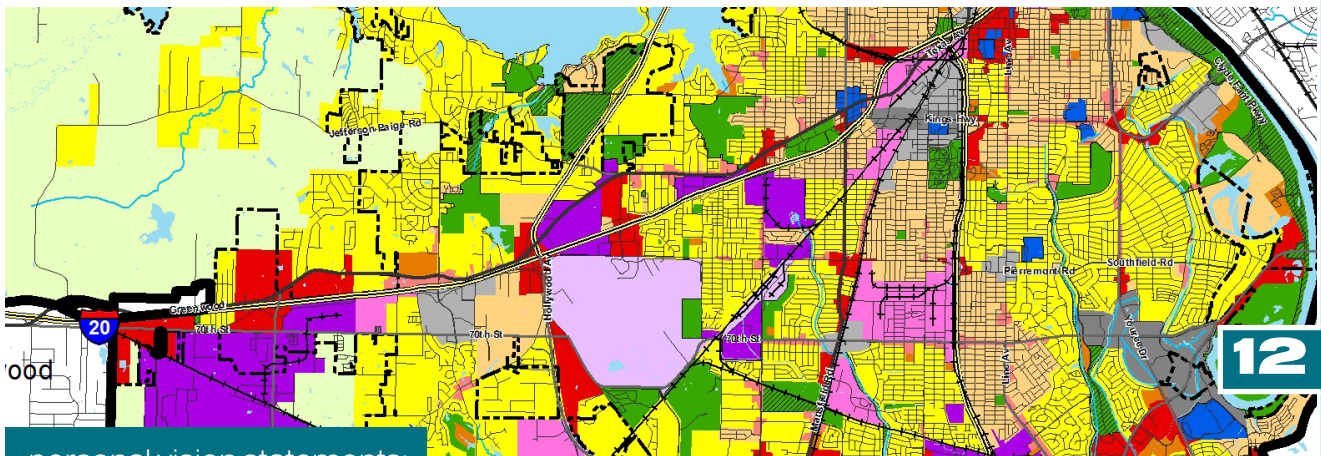


# Future Land Use, Zoning, and Urban Design

H  
1  
2  
3  
4  
5  
6  
7  
8  
9  
10  
11  
12  
13



personal vision statements:

*“Our city has stemmed the sprawl and through infrastructure improvements and smart growth has caused more people to stay or move back to the core areas of the city.”*

## Chapter Summary

**T**his chapter contains the Future Land Use Map, which sets out the general distribution and intensity of land uses for future development that is consistent with the vision, goals and policies of the Master Plan. This map is not a zoning map, but provides the foundation for zoning and guides the MPC and other land use decision makers when they are called upon to exercise their discretion in making rulings on rezoning and similar issues. The chapter also provides principles consistent with the Master Plan to guide the rewrite of the zoning ordinance and creation of a Unified Development Code. Finally, the chapter reviews urban design approaches that can improve the function, amenity, and aesthetic character of development in ways that will advance the vision, goals and policies of the Master Plan for walkable environments.

Strategies and actions include:

- Create a new Unified Development Code (zoning and other development regulations) consistent with the Master Plan that promotes quality development, predictability for both neighbors and property owners, and streamlined procedures.
- Establish a new culture of planning that increases predictability for everyone through a system that provides for consultation with neighborhoods and property owners in creating zoning and in evaluating potentially high-impact developments.
- Provide for major mixed-used centers and urban villages in employment and retail centers or important intersections.
- Develop and implement urban design standards and guidelines that emphasize human-scaled, walkable environments.

GOALS	POLICIES FOR DECISION MAKERS
<i>A smarter growth development pattern within the master plan area</i>	<ul style="list-style-type: none"> <li>• Preserve and support the character of stable residential neighborhoods.</li> <li>• Provide for major mixed-use centers downtown and where there is a significant concentration of jobs.</li> <li>• Provide for compact mixed-use urban villages that concentrate retail and services in walkable environments.</li> <li>• Avoid new development where major infrastructure extensions would be required.</li> <li>• Preserve and protect environmentally sensitive land.</li> <li>• Promote walkable environments.</li> </ul>
<i>A Unified Development Code that reflects the Master Plan Vision and Goals</i>	<ul style="list-style-type: none"> <li>• Support a complete rewrite and consolidation of development regulations that requires high-quality development while providing clear and user-friendly regulations and streamlined administration.</li> <li>• Enforce land use policy and regulations.</li> </ul>
<i>Excellent urban design quality to enhance the livability of the master plan area</i>	<ul style="list-style-type: none"> <li>• Support high-quality design in regulations and in land use decisions.</li> <li>• Make the city and parish models of urban design quality.</li> </ul>

## Findings

---

- All things being equal, more development closer to the city center is fiscally more advantageous.
- Existing regulations do not provide for mixed use districts.
- Older industrial areas with underutilized and vacant space need to be repurposed.
- The zoning code and subdivision regulations need to be modernized to reflect Master Plan policies.
- Urban design practices tend to favor auto-oriented environments.

## Challenges

---

- Making small, necessary revisions to zoning before a full rewrite
- Applying master plan policies under the existing project approval process before a full rewrite of zoning.
- Coordinating application of urban design policies with public and private projects.
- Preparing a Unified Development Code.
- Ensuring public participation as part of the zoning rewrite process.



## A. Establishing a Land Use Framework for the Future

Land use patterns and decisions are influenced by population and economic growth (which create market demand), transportation access and opportunities, the availability of infrastructure, environmental constraints, as well as quality of life potential reflected in school quality, parks and recreational opportunities, and cultural amenities. Most development decisions are made by the private sector, but those decisions occur within a land use framework created by zoning and other development regulations and influenced by public investments, incentives and disincentives. These regulatory and incentive frameworks will not, by themselves, cause development of a specific type to happen, but they can encourage it.

Every community master plan or comprehensive plan contains a land use Plan and Future Land Use Map. The Shreveport-Caddo 2030 Land Use Plan and the Future Land Use Map set forth the policy framework for the physical development of the Master Plan Area, providing a guide for decision makers in directing the pattern, distribution, density and intensity of land uses that will, over time, best achieve the master plan's goals for revitalization of downtown and core city neighborhoods, support for stable neighborhoods, job growth and economic development, alternatives to the car, and a robust network of greenways and green spaces. The plan aims to direct the most efficient, functional, cost-effective and aesthetically pleasing way to provide sufficient land to meet demand for various land uses in the future. There is plenty of land in the Shreveport-Caddo Master Plan Area, but the combination of disinvestment and unplanned growth, which has occurred for decades, has often resulted in less than optimal development patterns.

### GEOGRAPHICAL PATTERNS OF LAND USE: THE LOGIC BEHIND LOCATION

One of the most important purposes of a community master plan is to promote a geographical pattern of land uses that will enhance quality of life and economic prosperity for the community as a whole. The well-

known real estate mantra, “location, location, location,” is as important for the overall pattern of land use and development within a community as it is for the individual property owner. A “good” location is only partly an attribute of a particular piece of property (soils, topography and vegetation can be positive or negative depending on the proposed use); it results from the intersection of interrelated conditions that include nearby existing and future land uses, transportation investments, infrastructure availability, and the likelihood for these conditions to persist or change. Many of the conditions that create a “good” location depend on public action and public investment, either because of investments in public improvements or because of regulation. This is the origin of zoning in the United States: a way to protect single-family homes from the pollution and noise or other adverse impacts of existing or future industrial or other nonresidential uses. The legal justification for zoning rests on government's authority to protect public health, safety and welfare.

How land uses are located geographically and their relationship to one another helps create more higher-value, “good” locations with greater overall choice and amenities in the community as a whole, improving quality of life and economic prosperity. Land uses arranged so that they have beneficial impacts on one another help produce communities where the whole results in more than the sum of the parts. A system of well-organized land uses creates the possibility of more choice in transportation, supports consumer-oriented businesses, provides neighborhoods attractive to the work force, and mitigates adverse impacts, improving the compatibility of diverse land uses. As discussed in previous chapters of this plan, the distribution of land uses can also be a key determinant of infrastructure costs.

## B. Scenarios for the Future and Their Implications

The vision and principles created through a public process and adopted by the MPC gave clear direction on Shreveport-Caddo citizens' aspirations for the future—an

exciting downtown, revitalized neighborhoods in the city core, job growth, transportation choices, and green networks—and these aspirations have implications for future land use. After adoption of the vision and principles to guide the plan and the interim Open House for Solutions meetings for public feedback on emerging directions of the master plan, another round of public meetings asked Shreveport-Caddo citizens to express their preferences on three approaches to shaping future growth and change.

All three scenarios were based on the themes of the vision and principles and included some basic assumptions:

- **Themes**

- > **Smarter growth:** redevelopment “inside the loop” for walkable neighborhoods of choice
- > **Unique identity:** promoting downtown’s unique role in the ArkLaTex region as well as the distinctive cultural and landscape heritage of the master plan area
- > **Investment in “place:”** creating neighborhoods of choice and community, including ready locations for a diverse economy
- > **Investment in people:** a focus on education, workforce development and attracting talent for more 21st century jobs

- **Assumptions**

- > The master plan area will have **more jobs and households** in 2030 than it does in 2010.
- > The **job growth rate** will at least equal the Caddo Parish average rate of job growth over the 1997-2007 decade (a period including years of both growth and recession).
- > **Population growth** will be proportionate to job growth and household size will remain the same or smaller.
- > **Employment** will continue to be concentrated in the same general areas.

Each approach or scenario represented a different level of change and investment; potential number of jobs; potential number of new households; and location and

pattern of development and redevelopment. The three approaches were named “Cautious,” “Focused,” and “Bold.”

Figure 12.1 shows that if Shreveport-Caddo can continue the very modest levels of average job growth that characterized the 1997-2007 period in the parish alone or the MSA as a whole, *and* retain or attract the families that are attached to that job growth to live in the master plan area, there will be an additional 26-28,000 households in the area by 2030. In contrast, the number of households grew an estimated 0.15% annually in the 2000-2009 period, according to ESRI Business Analysis, with 0% growth projected for 2009-2014. Even at these low job-growth rates, these scenarios demonstrate the critical importance of making the Shreveport-Caddo area’s quality of life attractive to people who may work in Shreveport, but can choose where they want to live. This is especially important in light of the master plan’s emphasis on making downtown and inner core neighborhoods into “neighborhoods of choice.” The Bold

FIGURE 12.1 SCENARIO ASSUMPTIONS

INCREMENTAL GROWTH BY 2030	CAUTIOUS	FOCUSED	BOLD
Annual job growth rate	1.1%*	1.3%**	2.5%***
Additional new jobs since 2010	41,259	49,409	108,010
Additional new households since 2010	26,155	28,174	44,011

- \* Caddo Parish average annual job growth rate, 1997-2007
- \*\* Shreveport-Bossier MSA average annual job growth rate, 1997-2007
- \*\*\* Average annual job growth rate of the top 25% of southern cities of comparable size, 1997-2007.

Sources

**BASE EMPLOYMENT DATA**

EMSI (includes both wage/salary and proprietors’ employment) for Caddo Parish; jobs based in Caddo Parish

**EMPLOYMENT GROWTH DATA**

Bureau of Economic Analysis, US Department of Commerce

**HOUSEHOLD ESTIMATES**

1) Ratio of 1.58 residents per job based on 2009 population estimate from ESRI Business Analyst and EMSI employment estimate.

2) Households based on the 2009 estimate of an average 2.47 persons per household.

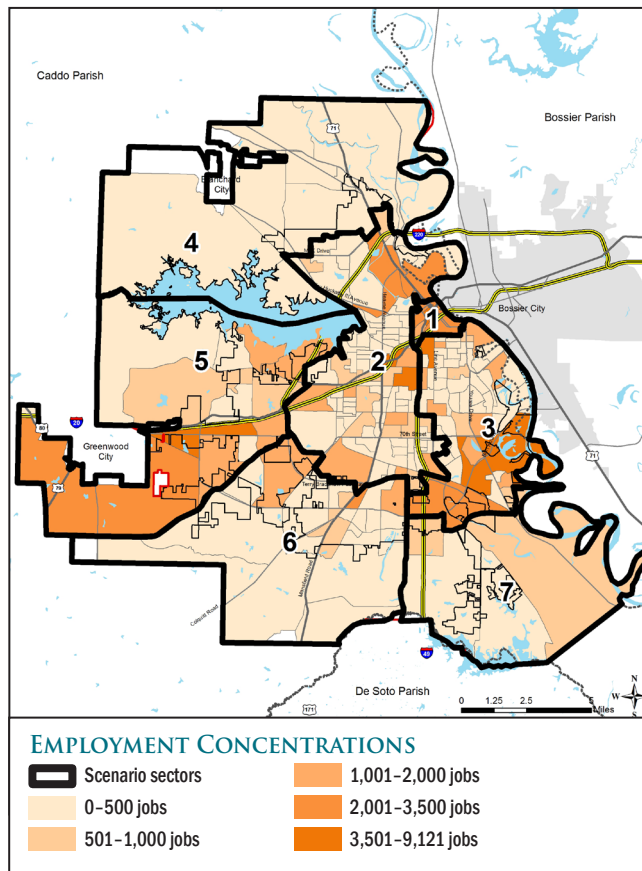
scenario sets a goal of incrementally reaching a 2.5% annual rate of job growth by 2030 for the Master Plan Area. Although higher than recent regional job growth rates, it is not an especially high rate of growth and simply mirrors the average growth rate over a decade for the top quarter of southern cities of comparable size.

Each scenario was also assigned a different distribution of development patterns for the scenario's end year of 2030, with the most ambitious "smart growth" pattern included in the Bold scenario. (See Figure 12.2) Pages 12.8–12.13 contain overviews of the three scenarios.

**FIGURE 12.2 2030 DISTRIBUTION OF NEW HOUSEHOLDS BY PLANNING AREA SECTOR**

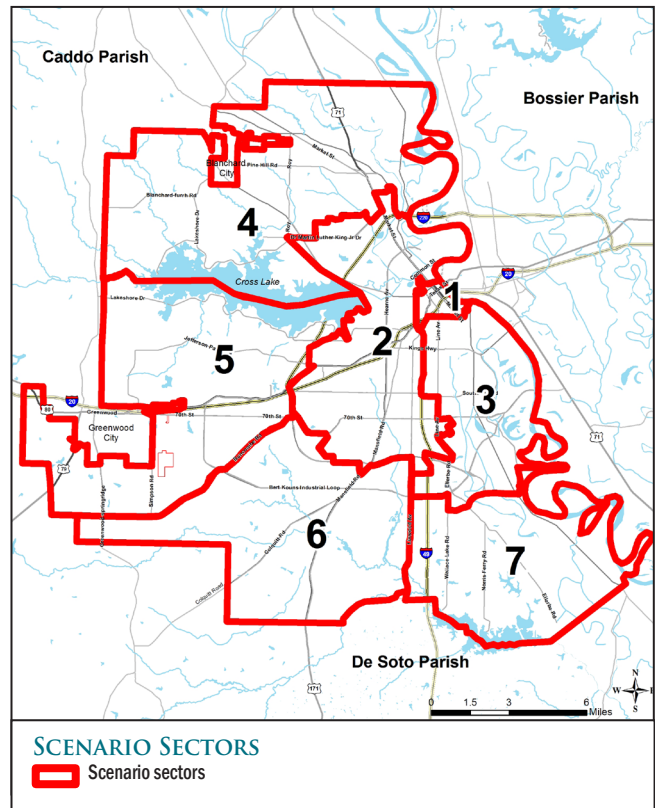
SECTOR	SCENARIO		
	CAUTIOUS	FOCUSED	BOLD
1—Downtown and vicinity	5%	10%	15%
2—Core revitalization areas	5%	20%	25%
3—East	10%	15%	15%
4—North	15%	10%	10%
5—West	15%	10%	10%
6—Southwest	25%	17.5%	12.5%
7—Southeast	25%	17.5%	12.5%

**MAP 12.1 EMPLOYMENT CONCENTRATIONS**



Source: ESRI, 2009

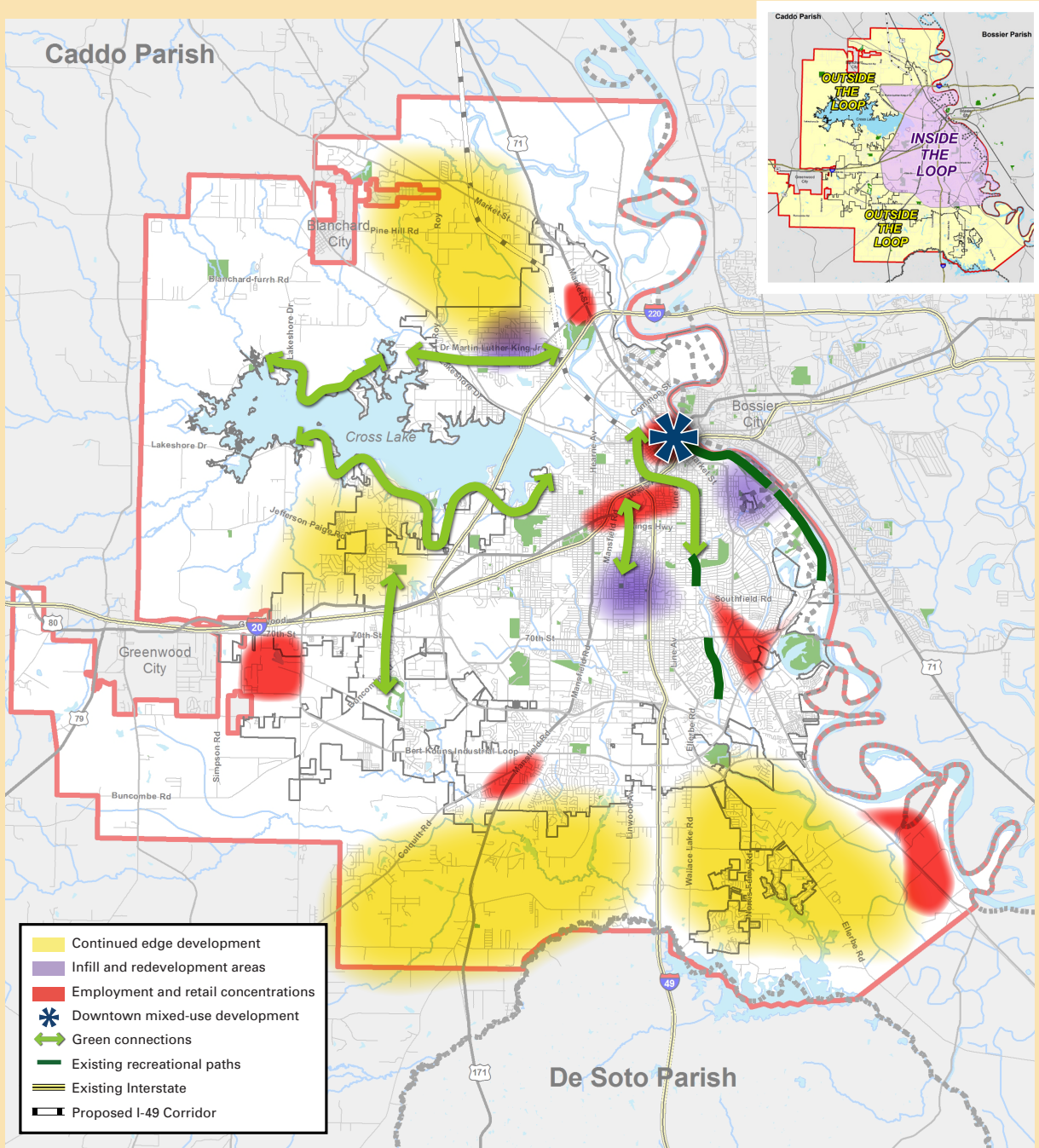
**MAP 12.2 SCENARIO PLANNING AREA SECTORS**



# Scenario 1: Cautious

## Current trends improved

- 20% of new growth "inside the loop"
- Most new development "outside the loop"
- More trail access to lake and river





## BUILD COMMUNITY

- Some new housing in inner core, but most new development outside the loop
- Improved historic preservation initiatives
- New development relates well to adjacent development



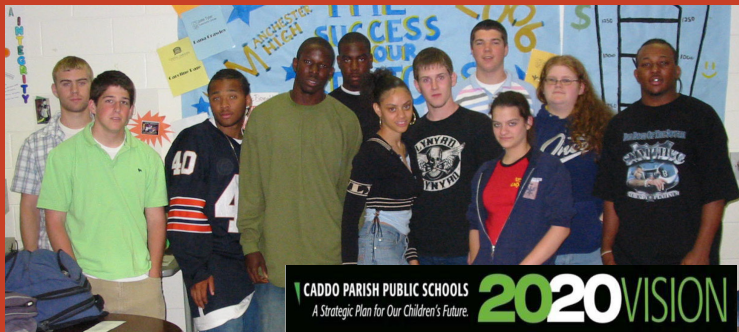
## DOWNTOWN

- Some residential development, mostly in adaptive reuse projects
- New arts and cultural amenities bring more visitors to downtown
- Limited retail and job growth



## BUILD PROSPERITY AND OPPORTUNITY

- Up to 40,000 new jobs in 20 yrs
- Continued growth in established industries
- Increased educational programs ensure higher graduation rates



## GO GREEN

- More recreation options
- Some natural areas protected
- More community gardens and greenways as funds allow
- Government buildings retrofitted to be energy-efficient



## RENEW SYSTEMS

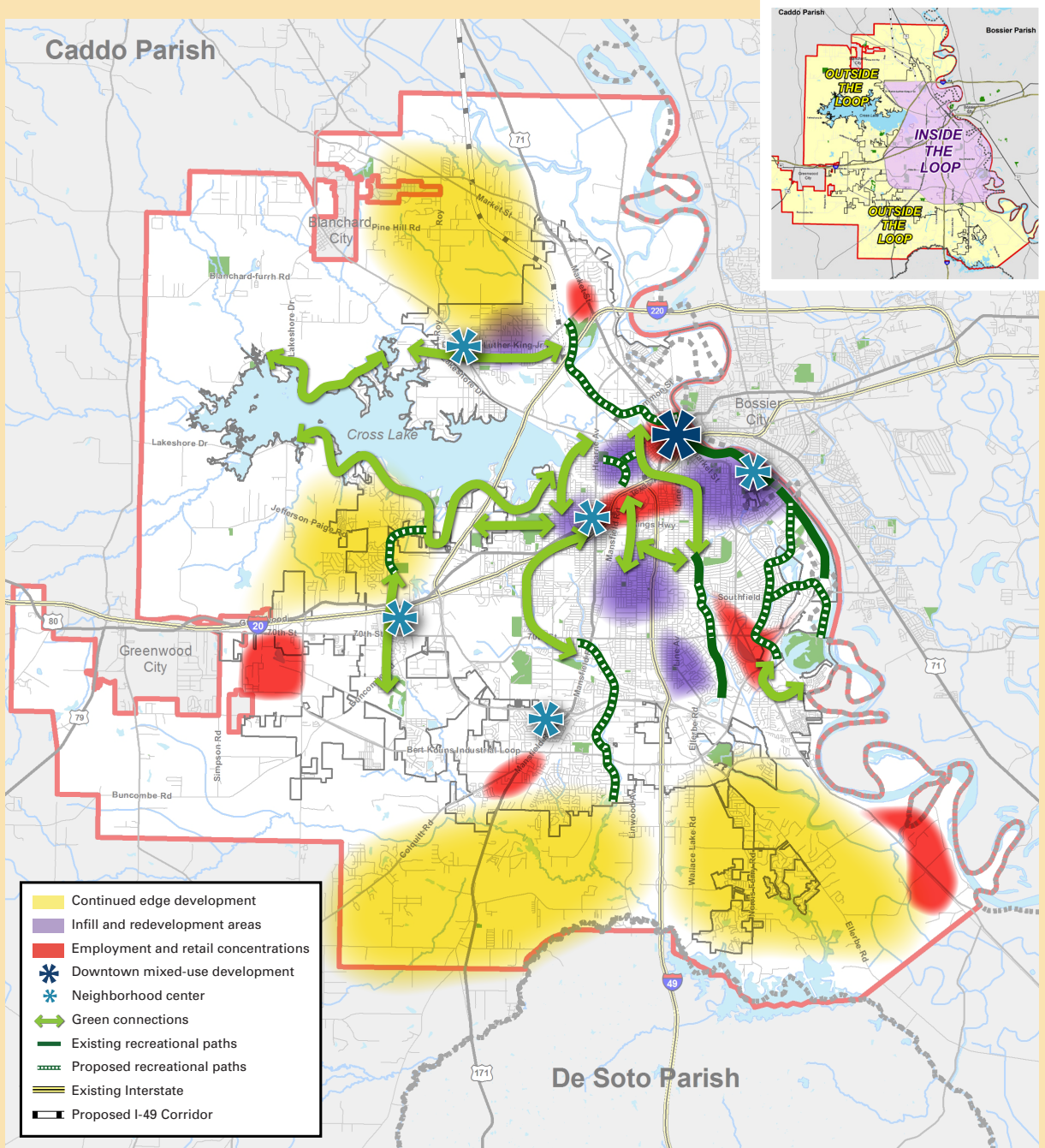
- Some water and sewer improvements, but high costs persist
- Police, fire, and EMS provide good service to most of the city
- Road repair and maintenance continues on an as-needed basis



## Scenario 2: Focused

### Selected new initiatives

- **35% of new growth "inside the loop"**
- **Some compact neighborhood centers "outside the loop"**
- **More trail access to lake and river**





## BUILD COMMUNITY

- Infill and redevelopment increases within the loop as edge development decreases
- More historic properties preserved
- Neighborhood centers develop at key intersections



## DOWNTOWN

- Mixed-use downtown neighborhood of unique districts is born, with approximately 3,500 new households
- Enhanced historic and cultural identity
- More students and workers in downtown to support new retail and dining establishments



## BUILD PROSPERITY AND OPPORTUNITY

- Nearly 50,000 new jobs in 20 yrs
- Significant growth in base and emerging industries
- Educational attainment and training increase



## GO GREEN

- Tree canopy and quality of parks and recreation areas improved
- Connected network of bike and walking paths serves more residents and destinations
- Greater access to community gardens and farmer's markets



## RENEW SYSTEMS

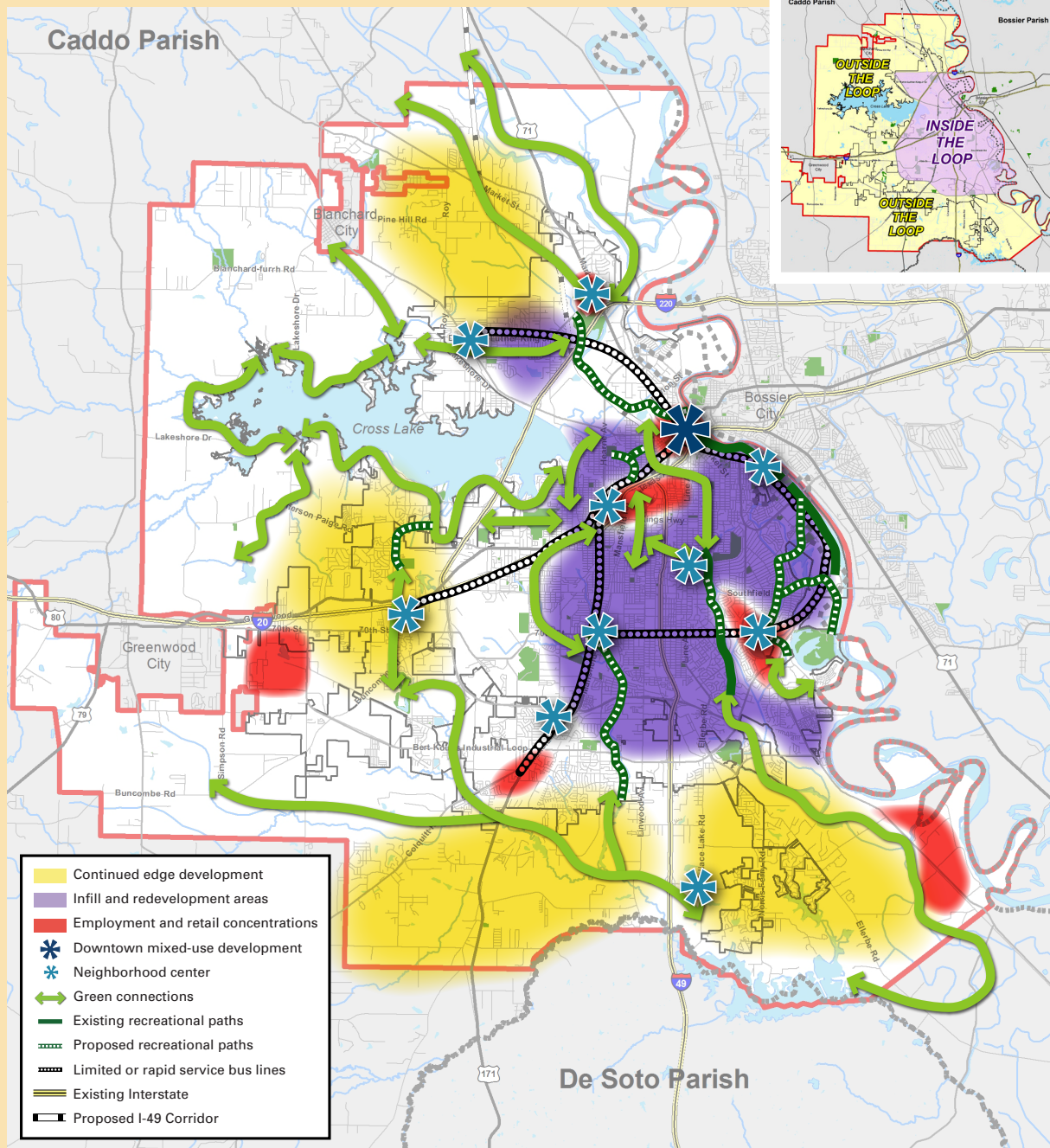
- Asset management system provides programmed maintenance that saves money
- Natural drainage corridors improve water treatment
- Roads accommodate all users and ITS improves traffic flow



## Scenario 3: Bold

### Full engagement

- 50% of new growth "inside the loop"
- "Transit ready" neighborhood centers
- Robust greenway network





## BUILD COMMUNITY

- New infill development captures a higher share of total new households
- Compact mixed-use neighborhood centers provide housing choice and expand transportation alternatives



## DOWNTOWN

- A seven day a week, 18-hour neighborhood with 7,500 households
- The cultural capital of the ArkLaTex region
- A flourishing retail and dining destination



## BUILD PROSPERITY AND OPPORTUNITY

- Over 70,000 new jobs in 20 yrs
- A highly diversified economy with natural gas industries and health care leading the way
- A highly trained, highly paid workforce



## GO GREEN

- An interconnected green network of nature areas, parks, waterways, and natural drainage areas
- A park within walking distance of most residents
- Restoration and maintenance of tree canopy
- Significantly reduced carbon footprint of city



## RENEW SYSTEMS

- Pricing differentials and impact fees offset infrastructure costs
- A long term sustainable water supply utilizing the Red River
- Transit improvements including express bus or BRT that connect residential and job centers



### C. Fiscal Implications of the Three Scenarios

Members of the planning team who specialize in fiscal-impact analysis reviewed the three scenarios for their fiscal implications. The results of that analysis appears in summary form in Figure 12.3, and the complete report is available in the Appendix.

Fiscal-impact analysis projects future needs based on current levels of service for the scenarios under consideration. This is done to enable an “apples to apples” comparison among the scenarios. In this phase of the analysis, no judgment is made about whether the levels of service are inadequate, adequate, or better than adequate. Nor are any assumptions made about future changes in levels of service or types of services offered due to existing deficiencies, different policies or requirements, demographic shifts, technological changes, etc.

Nevertheless, levels of service will likely have to change in some areas to attract and retain the levels of residential and business growth assumed in this analysis and master planning effort. In particular, infrastructure improvements will be necessary to correct existing backlogs of deferred needs. And the new levels of service will have to be maintained at this improved level to retain new residents and businesses. The next question is: who pays for those

improvements? To date, the City and Parish have assumed most if not all of the responsibility for such improvements and costs, using local funds and state and federal grants. It is necessary to explore alternative funding sources and strategies, not only to pay for improvements but also to align incentives with the 2030 vision and goals of this master plan. (A final report on alternative funding strategies is summarized in Chapter 13 and the full report is in the Appendix.)

It is important to remember that fiscal issues are only one aspect of evaluating development and growth trends. Environmental, land use, housing, jobs/housing balance, transportation, education, and other issues must also factor into decisions about policies and direction for the city.

Figure 12.4 shows fiscal results—with revenues subtracted from operating and capital expenditures in each year for each of the three scenarios. (Results do not include water and sewer.) The Cautious and Focused Scenarios are essentially fiscally neutral, with early years producing annual net surpluses and later years generating annual net deficits. The Cautious Scenario produces generally worse results than the Focused Scenario due to the location of the projected growth. The Focused Scenario assumes more development in the city’s core area, which creates lower infrastructure costs than in the Cautious Scenario.

FIGURE 12.3 SCENARIO COMPARISONS: ANNUAL NET FISCAL IMPACT FROM NEW GROWTH  
FISCAL-IMPACT ANALYSIS

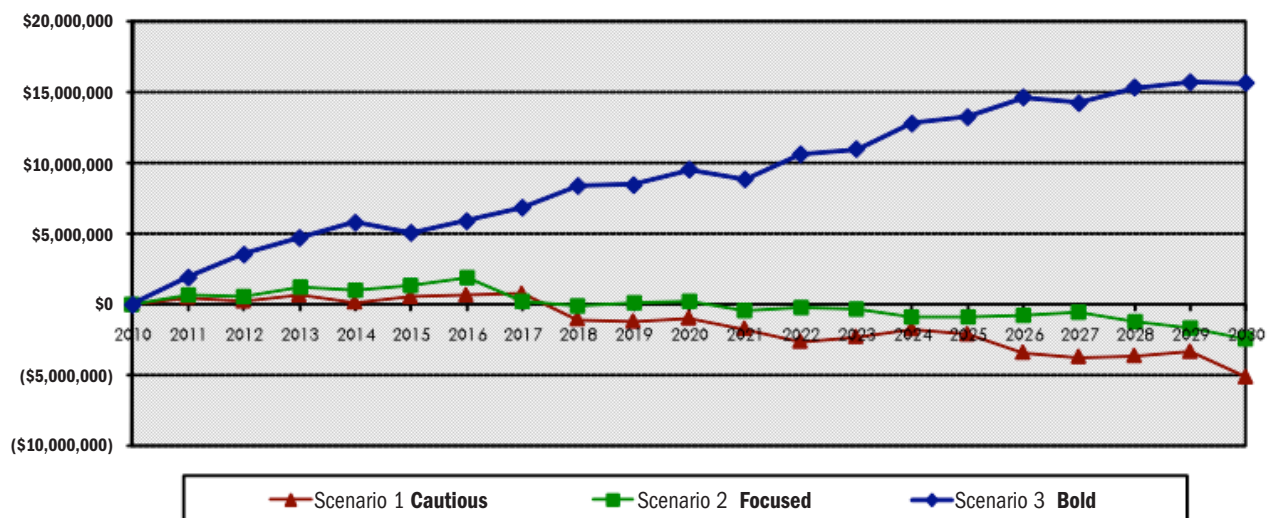


TABLE 12.4 CUMULATIVE NET FISCAL RESULTS THROUGH 2030—LAND USE SCENARIOS (FISCAL-IMPACT ANALYSIS)

CATEGORY	SCENARIOS (x \$1,000)		
	SCENARIO 1: CAUTIOUS	SCENARIOS 2: FOCUSED	SCENARIO 3: BOLD
Operating revenues	\$329,385	\$397,572	\$898,962
Operating expenditures	\$315,182	\$350,954	\$599,082
<b>Net operating impact</b>	<b>\$14,204</b>	<b>\$46,618</b>	<b>\$299,880</b>
Capital revenues	\$92,592	\$98,043	\$156,33
Capital expenditures	\$136, 772	\$147,043	\$264, 395)
<b>Net capital impact</b>	<b>(\$44,180)</b>	<b>(\$49,000)</b>	<b>(\$108,057)</b>
<b>NET FISCAL IMPACT</b>	<b>(\$29,977)</b>	<b>(\$2,382)</b>	<b>\$191,823</b>

The Bold Scenario generates annual net surpluses for the City. The amount of growth assumed—and the revenues they generate—relative to expenditures produces net surpluses, assuming the current level of service.

However, this analysis does not include expenditures for backlog infrastructure projects, but it does include capital improvements to support the growth projected. Those backlog infrastructure improvements, however, will likely be needed to encourage growth in the core

### FISCAL ANALYSIS KEY THEMES

Three main themes emerged in the fiscal analysis:

- **Expansive infrastructure.** As noted elsewhere in the master plan, the City operates a large amount of infrastructure in comparison to the population and employment base it serves. This trend has intensified in recent years as development occurs on the periphery.
- **Free ride.** Development has occurred without adequate contributions for infrastructure. This has produced a ripple effect: without funds available to fully underwrite the cost of infrastructure to serve new growth, resources get diverted from infrastructure that serves existing development. Existing infrastructure deteriorates further as resources get spread thin. While it is not the responsibility of new growth to fix existing deficiencies, these deficiencies affect the development potential of the City. Contributions from new development to help provide adequate infrastructure would free up funds that then could be used to fix existing problems. Related to

this theme, Shreveport provides many services free or at very low cost (e.g., solid waste disposal) that are typically fee-based services in other localities.

- **Short-term needs vs. long-term planning.** Long-term capital planning for expansion, replacement, and renewal has been difficult because of short-term needs. This is closely related to the first theme. Given the City's expansive and aging infrastructure, short-term crises have taken precedence over long-term capital analysis, planning, and implementation. Good information—such as an asset-management system; a pavement-management system; water, sewer, and drainage master plans; and a current utility rate study and model—would assist with long-term planning.

All three themes carry implications for future planning and implementation.

### Fiscal sustainability and development patterns

The term “sustainability” prompts most people to think about environmental issues, yet fiscal sustainability is just as important. Fiscal sustainability requires that growth pay its own way. New development, particularly on the periphery of a developed jurisdiction, demands new infrastructure that may be built by a municipality and at a minimum will be maintained by the municipality. Tools that address growth-related infrastructure needs (such as impact fees or capacity fees) help ensure that growth pays its way while freeing up other revenue to support investments in backlog infrastructure projects and to create incentives for growth in desired locations.

By making development at the periphery of the city pay its way, infill and redevelopment inside the loop will become more competitive encouraging the land use development patterns that residents of the Master Plan Area prefer.

## D. Taking the Bold Approach

In seven public open house meetings held in libraries throughout the Master Plan Area, Shreveport-Caddo residents were given the opportunity to learn about the three scenarios, discuss questions and comments



with members of the planning team, and indicate their preferences for Cautious, Focused or Bold scenarios and approaches in the four category areas of Build Community, Downtown, Build Prosperity and Opportunity, and Go Green and Renew Systems. As described in Chapter 2, a majority of participants preferred the Bold scenario.

It is important to understand that the scenario assumes an incremental increase in the annual job growth rate from 1.1% in 2010 and to 2.5% in 2030. That means that, starting from an estimated total of 163,140 in 2010, the number of jobs in Caddo Parish would grow to a total of 233,715 jobs by 2030. Similarly, the number of households—assuming that Shreveport-Caddo would retain or attract the households attached to the increase in jobs—would also increase incrementally over 20 years from an estimated total of 93,744 in 2010 to 134,297 in 2030. This scenario would not in any way affect job or household growth in Bossier City or Parish, since these communities would be on their own growth trajectory.

A final, and critical, point about this scenario: it is a goal and a benchmark to work toward, but it is not a prediction. In order to attain or approach these numbers, the Shreveport-Caddo community will have to work collaboratively to pursue the strategies and implementation actions in this master plan.

## E. Existing Land Use

As noted earlier in this plan, the distribution of land uses in the master plan area has these characteristics:

- The majority of **housing** is single- or two-family dwelling units.
- **Multifamily development** is located somewhat haphazardly, with little attention paid to making it part of a larger neighborhood. Newer multifamily development, in particular, has often been deliberately segregated from other land uses.
- With a few exceptions, **commercial land uses** are undefined and spread at low densities along major roads, with many vacant or underutilized sites except for a few favored locations like Youree Drive/Bert Kouns or in smaller clusters at Mansfield Road, Pines Road, and N. Market Street. With the exception of centers along Line Avenue and 70th Street, smaller retail concentrations that serve basic day-to-day neighborhood needs are absent. Instead, scattered commercial developments pop up along vehicle corridors, with little consideration paid to pedestrian access.
- **Industrial land** is scattered throughout the area, with proximity to some kind of transportation infrastructure (rail,

FIGURE 12.5 **BOLD SCENARIO: PROJECTED JOB GROWTH, 2010–2030**

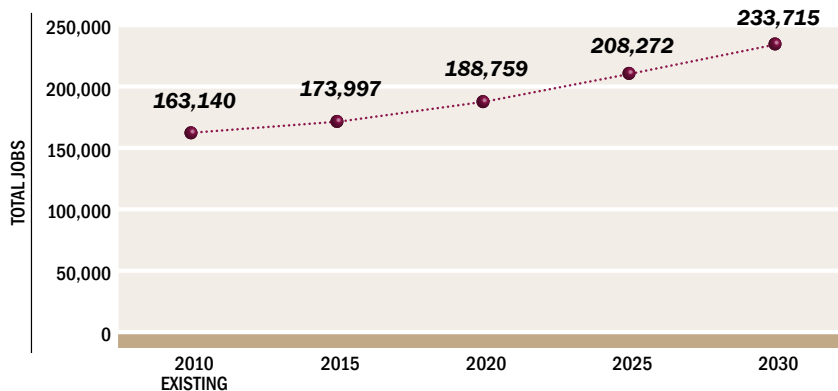
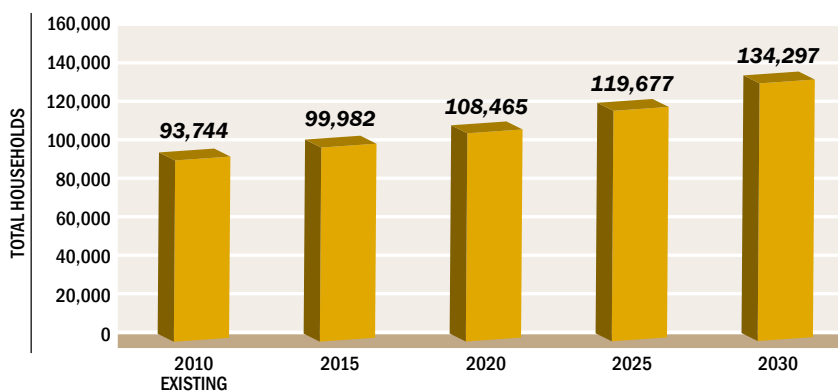
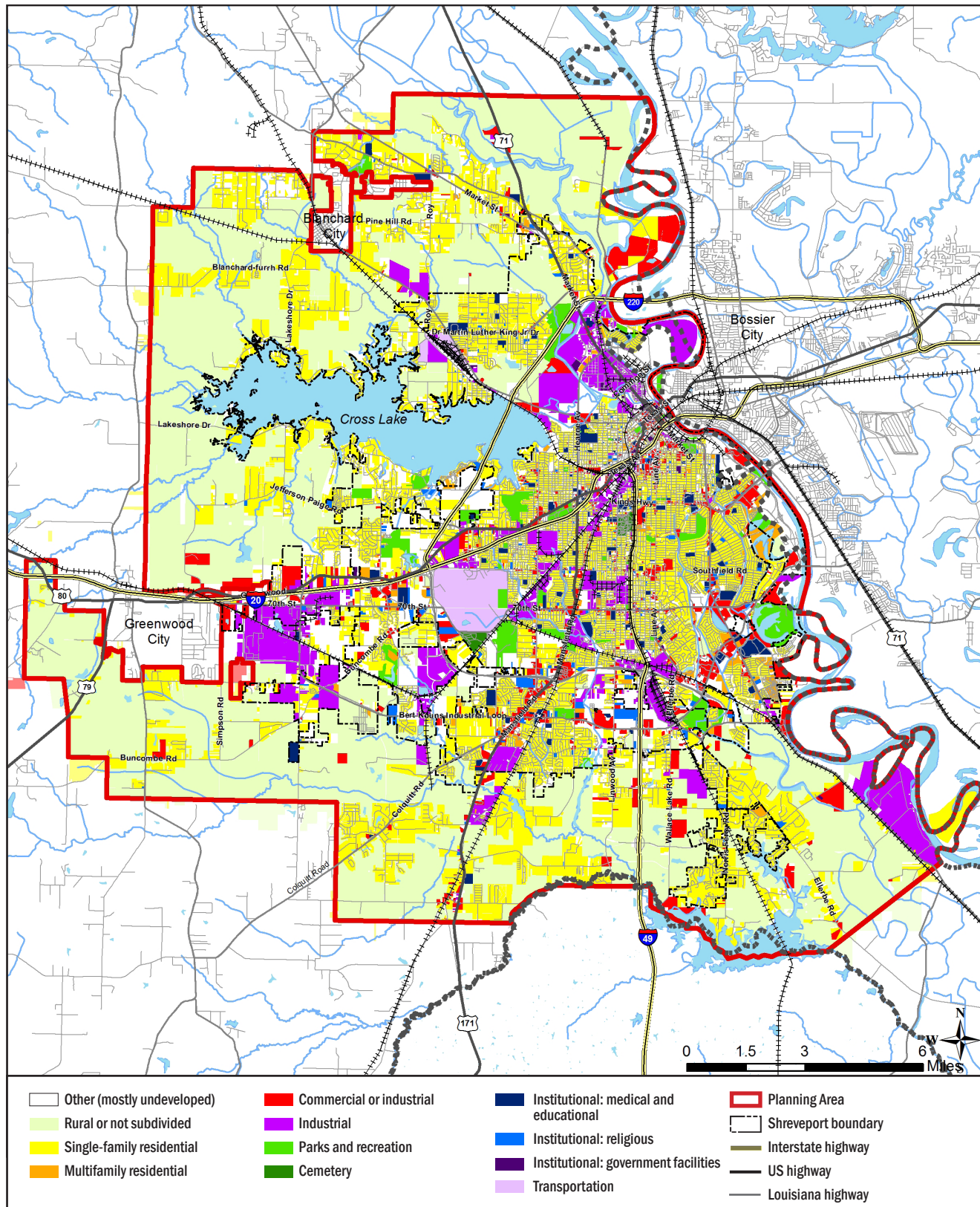


FIGURE 12.6 **BOLD SCENARIO: PROJECTED HOUSEHOLD GROWTH, 2010–2030**



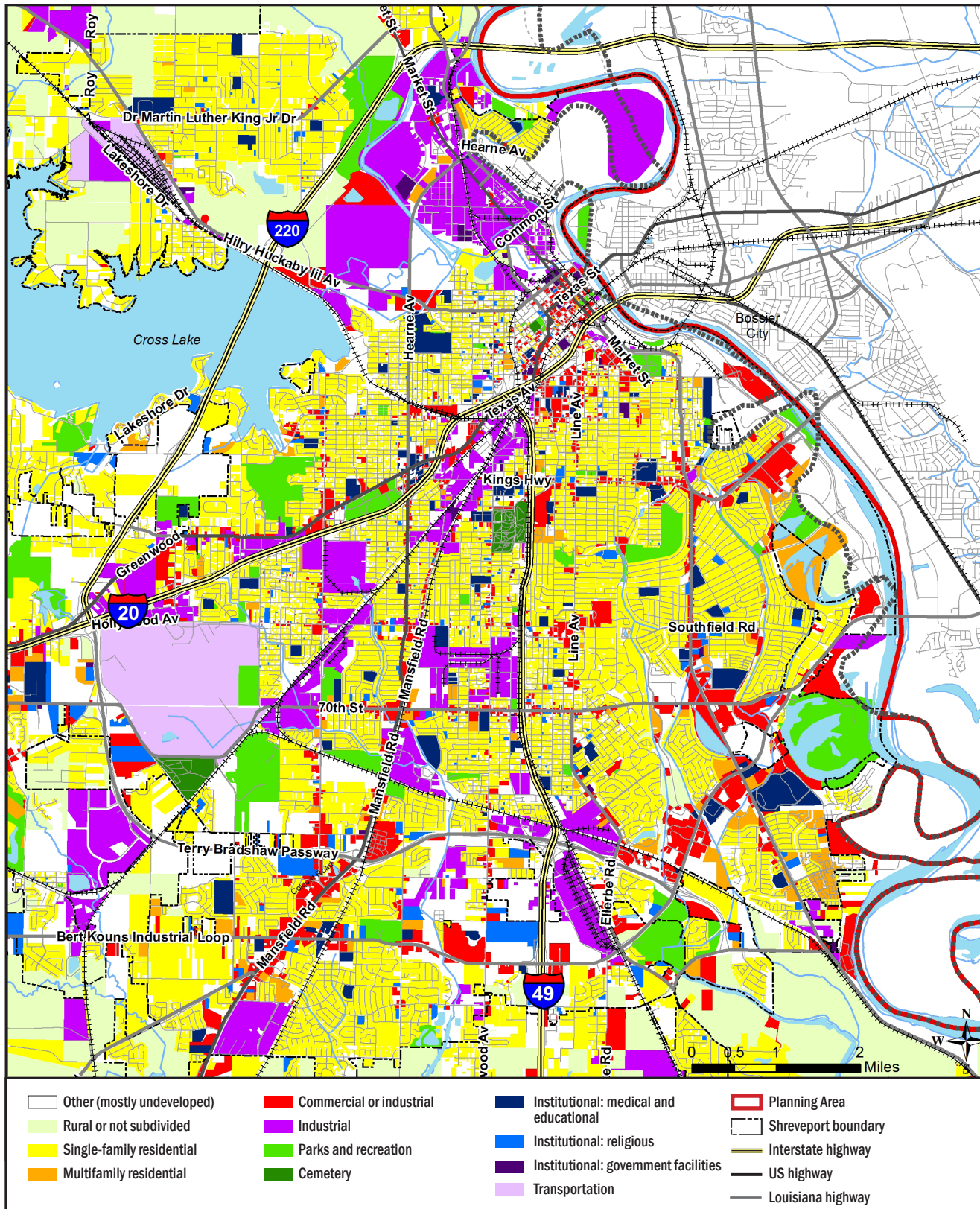
MAP 12.3 EXISTING LAND USE IN THE MASTER PLAN AREA



Source: NLCOG 2009, Goody Clancy 2010



MAP 12.4 EXISTING LAND USE INSIDE THE LOOP



Source: NLCOG 2009, Goody Clancy 2010

road, or river) serving as the only organizing factor. Much, though not all industrial land inside the loop dates from an earlier era and is underutilized or vacant—for example, industrial land in the Augurs area, in the medical district, and in Hollywood.

- **New industrial areas** have been created at the edges of the city or in the parish, with the goal of providing the larger, more expansive parcels major industries prefer. Among these newer industrial areas are the GM plant area, the Shreveport Industrial Park owned jointly by the City and Parish, land for industrial uses at the airport, and industrial land owned by the port. Excluding the GM plant area, which was occupied until the GM crisis during the Great Recession, much of the land in these new industrial parks remains vacant.
- Outside the loop, especially outside the city boundaries, there is an unorganized and sometimes chaotic mix of **exurban development** where land has been subdivided for everything from mobile home parks to large-lot subdivisions and commercial uses, often unconnected to anything but an arterial road and surrounded by unbuilt land.

## F. Strategies for Achieving the Goals and the Vision

### Goal 1

**A smarter growth development pattern within the master plan area**

#### Policies:

- **Preserve and support the character of stable residential neighborhoods.**
- **Provide for major mixed-use centers downtown and where there is a significant concentration of jobs.**
- **Provide for compact mixed-use urban villages that concentrate retail and services in walkable environments.**
- **Avoid new development where major infrastructure extensions would be required.**
- **Preserve and protect environmentally sensitive land.**
- **Promote walkable environments.**

## STRATEGIES

### A. Make land use decisions consistent with the Future Land Use Map

#### Future Land Use Policy Map

The Policy Map provides a diagrammatic expression of the key land use issues and changes that emerged from the recommendations of other master plan elements:

- **Creation of major walkable mixed-use centers** at employment centers, downtown, the medical district, and Youree drive. These areas, with more residential growth and density, could become transit hubs, first for express bus service and over the long term for Bus Rapid Transit.
- **Creation of walkable “urban villages:”** smaller mixed used areas to concentrate neighborhood-serving retail and services along with some residential development.
- Transformation of **underutilized industrial** areas inside the loop into business parks that can accommodate office and light industry.
- **Concentration of heavy industry** in a few major locations: such as the port, the GM plant area.
- **A robust green network** to link community destinations and preserve environmentally sensitive areas.

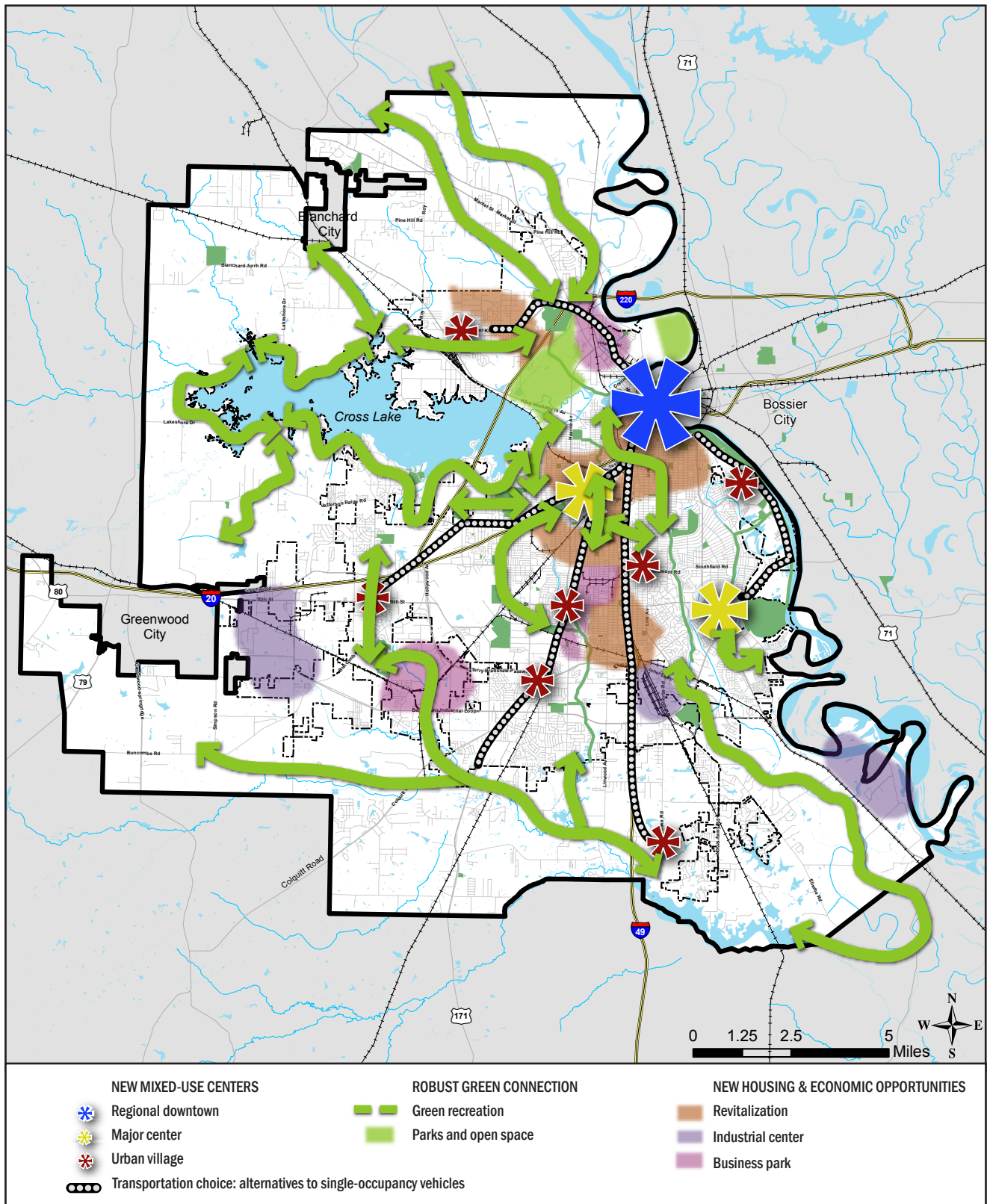
#### The Future Land Use Map

The Future Land Use Map is not a zoning map. It is a map that shows the distribution of general land use categories over the Master Plan Area. The land use categories in the map may be represented in the zoning code by more than one zoning district if finer distinctions and nuances are needed to shape development.

The Future Land Use Map reflects the vision, goals and recommended actions in the chapters of this plan, and it sets the land use framework for achieving the Bold



MAP 12.4 FUTURE LAND USE POLICY MAP



Source: Goody Clancy



scenario: 50% of new households to be located inside the loop; focusing growth in compact neighborhood centers or “urban villages,” especially outside the loop; higher densities in these mixed-use centers to provide the basis for more transportation alternatives.

However, any land use map for the future is inevitably based on the existing uses. Some land uses are less susceptible to change once they have been established. For example, occupied single-family neighborhoods tend to stay in place over long periods, with limited change or encroachment from other uses. Similarly, heavy industry, once located, does not tend to move if it continues in operation because it is difficult to find new locations. In contrast, retail and light industrial land uses are more likely to change, and to change in more rapid cycles. Multifamily development is less susceptible to change than retail uses, but more so than single-family neighborhoods, with condos and other ownership models less likely to change than rental developments, which are particularly susceptible to change if they are small, older, or run down.

The Future Land Use Map balances respect for existing uses with designations for consolidated land uses and new future land use designations. The consolidated

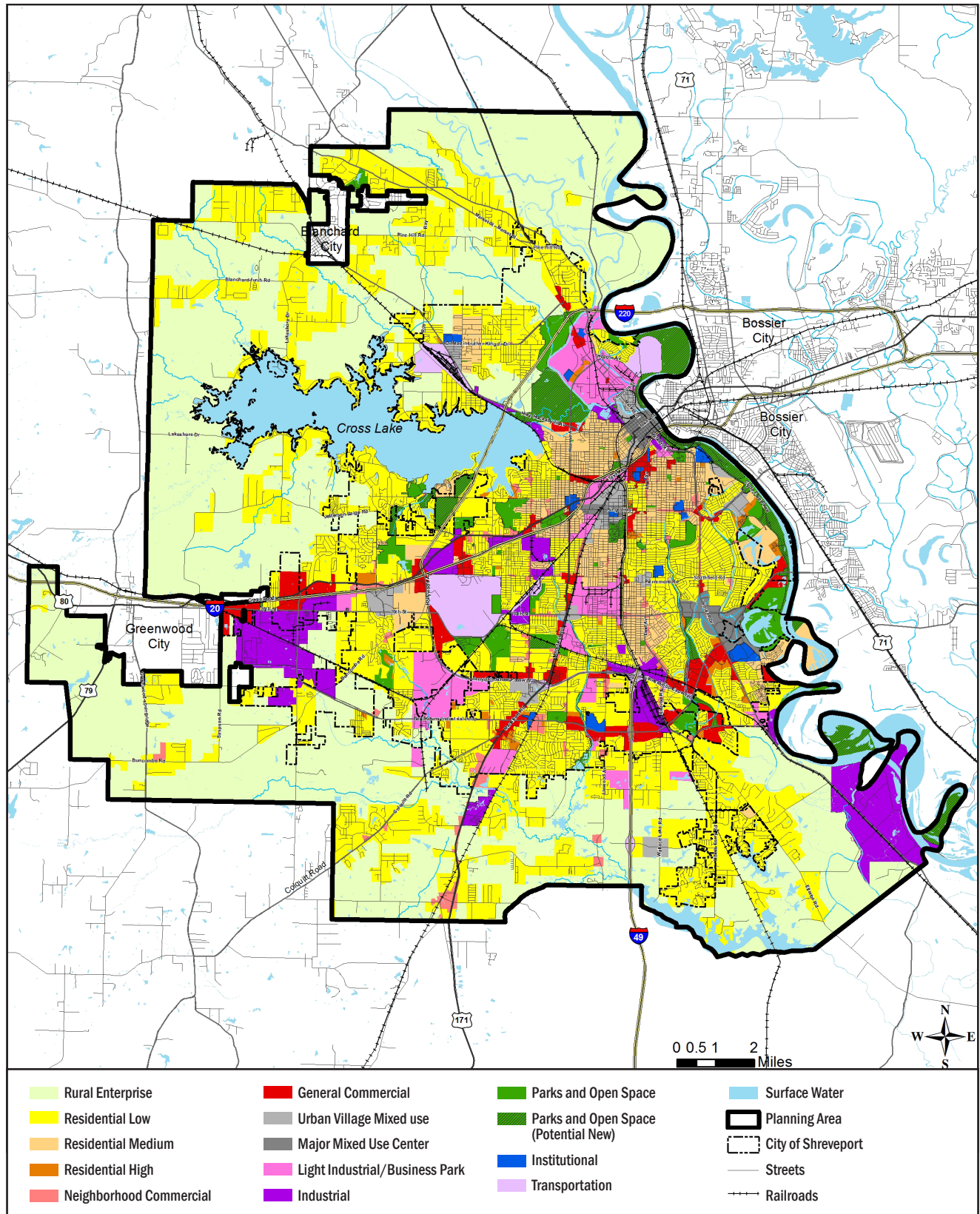
land uses on the map take two forms: a) consolidation under one category of land uses with similar impacts, for example, a “General Commercial” designation for areas where a mixture of retail, service and office uses already exists or where that mixture would be appropriate; or b) consolidation under a predominant use—for example, where an area is predominantly residential but also includes schools, churches, and a few scattered retail or office uses.

Existing development in the Master Plan Area includes many areas that incorporate scattered instances of other land uses. In some cases, these uses coexist without much difficulty, such as churches and schools located in single-family neighborhoods. In others, different land uses or different intensities of the same land use are located in ways that lack functional logic. For example, areas exist in which several dead-end streets lined with single-family houses empty onto a collector street or major arterial and are surrounded by a jumble of light-industrial or low-density retail uses. In these cases, the Future Land Use Map designates the area for the land use that would most appropriately predominate in the area. Most of the new future land use designations, tend to expand the number of uses in an area, rather than limit them.

## Principles To Guide Future Land Use

- Preserve existing occupied single- and two-family residential neighborhoods.
- Preserve land, including areas around bayous and drainage corridors, to achieve a green network of interconnected parks, multi-use paths, passive and recreational spaces.
- Encourage residential infill development on vacant and adjudicated parcels inside the loop.
- In revitalization plans and elsewhere, locate neighborhood mixed-use centers (“urban villages”) with residential, retail and office uses at key intersections within walking distance of neighborhood residences and where they could support improved public transportation service.
- Concentrate density and mixed-use development in a limited number of major mixed-use centers for future bus rapid transit.
- Locate multifamily development in mixed-used centers or urban villages; where there is nearby access to retail, services, and public transportation; or on collector or arterial streets and at intersections.
- Locate new housing developments adjacent to and connected to existing development.
- Avoid locating residential uses where they will be surrounded by industrial uses.
- Locate industrial uses where there is easy access to railroad, road, port, or air transportation.
- Establish appropriate transitions from higher-density and higher-impact land uses to lower-density and lower-impact land uses.

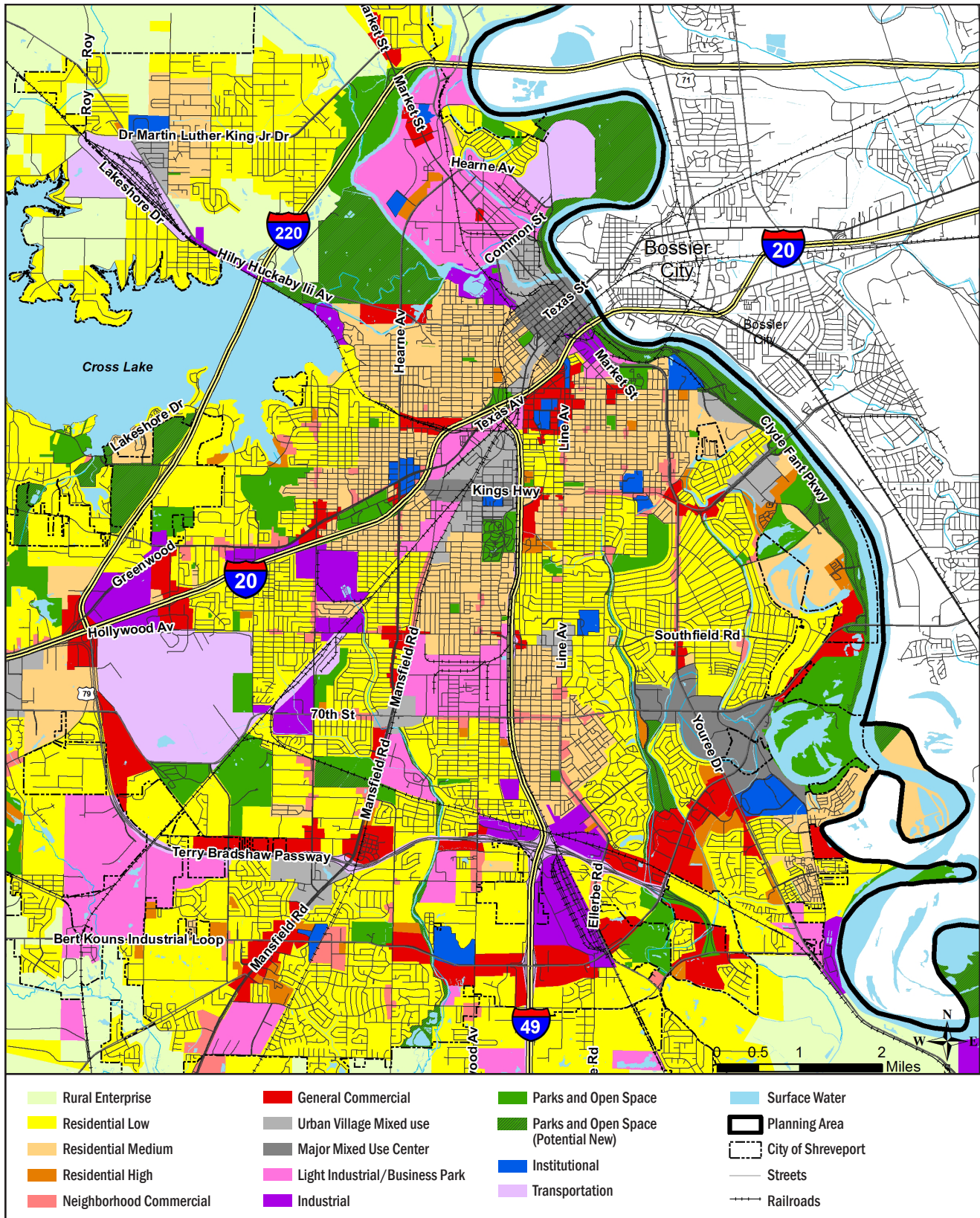
MAP 12.5 FUTURE LAND USE MAP



Source: NLCOG 2009, Goody Clancy 2010



MAP 12.6 FUTURE LAND USE MAP INSIDE THE LOOP



Source: NLCOG 2009, Goody Clancy 2010

This Future Land Use Plan does not provide full detail on where neighborhood retail and service centers should be located in every revitalization area. Instead, the “Principles to Guide Future Land Use,” and the “Zoning and Urban Design Principle” in this chapter provide a framework for the detailed planning needed for successful revitalization (including market studies). This detailed planning will determine the appropriate location for an urban village or neighborhood commercial center in neighborhoods that require significant redevelopment.

Finally, this Future Land Use Plan is conceived with the 2030 time horizon in mind and an understanding that the amount of job growth and household growth that can be achieved over the 20-year time period will affect the outcome. From the land use point of view, a few key locations should have high priority because of the opportunity they create to leverage existing job numbers, transportation opportunities, and other benefits. Once there is success at these locations and sufficient growth, then the subsequent Future Land Use Plans can identify additional locations for shaping change.

### Future land use categories

#### Rural uses

This land use category is in the unincorporated parish section of the MPC area.

- **Rural Enterprise**

A range of uses associated with enterprises typically found in rural areas and nature-related uses:

- > Single-family houses on very large lots or associated with rural enterprise uses
- > Agricultural, forestry and mining structures and uses
- > Conservation subdivision residential development that preserves the rural character of the parish areas within MPC jurisdiction
- > Nature recreation
- > Schools and churches

#### Residential uses

- **Residential Low (single-family)**

- > Single-family houses
- > Schools and churches

- **Residential Medium**

- > A mix of single-family, townhouse, and small apartment buildings (fewer than eight units).
- > Schools and churches also permitted, as are corner stores by special permit.  
*(Typically found inside the loop where a mixture of residential types is common.)*

- **Residential High (multifamily)**

- > Multifamily rental and condominium structures and townhouses
- > Typically found at or near major transportation/transit corridors and intersections and in downtown-adjacent areas.
- > Ground-floor, neighborhood-serving retail allowed by special permit (e.g., corner stores).
- > Schools and churches

#### Commercial uses

- **Neighborhood Commercial**

- > Areas for neighborhood retail and services that meet the day-to-day needs of residents and workers of surrounding neighborhoods (typically within a one-mile radius) with a range of uses such as smaller grocery stores, banks, restaurants and services such as small professional and health offices, barber/beauty shops, dry cleaners, etc.
- > Areas are accessible by automobile with sufficient parking but are also designed to accommodate pedestrian and bicycle access.
- > Schools and churches.

- **General Commercial**

- > Large commercial areas serving a citywide or regional trade area, including shopping and entertainment centers that offer a range of retail and service establishments including big-box stores, large supermarkets, department stores, movie theaters, and supporting retail and professional services. Office uses on upper floors also allowed, with ground-floor retail encouraged.

- > Accessible by auto, but should be designed to accommodate pedestrians and bicyclists, provide interior circulation between properties, and include appropriate landscaping to counter heat island and stormwater impacts.
- > Residential uses only by special permit.
- > Schools and churches

#### **Industrial uses**

- **Light Industrial/Business Park**

- > Office and light industrial uses, often in “business park” settings, located away from the inner core, and adjacent to major transportation routes including interstates, state highways, railroad rights-of-way, and airport facilities.
- > Supporting uses included (minor retail and services).
- > No residential uses.

- **Industrial**

- > Heavy manufacturing, refinery, large warehousing and distribution facilities, water treatment and waste transfer operations
- > Uses that require significant truck traffic, or rail connections.
- > Supporting uses included (minor retail, services, offices connected to the industrial use or serving an industrial park).
- > No residential uses.

#### **Mixed-use area**

Mixed-use centers, ranging from vibrant downtown environments to active Main Street areas, will encourage walkability and serve as focal points of Shreveport-Caddo neighborhoods. Buildings should be oriented to the street, with active ground-floor uses that provide easy pedestrian access. Parking should be located in the rear of the parcel or to the side where lots are shallow.

- **Urban Village Mixed-Use**

- > Compact, walkable, low- to medium-density residential and commercial areas, often with a vibrant Main Street spine and public transportation access.

- > Uses can be mixed horizontally (side-by-side), or vertically (one above the other) and include multifamily, townhouse, cottage and small-lot single-family residential, neighborhood-supporting retail and services, offices, hotels and live/work structures.
- > Main Street areas would typically be characterized by ground-floor uses, including small markets, convenience retail and services, restaurants and cafes, and existing or potential residential uses on upper floors.

- **Major Mixed-Use Center**

- > Medium- to high-density office, residential, retail and entertainment areas that create vibrant 18-hour, 7-day-a-week live-work-play environments.
- > Transit-accessible or transit-ready locations.
- > Intensity of development would vary by area, with most potential density downtown.
- > Uses include multifamily, loft, townhouse, cottage and small-lot residential, retail and services, offices, hotels, large entertainment facilities, and live/work structures.

#### **Other**

- **Institutional**

- > Hospitals, colleges, nonprofit research facilities and universities.
- > Public and private primary and secondary schools and churches are not included in this category. They are allowed within in all residential and commercial areas.

- **Park and Open Space**

- > Parks and playgrounds, recreational fields and facilities, open space corridors and trails, including public land alongside bayous and drainage corridors suitable for public access.
- > The exact location of future public open space will depend on the recommended greenway plan and district and neighborhood-level planning. The Future Land Use Map identifies potential additions to the green network in areas that are environmentally sensitive, unsuitable for development, or publicly owned.



- **Transportation**

- > Airport, major train yards, and interstate/highway rights-of-way
- > Green rights-of-way of loop highways should include multi-use paths where possible as a way to better connect the greenway network

In conjunction with a rewrite of the MPC's zoning, subdivision and other development regulations, judicious investment in the public realm, private investment in response to the planning framework and incentives, and public-private partnerships, the Shreveport-Caddo community will begin to see the achievement of the goals that citizens called for in the visioning phase of the master plan.

## Goal 2

**A unified development code that reflects the master plan vision and goals.**

**Policies:**

- **Support a complete rewrite and consolidation of development regulations that requires high quality development while providing clear and user-friendly regulations and streamlined administration.**
- **Enforce land use policies and regulations.**

## STRATEGIES

### A. Implement the master plan by rewriting the zoning code and other development standards in a unified development code.

The zoning code is one of the primary tools for implementing the master plan. A new code will help preserve the character of places that residents want to keep unchanged while creating opportunities for physical and economic growth. It is important, therefore, that people who want to invest in the community know where they can locate, what the rules are, and that those rules are consistently and

predictable applied. A new zoning code will make Shreveport and the Master Plan Area a better place to live and to invest by:

- **Setting clear standards.** Develop site design standards that enhance the function and appearance of the entire area.
- **Removing obstacles.** Eliminate or modify rules that unnecessarily hinder development.
- **Creating incentives.** Provide flexibilities that encourage real estate and business development.

The existing zoning ordinance has all the characteristics of a code that has been added to incrementally and has not been comprehensively reviewed or revised in many years. The brief review of the current zoning code and other development ordinances in Chapter 3 demonstrated the need for across the board improvements to modernize the zoning code and development ordinances. (The appendix contains a stand-alone version of this review of the zoning code.) The most effective way to reform the development regulation and permitting process is to create a unified development code that encompasses zoning, subdivision regulations, street and thoroughfare regulations, development standards, environmental regulations, sign regulations, historic preservation regulations, and permitting and annexation rules.

Regulation of development in the MPC area has devolved into an unpredictable and time-consuming process. Except for single- and two-family projects, every development project must win approval from the MPC and City Council before receiving a building permit, and a very large number of cases involve rezoning. This situation developed as a way for the MPC to have the opportunity to tailor projects to specific conditions, to allow for public comment in the absence of planning processes, and, theoretically, to evaluate how a project fits an area as a whole. In fact, the absence of a master plan or land use plan over many years has left the MPC with no broad framework within which it can make decisions. This highly unusual system has, in effect, done away with as-of-right zoning for any nonresidential

or multifamily project. As a result, project approval is widely viewed as both unpredictable and excessively time-consuming. The zoning code in particular, and other development regulations as well, are in need of a complete overhaul to make them more user-friendly, informative, and predictable—while creating mechanisms to promote higher quality in both planning and construction.

This new unified development code (UDC) should take advantage of new approaches to development regulation that have emerged over the last 30 years. Today, new codes for entire jurisdictions are generally hybrids of several zoning approaches, so that the right approach is tailored to a particular place.

### Approaches to zoning

Land use zoning first appeared in the United States in 1916. The zoning system that emerged in the early twentieth century is now called conventional or “Euclidean” zoning (after *Euclid v. Ambler*, the 1926 Supreme Court case that validated zoning as a proper exercise of municipal police power). As some of the disadvantages of conventional zoning became evident by the second half of the twentieth century, new zoning approaches emerged, including performance zoning and form-based (also called design-based) zoning. Conventional zoning remains the basis of most zoning systems today, but many jurisdictions have added aspects of performance zoning and form-based zoning.

**Conventional Zoning.** Conventional zoning was originally created to separate industrial and other noxious land uses from residential areas, and particularly to preserve quality of life and property values in single-family neighborhoods. Conventional zoning regulates the uses and dimensions of development, for example:

- type and mix of land uses
- size and dimension of lots
- type, size and height of buildings
- distance of front, side and rear setbacks
- width and length of streets and sidewalks
- amount and size of off-street parking

Conventional zoning separates land uses deemed incompatible and is *prescriptive*, in that it specifies land uses and required maximum or minimum dimensions, parking, and so forth. This prescriptive character makes it easy to implement both by governments and by property owners, because there are no judgment calls when the zoning says, for example, that a building must be ten feet from the front lot line. However, conventional zoning also focuses on *proscription*, that is, it focuses on what is not allowed rather than articulating what is actually desired. Conventional zoning provides some certainty about development outcomes and, because it is long-established, it is familiar to everyone, but it is inflexible and inhibits design creativity. It is one, though not the only, source of the “Anywhere, USA” sprawl landscape that has produced a built environment lacking in distinctiveness.

The homogenizing and inflexible outcomes of conventional zoning have led to the establishment of an array of strategies to get around that inflexibility. Variances, conditional uses, special exceptions, bonuses and incentives, planned unit developments, and similar devices are intended to allow development to be more closely tailored to particular conditions and desired results. All of these devices can be found in the Shreveport MPC zoning code, making it complex and confusing.

**Performance Zoning.** Performance zoning has its origins in industrial performance standards that identified limits on measurable industrial impacts such as noise, vibration, light, dust, smells, and so on, and that were incorporated into zoning codes for industrial land uses. This idea was expanded in performance zoning to regulation of the effects of the built environment. Unlike conventional zoning, which assumes certain uses are incompatible and separates them, pure performance zoning assumes virtually any use can be made compatible if impacts are properly managed. Because it provides flexibility to developers and designers to present their own solutions to mitigate impacts for administrative review,

the specific outcomes are not always predictable. Generally speaking, performance zoning requires highly-trained administrators who have the confidence of both residents and developers. Performance zoning emerged in the 1970s and 1980s. Few locales have a pure performance zoning system, but some aspects of performance zoning are incorporated into many communities' zoning codes.

**Form-Based Zoning.** Form-based zoning focuses more on building form than on land uses. Form-based codes are based on the concept of a transition from low densities and building forms at the periphery to high densities at the center—of a city, a district or a neighborhood. This transition is called “the transect” in form-based zoning. These codes are a reaction to conventional zoning’s separation of land uses, which made it impossible to build mixed-use neighborhoods and districts, and its neglect of the public realm, which resulted in visually- and functionally-impoverished environments that are often ugly, and often functional only for one type of user. Form-based codes are very detailed and prescriptive about certain aspects of design and use many visuals to give a positive vision of what is desired, rather than focusing on what should be excluded. They require a design-focused community process in advance of writing the zoning. In existing communities, these kinds of codes have generally been applied in specific districts, such as downtown or in commercial corridors, rather than citywide.

**Hybrid Zoning.** Conventional, performance, and form-based zoning codes all have advantages and disadvantages. Because of its familiarity and long institutional history, conventional zoning is likely to remain the foundation of most zoning codes. However, performance standards and form-based elements represent effective tools for increasing the flexibility of conventional zoning. For example, conventional zoning is organized in separate-use districts on a citywide basis but is not effective in mediating impacts at the edges of districts—which is precisely the strong point of performance zoning. Form-based codes are organized around the street and the neighborhood and are

particularly good at conveying what is desired in terms of the relationship between private buildings and the public street.

**Usability and Consistency.** The foundation of a new UDC can continue to be the conventional zoning model, but aspects of performance zoning and form-based zoning should be incorporated, giving the new UDC these characteristics:

- a single, uniform set of definitions and terminology
- a refined list of zoning districts and a new land use classification system
- integrated procedures with step-by-step details on the sequence of development approvals
- illustrated design guidelines and standards
- a detailed table of contents and index
- hyperlinks to code sections (in the electronic version) and site design standards
- a completely new look featuring a new and improved page layout.

As a rule of thumb, the fewer the zoning districts in an ordinance, the easier the regulations will be to understand and administer. The Shreveport Master Plan Area currently has 98 zoning districts, including 51 residential districts and a number of special districts. New zoning districts proliferated over time to solve specific perceived problems. This is a symptom of a zoning code that has not been overhauled in many decades and that does not reflect an overall vision for development. Many of the residential zoning districts have similar dimensional and density requirements with little variation and could be combined or consolidated. In older parts of the city, some zoning districts do not reflect current densities or residential types. There are no mixed-use zoning districts.

The current ordinance does not enable the MPC to implement new development concepts contained in the master plan, such as mixed-use districts; new design and development guidelines for commercial areas, corridors, and mixed-use districts; subdivision design modifications; and alternative options. It would be



difficult to implement these objectives using the existing ordinance. The new strategies under consideration for the updated code are directed toward creating more compact and mixed-use development at human-scaled environments with more connectivity.

### **Action**

1. Use the principles on pp. 12.30–12.31 to guide the rewrite of zoning and development regulations.

### **B. Revise subdivision regulations, especially for the unincorporated parts of the Master Plan Area.**

### **Actions**

1. Devise subdivision policies and regulations that discourage leapfrog development.

Subdivision regulations play an extremely important role in shaping growth outside the loop. The current land use framework for development in the unincorporated part of the master plan area easily allows for small-lot subdivisions or multifamily developments. This promotes inefficient land use through leapfrog, exurban growth; fragmentation of remaining rural land; and more vehicle miles traveled. Zoning and subdivision options for the Rural Enterprise land use category should be crafted to discourage leapfrog development and to require petitions for zoning changes before proposals for residential subdivisions can be entertained. This gives the MPC greater ability to make a judgment on the proposed design character and appropriateness of the proposed subdivision in relation to the vision and goals of this master plan. Because a subdivision plan is a site master plan, design choices can make a big difference in both the internal quality of a subdivision and the way that it relates to developed and undeveloped land around it. New options for subdivision design can promote development more compatible with the master plan vision:

- > Encourage **more transportation choices, connectivity, walkability and environmental benefits** through elements such as shorter blocks, pedestrian and bicycle amenities, narrower streets, and more variety in street design.
- > Encourage **parks and open space in networks** through clustering of house lots to provide more usable open space and location of open space to protect sensitive lands and connect to regional greenway corridors along streams and floodplains.
- > Encourage **more cost-efficient infrastructure investments** by clustering house lots to reduce the length of pipes and volume of asphalt required.

Subdivision regulations that provide more flexibility within an overall framework of desired outcomes will promote more thoughtful subdivision site planning while allowing developers to be more cost-efficient in their infrastructure investments—investing more in the initial design phase than before, but saving on the costs of infrastructure and paving.

## **Goal 3**

**Excellent urban design quality to enhance the livability of the Master Plan Area.**

### **Policies:**

- **Support high quality design in regulations and in land use decisions.**
- **Make the city and parish models of urban design quality.**

Many of the issues central to the master plan require new approaches to urban design as an integral part of the implementation program. But what is “urban design”? In the broadest terms, urban design is the process that shapes physical environments at a variety of scales, from regions and cities as a whole, to city districts or neighborhoods, down to individual lots.

# Principles to guide new zoning and the Unified Development Code

A modern zoning ordinance is more than requirements and mandates. It should make it easy to do the right thing. Obstacles that stand in the way of desirable development practices should be removed, and the connection to the land use policies of the master plan should be evident in the both the text and the zoning map.

## Consistency with the Master Plan

- Provide for systematic neighborhood, citizen, and property owner input into proposed zoning changes.
- Create districts and regulations to provide the MPC with land use tools to implement the master plan vision and goals.
- Connect zoning to the master plan by basing the zoning map on the land use element of the master plan and the Future Land Use Map.
- Institute planned development review for larger projects to better integrate new projects into their context. While this is especially appropriate for campus-like developments, this can be beneficial in numerous types of other non-residential development.
- Provide for approval criteria and written findings to be made by the MPC and the City Council in all land use decisions.
- Create a design review process that informs both the developer and the neighbors of community design standards and operational concerns.

## Usability, Streamlining, and Administration

- Eliminate obstacles to development by deregulating routine matters, minimizing nonconformities, and eliminating unnecessary and redundant regulations.
- Whenever possible and without losing desired development outcomes, replace discretion and administrative interpretation with standards to make regulation consistent and predictable for development decision making.
- Make administrative provisions and processes consistent, predictable and understandable for anyone using the zoning ordinance—resident, property owner, developer, or staff person.
- Make the ordinance easier to understand by modernizing terms and using appropriate illustrations, tables, matrices and charts.
- Establish a more advanced design review process linked to thresholds of impact. For example, require review by the MPC Board and

public hearings for projects that meet a certain size or impact, such as all projects at or above 50,000 sf, all projects with traffic impacts above a certain level, and so on.

- Provide for approval criteria and written findings to be made by the MPC and the City Council in all land use decisions.
- Create a design review process that informs both the developer and the neighbors of community design standards and operational concerns.

## Rural Area Principles

Over the long term, continuation of the leapfrog and sprawl development pattern in the unincorporated parish areas of the MPC jurisdiction—multiple small subdivisions, multifamily development, and mobile home parks emptying onto long corridors of low-density commercial development—will result in traffic congestion and lack of amenities, eventually overwhelming the Caddo Parish landscape that Shreveport-Caddo residents admire.

- Establish an as-of-right minimum lot size for residences that reflects rural conditions, such as 25 acres.
- Establish urban village zones to encourage compact development of commercial and higher-density uses.
- Require rezoning to a residential district and consideration of open space, transportation, infrastructure and Master Plan issues before allowing suburban-style subdivision development.
- Provide for "conservation/open space

subdivisions” that cluster housing in order to keep the rest of the property for nature, agricultural or forestry uses.

- Consider establishing “right to farm” standards that recognize common agricultural and forestry activities as having precedence over expectations of subdivision residents.
- Establish development standards for rural light industry to minimize off-site impacts.

## **Residential Neighborhood Principles**

### **Single- and two-family residential**

- Review residential zoning districts to ensure that they reflect existing or desired character and consolidate residential zoning districts that do not result in significant variations in development.
- Integrate character standards into residential district regulations where there is a desire to maintain existing residential character.
- Ensure that new infill or redevelopment housing built in the older parts of the city is compatible with the patterns established by the historic street grid, traditional orientation of front doors to the street, average setbacks, and parking strategies (parking on street, in alleys or at rear where driveways are not part of the traditional streetscape).
- Ensure that new infill in suburban-style developments is compatible with established patterns.

### **Multifamily (including townhouse)**

- Connect multifamily housing to its surrounding neighborhood by integrating it into the street system and providing regulations that ensure proper transitions from lower- to higher-density development.
- Ensure that multifamily housing is sensitive to its context by creating design and development standards that are compatible with the surrounding residential neighborhoods.
- Encourage adaptive reuse of historic structures by including development flexibilities and

exemptions, linked to specific criteria, that will eliminate the need for variances and streamline the approval process.

## **Commercial District Principles**

- Create standards for compact, neighborhood-oriented commercial districts that mitigate impacts on residential areas.
- In older parts of the city where corner stores have been traditional, provide special-permit processes within the residential zoning district to support the continued existence of such uses and to ensure that they are compatible with the neighborhood.
- Create a commercial district specifically designed to accommodate and encourage pedestrian-oriented, walkable shopping environments.
- Create commercial districts where shoppers arrive primarily by auto to be pedestrian-friendly and functional, but where parking is not the most visually prominent land use.
- Revise the current commercial district standards to ensure a high quality of design and integration with other uses, as well as safety and comfort for pedestrians.
- Map commercial areas on the zoning map, based upon the future land use map and master plan policies to create compact commercial and mixed-use development.
- Include design standards for each scale of commercial development.
- Locate mixed-use development on the zoning map within or near commercial areas. Mixed-use development can also function as a buffer between large-scale commercial development and adjacent neighborhoods.
- Tailor sign standards to the district, both in terms of the types of signs allowed and their size. The regulations should work to achieve a coordinated appearance within a commercial area or along commercial corridors.

### Districts with Mixed Uses

Mixed-use areas combine diverse uses, mixed horizontally and vertically, each of which must be individually successful while contributing to a larger experience and identity. This does not mean that every property within a mixed-use center must contain more than one land use. What it does mean is that mixed-use properties and buildings will be permitted; that single-use sites will be designed to be compatible with other desired uses in the mixed-use center; and that the public and semipublic realm (streets, sidewalks, parking lots, building setbacks, building facades, landscaping) will be designed to work together and create human-scaled, walkable environments while still accommodating cars, loading and similar necessities

The Future Land Use Map identifies three Major Mixed-Use Areas: Downtown; the core medical district redevelopment area from LSU Health to Willis Knighton; and the Youree Drive retail and multifamily-development area near LSUS. Urban Village Mixed-Use Areas occur in two kinds of locations: as a medium-density adjacent area next to a Major Mixed-Use Area; and as existing retail centers or intersections appropriate for compact, walkable centers with retail and services to support nearby residential areas. Over time, as the number of households grows and the revitalization of core neighborhoods becomes more successful, additional mixed-use areas may prove suitable.

Because mixed-use development is more complex, it will require more design and standards review than development in other zoning districts. Some of this can be accomplished through administrative review based on clear standards, but in the case of larger projects, or projects with bigger impacts, a public hearing and approval by the MPC Board would be necessary.

- Provide regulations to insure proper transitions from lower- to higher-density development.
- Create districts for mixed-use development of

various scales. This includes vertical mixed-use (within one building) and mixed-use on the broader neighborhood level.

- Establish urban design goals and standards for mixed-use districts that emphasize pedestrian-oriented ground floors, sidewalks and streets.
- Manage the amount, location, and design of parking to support urban design goals in mixed-use districts; require, where appropriate, contributions to a network of open spaces through the development approval process.
- Establish zoning for downtown that reflects the mix of subdistricts identified in the master plan, transforming it from a series of individual destinations into a cohesive, interconnected, and well-managed center:
  - > Continue to **allow higher heights and densities** in downtown than elsewhere, particularly in the Central Business District.
  - > Establish a system of **primary streets with design standards** that are characterized by continuous zero-lot-line street wall, active ground-floor uses, transparency (percentage of the building frontage with windows) and permeability (building frontage with doors opening on to the street).
  - > Establish regulations to **promote adaptive reuse of historic buildings**, using the National Register Shreveport Commercial Historic District as the focus of adaptive reuse efforts.
  - > Support historic investments by **removing unnecessary obstacles to the rehabilitation of existing buildings** such as parking requirements and expansion of nonconforming uses.

### Business Park and Industrial Uses

- Reduce conflicts both within industrial districts and between industrial districts and adjacent non-industrial districts.
- Provide appropriate locations for business and light industrial facilities in attractive and accessible settings.
- Refine the current industrial district structure

to accommodate a range of industrial development, including standards for research and light industrial/office parks.

- Include design standards for both buildings and the larger design of the site for industrial, business, and research parks. Design standards will help to mitigate impacts and assure a desired aesthetic image.
- Review performance standards for industry in establishing uses and evaluating impacts near residential areas.
- Include new landscaping standards to buffer incompatible uses, screen parking lots and outdoor storage areas, and improve the appearance of the site and street frontage.

### Institutional Uses

- Create zoning districts that accommodate large office, medical and educational employment centers, such as Willis-Knighton, LSU Health, and LSUS. Specific zoning for such developments can facilitate a more orderly and efficient regulation process. In some cities, zoning requires institutions to file an institutional master plan that indicates future development plans within five or ten years. Institutional district development regulations should clearly indicate the scope of each development, requirements for transitions between campus activities and adjacent neighborhoods, and procedures for addressing concerns involving the institution, the City and adjacent neighborhoods.
- Allow mixed-use development in institutional districts.
- Establish appropriate boundary transitions between major uses and surrounding neighborhoods to ensure good neighbor compatibility.

### Open Space Districts

Open space zoning is a way to make sure that at minimum, proposals to change from open space to other uses will have to go through a public process

and seek new zoning. Open space zoning districts typically limit structures to a low floor area ratio and require any structures be supportive of the open space uses.

- Zone public parks, rights-of-way along drainage ways and bayous, wetlands, and other recreational or environmentally sensitive lands as open space.
- Provide appropriate locations for open spaces and public recreational areas.
- Distinguish between conservation and recreation areas.

### Sustainability and Environmental Standards

Zoning for sustainability helps shape development that is energy- and resource-efficient, minimizes the impact of human land uses, and promotes compatibility with local climate and environmental systems.

Zoning can support and encourage sustainable development by eliminating or revising existing rules that unnecessarily hinder sustainable development, providing incentives to encourage sustainable design techniques, and requiring basic sustainable development standards that address landscape, building materials, and building siting, and relate the location of use types and densities to public transportation access.

- Promote the use of water conservation and innovative stormwater-management techniques in site planning and new construction, including the use of semipervious paving materials, where conditions are suitable.
- Encourage, and in some cases require, sustainable stormwater management, scaled to the size and character of the site, such as bioswales, green roofs, and parking lot landscaped islands designed to absorb stormwater.
- Include parking alternatives, such as shared parking lots and parking space maximums, to reduce the amount of paved surfaces in a new development.

- Allow for land banking of parking facilities—where a portion of a parking area is kept in green space until the paving of additional parking areas is proved necessary because of sufficient parking demand—to reduce impervious surfaces.
- Allow urban agriculture in appropriate locations, including small scale beekeeping, poultry and similar activities, where appropriate. In addition, community gardens can be permitted as well as required for certain types of new construction, such as large multifamily developments.
- Permit temporary farmers markets in certain districts, subject to regulations, so that locally-grown produce can be sold within the community.
- Allow small-scale food processing in certain commercial districts.
- Permit solar collectors as an accessory use but with the proper zoning standards in place to minimize negative aesthetic impact.
- Create building siting guidelines for larger developments to allow for passive solar systems.
- Allow small-scale wind energy systems, subject to standards that regulate noise levels at the property line.
- Require bicycle parking facilities for certain types of new development, as well as bicycle storage facilities in larger residential development.
- Establish standards that address the number of bicycles to be accommodated for various land use categories.
- Require setback maximums or build-to standards to establish the desired scale of development within areas where a pedestrian-orientation is desired.
- Require pedestrian cross-access connections between sites and to adjacent developments, to create a larger, walkable environment, shared parking, and fewer curb cuts.
- Regulate the spacing of curb cuts to preserve sidewalk continuity for pedestrians and preserve on-street parking spaces.

## Oil and Gas Regulations

Although the state governs where oil and gas wells can be drilled and how surface water is used in drilling activity, local jurisdictions can enact regulations about how wells are drilled and operated, and to mitigate impacts. The State Office of Conservation adopted Order U-HS for the Haynesville Zone in 2009, but several areas of concern remain that local jurisdictions may address.

- Require a noise management plan before operations begin detailing how the equipment used in the drilling, completion, transportation or production of a well complies with maximum noise levels allowed under local law. (Caddo and Bossier Parishes have contracted consultants to recommend maximum noise levels and expect to adopt regulations in Fall 2010.)
- Require well operators to immediate contact local governments when specific well incidents that need to be reported, such as spills.
- Limit heavy truck traffic to roadways designed for commercial loads and issue permits with approved routes.
- Regulate pipelines in public rights-of-way and across public property so that pipeline operators do not interfere with or damage existing utilities; provide local governments with a plat identifying pipeline locations, with a detailed cross section and GIS data.
- Require fencing and landscape maintenance near drill sites to prevent fire hazards.



Urban design focuses on the physical character of spaces in three dimensions. It is not, as sometimes thought, simply about visual appearance or style. Urban design affects many aspects of how we experience places, including how the different elements of spaces, such as buildings, sidewalks, roads, parking lots, and parks, relate to one another; how spaces function in facilitating, directing or obstructing people's activities; and how spaces express aesthetic values. Although urban design can be practiced both in publicly-owned and privately-owned places, the focus here will be on the public realm and on private places that are commonly open to the public, such as retail developments.

Many aspects of the Shreveport-Caddo vision and principles focus on issues that are the province of urban design: growth that reflects sense of place and community; connected networks of parks and trees; a reinvigorated downtown and city core; preservation of historic resources; improvements in transportation and a more pedestrian- and bicycle-friendly community; and creation of beautiful public places.

In many ways Shreveport needs to return to some of the urban design and placemaking strategies that prevailed before 1960. The older parts of the city were created at a human scale—laid out in a connected grid of streets with small blocks, sidewalks and tree-lined streets, parks and schools as the center of neighborhoods, shops clustered together and built to the sidewalk, and streets that accommodate cars without being dominated by cars. There are many beautiful residential neighborhoods in Shreveport, but the public realm of streets and commercial areas often does not reflect this beauty. During recent decades, newer development has been laid out in bigger blocks, with fewer connecting streets, limited or no facilities for pedestrians, and a general orientation to accommodate vehicles over people.

## STRATEGIES

### A. Develop urban design guidelines and standards that emphasize human scaled, walkable environments.

#### Actions

1. Follow a few basic, interrelated urban design principles in public projects and in the development standards for private projects.
  - > **Focus on creating human-scaled environments.** Places should be designed primarily at a scale that is comfortable for people, rather than at a scale primarily focused on vehicles. This is true even for major roads like Youree Drive and Mansfield Road and the retail areas that line these roads. It is hard for many people to imagine that the environment on these roads could ever change, but over time, by focusing on how to make both the roads themselves and their retail areas more functional and attractive for people, these districts will become even more successful than they already are. Retail areas redevelop in more rapid cycles than other land uses because retailers need to keep consumers' interest with new formats. In Shreveport, during recent years, retailers moved to the greenfield locations that became available on Youree Drive, rather than redeveloping existing locations, successful focus on growth inside the loop will make redevelopment of retail areas the norm.
  - > **Focus on streets as three-dimensional shared spaces.** Streets are the most important public spaces in any city and are made up of the travel right-of-way (including sidewalks) and the land, landscaping, and buildings that line the travel way. Chapter 8, recommends using context-sensitive and "complete streets" policies when designing and redesigning streets and roads. Except for limited-access freeways and highways, the travel way in

city and suburban environments should be shared and accessible to vehicles, bicyclists and pedestrians. The vertical elements at the edge of the street—buildings and street trees—should create a sense of enclosure. Researchers have found that the optimum relationship of the vertical (height of buildings) to horizontal (width of street) dimensions in a street corridor should approximate no more than 1:4 (e.g., a street that is 80 feet wide should be lined with buildings at least 20 feet high). Street trees spaced no more than 35 feet can also create this sense of enclosure, even when the height-to-width ratio cannot. (This is a particularly good solution where there are service roads separated by grass strips from the main thoroughfare, such as on parts of Youree Drive and Mansfield Road. Planting trees on these grass strips can quickly establish a very attractive parkway feeling.) Major roads in Shreveport are often very wide, with rights-of-way of 110 and 150 feet. On many of these streets, buildings no more than 35 feet tall are set far back from the street behind large parking lots, so the effective width of the paved area can be as much as 1,000 feet. Among other things, this lack of a sense of enclosure encourages higher vehicle speeds.

- > **Create walkable environments.** Everyone is a pedestrian at some point during every day, at a minimum at the beginning and end of every vehicle trip. Walkable environments—connected, safe, comfortable, appealing—are important in both the public and semipublic realms and have been emphasized throughout this plan. In the public participation process, Shreveport-Caddo residents made clear their desire for more walking opportunities. Walkability depends on a variety of design choices as well, such as block size. Smaller blocks provide more intersections and more opportunities for direct routes to destinations. In commercial areas, visual interest, safe



*Building canopies provide pedestrian comfort.*

crossings, shelter from sun and rain (trees, canopies, colonnades, galleries), human-scaled lighting, and other amenities can keep people walking. Re-knit the urban fabric through safe and comfortable pedestrian and bicycle routes, improved lighting, landscaping, and public art to reduce barriers created by highways and arterial roads.

- > **Plant trees.** Planting trees along streets and roads and in parking lots is one of the easiest ways to enhance the public realm, create comfortable environments, and reduce heat and stormwater impacts. Very few parking lots in Shreveport have trees that provide shade, and those that do often have trees only along the periphery of the lot. Trees should be chosen



*Mature trees retained for this parking lot provide shade.*



for their suitability to the task. For example, street trees along sidewalks should be chosen to have canopies sufficiently high and broad to provide shade to pedestrians. Parking lots should be broken into small parking fields shaded by trees. One best-practice rule of thumb for hot climates like Shreveport's is to plant enough trees to ensure that fifty percent of the parking lot will be shaded when the trees reach maturity. Ornamental shrub trees like crape myrtles have their place, but they cannot substitute for shade trees, which can make an enormous difference in Shreveport-Caddo's hot summers.

- > **Bring buildings to the street.** In both the older and newer parts of the city, buildings should be located at the sidewalk, behind a small landscaped or hardscape setback, or, in a few cases along major arterials, behind limited, single-loaded parking. (The small, "out-parcel" buildings at the edges of the newer Youree Drive shopping centers represent a first step in applying this principle.) Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to public transportation stops; and to encourage walking, biking and public transit use for employment and other travel around the city.
- > **Put parking to the side, to the rear, in structures or underground,** with clear signage to direct motorists to it. Parking is necessary but should not dominate street frontage. Rear parking should not, however, result in buildings that turn their backs on the street frontage. Parking structures should have active ground-floor uses on the street frontage, if possible, or design elements such as screens and vines to give the ground floor more aesthetic appeal.

- > **Use more pedestrian-friendly site design within retail centers.** Designated pedestrian pathways along buildings and through parking lots toward building entrances, pedestrian precincts, and pedestrian connections from sidewalks directly to stores can make retail centers more attractive. In large centers, a common rule of thumb is to create designated pedestrian paths at least every 300 feet to connect with entrances.



*Walkways through shopping centers help pedestrians navigate parking lots safely.*

- > **Create visual interest in buildings by avoiding blank facades.** Articulated and modulated façades, windows and transparency attract interest by providing a sense of activity within. Screens and vertical plantings, also improve on facades that otherwise offer little interest.
- > **Design new neighborhoods by integrating them into existing street grids.** Establish transitions in scale and density from surrounding areas; provide usable open space; establish development-specific guidelines about building appearance, streetscape, signage, utilities, parking, landscape, sustainability, and materials.

> **Design compact subdivisions for walkability, diversity, and connectivity.** Smaller block sizes, averaging of lot sizes to allow for different housing types, narrower streets, limits on cul-de-sacs and dead-end streets, provisions for future connectivity and dedication of open space will create subdivisions that, when connected together, create neighborhoods:

- **Smaller block sizes** (under 600 feet) improve connectivity.
- **Narrower streets** slow traffic and reduce the amount of impervious surface and stormwater runoff. Public safety officials, who sometimes worry about access if streets are narrow, should be included in discussions of alternative design standards which can meet these concerns.

- **Cul-de-sacs and dead end streets** reduce connectivity and should be limited.
- Subdivisions should be designed and built to provide **open space and appropriate locations for future connections**

> **Promote sustainability.** Incorporate building elements that improve energy efficiency, such as green roofs, rain gardens, solar panels, wind turbines, and others wherever possible. These elements should be scaled appropriately and incorporated seamlessly into the overall façade. Incorporate passive heating and cooling mechanisms such as operable windows, sun shades, cross-ventilation, and adequate insulation into the design of buildings whenever possible.

## Design Principles for Mixed-Use Districts

### Mixed-use or commercial blocks

- > Building entrances should be oriented to the street.
- > Blocks with commercial uses should have a consistent street edge.
- > Commercial uses in general should be built to the sidewalk edge



*A variety of business fronts on this tree-lined block.*

or with small setbacks of 5 to 15 feet for cafés, benches or small open spaces. Larger setbacks may be suitable to create plaza-like spaces that accommodate street furniture, street trees or wider sidewalks.

- > Street-level façades should include active uses, such as residential entrances; shops, restaurants, and cafés; services for the public or for commercial offices, such as fitness centers or daycare centers; community spaces, such as exhibition or meeting space; art exhibition space/display windows; commercial lobbies and front doors.



*Shops and offices on the ground floor share the building with housing above.*

- > Where there are residential uses over retail, separate street-level lobbies for residential entrances should be created.
- > Office uses should be discouraged from occupying extensive ground-floor frontage.
- > Ground floor nonresidential uses should have clear windows to provide transparency (at least 50 percent) and provide articulation and details to provide interest at the human scale.
- > Corners should be emphasized with buildings, ideally with taller elements such as towers, turrets and bays, or with open spaces that include public art, fountains, or other attractions. Parking lots, loading areas, or service areas should not be located at corners.
- > Variations in height and architectural elements such as parapets, cornices and other details should be used to create interesting and varied rooflines and to clearly express the tops of buildings.
- > Drive-through facilities should be discouraged. If necessary, they should be permitted only at the rear of the building.
- > Awnings and canopies should be encouraged to provide shelter and enliven ground floor façades.
- > Driveway turnaround and vehicle drop-off facilities should be avoided because they create obstacles and safety issues to continuous pedestrian ways.
- > Loading and other service areas should ideally be inside the building and screened from adjacent residential areas.



*Corners can have special elements for emphasis.*

- > Blank walls should be avoided along all streets and pedestrian walkways.

### **Parking**

- > Shared parking should be encouraged instead of on-site parking minimums for each lot; ideally, parking should be managed for the entire commercial district.
- > Locate surface parking preferably to the rear and secondarily to the side of buildings.
- > Parking lots along the street should be small and few in number and visually and functionally separated from the sidewalk by walls, fencing and/or landscaping.
- > Parking lots should include trees that, at maturity, will shade 50 percent of the lot.

### **Streetscape**

- > Sidewalks should be wide enough to allow at least two people to walk together.
- > Pedestrian lighting should use low-intensity, pedestrian-scale light standards, and distribute light evenly, so that there are no areas of intense shadows.
- > Wayfinding signage should be created as a system, with simple, legible design.



*Maps and signage should be easy to find and read.*

### **Public spaces**

- > Public spaces should be surrounded with uses that create an active environment throughout the day and evening and increase safety for park and plaza users. Examples include shops, cafes and other public uses that enliven the street.

- > Public spaces should be located to provide multiple points of entry and be designed to allow passers-by to see into the space.
- > Public spaces should provide many seating opportunities as well as other amenities such as plantings, public art, fountains, lighting, trash receptacles, and other elements to welcome and encourage use.
- > Activities should be programmed for public spaces.



*Whimsical public art expresses Fort Worth's identity.*

## G. Getting Started

Early actions that are not costly will provide a foundation for more ambitious activities.

ACTION	RESPONSIBLE PARTY
Use the Future Land Use Map in MPC decision-making on zoning change petitions and development approvals.	MPC
Amend the existing zoning ordinance to require written findings on land use decisions by the MPC and the City Council relative to the requirements of the zoning ordinance and the vision, principles, and goals and the Future Land Use Map of the master plan.	MPC; City Council