



EAST BATON ROUGE
REDEVELOPMENT
AUTHORITY

Zion City & Glen Oaks Community Improvement Plan

Prepared by:
Phillips-Davis Legacy & BROWN+DANOS landdesign, inc.
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EAST BATON ROUGE REDEVELOPMENT AUTHORITY

Walter Monsour, President & CEO

Mark Goodson, Vice President

Susannah Bing, Project Manager

Harold Briscoe, Project Manager

Vickie Smith, Project Manager

5 CIP METRO COUNCIL MEMBERS

Ulysses 'Bones' Addison - Scotlandville Gateway

Ronnie Edwards - Zion City & Glen Oaks

Denise Marcelle - Choctaw Corridor

Tara Wicker - Northdale

Donna Collins-Lewis - Melrose East

THE TEAM

Phillips-Davis Legacy

BROWN+DANOS landdesign, inc.

Franklin Industries

ECONorthwest

Providence Engineering

Trahan Architects

EXECUTIVE SUMMARY

Introduction

Zion City and Glen Oaks are older communities and include some of the first subdivisions in North Baton Rouge. Years of disinvestment and neglect have turned a once thriving residential area into a blighted, disenfranchised community located near the Baton Rouge Metropolitan Airport, Airline Highway, and Interstate 110. The Zion City & Glen Oaks Community Improvement Plan, lead by the East Baton Rouge Redevelopment Authority (RDA), will guide physical and economic change in the area, building toward the citizens' vision for the future.

The consultant Team, led by Phillips-Davis Legacy and BROWN+DANOS landdesign, inc. employed extensive outreach techniques to engage residents and business owners, including surveys, stakeholder interviews, the RDA website, newspaper articles, radio and television news and on-air interviews, meetings with area ministers, a public Visioning Workshop, and a public Alternatives and Implementation Workshop.

The Vision

The Zion City & Glen Oaks area is envisioned as a prosperous, sustainable, and vital community that embraces its legacy as a significant residential area in North Baton Rouge. It is envisioned to emerge as a contemporary center of commerce as well as a residential community in North Baton Rouge that physically and economically connects to East Baton Rouge Parish as a whole, and particularly to adjacent Howell Place and Hooper Pointe.

This area is strategically located near the Baton Rouge Metropolitan Airport and is easily accessed by I-110 and Airline Highway. New commercial investments adjacent to Zion City & Glen Oaks, including Hooper Pointe and Howell Place, have spurred additional development. Aside from these, the Zion City & Glen Oaks communities themselves lack commercial businesses. Both Zion City and Glen Oaks are close-knit residential neighborhoods characterized by single-family houses owned by families who have resided there for generations, and many still remain there today. Zion City is recognized for very small residential lots, while lots in Glen Oaks are more standard in size.

The Plan

To realize the Vision for the Zion City & Glen Oaks community, extensive improvements to both public facilities and private land throughout the community are required. Two proposed Catalyst Projects, including both public and private improvements, will jump start revitalization in each focused area. Once the first Catalyst Project is well on its way, community-wide improvements are planned to begin, followed by development of regional connections.

Catalyst Projects

The initial Catalyst Project site is a focused area along Plank Road south of Harding Boulevard. Development of this open field is facilitated by the fact that it is under single ownership with whom the RDA is working closely. Its strong exposure along Plank Road and potential connection to Hooper Road and airport facilities make this property particularly marketable.

Based on the market demand and public input, this Catalyst Project is planned to potentially include new commercial and mixed-use developments as well as townhomes. Commercial development may include a grocery store and hardware store as anchor businesses along Plank Road. This side of Plank Road, although not within the community, is proposed to directly connect by extending Ford Street westward across Plank Road. Ford Street is currently being widened and improved under the City-Parish Green Light Program. It will provide better east-west access between Mickens Road and Plank Road. Along the realigned Ford Street, new single-family homes are proposed for the remnant land parcels. North of Ford Street and south of the Post Office, a new Senior Independent Living facility is proposed to meet existing and anticipated future demand.

A second Catalyst Project is proposed at Simplex Street and Ford Street. Neighborhood commercial will be developed at the intersection, with Simplex Street extending northward into Hooper Pointe to connect the new development with Zion City & Glen Oaks. Hooper Pointe is planning an expansion to include student housing, senior housing, and market rate apartments at that location. Southward on Simplex Street, townhomes, assisted living facilities, and infill single-family residential uses are proposed. Improvements to Simplex Street are required for this catalyst to be successful and to better connect Ford Street to Glen Oaks Elementary on Monarch Avenue. Curbs, gutters, sidewalks, trees, and new lighting are proposed to improve safety and aesthetics. Crosswalks will be added at Monarch Avenue, Cadillac Street, Stearns Street, and Ford Street.

Community-Wide Recommendations

The Catalyst Project will provide the initial jump start to improving the Zion City & Glen Oaks neighborhood. Community-wide recommendations address the remainder of the area outside of the catalyst project sites.

- » Refine a strategy to resolve adjudicated, blighted, vacant, and abandoned properties. The RDA has already begun acquiring adjudicated properties, but the list of such properties in Zion City is particularly extensive. Residential properties should be considered for disposition to adjacent property owners, as well as non-profit and for-profit developers.
- » Implement a robust and consistent code enforcement program. The RDA should continue to work with the City-Parish to remove blighted and dilapidated buildings, abandoned vehicles, and trash, and to ensure properties are maintained. This is a major problem, particularly in Zion City, and is critical to improving the community's image and attracting new residents and businesses.

- » Leverage public financial resources to stimulate private investment. Based on development proposed in the Community Improvement Plan, tax credits, rehabilitation loan programs, and revenue bonds should be leveraged to attract private investment in development projects. Since most commercial development is proposed on the Howell Place property on the west side of Plank Road, the private developer who owns the property is well-positioned to partner with the RDA in its development.
- » Implement/facilitate policies that enhance economic opportunities for residents. To improve economic opportunities for residents in the Zion City & Glen Oaks area, the City-Parish and the RDA should facilitate involvement and investment by area citizens in redevelopment and public improvement projects. Locally owned businesses should be provided special consideration to relocate and expand to new development areas. In addition, policies should address residents' life skills development, workforce training, entrepreneurship, and micro-loans.
- » Improve pedestrian circulation through streetscape improvements. Major streetscape improvements, including new paving, sidewalks, and new lighting are being completed on Ford Street. Similar improvements, along with vegetated stormwater management bioswales and rain gardens, are recommended along Simplex Street and Cadillac Street.



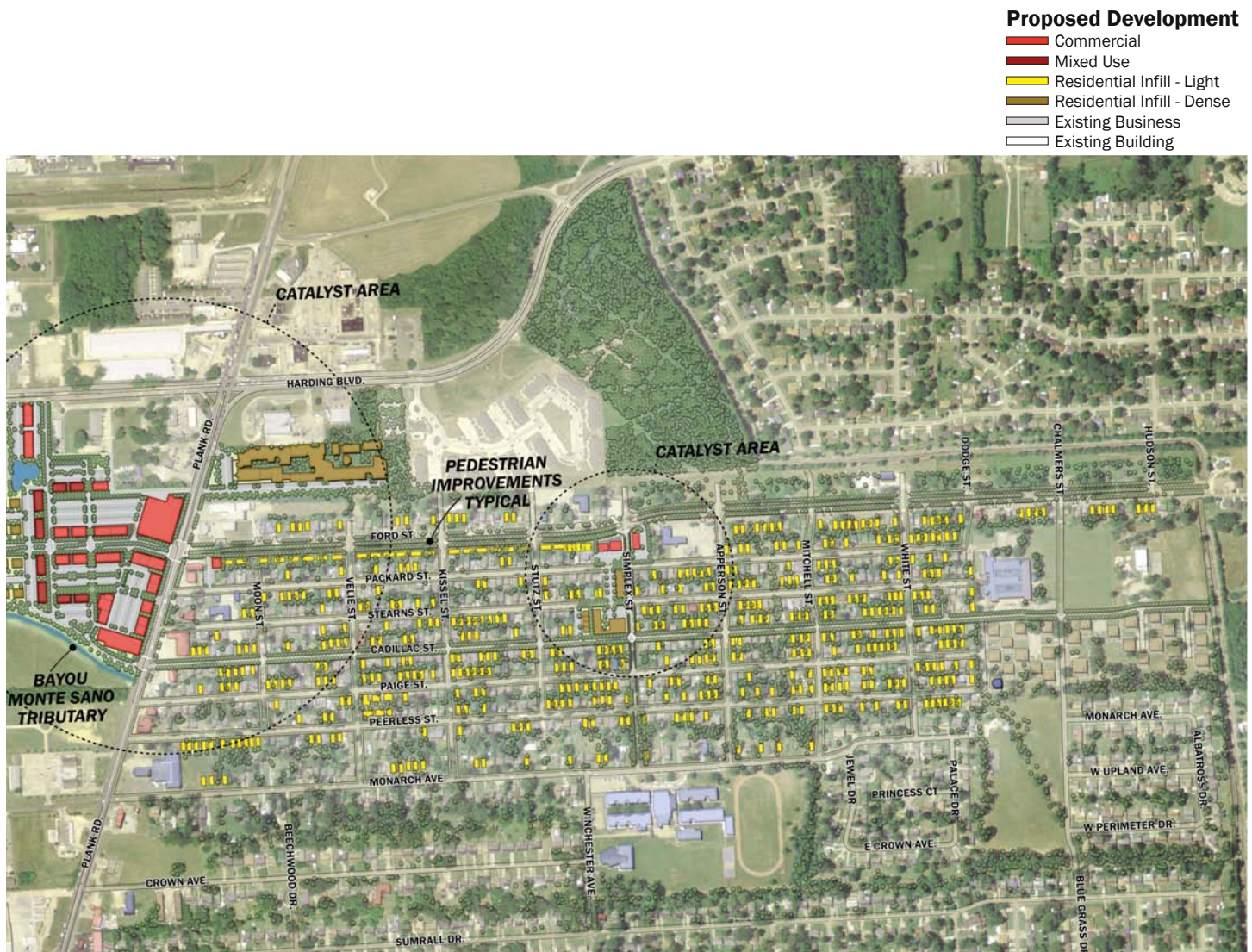
Plank Road Catalyst



Simplex Street Catalyst

Regional Recommendations

Zion City & Glen Oaks connections to the rest of the City and Parish must be strengthened and enhanced in order for the proposed community revitalization to be sustainable. New sidewalks being constructed along realigned Ford Street, along with proposed improvements to Mickens Road and Cedar Glen Drive northward, will create a Greenway with walking and biking paths, native plants, and stormwater management all the way to Hooper Road Park. From there, renaturalization of Cypress Bayou with paths and native plantings would create a Greenway to Comite River Park. Providing improved pedestrian walks and bike lanes on Plank Road and Monarch Avenue, which turns into 72nd Avenue across Plank Road, would connect to Scotlandville Parkway Park and Bayou Monte Sano Park .



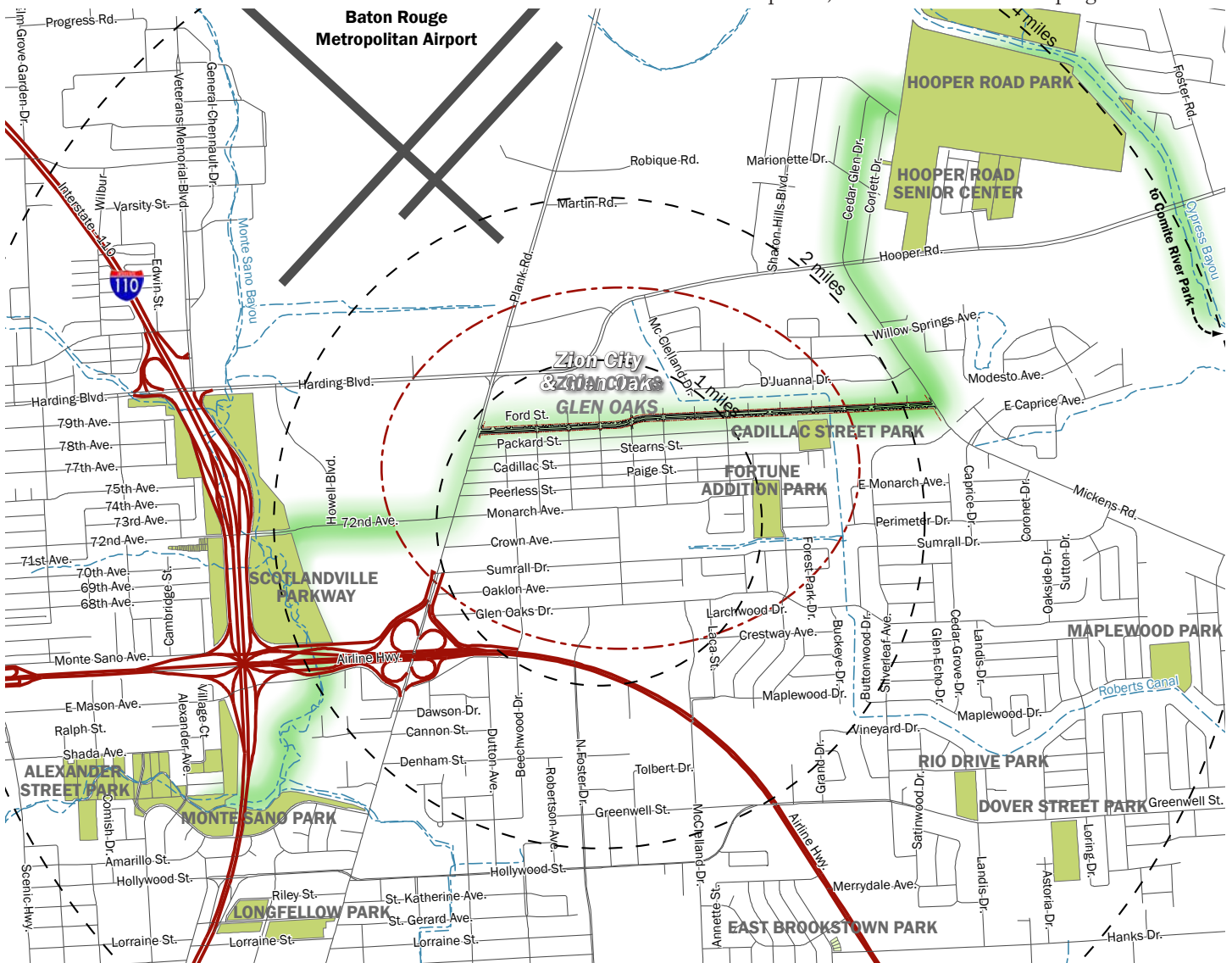
Community-Wide Recommendations

Implementation

A blanket change of land use and zoning to Planned Unit Development (PUD) is recommended for the entire Zion City & Glen Oaks area. This will bring existing non-conforming developments and parcel sizes into compliance and will facilitate redevelopment, particularly on the Catalyst Project site, according to the Community Improvement Plan. The Howell Place property is already a designated PUD. It is anticipated that the East Baton Rouge Parish Comprehensive Plan, known as FuturEBR, will establish new land use and development tools that would be more applicable to community-level redevelopment projects. Once they are adopted, the new tools and designations should be considered for the Zion City & Glen Oaks community.

The initial Catalyst Project is proposed to be implemented in five phases, potentially starting with a new grocery store on Plank Road, followed by a new hardware store and small commercial buildings that will accommodate a variety of retail businesses. Once the first two phases of the Plank Road Catalyst Project are in place, improvements and redevelopment of Simplex Street should be undertaken in Phase Three. Phases Four and Five, west of Plank Road, include mixed-use, additional retail, and townhomes.

Implementation strategies include establishing a Community Housing Development Organization (CHODO) for housing renovation and redevelopment, facilitating the establishment of more child care facilities, and coordinating with the City-Parish and local non-profit organizations to provide workforce training, life skills development, and other needed social programs.



Regional Connections



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RDA

In 2007, The Louisiana Legislature formed the East Baton Rouge Redevelopment Authority (RDA). According to Act 417, the RDA was created

“to provide for the formation of programs in the East Baton Rouge Parish for the use of private or public funds to eliminate or prevent the development or spread of slum, blighted or distressed areas; to allow the rehabilitation, clearance or redevelopment of slum, blighted and distressed areas; to provide for the expeditious conversion of blighted or underused property into habitable residential dwellings needed to address the influx of displaced persons into the East Baton Rouge Parish.”

The RDA is comprised of all territory within East Baton Rouge Parish including the municipalities of Baker, Baton Rouge, Central, and Zachary.

The RDA is governed by a five-member Board of Commissioners, appointed by the Mayor-President, Baton Rouge Area Foundation, and Baton Rouge Area Chamber. The mission of the RDA is to transform the quality of life for all citizens who live, work, and play in East Baton Rouge Parish by returning blighted properties to productive use, fostering redevelopment through facilitating partnerships, and creating a vibrant, globally competitive community while preserving character of place.

The RDA offers several programs to assist business owners and developers with improving their properties and buildings. These programs include gap financing, land banking, rehabilitation of rental housing, small business façade grants, and Community Improvement Plans, information about which can be obtained from the RDA website www.ebrra.org.

In December of 2009, the RDA's Board of Commissioners selected the Phillips-Davis Legacy and BROWN+DANOS landdesign, inc. Team to prepare 5 Community Improvement Plans (CIPs) for the Scotlandville Gateway, Zion City & Glen Oaks, Choctaw Corridor, Northdale, and Melrose East Communities. Additional Team members include Franklin Industries, ECONorthwest, Trahan Architects, and Providence Engineering. The 5 Community Improvement Plan areas were identified by the RDA, The Mayor-President, and the Metro Council members representing the 5 neighborhoods. The Community Improvement Areas were selected as priorities of the Metro Council members for revitalization and redevelopment within their larger districts. *See figure 1.*

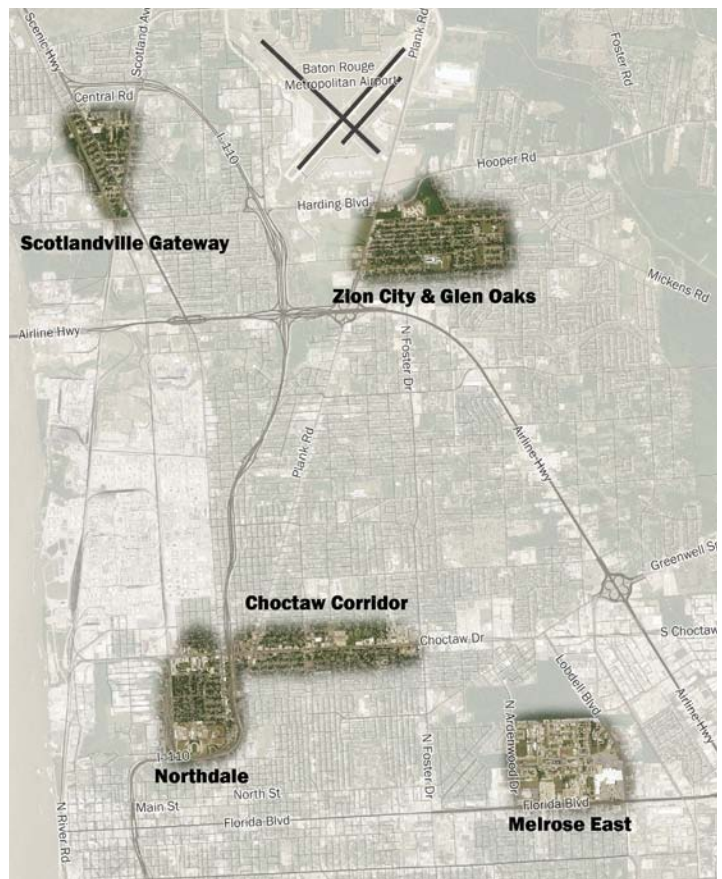


Figure 1: 5 CIP Areas

What is a CIP?

A Community Improvement Plan (CIP) is a revitalization plan that is community-driven and provides action-oriented strategies to affect the physical environment in ways that improve the quality of life for citizens. It builds upon the momentum of other revitalization efforts currently underway and works within and complements existing and forthcoming plans such as the East Baton Rouge Parish Unified Development Code (www.brgov.com), the Louisiana Land Use Toolkit (www.landusetoolkit.com), and the FuturEBR Comprehensive Plan (www.futureebr.com). The Community Improvement Plan for Zion City & Glen Oaks reflects Smart Growth best practices (www.smartgrowthamerica.org) and is consistent with the Louisiana Speaks Regional Vision (www.louisianaspeaks.org).

To prepare the Community Improvement Plans, extensive analysis of the Zion City & Glen Oaks area's existing conditions

and projected future growth was conducted. Additionally, public meetings and stakeholder interviews were conducted to gain valuable feedback from the community. The results of this outreach were thoroughly analyzed to ensure the end result represented the desires and aspirations of the community. The resulting CIP presents not only recommendations for physical growth and revitalization of the area, including proposed new developments and improved infrastructure, but also sets forth recommendations for crime prevention, code and policy change recommendations, public service enhancements, and community capacity building. Accompanying each recommendation are implementation strategies outlining responsible parties and financing methods. The Zion City & Glen Oaks Community Improvement Plan will serve as the complete blueprint for revitalization of the area.

Zion City & Glen Oaks

The Zion City & Glen Oaks study area is bordered by Plank Road to the west, Robert Canal to the east, Harding Boulevard to the north, and Sumrall Drive to the south. This study area is comprised of Zion City and a portion of the area identified as Glen Oaks. Monarch Avenue is considered the dividing line between the two areas. Historically these two neighborhoods were developed very differently, with Zion City being developed primarily for African Americans and consisting of very small lot sizes, and Glen Oaks being developed for the Caucasian community and consisting of larger lots. However, as a result of the “white flight” that happened in much of Baton Rouge in the 1960s, Glen Oaks is also now primarily an African American neighborhood as can be seen in the 2000 Census, which shows the percent of Black or African American population at 96% for the area. Some of the houses in the area date back to 1911. A 1979 Louisiana Conference on Neighborhoods reported that the property values began to deteriorate when residents sold to developers and many of the homes became rental properties in the 1970s. Deterioration continued as families who had long called the area home began moving away to escape the crowded conditions and increasing crime levels. (East Baton Rouge Redevelopment Authority, 2009). According to the 2000 Census:

- » Median household income is \$16,270; average per capita income is \$7,092;
- » 80% of the adult population have not completed high school or GED; less than 1% have earned a bachelor’s degree;
- » Aging housing stock with median year built of 1968;
- » 62% of the housing units are owner-occupied and 28% are rental

The Baton Rouge Advocate has tracked efforts to revitalize Zion City. An article dated January 5, 1992 mentions concerns

of the elderly and poor who felt hopeless to revitalize the area. A report from 2008 describes the “Restore Pride Plan” for Zion City which encompassed a clean-up campaign, job training, and literacy classes for residents of Zion City. (East Baton Rouge Redevelopment Authority, 2009).

Zion City & Glen Oaks is considered one of the oldest and most historic neighborhoods in East Baton Rouge Parish. Many residents do not want to leave the area and long for the sense of pride and vitality they once knew. This once stable middle-class urban community has become a socially and economically devastated area, yet is showing the first sign of improvement by investing in a Community Improvement Plan. The Zion City & Glen Oaks Community Improvement Plan will consist of multiple strategies that will increase the safety of the area, enhance its appearance, and make Zion City & Glen Oaks a more livable place for its residents. It will address the eradication of blight and will promote increased economic activity in the form of business development and other private investment. The Community Improvement Plan strategies will help attract businesses that create additional jobs which may be filled by individuals living within the community, thus improving the economic opportunities for the residents of Zion City & Glen Oaks. *See figure 2.*



Legend

- Roads
- Railroads
- Streams
- Waterbodies
- Parcels

Figure 2: Zion City & Glen Oaks



Figure 3: Outreach Flyer



Residents working at Visioning Workshop



Residents working at Visioning Workshop

The Team employed extensive outreach methods within the 5 CIP areas in order to gain a strong insight into how the citizens would like to see their communities improved and enhanced. Successful visioning and implementation of the Zion City & Glen Oaks Community Improvement Plan must involve residents, business owners, stakeholders, and members of City-Parish working in unison. Channels used to inform the public of the CIP and its workshops included inter-community promotion, media promotion and relations, e-promotion, direct canvassing, and indirect canvassing. Specific methods of gathering public input for the CIP included stakeholder interviews, a Visioning Workshop, and an Alternatives and Implementation Workshop.

Inter-community promotion within Zion City & Glen Oaks consisted primarily of stakeholder interviews. Community stakeholders are critical in building confidence and trust in any community project, and they are also great sources of historical and working knowledge of the communities in which they live and serve. Continual communication with these stakeholders throughout the project played a key role in the success of the community workshops.

Media promotion and relations consisted of earned media and paid media. Earned media included Press Releases and Public Service Announcements, live radio interviews, and a morning television show guest appearance. Press Releases and Public Service Announcements (PSAs) were released to News, TV, and Radio before and leading up to the Zion City & Glen Oaks Visioning and Alternatives and Implementation Workshops. Earned media included WAFB TV, WBRZ TV, Fox 44, WVLA TV, The Advocate, The Weekly Press, and all local radio stations, including those broadcast by Citadel, Guarantee, and Clear Channel Communications. One week prior to the kickoff of workshops for the 5 CIPs project, a live radio interview was conducted by Walter Monsour, President & CEO of the East Baton Rouge Redevelopment Authority. During the week of May 17th, Karen Phillips of the Team made a one-time appearance on WBRZ's Tune In morning show. Additionally, on July 23rd, Susannah Bing, Project Manager for the RDA, conducted a live television interview on WVLA. She also made a presentation on Councilwoman Ronnie Edwards' District 5 broadcast, which aired on Metro 21. Paid Media included newsprint advertisements in The Advocate and The Weekly Press newspapers one week prior to each of the Zion City & Glen Oaks workshops. *See figure 3.*

E-Promotion for the Zion City & Glen Oaks outreach campaign consisted of a project website and e-blast announcements. The 5 CIPs website, http://www.ebrra.org/community_improvement_plans/, managed by the Team, includes a place to sign up to receive e-mail updates on the project. E-blast announcements were sent via the RDA with their logo attached. A save the date/spread the word e-blast was sent 3-4 weeks prior to the workshops and a reminder e-blast was sent 3-4 days prior.

Direct and indirect canvassing is an effective way to create buzz within an area over an upcoming event or project. Direct canvassing strategies for Zion City & Glen Oaks were yard signs, a toll-free number, roadside banners, and fliers & door hangers. Approximately 12 yard signs bearing the RDA logo and reading “Learn about your Community’s Improvement Plan,” followed by the website and toll-free number, were set up for the length of the project. A toll-free number, 1 (877) 311-5862, was set up specifically for the project, offering details on upcoming workshops through a pre-recorded message. The message was changed and updated as the project progressed. At high-traffic areas, large roadside banners were displayed before each workshop to draw attention to the particular workshop dates. These included a permanent project logo and catch-phrase as well as workshop titles, locations, and dates. Lastly, door hangers were placed on residences, and fliers were posted in high-traffic areas such as the post office, gas stations, banks, grocery stores, community centers, and other businesses, with permission granted. Flyers placed in student backpacks of the Glen Oaks Middle Schools within the Zion City & Glen Oaks project area along with church bulletins and announcements served as indirect canvassing. See the *Outreach Strategy Report in the Appendix*.

One last key component that ties into the Outreach Strategy is the 5 CIP Technical Advisory Committee (TAC). For advisement and clarification on specific technical matters, the Team was in communication with the TAC members throughout the planning process. Communications through emails, phone calls, and meetings resulted in general methods and recommendations to plan the unified development of the five communities. Specific examples included neighborhood appropriate housing ideas, cost estimates of public works, and proposed zoning changes. The TAC is composed of a representative from each of the following agencies and interest groups:

- » City-Parish Department of Public Works: Jim Ferguson, Special Projects Engineer
- » City-Parish Office of Community Development: Charles P. “Chip” Boyles, II, Urban Development Director
- » Baton Rouge Fire Department: Robert Combs or Curt Monte, Fire Public Information Officer (or Asst.)

- » City-Parish Planning Commission: Lael Holton, FUTUREBR Comp Plan Advanced Planning Manager
- » Baton Rouge Police Department: Lieutenant Todd Lee
- » Louisiana Livable Communities Council, AARP Louisiana: Nancy McPherson, State Director
- » Human Development & Services, East Baton Rouge Parish: Larry St. Amant, Director, then Paula Merrik-Roddy
- » Capital Area Transit System (CATS): Kiran Vemuri, Planning Manager
- » An Alternative Housing Developer: Christine E. Nichols

Stakeholder Interviews

“Nobody cares about the changes to Ford Street anymore . . . the community spirit is almost gone. People are resentful because of broken promises and nothing ever happening.” -Excerpt from Zion City & Glen Oaks stakeholder interview

Stakeholder interviews in Zion City & Glen Oaks were held four weeks before community workshops began in order to collect necessary human data on the project, and to subsequently encourage word of mouth communication within the respective communities, building awareness and anticipation. Stakeholders were asked to encourage their friends and colleagues to participate in the upcoming workshops.

Members of the Team, along with staff of the RDA, conducted 12 stakeholder interviews on February 11, 19, and 22, 2010.

Members of the Team interviewed individuals and representatives from both public and private entities, including City-Parish government, businesses, faith-based organizations, community organizations, and local residents of the Zion City & Glen Oaks Community. Stakeholder interviews were conducted as open-ended discussions, allowing the stakeholder to speak freely about their community and the positive or negative areas that they would like to see replicated or improved upon. However, a uniform briefing and list of questions were followed to ensure needed information was captured. Each interview lasted approximately 45 minutes, with some running longer and some shorter.

The process of choosing participants for the stakeholder interviews was a joint effort of the RDA, the Mayor-President, and the Team. Beginning the interview, each stakeholder was briefed on the status of the East Baton Rouge Redevelopment Authority, its mission, and current endeavor to develop the 5 CIPs for underserved areas in North Baton Rouge. Each stakeholder was also presented a map of the project area and a project schedule.

The following summarizes the results of the twelve Zion City & Glen Oaks stakeholder interviews.

When asked what they most value in the Zion City & Glen Oaks community, stakeholders mentioned the people, the Ford Street area, nearby community centers, local churches, and Zion City's history.

The following were some of the places mentioned as having value, or serving as landmarks, to the Zion City & Glen Oaks community.

- » Ford Street
- » Glen Oaks Middle School
- » The Mackey Center

When asked what most troubled them about Zion City & Glen Oaks, stakeholders responded with lack of activities for the youth, lack of services for the elderly, lack of transportation systems, blight and crime, and the external perception of Zion City.

Examples of other concerns mentioned by stakeholders include:

- » Increasing amount of dilapidated housing and number of overgrown lots
- » Lack of revitalized and restored housing (rental or homeowner)
- » Lack of constructive and education programs for the youth
- » Lack of quality education
- » Lack of skilled workforce

Stakeholders were asked what planners should take into account when discussing improvements to Zion City & Glen Oaks. Their responses included employing a holistic approach, ensuring complementary improvement plans, focusing on housing revitalization, listening to the community, and public transportation improvements. Some general development ideas mentioned were:

- » Supermarket (alternative to Piggly Wiggly)
- » Businesses and stores
- » Community center
- » More schools
- » Developments that include mentoring, sports, or cultural events to help build pride

Stakeholders were asked what they would like to see when they think about the long-term future of Zion City & Glen Oaks. Responses included preservation of history and restoration of community pride, greater development around the airport, general aesthetic improvements, introduction of motivational youth programs, and a better public transit system.

Stakeholders were asked what challenges to economic development they see and experience in Zion City & Glen Oaks, as well as their aspirations for economic development. Challenges the stakeholders discussed were residential flight from the community, safety and crime, attracting new residents, lack of funding, and perception of the neighborhood.

Aspirations mentioned were rezoning within the area, providing for social services and businesses, and institution of a young-worker program.

Stakeholders were asked to identify the top two safety concerns they have for the Zion City area. The two major themes heard were crime and violence. Other concerns were the lack of positive activities for the youth, lack of sidewalks, and open ditches.

Lastly, stakeholders were asked what their hopes and concerns are for the Community Improvement Plan for Zion City & Glen Oaks. Their responses included hopes that the CIP is realistic and really happens, and that it will bring about a refreshing and revitalized area projecting a safe and modern image.

Stakeholders interviewed were:

Regina Barrow, Louisiana Senator District 29
Public Official

Ronnie Edwards, Metropolitan Council District 5
Public Official

Betty Claiborne, Resident and Community Activist
Community

Dot Thibodeaux, The Grandparents House
Community

Linda Drewery, Zion City CDC
Community

Harold Scott, Winnfield Funeral Home
Business

Anthony Marino, Baton Rouge Metropolitan Airport
Business/ Transportation

Richard Murray, East Baton Rouge Parish Housing Authority
Housing

Vereta Lee, School Board Member (District 2)
Education

Averil Sanders, Glen Oaks Middle School Principal
Education

Reverend Donald Hunter, New Beginning Baptist Church & Zion City Redevelopment Coalition
Ministerial

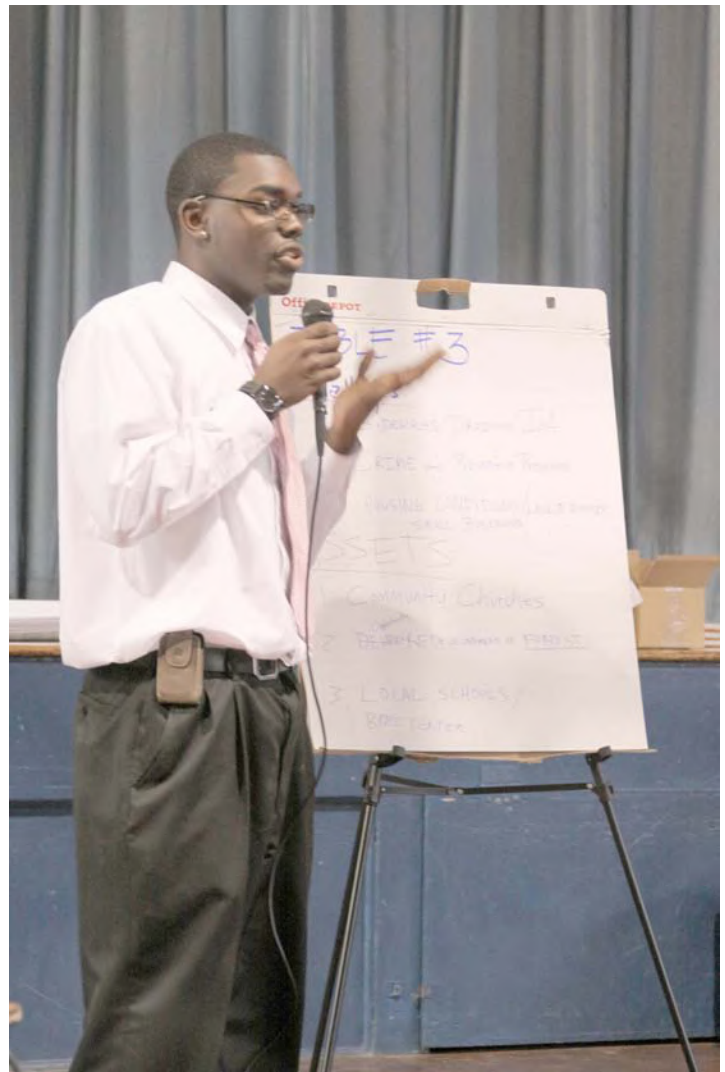
As previously mentioned, community stakeholders are critical in building confidence and trust in any community project. They are the producers from within the community. The Zion City & Glen Oaks stakeholder interviews gathered implicit narratives that will be woven into the future of their community. They have helped to inform the Zion City & Glen Oaks Community Improvement Plan and provided insight for how to orchestrate a meaningful future.

Visioning Workshop

A Visioning Workshop for Zion City & Glen Oaks was conducted on March 18, 2010 in order to gain public input for development of the Vision for the Community Improvement Plan. During the workshop, attendees were asked to work in groups and participate in two mapping exercises intended to capture their perception of and vision for their neighborhood.

For the first Visioning Workshop exercise, participants were given a map of the area and were asked to identify and describe assets and challenges to the neighborhood using blue and red stickers, respectively. Once the assets and challenges were identified, they were asked to prioritize those into the top three of each for presentation to the room. The seven groups, randomly assigned, identified many of the same assets and challenges. Among these prioritized assets were the churches and parks in the area, adjacent development, the airport, and the clusters of vacant properties offering opportunities for development and community gardens. The challenges presented included vacant and abandoned buildings, lack of jobs in the area, inadequate housing, crime, safety, infrastructure, and general disinvestment in the community.

The second exercise was intended to determine the preferred location and types of catalyst development residents of Zion City & Glen Oaks want to see in their neighborhood. Groups were given new area maps and a series of color coded chips, each depicting a different program or land use that could be contained within a catalyst project. The facilities represented in the chips included healthcare, community centers, commercial, housing, and day care. The tables of participants were asked to place the chips where they would like to see new or revitalized development and then give a specific explanation of the intended use. Facilitators encouraged groups to cluster uses together in an area in order to create a substantial, highly visible improvement and to comply with smart growth principles of mixed-use and walkability. Like the first exercise, the catalyst project mapping also revealed the community's similar visions for revitalization with catalyst projects including: grocery or farmers markets, dining opportunities, elderly and child care, pharmacies or clinics, and a community center. Many of the residents identified the large undeveloped property west of Plank Road between Ford Street and Cadillac Street as an ideal location for commercial development, as well as the corner of Simplex Street and Ford Street. The full Zion City & Glen Oaks Visioning Workshop report is in the Appendix of this document. *See figure 4.*



Resident presenting at Visioning Workshop



Residents listening at Visioning Workshop



Legend

— Roads	Community Input Proposed Development	Community Input Assets & Challenges
— Railroads	Commercial	Asset
— Streams	Community Center	Challenge
— Waterbodies	Day Care	
	Healthcare	
	Housing	
	Office	
	Public Service	

Figure 4: Zion City & Glen Oaks Visioning Workshop Results Analysis

Alternatives & Implementation Workshop

Following the Visioning Workshop for Zion City & Glen Oaks, the Team conducted a thorough analysis of the community input and area market assessments. From this analysis two target areas for future catalyst development were identified and two concepts were developed for each. On May 22, 2010, an Alternatives and Implementation Workshop for the Zion City & Glen Oaks community was conducted in order to present and receive resident feedback on those catalyst area concepts. Attendees were given digital voting devices and were asked to vote on the general concepts as well as individual components within each. Their votes were immediately displayed on the screen, which provided input to the Team for “on-the-fly” revisions to the preferred concept. After voting was completed, respondents took a brief break to visit participants of the Resource Fair while the Team made adjustments to the concepts. The Resource Fair featured several agencies that provide services identified in the Visioning Workshop as being important to the community, including non-profit and public service organizations from around the Parish.

Once attendees of the Zion City & Glen Oaks Alternatives & Implementations Workshop reconvened at the tables, they were shown diagrammatic maps illustrating community and regional

opportunities. The community opportunities map featured amenities such as crosswalks, street beautification opportunities, a greenway, and a nature park, while the regional opportunities map focused on pedestrian and vehicular connections between the neighborhood and the rest of the Parish. Residents were again asked to use their digital voting devices to give feedback on those options. Finally, the preferred concepts illustrating their earlier input were revealed. *See figure 5 & 6.*

The preferred designs for both the Simplex Street Area and Plank Road Area continued to be refined by the Team following the workshop. The refined concepts are based off of the information received from both the Visioning and Alternatives & Implementation Workshops as well as market assessments, technical analysis, input from the RDA, and the Team’s expertise, all of which will be further discussed in later sections. The current conceptual plan is intended to communicate what the community desires and can support as well as what existing and future markets will support. Furthermore, the Team will make recommendations for code or policy changes and new funding strategies that may be necessary to provide for the success of the Zion City & Glen Oaks Community Improvement Plan.



Figure 5: Zion City & Glen Oaks Preferred Plank Road Catalyst



Figure 6: Zion City & Glen Oaks Preferred Simplex Street Catalyst Concept

Data Collection

The Zion City & Glen Oaks Community Improvement Plan is based upon existing conditions and forecast data in the form of available published reports, studies, and mapping including census, assessor, employment, tax revenue, housing, adjudicated properties, transit, crime data, as well as current land use, building footprints, rights-of-way, adjudicated and vacant properties, and existing property conditions. Transportation data was collected, including street surface conditions, available daily traffic counts, bus routes, railroad lines, and grade crossing signage and safety equipment. Infrastructure data collected included localized flooding and condition of infrastructure.

Field reconnaissance entailed a variety of efforts. A windshield survey assessment of vacant buildings for adaptive reuse potential was conducted on April 30, 2010. During this survey, the Team recorded land uses, vacancies, building types, and visibly apparent building conditions. The reconnaissance of vacant land parcels for infill development and assemblage potential also took place. A subsequent windshield survey was conducted in July 2010 to assess in more detail the individual buildings within the catalyst project sites.

The Team conducted numerous site reconnaissance visits during the spring and summer of 2010, photographing and surveying area buildings, vacant lots, blighted properties, community uses, and conditions. GIS analytical tools were used to reveal trends, opportunities, and constraints to economic development and improved quality of life. Data collection in the form of reports, studies, maps, charts, etc. can be found within the body of this document or in the Appendix of this document.



Old Antioch Baptist Church



Carters Cleaners



Illegal Dump Site off of Ford Street

Analysis

Land Use

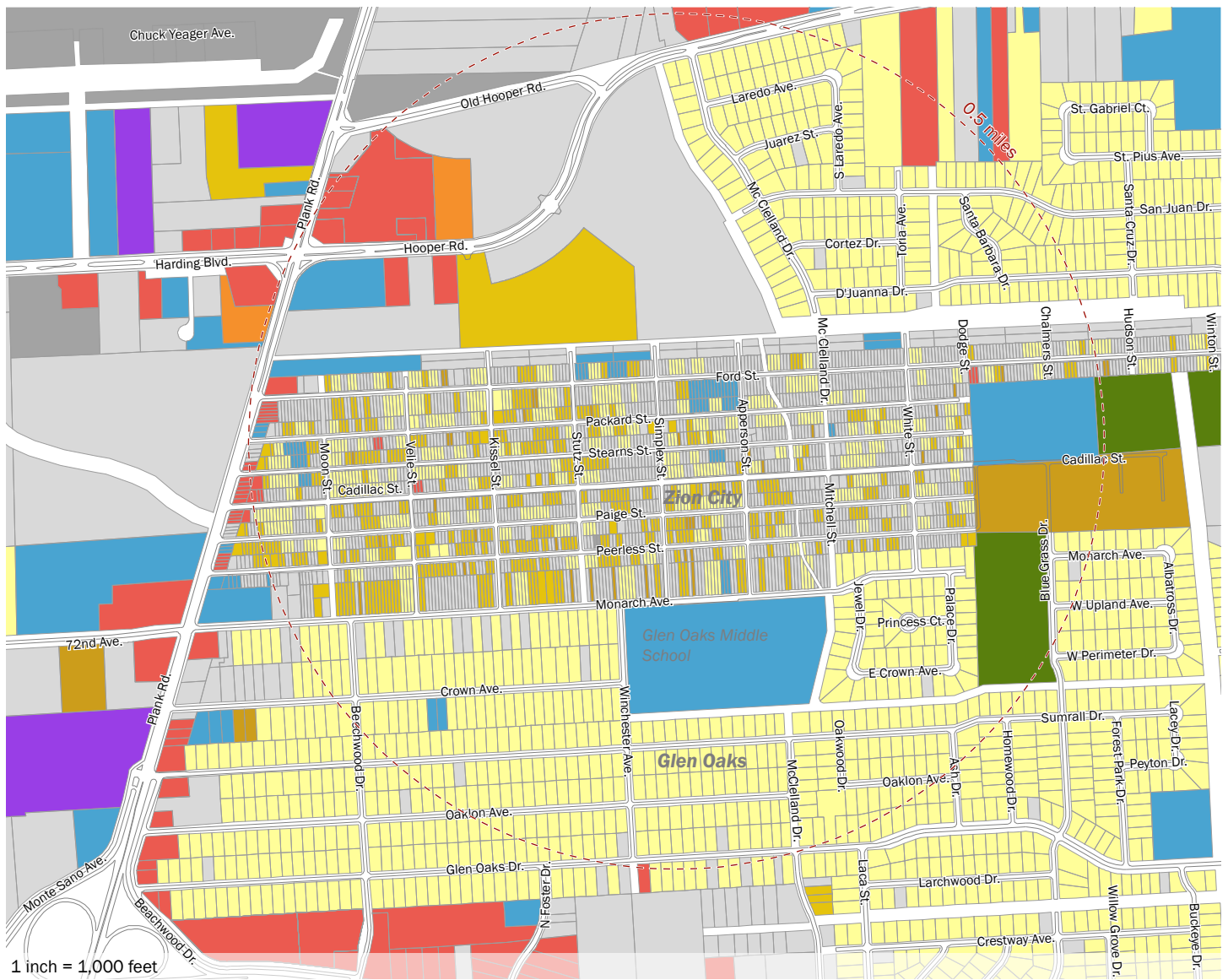
Existing land uses in Zion City and Glen Oaks are dominated by single-family residences, although the density of single-family housing in Zion City is more than double that of Glen Oaks. Similar extreme differences between the two adjacent neighborhoods are found in the sizes of homes (averaging approximately 800 square feet in the Zion City neighborhood and approximately 1,500 square feet in the Glen Oaks neighborhood), sizes of lots (approximately 1,600 square feet in Zion City and 10,000 square feet in Glen Oaks), and the amount of parcels currently vacant. Of the 606 properties listed as being vacant within the Zion City and Glen Oaks CIP boundary, only 12 are in Glen Oaks and south of Monarch Avenue, the dividing line between the two communities. It should be noted that some of these vacancies within Zion City can be attributed to the purchase of property along Ford Street to accommodate the improvements through the Mayor-President's Green Light Program. However, even taking this into account, more than 50% of the single-family lots in Zion City are currently vacant.

See the Unified Development Code section within the Recommendations section of this document, for a recommendation that remedies issues of infill and parcel sizes.

Non-residential uses in Zion City and Glen Oaks include two very small neighborhood grocery stores, Zion Terrace Public Housing located between Cadillac Street and Peerless Street east of Dodge Street, numerous neighborhood churches, two parks, and several commercial businesses along the east side of Plank Road. North of Ford Street is multi-family housing, commercial, a post office, and large areas of undeveloped land. On the west side of Plank Road, large areas of undeveloped land are also found, along with commercial and industrial uses. Additionally, the community houses Glen Oaks Middle School on Monarch Avenue.

The average size of parcels in Zion City is 20 feet wide by 80 feet deep. As can be seen on the land use map, if all the vacant lots were redeveloped as single-family houses, the resulting density of dwellings and people would be substantial. Such conditions would be almost unlivable given the fact that no public open space or parks are available to residents except on the far east side of the neighborhood, and that virtually no retail or other services are available within the neighborhood. While the Glen Oaks neighborhood does not face the same challenges regarding residential density, it too has no retail or other services within the neighborhood boundaries and is only served by parks or public open space on its eastern edge. *See figure 7.*

Priorities for infill development were identified as areas that have the potential to attract private developers.



Legend

— Roads	Existing Land Use 2010	Public / Semi-Public
— Railroads	Agriculture	Recreation
— Streams	Low Density Residential	Vacant
— Waterbodies	Medium Density Residential	Trans. / Comm. / Utilities
— Parcels	High Density Residential	
— Buildings	Office	
	Commercial	
	Industrial	

Source: City Parish Planning Commission - August 2009

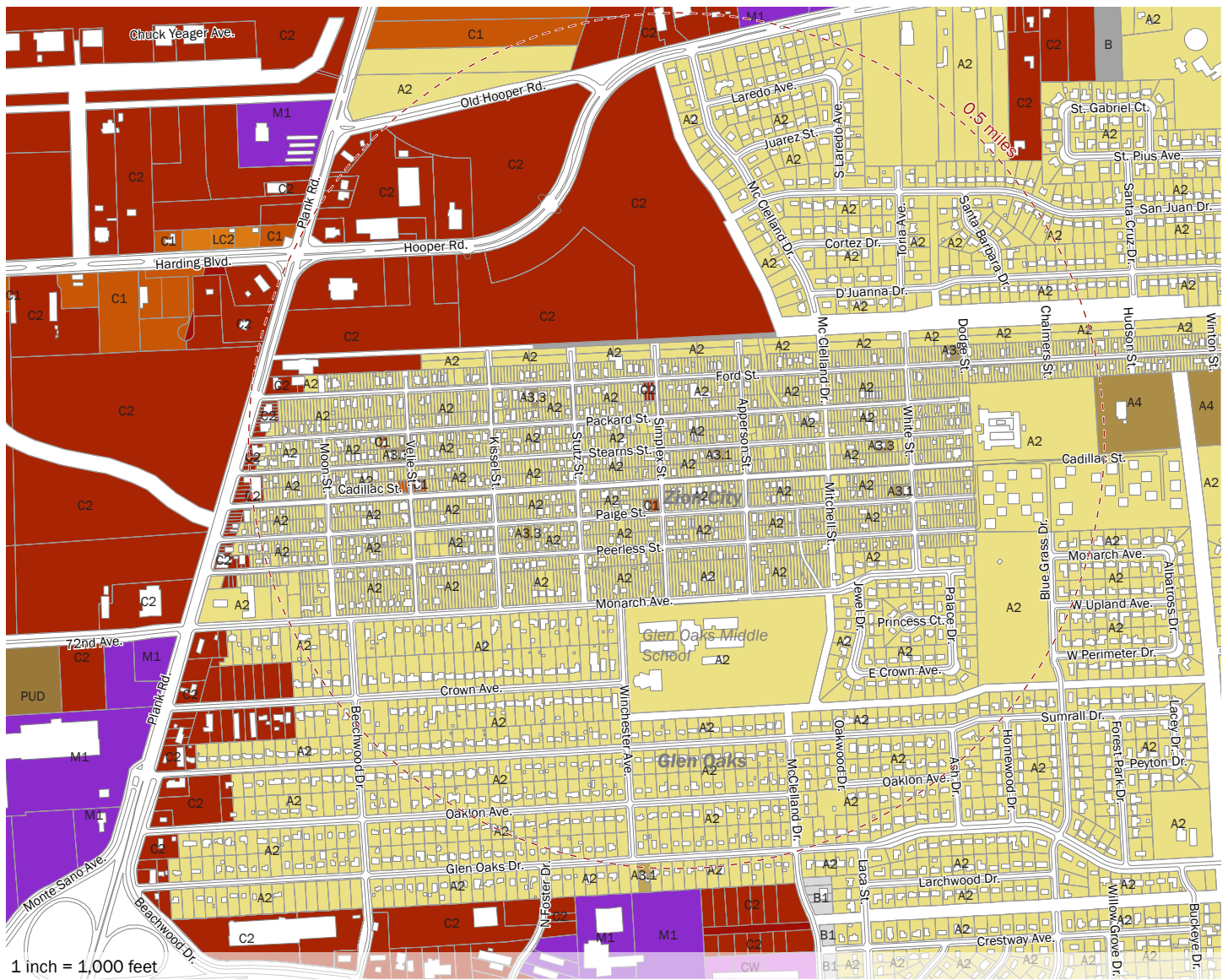
Figure 7: Existing Land Use

Unified Development Code

Existing zoning in the community is primarily C2 Heavy Commercial along Plank Road and along a portion of Crown Avenue near Plank Road, and A2 Single-family Residential throughout the remaining areas. A few small areas of multiple lots in Zion City are zoned A3.1 or A3.3, Limited Residential. The only exceptions to residential within the study area are C1 Light Commercial and one C2 area at two corners along Simplex Street, two corners along Cadillac Street, and two lots midblock on Packard Street.

The Unified Development Code (UDC) requires that residential lot sizes zoned A2, A3.1, and A3.3 be a minimum of 60 feet wide. Lots within Glen Oaks are between 60 feet and 70 feet wide and are thereby in compliance with current zoning. However, all parcels in Zion City are out of compliance with existing zoning requirements. In order to redevelop vacant parcels, lots would have to be assembled into larger parcels. The most practical approach would be to allow redevelopment of two adjacent parcels, creating a 40-foot wide lot. To a more limited extent, three adjacent lots could be assembled, creating a 60-foot wide lot. Three adjacent lots would constitute a parcel that meets current development requirements under the zoning code. Rezoning must be instituted to allow for the 20-foot and 40-foot lots to be redeveloped as single-family housing, relieving housing developers of the burden of obtaining variances. Without such changes, housing redevelopment in Zion City may not be feasible.

Similarly, some commercial properties on the east side of Plank Road, zoned C2, could not be redeveloped given yard buffer and parking requirements. In this area of Baton Rouge, a higher percentage of the population is dependent on public transit, biking, or walking for transportation. The high amount of parking required by the current UDC is deemed unnecessary in these communities, and also increases the cost of development and redevelopment. New UDC regulations must be instituted to address these issues and relieve commercial developers of the burden of obtaining variances. Specific recommendations regarding these suggested changes can be found in the UDC revisions section of this document. Without such changes, development in Zion City and Glen Oaks may not be feasible. *See figure 8.*



Legend

CPPC Zoning

(A1) Single Family Residential	(C-AB-1) Alcoholic Beverage (Restaurant)
(A2) Single Family Residential	(C-AB-2) Alcoholic Beverage (Bar/Lounge)
(A2.7) Zero Lot Line Residential	(C2) Heavy Commercial
(A3.1) Limited Residential	IA
(A3.3) Limited Residential	(M1) Light Industrial
(A4) General Residential	(M2) Heavy Industrial
(SPUD) Small Planned Unit Development	(B) Off Street Parking
(LC1) Light Commercial	(B1) Transition
(C1) Light Commercial	

Source: City Parish Planning Commission - August 2009

Figure 8: Existing Zoning

Transportation & Infrastructure

Roadways

Based on available traffic counts, the roadway and street network in the Zion City & Glen Oaks community does not appear to be overburdened with traffic, experiencing only short periods of traffic congestion at some intersections during a portion of the peak hour. The primary north-south arterial serving this neighborhood, although only along its western boundary, is Plank Road (LA 67). Plank Road intersects Harding Boulevard (LA 408) at the northwest corner of the neighborhood, and Airline Highway (US 61) a few blocks south of the neighborhood's southwest corner. Ford Street, the neighborhood's northernmost east-west street, intersects Plank Road on the west and Mickens Road on the east. Cadillac Street, running east-west through the neighborhood and intersecting Plank Road, serves as a transit route through the neighborhood. Monarch Avenue also intersects Plank Road and continues to the west as 72nd Avenue after crossing Plank Road. Monarch Avenue, however, does not carry traffic out of the neighborhood to the east. Both Ford Street and Cadillac Street, as the neighborhood's only east-west connectors, may carry a slightly higher level of traffic than adjacent neighborhood streets. North-south connectivity in the neighborhood to arterial roadways is lacking in general, facilitated only by Plank Road. The street grid is not uniform throughout this area. Low traffic volumes on neighborhood streets may also be a result of the significant amount of vacant property throughout. *See figure 9.*

Traffic counts taken by the Louisiana Department of Transportation and Development (DOTD) for 2008 (most current available) in the neighborhood or in very close proximity are as follows:

- » Harding Boulevard (LA 408) between Plank Road and I-110
20,256 ADT*
- » Plank Road (LA 67) at Stearns Street
29,315 ADT
- » Plank Road (LA 67) just north of Harding Boulevard
28,729 ADT
- » Hooper Road (LA 408) at McClellan Drive
31,402 ADT

*ADT = Average Daily Traffic

These traffic counts are bi-directional counts on these arterials. Peak hour volumes are usually 10% to 12% of the ADT with a peak hour split of 60/40 common, i.e., 60% of the peak hour volume in the peak direction. Within the neighborhood, traffic

volumes are a fraction of these ADT volumes. There are no arterials and only minor collectors in this neighborhood.

Traffic flow in the neighborhood is unaffected by railroad tracks and rail traffic flow.

All neighborhood/local access streets within the study area appear to carry traffic at a volume appropriate for their functional classification. However, most of these neighborhood streets are narrow and asphalt-paved with open ditch drainage. Such streets, depending on the type and volume of traffic carried, usually require more maintenance than concrete streets with closed drainage. Streets that already feature concrete paving and closed drainage are Cadillac Street and Blue Grass Drive. There are also four streets, Monarch Avenue, Albatross Drive, West Upland Avenue, and West Perimeter Drive, that are asphalt paved but have closed drainage. The major streets and arterials around the study area, such as Plank Road and Harding Boulevard, are concrete with closed drainage. An inventory of the types of streets within the study area is included in the appendix.



Figure 9: Average Daily Traffic Count Locations

Transit Service

As of August 2010, the Zion City & Glen Oaks community is served directly by one public transit route, Harding Route (No. 11), operated by the Baton Rouge Capital Area Transit System (CATS). The CATS system is currently undergoing operations analysis and modification of routes, therefore this information may change beginning in 2011 and should be re-evaluated at that time. Three other transit routes are accessible in the vicinity of the neighborhood via transfers near the intersection of Glen Oaks Drive and Blue Grass Drive, which is just south of the study area. These three routes are the Airline Route (No. 54), the Plank Route (No. 41), and the Foster/Gus Young Route (No. 23). By use of transfers from route to route where they intersect, it is possible to travel by transit to other locations served by the CATS system, although the convenience of traveling in such a manner is greatly diminished. Some transfers are available only at the CATS terminal on Florida Boulevard. Pick up points are marked along all these routes, but transit shelters are not in place at all bus stops. *See figure 10.*

Harding Route

This route serves the Zion City & Glen Oaks community Monday through Saturday and utilizes Earl K. Long (EKL) Hospital as its terminus. It is the only route which directly serves the community as it utilizes Cadillac Street as its route through the neighborhood. During the week, the service begins at 5:15 AM and operates with alternating headways of 45- and 75-minutes through 9:15 AM (AM peak). Thereafter, headways open to two hours with the last run departing the terminal at EKL Hospital at 7:15 PM.

Saturday service on this route operates on two hour headways between 9:15 AM and 3:15 PM.

The Harding route does not run on Sundays.

Airline Route

This transit service begins weekday operation at 5:00 AM from the intersection of Scenic Highway and 72nd Street and then on 45-minute headways beginning at 5:45 AM from the Southern University campus. After 8:00 AM headways open to 90-minutes through 2:00 PM. Beginning at 2:45 PM headways drop back to 45-minutes through the last run which departs the Southern University campus at 8:00 PM. This route is accessible only by transfer from the Harding route (which directly serves the Zion City & Glen Oaks community) near the intersection of Glen Oaks Drive and Blue Grass Drive.

Service on Saturdays begins at 6:30 AM from the Southern University campus with the last run from this location at 7:30 PM. Headways are variable, but appear to alternate between 105-, 75-, and 90-minutes. Utilization of this route on Saturdays is greatly facilitated by use of the published schedule, available at www.brcats.com.

Sunday service on the Airline route begins from the Southern University campus at 8:15 AM with the last run departing at 5:45 PM. Due to variable headways utilization is facilitated by the published schedule.

Foster/Gus Young Route

This route is only available to the Zion City & Glen Oaks community via a transfer from the Harding Route. On weekdays, this route (Foster/Gus Young) begins its first run from the CATS terminal on Florida Boulevard at 22nd Street at 4:45 AM, returning to the terminal at 6:06 AM. The second run begins at 6:15 AM and operates on alternating 30- and 60-minute headways through the 9:15 AM run, basically the morning peak period. Thereafter, the service operates with 90-minute headways through the last run from the terminal at 6:15 PM.

On Saturdays, the service operates between the hours of 7:45 AM and 6:30 PM (last run). With a couple of minor changes late in the day, Saturday service on this route is provided on 90-minute headways.

On Sundays, this route operates between the hours of 9:15 AM and 4:45 PM on 90-minute headways.

Plank Route

This transit line is only accessible to the study area via transfer near the intersection of Glen Oaks Drive and Blue Grass Drive. On weekdays, the first run departs the CATS terminal on Florida Boulevard and 22nd Street at 4:45 AM and then operates on 30-minute headways until 3:15 PM. The service operates on alternating 45-, and 30-minute headways through 7:00 PM. After 7:00 PM headways open to 60-minutes through the 9:00 PM run. The last bus departs the terminal at 9:45 PM, returning approximately 45 minutes later.

The Plank Road route operates on Saturdays between the hours of 5:45 AM (first run) and 9:45 PM (last run). Headways vary between 60-minutes from 5:45 AM through 9:45 AM, then close to 30-minutes thereafter through 3:15 PM. Thereafter, headways vary according to run and use of the schedule is advised.

On Sundays, this route operates between the hours of 6:45 AM and 6:45 PM on 60-minute headways.

Water

The City of Baton Rouge is served with potable water by the Baton Rouge Water Company, a private utility company which is not affiliated with the City-Parish. This company is also responsible for the water distribution network or infrastructure which includes the water treatment plant facilities, water towers, and piping. The source of the drinking water for Baton Rouge, including the Zion City & Glen Oaks community, is the 65 ground water wells situated in various sands of the Southern Hills aquifer system which underlies the City of Baton Rouge and East Baton Rouge Parish. The water distribution network is backed up by auxiliary diesel pumps, generators, and elevated water storage tanks which help to prevent wide spread service outages if electrical power fails. The system's treatment capacity is rated at 102 Million Gallons Daily (MGD) with peak demand at 55 MGD. The average daily demand on the system is 43 MGD. Water service available in the Zion City & Glen Oaks community is adequate and of a high quality, as it is throughout the rest of the city.

Storm Water Drainage

Storm water drainage in much of the Zion City & Glen Oaks community is carried in open drainage ditches which run along the streets, with the exception of Cadillac Street, Blue Grass Drive, Monarch Avenue, Albatross Drive, West Upland Drive, and West Perimeter Drive, the drainage of which is subsurface. The primary constraint on this type of drainage system is maintenance, such as keeping the drainage ditches free of vegetation and debris. However, the drainage system is adequate to handle the normal 10-year rainfall events. Although it is generally left to property owners to maintain the open drainage ditch fronting their property, the larger drainage facilities are maintained by the Department of Public Works. Periodically, these facilities must be dug out to counter siltation problems and maintain design cross sections. The maintenance of open drainage facilities is a challenge for most Public Works Departments because they are designed as deep, narrow channels instead of shallower bioswales which also filter pollutants out of stormwater runoff.

If these systems are designed using Stormwater Best Management Practices, it would improve overall water quality, which is a major issue within East Baton Rouge Parish.

An inventory of the streets and drainage systems within the neighborhood is included in the Appendix.

Sanitary Sewer

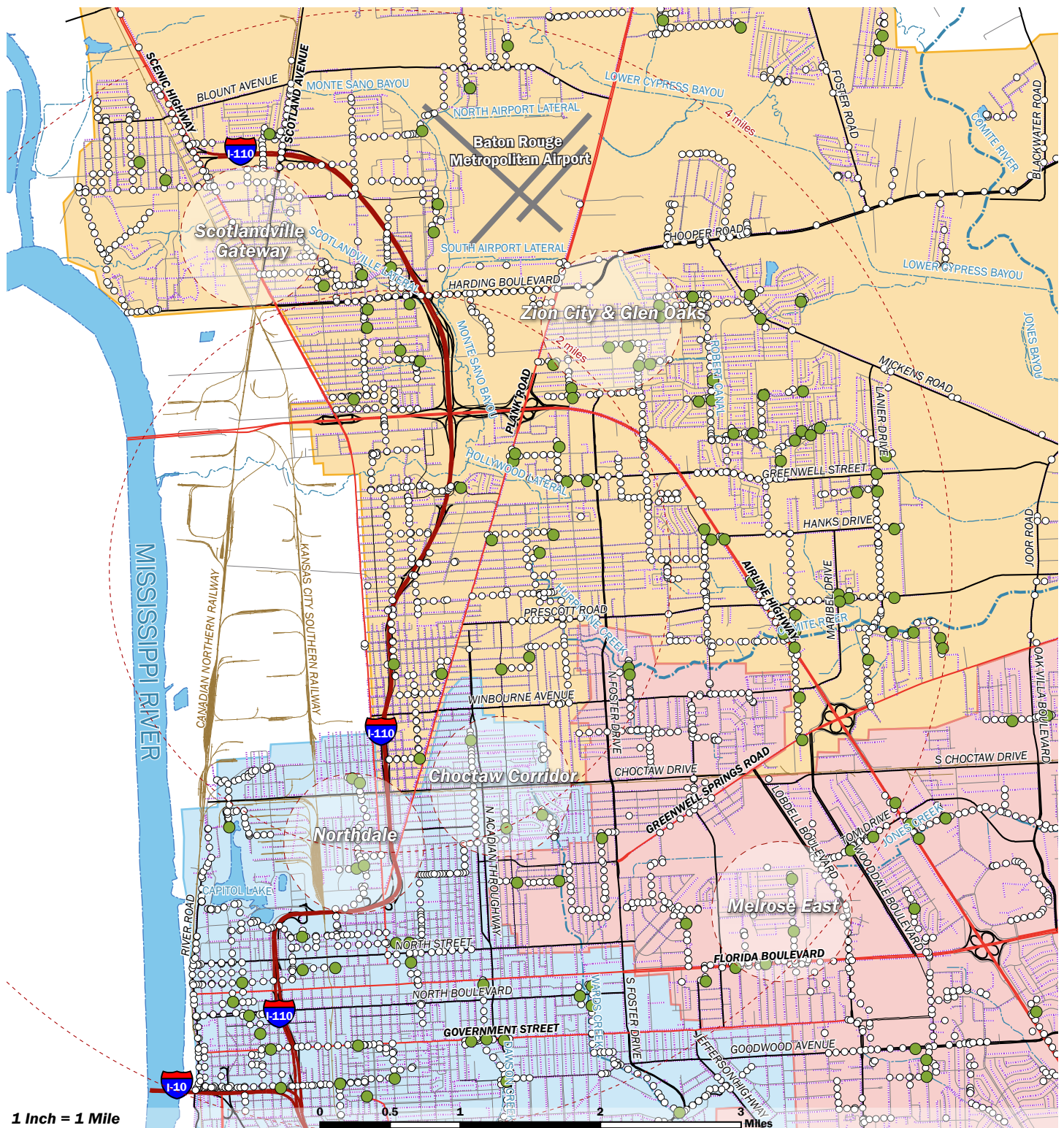
The Zion City & Glen Oaks community is served by a community sanitary sewer system and the North Waste Water Treatment Plant (WWTP) located near the Mississippi River just southwest of the Southern University campus. This plant also serves the northern area of the city. The North WWTP generally operates within its discharge permit limitations, and is expected to operate at about 96% of its capacity when all improvement projects are complete.

The collection system is comprised of primarily 8-inch pipe for 85% of the gravity system. Most neighborhoods are served by a network of 8-inch lines which drain, or are pumped into, larger diameter sewers which ultimately flow to a main trunk line leading to the WWTP. Given the large number of vacant properties in the Zion City & Glen Oaks community, the sewer collection system in the immediate area should have excess capacity to accommodate future development.

The primary deficiency of the sanitary sewer system in this community, as it is in many other parts of the city, is the sanitary sewer overflow (SSO). This condition is defined as a discharge of untreated, raw wastewater into local waterways. Discharges can originate at a number of sources in the sanitary sewer system including manholes, cracks, and other defects in sewer lines. Such discharges can occur in wet conditions when the storm water drainage system is infiltrated by sewage discharge. SSOs can also occur in dry conditions and are usually caused by collapsed sewer lines and other such impediments that impact the flow in the line, resulting in back-ups and overflows. Both types result in a threat to public health, property damage, and environmental impacts especially when the untreated discharge reaches waterways. SSOs occur for a number of reasons, including:

- » Heavy rainfall events, which can cause massive infiltration of storm water into sewerage lines
- » Inflow into the sanitary lines caused by mechanical fracture due to age and overpressure from trucks and buildings above or by tree root rupture of underground pipes
- » System failure, including power outage, which can disable lift station pumps or parts of the treatment plant operations themselves
- » Inadequate hydraulic capacity of the collection system
- » System bottlenecks caused by inadequate maintenance, system failures, improper grease disposal, or vandalism
- » Overall deterioration of the sewer system
- » Poor construction methods or materials

See figure 11.



Source: CDM Engineering

Figure 11: Sanitary Sewer Overflows

To address the SSO problem—a condition that is very common in most of the older cities in the U.S.—the city/parish entered into a Consent Decree with the Environmental Protection Agency (EPA) and the Louisiana Department of Environmental Quality (LDEQ) in 2001 to begin a “...scheduled program of system improvements to address historical overflows...” that have occurred in the sewer collection system. Currently, two sewer rehabilitation projects, both part of the Consent Decree, are underway that will directly impact the Zion City & Glen Oaks community, improving conditions and eliminating the SSO problem that has been identified there. Both projects

are comprehensive sewer system rehabilitation projects and are estimated to cost about \$34.0 M combined. One is the Brookstown Road-Evangeline Street Sewer Rehabilitation Project which will impact the western half of the study area and will be pursued in two phases. Both phases are slated for completion in December 2010. The Silverleaf Road-Ford Street Comprehensive Rehabilitation Project should be completed in February 2012 at a cost of \$11.0 M. This project will improve sewer system conditions in the eastern half of the Zion City & Glen Oaks community. Both of these projects will address and eliminate previously identified SSO problems. *See figure 12.*

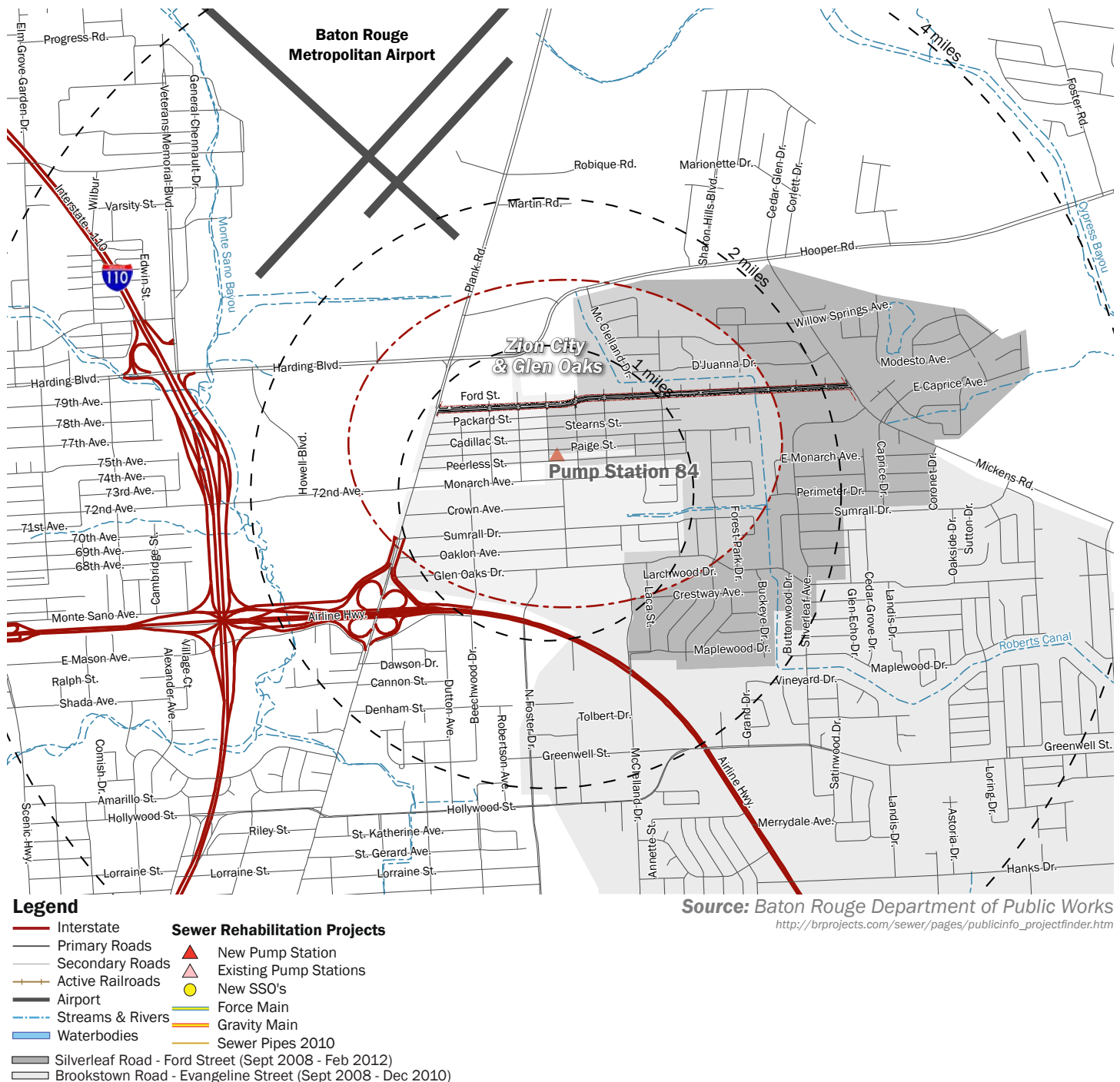


Figure 12: Sewer Rehabilitation Projects

Architectural Survey & Adaptive Reuse

Within the catalyst project area, the Team conducted an architectural and adaptive reuse survey with the objective of better understanding the built environment of the area. Two questions were asked of each structure: “Is it apparently architecturally sound and viable for redevelopment?” and “If so, in what capacity?”

- A - Poor Condition
- B - Fair Condition
- C - Good Condition

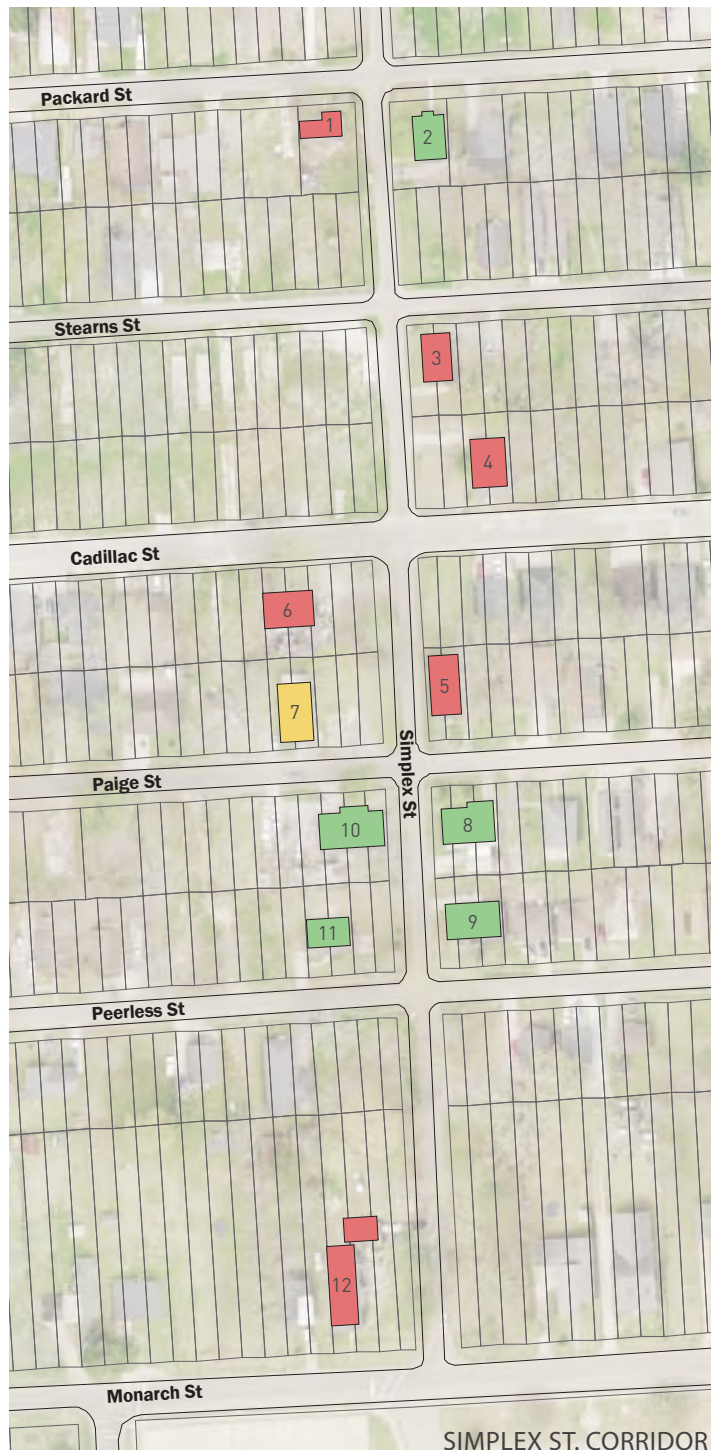


Figure 13: Architectural Conditions Along Simplex Street

The Simplex Street Catalyst Area for Zion City & Glen Oaks, between Ford Street and Monarch Avenue, was examined in July 2010 for the purpose of this survey. In general, this is a distressed single-family neighborhood. A large number of structures have fallen into disrepair and are unoccupied. This creates an opportunity to either repair and reoccupy the buildings or adapt them for an alternate use.

To determine how a building should be addressed in the CIP, a rating of A - Poor Condition, B - Fair Condition, or C - Good Condition was given to each one. Unfortunately, most of the structures within the study area received a ranking of poor. However, there are several facilities within the area that received a good rating and appear architecturally viable. The full Zion City & Glen Oaks Adaptive Reuse Survey document can be found in the Appendix of this document. See figure 13.

Green Space & Recreation

In *Planning and Urban Design Standards*, Jan Gehl (1987), the Danish urbanist and architect states, “The proper hierarchy of planning is life, space, and buildings, not buildings, space, life.” Therefore, creating a high-quality living environment and preserving the environmental integrity of the Zion City & Glen Oaks Community lies in the provision of parks, open spaces, trails, and recreational amenities. Recognizing existing and identifying future opportunities for recreation areas in Zion City & Glen Oaks is important to the goals and strategies of the CIP. Recreation areas are also a source of positive economic benefits. They enhance property values, increase municipal revenue, bring in homebuyers and workers, and attract retirees. *See figure 14.*

BREC's Imagine Your Parks

In 2004, the East Baton Rouge Parish Recreation and Park Commission (BREC) (www.brec.org) released a Strategic Plan entitled *Imagine Your Parks*. Its purpose is to “develop consensus with the parish for a preferred future for the park system, recreation programs, and special facilities among the Commissioners, staff, key stakeholders, and citizens-at-large.” The document outlines analysis of BREC's existing park system and makes recommendations for its improvement and expansion. During its preparation, site visits and reviews of 153 of BREC's 184 parks were completed in order to review and rate the condition of the facilities. Parks were given a rating of excellent, good, fair, or poor.

Within the Zion City & Glen Oaks Community, both Cadillac Street Park and Fortune Addition Park were reviewed and given a rating of “Fair” and “Poor” respectively. A fair rating indicated that

“the property itself may very well be attractive, but the amenities are in a state of decline. Maintenance is less frequent or at least cannot turn back the clock on normal decline. Play equipment is still safe but may be rusting, bleaching, or covered with mildew; structures such as restroom buildings are in need of repairs such as paint, shingles, or cleaned of graffiti; ball fields are playable but the infields are grass covered creating a hazard, fencing is warped or rusting, dugouts are undersized or may flood when it rains and bleachers are not up to code. These parks need major repairs or renovations within three to five years.”

The “poor” ranking was reserved for parks that are

“at the end of their life cycle. Typically, a park in poor condition is not well maintained. There may be trash on

site as well as glass and weeds. The amenities are out of date and in many cases are unsafe or fail to meet current codes. Frequently, parks in this category appear to have been all but abandoned. These parks need rebuilding following a new master plan as soon as it can be scheduled.”

As of the date of this report, master plans for neither Cadillac Street Park nor Fortune Addition Park have been completed.

Cadillac Street Park

BREC's Cadillac Street Park is located at 6117 Cadillac Street in Zion City. This 5.53 acre park houses a recreation center, several picnic areas, a playground, multi-use court, and a baseball diamond. Monday through Friday the recreation center is home to a program that provides supervised recreational games, arts and crafts, physical exercise, and socialization with peers in a safe and fun environment for children ages 6-13. On Wednesdays, a dance class is offered to 3-17 year olds where they learn a series of modern dance, ballet, jazz, hip hop and/or tap techniques. The park is currently accessed by Cadillac Street alone. There is no access from Ford Street to the north, or Packard and Stearns Streets to the west. These connections need to be provided. The park is bound to the east by Robert Canal. A pedestrian bridge across the canal would be provided for residents to access the eastern portion of the community through the park and vice versa.

Fortune Addition Park

BREC's Fortune Addition Park is located at 5900 Peerless Street in Zion City. It is 10.18 acres in size and has a playground, ball diamonds, a multi-use court, and a large area of open green space. This park is located on the eastern edge of the Zion City & Glen Oaks community and is only accessible from Blue Grass Drive on the eastern edge of the park. This disconnects the park from most of the neighborhood. Stronger connections to the park from the north, west, and south should be implemented.

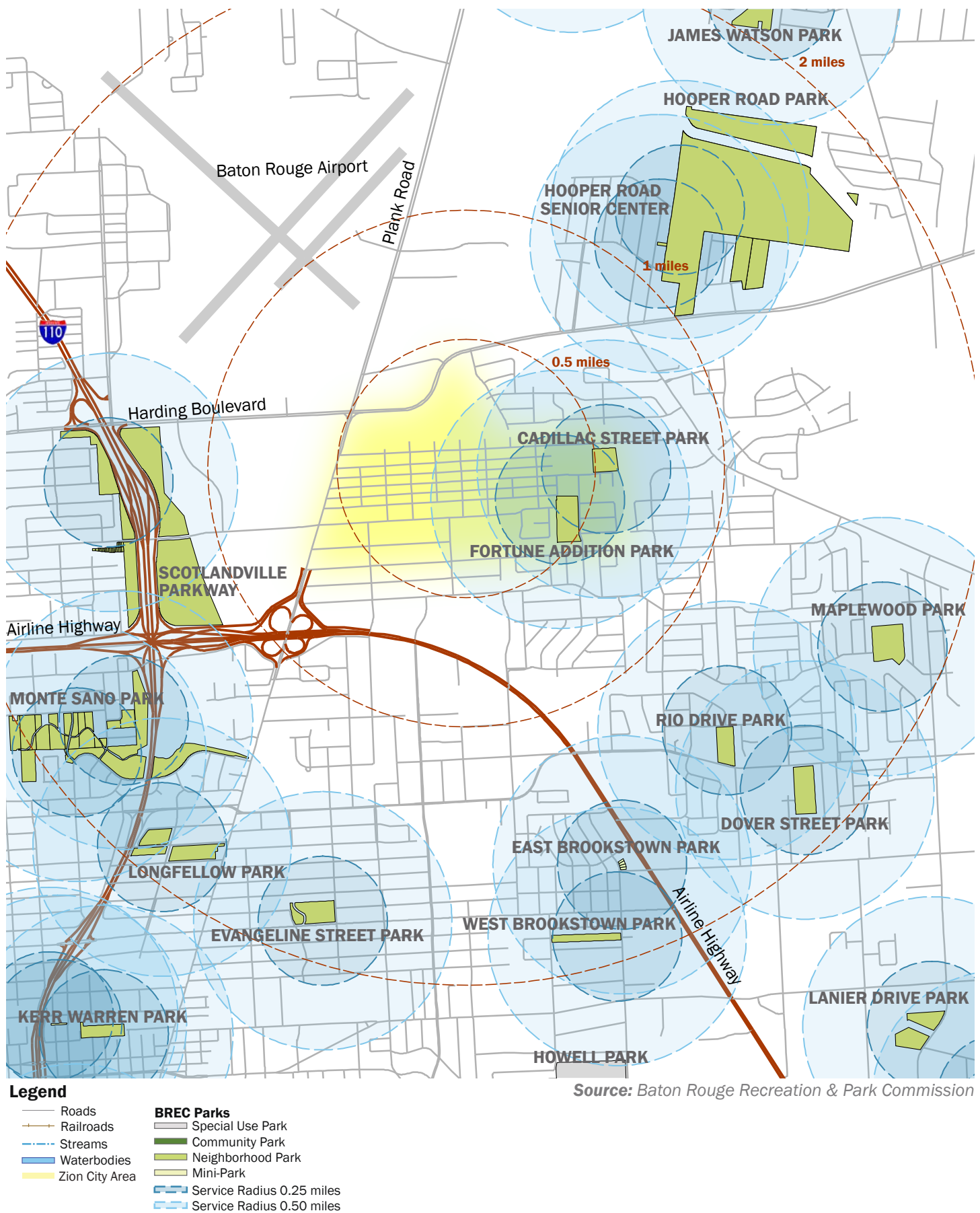


Figure 14: Park Proximity

Public Services

The Zion City & Glen Oaks community is host to a very small number of public services. Within a two mile radius of the neighborhood, no libraries, health clinics, or mental health care or rehabilitation facilities exist. The nearest hospital is the newly completed Greater Baton Rouge Surgical Hospital on Howell Boulevard, about one mile from the community. However, this is a specialty hospital and does not serve the emergency needs of the community.

Fortunately, the community does have the Baton Rouge Fire Department Fire Station #52 located at 6324 Mickens Road and the East Baton Rouge Parish Sheriff's Office at 3773 Harding Boulevard. Although the sheriff's station is less than one mile from the center of the community, residents pointed out known criminal activity throughout their neighborhood and feel that there is a need for more police presence in the community.

The community is home to Glen Oaks Middle School as well as BREC's Cadillac Street Park, offering a number of recreational and educational services to young residents. Additionally, several day care facilities operate in and near Zion City & Glen Oaks, including Treasures from Heaven Child Care (6767 Plank Road) and Roth Day Care Center (6844 McClelland Avenue). While there are some services offered for small children, day care services for the aging population do not exist.

Lastly, the Zion City & Glen Oaks community is deprived of much needed retail services including a grocery store, a pharmacy, and fresh produce necessary for its citizens' health and wellness. According to the market assessment, a substantial opportunity exists for a supermarket and drug stores within a two-mile and three-mile radius of the community. *See figure 15.*

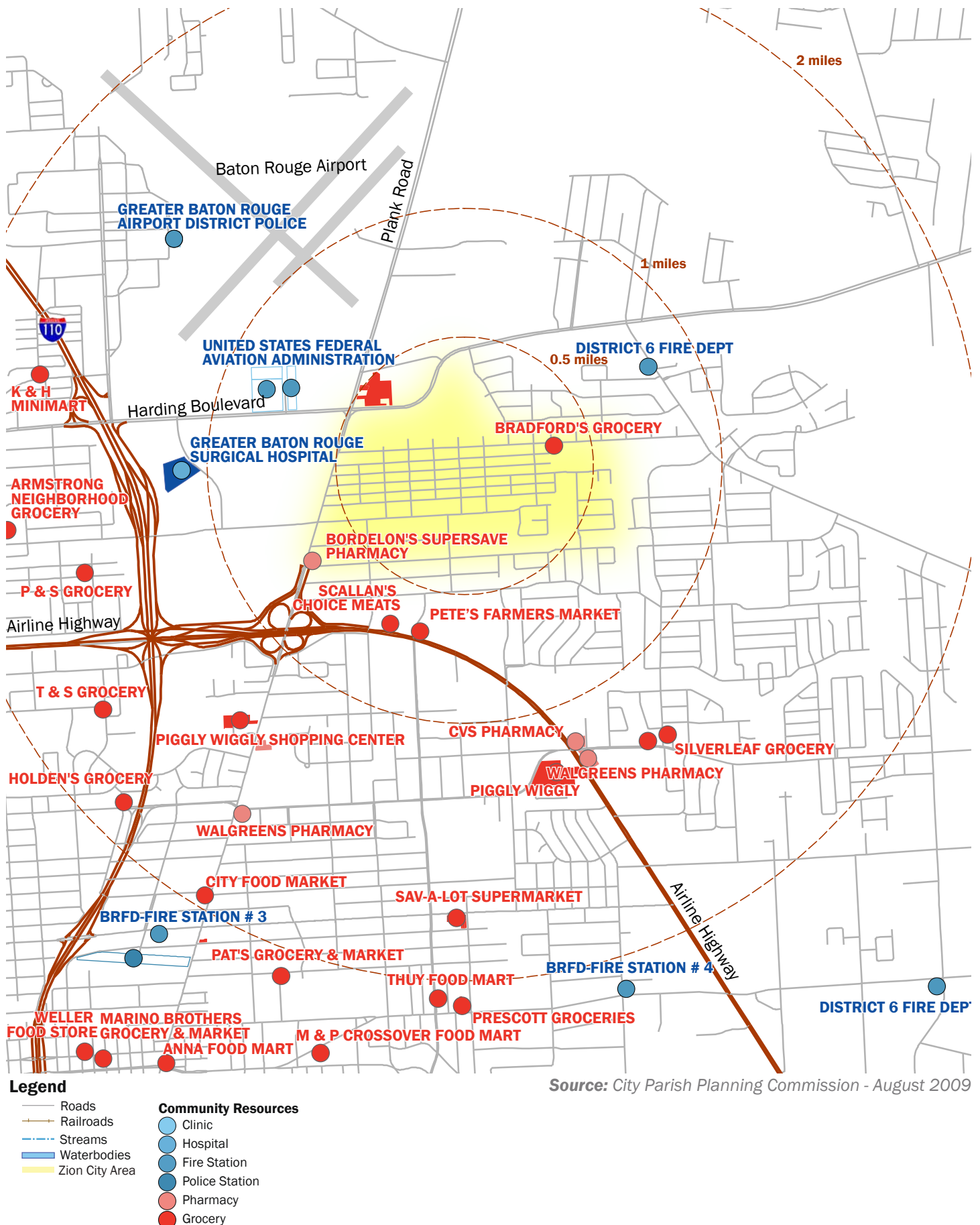


Figure 15: Community Resources

Safety and Crime

Crime Prevention Through Environmental Design

Crime Prevention Through Environmental Design (CPTED) is based on the principle that proper design and effective use of buildings and public spaces in neighborhoods can lead to a reduction in the fear and incidence of crime, and an improvement in the quality of life for citizens. There are four CPTED design guidelines, found on the CPTED website (http://www.cptedsecurity.com/cpted_design_guidelines.htm), that serve as the basis for audits of safety conditions in communities:

1. Natural Surveillance - “See and be seen” is the overall goal when it comes to CPTED and natural surveillance. A person is less likely to commit a crime if they think someone will see them do it. Lighting and landscape play an important role in Crime Prevention Through Environmental Design.
2. Natural Access Control – CPTED utilizes walkways, fences, lighting, signage, and landscape to clearly guide people and vehicles to and from the proper entrances. The goal with this CPTED principle is not necessarily to keep intruders

out, but to direct the flow of people while decreasing the opportunity for crime.

3. Territorial Reinforcement – Creating or extending a “sphere of influence” by utilizing physical designs such as pavement treatments, landscaping, and signage that enable users of an area to develop a sense of proprietorship over the area is the goal of this CPTED principle. Public areas are clearly distinguished from private ones. Potential trespassers perceive this control and are thereby discouraged.

4. Maintenance – CPTED includes the “Broken Window Theory” which suggests that one “broken window” or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. Neglected and poorly maintained properties are breeding grounds for criminal activity.

Recommendations found in this report using CPTED guidelines include but are not limited to streetscape improvements, wider sidewalks, community-inspired crosswalks, signage, use of bollards, lighting, landscaping, public space, and overall maintenance.



Figure 16: CPTED Safety Audit

CPTED Safety Audits

Two safety audits were conducted in Zion City & Glen Oaks CPTED principles. Participants included members of the Team and members of the RDA, as well as residents, business owners, and faith-based leaders from the Zion City & Glen Oaks community. They answered questions about general impressions, lighting, signage, sight lines, isolation, movement predictors, victim escape routes, nearby land uses, maintenance, and the overall design of a particular area. Information gathered from these audits provide insight into the actual and perceived safety and crime of a specific area and assist in making informed recommendations on how to make a place safer and address crime.

The first safety audit was conducted at the intersection of Simplex Street and Monarch Avenue. Participants all agreed the area was unkept, unclean, overgrown, and had poor lighting. The general consensus about signage was that there was no identification of landmarks such as the neighborhood name or the Baton Rouge Metropolitan Airport. There were empty lots where predators could hide, and general sight lines in the area were poor, which did not allow one to see clearly what was ahead. There was consensus by participants that the area was neglected and not well maintained by the City-Parish.

The second safety audit was conducted at the intersection of Simplex Street and Cadillac Street. The participants agreed the area was economically depressed and disinvested. There was also a foul odor of raw sewage in the area. There was street signage, but it was lacking identification of the major landmarks in the area. Participants noted that the sight lines in this area were not clear because of tall grass and shrubs surrounding vacant homes. This provides places for predators to hide and makes one feel more isolated and less safe. The area is in need of private as well as public maintenance. *See figure 16.*

Police Presence

Data shows that crime rates in Zion City & Glen Oaks are higher than the rest of the City and the Parish. Residents want a greater police presence and suggested putting bicycle cops back on the streets to patrol. Using the same officers to patrol the neighborhood would help to develop relationships within the community between residents and officers. There are no police services in or near the Zion City & Glen Oaks area.



Figure 16: CPTED Safety Audit

Point Source Pollution and Brownfields

Point Source Pollution

According to the Environmental Protection Agency (EPA), one of the main potential point source pollutants for soils and water are the releases from underground storage tanks (USTs). USTs are tanks and any connected underground piping that have at least ten percent of their combined volume underground. USTs contain either petroleum or hazardous substances.

In September 2008, the Louisiana Department of Environmental Quality (LADEQ) provided the Baton Rouge Planning Commission (CPPC) with a UST dataset for East Baton Rouge Parish (EBRP). The dataset contains information for 4,104 USTs that have been installed at 1,182 sites within EBRP.

In addition to this recent data, historical research about underground storage tanks in EBRP area was performed using Sanborn Fire Insurance Maps from 1885-1949. Created originally for the fire insurance industry for risk assessment purposes, Sanborn Fire Insurance Maps (Sanborn Maps) contain detailed information on such building features as size, shape, construction type, use, and street address. In general, the Sanborn Maps are available for the historic or central business districts of a city. Sanborn Maps are extremely useful in identifying former or abandoned underground storage tanks and aboveground chemical storage areas.

Business Point Source Pollution

The North America Classification System (NAICS) code was used to identify businesses that could be potential sources of point source pollution in EBRP.

Brownfields

The term “brownfield site” means real property that is cited as having a presence, potential presence, or perceived presence of a hazardous substance, pollutant, or contaminant. These contaminants may result in a complication for the expansion, redevelopment, or reuse of that property. In 2009-2010, the EBR Planning Commission (CPPC) conducted an inventory of existing brownfield sites for the parish. This database contains information about the property name, owner, address, previous uses, current use, known hazards, potential hazards, and planned phase of cleanup. *See figure 17.*

Zion City & Glen Oaks Summary

Inventory from all three sources of data were merged to create a database of underground storage tanks within the parish. These locations were grouped by micro-watershed to identify the relative impact to the local water system. There are 17 total business USTs and 10 LADEQ USTs cited within the Zion City & Glen Oaks area watershed. This indicates a moderate-serious impairment to the local ground water and soil health. A detailed survey of all UST locations should be conducted for identification of any tanks that may be leaking. Special concern should be taken to any tanks located within close proximity to an open water channel.

There is one location within proximity to the Zion City & Glen Oaks area identified as a brownfield site. The North Baton Rouge Learning Center located at the intersection of Airline Highway and Plank Road is classified as a brownfield site. This site was formerly used as a dry cleaners and an auto repair shop. While no known or potential hazards are indicated within the CPPC database, it is still recommended that a survey of the soil profile and ground water be tested for this site due to the current presence of children within the Learning Center.



February, 2011

Market Assessment

Zion City & Glen Oaks are two historic neighborhoods in East Baton Rouge Parish supported by a network of highways, working railroads, city roads, and an interstate. Zion City & Glen Oaks is located just southeast of the Baton Rouge Metropolitan Airport and should be able to generate visitor-based spending in the area, yet this does not occur. The Howell Place Development is adjacent to the community and can serve as a springboard for development.

The Team was tasked with identifying factors that affect redevelopment in the 5 CIP areas. The Team has prepared financial development pro formas and recommendations for redevelopment financing and implementation which will be addressed later. The market assessment provides an overview of the market and considers the factors that affect redevelopment in the Zion City & Glen Oaks area specifically and can be found in the Appendix of this document.

Framework

An overview of market factors can help a community prepare for future growth and change. It can assess whether public policies about land use, public facilities, financial incentives, and economic development are compatible with market forces. A market overview can help identify the degree to which likely demand for development matches the underlying ability of the area to provide built space at expected prices to meet that demand.

The analysis focuses on market factors that affect the potential development of residential, commercial, and industrial uses. Many factors can influence the future supply and demand for development in a specific area. Key among them are 1) growth (or decline) in population and employment in the downtown, the city, the surrounding area, and selected neighborhoods, 2) the demographic makeup of expected growth, 3) type of new employment, 4) cost and availability of land, 5) access to land, and 6) land use regulations that determine how and where growth will occur.

Factors That Affect Redevelopment

The commercial and residential market within Zion City & Glen Oaks must be understood in the context of the City of Baton Rouge, the Parish, and the larger region. Key demographic and market trends that affect redevelopment in Zion City & Glen Oaks are population growth, employees by industry, racial composition, educational attainment, age, income, location and access, commercial services, grocery, drug store, family clothing stores, housing, land ownership, zoning, and financial incentives.

The slow population growth in the City and the Parish suggest that declining populations in North Baton Rouge neighborhoods may continue without significant change to policy and economic conditions. This trend is evident throughout the entire Parish.

Zion City & Glen Oaks, composed mostly of an African American population, has a lower labor force participation rate than the Parish, a higher percentage of population without a high school diploma than the Parish, and a per capita income 50% of the Parish average.

Zion City & Glen Oaks has several important locational advantages including its proximity to downtown, proximity to Southern University A&M College, proximity to Baton Rouge Community College, proximity to the Baton Rouge Metropolitan Airport, convenient access to I-110 and Airline Highway, and access to medical facilities such as the Greater Baton Rouge Surgical Center and Earl K. Long Medical Center. However, this will change in 2013 when Earl K. Long closes.

Data collected suggests that Zion City & Glen Oaks is underserved by commercial services, most noticeably by grocery stores and pharmacies. There also is a demand for a range of sizes of family clothing stores.

The housing market shows that in 2009 Zion City & Glen Oaks was made up predominantly of owner-occupied households in detached single-family units and has a higher percentage of three, four, and five person households than the Parish. A lower percentage of residents lived in larger apartment complexes than Parish-wide. The community has a higher proportion of residents ages 55 and above and is in close proximity to universities. It is recommended that housing units in Zion City & Glen Oaks are affordable, convenient, and able to accommodate students and seniors. Therefore, modest single-family units, attached (townhomes) and detached (possibly clustered) residences, senior housing (usually multi-family arrangement), and student housing (multi-family) would be appropriate recommendations.

Zion City & Glen Oaks contains a relatively high percentage of vacant and/or adjudicated properties. The majority of property consists of small single-family residential lots that are held in separate ownership, with few larger parcels (or groups of parcels) held in single ownership.

City-Parish policy can play a significant role in the revitalization of an area. Regulations do not necessarily have to be a barrier to redevelopment but instead can place restrictions on development while helping to ensure that new development achieves the community's goals.

Zoning can play a key role in the redevelopment potential of an area. The zoning in the Zion City & Glen Oaks area currently allows primarily detached single-family homes, duplexes, and attached single-family homes (A2), with some areas that allow heavy commercial uses (C2).

Similar to zoning, financial incentives offered by the City-Parish and the RDA can play a significant role in revitalization. Incentives can be put in place to encourage the kinds of development a community wants. In many cases, such development requires public financial support due to market constraints or other factors that limit the feasibility of revitalization projects. Appendix A of the Market Assessment Report includes a full description of the various financial resources that may be available.

Recommendations

Using input from the Zion City & Glen Oaks Visioning Workshop and analysis of the area's existing conditions, the Team identified strategic sites in the neighborhood to house momentum-generating developments incorporating both vertical and horizontal mixed-uses and providing for a walkable, more sustainable community. A series of building prototypes were developed to incorporate advanced, contemporary design of sustainable architecture that responds to community needs and inspires community redevelopment. The development prototypes illustrate various building types and development estimates based upon average figures. They were based on both the architectural design of existing community developments and on setback and building envelope standards set forth in the Louisiana Land Use Toolkit, which is also being used in the development of the East Baton Rouge Parish Comprehensive Planning efforts currently underway. In addition to architectural recommendations, infrastructure and streetscape improvements are included in the Plan. Streetscape improvements will serve to not only beautify the area, but also make it more pedestrian friendly, reduce urban heat island effects, combat drainage issues, and improve safety. While the catalyst projects will serve as the jump start to redevelopment, community-wide and regional improvements are also recommended to improve the Zion City & Glen Oaks area. The recommendations will serve to revitalize the entire area and connect it to the rest of the city, creating a more cohesive urban fabric throughout the Parish, and making travel by bus, car, and foot more direct.

Development Prototypes

- » Attached Commercial
- » Detached Commercial
- » Mixed-Use Residential
- » Townhomes
- » Single-Family
- » Single-Family Double Lot
- » Single-Family Garden Home
- » Senior Living

Development Prototypes are found on the following pages.

Notes:

Illustrated numbers are taken from averages of each development type within the proposed catalyst area and do not represent actual available properties.

Total Project Costs figures include site acquisition, hard and soft construction costs, and 3% for sustainability.

Sources:

Building Construction Costs: local builders, brokers, developers in EBR, July 2010

Prototype Information: Brown+Danos, 2010

Land Estimates: local developers, July 2010

Attached Commercial

Building Summary

Lot Area (sf)	33,000 sf
Lot Area (acres)	.75 acre
Height	1 stories
Usable FAR	.32
Residential units/acre	NA
Avg. Unit Size (sf)	3,500
Avg. Number of Units	3
Total Building Size (sf)	10,500

Financial Summary

Average unit sale price	\$ NA
Average cost/sf	\$ NA
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ 12.50
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 198,000
Total Project Costs	\$ 1,300,000

Parking and Open Space Summary

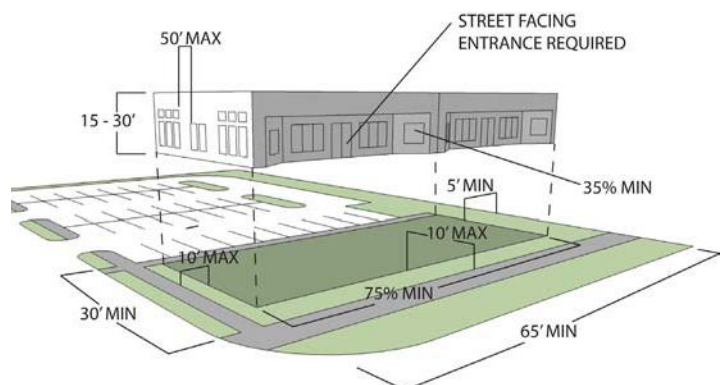
Residential parking/unit	NA
Retail parking/ksf	5
Office Parking/ksf	NA
Total Parking Spaces	50
Open Space (%)	9

Construction Costs

Surface/space	\$ 3000
Structured/space	\$ NA
Tuck-Under/space	\$ NA
Building Construction*	
Residential/sf	\$ NA
Retail/sf	\$ 75
Office/sf	\$ NA



Example of Attached Commercial



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Detached Commercial

Building Summary

Lot Area (sf)	33,000 sf
Lot Area (acres)	.75 acre
Height	1 stories
Usable FAR	.23
Residential unites/acre	NA
Avg. Unit Size (sf)	7,400

Financial Summary

Average unit sale price	\$ NA
Average cost/sf	\$ NA
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ 12.50
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 198,000
Total Project Costs	\$ 1,200,000

Parking and Open Space Summary

Residential parking/unit	NA
Retail parking/ksf	9
Office Parking/ksf	NA
Total Parking Spaces	64
Open Space (%)	9

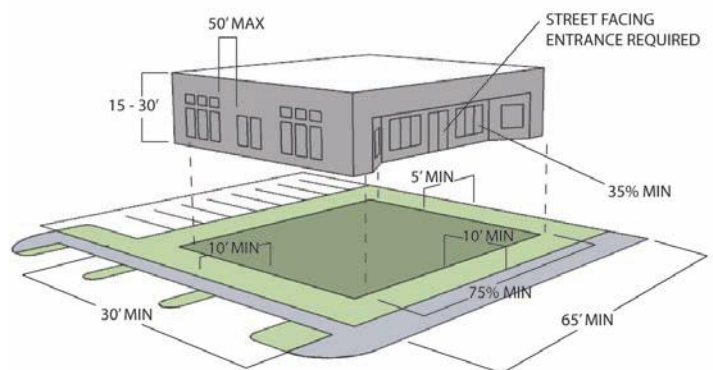
Construction Costs

Parking Construction	
Surface/space	\$ 3,000
Structured/space	\$ NA
Tuck-Under/space	\$ NA

Building Construction*	
Residential/sf	\$ NA
Retail/sf	\$ 75
Office/sf	\$ NA



Example of Detached Commercial



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Mixed-Use Residential

Building Summary

Lot Area (sf)	28,500 sf
Lot Area (acres)	.65 acre
Height	2 stories
Usable FAR	.70
Residential units	8
Avg. Res. Unit Size (sf)	1000
Avg. Retail Unit Size (sf)	3300
Total Ground Floor (sf)	9800

Financial Summary

Average unit sale price	\$ NA
Average cost/sf	\$ NA
Average Unit Rent/month	\$ 1000
Average rent (sf/month)	\$ 1
Retail Rent (sf/year)	\$ 14
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 277,500
Total Project Costs	\$ 3,000,000

Parking and Open Space Summary

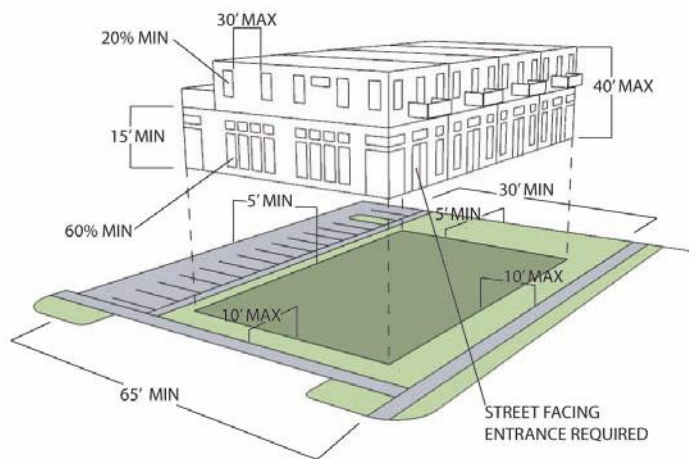
Residential parking/unit	2
Retail parking/ksf	3.5
Office Parking/ksf	0
Total Parking Spaces	50
Open Space (%)	20

Construction Costs

Parking Construction	
Surface/space	\$ 3,000
Structured/space	\$ 0
Tuck-Under/space	\$ 0
Building Construction*	
Residential/sf	\$ 135
Retail/sf	\$ 80
Office/sf	\$ NA



Example of Mixed-Use



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Townhomes

Building Summary

Lot Area (sf)	14,000 sf
Lot Area (acres)	.30 acre
Height	2 stories
Usable FAR	.68
Residential units	4
Avg. Unit Size (sf)	1050

Financial Summary

Average unit sale price	\$100,000
Average cost/sf	\$ 95
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ NA
Office rent (sf/year)	\$NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 83,000
Total Project Costs	\$ 565,000



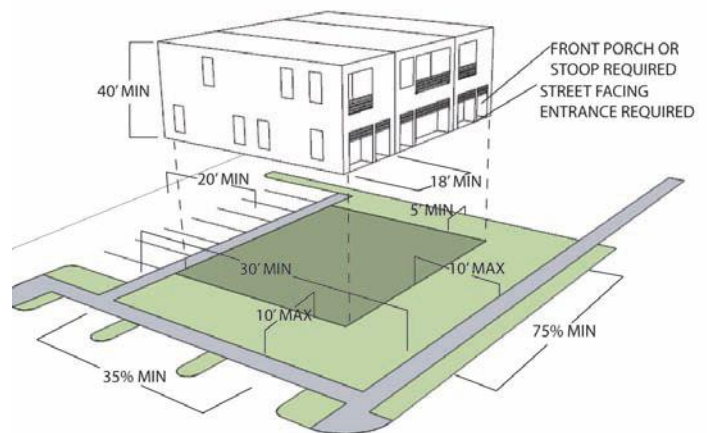
Example of Townhomes

Parking and Open Space Summary

Residential parking/unit	2
Retail parking/ksf	NA
Office Parking/ksf	NA
Total Parking Spaces	8
Open Space (%)	20

Construction Costs

Parking Construction	
Surface/space	\$ 3000
Structured/space	\$ NA
Tuck-Under/space	\$ 7,000
Building Construction*	
Residential/sf	\$ 85
Retail/sf	\$ NA
Office/sf	\$ NA



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Single-family Narrow Lot

Building Summary

Lot Area (sf)	1550 sf
Lot Area (acres)	.04 acre
Height	1 stories
Usable FAR	.48
Residential unites/acre	25
Avg. Unit Size (sf)	760

Financial Summary

Average unit sale price	\$91,000
Average cost/sf	\$ 120
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ NA
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 9300
Total Project Costs	\$ 104,000



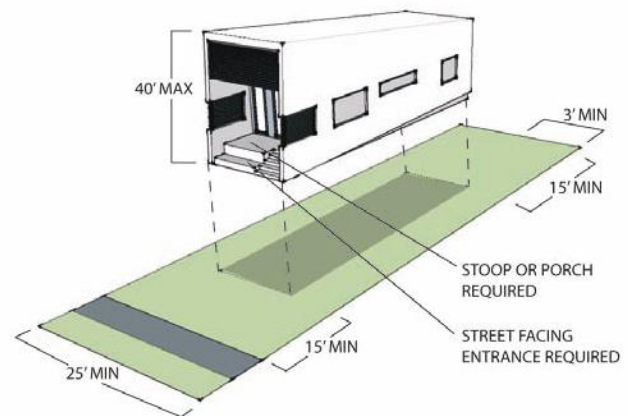
Example of Single-family Residence

Parking and Open Space Summary

Residential parking/unit	2
Retail parking/ksf	0
Office Parking/ksf	0
Total Parking Spaces	2
Open Space (%)	51

Construction Costs

Parking Construction	
Surface/space	\$ 3000
Structured/space	\$ NA
Tuck-Under/space	\$ NA
Building Construction*	
Residential/sf	\$ 80
Retail/sf	\$ NA
Office/sf	\$ NA



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Single-family Double Lot

Building Summary

Lot Area (sf)	3100 sf
Lot Area (acres)	.07 acre
Height	1 stories
Usable FAR	.48
Residential unites/acre	14
Avg. Unit Size (sf)	1360

Financial Summary

Average unit sale price	\$ 164,000
Average cost/sf	\$ 120
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ NA
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 18,600
Total Project Costs	\$ 177,000

Parking and Open Space Summary

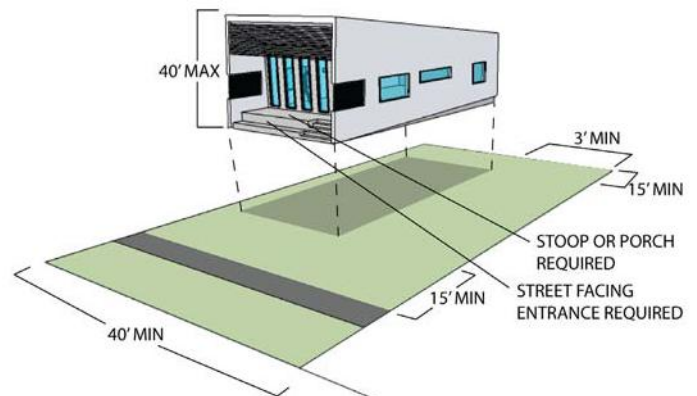
Residential parking/unit	2
Retail parking/ksf	0
Office Parking/ksf	0
Total Parking Spaces	2
Open Space (%)	38

Construction Costs

Parking Construction	
Surface/space	\$ 3000
Structured/space	\$ NA
Tuck-Under/space	\$ NA
Building Construction*	
Residential/sf	\$ 80
Retail/sf	\$ NA
Office/sf	\$ NA



Example of Single-family Residence



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Single-family Garden Home

Building Summary

Lot Area (sf)	1550 sf
Lot Area (acres)	.04 acre
Height	1 stories
Usable FAR	.48
Residential unites/acre	25
Avg. Unit Size (sf)	760

Financial Summary

Average unit sale price	\$91,000
Average cost/sf	\$ 120
Average Unit Rent/month	\$ NA
Average rent (sf/month)	\$ NA
Retail Rent (sf/year)	\$ NA
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 9300
Total Project Costs	\$ 104,000



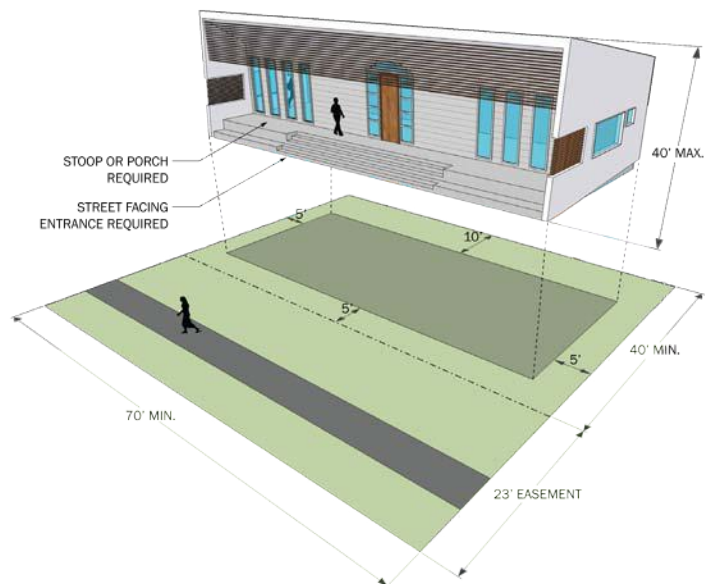
Example of Single-family Residence

Parking and Open Space Summary

Residential parking/unit	2
Retail parking/ksf	0
Office Parking/ksf	0
Total Parking Spaces	2
Open Space (%)	51

Construction Costs

Parking Construction	
Surface/space	\$ 3000
Structured/space	\$ NA
Tuck-Under/space	\$ NA
Building Construction*	
Residential/sf	\$ 80
Retail/sf	\$ NA
Office/sf	\$ NA



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Senior Living

Building Summary

Lot Area (sf)	350,000 sf
Lot Area (acres)	7.9 acre
Height	2 stories
Usable FAR	0.29
Residential unites/acre	19.5
Avg. Unit Size (sf)	590
Avg. Residential Units	156
Common Space (sf)	9,000
Total Building size (sf)	101,000

Financial Summary

Average unit sale price	\$ NA
Average cost/sf	\$ NA
Average Unit Rent/month	\$ 1700
Average rent (sf/month)	\$ 2.90
Retail Rent (sf/year)	\$ NA
Office rent (sf/year)	\$ NA
Estimated Land Value/sf	\$ 6
Estimated Land Value	\$ 2,000,000
Total Project Costs	\$ 20,100,000

Parking and Open Space Summary

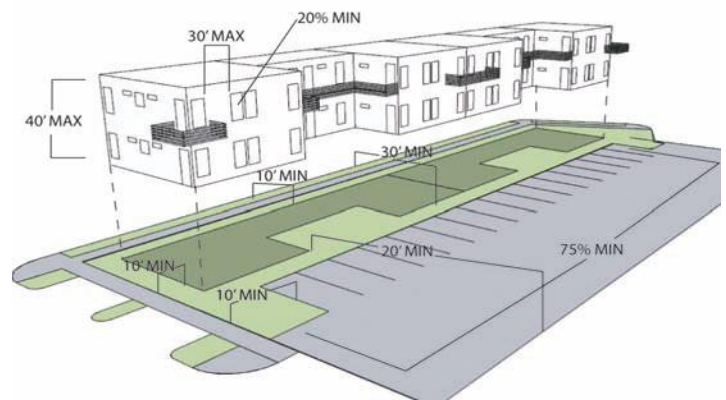
Residential parking/unit	.5
Retail parking/ksf	0
Office Parking/ksf	2.2
Total Parking Spaces	113
Open Space (%)	36

Construction Costs

Parking Construction	
Surface/space	\$ 3,000
Structured/space	\$ NA
Tuck-Under/space	\$ NA
Building Construction*	
Residential/sf	\$ 110
Retail/sf	\$ NA
Office/sf	\$ 110



Example of Senior Living Facility



Recommended Prototype Diagram illustrating setbacks, facade requirements, and site coverage limitations.

Adapted From Louisiana Land Use Toolkit

Unified Development Code

Due to the non-conforming parcel sizes, revisions to the zoning are required to make redevelopment of both commercial and residential parcels in Zion City & Glen Oaks feasible. The FuturEBR comprehensive planning effort currently underway is addressing UDC modifications. In the meantime, based on the Zion City & Glen Oaks Community Improvement Plan, a blanket change of land use and zoning for the entire community to Planned Unit Development (PUD) is recommended.

This plan would become the PUD Concept Plan when the RDA applies for PUD zoning, and as such, would set forth the land uses, maximum densities, circulation, urban design, and landscape improvements to be followed as phases of the PUD Concept Plan are implemented.

The PUD designation would eliminate the issue of non-conforming uses and parcel sizes, allowing redevelopment to more readily occur. Specifically, this designation would resolve the issues associated with redevelopment of the remnant parcels caused by the Ford Street Green Light Project. Without this designation, these remnants, varying from approximately 61 feet to 42 feet to the south of Ford Street between Plank Road and Simplex Street and 20 feet to the north of Ford Street between Simplex Street and Mickens Road, would be unable to be developed. The PUD designation would offer great development flexibility and also preclude the need for individual developers to go through the unpredictable and expensive rezoning and plan review process. Because the planning concept for the area would be approved during the PUD rezoning process, only the specific development plans would need to be approved as phases are developed.

Acquiring the PUD designation would require preparation and submittal of a PUD application to the City-Parish Planning Commission. In instances with multiple land owners over a large area, a minimum of 51% of the land owners would need to provide written approval of the proposed land use and zoning change. The PUD application would utilize the Zion City & Glen Oaks CIP plan as the PUD Concept Plan. It would need to be submitted six weeks prior to the Planning Commission meeting. If approved, it would go before the Metro Council three weeks later. Following PUD rezoning, a development plan for each phase of the CIP PUD must be submitted for review and approval by the Planning Staff. No further approval by the Planning Commission or Metro Council would be required unless a phase deviated from the Concept Plan by more than 10%. The PUD land use and zoning designations would stay in effect with the property as long as the initial phase begins construction within three years. The blanket rezoning to PUD should be

accomplished through a joint effort of the RDA and the Metro Councilperson.

To ensure the urban design intent of the Zion City & Glen Oaks Community Improvement Plan is implemented throughout each development phase of the approved PUD Concept Plan, it is recommended that a design stipulation be part of the PUD submittal. Specifically, the PUD Concept Plan would require all implementation phases comply with the RDA's CIP Design Guidelines, to be subsequently prepared, and undergo design review under these guidelines by City-Parish Planning staff. The CIP Design Guidelines would include standards for both public and private developments including elements such as lighting levels, signage types and sizes, streetscape design, and construction materials as well as building envelopes, curb cuts, building fenestration, landscaping, and parking lot design.

We recommend that the RDA and the City-Parish strongly encourage combining adjacent lots into one residential parcel for redevelopment as a single-family home. The PUD Zoning designation facilitates this effort because it sets forth the maximum density housing allowed. Combining lots reduces density below maximum, requiring no further approvals. The East Baton Rouge City-Parish Planning Commission has an easy method for combining lots for redevelopment. The single owner of multiple contiguous lots or multiple owners of contiguous lots direct City-Parish Planning staff to combine the lots. The staff records this and updates the City Parish's online GIS parcel database. A campaign to inform the residents of the area and the local home builders should be undertaken to provide information on this opportunity to encourage housing rehabilitation and new construction.

Commercial parcels would also benefit from PUD rezoning of the entire target area, providing flexibility for redevelopment of urban infill sites and for adaptive reuse of older buildings, particularly with regard to providing reduced parking compared to that required by existing zoning. The portion of the proposed commercial Catalyst Project located on the west side of Plank Road is already zoned as PUD.

The Comprehensive Plan for East Baton Rouge Parish, FuturEBR, is currently being completed. It is anticipated that when this Plan is released, in the spring of 2011, new land use tools will be proposed. It may be that these FuturEBR recommendations would better serve the desired goals of the Zion City & Glen Oaks CIP and should be considered at that time.



Figure 18: Catalyst Area Context Map

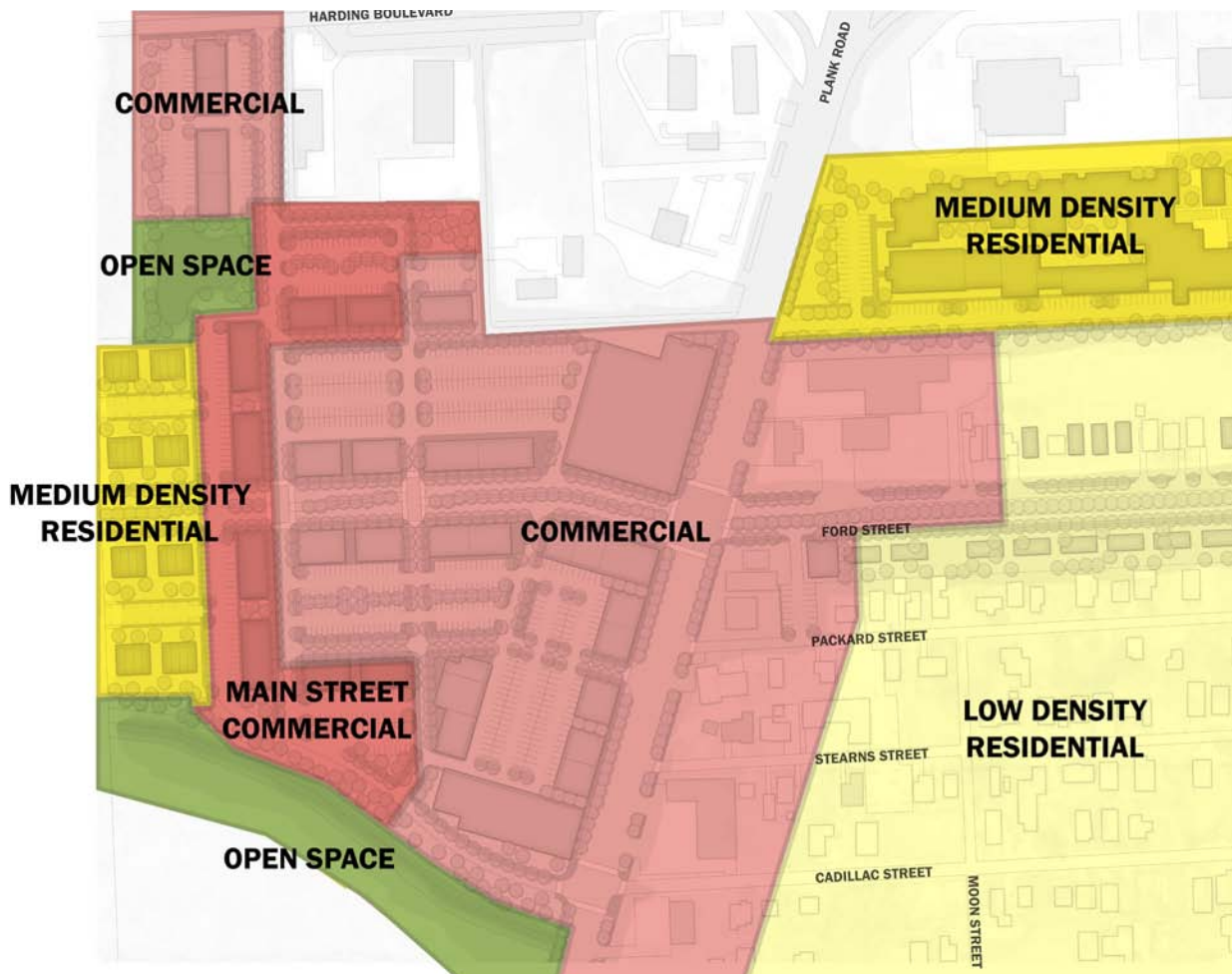


Figure 19: Plank Road Catalyst Program Diagram

Catalyst Projects

Site

Two areas to house catalyst development within the Zion City & Glen Oaks community were identified from input received at the Visioning Workshop and analysis by the Team. The first area is located south of Harding Boulevard bounded by Plank Road to the east and a Bayou Monte Sano tributary to the south on property currently owned by Maxco Development, L.L.C.

The second Catalyst Project area within the Zion City & Glen Oaks neighborhood is Simplex Street between Ford Street and Paige Street with street improvements along the length of Simplex Street. This plan connects with the Ford Street improvements being implemented by the City-Parish through the Mayor-President's Green Light Program. It also provides for a continuation of Simplex Street beyond Ford Street onto the property currently housing the Hooper Point Development and finally connecting to Hooper Road. The continuation of Simplex Street is dependent upon the developer of Hooper Pointe. *See figure 18.*

Program

Community input received at the Zion City & Glen Oaks Visioning Workshop indicated a desire for commercial and multi-family housing opportunities on the western side of Plank Road, community-scale stores located along Ford Street, and housing infill, multi-family housing options, assisted living opportunities, and a community resource center with day care and community gardens located within the neighborhood. Market assessment for the neighborhood also showed a gap in these services within the two and three mile market area radii. *See figures 19 and 20.*

The primary opportunity for bringing commercial development to Zion City & Glen Oaks is in the large area of undeveloped land on the west side of Plank Road. This area is owned by a single development entity that has been working closely with the RDA and has already had significant success in developing a hotel and other commercial businesses in the area. Through its Community Development Entity, the RDA also recently financed a new YMCA facility in the area. Given the market demand for a grocery, home improvement store, and other commercial businesses, this site presents the most appropriate location for substantial commercial development. Development on Plank Road across from Zion City & Glen Oaks will generate jobs, activity, and revenue in the area, thus having a major

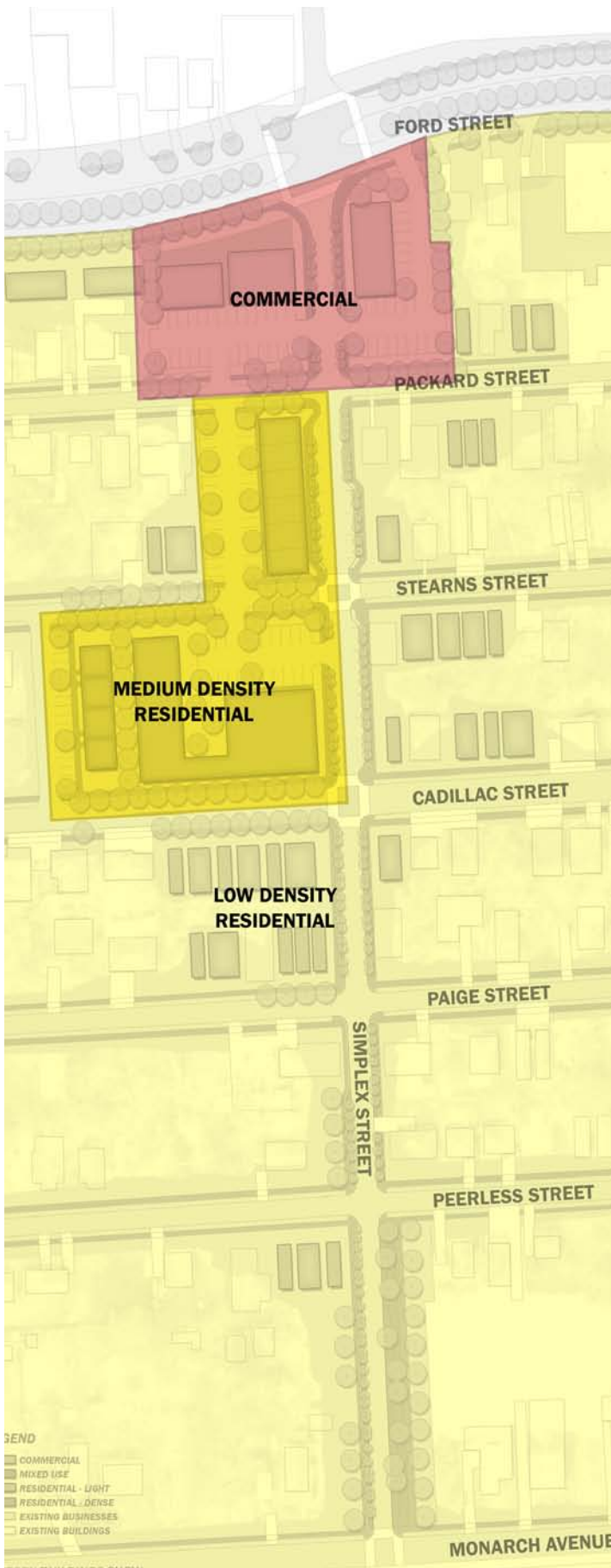


Figure 20: Simplex Street Catalyst Program Diagram

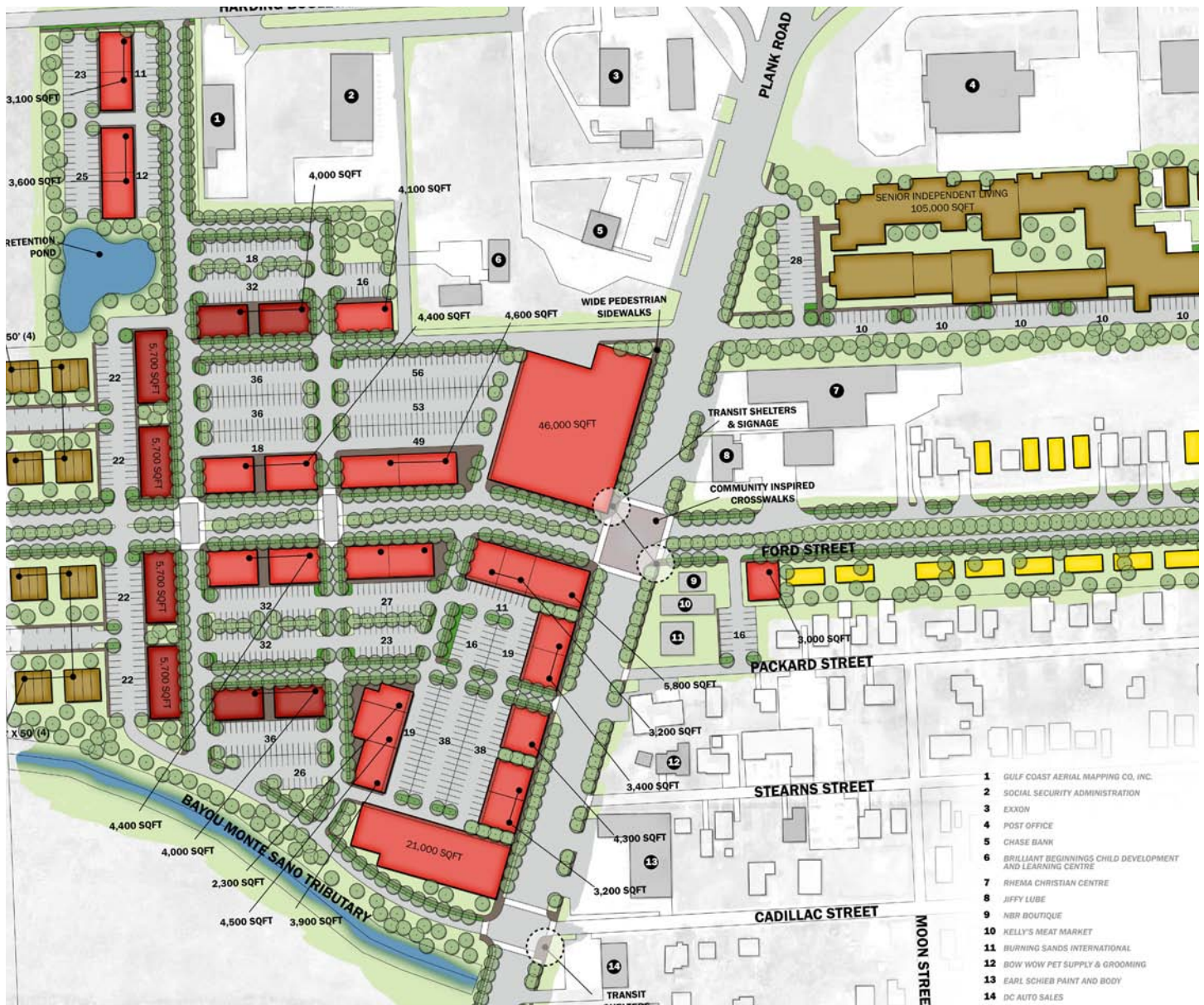


Figure 21: Plank Road Catalyst Plan

beneficial impact on the communities. Firstly, intense efforts are recommended to work with existing businesses to improve their facilities with façade upgrades and joint marketing efforts by an invigorated merchants association.

At the same time, vacant and underutilized parcels along this corridor would be slated for acquisition and the development of mixed-use, new construction of commercial space with housing on the second floor, and parking.

Within Zion City proper, limited commercial may be sustainable along the improved Ford Street and at Simplex Street. Development here should connect to and draw from the market at the Hooper Pointe apartments just north of Ford Street. Development in this area will not have as significant an impact as that on Plank Road, but rather will serve as local neighborhood commercial establishments that will bring together the residents of the communities as well as residents of Hooper Pointe.

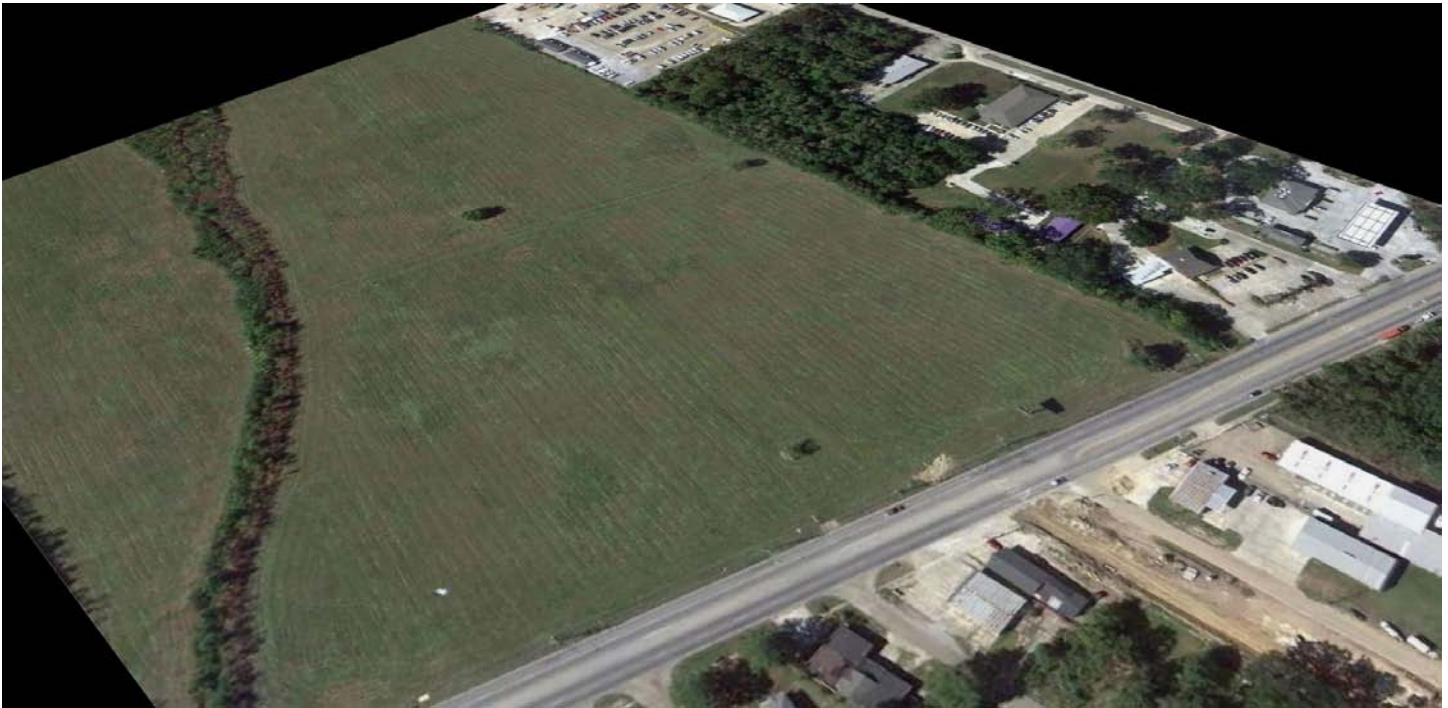


Figure 22: Plank Road Catalyst Plan Tilt Up Before and After

Catalyst Projects

The plan developed for the Plank Road area calls for a large grocery store anchor. It features a continuation of Ford Street across Plank Road allowing for a future connection to Howell Boulevard and a new north-south connection to Harding Boulevard. The extension of Ford Street is designed as a tree lined boulevard with sidewalks on either side and several crosswalks, making the development safe and inviting for pedestrian visitors from the Zion City & Glen Oaks community as well as the new residents of the development. Within the proposed Catalyst Project are several attached commercial opportunities: another large commercial anchor, several mixed-use buildings, and a grouping of townhomes, providing a general progression from commercial to residential uses. A generously planted buffer, approximately thirty (30) feet wide, is proposed between the development and the bordering tributary of Bayou Monte Sano, providing not only protection of the canal's integrity but also a natural amenity for the community. *See figures 21 and 22.*

For the Simplex Street Catalyst Project, much care was taken to protect the residential quality of the area while providing commercial and public service opportunities to its residents. The plan places community-scale commercial buildings at the corner of Ford Street and Simplex Street, providing opportunities for residents as well as attracting people from outside the neighborhood who may be using Ford Street as a connection between Plank Road and Mickens Road. The continuation of Simplex Street onto the northern bordering property of the Hooper Point Development would allow the residents of that development to access the new services of Zion City & Glen Oaks. South of Ford Street on Simplex Street the uses become more residential, featuring a senior living facility in conjunction with a community resource center. The resource center would serve a dual purpose of providing activities for the residents of the senior living facility and social services to the entire neighborhood. To reinforce the connectivity of the neighborhood to Glen Oaks Middle School, pedestrian enhancements are proposed along the length of Simplex Street. These include bioretention planters, wide sidewalks, and community-inspired crosswalks. These improvements will not only increase the walkability of the neighborhood, but also aid in solving some of the drainage issues discovered in community analysis. Additional streetscape improvements are proposed along the length of Cadillac Street and Monarch Avenue with community-inspired crosswalks on Plank Road at those intersections. *See figures 23 and 24.*

Graphic representations are included showing urban design elements proposed for the catalyst projects. *See figures 25-30.*



Figure 23: Simplex Street Catalyst Plan



Figure 24: Simplex Street Catalyst Plan Tilt Up Before and After

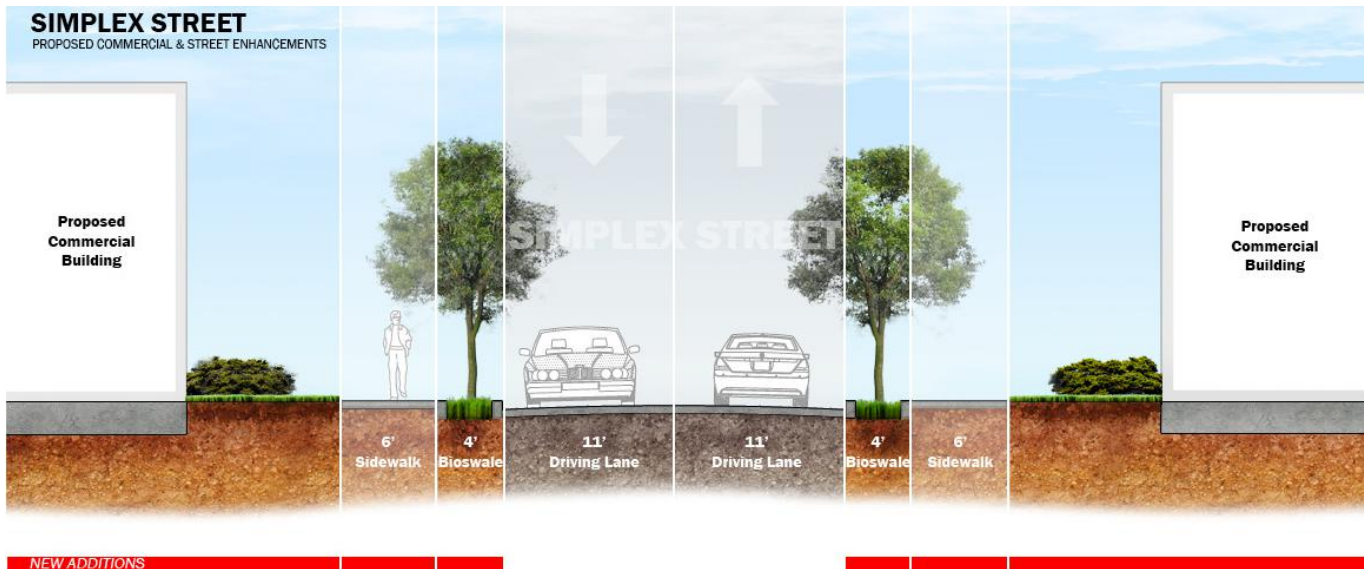


Figure 25

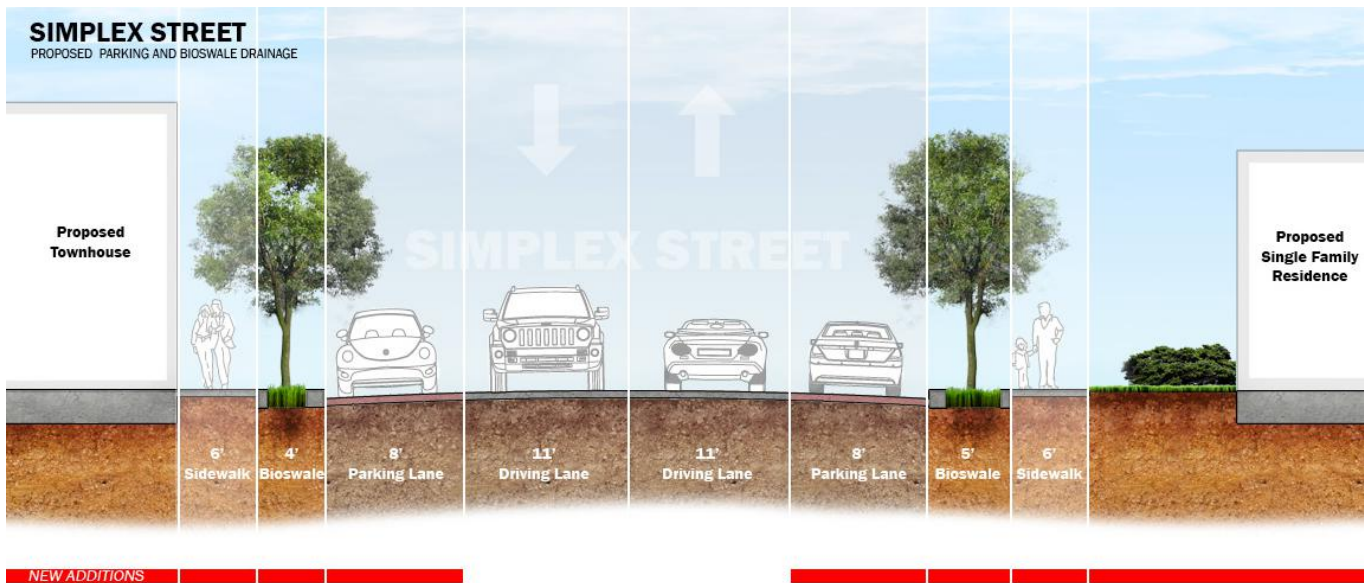


Figure 26

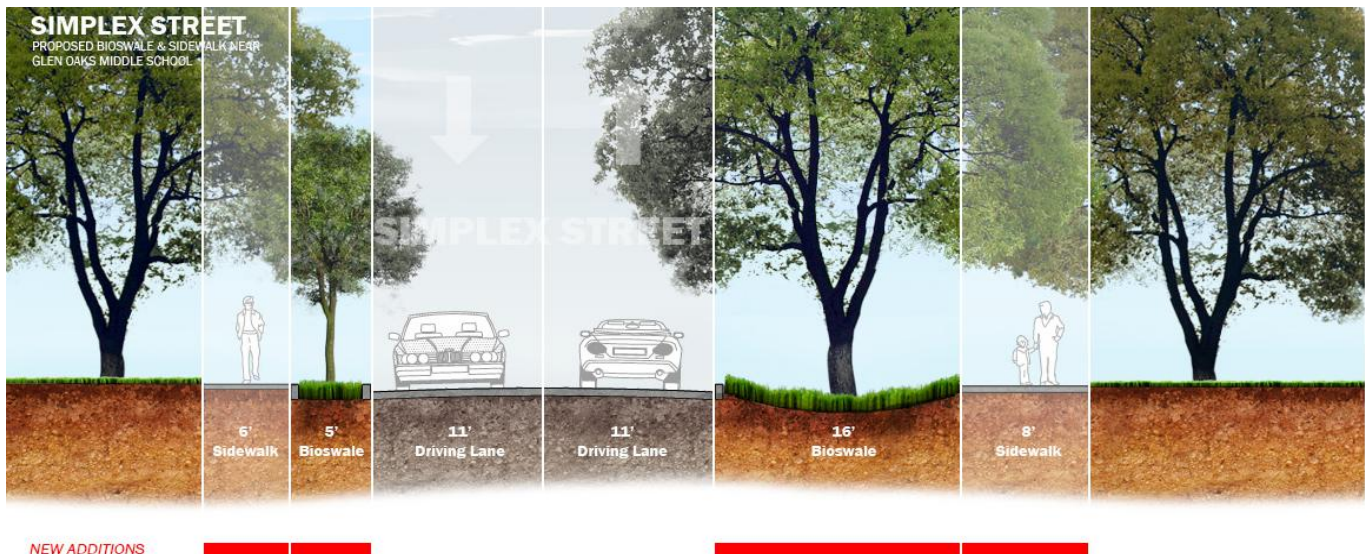
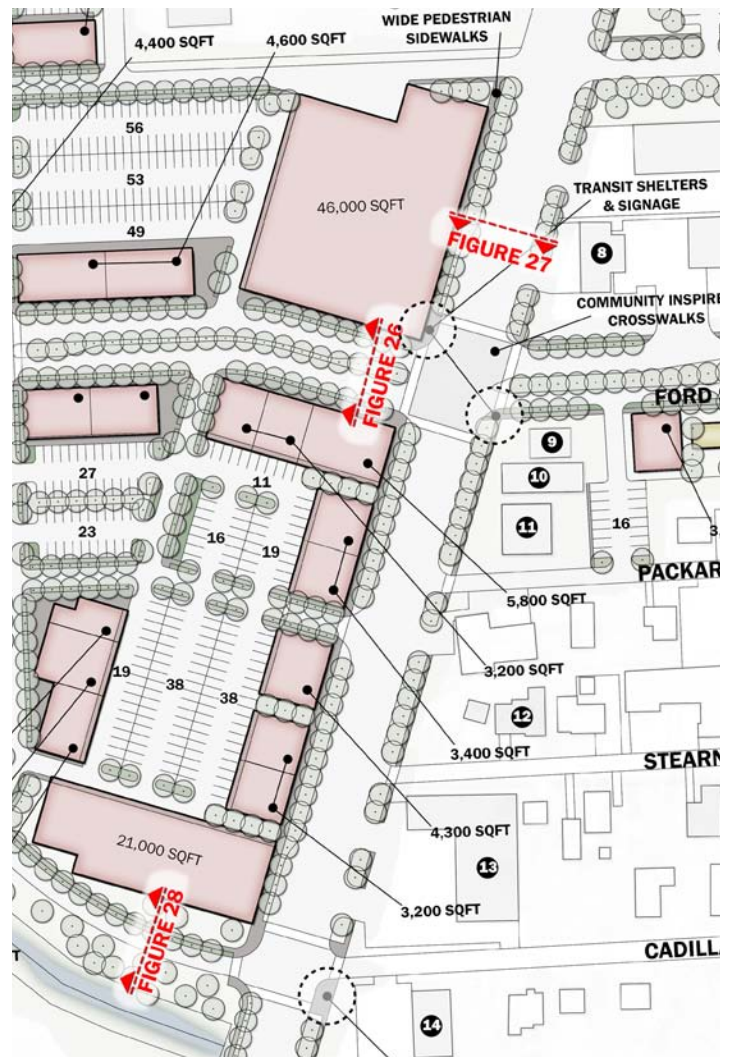
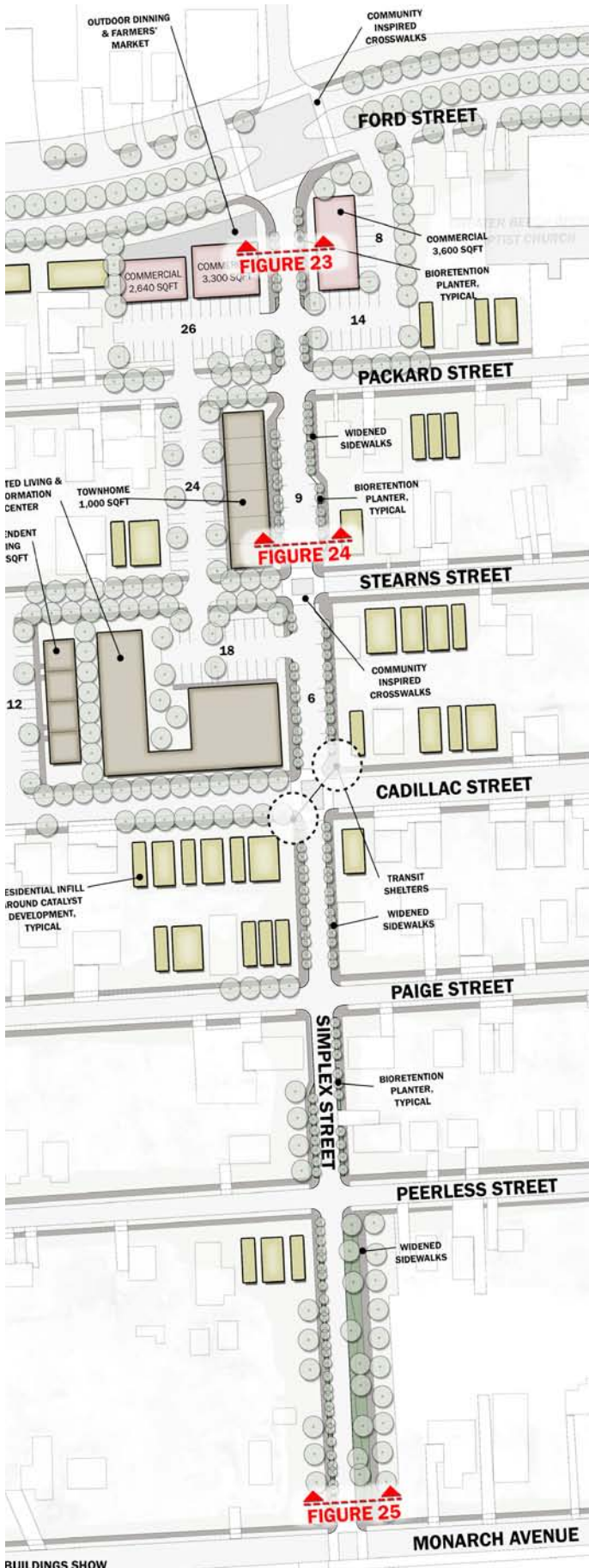
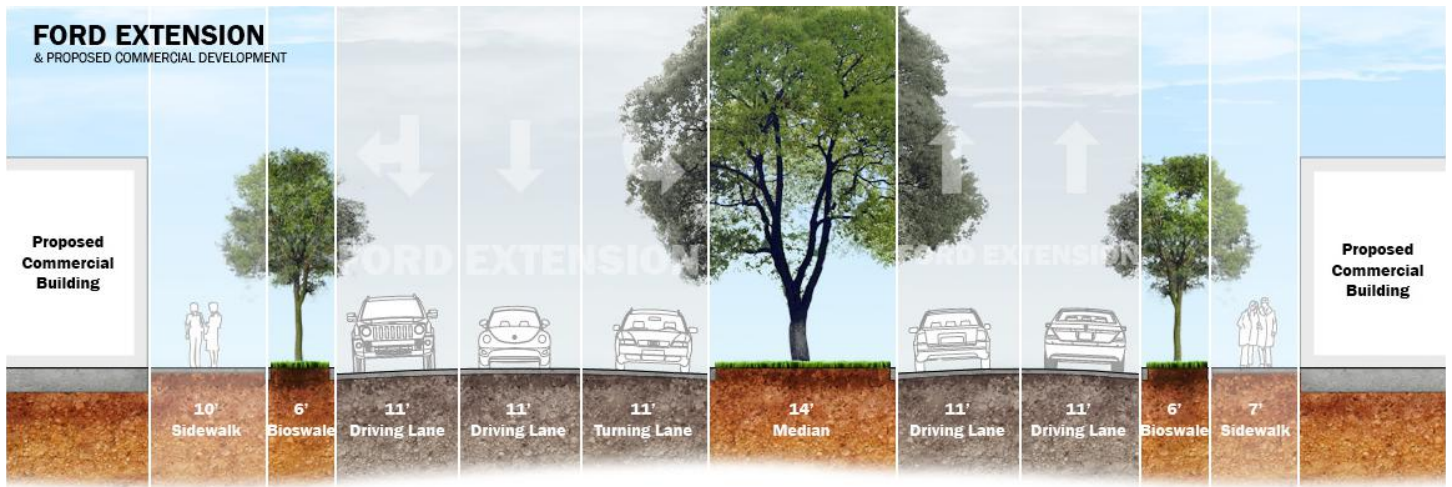


Figure 27

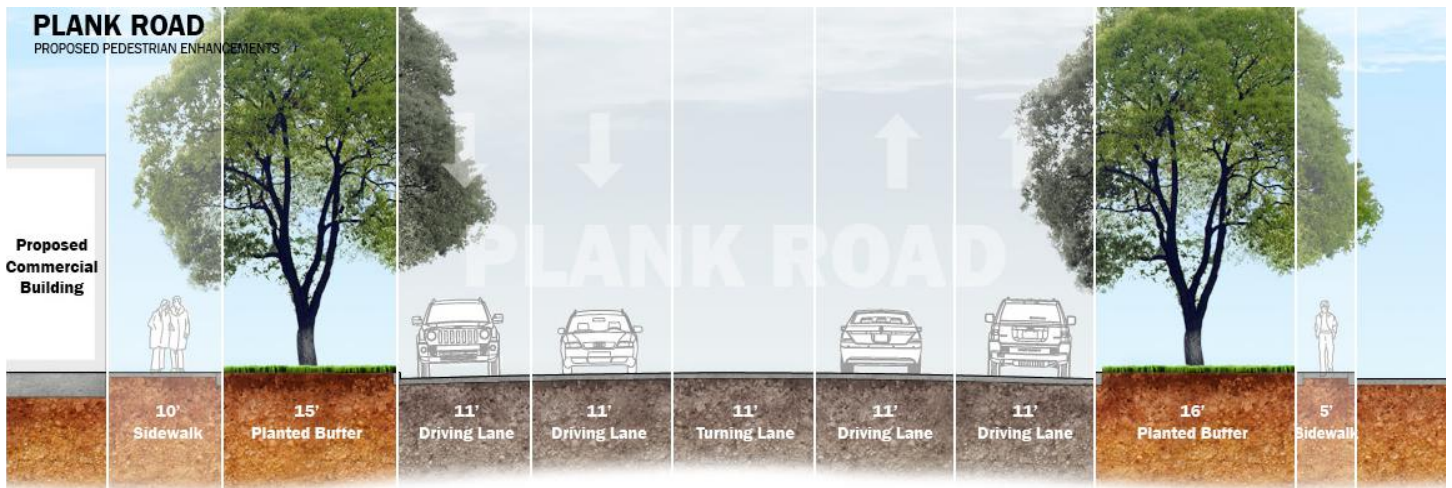


Key Maps for Figures 25 - 30



NEW ADDITIONS

Figure 28



NEW ADDITIONS

Figure 29



NEW ADDITIONS

Figure 30

Transportation & Infrastructure

Roadways

The roadway and street network in the immediate vicinity of the Zion City & Glen Oaks Catalyst Project could experience a great deal of additional traffic when the proposed project is fully developed. It is expected that full development, however, will require at least a decade, possibly more. The expectation of significant additional traffic is based on the consideration that the proposed catalyst development represents new, additional land uses.

The proposed site on Plank Road is currently vacant, open land. Traffic counts provided in the general transportation and infrastructure overview for this neighborhood suggest that excess capacity may be at a premium on the major streets where ADT data were provided. The Catalyst Project at full build out will add more traffic to Ford Street and to Plank Road, both of which will assume primary roles in providing access to the site. In addition, site-generated traffic will not be able to use Ford Street as a means of egress to the west, unless Ford is extended in that direction to intersect Howell Boulevard or other streets as proposed in the catalyst plan. *See figure 31.*

However, traffic circulation through the site is enhanced by a proposed north-south street along the entire western edge of the catalyst development that connects Plank Road at the southeast corner of the development with Harding Boulevard to the north. Within the development, this north-south street intersects a proposed interior street connecting to Packard Street across Plank Road, another proposed interior street connecting to Cadillac Street across Plank Road, as well as the extension of Ford Street through the development. This connector arrangement through a grid pattern provides additional opportunities for ingress and egress for the development and should help to alleviate some of the traffic that would otherwise utilize the Plank Road-Ford Street intersection.

One factor that might mitigate expected additional traffic on neighborhood streets, including Ford Street, is the fact that there is much vacant residential land within this study neighborhood. For this reason, neighborhood streets, including Ford Street, may carry very light traffic volumes at this time, providing capacity for traffic growth without undue burdens on the neighborhood. However, given the significance of the Plank Road-Ford Street intersection to the catalyst development and the proposed 52,000 SF grocery store at this key location in the catalyst site in addition to the 20,000 SF proposed hardware store and the other proposed uses throughout the larger catalyst development, a traffic impact

analysis would be performed prior to initiation of the project as required by the East Baton Rouge Unified Development Code. The analysis study will develop the traffic generation/distribution characteristics of the site and establish the intersection geometry and signal timing required for an acceptable peak hour level of service at this key intersection.

Preliminary traffic projections* for the proposed grocery store show that during the PM peak period, which is expected to generate the highest volume of trip ends, an additional 556 automobile trips can be expected at this site, with 51% of this volume entering the site and 49% exiting during that peak hour. In a full build-out scenario, the expected trip generation must be added to this volume as well. The proposed hardware store is expected to generate 94 trips during the PM peak hour, with 47% of this volume entering the site and 53% exiting. In addition, to these volumes must also be added the traffic expected by the other proposed developments in the Catalyst Project area.

A traffic impact analysis must also evaluate the operation of the catalyst site's secondary intersections at Harding Boulevard and Plank Road formed with the boundary street. Since the proposed grocery store will generate a certain amount of truck traffic, the design of the site includes a truck dock. The recommended traffic impact study should also include an analysis of the level of site-generated truck trips, the internal geometry of the loading area relative to the frequency and space required for truck movements, and the truck ingress/egress driveway at Plank Road and other proposed truck traffic flow through the site in order to facilitate truck turning movements and minimize adverse traffic impacts.

*Grocery store trips: from ITE Trip Generation, 7th Ed.: $\text{Ln}T = 0.79\text{Ln}(X) + 3.20$, where T = Trip Ends; and $X = 1,000$ SF Gross Floor Area. Hardware store trips: *ibid.*: $T = 3.31(X) + 27.59$, where T = Trip Ends; and $X = 1,000$ SF GFA.

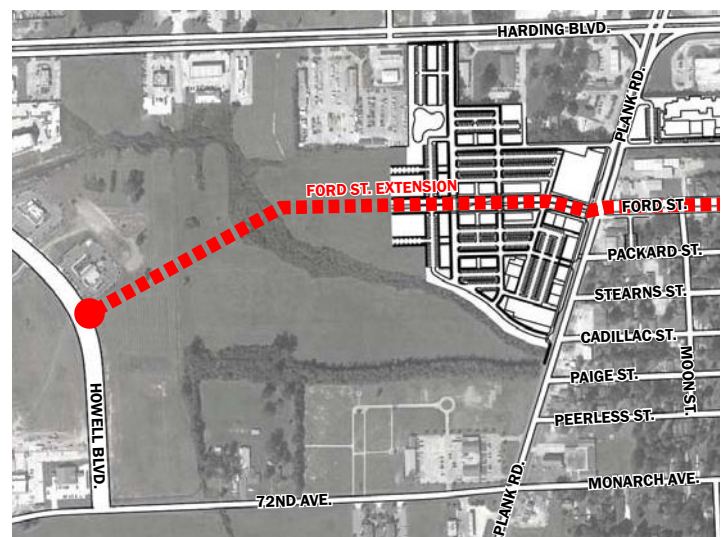


Figure 31: Extension of Ford Street to Howell Place

Pedestrian Access

Pedestrian access to the catalyst development will be facilitated and enhanced through the implementation of landscaped and shaded sidewalks along Ford Street in the study neighborhood and also along Plank Road leading to the primary entrance into the development. Crosswalks are also proposed at each intersection. The internal layout of the development minimizes pedestrian-vehicular conflicts and encourages pedestrian travel throughout.

The suggested placement of crosswalks at these intersections with Plank Road and other pedestrian-oriented features must be accompanied by other improvements designed to ensure pedestrian safety and enhance the pedestrian experience to and from the catalyst development. *See Figure 32.*

These recommendations include:

- » ADA compliance in the location of pedestrian-actuated crosswalk signal buttons
- » Inclusion of ADA compliant wheelchair ramps and ramp locations
- » Inclusion of crosswalk signage of a design and placement in accordance with Manual on Uniform Traffic Control Devices (MUTCD) standards
- » Sidewalk improvements constructed to a minimum width of 5 feet, wider where permitted by existing right-of-way

Transit Service

The proposed Zion City & Glen Oaks catalyst development is directly served by only one CATS transit line (Harding route), but it is possible to transfer to three other routes in the vicinity of Glen Oaks Drive and Blue Grass Drive (Foster/Gus Young, Plank, and Airline routes). Service levels (days/hours of operation and headways) were discussed in the neighborhood overview.

The proposed catalyst project includes enhanced transit shelters in its design at the intersection of Plank Road and Ford Street. To the extent that the proposed mixed-use features of the catalyst project could generate trips to employment centers outside the community in other areas of Baton Rouge, the provision of enhanced transit service with tighter headways, at least during weekday peak hours, could help to make transit usage more attractive and reduce automobile trips within the development. For example, a minor modification to the Airline route during weekday peak hours, if not on Saturdays, could allow the route to extend to the north on Plank Road, making a left turn into the development at the Plank Road intersection with the boundary street, then a right turn at the first interior street, followed by a right turn on the Ford Street extension, exiting the development with a right turn at Plank Road for the continuation of this route. *See figure 33.* Transit shelters should be placed at convenient locations within the site to facilitate transit access.



Figure 32: Pedestrian Access

Water

Water service available in the Zion City & Glen Oaks community is adequate and of a high quality, as it is throughout the rest of the City. The development of the proposed Zion City & Glen Oaks Catalyst Projects will in no way adversely impact the water utility by placing undue burdens on system capacity. A great deal of excess capacity exists within the water system.

Storm Water Drainage

In general, storm water drainage in the Zion City & Glen Oaks Catalyst Project will be handled by an underground drainage infrastructure instead of open ditches. Since the Catalyst Project areas do not exist now, with the exception of some minor peripheral areas, care will need to be exercised to design the storm water runoff system(s) in accordance with applicable drainage codes. The proposed site design contains one bioretention pond and a series of bioretention swales. Features of this nature serve to reduce storm water runoff and improve water quality.

Sanitary Sewer

The Zion City & Glen Oaks community is served by a community sanitary sewer system and the North Waste Water Treatment Plant (WWTP) located near the Mississippi River just southwest of the Southern University campus. In general, the North WWTP operates within its discharge permit limitations. The Zion City & Glen Oaks Catalyst Project should not adversely impact the operation of the North WWTP, but it will take up some of its remaining capacity. Since the Catalyst Projects are new developments, it will require new sewerage infrastructure properly sized for the demand to collect effluent and direct it to the appropriate pump station.

Given the large number of vacant properties in the Zion City & Glen Oaks community, the sewer collection system in this area is currently experiencing no capacity issues. There is, however, only limited available capacity for future growth. At some point in the future, particularly when the catalyst development reaches full build out and performs as planned, generating infill development in the Zion City & Glen Oaks community, the flow into the North WWTP could approach the plant's capacity. As mentioned previously, four of the five CIP project neighborhoods are served by the North WWTP. There is a possibility, if additional growth is expected, the City-Parish will need to consider expanding the capacity of this facility.

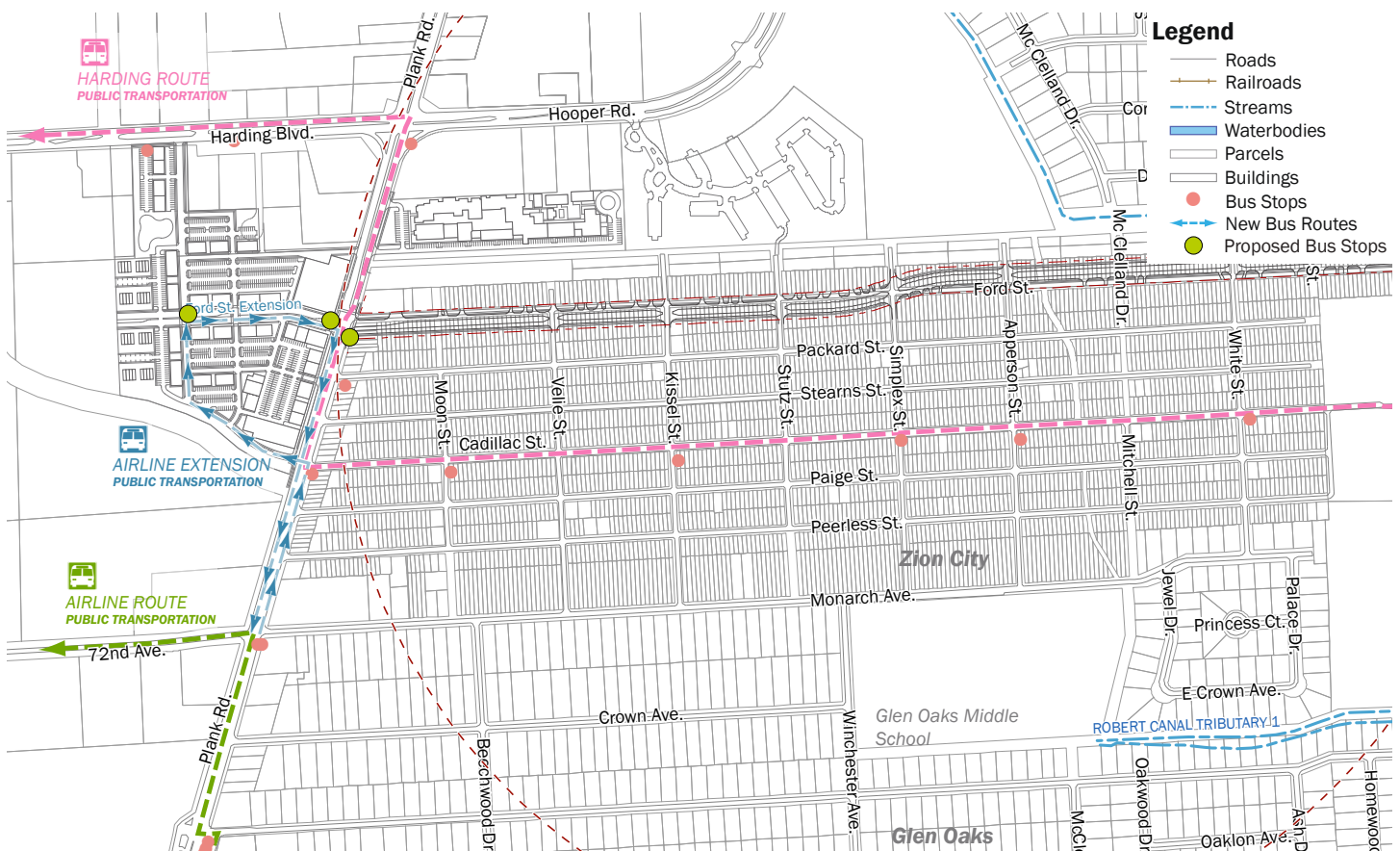


Figure 33: Proposed Modification to Airline Route

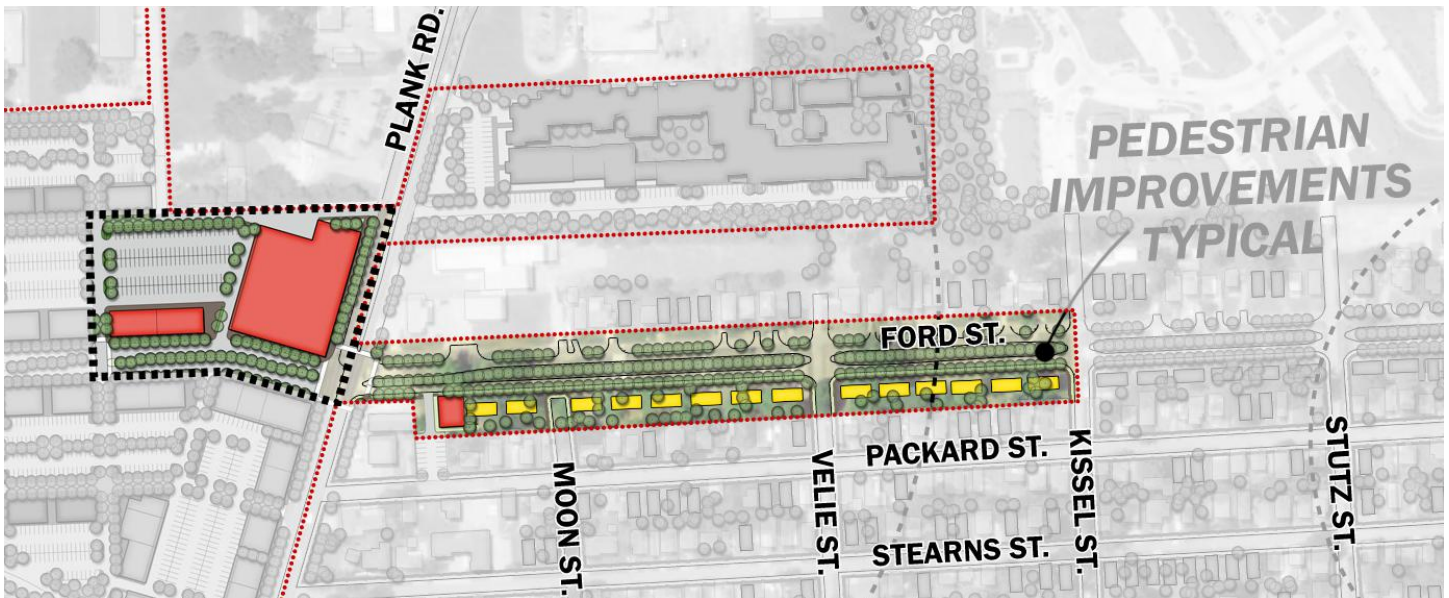


Figure 34: Plank Road Catalyst Phase One Implementation

Financial Analysis

In an effort to determine the feasibility of the catalyst projects, financial pro formas investigating several different financing options for each development type were performed and are included in the Appendix of this document. The following is an example financial analysis based on the development types included in Phase One of the Plank Road Catalyst Project and the initial components of the Simplex Street Catalyst Project. A portion of the large tract of land on the west side of Plank Road is currently under review with developers for the future site of a grocery store. In the Plank Road Catalyst Project, this large commercial building and small outparcel commercial opportunities will serve as Phase One to anchor the development project. *See figure 34.* This Phase One of the Catalyst Project plan provides for 54,800 square feet of leasable space. It includes a full service grocery store of 46,000 square feet and 8,800 square feet of smaller retail space suitable for multiple tenants. Assuming a cost per square foot of \$55, the construction costs of the buildings would total just over \$3,000,000. Adding to that the constructions costs for 158 parking spaces and the purchase of the land, the investment would total roughly \$3.8 million.

In the Simplex Street catalyst, the plan places 9,540 square feet of commercial leasable space at the corner of Ford Street and Simplex Street. This includes three community scale commercial buildings suitable for single tenants. *See figure 35.* Assuming a cost per square foot of \$75, the construction costs of the buildings would total approximately \$885,285. Adding to that the construction costs for 48 parking spaces and the purchase of the land, the total investment of this initial proposal comes to roughly \$1.4 million.

All applicable Financial Pro forma Spreadsheets can be found in the Appendix of this document.

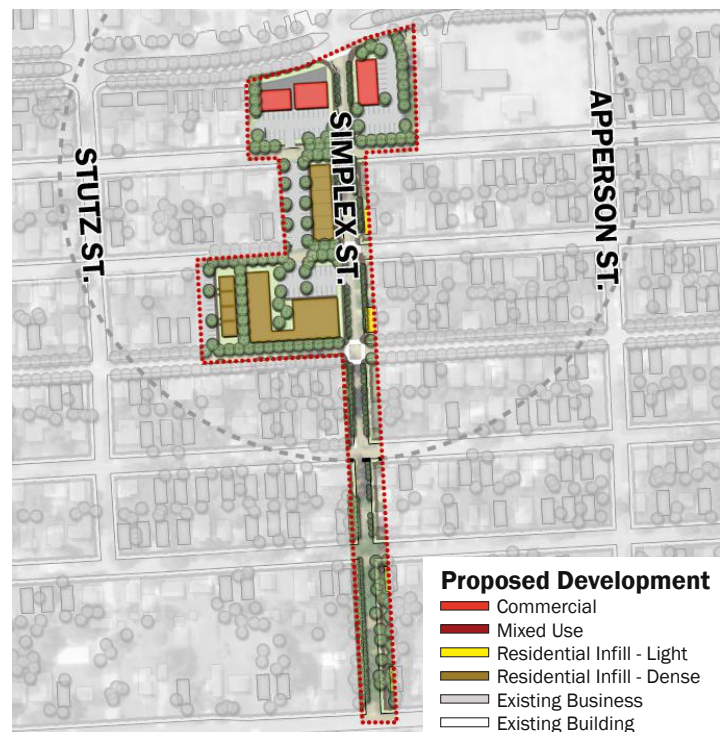


Figure 35: Simplex Street Commercial Implementation

Community-Wide Recommendations

The Zion City & Glen Oaks Catalyst Project establishes the spark needed to begin revitalization efforts in the area and provides the framework for a prosperous, sustainable, and smart future. It will be a resource for the RDA and City-Parish to use when considering development proposals, providing financing and funding strategies, and prioritizing community needs. It will help expand the Zion City & Glen Oaks's economic role while protecting and enhancing its rich cultural and ecological resources. However, to achieve true revitalization of Zion City & Glen Oaks, we must look beyond the catalyst boundaries at the community as a whole. The following recommendations set forth the steps required to most effectively revitalize and rebuild the community. The successful implementation is dependent upon the effective partnership of the public sector, the community, and private investment. Additionally, innovation, creativity, and entrepreneurship are to be encouraged, nurtured, and supported. This fuels initiative, builds wealth, and leads to a more diversified and self-sustaining economic base for the community at large. *See figure 36.*

Refine a strategy to resolve adjudicated, blighted, vacant, and abandoned properties.

The large number of vacant and adjudicated properties in Zion City & Glen Oaks will continue to hamper redevelopment efforts unless those properties are assembled by the RDA and redeveloped in a strategic manner that brings a mix of uses into the community. The RDA has begun to acquire vacant, adjudicated properties in Zion City, and will make them merchantable for future development in accordance with the CIP.

Implement a robust and consistent code enforcement program.

Preliminary analysis, interviews, and workshop feedback suggest that Zion City & Glen Oaks needs additional code enforcement for buildings and parcels that are in dilapidated or unsafe condition. This will help turn around the image of the area for both existing residents and future investors. The city has recently implemented a code enforcement court and boosted the number of inspectors.

Leverage public financial resources to stimulate private investment.

A number of financial resources are available, not only through the RDA, but also through the City-Parish, the State, and federal programs. These resources such as tax credits, rehabilitation loan

programs, and revenue bonds can be leveraged to attract private investment in development projects that earn reasonable returns for private investors and provide projects that will enhance and benefit the community.

Implement/facilitate policies that enhance economic opportunity for residents.

To improve economic opportunities for residents in the Zion City & Glen Oaks area, the City-Parish and the RDA should facilitate involvement and investment by area citizens in redevelopment and public improvement projects. Locally owned businesses should be provided special consideration to relocate and expand to new development areas. In addition, policies should address residents' life skills development, workforce training, entrepreneurship, and micro-loans.

Improve pedestrian and bicycle circulation through streetscape improvements.

Within the Zion City & Glen Oaks community, Cadillac Street and Ford Street are the only collector roadways that currently have sidewalks and bicycle paths are lacking. The existing sidewalks are narrow, overgrown with vegetation in many places, and provide no trees for shade. Additionally, the sidewalks on Cadillac Street are placed directly against the curb of the roadway, placing pedestrians dangerously close to passing traffic. Enhancements should be made to these existing streets in the form of widening, tree plantings, and lighting. The Ford Street Greenlight Project left a 20 foot wide remnant north of Ford Street between Simplex Street and Mickens Road that can be used for these pedestrian enhancements in addition to plantings within the median. Also, similar streetscape improvements, including bike paths, are recommended for Monarch Avenue which connects both of the catalyst areas with Glen Oaks Middle School.

Build on existing transit links and work to improve transit connections.

Convenient access to a transit network is a key component of any successful redevelopment project, especially in Zion City & Glen Oaks, where fewer residents have access to a vehicle than elsewhere in the Parish. Transit is especially important as a means to provide residents with access to employment opportunities, workforce training, higher education, and medical facilities. The RDA should work closely with the Capital Area Transit System (CATS) to ensure revitalization efforts in Zion City & Glen Oaks are coordinated with transit planning and implementation of transit services. Currently the Harding Route traverses Cadillac

Street and continues on to Plank Road and could be improved to provide better service. Additionally, covered transit shelters should be provided along this route.

Renaturalize existing drainage canal.

A portion of Zion City & Glen Oaks drainage needs are met through a concrete lined canal that also serves as the eastern boundary of Cadillac Street Park. The renaturalization of this canal would provide residents with a natural amenity while also improving water quality. A walking and biking path should be installed along the side of it in order to provide a pedestrian-focused connection between the north and south ends of the community. All stormwater management elements will be designed to mitigate localized flooding throughout the community.

Regional Connections

Blight in this area is the manifestation of economic distress in a community that is not essentially connected to other parts of the City nor adequately linked to the mainstream economy. To address conditions in Zion City & Glen Oaks this plan seeks to connect the target area to environmental, economic, and societal systems beyond the community.

Few connecting streets and limited pedestrian enhancements have left the Zion City & Glen Oaks community physically disconnected from the remainder of the parish. However, numerous opportunities exist to facilitate reconnection. Monarch Avenue currently extends across Plank Road, where it becomes 72nd Street, eventually crossing over Interstate 110 where BREC's 109-acre Scotlandville Parkway Park is located. Providing pedestrian enhancements such as sidewalks, lighting, and street plantings along 72nd Street will allow residents of the neighborhood convenient and safe access to this regional amenity. Bayou Monte Sano runs the entire length of the park and eventually connects to Monte Sano Park. A greenway along this stretch of bayou would provide a safe and enjoyable connection between the two park facilities.

Similar pedestrian enhancements should be provided along Mickens Road between Ford Street and Guynell Drive, allowing residents to be connected to Hooper Road Park which houses more than five miles of bicycle trails. Cypress Bayou runs through this park and connects to the Comite River at BREC's Comite River Park. A greenway along this waterway would connect the two parks, opening up an additional five and a half acres of bicycle trails to the residents of Zion City & Glen Oaks. *See figure 37.*

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Figure 36: Community-Wide Recommendations

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Implementation Priorities & Responsibilities

The selection of the Zion City & Glen Oaks Catalyst Project sites was complicated by the fact that the area targeted for the Community Improvement Plan consists of approximately 85% residential uses. In identifying areas for development that could spur the economic rejuvenation of a community, a mixture of uses is important as there need to be commercial uses that would accommodate ongoing jobs. Another issue was the need to create Catalyst Projects that would serve to connect the two very distinct neighborhoods of Zion City & Glen Oaks.

Two Catalyst Project sites were identified to address the community's need for an economic generator and to lead physical renewal, located on Plank Road and on Simplex Street. The first Catalyst Project has been put into motion by the RDA, exploring development options of a large parcel located across Plank Road from the Zion City & Glen Oaks community. Because one of the highest priorities of need expressed by the participants in the Visioning Workshop is a grocery store, this parcel offers an ideal potential location. Its owner is also part of the development team that recently created Howell Place, a 200-acre commercial venture designed to capture the economic benefits of its proximity to the Baton Rouge Metropolitan Airport. Just northwest of this parcel, Howell Place has served as an economic generator for North Baton Rouge with hotels, restaurants, medical facilities, office space, and soon a state-of-the-art YMCA financed, in part, by the East Baton Rouge Community Development Entity, managed by the RDA. A key component of this multi-phase Catalyst Project is the extension of Ford Street westward across Plank Road, ultimately connecting to Howell Place, which connects northward to Harding Boulevard.

In concert with development of the Plank Road Catalyst Project, infill development and street trees are planned along the improved Ford Street, which forms the boundary between Zion City and the Hooper Pointe development. The small commercial and residential infill planned along the south side of Ford Street is intended to begin quickly after the early phases of the Plank Road Catalyst Project begin. This infill development will continue eastward, eventually linking with the second Catalyst Project at Simplex Street. The Simplex Street Catalyst Project is planned to extend northward into the Hooper Pointe project area. This allows for the Zion City & Glen Oaks community to be physically and economically connected to the surrounding areas, making

retail businesses readily and safely accessible for pedestrians and bicycles, and thereby catalyzing revitalization of these neighborhoods.

Implementation Phase One

Phase One of the Plank Road Catalyst Project is a shopping center anchored by a full service supermarket. *See figures 38 and 39.* The proposed supermarket would provide an opportunity for employment of Zion City & Glen Oaks residents, improving not only the physical development, but that of the people as well. The direct link to Zion City would be created by a western extension of Ford Street, a major connector that is currently being upgraded to a divided boulevard with sidewalks on both sides. The intersection of Plank Road and Ford Street would require a traffic signal, providing an opportunity for a neighborhood that has always been hidden from Plank Road to declare its identity and progress. Signalization would include pedestrian crosswalk signals. To reinforce community identity and articulate entrance into the neighborhoods, community-inspired designs for all crosswalks are recommended. Colorful designs created by artists in the area would be installed in the roadway with bricks or colored concrete, or painted by community members themselves using low VOC epoxy paint made for such applications. To further accentuate the attention to pedestrians on this busy major arterial, streetscape improvements, including sidewalks, would

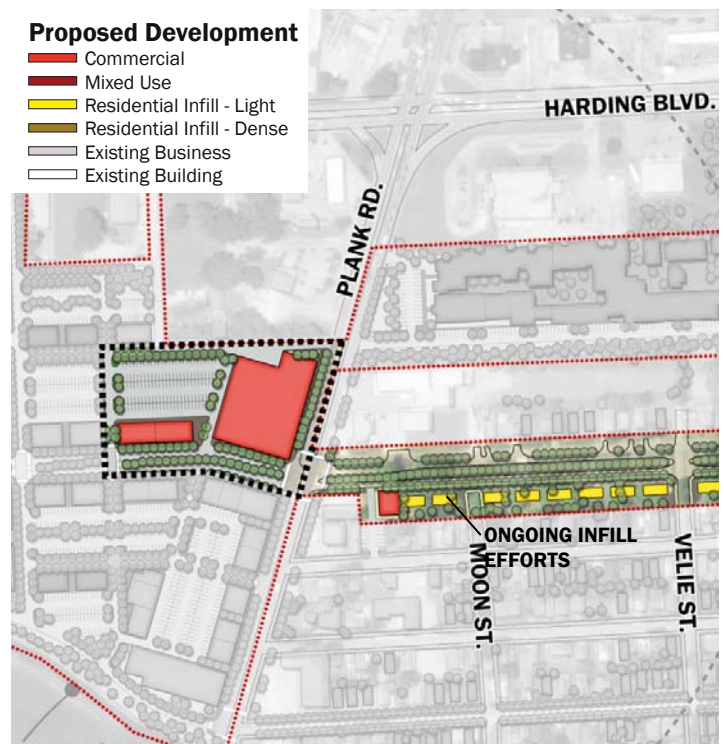


Figure 38: Plank Road Catalyst Phase One Implementation

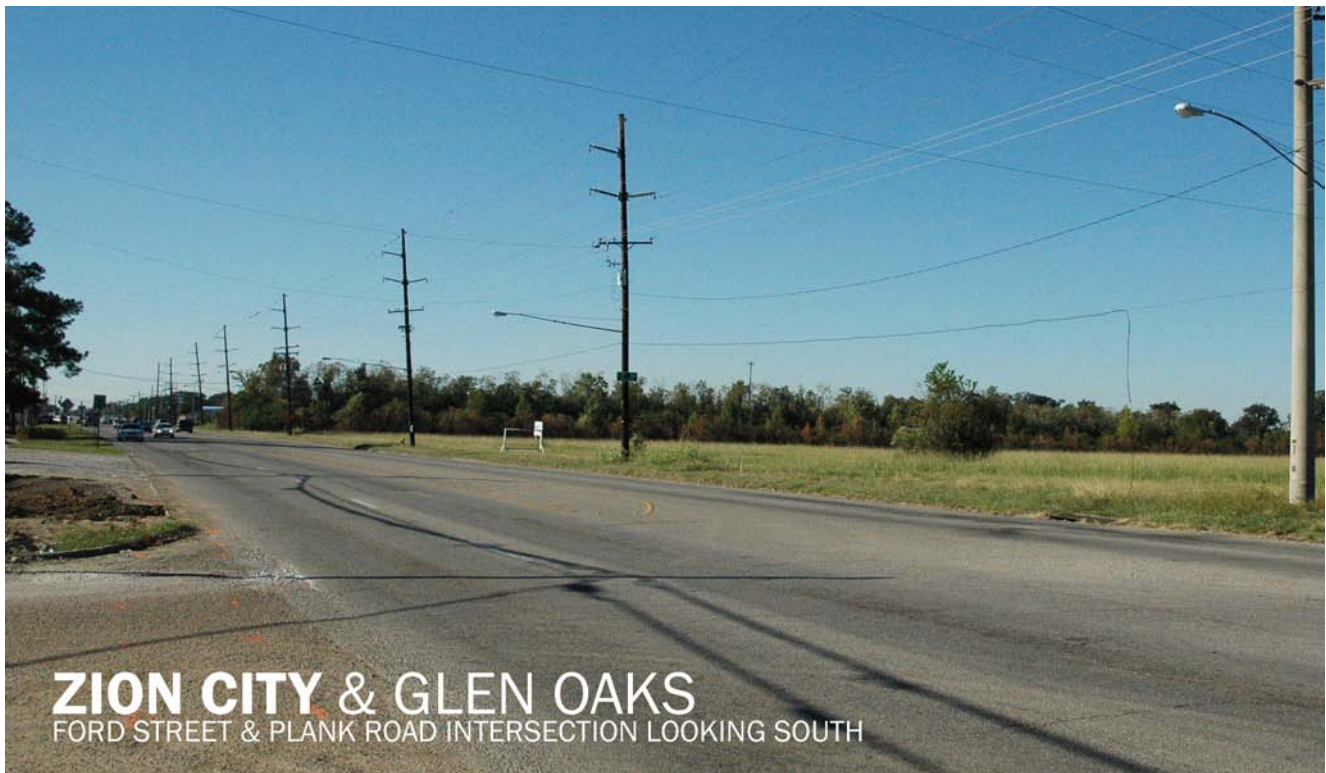


Figure 39: Before and After Implementation of Plank Road Catalyst Phase One and Two

be implemented on Plank Road from Ford Street to Harding Boulevard in concert with Phase One development.

For many years retail centers anchored by supermarkets have been a major economic revitalization model in community development. Residents of inner city areas often lack adequate access to quality food and have limited employment opportunities. This type of development provides quality food at affordable prices, improvements to the physical character of the area, and a multitude of entry level jobs with low skill requirements. An important element to this recommendation will be workforce preparation, providing community members with job readiness skills and basic job training. This task can be facilitated by organizations experienced in workforce development, such as the Louisiana Department of Economic Development. The supermarket's partnership with the community will facilitate marketing, community relations, and logistics such as deliveries for both the elderly and transit dependent shoppers.

Typically these projects have spurred additional redevelopment in areas where they have been created. The immediate results will be the positive impact on existing businesses along Plank Road where increased traffic would generate additional business for them. This increase in customers could make improvement of the physical character of existing buildings and ongoing building maintenance more feasible for and attractive to the existing businesses, as well as open up additional opportunities for employment of neighborhood residents.

The small commercial and residential infill planned along the south side of Ford Street is intended to begin quickly after the early phases of the Plank Road Catalyst Project begin. Remnant land parcels from the Ford Street improvement project, a 2010 project of the Mayor-President's Green Light Program, will be redeveloped into new homes eastward to Simplex Street and beyond. Immediately behind the existing meat market and boutique at Plank Road and across Ford Street from the Jiffy Lube, a new commercial retail development is proposed to strengthen the commercial vitality of the intersection on the east side of Plank Road. This new neighborhood commercial will transition to infill residential along Ford Street, connecting to the Simplex Street Catalyst Project. As soon as Phase One of the Plank Road Catalyst Project is underway, developers should be contacted to begin organizing opportunities for infill residential.

Implementation Phase Two

Phase Two of the Plank Road Catalyst Project will result in additional commercial development on the south side of the Ford Street extension, and will provide 9500 square feet for smaller

retail businesses. Special efforts should be made to attract locally owned small businesses to locate here. *See figures 39 and 40.* With this development, the City-Parish would need to continue Ford Street westward until it connects with Howell Boulevard in Howell Place. *See figure 41.*

Implementation Phases Three & Four

Phases Three and Four of this project will be adjacent to Phases One and Two along the newly extended Ford Street and will contain mixed-use buildings of retail with housing on the second floor. These phases would also include development of

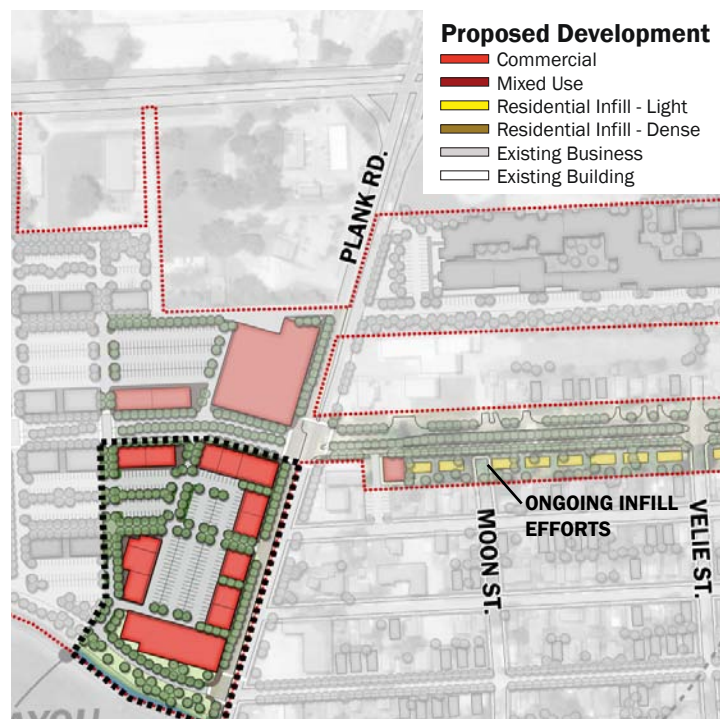


Figure 40: Plank Road Catalyst Phase Two Implementation

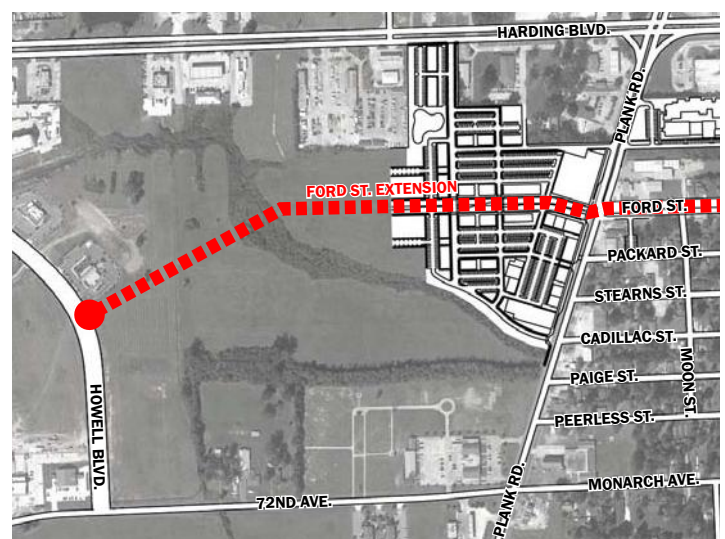


Figure 41: Extension of Ford Street to Howell Place

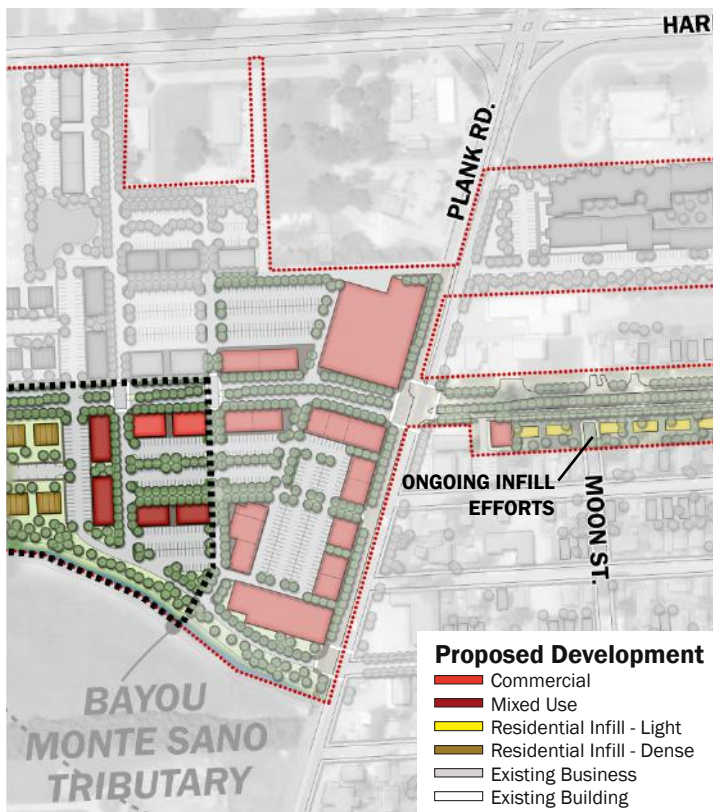


Figure 42: Plank Road Catalyst Phase Three Implementation

townhomes and multifamily housing. Open space development with walking trails would be provided along the Bayou Monte Sano tributary and serve as a buffer from commercial business along Plank Road just to the south. *See figure 42 and 43.*

Implementation Phase Five

Senior Independent Living is proposed as the final phase of implementation of the Plank Road catalyst. Prior to implementation of senior independent living, the services provided by the Plank Road catalyst must be solid and stable in order to support the population. *See figure 44.*

Simplex Street Catalyst Implementation

The Simplex Street Catalyst Project implementation is tied to the completion of the Ford Street widening and the development of the next segment of Hooper Pointe apartments off Harding Boulevard. Approximately halfway between Plank Road and Mickens Road, Simplex Street connects Ford Street in Zion City to Monarch Avenue in Glen Oaks, and it dead ends at the front of Glen Oaks Middle School, thereby linking the two neighborhoods. The new northern end of the street is proposed to extend into the site of the Hooper Pointe apartments. South of Ford Street, considerable infrastructure improvements on Simplex Street are necessary. Existing conditions are such that when two cars pass on the roadway, no room is left for pedestrians or bicycle riders due to the open drainage ditches and lack of sidewalks. Houses along Simplex Street do not front onto Simplex but rather onto the cross streets, making it appear unsafe and uninviting to pedestrians. The planned addition of sidewalks and vegetated storm water detention swales would be a great safety benefit to children walking to school, while also alleviating some of the localized flooding issues.

There are a number of vacant lots on the western side of Simplex Street, and the Catalyst Project would include redevelopment on four sites. *See figure 45.* Indications are that a number of these lots are adjudicated properties, so research must be conducted to identify the owners of the remaining parcels to assemble an appropriate size site for development. The largest area is on the block between Stearns Street and Cadillac Street. This site is proposed for development as senior citizen housing, perhaps using the US Department of Housing and Urban Development Section 202 program for the elderly and disabled. The HUD 202 program is often sponsored by faith-based institutions in a community. Meeting rooms and office space would be provided that could be used for services to the residents of the building and the community, particularly social services and job readiness and skills

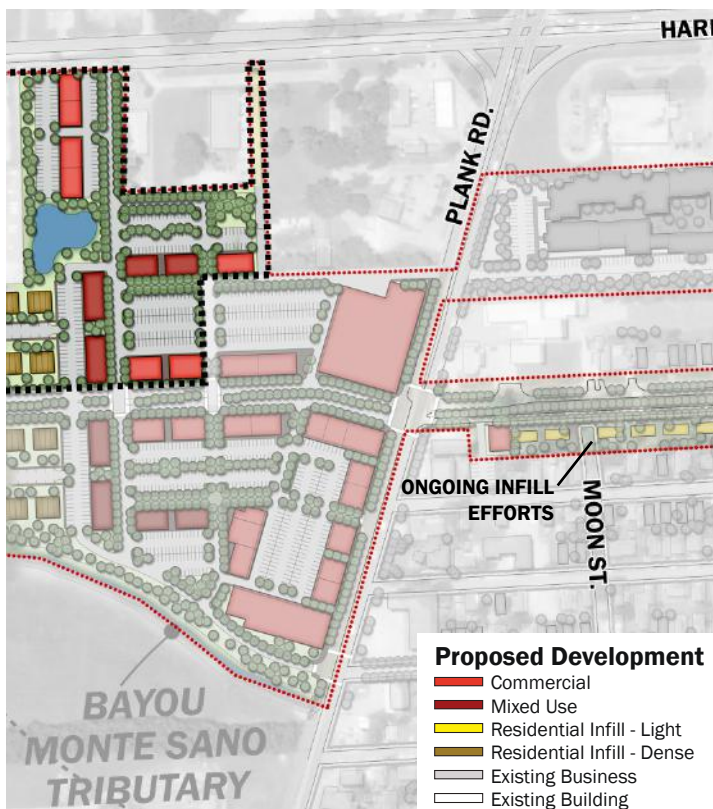


Figure 43: Plank Road Catalyst Phase Four Implementation

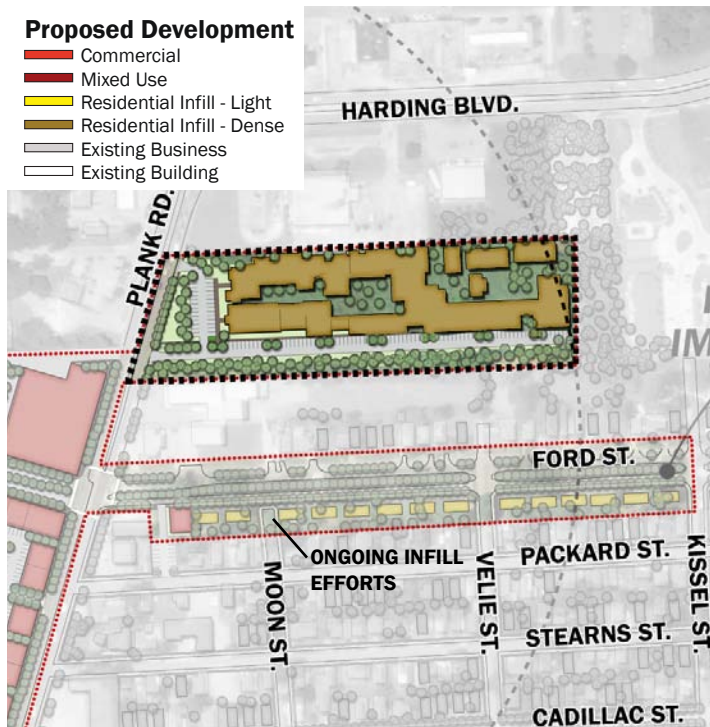


Figure 44: Plank Road Catalyst Phase Five Implementation

development. From an urban design standpoint, this development should only be two stories tall since the neighborhood is currently primarily one story, single-family buildings. The location of this development is on the existing transit route that travels down Cadillac Street, making it a prime location of a new transit shelter. The shelter will be custom designed to represent the community identity and foster a sense of pride for community residents.

North of the senior citizen housing and one block south of Ford Street, the existing vacant site is proposed for development of townhomes. See Figure 46. This increase in density is closer to the widened Ford Street near the Hooper Pointe Apartments, which is more conducive to more intense land uses. The corners of Ford Street and Simplex Street have been designated as commercial sites for neighborhood retail services. Well before the development process kicks off, the process of identifying and partnering with the appropriate local businesses should begin. Existing businesses might want to locate to new commercial space, but need to prepare by improving their business operations and financial practices. Businesses that are operating in other areas might be encouraged to relocate or expand to Zion City, or there may be new entrepreneurs who want to start a retail business and could prepare themselves to start up here.

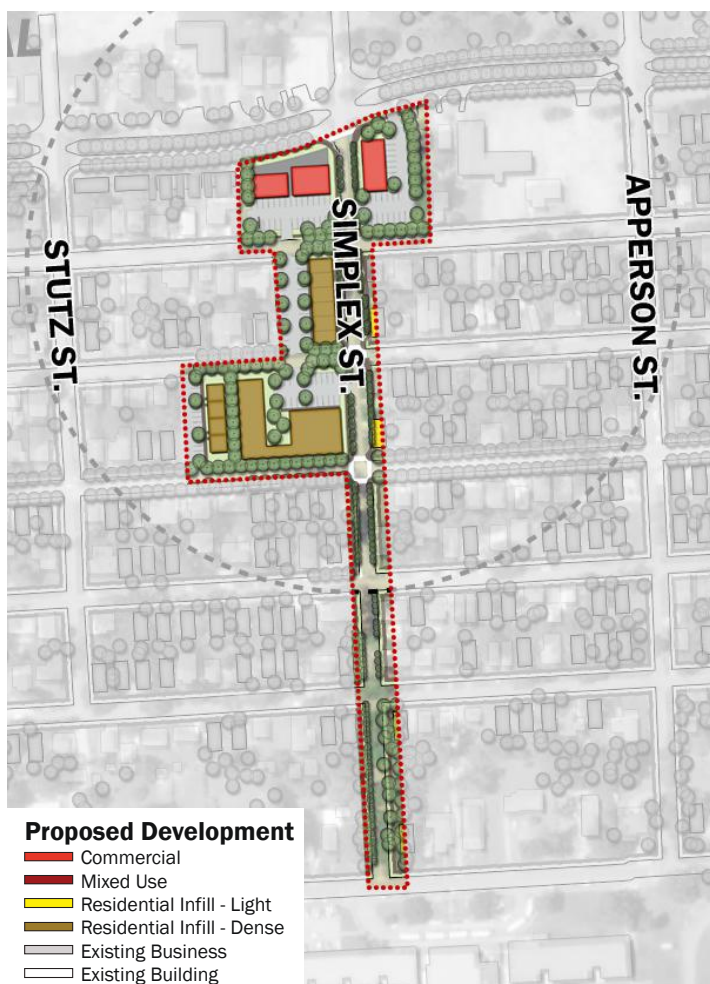


Figure 45: Simplex Street Catalyst Implementation

Additional graphic representations of recommended urban design elements are found on the following pages in addition to the Implementation Strategies Matrix, which discusses responsible parties and time frames for implementation. See figures 47 and 48.



Figure 46: Before and After Proposed Development Along Simplex Street

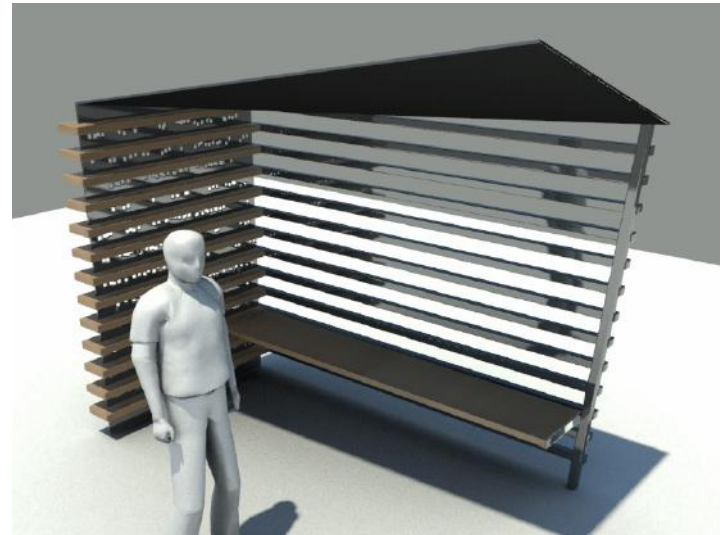
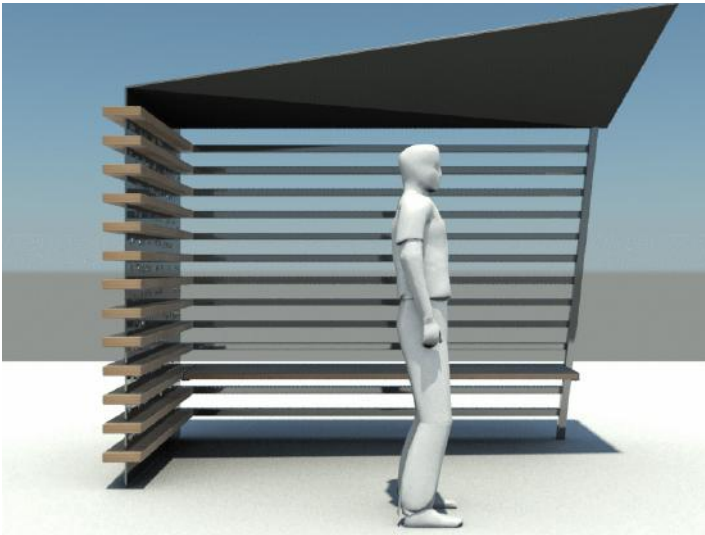


Figure 47: Transit Shelter Concept

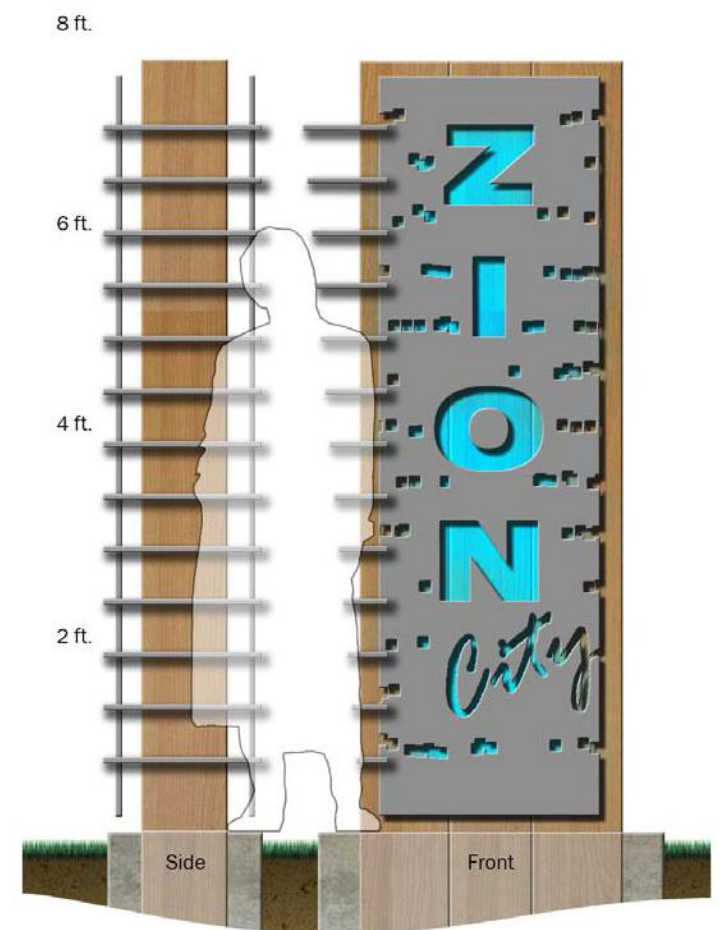
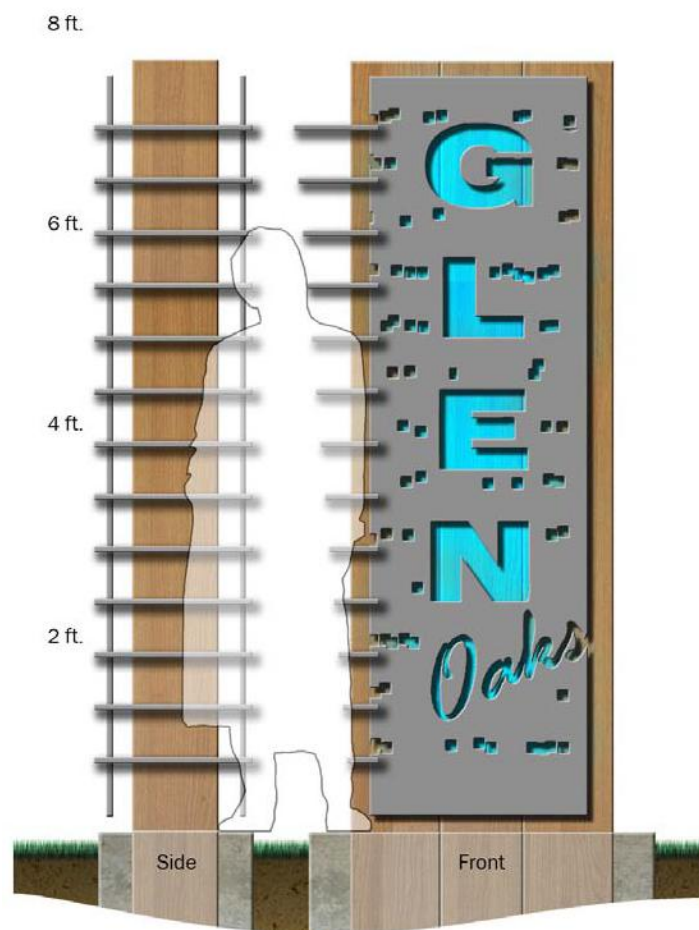


Figure 48: Neighborhood Signage Concept

CIP | IMPLEMENTATION STRATEGIES MATRIX KEY CODE

Color



Burgundy

Description

Catalyst



Grey

Transportation & Infrastructure



Blue

Outreach/Community Involvement



Tan

Code of Ordinances



Green

Recreation



Orange

Rehabilitation

Abbreviation

RDA

Organization Name

East Baton Rouge Redevelopment Authority

OCD

Office of Community Development

DPW

Department of Public Works

CPPC

City Parish Planning Commission

BREC

East Baton Rouge Recreation & Park Commission

DOTD

Department of Transportation & Development

CATS

Capital Area Transit System

BRHA

Baton Rouge Housing Authority

COMMUNITY IMPROVEMENT PLAN IMPLEMENTATION STRATEGIES

COMMUNITY: ZION CITY & GLEN OAKS

<u>TYPE</u>	<u>TIME</u>	<u>ACTION</u>	<u>RESPONSIBLE ENTITY</u>	<u>NOTES</u>	<u>PAGE</u>
4th Q 2011					
OUTREACH		Host community meeting to review plan/timetable	RDA	Manage expectations of community and clearly define roles & future opportunities for residents and businesses	
TRANSPORTATION		Plan & Implement community inspired crosswalks	RDA/DPW	Establish identity for neighborhoods and improve safety along Plank Road	61
OUTREACH		Coordinate capacity building proposal in CIP area with existing system	RDA/OCD	Create plan to involve community in CIP implementation and program for housing rehabilitation/new	74
CODE		Land use and zoning change to PUD	RDA	RDA submits PUD application to CPPC	43
CODE		Building Code Enforcement	City-Parish / RDA	City-Parish increases enforcement	43
RECREATION		Review stormwater & canal along Cadillac Street Park	DPW	Improve stormwater management, study north-south concrete-lined canal along Cadillac Street Park	56
INFRASTRUCTURE		Coordinate with continuing construction of Ford Street	DPW/RDA	Review Catalyst Plan & timing to coordinate with Ford Street improvements	61
INFRASTRUCTURE		Ribbon cutting for Ford Street completion	DPW	Projected completion May 2011	61
1st Q 2012					
CATALYST		Activate discussions with Howell Place developer	RDA	Review plans for Phase 1 Catalyst	61
CATALYST		Coordinate plan with Hooper Pointe developer	RDA	Get timetable and agreement for connection of Simplex Street from Ford Street to Harding Boulevard	65
CODE		Land use and zoning change to PUD	CPPC/RDA	CPPC submits proposed changes to Planning Commission & Metropolitan Council	43
CATALYST		Presentations to grocery chains on benefits of development	RDA	Phase 1 catalyst	61
OUTREACH		Select/assign Project Manager for tasks in community coordination	RDA	Project Manager required to oversee process of engaging community	74
INFRASTRUCTURE		Coordinate Simplex Street and Ford Street infrastructure improvements	DPW/RDA	Meet to discuss vision for Simplex Street and budget priorities	65
OUTREACH		Host community meeting to review plan/timetable	RDA	Manage expectations of community and clearly define roles	74
CATALYST		Review property ownership in Simplex Street catalyst area	RDA	Check ownership and begin discussion of redevelopment and possible swap or investment of land into	65
TRANSPORTATION		Plan for transit stops/shelters at Plank Road	CATS/RDA	Consider community inspired design as presented in CIP	55
CODE		Land use and zoning change to PUD	CPPC/RDA	CPPC & Metropolitan Council approve PUD designation	43
2nd Q 2012					
CATALYST		Master Plan Plank Road Catalyst Plan for Phase 1 Implementation	RDA	Assist developer in plan and with Department of Public Works approvals	61
INFILL HOUSING		Plan new infill housing project - Ford Street at Plank Road	RDA/OCD	Identify vacant areas that allow for new construction	61
INFILL HOUSING & COMMERCIAL		Identify developers/builders for infill housing and infill commercial on Ford Street	RDA/OCD	Establish eligibility and requirements; market to small and minority companies; host bid preparations	61
INFILL COMMERCIAL		Identify businesses for commercial on Ford Street	RDA	Encourage relocation, expansion, or establishment of locally owned businesses	
OUTREACH/TRAIN		Host business development workshop	RDA	Work with existing businesses to improve operations	75
OUTREACH		Work with Police Department on Community Security	RDA / Police	Institute Neighborhood Watch, community input for targeted crime reduction	
OUTREACH		Begin planning for Senior Housing on Simplex Street	OCD/RDA	Consider engaging faith-based coalition as sponsor of Housing Unit Development 202	65
REHAB HOUSING		Begin rehabilitation of housing on Ford Street	RDA/OCD	Work with owners to use Office of Community Development program	61
RECREATION		Plan for Cypress Bayou Greenway	DPW/BREC	Connect Hooper Road Park with Comite Park, bike & pedestrian trails	56
TRANSPORTATION		Groundbreaking for transit stops/shelters at Plank Road	CATS/RDA		55
3rd Q 2012					
OUTREACH/TRAIN		Establish job training workshops for Plan Road projects	RDA	Coordinate with experienced workforce development entity; include literacy, work readiness, and financial	75
CATALYST		Identify potential businesses for Simplex Street at Ford Street	RDA	Look to relocate neighborhood service businesses from other areas	65
INFILL HOUSING		Issue request for proposal for developer of infill housing	OCD/RDA		61
OUTREACH/TRAIN		Organize financial literacy and homeownership training	RDA	Utilize existing providers such as Urban Restoration Enhancement Corporation / Liberty Bank	75
CATALYST		Assist Howell Place developer secure anchor tenant on Plank Road - Phase 1	RDA	Attract large full service supermarket and other retail for Phase 1 of Catalyst	61
RECREATION		Plan for stormwater & canal along Cadillac Street Park	DPW	Improve stormwater management, renaturalize north-south concrete-lined canal along Cadillac Street Park, bike & pedestrian trails	56
4th Q 2012					
INFILL HOUSING & COMMERCIAL		Select developer for first infill homes and neighborhood retail along Ford Street	OCD/RDA	Coordinate with completion of Ford Street; begin west of Simplex Street	61

TRANSPORTATION	Plan for streetscape improvements on Plank Road from Ford Street to Harding Boulevard	DPW	Link new street to Post Office and shopping center	61
OUTREACH/TRAIN	Target Plank Road businesses to assist with business improvements	RDA	Improve operations to create more jobs and attract more businesses	75
OUTREACH	Apply for senior housing development programs	OCD/RDA	Submit HUD 202 application with church coalition as sponsor or Low Income Housing Tax Credit	65
OUTREACH	Schedule community clean up event	RDA/DPW	Organize churches, residents, and business in work day as signal of change	74
INFILL HOUSING	Groundbreaking for infill homes on Ford Street	OCD/RDA		61

1st Q 2013

CATALYST	Ground breaking for Phase 1 of Catalyst on Plank Road	RDA	Provide New Market Tax Credit financing for employment agreement, coordinate with Ford Street	61
INFRASTRUCTURE	Extend Ford Street west of Plank Road to link to Howell Place development	DPW	Creates access to Harding Boulevard and YMCA and creates development opportunities	63
TRANSPORTATION	Plan Simplex streetscape improvements	DPW	Design for widening street and improved drainage	65
CATALYST	Issue request for proposal for developer of townhomes in blocks along Simplex Street	RDA/OCD	Start at school moving north	65
CATALYST	Select developer for townhomes in blocks along Simplex Street	RDA/OCD	Start at school moving north	65
TRANSPORTATION	Plan for streetscape improvements on 72nd Avenue	DPW	Monarch Avenue becomes 72nd Avenue west of Plank Road, which links Glen Oaks to Scotlandville	56
TRANSPORTATION	Plan for transit stops/shelters at Plank Road	CATS/RDA	Consider community inspired design presented in CIP	

2nd Q 2013

TRANSPORTATION	Groundbreaking Plank Road streetscape improvements	DPW	Improvements to include sidewalks, lighting, tree plantings	61
TRANSPORTATION	Groundbreaking transit stops/shelters at Plank Road	RDA/CATS		
INFILL HOUSING	Ribbon Cutting for first infill properties on Ford Street	RDA/OCD	Showcase homeownership for former neighborhood residents and property swap for existing residents	61
INFILL HOUSING	Issue request for proposal for two additional blocks of Ford Street infill	RDA/OCD	Complete Ford Street	61
TRANSPORTATION	Plan for transit stops/shelters at Simplex Street & Cadillac Street	CATS/RDA	Consider community inspired design presented in CIP	66
CATALYST	Award of funding and begin design on senior housing on Simplex Street	RDA/OCD	Identify sponsor and coordinate with developer of senior housing	65
RECREATION	Groundbreaking for Cypress Bayou Greenway	DPW/BREC	Connect Hooper Road Park with Comite Park, bike & pedestrian trails	56
OUTREACH/TRAIN	Initiate job training for projected jobs within Phase 1 Catalyst	RDA	Coordinate with experienced workforce developer to include literacy, work readiness, skills required for	74

3rd Q 2013

TRANSPORTATION	Groundbreaking Simplex Street streetscape improvements	DPW	Connect to Harding Road and Howell Place development	65
CATALYST	Issue request for proposal for retail sites at Simplex Street and Ford Street	RDA	Identify local businesses if possible: restaurant, pharmacy or convenience grocery, coordinate with	65
REHAB HOUSING	Begin rehab on blocks bordering Simplex Street	RDA/OCD		
CATALYST	Groundbreaking for new townhomes along Simplex Street	RDA/OCD		61
TRANSPORTATION	Ribbon cutting for transit stops/shelters at Plank Road	CATS/RDA		
RECREATION	Groundbreaking for stormwater & canal along Cadillac Street Park	DPW	Renaturalize north-south concrete-lined canal along Cadillac Park, adding bike & pedestrian trails	56
TRANSPORTATION	Groundbreaking for transit stops/shelters at Simplex Street & Cadillac Street	CATS/RDA		66

4th Q 2013

INFRASTRUCTURE	Completion of Ford Street west extension	DPW	Coinciding with development phases	63
CATALYST	Ribbon cutting for Phase 1 of Catalyst on Plank Road	RDA	Grocery store and small retail	61
CATALYST	Select developer for retail at Simplex Street and Ford Street	RDA	Restaurant, coffee shop, convenience store	65
CATALYST	Groundbreaking for retail sites at Simplex Street and Ford Street	RDA	RDA to identify local businesses: restaurant, pharmacy or convenience grocery, coordinate with Hooper	65
TRANSPORTATION	Groundbreaking for streetscape improvements on 72nd Avenue	DPW/RDA	Monarch Avenue becomes 72nd Avenue west of Plank Road, which links Glen Oaks to Scotlandville	56
OUTREACH	Schedule community clean up event	RDA/DPW	Organize churches, residents and business in work day as signal of change	74

1st Q 2014

TRANSPORTATION	Ribbon cutting for Simplex Street streetscape improvements	DPW		65
TRANSPORTATION	Ribbon cutting for transit stops/shelters at Simplex Street & Cadillac Street	CATS		66
OUTREACH/TRAIN	Establish workshops for job readiness	RDA	Work with workforce development organization to include literacy, work readiness skills, financial	74
CATALYST	Groundbreaking for senior housing on Simplex Street	RDA/OCD		65
INFRASTRUCTURE	Plan for Monarch Avenue extension to Blue Grass Road	DPW	Links Zion City and Glen Oaks to more affluent neighborhoods eastward	56
TRANSPORTATION	Ribbon cutting Plank Road streetscape improvements	DPW	Improvements to include sidewalks, lighting, and tree planting	

2nd Q 2014

CATALYST	Groundbreaking for Phase 2 of Catalyst Project	RDA	Additional commercial development with NMTC, hardware store	63
OUTREACH	Marketing for senior apartment applications	RDA/OCD	Information to churches and community residents while under construction	
CATALYST	Ribbon cutting for new townhomes along Simplex Street	RDA/OCD		61
TRANSPORTATION	Ribbon cutting Simplex Street streetscape improvements	DPW	Connect to Harding Road through Hooper Pointe development	
RECREATION	Ribbon cutting for stormwater & canal along Cadillac Street Park	DPW	Renaturalize north-south concrete-lined canal along Cadillac Park, adding bike & pedestrian trails	56

3rd Q 2014

CATALYST	Ribbon cutting for retail at Simplex Street and Ford Street	RDA	Neighborhood retail with restaurant	65
OUTREACH	Ribbon cutting for senior housing and community facility	RDA/OCD	Include adult day care, meeting rooms and space for rotating social service offices	65
TRANSPORTATION	Ribbon cutting for streetscape improvements on 72nd Avenue	DPW	Monarch Avenue becomes 72nd Avenue west of Plank Road, which links Glen Oaks to Scotlandville	56

4th Q 2014

CATALYST	Ground breaking for Phase 3 of Catalyst Project on Plank Road	RDA	Housing and commercial development	65
RECREATION	Ribbon cutting for Cypress Bayou Greenway	DPW/BREC	Connect Hooper Road Park with Comite Park, bike & pedestrian trails	56

1st Q 2015

INFRASTRUCTURE	Groundbreaking for Monarch Avenue extension to Blue Grass Road	DPW	Links Zion City and Glen Oaks to more neighborhoods eastward	56
OUTREACH	Schedule community clean up event	City/RDA	Organize churches, residents and business in work day as signal of change	74

CATALYST	Ground breaking for Phase 4 of Catalyst Project on Plank Road	RDA	Housing and commercial development including detention pond, and connection to Harding Boulevard	65
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3rd Q 2015

CATALYST	Ribbon Cutting for Phase 3 of Catalyst Project on Plank Road	RDA		65
CATALYST	Begin receiving applications for Senior Housing in Phase 5 of Catalyst Project	RDA		65

4th Q 2015

CATALYST	Groundbreaking for Phase 5 Catalyst on Plank Road	RDA	Senior assisted and independent living	65
INFRASTRUCTURE	Ribbon cutting for Monarch Avenue extension to Blue Grass Road	DPW	Links Zion City and Glen Oaks to more affluent neighborhoods eastward	56
OUTREACH	Schedule community clean up event	DPW/RDA	Organize churches, residents and business in work day as signal of change	74

1st Q 2016

CATALYST	Ribbon cutting for Phase 4 Catalyst on Plank Road	RDA		65
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2nd Q 2016

CATALYST	Ribbon cutting for Phase 5 Catalyst on Plank Road	RDA		65
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Financing Matrix & Funding Strategies

To ensure successful implementation of the Zion City & Glen Oaks Community Improvement Plan, attractive development tools must be established. The Team has identified specific financing methods and techniques for the 5 CIP areas. These financing opportunities are available for the private and public sector and include Tax Increment Financing (TIFs), tax credits, federal and state loan and grant programs, revenue bond programs, foundation funding, and state incentive programs. The full financing matrix identifying the authorizing entities can be found in the Appendix of this document. A list of financing opportunities from the matrix is provided below:

- » Gap Finance - Affordable Housing (RDA): Provides permanent mortgage funds at below-market interest rates for acquisition and development of property with a target area
- » Gap Finance - Commercial (RDA): Provides permanent mortgage funds for commercial developments within a targeted area
- » Rehabilitation of rental properties (RDA): Provides forgivable financing for repair and rehab of residential rental property to be offered at affordable rental rates.
- » Land Bank Program (RDA): Acquires vacant, abandoned, tax delinquent, and underutilized property, clears the title, and markets the property for redevelopment
- » Small Business Facade Improvement Grant (RDA): Reimbursable, matching grant program as an incentive to building owners and small businesses to improve facades within target areas
- » Tax Increment Financing (TIF) (RDA): Mechanism that captures future tax benefits of real estate projects to pay for present cost of improvements
- » Low Income Energy Assistance Program (Louisiana Housing Finance Agency - LHFA) : Helps pay energy bills for eligible low-income households
- » Weatherization Assistance Program (LHFA): Helps pay for weatherization improvements to owner occupied homes and single- and multi-unit rentals
- » Multifamily Revenue Bond Finance Program (LHFA): Issues bonds to provide financing to developers to acquire, construct, and rehab affordable housing
- » Tax-Exempt Revenue Bonds (LHFA): Issues bonds to provide funding to public housing authorities for construction and rehab of public housing developments
- » Housing Rehabilitation Grant Program (Office of Community Development - OCD): Provides grants for homeowners who live in their homes, anywhere in the Parish
- » Housing Rehabilitation Loan Program (OCD): Provides low interest mortgage loans for substandard housing
- » Rental Housing Rehabilitation Loans (OCD): Provides mortgage loans to rental properties with up to \$1,000 in repairs

- » Weatherization Program (OCD): Repairs and upgrades plumbing, electrical, painting, and foundation based on need
- » Section 108 Loan Guarantee (OCD): Financing for economic development, housing rehabilitation, public facilities rehab, construction or installation for the benefit of low- to moderate-income persons
- » New Markets Tax Credits (Community Development Financial Institutions Fund - CDFI): Allows taxpayers to receive a credit against federal income taxes for or making equity investments in designated Community Development Entities. The RDA currently manages the East Baton Rouge Community Development Entity, which received a \$60 million allocation in December 2009
- » Federal Historic Rehabilitation Tax Credits (National Park Service): Allows a 20% tax credit for certified rehabilitation projects on income producing historic buildings
- » Louisiana Historic Preservation Tax Credits (Department of Culture Recreation and Tourism): Provides a 25% state tax credit to historic commercial and residential property for rehabilitation over \$20,000
- » Low Income Housing Tax Credits (Housing and Urban Development - HUD): Provides tax credits for acquisition, rehab, and new construction of rental housing targeted to lower-income households
- » HUD 221 (d) (4) loan program (for-profit): Provides financing guarantee for up to 90% of development project costs for new construction or rehab of privately owned multi-family housing
- » HUD 221 (d) (3) loan program (non-profit): Similar to 221 (d) (4), non-profit entity may received up to 100% financing
- » HUD 202 Supportive Housing for the Elderly: Provides interest-free capital advances to nonprofit sponsors to finance housing development for low-income seniors
- » EB5 Investor Green Cards (Department of Homeland Security): Green cards for foreign nationals who invest money in economic development projects in the US
- » Non-profit 63-20 and 501c3 Bonds: Allows public agencies and non-profit corporations to issue tax- exempt debt to finance the cost of a facility for a tax-exempt purpose.

Community Capacity Building

Capacity building is an approach to development that builds independence. It involves increased power for those who have previously not had it, through change and training. Capacity building increases the range of people, organizations, and communities who are able and available to address problems facing the Zion City & Glen Oaks Community. Community development is a capacity-building process that requires an assessment of everything required to carry out the plan, role, or action at hand. To build community capacity, a solid understanding of the skills & knowledge required for various capacity-building roles is necessary. It is also necessary to identify the gaps in these skills and knowledge.

Strategies should be developed for filling in the gaps. Some commonly used strategies for the development of skills and knowledge are:

- » Training workshops
- » Accessing training opportunities offered within the community
- » Mentoring and coaching
- » Self-directed learning
- » On-the-job training

The Zion City & Glen Oaks CIP area was previously served by the Zion City Community Development Corporation (CDC) in redevelopment activities from mid 1990s until mid 2000s. This CDC was created following the organizing efforts by the Local Initiatives Support Corporation (LISC). A group of civic leaders invited this national intermediary to Baton Rouge and raised funds to support the redevelopment of ten blighted neighborhoods.

This CDC's efforts lead to the creation of several houses that were sold to low income purchasers. However, the inability of this and other CDCs in Baton Rouge to maintain their start-up operations and the volume of housing development to sustain them resulted in LISC closing its local office and most of them to cease functioning.

One of the problems experienced in Baton Rouge was that all of the CDCs tried to maintain administrative functions while undertaking the complex real estate development process to create affordable housing. With one and two family houses being developed, these young CDCs couldn't produce units at the same pace as anticipated in the LISC national model. They also had problems attracting private or philanthropic capital to augment the support from LISC and the City-Parish for general operations.

Proposal

Based on the research of the history of CDCs in Baton Rouge and current status of community development activities, the Community Improvement Plan recommendation is that RDA establish a project management position to oversee the community component of the redevelopment process in all 5 CIPs. This role is an important element to the sustainability of the phased redevelopment projects and will help to obtain support and investment of residents and community leaders in the process. The role would have at its focus coordinating the message of RDA activities and managing the expectations of the community.

The first steps would begin when the plan is unveiled, by insuring that all stakeholders, participants in planning workshops, civic and community organizations, and religious institutions are informed of the release. A series of planned sessions would include a clear explanation of the process and opportunities with qualifications for participation in the programs and projects. After the initial presentation, follow-up presentations would be organized in the target area as part of an outreach strategy to forge support for implementation of the CIP plan by the RDA. Through this "on-the-ground process," the RDA would determine if there are local entities that can assist in the process of bringing change to the catalyst area and contribute to rehabilitation of the target area. Some of the activities that will facilitate the community building efforts in the neighborhood are:

- » Build on the strategic agenda set forth by RDA in the CIP by clearly articulating and promoting the role of community in the transformation of their neighborhoods
- » Identify and quickly implement small, visible improvement projects that can be reasonably sustained within existing operations by identified public or private sector
- » Utilize existing municipal assistance with various community building activities and insure that process of maintenance is streamlined
- » Establish clear guidelines and outputs for obtaining funding and financing of projects that lead to comprehensive results and not just tied to physical development
- » Ensure that projects and programs are designed for the longer term goal of connecting participants to the mainstream economy

In Zion City & Glen Oaks, the community building activities that focus on business and resident engagement in the implementation of the CIP plan are as follows:

- » Setting up meetings for presentation on the plan's progress
- » Contacting owners about new code enforcement and upgrading their properties
- » Encouraging businesses to utilize the RDA façade program and assistance from other services to improve operations
- » Organizing community engagement activities like clean up campaigns and block celebrations
- » Monitoring municipal service delivery and advocating for community needs
- » Ensuring accuracy of property ownership and beginning discussions with owners about participation in the RDA project
- » Facilitating local small business participation in project

- » Gathering information on proposed jobs and qualifications required for neighborhood residents to acquire employment in project
- » Coordinating literacy and skill training for jobs
- » Identifying potential neighborhood community based organizations, such as churches, or locally based developers to undertake or form partnerships in housing development or rehabilitation projects
- » Gathering information on local construction companies and suppliers and assist these businesses in meeting qualifications for contracts on RDA projects
- » Assisting businesses in forming a merchants association to share in marketing, security, and cleaning efforts in the Plank Road Catalyst Project

Redevelopment Partnerships

As noted in the Implementations Strategies, the effectiveness of the CIP will depend on the partnership of the public sector, the community, and the private sector. Below is the summary of the partners who should be involved.

For Profit

Existing businesses

The businesses along Plank Road, including Bordelon's Super Save and Kelly's Meat Market, have been the mainstay of the Zion City & Glen Oaks community, many for years. Their participation and involvement in CIP implementation are the first steps in rebuilding the economic base of the area. Intensive outreach is needed to ensure that local businesses benefit from the change.

Developers

Commercial and housing developers should be recruited to work with the RDA and the community on the redevelopment of the Zion City & Glen Oaks area. At the completion of the CIP, informational sessions should be held with a variety of groups to identify the appropriate, capable, and qualified companies to effectively undertake the projects. Because of the small size of the phases and the character of the area, community connected groups like 100 Black men, The Black Chamber of Commerce, and the Masons, in addition to real estate trade associations and the Louisiana Builders Association, should be contacted in order to invite their members. These sessions should outline the phasing, scope of work, and timetable for development and clearly define the selection criteria and required qualifications of

bidders. Additionally, these groups would be asked to organize and facilitate workshops that assist existing community based companies in preparing upgraded operations to insure that they meet qualification standards to be competitive in the process.

New Retail Businesses

Though developers are ultimately responsible for obtaining retail tenants for commercial spaces they create, the area requires that proactive marketing to appropriate retail stores begin before CIP implementation commences. The RDA, working with local real estate brokers, should research and inform national, regional, and local chain or franchise retailers, as well small local businesses operating successfully in other areas, of the opportunities that would be available. Restaurants, copy centers, dry cleaners, laundromats, and convenience stores are examples of small businesses or franchises that could be attracted to the catalyst area with incentives and local investors. The RDA is in the process of creating a Gap Finance-Commercial program that would fulfill the need for a small loan program for small businesses who have feasible plans to relocate or start up an appropriate business in the catalyst area. This fund would cover build-out and a computer linked inventory and financial system. There are also below market rate loan funds available throughout the City-Parish. Awareness programs on the availability of these funds should be offered.

Exxon

The plant administration should be informed of the CIP plans. Direct communication arrangements should be developed for updates and future planning for marketing the area to their workforce in order to utilize the area for lunch, shopping, services, and future housing opportunities.

Baton Rouge Airport Authority

Baton Rouge Metropolitan Airport is a major employer in North Baton Rouge, and could be sources of customers for the redeveloped commercial area. There should be a communication system established to inform the large workforce of future changes in Zion City & Glen Oaks.

Non-Profit

Churches

Faith institutions in economically distressed and minority areas are often the only large entity owned and controlled by the residents. In this community churches maintain members who

were former residents and have moved to other areas. These congregations could be a source for not only business customers and future occupants of housing, but also potential developers, construction firms, business operators or franchisers, suppliers, and employees. Existing community or social services like childcare should be encouraged and assisted in preparation and expansion as response to development in Zion City & Glen Oaks.

Habitat for Humanity of Baton Rouge

The RDA has developed a relationship with Habitat for Humanity of Baton Rouge. This relationship should be enhanced to expand their impact on other infill housing areas and to connect their purchases to community outreach.

Zion City Ministers Alliance

This group has been actively facilitating clean up of the neighborhood and has a very strong presence within it. They should be considered as a partner in ongoing efforts and as a sponsor of the proposed senior living facility. Recently, the Ministers Alliance decided to undertake after school tutoring for neighborhood children and are considering establishing a Community Housing Development Organization (CHODO) with the East Baton Rouge Parish Office of Community Development.

Greenwell Springs-Airline Economic Development District

The RDA can work with the GSAEDD as a partnering agent in the overlap of the district and the CIP. GSAEDD can assist with small business facade improvement grants in order to leverage resources where the missions of the two organizations complement each other.

One Economy

One Economy is a global non-profit organization already working in Baton Rouge that leverages the power of technology and connects underserved communities around the world to vital information that will improve their lives. One Economy should be considered a partner in efforts to ensure that every person in Zion City & Glen Oaks, regardless of income, can maximize the power of technology and enter the economic mainstream.

National Organization of Black Elected Legislative Women

Senator Sharon Weston Broome of Louisiana is the National President of the National Organization of Black Elected Legislative Women (NOBEL/Women). The primary vision of this organization is to serve as a global voice to address a myriad of issues affecting the lives of all women. Since 1985, NOBEL/Women has worked actively to achieve its goals to increase the representation of black women in public service and the private sector by providing educational forums to address major public policy issues particularly in the areas of health, telecommunications, education, economic development, and financial policies. NOBEL/Women should be contacted to work with the RDA and the Zion City & Glen Oaks community to ensure the enforcement of responsible programs and policies.

Community Improvement Benchmarks

In an effort to track the success of the Zion City & Glen Oaks Community Improvement Plan, the Team recommends a series of benchmarks. These benchmarks will be tracked at various intervals and will illustrate the degree of success of not only the physical revitalization of the neighborhood, but also the social and economic improvements achieved by the recommendations. For the benchmarking program to be a viable method of measurement, each of the recommended reports needs to be recorded immediately, providing a baseline by which to compare future data.

Building Permits

Within East Baton Rouge Parish, all new structures, general remodeling, structural remodeling, construction additions to existing structures, or detached accessory structures require a building permit. These permits are required for both residential and commercial construction. Tracking the number and type of permits issued in Zion City & Glen Oaks and the surrounding area, with assistance from the Permit and Inspection Division of the Department of Public Works, will serve as a gauge of how much physical development is occurring within the community. The Department of Public Works should provide this information on a quarterly basis.

Certificate of Occupancy

While tracking the number of applied for building permits will help to determine new growth, it alone will not be enough to gauge the success of physical development. Often times,

speculative investors construct new buildings, but are unable to attract the necessary tenants. Tracking the number of issued certificates of occupancy will show not only newly occupied businesses, but also whether or not those buildings are owner occupied, illustrating the number of locally owned buildings. Working with the Department of Public Works, this information should be compiled on a quarterly basis.

Property & Sales Tax Revenue

When improvements are made to property in East Baton Rouge Parish, field inspectors for the EBR Parish Assessor's Office make an inspection of the improvements and adjust the tax rolls to reflect them. Therefore, an increase in property tax in the Zion City & Glen Oaks area would indicate new physical changes in the community. The East Baton Rouge Parish Sheriff's Office generates all tax bills from computer data furnished by the Assessor's Office in November of each year and should provide an annual comparison report to the RDA.

The Revenue Division of the City of Baton Rouge Finance Department prepares a sales & use tax report monthly for the City-Parish. This report should be used to show changes in collected sales tax for the Zion City & Glen Oaks area, indicating an increase in spending for the area.

Crime Levels

The Baton Rouge Police Department tracks daily the locations of certain types of crimes and reports official statistics through the Uniform Crime Reporting program overseen by the FBI. District 4 is the precinct that oversees the Zion City & Glen Oaks area and can serve as an invaluable asset in order to track the locations, types, and number of occurrences of crimes within the area. The data should be analyzed on a monthly basis to determine if crimes are being generally reduced, indicating success of the recommended improvements. Clustered locations of crimes over time would indicate areas that need additional CPTED and policing improvements.

Blight and Code Enforcement

Blight was consistently identified as a major challenge within the Zion City & Glen Oaks community through stakeholder interviews, workshops, and other meetings. The community has a well-established commercial corridor along Plank Road. The RDA is reaching out to these business owners regarding façade improvement grants and tracking the number of applied for grants. An increase in the number of applied for and issued

grants would indicate that business owners are becoming more invested in the neighborhood and its perception. However, because this commercial corridor is only a small part of the community, the larger impact to the neighborhood will be seen in the residential and public services realms.

The Baton Rouge Code of Ordinances already has policies in place regarding maintenance of private property. Overgrown lots, excess garbage, dangerous and dilapidated structures, and inoperable vehicles are all prohibited within the code and penalties are in place, however these are rarely enforced. Streamlined reporting and more timely enforcement will be necessary to abate these issues. With the visible improvements within the Zion City & Glen Oaks Community, residents and merchants will be more engaged in the continuation of the character change, and should be encouraged to report code violations to the City-Parish and track enforcement actions. The City-Parish should then be able to generate semi-annual reports to the RDA that will indicate the level to which blight in the private realm of Zion City & Glen Oaks is being eradicated.

These benchmarks, when monitored over the short- and long-term, will reveal changes in economic conditions and quality of life in the Zion City & Glen Oaks community. Analysis of changes and trends will reveal actions and improvements that have proven most effective, as well as those which need modifications or redirection.