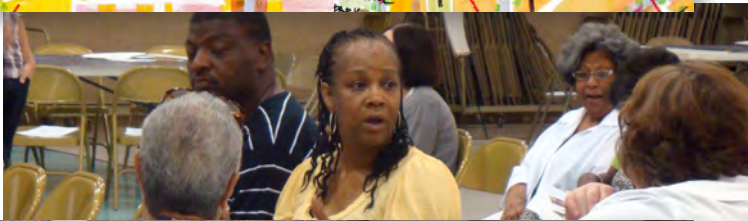


Shreveport Choice Neighborhood Transformation Plan



SUBMITTED TO THE US DEPARTMENT OF
HOUSING AND URBAN DEVELOPMENT

JUNE 28, 2013



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Executive Summary

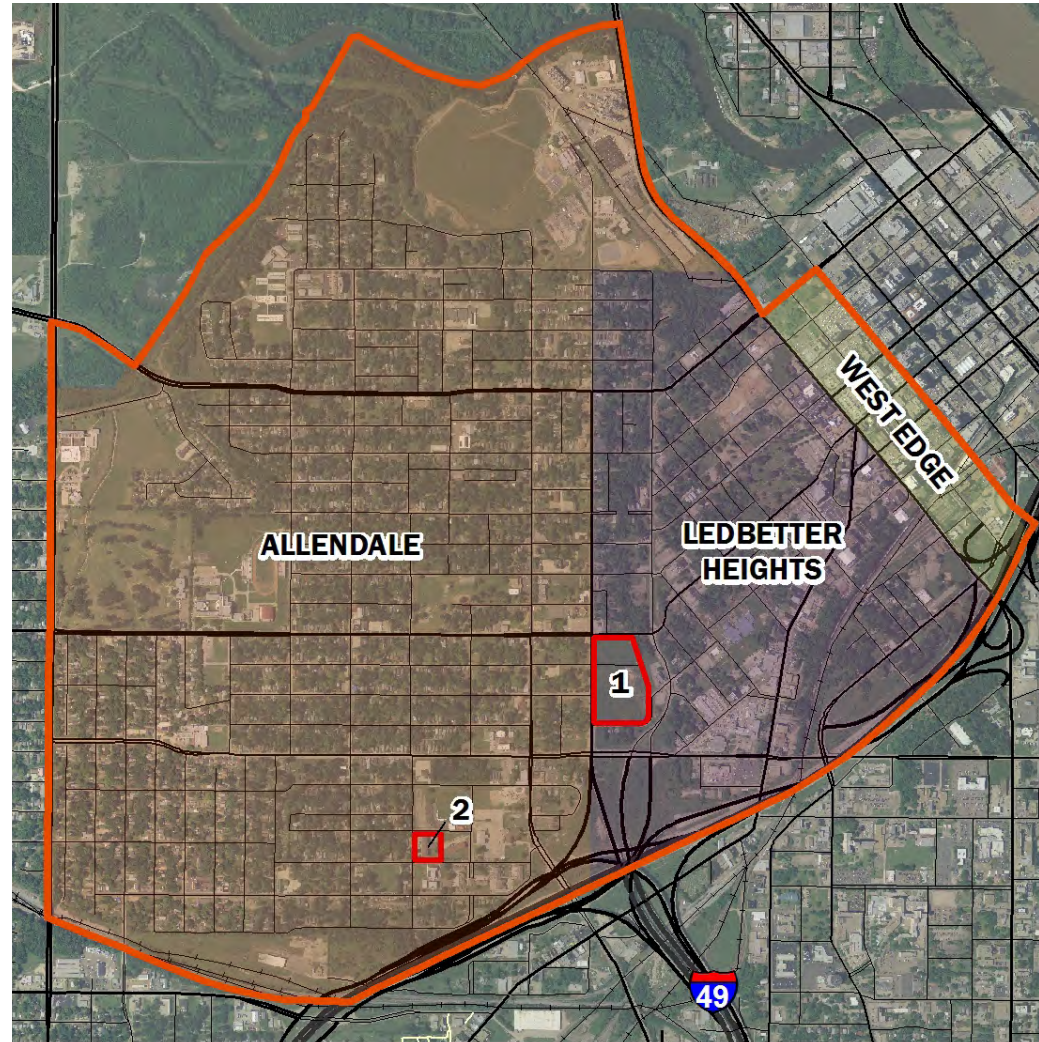


In 2010, the U.S. Department of Housing and Urban Development awarded a Choice Neighborhood Planning Grant to the Northwest Louisiana Council of Governments and the City of Shreveport . The grant underwrote development of a transformative and resident-driven plan to improve the Allendale, Ledbetter Heights, and West Edge neighborhoods of Shreveport, a planning area of more than 2.5 square miles. The co-applicants formed an inclusive partnership and planning team that engaged residents in discussions about their neighborhood to develop an achievable plan that responds to their needs and creates new access to 21st-century opportunities.

OVERVIEW

The planning process focused on two sites and the neighborhoods around them: Jackson Heights, a former HUD-assisted housing projected owned by the Housing Authority of the City of Shreveport and demolished in 2006, and Galilee Majestic Arms, a Section 202 senior housing development owned by Galilee Baptist Church and managed by Signature Property Management.

The Choice Neighborhood planning area around these properties has endured dramatic decline over the last 30 years. While the Shreveport-Bossier City MSA has experienced steady growth in that period, population in the City of Shreveport has remained relatively stable and the planning area itself has lost large numbers of residents. Today, 90 percent of residents in the planning area are African American, levels of income and education fall well below citywide averages, and a disproportionate number of residents are over age 65. Almost half of the lots in these historic neighborhoods stand vacant, many of them adjudicated, a legal status that complicates the sale of tax-delinquent parcels by introducing significant uncertainty for any potential buyer.



The two targeted sites in the context of the three neighborhoods: 1) the vacant Jackson Heights site; 2) Galilee Majestic Arms Section 202 Senior Housing

A COMMUNITY-BUILT VISION

Residents have demonstrated genuine excitement about engaging in the planning process and contributing their ideas about transforming the neighborhood and creating greater access to opportunities. The planning process involved extensive outreach in several formats, including community meetings, small listening sessions, neighborhood events, and maintaining an active online presence. This allowed the planning team to build a deeper understanding of issues within the community and to refine its approach based on resident input. A community vision statement, developed by residents early in the planning

process, guided all subsequent work. Strategy team meetings provided further advice tailored to specific topic areas from those directly involved in the neighborhood. The result is a plan that enjoys widespread community support and has generated enthusiasm and excitement about the future.

CREATING NEIGHBORHOODS OF CHOICE

This report organizes goals and strategies under the three Choice Neighborhood focus areas: People, Neighborhood, and Housing. The *People Transformation Strategy* addresses the areas of education, workforce development,

and health and human services with the aim of equipping residents with the skills and healthy lifestyles they need to compete in the modern economy. The *Neighborhood Transformation Strategy* directs new investment to key areas, increasing local amenities and improving public safety to better serve existing residents and attract new growth. The *Housing Transformation Strategy* describes a variety of public, non-profit, and private housing development goals and establishes guidelines for permanent affordability and design characteristics to ensure that new housing is sustainable and attainable and that it fits into the historic neighborhood context.

VISION

The Shreveport Choice Neighborhoods of Allendale, Ledbetter Heights and West Edge will be a thriving, safe, and healthy community of diversity and opportunity for longtime residents and new residents. We will build vibrant, mixed-income, mixed-use, connected places with a variety of attractive and affordable housing choices, beautiful gateways and corridors, retail and

services for residents, routes for walking and biking, and strong links to schools, training, and jobs. We will build neighborhoods that honor our heritage and that will make us proud. We will be a community that fosters and supports positive outcomes related to education, safety, employment, economic mobility and health, for all families and individuals who reside in Allendale and Ledbetter Heights.

Goals | **People**

- 1 Promote high-quality educational opportunities leading to greater achievement for neighborhood children and youth from cradle to career
- 2 Improve household self-sufficiency and economic stability
- 3 Develop and maintain the highest standards of health and human services for all community residents, especially youth and seniors, while ensuring affordability and accessibility
- 4 Increase residents' knowledge of preventative health care
- 5 Increase residents' level of physical activity and increase access to an array of social service organizations
- 6 Increase access to key data points and information about available resources

Goals | **Housing**

- 1 Achieve a mixed-income redevelopment of the Jackson Heights site.
- 2 Preserve and renovate senior housing at Galilee Majestic Arms.
- 3 Facilitate redevelopment of large depopulated areas.
- 4 Reduce the number of vacant lots and improve substandard housing conditions.
- 5 Ensure that scattered-site infill housing respects existing character.

Goals | **Neighborhood**

- 1 Create mixed-use activity nodes to achieve critical mass of new development.
- 2 Address public realm improvements with a comprehensive approach.
- 3 Attract additional amenities to better serve resident needs.
- 4 Make transportation improvements that increase accessibility and safety.
- 5 Improve perception of public safety and reduce criminal activity.

"Jackson Heights was my home, growing up as a child, which were the best times of my life.



... We had one guy in the projects that would give every mother a flower for Mother's Day, and it was just like that type of neighborhood.

I would love to see something in that area that would benefit that specific space, because everybody needs somewhere to live."

—FORMER JACKSON HEIGHTS RESIDENT

ACHIEVING THE VISION

Implementing this plan will require a concerted, sustained effort by many partners working in different capacities. The City of Shreveport, primarily through its Department of Community Development, will continue its commitment to and leadership in the community. A newly established nonprofit entity, the Choice Neighborhood Partnership, will manage and coordinate the efforts of other partners while ensuring that resident needs are addressed equitably and effectively.

Development of this plan has already yielded several new funding commitments from the City and State that demonstrate the power of a resident-supported vision. The next major step will be applying for a Choice Neighborhood Implementation Grant to serve as a catalyst for private investment to complete substantial, transformative aspects of this plan.

Getting Started



The Northwest Louisiana Council of Governments (NLCOG) and the City of Shreveport, Louisiana, were awarded a Choice Neighborhood Planning Grant through the U.S. Department of Housing and Urban Development (HUD) in 2010 to begin an integrated, comprehensive, and inclusive planning process for the Allendale, Ledbetter Heights, and West Edge neighborhoods. The planning grant enabled the co-applicants to bring together residents and local stakeholders to develop strategies that address housing, neighborhood, and social/education issues to improve the quality of life and well-being of the community.



Housing at Jackson Heights before its demolition

The Shreveport Choice Neighborhood planning area encompasses 1,736 acres (2.7 square miles) immediately west of downtown Shreveport. It contains two HUD-assisted properties that are the focus of this report (Exhibit 1.1): the site of the former Jackson Heights public housing development, which had 270 units on 11.6 acres, and the currently operating but outdated Galilee Majestic Arms Section 202 senior housing development with 75 units. Jackson Heights was demolished in 2006 and its location on the border of Allendale and Ledbetter Heights is a prime redevelopment opportunity to catalyze additional investment in both neighborhoods. Galilee Majestic Arms was built in 1985 and requires extensive rehabilitation to meet contemporary standards of maintenance and amenities. The planning process included strategies to address these sites and the current residents as well as residents and opportunities throughout the planning area.

Exhibit 1.1 The Choice Neighborhood Context



Neighborhoods and job centers adjacent to the Choice Neighborhood and its target sites, the vacant Jackson Heights site (1) and the active Galilee Majestic Arms (2).

This report sets forth a transformation plan for revitalizing Allendale, Ledbetter Heights, and the West Edge into neighborhoods of choice. The framework for revitalization comprises complementary strategies for housing, neighborhoods, and people that form a comprehensive, unified plan. Regular stakeholder meetings built partnerships and identified strategic opportunities, and extensive outreach in the community sought to include the viewpoints of all residents. Shortcomings in housing, social services, education, and health care were identified and strategies created to address them. The resulting plan and action steps have created momentum to raise the quality of life for all residents in Allendale, Ledbetter Heights, and West Edge.

CONTEXT AND BACKGROUND

Shreveport

The City of Shreveport is the third largest city in the state and has had a population near 200,000 for the past 30 years, a somewhat misleading statistic given that the steady population is the result of suburban growth during a period of urban decline. Over 25 square miles of land on the urban fringes have been annexed while population density in city center neighborhoods has declined. Much of this urban population loss reflects residents with choice moving to the suburbs, leaving

residents without choice living in areas with blight, vacancy, a declining tax base and fewer business and services.

The composition of the Shreveport population shifted during this period as well. The number of African Americans grew by 8% from 2000 to 2010 to reach about 55% of the 2010 population, while the number of Hispanics grew by 61.5% in that same period to 2.5% of the total population (Exhibit 1.2). About 40% of the population is between ages 19 and 49, with the highest concentration in

their twenties and early thirties (Exhibit 1.3). Almost one-third of the population is over the age of 50, a slight increase since 2000 but several percentage points below the national average. These trends indicate increasing racial diversity, a young workforce, and a growing senior population, all important components of any strategy for the future of Shreveport.

The largest economic sectors in Shreveport are oil and gas operations, health care (including medical education, research, and patient care), tourism (largely due to riverboat gaming),

Exhibit 1.2 Race and Ethnicity Profile, 2010

	PLANNING AREA	CITY OF SHREVEPORT	SHREVEPORT-BOSSIER CITY MSA
TOTAL POPULATION	5,439	199,311	398,604
White	422	82,027	224,828
<i>Percent White</i>	7.8%	41.2%	56.4%
Black or African American	4,896	109,022	155,174
<i>Percent Black or African American</i>	90.0%	54.7%	38.9%
Asian	5	2628	4652
<i>Percent Asian</i>	0.1%	1.3%	1.2%
Some other race	39	2,676	7,332
<i>Percent some other race</i>	0.7%	1.3%	1.8%
Two or more races	77	2,958	6,618
<i>Percent two or more races</i>	1.4%	1.5%	1.7%
Hispanic or Latino (any race)	75	5,018	13,816
<i>Percent Hispanic or Latino (any race)</i>	1.4%	2.5%	3.5%

SOURCE: U.S. CENSUS BUREAU, 2010 DECENNIAL CENSUS

The planning area is predominantly African American in a City that is just over 50 percent African American and has a lower percentage of the growing Hispanic demographic than the City or MSA.

Exhibit 1.3 Age Profile (U.S. Census 2010)

INDICATOR	PLANNING AREA	CITY OF SHREVEPORT	SHREVEPORT-BOSSIER CITY MSA
TOTAL POPULATION	5,439	199,311	398,604
Under age 5	331	14,474	28,323
Percent under age 5	6.1%	7.3%	7.1%
Ages 5 to 19	929	41,374	82,081
Percent ages 5 to 19	17.1%	20.8%	20.6%
Ages 20 to 24	362	15,606	28,160
Percent ages 20 to 24	6.7%	7.8%	7.1%
Ages 25 to 54	2,046	78,430	16,0078
Percent ages 25 to 54	37.6%	39.4%	40.2%
Ages 55 to 64	762	23,196	4,7445
Percent ages 55 to 64	14.0%	11.6%	11.9%
Ages 65 and over	1,009	26,231	52,517
Percent ages 65 and over	18.6%	13.2%	13.2%

SOURCE: U.S. CENSUS BUREAU, 2010 DECENNIAL CENSUS

The planning area is significantly older than the City and the MSA. Providing appropriate housing options and attracting new residents will be needed to maintain and increase the population.

Exhibit 1.4 Income & Poverty Profile, 2005-2009

INDICATOR	PLANNING AREA	CITY OF SHREVEPORT	SHREVEPORT-BOSSIER CITY MSA
TOTAL HOUSEHOLDS	2,668	77,895	150,409
Average household income	\$23,557	\$52,983	\$56,793
Median household income	\$14,902	\$35,219	\$40,146
Percent households with income less than \$25,000	71.5%	36.9%	32.4%
Percent households with income greater than \$75,000	5.3%	21.0%	24.1%
Percent households with income in last 12 months below poverty level	46.7%	20.5%	17.8%

SOURCE: 2005-2009 AMERICAN COMMUNITY SURVEY

The planning area's average and median household incomes are less than half those of the City and MSA. Almost half of planning-area households have incomes below the poverty line.

and a growing film industry bolstered by state tax incentives. Barksdale Air Force Base is the region's largest employer, located about six miles east of the Choice Neighborhood planning area in Bossier City. Another major employer is the Willis-Knighton Health system, the largest hospital system in Louisiana. It employs 5,700 people locally and includes the Willis-Knighton Medical Center, two miles southwest of the planning area.

Shreveport fared better than many areas during the Great Recession due to its energy sector, with the annual unemployment rate around 7% from 2009 to 2011 (not seasonally adjusted). Unemployment peaked in June 2009 at 8.3% and fell as low as 6.0% in April 2010. The unemployment rate was 7.1% in March 2013, below the national rate of 7.6% but higher than the 6.5% in the Shreveport-Bossier City MSA. In August 2012 a GM manufacturing plant in west Shreveport closed, resulting in 800 employees' losing their jobs. Some will transfer to other GM plants, while others will receive financial assistance from the state for job re-training.

Median incomes within the City of Shreveport have grown more slowly than in the rest of the MSA as the economy shifts toward a more service orientation. Seventeen percent of all families, and 36% of single-parent families, had incomes below the poverty

level in 2011. Educational attainment has risen, but anecdotal evidence suggests that many people with advanced degrees leave to work in other cities, such as Dallas-Fort Worth.

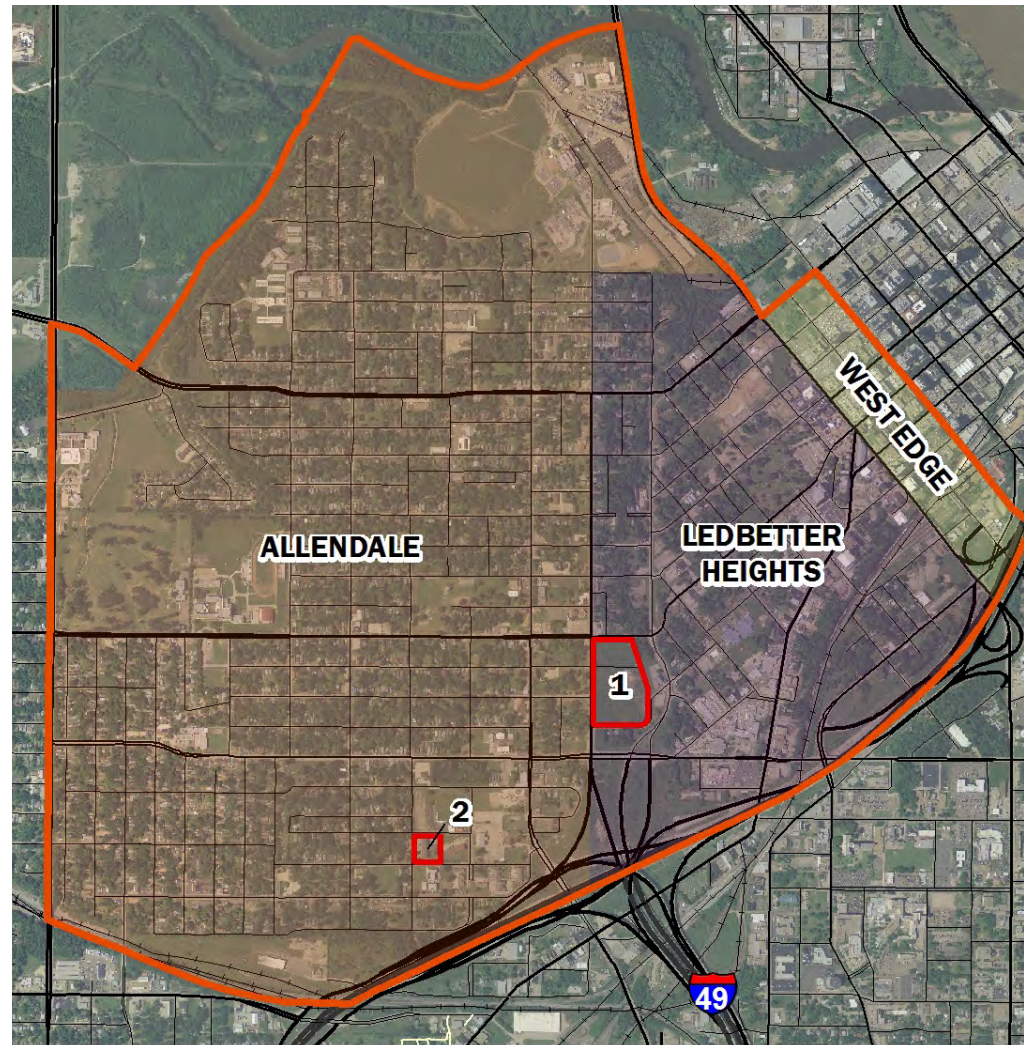
The Choice Neighborhoods

The Shreveport Choice Neighborhood planning area contains three neighborhoods that are perceived as one by many residents: Allendale, Ledbetter Heights, and West Edge (see Exhibit 1.5).

Allendale is a 150-year-old neighborhood west of the central business district (CBD). It was home to both black and white households for most of its existence until rapid decline beginning in the 1960s left it predominately low income and African American. It contains several historic sites including the house of C.C. Antoine, the first black lieutenant governor of Louisiana (1872-1877), and the house of Ann Brewster, a black female business owner active during the Civil Rights movement.

Ledbetter Heights is near the CBD and was originally known as St. Paul's Bottoms. It is listed as a historic district for its role as an African American entertainment, music, and commercial center in the 1940s and 1950s. Texas Avenue was the primary commercial corridor and retains many of its original one- to three-story masonry buildings (although

Exhibit 1.5 The Choice Neighborhood Planning Area



The two targeted sites within the planning area: 1) the vacant Jackson Heights site; 2) Galilee Majestic Arms Section 202 Senior Housing

often in very poor condition). Its reputation as a music and cultural hub was built around venues such as the Municipal Auditorium in which musicians like Elvis Presley and Hank Williams, Sr., performed. The neighborhood's current name honors iconic early twentieth-century blues singer and guitarist Huddie "Lead Belly" Ledbetter who was born in Caddo Parish and frequently performed in the area. Over the last thirty years, however, the neighborhood experienced a precipitous decline in population and a resultant increase in disrepair and vacant lots caused by blight elimination efforts.

West Edge is an emerging arts district bordering downtown. It is home to ArtSpace, a fine arts facility with exhibition space, dining, and education programs. The area also contains historic commercial buildings and

one of the few options for downtown living, the Fairmont Tower Apartments at Cotton and Common Streets which accepts Section 8 vouchers and is in need of renovations.

These neighborhoods have significant regional importance due to their close proximity to downtown yet are emblematic of inner city disinvestment. The neighborhoods have experienced dramatic population loss in the last thirty years, with a resulting concentration of poverty, high levels of unemployment, widespread vacant housing and vacant lots, and a large number of adjudicated (tax-delinquent) properties.

The most significant recent projects in the Choice Neighborhood planning area are the Shreveport Common Vision Plan and the Millennium Studios development. The

Shreveport Common Vision Plan was funded by a grant from the National Endowment for the Arts, completed in 2011, and approved by the Metropolitan Planning Commission and Shreveport City Council. It envisions Texas Avenue as an emerging cultural district near the West Edge with new housing, public space, and programming. In early 2013 the Shreveport Regional Arts Council (SRAC) moved into Central ArtStation, the product of a \$5.5 million renovation of the Central Fire Station which now serves as an artist resource center with business training classes and studio/performance spaces. Millennium Studios built a \$10 million sound stage and production facility in Ledbetter Heights and has plans for future expansion including housing, retail, and office. Other recent development in the planning area consists of small-scale, scattered site infill housing



Millennium Studios opened a new \$10 million facility in Ledbetter Heights in 2011



Texas Avenue is a former African-American commercial district that today suffers from widespread vacancy and disrepair.

built by nonprofits with a social mission. Coordination among these investments has been minimal so their collective impact is marginal.

SHREVEPORT CHOICE NEIGHBORHOOD PARTNERSHIP

The partnership guiding the Shreveport Choice Neighborhood planning process is led by the co-grantees: the Northwest Louisiana Council of Governments (NLCOG—the local metropolitan planning organization) and the City of Shreveport, particularly the Department of Community Development (DCD). The partners identified in the grant application are the Caddo Parish Public Schools, the Shreveport Regional Arts Council, and Volunteers of America.

The co-grantees finalized agreements with the planning team in June 2011. The members of the team and their roles are shown in Exhibit 1.6. Goody Clancy & Associates is the planning firm that prepared the city's recent master plan and had an extensive working knowledge of the neighborhood within the context of the city. The founding principal of Chloé Duplessis Consulting grew up in and currently lives in Allendale and has built on her personal relationships to increase the reach of the engagement process.

Exhibit 1.6 *Planning Team*

Choice Neighborhood Leadership

Grant Awardees

- Northwest Louisiana Council of Governments (NLCOG)
- City of Shreveport

Partners

- Shreveport Regional Arts Council
- Caddo Parish Public School System
- Volunteers of America

Planning Team

- Goody Clancy (Housing and Neighborhood)
- Strategies for Community Solutions (People)
- Louisiana State University–Shreveport (needs assessment)
- GCR Inc. (market study)
- Chloé Duplessis Consulting (outreach)
- Providence Engineering (transportation)
- Executive Committee, Housing Committee, Community Advisory Group

Community Partners

- Allendale-Lakeside-Ledbetter Heights Partnership (ALL)
- Texas Avenue Community Association (TACA)
- Galilee Baptist Church
- Mount Canaan Baptist Church
- Evergreen Baptist Church
- Shreveport Sun
- Foundation for Louisiana
- Louisiana Association of Nonprofit Organizations
- The Community Foundation of North Louisiana
- Purpose Built Communities

RESIDENT ENGAGEMENT

The timeline in Exhibit 1.7 shows the ongoing community engagement process and the variety of techniques used to reach a broad audience. The goals were to inform residents of the process, listen to their needs and opinions, and engage them in the process of developing the plan.

Community Advisory Group

The residents of Allendale and Ledbetter Heights are crucial long-term partners in the planning and implementation process and a variety of methods were used to engage them. The Community Advisory Group is an important part of this effort and consists of 11 local residents and business owners identified in the Acknowledgements section at the beginning of this report. This group has met regularly since March 2012 to discuss pertinent local issues in open meetings at the Wallette Branch Library.

Community Workshop Weekend: Housing and Neighborhood Transformation Plans

A Community Workshop took place at Galilee Baptist Church on August 11 and 12, 2012. Approximately 50 residents and interested

community members attended to learn about the process and discuss their needs and ideas with the planning team. Activities included a visual preference survey to gauge attitudes toward various housing types, a personal vision survey that was shared within small groups to identify common ideas for the future of the planning area, and interactive exercises to inform the development of the draft neighborhood and housing transformation strategies. At the end of the workshop, participants from each small group shared their group's results with all the participants to clarify important themes and affirm a general direction. At an open house the next day, the planning team presented initial design concepts to refine their approach based on community input.

Attendees had positive reactions to both events, in particular the small group activities in which residents met new people and discovered common aspirations. They expressed a desire to see more young people involved, with several stating that students and young professionals would gain the most from the transformation of Allendale and Ledbetter Heights into neighborhoods of choice once more. Residents who were unable to attend had access to workshop summaries and copies of the presentation distributed through the City of Shreveport and Duplessis Consulting at subsequent meetings, where additional input was gathered.

Visioning and Listening Sessions

Individual and small group discussions have taken place throughout the process. Community visioning sessions took place in October 2012 addressing education; economic activity and workforce readiness; and the arts, recreation, and cultural aspect of the Choice Neighborhood planning process. An additional session on health care and wellness took place the following month, along with follow-ups on workforce development and arts and culture.

In November 2012, fifteen residents from Galilee Majestic Arms met to discuss their needs and visions for the future. The relationship with police was one topic, with a desire for more police patrols to decrease the perceived lack of safety rather than simply responding to crime after it happens. Participants wanted to see improved relationships between police and the community to support mutual efforts to increase safety, as well as better lighting and more activities for children and young adults in the neighborhood. Several residents also expressed a desire for more activities and destinations for seniors, citing the loss of places like the Star Theater, Harlem House, and other landmarks and businesses that have not been replaced.

[A] wonderful opportunity to build neighborhoods [and] community for years to come.
—ALLENDALE RESIDENT

Exhibit 1.7 **Project Timeline****2011****MARCH 18**

Choice Neighborhood planning grant awarded

MAY 19

Kickoff site visit with HUD

2012**MARCH**

Facebook page launched

MARCH 15

Inaugural meeting of the Community Advisory Group (public meetings, held monthly at library)

MARCH-JUNE

Community Survey outreach

MAY

Community outreach effort at Booker T. Washington High School graduation

MAY 18

CN/SPAR Outdoor Movie in Allendale Park draws over 200 residents

JUNE

Planning Team finalized; begins work

AUGUST 11-12

Community Workshop and Open House weekend produces draft vision statement and kicks off neighborhood planning effort

AUGUST

Back-to-school night event at J.S. Clark Elementary

OCTOBER 8-9

Community visioning sessions held on education, economic activity & workforce readiness, and arts/recreation/culture

NOVEMBER

Community Listening Sessions held on healthcare & wellness, workforce development, and arts & culture

NOVEMBER 9

Galilee Majestic Arms listening session

DECEMBER 29

Draft plan submitted to HUD

2013**FEBRUARY 11**

Public meeting: draft plan presented; begin gathering feedback

MARCH 14

Community Listening Sessions with former residents of Jackson Heights (17 in attendance)

MAY

Second survey conducted, targeting church attendees

MAY 31

Second annual CN/SPAR Outdoor Movie in C.C. Antoine Park

JUNE

Fund for Allendale and Ledbetter unveiled to public

JUNE 29

Final plan submitted to HUD

Former Jackson Heights residents living at Galilee Majestic Arms and Eden Gardens were invited to a session in March 2013 dedicated to their experiences and hopes for the future. They spoke of the community that existed there, the mutual assistance people gave and received, and a desire to see that type of community recreated on the redeveloped site. Many lived there until the site's demolition and several expressed a desire to return once it was rebuilt.

Draft Plan Presentation

The draft transformation plan was presented to around 120 members of the community in February 2013. An open house after the presentation allowed attendees to learn more about specific strategies, ask questions, and offer their input about improvements or additional areas to consider. The need to address vacant houses and the poor condition of many existing streets were mentioned by several residents. Also included in this meeting was a progress update about Shreveport Common which highlighted many of the recent achievements and near-term plans.

Community Capacity Building

A community capacity-building program will begin in fall 2013. NeighborWorks will offer its "Preparing for Transformation" class targeted to neighborhood leaders and the Foundation for Louisiana will offer its LEAD

training program (Leadership, Engagement, Advocacy, and Development), a three-pronged approach to providing the skills for residents to become effective leaders and champions for their needs.

- **The Choice Leaders Capacity Building Program** will focus on existing neighborhood leaders.
- **The Area Resident Capacity-Building Program** will target those with prior involvement in the Choice Neighborhood planning efforts.
- **The Choice Youth-Leader Training Program** will provide 40 students at Booker T. Washington New Tech High School with hands-on experience developing and leading a community volunteer project as part of a leadership development curriculum.

Each program is tailored to the target audience, and the overall effort includes sessions on community leadership development, project planning and assessment, financial planning and accountability, community planning principles, and leadership skill development.

Church Involvement

Forty neighborhood churches represent another key component of the community-outreach and involvement process. They have provided meeting space, publicity for public



Residents at the Community Workshop engaged in small group exercises before discussing their priorities with all the participants.



outreach events, and leadership throughout the process. Surveys were administered at four churches in May 2013 to solicit the opinions of attendees about the neighborhood. Only 31 percent of these respondents currently live in the Choice Neighborhood planning area but almost half of those who live outside now moved from the area. This suggests the strength of their ties to the neighborhood and their potential to become outside advocates for

The Vision

FOR THE SHREVEPORT CHOICE NEIGHBORHOOD



Soon after receiving the Choice Neighborhood Planning Grant, the planning partners came together to establish general principles to guide the process. These goals reflect the three focus areas of the Choice Neighborhood planning process:

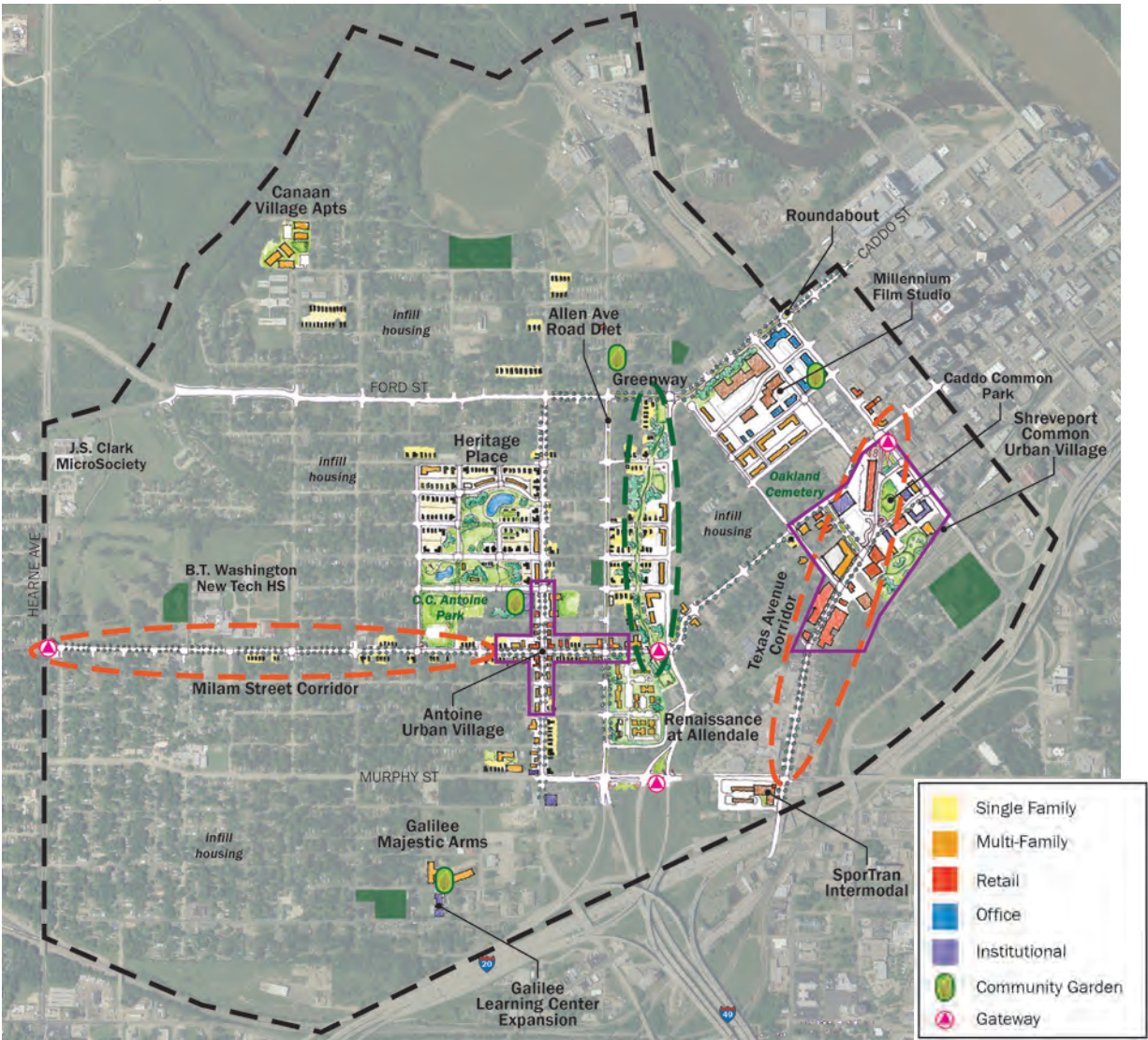
- Create better opportunities for residents.
- Build neighborhoods of amenity and access to opportunity.
- Provide mixed-income and sustainably designed housing throughout the planning area.

During the August 2012 Community Workshop, residents provided input that became the basis for the specific neighborhood vision. Through individual visioning exercises and interactive small group exercises, common values were identified, preliminary goals established, and priorities set forth. A draft vision statement was available for comment during the Open House, during which time residents provided additional feedback. The statement that emerged from this collaborative process speaks of ambitious goals for a successful, attractive, and inclusive neighborhood of which residents can be proud. The Shreveport Choice Neighborhood Vision Statement will guide the ongoing improvement process in Allendale, Ledbetter Heights, and West Edge.

VISION STATEMENT

The Shreveport Choice Neighborhoods of Allendale, Ledbetter Heights and West Edge will be a thriving, safe, and healthy community of diversity and opportunity for longtime residents and new residents. We will build vibrant, mixed-income, mixed-use, connected places with a variety of attractive and affordable housing choices, beautiful gateways and corridors, retail and services for residents, routes for walking and biking, and strong links to schools, training, and jobs. We will build neighborhoods that honor our heritage and that will make us proud. We will be a community that fosters and supports positive outcomes related to education, safety, employment, economic mobility and health, for all families and individuals who reside in Allendale, Ledbetter Heights, and West Edge.

Exhibit 2.1 Neighborhood Vision Plan



Focus areas of the transformation plan include Milam Street and Texas Avenue as well as larger-scale redevelopment at Heritage Place and near Millennium Studios.

The Neighborhood Today



change. When asked what would make them consider moving to the area, better housing and more amenities were frequent responses.

PEOPLE

Demographics

The 2010 U.S. Census listed a population of 4,481 residents in Allendale, a decrease of 47.8% since 1990, and 2,028 households, representing a 37.5% decline. Both numbers are the continuation of a long-running pattern of decline over the last 30 years. 44% of the population is over the age of 50 and almost half of the households represent individuals living alone. A sizable contingent of households consists of non-related roommates or grandparents acting as caregivers for grandchildren. Almost half of area households lived below the poverty line in 2009. The 2010 median income was only \$14,270, nearly \$20,000 less than the median income citywide.

Because Allendale is located near major employment centers (the CBD to the east and the medical district to the south), there are few jobs inside the neighborhood itself. Only 731 jobs were identified in Allendale, with about half located along the main thoroughfares Pierre Avenue and Milam Street. Most of these are in health care, educational, or religious organizations, though the education numbers are lower now after the closing of two neighborhood elementary schools in May 2012.

Residents in Allendale have made some gains in educational attainment since 2000 but are still behind the rest of the city. In 2000 only 55% of residents had at least a high school diploma. By 2009 this increased to 74% but was still 10 percentage points behind Shreveport as a whole. Only 15% of residents had an associate or bachelor degree in 2009.

The 2010 U.S. Census listed a population

of only 519 residents in Ledbetter Heights, a decrease of 78.6% since 1990, and 206 households, representing a 76.1% decline. Nearly three-quarters of the population is between ages 20 and 59, indicating a younger demographic than Allendale, and almost three-quarters of current households are individuals living alone. More than 70% of households in the area lived below the poverty line in 2000, but current estimates are that almost all live

below the poverty line today. The 2010 median income was only \$13,262, more than \$20,000 less than the City of Shreveport as a whole.

Ledbetter Heights has 94 employers and 1,713 jobs concentrated along Texas Avenue. More than 70% of jobs are in government functions including nearly 700 employees of the police department. There are few retailers or restaurants to serve these workers however.

In the overall Choice Neighborhood planning area, many are long-time residents. Among householders, half moved into their unit before 2000 and 25% moved in before 1980. The number of long-term residents could be even higher because these figures do not account for householders who may have moved to their current housing unit from another one in the planning area. These figures do indicate a large stable base of people who have witnessed the neighborhood change over time.

Education

Over the past five years there have been dramatic changes affecting schools in the Choice Neighborhood community. A new state superintendent of education was selected in early 2012 and a new Caddo Parish School District superintendent was recently appointed. Major changes to accountability standards and state assessments were implemented at the state level over the past three years, and the local 20/20 Vision Plan has had a dramatic impact. Two elementary schools in the neighborhood were closed in 2012, creating a total of five vacant schools in Allendale. J.S. Clark was subsequently transformed from a middle school to an elementary school serving grades K-6 and Booker T. Washington High School was expanded to accommodate 7th and 8th graders as well as high schoolers.

Exhibit 3.1
Percent Labor Force by Employment Status, Age 16 and Up

	% CIVILIANS EMPLOYED		% LABOR FORCE UNEMPLOYED	
	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE
Shreveport-Bossier City MSA	92%	95%	8%	8%
City of Shreveport	90%	95%	10%	10%
Allendale	83%	86%	17%	17%
Ledbetter Heights	77%	93%	23%	10%

SOURCE: 2005-2009 AMERICAN COMMUNITY SURVEY, U.S. CENSUS BUREAU

Exhibit 3.2 Percent of Households Below Poverty

	TOTAL HH POVERTY STATUS		% HH BELOW POVERTY		% FAMILY HH BELOW POVERTY		% NONFAMILY HH BELOW POVERTY	
	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE
Shreveport-Bossier City MSA	110,326	127,502	24%	21%	14%	11%	10%	10%
City of Shreveport	57,368	63,412	28%	25%	16%	12%	12%	12%
Allendale	2,025	975	62%	100%	27%	25%	34%	75%
Ledbetter Heights	534	174	71%	100%	42%	36%	29%	64%

SOURCE: 2005-2009 AMERICAN COMMUNITY SURVEY, U.S. CENSUS BUREAU

These two schools also underwent major curriculum revisions intended to improve performance and meet contemporary educational needs.

Booker T. Washington New Tech High School now employs project-based learning activities with digital technology to help students meet modern workforce demands. J.S. Clark Microsociety Academy was transformed through a partnership with the national nonprofit organization Microsociety that revamped the curriculum to focus on life-skill-based learning and to foster intensive parent and community involvement.

Prior to reorganization, Booker T. Washington High School had an enrollment of 329 students with 284 (86%) eligible for free or reduced-price lunches (2010-11 academic year). For the seventh consecutive year the school was rated an “Academically Unacceptable School” (AUS). Although a new principal with experience leading a school out of the AUS category

was hired for the 2011-12 academic year, it is currently one of four high schools in Caddo Parish slated for possible state takeover in 2014.

J.S. Clark is a consolidated elementary school with students from the now-closed Central and West Shreveport Elementary Schools part of the student body. It was one of two Louisiana schools to exit AUS status in 2011 even though the minimum score to do so was increased, but remained on the watch list. At this point it is too early to further understand the performance of the new curriculum format since its doors only opened this past academic year (2012-2013).

Social Services

Local social service providers include three health service centers, five daycare centers, two homeless shelters, and fifteen general social service providers. Two important providers are the Galilee Learning Center and the

Willis-Knighton Community Health and Wellness Clinic. The Galilee Learning Center, located in Allendale, is at capacity serving 84 children in nursery and pre-K through grade 4. It is open five days a week and also offers GED and adult computer literacy classes. The Willis-Knighton Community Health and Wellness Clinic is also located in Allendale and provides health care regardless of a patient’s ability to pay, in addition to prevention and education services. Uniquely, it includes a fitness center with low membership fees that is believed to be the first in the nation developed by a hospital to serve a medically under-served neighborhood.

Summary

The demographic trends and current socioeconomic status of the Choice Neighborhood planning area illustrate the need to stabilize population numbers and attract new residents. Improved access to jobs through workforce development programs tailored to existing

Exhibit 3.3 Educational Attainment by Percentage of Population, Age 25 and Up

	TOTAL POPULATION, AGE 25+		LESS THAN HS DIPLOMA		HS DIPLOMA		SOME COLLEGE		ASSOC. OR BACHELOR'S		GRAD DEGREE	
	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE	2000	2009 5-YEAR ESTIMATE
Shreveport-Bossier City MSA	236,366	249,155	21%	16%	33%	35%	23%	22%	17%	20%	7%	7%
City of Shreveport	124,449	125,543	21%	16%	31%	33%	22%	21%	18%	21%	7%	8%
Allendale	3,945	3,315	45%	26%	35%	40%	11%	15%	8%	15%	2%	3%
Ledbetter Heights	912	484	56%	20%	29%	49%	8%	24%	4%	7%	2%	1%

SOURCE: 2005-2009 AMERICAN COMMUNITY SURVEY, U.S. CENSUS BUREAU

Resident Needs Assessment Survey

The Resident Needs Assessment Survey is typically conducted among residents of existing public housing to help determine their specific needs. Since Jackson Heights was demolished before resident-tracking requirements were put into place, HACCS has knowledge of only 37 former residents still in its system (17 families in Section 8 housing, 17 in public housing, and three in other subsidized housing). To gauge resident needs in the planning area, the survey went to 1,191 residential addresses in the neighborhoods. Two hundred and thirty-six households completed surveys for a 23% response rate. Surveys were initially administered door-to-door; households that could not be reached this way were contacted by mail or by phone if a number was available.

Jobs and Employment

- Seventy-seven percent of households surveyed said that opportunities to work

in the neighborhood are important, but when asked how satisfied they are with current opportunities, only about 40% are satisfied.

- About 74% of households ranked access to youth employment as important or very important.
- Only 20% of households are currently satisfied with access to youth employment opportunities in the neighborhood.

Public Education

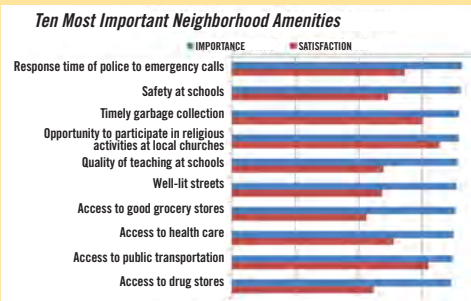
- For all households surveyed, 53% were either dissatisfied or very dissatisfied with the school options in the neighborhood.
- Of those households with children currently in school in the neighborhood, 82% disagreed or strongly disagreed that report cards and important papers from their child's school are easy to understand.
- Similarly, 75% reported disagreement to the indicator, "I feel like I could call my

child's teachers if I wanted to know how my child was doing," and less than 10% agreed that they feel welcome in their child's school.

- Access to information about education and training programs was rated as important or very important by 80% of respondents, but they ranked their satisfaction with what is currently available as poor, with only 42% of respondents saying they were satisfied or very satisfied.

Health and Social Services

- Access to health care was important to 87% of households surveyed but only 56% of households are currently satisfied with access to health care in the neighborhood.
- Over 80% of households reported that they would participate in neighborhood healthy eating programs if they were offered and almost 90% said they would participate in neighborhood physical activity programs.
- At least half of all households said there was a time that they did not get medical, dental or vision services or prescription drugs when needed because they could not afford the cost.
- About 16% of households did not get needed mental health, substance abuse counseling/treatment, or other health related support because of cost.
- The greatest barrier to using health



and family support services is that the current options are not open or available when convenient or that it takes too long to get the services needed.

Need for Businesses and Amenities

- Over 84% of respondents said access to local business was important and 62% are currently unsatisfied.
- Seventy-five percent of households rated access to good grocery stores as very important, but only 20% were very satisfied with current access.
- The biggest barrier to using existing adult education and job services was that services were not open or available when convenient and they were too hard to access.
- About fifty percent of residents are dissatisfied with the opportunities to start a small business in the neighborhood.

Public Safety

- When asked about response time of police to emergency calls, 90% of household said that this was important or very important, but residents were divided in their satisfaction of this indicator with about 42% reporting dissatisfaction.
- Ninety percent of respondents rated safety in schools as important or very important. Only 46% of respondents are currently satisfied or very satisfied with safety in schools.

- Forty-eight percent of residents reported that they did not feel safe walking in their neighborhood, day or night and disagreed with the statement, "Violence and crime are not a problem in my neighborhood."

Neighborhood Perceptions

- Fifty-four percent of respondents would move to another neighborhood in Shreveport if they could and only 24% said they prefer to stay.
- Thirty-five percent of respondents think that their neighborhood will change for the better in the next five years, compared to 25% who think it will stay the same and 12% who think it will change for the worse.
- Sixty-three percent of residents feel that they have the ability to improve their neighborhood or make decisions that affect it.
- When asked about one thing in their neighborhood respondents feel proud of, common responses included quietness, people and neighbors, and the respondent's home.
- When asked about one thing the neighborhood does not have that residents wish it did, common responses included a grocery store, better housing, more stores, and recreation options.

residents will be another critical component of the plan to ensure they can compete for jobs in and near the planning area.

Monitoring the progress of the school transitions at Booker T. Washington and J.S. Clark will be important to determine areas for additional focus.

Finally, employment centers and social services should be more easily accessible by transit to ensure that workers, children traveling to after-school programs, adults attending



Three typical neighborhood scenes depict the range of physical conditions present in the area.

continuing education classes, and seniors visiting health services, can get to those locations without having to rely on a car.

NEIGHBORHOOD

Existing Physical and Land Use Characteristics

The physical characteristics of Allendale, Ledbetter Heights, and the West Edge help inform strategies to improve their condition. Both are developed with a grid pattern of streets with walkable block sizes and small lots, but walking is an unattractive option due to widely varying sidewalk conditions, with many disconnected segments and others in poor condition. The Allendale/Lakeside area earns 41 out of 100 points on WalkScore, placing it in the middle of Shreveport neighborhoods, but the score largely reflects the West Edge and not Allendale or Ledbetter Heights (source: www.walkscore.com/LA/Shreveport/Allendale,_Lakeside, retrieved 12/5/2012).

Allendale features old-growth tree canopies that add character that can attract new residents, and some areas have significant variations in topography that are both visually appealing and a challenge to large-scale redevelopment. Pete Harris Drive represents the lowest point between the two neighborhoods and acts as a de facto dividing

line and perceived barrier separating the adjacent communities. Bridging this gap will be important to better connecting Allendale to Ledbetter Heights and to downtown, which will increase its appeal to workers and those looking for a close-in neighborhood.

Zoning is primarily residential in the Choice Neighborhoods, although Ledbetter Heights has a mix of commercial zoning along Texas Avenue and the West Edge is zoned entirely commercial (Exhibit 3.4). The City of Shreveport is beginning a process to create a Unified Development Code which it hopes to complete by 2014 to align zoning with the recent master plan and with subdistrict plans such as this one.

Two primary land-use challenges will confront redevelopment: vacant and blighted properties, and ownership of properties by nonprofit or public entities.

As expected due to the large decline in population, blight and vacancy rank as significant problems. Over 57% of properties are vacant and/or adjudicated, with most of these in a state of disrepair that detracts from the neighborhood. Adjudicated properties are tax-delinquent properties that were auctioned by the Parish and City but did not sell and many have clouded title (see Exhibit 3.5 for more information). These 1,327 properties present a legal impediment to redevelopment.

Exhibit 3.4 **Zoning**

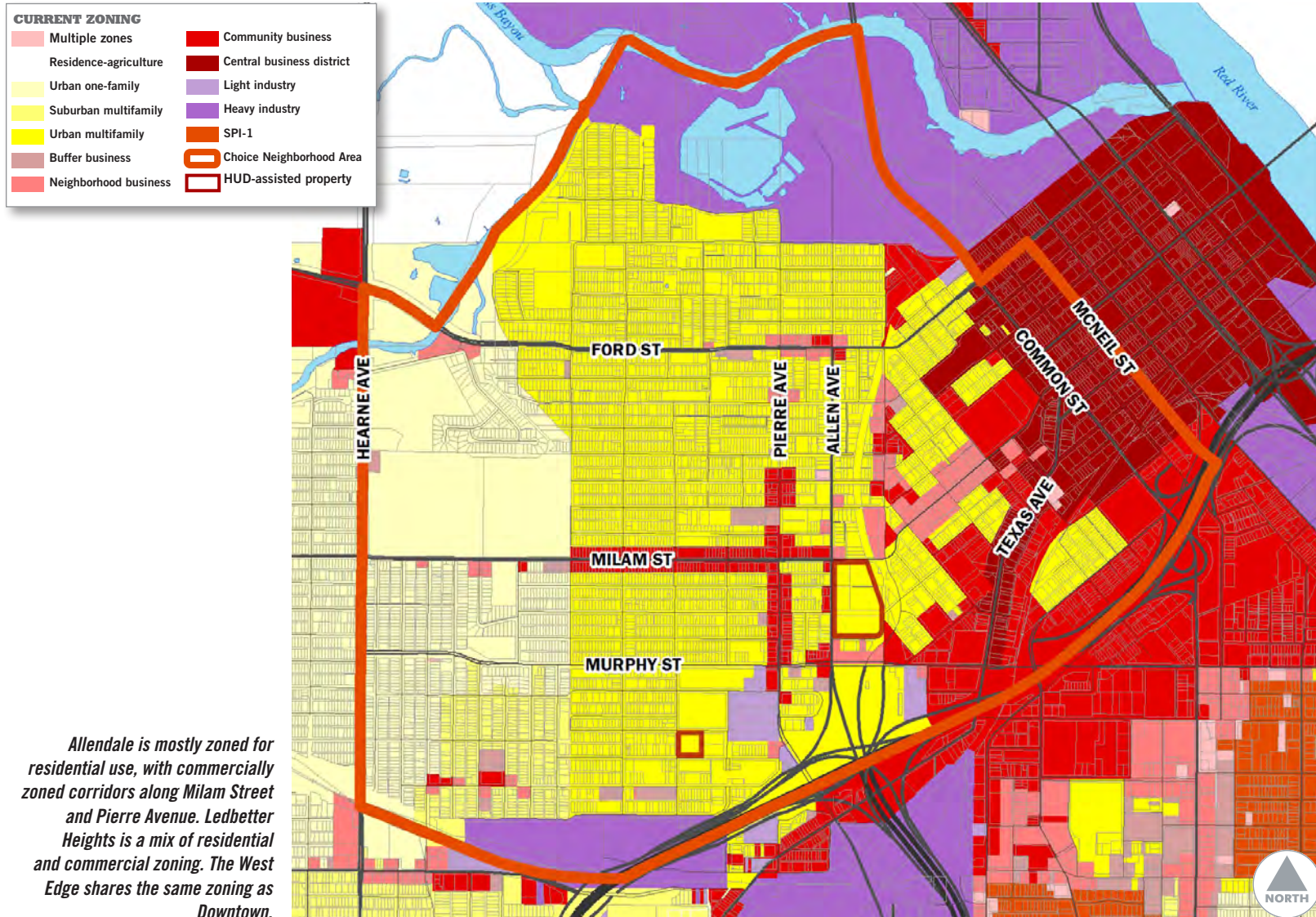
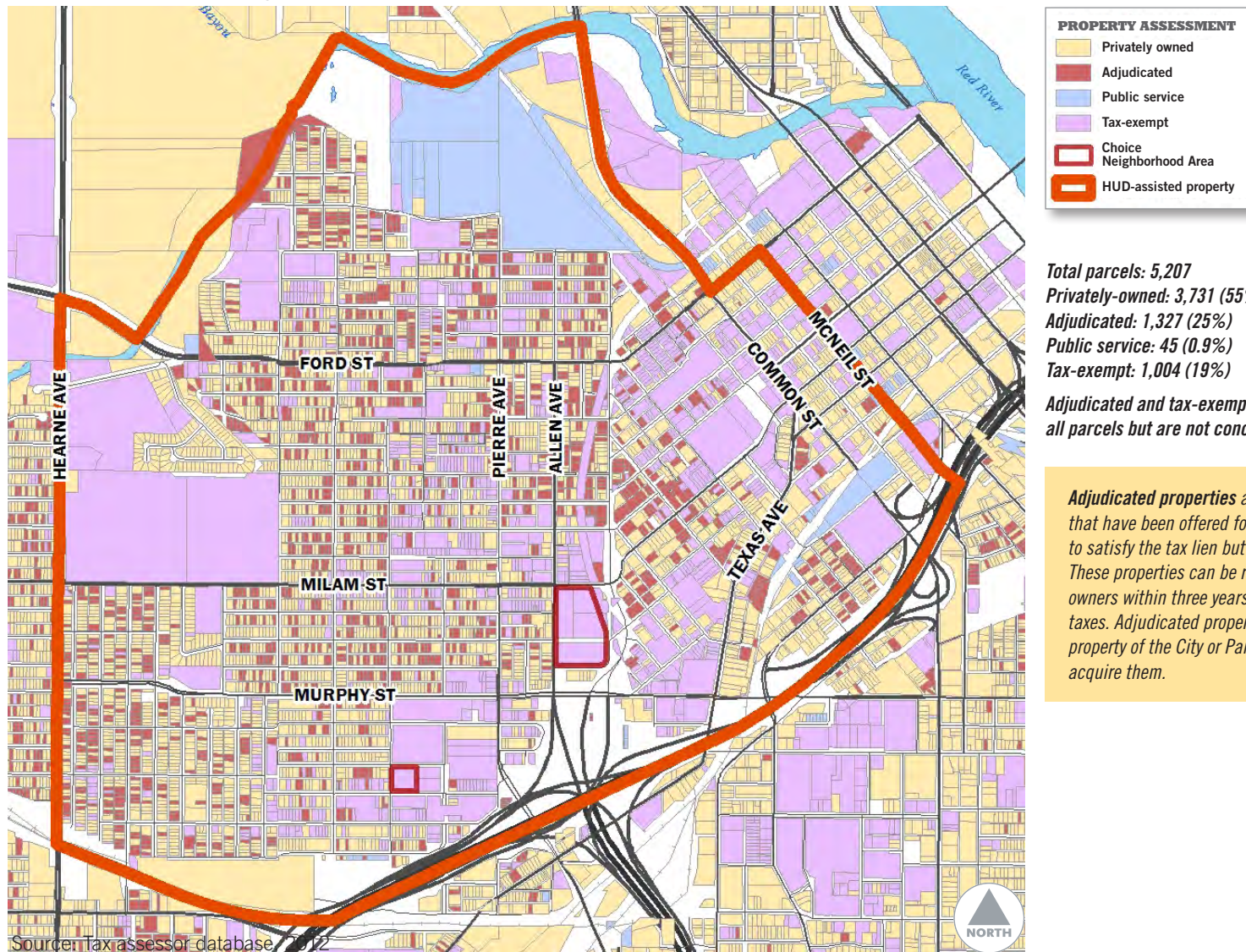


Exhibit 3.5 **Vacant and Adjudicated Land Parcels**

Total parcels: 5,207
 Privately-owned: 3,731 (55%)
 Adjudicated: 1,327 (25%)
 Public service: 45 (0.9%)
 Tax-exempt: 1,004 (19%)

Adjudicated and tax-exempt parcels comprise 44% of all parcels but are not concentrated in any one area.

Adjudicated properties are tax-delinquent properties that have been offered for sale by the City or Parish to satisfy the tax lien but did not sell at auction. These properties can be redeemed by the original owners within three years by paying the outstanding taxes. Adjudicated properties do not become the property of the City or Parish unless they act to acquire them.

If a new owner purchases an adjudicated property at auction and makes improvements, their investment can be lost if the original owner redeems the property by paying their past taxes within three years. The risks and costs of clearing title on adjudicated properties combined with low property values means that most adjudicated properties remain vacant or in disrepair. Overall, 2,414 vacant lots in Allendale and Ledbetter Heights constitute almost half of the properties in the neighborhoods. City-sponsored blight-elimination programs cleared many of these lots but no new buyers came in to maintain or build on them. Additionally, almost 20% of all properties have either public or tax-exempt ownership (compared to only 6.2% of all parcels in the City of Shreveport) and generate no tax revenue that could be reinvested in the neighborhood.

Transportation

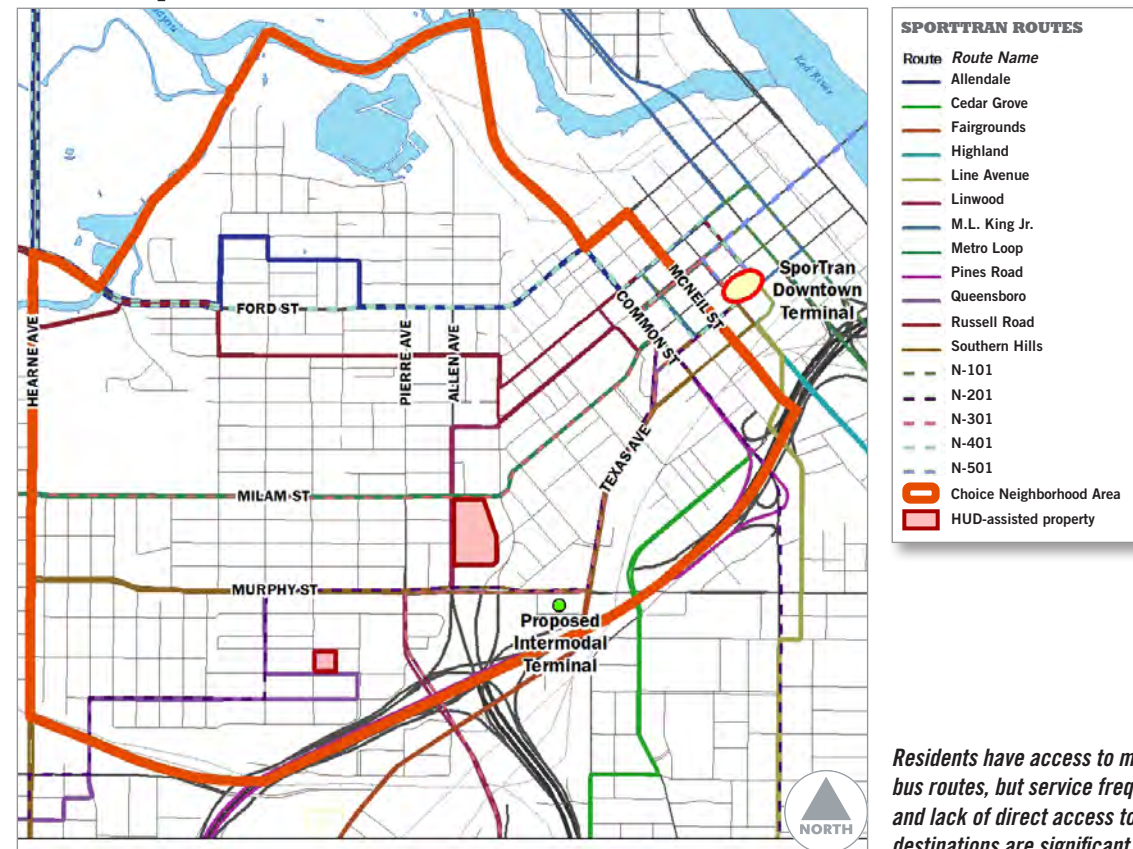
An estimated 41% of residents in the Choice Neighborhood planning area lack access to a personal vehicle which makes viable transportation alternatives very important. Almost 14% of workers in the planning area commute via carpool while over 11% commute by bus (compared to around 9% and 2.5%

respectively in Shreveport). Around 80% of Choice Neighborhood workers can travel to work in under 30 minutes.

Twelve regular bus routes and five night routes serve the planning area with many stop locations but infrequent service (Exhibit 3.6).

For the most part, stops lack accommodation for inclement weather which makes using this service less attractive. The SporTran downtown hub, where most transfers occur, is located at 400 Milam Street. Its location forces many residents to make multiple time-consuming transfers to travel to other parts of

Exhibit 3.6 **SporTran Bus Routes**



Residents have access to many bus routes, but service frequency and lack of direct access to many destinations are significant issues.

the city such as the job centers to the south.

The primary vehicular corridors in Allendale are Milam Street, connecting Hearne Avenue on the west with downtown, and Pierre Avenue, connecting Ford Street on the north with Linwood Avenue, the medical district, and shopping to the south. Other main streets include Murphy Street, Allen Avenue, and Texas Avenue.

The neighborhoods also have easy access to I-20 and I-49 via Allen Avenue and Pete Harris Drive, providing regional connections for residents with cars and downtown workers. A highly debated extension of I-49 is under consideration that would connect the current termination of the interstate with the I-220 loop to the north, splitting the planning area along Pete Harris Drive and jeopardizing development on the Jackson Heights site. This proposal is one of several alternatives currently in the midst of the process to develop a draft Environmental Impact Statement (EIS) to determine the extent of environmental and social impacts it would have. Five more public meetings have recently been scheduled before the draft EIS will be produced.

Neighborhood Assets

Primary neighborhood assets include its central location, active church communities,

and natural setting. The planning area's adjacency to the city's main job centers in the Central Business District to the east and the medical district to the south is an important asset for attracting new residents. Downtown also offers cultural amenities and entertainment options that provide additional opportunities for current and future residents, and there is easy access to the interstates for those with jobs further away. The area has a multitude of strong church communities that provide vital services for residents, and the physical environment of mature trees and rolling topography sets it apart from many other neighborhoods.

There are also eight parks and two recreation centers in the Choice Neighborhood planning area as identified in Exhibit 3.7. There are 27 acres of green space available to residents for daily use (70 acres when including the Jerry Tim Brooks Golf Course). Maintenance levels vary across the parks as well, with some in need of significant repair. The National Parks and Recreation Association recommends 10 acres of green space per 1000 residents, meaning the area needs another 25-30 acres just to meet the needs of current residents.

In addition, Allendale has the Jerry Tim Brooks Golf Course, and the Downtown YMCA on the eastern edge of Ledbetter Heights. Brooks Golf Course hosts the

First Tee of Northwest Louisiana, the local branch of a national program that works to "impact the lives of young people by providing education programs that build character, instill life-enhancing values and promote healthy choices through the game of golf."

The planning area contains relatively few other neighborhood assets such as grocery stores, health care providers, or social services within its boundaries. It is considered a food desert by the USDA because there are no nearby full-service grocery stores; the food stores that exist are convenience-type stores with limited selection and minimal, if any, fresh food.

Retail Market

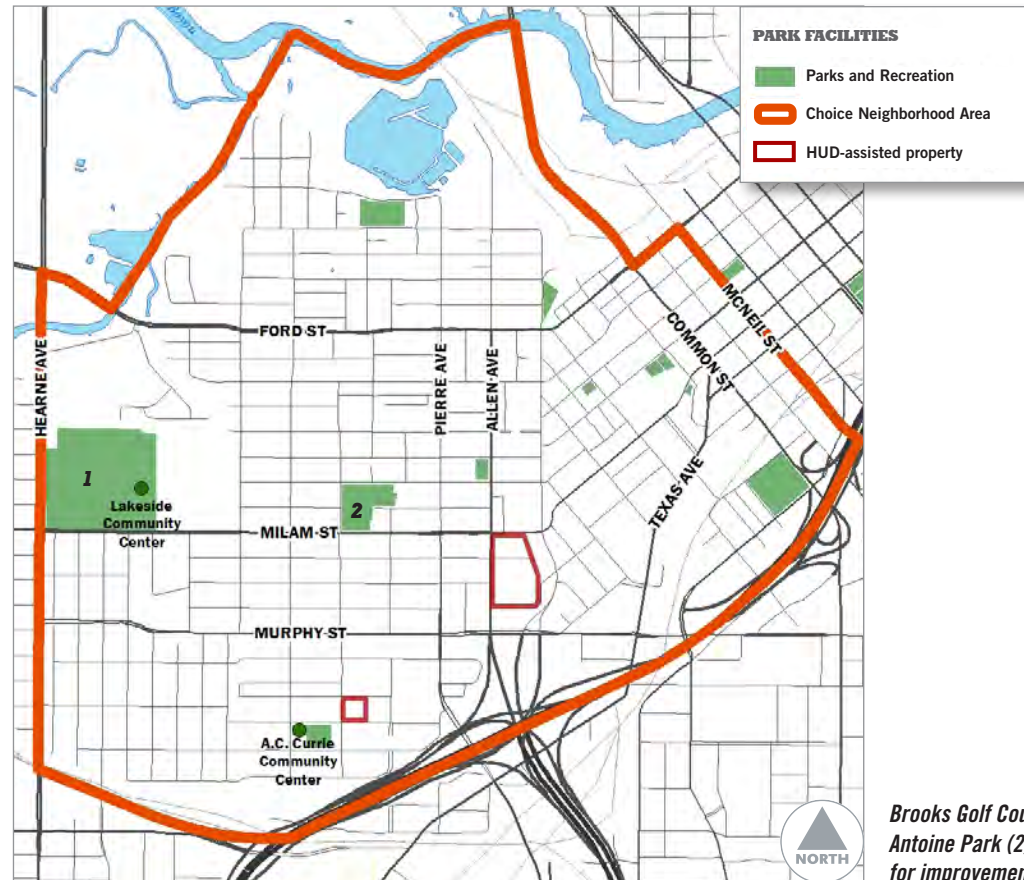
The retail market analysis conducted by GCR found that the regional market is strong due to Shreveport's status as a regional destination, its location at the intersection of two interstate highways, and its growing presence as a tourist and entertainment destination. The report identified two gaps in retail service exist that could benefit redevelopment in the Choice Neighborhoods: a lack of retail serving the mid-day and weekend downtown audience, and a lack of 'Main Street' neighborhood-serving retail.

Currently, urban core markets like Allendale, Ledbetter Heights, and the West Edge are drastically underserved. Allendale has an

almost nonexistent retail market in many categories, with \$3,463,900 in actual total sales. Food and beverage stores account for almost half of these sales, but there is still a gap between demand and actual sales in this category. Bigger gaps exist in the categories of food services and drinking places, general merchandise stores, and gas stations, all contributing to an overall internal demand estimated at around \$19,970,900. From a gap-analysis perspective, the best potential exists for a new health and personal care store, limited-service restaurant, or a gas station. Resident demand for a grocery store is high, but the economics to support one would require many more households in the neighborhood before it would be feasible without substantial subsidy (for more information, see Neighborhood Strategy 3-A).

Ledbetter Heights has a rapidly evolving market due to changes occurring around Texas Avenue and the Millennium Studios site while the downtown market experiences a small but important increase in demand for denser, more urban housing. Ledbetter Heights had \$5,897,400 in actual total sales, with a majority coming from the food services and drinking places category which exhibits a large surplus of sales compared to internal demand. Overall internal demand is only around \$3,638,900 due the neighborhood's small current population. The best opportunities exist for

Exhibit 3.7 Parks and Recreation Centers



Brooks Golf Course (1) and C.C. Antoine Park (2) have secured funding for improvements.

neighborhood-scale basic retail services that could also serve downtown residents and workers, including a limited-service restaurant and gas station.

Nonprofit Activities

Churches are the primary type of nonprofit working in the planning area. Galilee Baptist Church is one of the oldest and has an active development focus. It created Galilee City, a

Fuller Center houses in northeast Allendale



A new playground built outside the Fuller Center's Friendship House in Allendale

collection of three housing complexes with neighborhood services like childcare, recreation, and a hair salon. The church owns 32 acres in Allendale and Lakeside and has 68 lots available for development. Plans for these properties include scattered-site infill housing, mixed-use residential and retail development, and small commercial projects such as a credit union, gas station with car wash, and fresh food market. The church has also initiated efforts to acquire land from the Louisiana DOT in southeastern Allendale. In northern Allendale, Mount Canaan Baptist Church also has a significant development focus. This organization has developed low-income housing near its sanctuary on Alston Street near Leroy Street.

The other significant nonprofit active in the area is the Fuller Center for Housing. Working mostly in the northeastern part of Allendale, the Center has built 43 new affordable homes, renovated 49 owner-occupied houses, and has plans to build another 20 units on land over which it

has site control. In early 2012 the Center opened Millard Fuller Park on Alston Street, providing new green space for residents of nearby Fuller Center houses. Additionally, renovations are underway on a corner commercial building to convert it into a small subsidized grocery with office space above.

A variety of other nonprofits operate on a smaller scale in Allendale and Ledbetter Heights to provide supportive and/or affordable housing. Urban Housing for America, Community Support Programs, and the Philadelphia Center all own land and provide housing in these neighborhoods.

Summary

Analysis of current neighborhood conditions identifies the active church network and the existing park space as two primary assets. The social networks created within church communities strengthen bonds among residents and with those who live outside the neighborhood but return regularly for services.

The parks provide valuable open space that can be featured as amenities to attract new residents. However, significant obstacles to redevelopment also exist, such as the large number of adjudicated and vacant properties. These will require legal changes and targeted programs to successfully overcome. Other areas for improvement include access to jobs in the planning area and attracting new residents to build retail demand and support new businesses.

HOUSING

Targeted Properties

Both targeted sites are located in Allendale, the vacant Jackson Heights site at Milam Street and Allen Avenue and the operating Galilee Majestic Arms, a Section 202 senior residence located at Sycamore Avenue and Walnut Street. The Jackson Heights site is currently a vacant fenced lot with no trees or landscaping. Development on the site will represent a dramatic change with the

potential to catalyze additional investment and improvements in the surrounding area. The Housing Authority of the City of Shreveport (HACS) has secured funding and a development partner for the project and anticipates beginning construction in the summer of 2013. (More information is provided in the Housing Transformation Strategy.)

Galilee Majestic Arms is owned and operated by Galilee Baptist Church. The property has \$100,000 in pending structural repairs and more than \$10,000 in additional critical repairs, mostly to improve accessibility, identified in a Project Capital Needs Assessment (PCNA) from May 2012. The same report also identified over \$130,000 in non-critical repairs, including a new asphalt-shingle roof, new vinyl flooring and carpeting in the common areas, and replacement of 20% of the water heaters and HVAC units



Galilee Majestic Arms has 75 units of senior housing but needs significant repairs.

that have passed their expected useful life. See Appendix B for the full PCNA report.

Private Housing Stock

The private housing stock in Allendale consists of 2,505 units, of which 76% are single-family. These are mostly small shotgun cottages with some Victorian and ranch-style houses. Forty-five percent of existing structures are vacant, and 45% of occupied structures are owner-occupied. There are 264 housing units in Ledbetter Heights that are mostly rental units within subdivided houses. Only 38% of these units are single-family today. Thirty-two percent of existing structures are vacant, and 90% of occupied units are renter-occupied.



The Jackson Heights site is currently a vacant, fenced parcel that can catalyze new development.

Overall in Shreveport, the average home sale price is \$181,000, a figure that reflects a large percentage of new home sales. The average housing value is \$134,000. Median contract rent for a one-bedroom apartment is \$499 per month and fair market rent is considered to be \$612. There are an estimated 4,556 subsidized housing units in the Shreveport metro area and an additional 3,274 housing choice vouchers in use.

Housing values and contract rents in the planning area are much lower and reflect the poor condition of much of the housing. The median house price in Allendale is only \$49,000, and the median contract rent is \$211 per month. In Ledbetter Heights, the median house price is \$52,900, and the median contract rent is \$274 per month. In both neighborhoods, visual surveys confirm a variety of structural issues, roofing in need of



Much of the private housing stock in the planning area is in moderate to poor condition.

replacement, and general lack of maintenance among many housing units. Much of this is attributable to the age of the housing stock: 62% of housing units were built before 1960 and only 10% have been built since 1980.

Market Analysis

The housing market analysis found that around 15,000 households seek housing in Shreveport in any given year, 35% of which are very-low-income (<50% AMI) households. Some find new houses or apartments but many rent or purchase existing dwellings. Feasible development scenarios for the Shreveport-Bossier MSA indicate a demand for 887 new housing units annually, with half of that demand for very-low-income (<50% AMI) rental units. Over the next five years that equates to 2,215 new rental housing units affordable to very-low-income renters. Overall, rental units at all affordability levels account for 70% of the feasible new housing demand. Market-rate rental and ownership units account for only 15% of the feasible new housing demand.

The substantial need for deeply affordable housing represents the greatest opportunity for new development in the Choice Neighborhood, but it needs to be balanced with housing for higher income levels to avoid concentrating low income units in one area. Additionally, the existing inventory of

affordable units is in poor condition and needs to be substantially renovated or replaced. For any new or renovated housing product, the very low current market rents will require significant subsidy for the projects to be financially viable. These all present challenges for the housing and neighborhood strategies.

The market analysis summarized in Exhibit 3.8 found that the amount of vacant land in Allendale and Ledbetter Heights provides opportunities for land assembly and redevelopment, although site acquisition and control are a challenge due to the widespread issues of tax delinquency and clouded title for vacant and adjudicated properties. Market-rate development could be viable in Ledbetter Heights as part of a higher-density mixed-use redevelopment adjacent to downtown. Such development is less feasible in Allendale due to the existing dynamics. More likely scenarios are for historic rehabilitation of significant houses and for traditional neighborhood infill that maintains the small lot pattern in both neighborhoods.

Overall, Allendale and Ledbetter Heights suffer from disinvestment in much of the housing stock due to absentee owners or owner-occupants who lack the financial means to maintain and renovate the property. The current market rental rates and housing values make for-profit development of new housing

Exhibit 3.8 Housing Market Analysis

	LED BETTER HEIGHTS	ALLENDALE
INCOME TARGETS		
Affordable/Deeply Affordable	✱	✱
Low/Moderate	✱	✱
Middle/Market-Rate	✱	—
DEVELOPMENT TYPE		
High-Density Mixed Use	✱	—
Low-Density Mixed Use	✱	✱
Historic Rehab	✱	✱
Traditional Neighborhood Infill	✱	✱
Master-Planned Community	—	✱

The market analysis identified the types of new housing appropriate in each neighborhood.

financially challenging and have thus far prevented any such development. Nonprofit developers are active in the neighborhoods but their investments are opportunistic rather than strategic and have not had a widespread transformative impact yet. The resulting pockets of new or substantially renovated housing are scattered and have not leveraged private investment or created a critical mass of improvement that changes the perception of these communities. The housing transformation strategy seeks to coordinate these efforts in conjunction with new private investment to attract residents with housing choice to live in Allendale and Ledbetter Heights.

Transformation Strategies



TRANSFORMATION STRATEGIES

COLLABORATION WITH OTHER PLANNING ACTIVITIES

Two recently completed plans provided essential background and recommendations for the development of strategies for Allendale and Ledbetter Heights:

- The Shreveport Common Vision Plan was commissioned by the Shreveport Regional Arts Council (SRAC) using funds provided by a National Endowment for the Arts grant and completed in 2011. The Shreveport Common planning area is located in the West Edge arts district and includes the Texas Avenue corridor of Ledbetter Heights. The plan seeks to leverage existing resources in a nine-block area near Texas Avenue and Crockett Street to create a revitalized arts and cultural mixed-use district including new housing and open space. Specific recommendations

include creating a one-acre park at Texas Avenue, Cotton Street, and Common Street as the focal point of the arts- and culture-based redevelopment, upgrading the adjacent 254-unit Section 8 Fairmont Apartment Tower, and developing three nodes of new mixed-use development in the area.

- The Shreveport-Caddo 2030 Master Plan was completed in 2010 to address regional issues including neighborhoods and housing, economic development, transportation, infrastructure, and future land use. Within that framework it makes specific recommendations for Allendale and Ledbetter Heights, such as designating Allendale an Opportunity Neighborhood that leverages its proximity to the two major job centers to attract nearby workers, targeting Ledbetter Heights for new residential development associated with downtown, and strengthening connections to the amenity-rich West Edge neighborhood.

4.1 People Transformation Strategy

Goals

- 1 Promote high-quality educational opportunities leading to greater achievement for neighborhood children and youth from cradle to career
- 2 Improve household self-sufficiency and economic stability
- 3 Develop and maintain the highest standards of health and human services for all community residents, especially youth and seniors, while ensuring affordability and accessibility
- 4 Increase residents' knowledge of preventative health care
- 5 Increase residents' level of physical activity and increase access to an array of social service organizations
- 6 Increase access to key data points and information about available resources

This results-oriented People Transformation Strategy has been designed to achieve positive, sustainable impacts for individuals and families residing in the neighborhood. It identifies a cross-sector network of partners in the areas of education, workforce development, health and social services that will work collaboratively to improve social outcomes for all residents in the neighborhoods. Residents and community leadership were engaged throughout the process to develop a plan that specifically responds to their needs and vision for transformation. At the Community Workshops, people and community were frequently mentioned as the best things about the area. Inadequate access to services and job opportunities, closed schools, limited family services, lack of senior citizen activities and poverty were cited as some of the worst aspects about the area. The residents' ideal vision for the future included creating a place with economic and educational opportunities, an improved quality of life, and where residents believe in the promise of a better future.

Development of guiding principles and corresponding transformation strategies was an ongoing process refined throughout all community engagement activities.

Engagement Teams comprised primarily of residents and a small number of professionals working in the neighborhood on human service issues were brought together over the course of the first year of planning to discuss the needs and identify assets in the neighborhood, and to determine the future course of action necessary to elevate residents out of poverty toward a greater quality of life. In the second year, the Strategy Teams (working groups comprised of a larger number of helping professionals) were activated, to develop and prioritize strategies for the Choice Neighborhood concerned with education, economic opportunity, and health and human services. The Strategy Teams are an ongoing structure that will continue throughout the implementation phase. Working collaboratively to forge partnerships, align and leverage resources and make connections to address challenges, the Teams will build their collective capacity to implement the strategies outlined in the People Strategies for the Shreveport Choice Neighborhood plan.

EDUCATION

Guiding Principle:

The Shreveport Choice Neighborhood will nurture an environment where parents, teachers and community leaders work together to help students succeed by providing education and life skills opportunities with a family strengthening focus. This neighborhood will offer preschool opportunities for all regardless of income, equal educational options for all students, and skills training for their parents. The school will serve as a community center, where not only children learn but healthcare, adult education, workforce development, and other social services are available to the entire community.

Community support and the involvement of education partners in delivering a continuum of high-quality, effective learning opportunities and supportive services for children and youth in the neighborhood is necessary to addressing these barriers and providing pathways out of poverty and into livable wage careers for the future generation of residents.

The education strategies are designed to result in the following outcomes:

- Children enter Kindergarten ready to learn and succeed in school
- Students are proficient in core academic subjects

- Students graduate from high school college- and career- ready
- The educational performance of students is enhanced by their home environments and various supportive learning and enrichment activities

GOAL 1: Promote high-quality educational opportunities leading to greater achievement for neighborhood children and youth from cradle to career

Strategy 1-A: Establish a Comprehensive Early Learning Network to identify, expand and provide greater access to high-quality early learning opportunities.

A critical foundation for the educational achievement of children is their preparedness for school when they enter Kindergarten. High quality early-learning programs are necessary to ensure children have the proper motor skills development, social-emotional development, language and literacy skill development, cognition and general knowledge to prepare them for success in school. However, no network of early learning programs and services currently exists in the Choice Neighborhood, meaning many children do not have access to high quality early learning opportunities, do not receive screening necessary to identifying potential barriers to learning, and do not have age-appropriate

skills when they enter Kindergarten. Residents agree that the availability of high quality early learning opportunities in the neighborhood is extremely limited. When questioned about the importance of access to affordable day care centers, 70% of residents felt this was important or very important and 57% were dissatisfied with their present access to affordable day care centers.

Five registered child care centers exist in the neighborhood and several others are run by local churches or in residential homes (Exhibit 4.1). Most are currently at capacity and have lengthy waiting lists. Moreover, many offer inadequate opportunities for cognitive stimulation to facilitate age-appropriate skill development or evidence-based programming to promote readiness for school.

In 2013, a collaboration of 50 early childhood

Exhibit 4.1 Registered Early Learning Centers

	2-STAR	3-STAR	4-STAR	5-STAR
Eddie D. Jones Head Start Center	✱			
First Beginnings	✱			
Galilee Learning Center		✱		
Little Union Learning Center			✱	
Providence House Child Development Center		✱		

SOURCE: LOUISIANA QUALITY START RATING SYSTEM

education stakeholders led by Northwestern State University's Child and Family Network (NSU-CFN) applied for and received a \$350,000 grant from the State of Louisiana to develop an early childhood learning network whose mission is to provide access to quality early childhood education programs. Shreveport Choice Neighborhood has engaged NSU-CFN to design and facilitate an early learning network for the neighborhood tailored to its unique needs. This network will address the major components of high-quality early learning opportunities and services to improve developmental and educational outcomes. Network members will include representatives from child care centers and preschool programs, Early Head Start and Head Start, home visiting programs, the public school system, neighborhood associations, political and religious leadership, and parents.

Through this network, the Choice Neighborhood Comprehensive Early Learning Network (CN-CELN), child care centers will be provided with technical assistance and training to elevate their practices to reflect higher standards that demonstrate program excellence according to the Louisiana Quality Start rating system. The network will work to ensure that neighborhood children are administered screenings to assess skills and barriers to learning and that child care center

staff are provided with extensive technical assistance and training in child-centered learning approaches that address individual needs for development. Strategies for family engagement and supports will be an integral training component for the CN-CELN. Some of this work will be leveraged with funds received through an early childhood education tax credit program offered by the State.

The Little Union Learning Center located in the Choice Neighborhood planning area is already a member of the collaborative and will work with other child care and early learning centers in the neighborhood to share what they learn through participation in the larger network. In addition, Booker T. Washington New Technology High School intends to develop an intensive shared service alliance supporting child care centers that the CN-CELN will support.

Strategy 1-B: Serve a greater number of children through the Galilee Learning Center expansion.

During the Choice Neighborhood planning grant process, Galilee Baptist Church acquired the vacant Laurel Street Elementary School near their Galilee City complex and will open the E. Edward and Leslie A. Jones Community and Theological Center at this location. The initial use expected to open in the Fall of 2013 will be a second



The former Laurel Street Elementary School will become an expanded early learning center

location for the Galilee Learning Center to enroll up to 100 additional children. The Choice Neighborhood team will assist with publicizing this expansion to recruit new participants. Galilee Baptist Church is also exploring the possibility of establishing a charter school and offering workforce training programs at the Community and Theological Center.

Strategy 1-C: Create a plan for a Continuum of Care for Education from cradle to career for the neighborhood.

Residents and stakeholders in the community are gravely concerned about the state of education in the neighborhood. In a survey of community professionals, the predominant concerns expressed were the high number of children underperforming on Math and

English Language Arts State testing, the dramatic transitions involving neighborhood school structure that are likely to impact student success, struggling schools, a lack of access to 21st century learning tools, the high mobility rates in neighborhood schools, and inadequate access to quality supportive learning opportunities outside of school hours. Residents agree, and additionally voiced the need for a greater level of community support and involvement in education, parental support and involvement, increased communication between teachers and parents, limited resources and incentives to attract high quality teachers to the neighborhood schools, and an overall lack of resources to support schools and families in educational success. Over half of the Choice Neighborhood residents surveyed were dissatisfied with neighborhood school options and the quality of teaching.

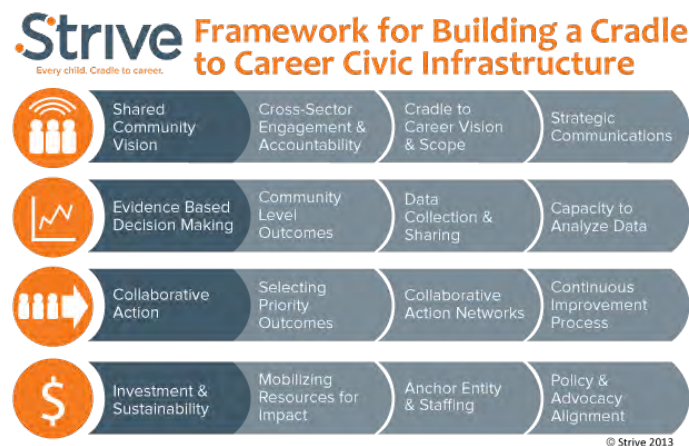
Members of the Shreveport Choice Neighborhood team submitted a proposal led by Volunteers of America for a Department of Education Promise Neighborhood grant in 2012 that was unsuccessful even though it received high marks (15th ranked application with a score of 99.33). Despite this financial setback, the consortium of partners convened to prepare this proposal remains committed to implementing the strategies outlined in the proposal. The Allendale/Ledbetter Heights

Promise Neighborhood will align community partners and leverage resources to create a continuum of solutions through strong partnerships to support neighborhood children and youth through high-quality educational programming from cradle to career. The first action step is to formalize these partnerships, including the Caddo Parish School Board and Caddo Parish School District, the principals of Booker T. Washington New Technology High School and J.S. Clark Elementary School, educational professionals, governmental agencies, private foundations and numerous affiliated nonprofit organizations.

The Promise Neighborhood consortium will create a cradle-to-career network as part of the Step Forward! initiative modeled after the STRIVE National Cradle to Career Network. The goals of Step Forward! are to help children and youth be prepared for school, be supported inside and outside of school, to succeed academically, be equipped with the tools to become productive citizens, to enroll in post-secondary education, and to graduate and enter a career of their choosing. Using this framework, the partners will develop a shared neighborhood vision for education and implement it by employing data in evidence-based decision making and collaborative action. The Community Foundation of North Louisiana (CFNLA) serves as the backbone of this initiative.

Strategy 1-D: Provide multiple career pathways for all youth

Southern University at Shreveport will play a key role in developing and implementing a strategy to earn a diploma equivalency for high school drop-outs and to improve academic and developmental outcomes for students not graduating from high school. due to their extensive experience in GED programming. Post-secondary education partners (Bossier Parish Community College, Centenary College, Louisiana State University in Shreveport, Louisiana Technical College, and Southern University at Shreveport) will collaborate under the direction of the



The STRIVE framework emphasizes a shared community vision that employs evidence-based decision-making to take collaborative action SOURCE: <http://strivenetwork.org/strive-approach>

We need to educate young people on how to live, not how to survive.

— ALLENDALE RESIDENT

Consortium for Education, Research and Technology to offer programs and services to help students and adults plan for and pursue post-secondary options including vocational certifications, college degrees, and/or professional credentials.

Strategy 1-E: Increase youth participation in Extracurricular or Out-of-School Time Activities

The learning environment outside school time is an important factor in student success. Residents expressed the need for increased opportunities to engage young people in healthy behaviors and activities outside of school hours, and exposure to strong role models within the community to keep youth off the streets and on a path toward success. Only 37% of residents surveyed reported satisfaction with access to after school activities for children and youth, and a mere 28% of residents surveyed expressed satisfaction with access to mentoring programs for children and youth. When heads of household were asked how their children spend their time out of school, 12% indicated involvement in after school programs in the community, 16% were involved in after school programs at their schools, 16% spend time hanging out with their friends, and

19% were reported to take care of themselves. Only 21% of neighborhood children were reported to be involved in summer programs.

Out-of-school time services are important opportunities to engage neighborhood children in positive youth development programs. Volunteers of America (VOA) is one of many nonprofit partners that provides afterschool and summer programs for youth. The organization was awarded a 21st Century Community Learning Centers grant from the Louisiana Department of Education in 2013 which will fund a school-based program of out-of-school time support to 7th and 8th graders at Booker T. Washington New Technology School. VOA also has a community center in Ledbetter Heights where it has offered out-of-school time supports for neighborhood children and families for over 30 years. The LightHouse out-of-school time program offered there promotes academic success (including homework assistance and tutoring), leadership development, service learning opportunities, mentoring supports and positive role models for enhancing student success. VOA will work to expand its out-of-school time educational supports and mentoring program to reach a greater number of neighborhood children and youth, and to support other partners within the collaborative to provide positive youth development services and supports.

A variety of approaches will be used to increase participation in existing programs. These include direct outreach by current participants to other youth, recruiting pairs or groups of friends to join together, offering leadership and community service opportunities to older youth, and emphasizing a mix of academic and recreational activities.

Strategy 1-F: Promote Parental Involvement in education

Low parental engagement in neighborhood schools was cited as a major contributor to poor student performance; parents who had a negative educational experience as a child often express mistrust and fear toward schools. When surveyed, 81% of parents disagreed with the statement “I often set limits on the way my children spend their time,” and merely 19% reported feeling able to call their children’s teachers if they wanted to know how their child was doing in school. Only 11% reported feeling welcome in their child’s school. When asked whether they ask their children each day about what went on at school and whether they spend time working with their children on homework, 84% of residents reported they did not. Parent empowerment is considered a key to changing these feelings, and this should involve opportunities for adult literacy and correspondence from schools that is easier to understand.

Parent involvement in schools and engagement with their children is a critical need for the neighborhood. A Triple P Clinical Support Training was held at Providence House in Ledbetter Heights in the Spring of 2013 to develop effective parenting practices, and more are planned in the near future at other neighborhood locations. This evidence-based program is offered by the CFNLA and the Louisiana Partnership for Children and Families. The Triple P Program promotes positive parenting skills to reduce emotional and behavioral issues in children and to prevent neglect and maltreatment.

The CFNLA's Raising a Reader program is an evidence-based early literacy and parent engagement program employed by the CFNLA to foster positive parental involvement in education from an early age. This program will support families through a reading pipeline, targeting children in the Eddie D. Jones Head Start Center and J.S. Clark Microsociety Academy. Teachers, students and community readers are trained, and with this model older children in elementary schools work with younger children to practice reading together. The train-the-trainer method will prepare Head Start staff to communicate early literacy strategies to parents and work directly with them to build strong communication skills.

The VOA's Parents as Teachers home visiting program is another way to promote parental engagement with their children. This curriculum will be used to educate parents in the Choice Neighborhood about the signs of healthy childhood development and teach them strategies to promote it within their household. It also encourages meaningful interactions between parents and their children from an early age. VOA will provide parents the opportunity to enroll in this program as part of the services housed at the Community Center discussed in Health and Human Services Strategy 5-A.

Finally, the Success for All curriculum will be implemented through the Promise Neighborhood collaborative to address the disconnect between parents and schools. This strategy to improve communication between parents and schools is a vertically-aligned research-based curriculum used by struggling schools. It includes a comprehensive community and parental involvement plan geared toward forming partnerships and providing wrap-around services to families.

A parent does not necessarily want a child to know how little they do.

— ALLENDALE RESIDENT

ECONOMIC OPPORTUNITY

Guiding Principal

The Shreveport Choice Neighborhood is a place with mixed community housing, and fixtures of commercial businesses within walking distance from family dwellings. It is a neighborhood where people can work nearby, with job training opportunities. It is a neighborhood that promotes economic self-sufficiency, with effective services available to all those in need and a community of empowerment and collaboration.

In listening and visioning sessions with neighborhood residents, the need for adult vocational training, job readiness and placement support, youth employment opportunities, and small business start-up assistance were emphasized. Residents felt that programs need to be offered to help youth earn money, learn marketable skills, and stay out of trouble. There was a consensus about limited access to retail and businesses and a need for incentives to be provided to attract businesses to the neighborhood. The residents reported that there is a need for retail stores, shops and restaurants in the area in a walkable and pedestrian-friendly setting.

People are moving out, and we need people to want to move in.

— ALLENDALE RESIDENT

The economic opportunity strategies are designed to:

- Increase job readiness, employment, and entrepreneurship opportunities for residents
- Increase opportunities for youth employment

GOAL 2: Improve household self-sufficiency and economic stability

Of the households surveyed, 76% said that opportunities to work in the neighborhood are important while only 39% of residents are satisfied with current opportunities to work in the neighborhood. Although 80% of residents reported access to education and training programs was important, only 38% of respondents were satisfied with education and training programs currently available to them, and 20% reported these services did not exist in the neighborhood. Forty-six percent of residents were dissatisfied with help finding a job and only 26% of residents were satisfied with help getting ready for a job search. Seventeen percent were satisfied with the availability of jobs in the neighborhood. The biggest barriers reported to using existing adult education and job services were that the services were not open or available when convenient and that they were difficult to access.

Residents expressed further dissatisfaction with adult literacy and GED services, as only 36% were satisfied with these programs. Financial literacy and opportunities to start a small business are areas where residents would like to see improvements. Residents stated the some of the reasons they did not use adult education and job services in the neighborhood were because they were not helpful, too expensive, and it took too long to get the service or program that they needed. In general, residents felt that they needed to go outside of the neighborhood to access vocational or technical training, and expressed the desire for a centrally located adult learning and vocational training center.

Professionals in workforce development stated that the provision of more adult job training and assistance and increasing the total number of jobs would help address the employment needs of the residents. Professionals felt that identifying appropriate people from the neighborhood for training was an additional barrier, as well as a lack of coordination among different organizations in collaborating to provide services. Innovative, systemic approaches to creating multiple pathways to livable wage, sustainable employment, and establishing a workforce partnership that includes businesses, higher education, nonprofits and government were considered the best approaches to improving economic outcomes for job seekers, workers and employers.

Strategy 2-A: Provide workforce training and job placement in high-demand employment sectors through Workforce Innovations of Northwest Louisiana

Shreveport Choice Neighborhood has partnered with the Workforce Innovations of Northwest Louisiana (WINLA) funding collaborative to provide workforce training in high demand employment sectors in the region, specifically healthcare, energy and specialized manufacturing. The WINLA collaborative is committed to targeting and recruiting residents of the Shreveport Choice Neighborhood for priority inclusion in this program. Currently, the team is developing marketing strategies specific to the Choice Neighborhood for recruiting unemployed and under-employed adults ages 18 and older for sustainable jobs in the health, energy and manufacturing sectors.

The goal of WINLA is to create workforce partnerships to align regional assets to improve the skills and economic outcomes for low-income workers, jobseekers, and regional employers. This sector-based employment training program includes a wide variety of community partners including nonprofits, private businesses, government agencies, and institutes of higher education. In the fall of 2011, the CFNLA secured funds from the National Fund for Workforce Solutions Social Innovation Fund to implement this

initiative in northwest Louisiana. To date, this initiative has worked to establish a sustainable network of funders to support the WINLA initiative and is developing workforce partnerships in the targeted economic sectors that are creating career pathways to sustainable employment for lesser-skilled, under-credentialed jobseekers and low-wage employees.

Strategy 2-B: Provide Job Training Programs and Services in the neighborhood.

The Department of Community Development is working with the state to open a Career Solutions Center in Ledbetter Heights that will house services for job seekers and the unemployed. The Career Solutions Center will be co-located near the Community Center and MLK Health Center discussed in the Health and Human Services strategies. Together these locations will offer care management to assist with career exploration and the development of individualized job readiness plans, educational training, and job preparedness assistance in addition to other services.

In addition to the WINLA initiative, the Choice Neighborhood partners will utilize the City of Shreveport Department of Community Development's occupational skills training, job placement assistance, public

service and workforce funding for training programs and job training services for adults in the neighborhood. Residents will be offered training in nursing education through the new facility Southern University in Shreveport opened in downtown Shreveport adjacent to the West Edge. The establishment of an Incumbent Worker Training Program and green energy efficiency and conservation skills trainings with Bossier Parish Community College will also be explored.

Recruitment into the programs and accessibility have been cited as core issues explaining the disconnect between residents and employment services. To address this, the Department of Community Development will oversee an extensive marketing and outreach strategy including flyers at local churches, schools, and neighborhood stores. It will work with neighborhood non-profits to establish an enhanced system of communication to better connect residents to job readiness programming, educational centers and employment opportunities.

Strategy 2-C: Create an Economic Development/Small Business Incubator.

The Shreveport Choice Neighborhood will establish a neighborhood-specific Economic Development/Small Business Incubator to address the need for access to entrepreneurship opportunities. Educational sessions and

consultation will be offered through the incubator and will cover topics such as an introduction to starting a business, marketing, and financial planning. Southern University at Shreveport will be the lead entity organizing the establishment and implementation of the Economic Development/Small Business Incubator, which will be housed at the Choice Neighborhood Community Center. SUSLA is currently developing the "School-Based Enterprises" program that will serve as an introduction to entrepreneurship at the high school level.

Strategy 2-D: Provide multiple pathways for Youth Employment through cross-sector partnerships

Many Choice Neighborhood youth spend their out-of-school-time in unsupervised settings. Opportunities for engagement in positive youth development activities and programs remain a concern across all subsections of the People Transformation Strategy. Programs that promote pro-social development and occupational skills attainment at an early age for Choice Neighborhood residents are a critical strategy toward improving the intergenerational mobility for children and youth. Residents felt that access to youth employment opportunities in the neighborhood was important (79%), while only 32% of residents were satisfied with the current availability of these opportunities.

Career exploration, readiness, training and education is addressed in People strategy 2-A but there is still a need for literacy and job skills training as well as targeted employment services and programs that guide and engage youth to divert those at high-risk from unhealthy life choices.

The Department of Community Development, CERT, SUSLA, Goodwill Industries and VOA are working to design a YouthBuild project for the Choice Neighborhood. The YouthBuild program will provide intensive educational programming and occupational skills training to high-risk high school drop-outs between the ages of 16 and 24. YouthBuild will employ the Working Hands, Working Minds integrated construction curriculum in four areas focused on Learning, Construction, Leadership and Green Building. This program will provide an alternative pathway to a career ladder for marginalized young adults by simultaneously addressing their educational, workforce and developmental needs. Youth will receive education toward earning their GED, on-site construction skill training, and opportunities to earn industry-recognized construction credentials to help prepare them for a job. Additionally, each participant will receive case management and follow-up services to ensure employment readiness, job placement, and job retention are achieved. The on-

site construction activities are planned to promote housing for homeless persons in the neighborhood and will support transitional, rental and permanent housing projects planned for the Choice Neighborhood and outlined in the Housing Transformation Strategy section. Once the YouthBuild program has been effectively established, the employer partnerships will expand to include other industries, such as the growing demand sectors of health and energy.

Youth employment programs will be developed to provide job placement services, job shadowing and professional mentoring opportunities for high school juniors and seniors at Booker T. Washington New Technology High School. The City of Shreveport Department of Community Development in partnership with Southern University at Shreveport (SUSLA), Bossier Parish Community College (BPCC), and VOA will lead this effort. The City of Shreveport's Office of the Mayor offers a summer youth employment program and eligible students from Booker T. Washington will be recruited heavily for enrollment in this opportunity. SUSLA will improve access to and utilization of their career readiness services to Choice Neighborhood young adults, including GED remediation, scholarships to students in the neighborhood, supportive services for workforce education

in healthcare, outreach activities to promote participation in post-secondary education, life-skills/work readiness training, and placement in sustainable employment. BPCC's Middle College Program will be offered in the Choice Neighborhood to allow students to enroll in certificate or college courses while earning their GEDs. VOA is dedicated to focusing its youth services programming on the students and youth in Allendale and Ledbetter Heights, including mentoring and job shadowing opportunities as an established component of their out-of-school-time activities.

HEALTH AND HUMAN SERVICES

Guiding Principal

The Shreveport Choice Neighborhood will be a healthy, thriving, diverse neighborhood, with health services and recreational areas, community gardens and access to fresh fruits and vegetables. This neighborhood will offer its residents a larger neighborhood health clinic and community center, providing comprehensive and patient-centered educational, recreational, clinical, pharmaceutical and health related programs, services and activities

A fall 2012 survey of local healthcare professionals identified the five most important strategies for improving health opportunities in the neighborhood: (1)

increase prevention efforts (e.g., promote healthy lifestyles, workshops, literature); (2) increase access to healthy food options; (3) increase the availability of walk-in clinics (additional clinics, longer hours of service); (4) provide more services for those in need (youth, low-income, mental and behavioral health); and (5) link people to health services when they are in need and assure the provision of health care when otherwise unavailable. The most critical barriers to providing better services were cited as financial limitations and lack of personnel (both at 75%), and a lack of volunteers and physical space (both at 50%). The following goals and strategies have been developed to overcome these obstacles and provide Choice Neighborhood residents with improved access to and quality of healthcare services.

GOAL 3: Develop and maintain the highest standards of health and human services for all community residents, especially youth and seniors, while ensuring affordability and accessibility.

Community health professionals cite low health literacy, obesity/Type II Diabetes, and cardiovascular disease as the top three threats to health and wellbeing among residents in the Choice Neighborhood. Currently the Willis Knighton Health Clinic is the only health center open in the community and

is not easily accessible for many residents in the Choice Neighborhood planning area. Residents in visioning and listening sessions reported that transportation challenges and inadequate hours of operation prevent many of the working poor from accessing this local provider. Health professionals agree that there is a need for additional clinics in the neighborhood, longer hours of service, and a collaborative system of referring agencies to ensure every resident has access to appropriate healthcare.

The resident needs assessment survey indicated that access to, affordability, and quality of health care is essential to the majority of neighborhood residents; access to health care was important to 87% of households surveyed and only 56% of households are currently satisfied with access to health care in the neighborhood. At least half of all households said there was a time when they did not receive medical, dental or vision services or prescription drugs when needed because they could not afford the cost.

Over 1 out of 10 (16%) of households surveyed in the resident need assessment reported not receiving mental health, substance abuse counseling/treatment, or other health related supports because of cost. Unplanned adolescent pregnancy and substance abuse are reported by residents to

be serious issues affecting young people in the neighborhood and schools.

According to the 2010 Census, approximately 13% of the population in the Shreveport-Bossier City metropolitan area is age 65 or older. Within the Shreveport Choice Neighborhood planning area however, almost 20% of the population is 65 years or older and another 14% is between ages 55 and 64. In order to promote the wellness of this aging population and allow them to remain in their homes in the community, increased services to assist with their daily functioning are necessary. Many working families find themselves facing a difficult situation: they want to avoid unnecessary institutionalization, preferring instead to keep their family members at home in their care, but they must somehow find a way to provide affordable day-time care and supervision for their loved ones while they are at work. Preventing undesirable or improper institutionalization saves money for families and taxpayers, allows families to stay together, and promotes dignity for seniors. Adults with disabilities face similar challenges to remaining as independent as possible while receiving the services and assistance they need.

Strategy 3-A: Provide residents with Behavioral Health Programming.

In addition to the behavioral health services and educational opportunities that the Choice

Neighborhood Community Center will offer, Volunteers of America (VOA) of North Louisiana's community-based behavioral health services focus on both youth and adults and are provided in the least-restrictive environments, such as homes or schools. VOA's program is CARF-accredited; its youth services focus on preventing out-of-school time incidents (e.g., suspensions, expulsions, and truancy); empowering caregivers and families to provide support and training to their children; and preventing involvement with the juvenile justice center. In 2012 VOA entered into an agreement with the Caddo Parish School District to provide behavioral health services in three schools, and through the implementation of Choice Neighborhoods, VOA is committed to targeting J.S. Clark Elementary and Booker T. Washington New Technology High School for services in the next two years.

For adults, VOA provides advanced recovery services for individuals with chronic and persistent mental illness. These services focus on avoiding costly hospitalizations, improving quality of life, and developing the skills necessary to manage their illnesses in their home environments.

In the spring of 2013, VOA began offering behavioral health services to participants in its afterschool (LightHouse) program

and their families. One community-based LightHouse program operates in Ledbetter Heights and serves many children and families from that neighborhood and from Allendale; as a consequence, many families will begin receiving behavioral health services through VOA immediately.

Strategy 3-B: Provide increased services for seniors through the Community Choices Waiver Program.

VOA offers the Community Choices Waiver Program to provide services for the aging population or adults with disabilities. It provides one-on-one personal-assistance services to people in their homes, assisting them with basic daily activities such as bathing, dressing, and meal preparation. VOA provides this home- and community-based care to residents in need in the Choice Neighborhood planning area to allow them to stay in their homes as they age.

Strategy 3-C: Increase resident access to the Adult Day HealthCare Center.

Founded more than 20 years ago by CHRISTUS Schumpert hospital system, the Adult Day HealthCare Center (ADHC) provides a place in the community where low-income senior adults with special needs can receive services. ADHC objectives include (a) restoring or maintaining capacity for self-care to the frail elderly and/or



VOA LightHouse location on Travis Street

adults with disabilities; (b) delaying or preventing inappropriate or undesirable institutionalization; (c) providing a loving, safe and stimulating environment; and (d) providing quality, affordable daytime care to improve quality of life for those served and their families. In 2011, budget constraints forced CHRISTUS to stop providing these services, and VOA stepped in to assume responsibility and continue the program. VOA has successfully operated the ADHC for three years, and with rising demand for services it plans to open a second ADHC campus in Buckner Square. Although the current location is not in the Choice Neighborhood, VOA will recruit residents for participation and provide transportation in the neighborhood to and from the day center.

Strategy 3-D: Provide additional medical intervention services through Mobile Health Units.

The St. Luke's Medical Ministry serves as a temporary resource for residents and as a link to more permanent services. It provides health education, screenings, prescriptions, and referrals to medical resources, with the goal of finding permanent medical homes for uninsured clients. It also provides lab work and treatment for many residents with chronic health problems who face barriers to using permanent health services.

St. Luke's has a mobile health unit that includes a volunteer physician and nurse practitioner who conduct screenings for chronic health issues, such as hypertension and diabetes, as well as treatment for common skin and respiratory infections. It provides services to uninsured, homeless individuals at the Hope House for the Homeless in Ledbetter Heights on a bi-monthly basis, but it also draws clients from the larger neighborhood. The mobile unit serves approximately 300 new and repeat clients annually at this location.

In order to expand its services to reach a greater number of local residents, St. Luke's will work with the Choice Neighborhood partnership to establish a new relationship with an Allendale church that regularly provides a free evening meal to the public.

St. Luke's has found success in other neighborhoods through similar church partnerships, under which the church or neighborhood organization provides an attraction for residents, such as a hot meal, and St. Luke's provides routine mobile health clinic services to those in attendance.

Strategy 3-E: Establish a new MLK Health Wellness, Clinic and Pharmacy Center.

The Martin Luther King Health Center is the oldest free clinic and pharmacy in Louisiana and began operations in the Choice Neighborhood. The MLK Health Center provides medical intervention services in partnership with the Healthy Green Into the Outdoors (HGIO) and works closely with St. Luke's Medical Ministry. It pursues a mission of extending free primary healthcare and pharmacy services to uninsured patients with chronic illness who otherwise forgo routine medical care because of its cost. In 2010, after 25 years in its Ledbetter Heights facility, the Health Center relocate to a larger building in the nearby Highland neighborhood. Both the original and the Highland locations sit on a bus route, so reaching the new center has not proved an insurmountable barrier to Choice Neighborhood residents and former clients. The lease for the Health Center's current building ends in 2014, at which time the center would like to move to a new or renovated facility in the Choice Neighborhood

that can accommodate its growing clientele and expanded services. The City of Shreveport is providing assistance in this effort.

Historically, the MLK Health Center has operated as a free clinic for uninsured persons, but with the Affordable Care Act and recent budget cuts at the nearby Louisiana State University Medical Center, the Health Center will begin offering services to Medicaid clients as well. Through longstanding partnerships—with the Northwestern School of Nursing, Family Nurse Practitioners, Women's Health Practitioners, and Centenary College—MLK will offer training opportunities, educational outreach and public wellness promotion, primary healthcare, laboratory services, patient advocacy, pharmacy services, respiratory, diabetic and women's health clinics, emergency dental services, and mental health counseling. The Choice Neighborhood MLK Health Center will also offer STD/HIV testing and treatment, health-literacy coaching, healthy living classes, and a Medicaid application center.

Goal 4: Increase residents' knowledge of preventative health care.

Low health literacy is cited as a pervasive problem in the neighborhood by both professionals and residents.

Strategy 4-A: Implement the Healthy Green Into the Outdoors Initiative to promote Preventative Outreach and Wellness Educational Programming.

In fall 2012, the Community Foundation of North Louisiana received funding through the Blue Cross Blue Shield of Louisiana Foundation's "Challenge for a Healthier Louisiana" project to implement an obesity-prevention project. Choice Neighborhood will join the collaboration implementing the Healthy Green Into the Outdoors (HGIO) Obesity Prevention Project. Through HGIO, the Community Foundation and its community partners aim to promote active living and healthy eating to prevent obesity. This project will (1) establish a multidisciplinary prevention coalition to address obesity; (2) begin a multifaceted media campaign to raise awareness; (3) implement two active-living and healthy nutrition demonstration projects; and (4) create an advocacy effort for policy change. Though this project reaches beyond the Choice Neighborhood area, it will undertake numerous demonstration projects in the planning area, including those described in strategy 3-E. This includes development of a Youth Corps that will identify and recruit young Choice Neighborhood residents aged 14 to 17 to be trained to facilitate lessons in active living and healthy nutrition for younger children.

Strategy 4-C: Provide CDC Diabetes Prevention Program to residents

The Centers for Disease Control's (CDC) National Diabetes Prevention Program is a public-private partnership of community organizations, private insurers, employers, health care organizations, and government agencies working to establish local evidence-based lifestyle change programs for at-risk populations. The MLK Health Center is one of six providers of this program in the state of Louisiana and will launch a targeted outreach campaign in Allendale and Ledbetter Heights to promote awareness and recruit participants.

Strategy 4-B: Provide In-School Preventative Health Education.

St. Luke's is a collaborative partner with the Healthy Green Into the Outdoors (HGIO) initiative, and through the implementation of the Shreveport Choice Neighborhood will team up with J.S. Clark Elementary and Booker T. Washington New Technology High School to provide nutritional and active living education to school-aged youth.

Goal 5: Increase residents' level of physical activity and increase access to an array of social service organizations

Residents repeatedly expressed a desire to have opportunities to exercise in the neighborhood; nearly 90% of residents surveyed said they

would participate in physical activity programs if offered. Regarding general wellness and physical activities, residents reported a lack of options in the neighborhood, concerns about safety walking the streets at night, and a need for improved sidewalks, walking trails, bike paths, parks and other pedestrian friendly avenues for exercise (see Neighborhood Strategies 2-A, 2-B, and 5-C for more information). In addition to neighborhood improvements to support physical wellness, residents voiced the need for a community center which would house exercise equipment and indoor sports facilities, such as a basketball court, swimming pool and walking track. Residents felt that an indoor pool in a community center would serve not only as an arena for physical fitness but could also be used to provide swimming lessons



The MLK Health Center already works with the Centers for Disease Control on their diabetes-prevention program. The Center will create a targeted campaign for reaching and educating Choice Neighborhood residents in diabetes prevention. (source: www.cdc.gov/diabetes/prevention/about.htm)

for neighborhood youth, which would also promote safety.

A central theme in meetings and conversations with residents and professionals throughout the two year Choice Neighborhood planning process was the desire for the establishment of a community center in the neighborhood that would support families and individuals of all ages. Residents reported they would benefit from an exercise facility, hot meals, parenting and life skills resources, social workers and case managers, parent and family support specialists, and mental, behavioral and physical health care and substance abuse professionals. In the needs assessment survey results, residents expressed the perception of a minimal presence of social services organizations and programs in the area. Residents felt the greatest barrier to using health, family and supportive services is that the current options are not open or available when convenient or that it takes too long to get the services needed.

Strategy 5-A: Build a multi-purpose Community Center in the neighborhood.

The Choice Neighborhood team, with leadership from Volunteers of America of North Louisiana (VOA), is meeting with partners to open a community center that would offer holistic services and activities for individuals and families in every stage of life. Services at the center will include

health literacy, care (case) management, life skills and family life coaching, parenting education and support, medical outreach and wellness promotion, WIC nutritional services, immunizations, mental, behavioral and substance abuse health counseling, and prenatal care and pregnancy education. Care Management, coordinated by VOA, will be the organizing hub for all services provided to the residents in the community. Care managers will work to assess needs/strengths and develop individualized service and housing plans. Residents' individual goals will be developed using a systems theoretical framework, where all areas that influence the individual's life are addressed. These goals will include the areas of employment, education, physical health, mental health, family relations, social supports and permanent housing planning.

This center will offer enrichment and recreational programming for youth and senior citizens, a day care, a fitness center, and other arts, cultural and recreational programming. An effort to bring Planned Parenthood to the neighborhood is currently underway, and supportive social services will be coordinated and provided on site, hosting satellite offices for various human services organizations whose mission is aligned with the goals of the community center. These non-profits will collaborate to offer accessible, high quality programming to neighborhood residents. The Salvation Army's Triple Date

Smart program which promotes healthy relationship behaviors, Triple Play Sports Club promoting mental, physical, and social wellbeing for youth, and Money Matters financial responsibility programs are examples of programming that will be offered at the center. Southern University at Shreveport will provide its assets to Independence Program for homeownership, education, and small business start-up and expansion along with adult literacy and workforce readiness opportunities. A Family Strengthening Program will be coordinated by Volunteers for Youth Justice. SciPort, Shreveport Regional Arts Council, Shreveport Green and the YMCA will offer creative programming to neighborhood children and youth.

VOA will provide a mentoring and the LightHouse after school program, the TOPS (teen outreach prevention services) program, family engagement activities and parenting classes, and a diaper closet for neighborhood residents. Additionally, VOA specializes in targeted housing programs, including the Veterans Transitional Living program. Individuals with disabilities can receive specialized care through VOA's Vision of Hope Day Center for individuals with mental illnesses, and VOA has extensive experience facilitating senior programs in other neighborhoods in Shreveport, including Meals on Wheels and an Adult Day Health Center. In partnership with the Caddo Council on

Aging, VOA will work to expand its Meals on Wheels program to serve a greater number of residents in the Choice Neighborhood.

In this strategy to develop a community center that provides a variety of services and opportunities for residents, there will be a need for a large number of volunteers. VOA has experience recruiting, training, placing and retaining volunteers, and will organize a Volunteer Corps specifically to work at the community center, and to assist with various aspects of programming and operation.

Goal 6: Increase access to key data points and information about available resources.

Improving service coordination, access and delivery is an important strategy to reaching the milestones and achieving the objectives set forth for the People Transformation Strategies. A major theme uncovered through the needs assessment process was the lack of accessibility to supports and solutions across issues impacting residents. Similarly, coordination, consistent connectivity and communication among the cross-sector partnership was found to be inadequate and inconsistent, issues that must be addressed in order to successfully align and leverage resources for the implementation phase of Shreveport Choice.

Strategy 6-A: Coordinate and connect partners through the Allendale/Ledbetter Heights Choice Neighborhood Foundation, the Community Center and LINCC.

To address access and awareness for residents to service availability and increase service coordination, the Community Foundation of North Louisiana began working with the Urban Institute and the Louisiana Association of Nonprofit Organizations in 2010 to develop an online tool that includes data about all area nonprofits, including mission, program opportunities and locations, census tracking data, public transportation routes and key community assets, such as schools and hospitals. This tool, known as the Louisiana Initiative for Nonprofit and Community Collaboration (LINCC), is a public platform for sharing knowledge, mapping resources, tracking trends and assessing needs. LINCC is a unique application of the Urban Institute's National Center for Charitable Statistics Community Platform, a powerful GIS-supported database of regional nonprofit services information and census data. The LINCC system launched in early 2012, and citizens and organizations are able to view block level data for nonprofit programming and services in the Shreveport-Bossier community. In 2013, the LINCC platform expanded to include an interactive mapping tool specifically highlighting the partners,

resources and assets of the Shreveport Choice Neighborhood. This tool allows residents to locate services and programs, donors to better connect with the causes they care about, and nonprofits can see where gaps in services exist to better serve their mission, as well as where other nonprofits are working so as to avoid duplication of services. This application will also provide further opportunities for the Shreveport Choice Neighborhood partnership alliance to align resources and programs to better serve the community, as it brings resources together in one place and provides useful data and interactive tools that can be used to foster more effective collaborative relationships.

Strategy 6-B: Develop a Data Collection Process and System of Accountability for performance measures in health and human services coordination.

The needs-assessment process uncovered serious gaps in performance measures and baseline data, particularly in the health and human services categories. To address this, the Allendale/Ledbetter Heights Foundation, with the support of the partnership alliance, will develop a mechanism to collect baseline data and track progress and improvements for key health indicators.

Measuring Progress

The metrics in Exhibit 4.2 will measure implementation. The changes among current residents should be closely tracked to ensure they are receiving the benefits of an improving neighborhood. As described in Strategy 6-B, it

was often difficult to identify data to baseline the metrics. This list will be expanded and modified as new data sources are identified in order to facilitate effective monitoring of progress.

Exhibit 4.2 Measuring People Transformation: Ten-Year Goals

Metric	Detail	Baseline		Goal	Source
Education					
Quality Start-rated child care centers		1 four-star 2 three-star 2 two-star	Quality Start ratings, 2013		Louisiana Dept. of Child and Family Services
Students at or above grade level on math and ELA standardized test		40% math 44% ELA	2011–2012 school report card	Match district average	Louisiana Dept. of Education
High school graduation rate		73%	2011–2012	Match district average	Louisiana Dept. of Education
College-readiness	Scores on ACT and PLAN tests (36 max)	16.4 ACT 13.0 PLAN	2011–2012 school report card	Match district average	Louisiana Dept. of Education
Educational attainment	Percent residents age 25+ with at least a high school diploma or equivalent	76.2%	2005–2009 ACS*	Match city average	ACS*
Youth participation in out-of-school-time programs	After-school and summer programs				Program enrollment data
Economic Opportunity					
Local unemployment rate		16%	Census 2010	Match city average	ACS, Census
Median household income		\$15,494	Census 2010	10% increase annually	ACS, Census
Enrollment in workforce training programs					BANNER data system (BPCC & SUSLA)
Enrollment in youth-development programs	YouthBuild, Middle College, and Summer Youth Employment programs				Program enrollment data
Health and Human Services					
Residents with a medical home	Referrals made and carried out to a primary physician				St. Luke's Medical Ministry
Diabetes and obesity rates					HGIO Survey
Youth physical fitness level					LSUS President's Fitness Test

*ACS = American Community Survey



Vision of the Antoine Urban Village highlighting active sidewalks, bicycle facilities, and modestly scaled buildings. View from Milam Street looking toward Allen Avenue.

4.2 Neighborhood Transformation Strategy

Neighborhood Goals

- 1 Create mixed-use activity nodes to achieve critical mass of new development.
- 2 Address public realm improvements with a comprehensive approach.
- 3 Attract additional amenities to better serve resident needs.
- 4 Make transportation improvements that increase accessibility and safety.
- 5 Improve perception of public safety and reduce criminal activity.

The Neighborhood Transformation Strategy strives to make significant improvements in the built environment; the retail amenities and transportation options available to residents; and the safety of the community. These efforts can demonstrate progress and change the public perception of the neighborhood to create momentum for further improvements that benefit existing and new residents as well as the city as a whole.

During the August 2012 Community Workshop, participants listed the neighborhoods' easy access to downtown and heritage as some of the best aspects of living in the Choice Neighborhoods. A lack of jobs,

retail, and other businesses were cited as some of the most frustrating aspects, as well as the multitude of adjudicated properties and vacant lots. These comments guided the development of neighborhood strategies. The challenge will lie in attracting new private development and a greater share of Shreveport residents despite a low growth rate citywide.

Goal 1: Create mixed-use activity nodes to achieve critical mass of new development.

A critical mass of new development—concentrated in strategic, prominent, and accessible locations—can improve the perception of the neighborhood and provide better housing for current and future residents. New residents will help attract new retail (Neighborhood Goal 3), and areas that combine this neighborhood-serving convenience retail with several types of living options and community spaces in a walkable environment will bring new energy and opportunities to Allendale and Ledbetter Heights. Concentrating public investment in targeted areas provides an incentive for private developers to focus on the same areas to take advantage of new roads, sidewalks, sewers, and parks. Strong partnerships between

the City and private developers will play a crucial role in ensuring such changes benefit existing residents and respect the character of the neighborhoods' existing architecture and landscape (see Housing Strategy 5-A).

Strategy 1-A: Target near-term investment around two "Urban Village" nodes to catalyze redevelopment.

The creation of two compact, mixed-use Urban Villages at key intersections will telegraph renewed commitment to the area. The proposed locations along primary neighborhood routes capitalize on existing and planned redevelopment activity, current assets, and available land, allowing them to effectively build on progress that has already been made and to leverage future investment to generate a greater return for the community. These sites are located along bus routes to assure residents easier access to the many opportunities available downtown and in the medical district, supporting goals in the People Transformation Strategy to link residents to jobs, social services, and retail via efficient transportation links.

Residents at the Community Workshop helped identify potential Urban Village locations based on these criteria. One initial node, called

the Antoine Urban Village, is located around Milam Street at Pierre Avenue in Allendale (see Exhibit 4.4); a second is near Texas Avenue and Common Street in Ledbetter Heights. The Allendale location connects planned investments at the Jackson Heights site to Heritage Place, a City of Shreveport redevelopment project described in Housing Strategy 3-A. The Ledbetter Heights location encompasses planned development in the Shreveport Common Cultural District. These high-visibility sites will also help improve the perception of both neighborhoods within the larger community. Exhibit 4.3 below lays out additional implementation steps.

[A] wonderful opportunity to build neighborhoods [and] community for years to come.

—ALLENDALÉ RESIDENT

Urban Villages

The process identified sites for future investment in a third and fourth Urban Village, recognizing the need to phase development and respond to the market. The first of these additional sites sits on Milam Street near Booker T. Washington New Tech High School, extending east to complete a corridor of new development and activity from the high school past C.C. Antoine Park to the Antoine Urban Village. This corridor reaches south to include the former West Shreveport Elementary School as a potential catalyst redevelopment site along Murphy Street. The second additional Urban Village

Strategy 1-B: As growth stabilizes in the first Urban Villages, shift focus to other potential

site is in Ledbetter Heights and encompasses the Millennium Studios site and parts of Texas Avenue. This location complements the investment around the Shreveport Common Cultural District and urban village as well as future growth planned near the studio.

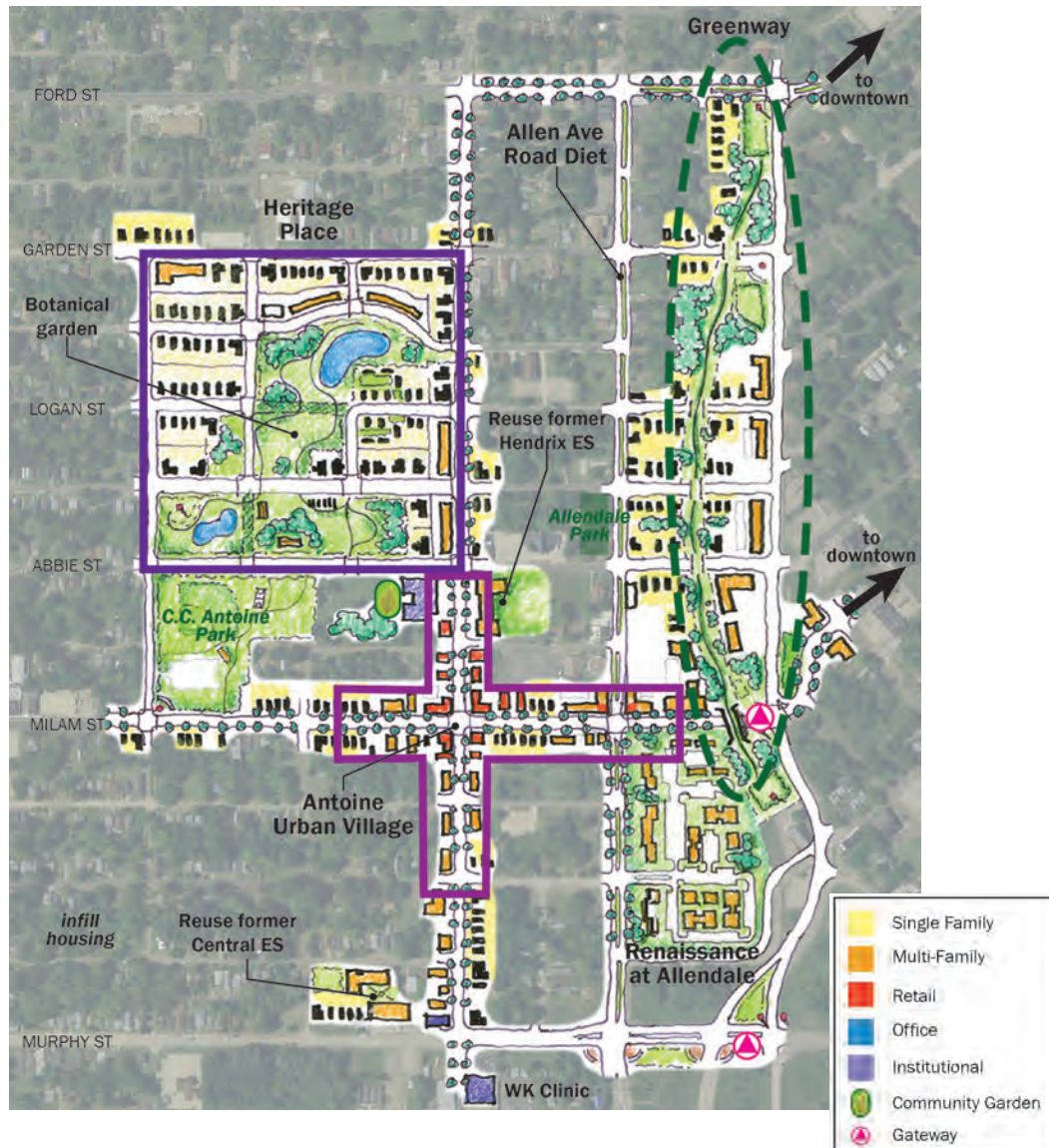
Goal 2: Address public realm improvements with a comprehensive approach.

The second goal of the Neighborhood Transformation Strategy complements the first by improving physical conditions in the neighborhood through targeted public investment that attracts private development. This encompasses needed street, sidewalk, sewer, and stormwater-facility upgrades; greenspace expansion; and promotion of the historic and cultural heritage of the community. The Choice Neighborhood Housing Partners identified a need to upgrade or replace aging water, sewer, and stormwater infrastructure in anticipation of or in conjunction with any significant redevelopment. Existing greenspace is maintained to varying levels of upkeep, and additional open space will be needed, especially as new residents move to the area. The unique historic, civil rights, and musical heritage of the community remains largely underutilized but can be transformed into a distinctive element of the public realm.

Exhibit 4.3 Urban Village Implementation Steps

- Inventory parcels near key nodes (Exhibit 4.5); acquire properties to assemble into larger development sites.
- Upgrade infrastructure in vicinity of Urban Villages to increase feasibility of redevelopment.
- Market sites to private developers with track records of success in similar projects. Identify development incentives if needed.
- Work with developers to encourage design that responds to specific needs of community.
- Identify funding sources for rehabilitation of existing residential and commercial development that can be incorporated into Urban Villages.
- Implement pedestrian and bicycle improvements to link Urban Villages with destinations like jobs, schools, and parks.

Exhibit 4.4 **Urban Village Development Plan and Features**



Antoine Urban Village

- Create critical mass of new investment linking Renaissance at Allendale and Heritage Place developments.
- Revitalize historic commercial node at important neighborhood intersection.

Heritage Place

- Redevelop 30 acres into new housing and green space for residents.

Greenway

- Adapt former railroad right-of-way into linear public greenspace providing additional walking/biking opportunities
- Connect Allendale and Ledbetter Heights neighborhoods.

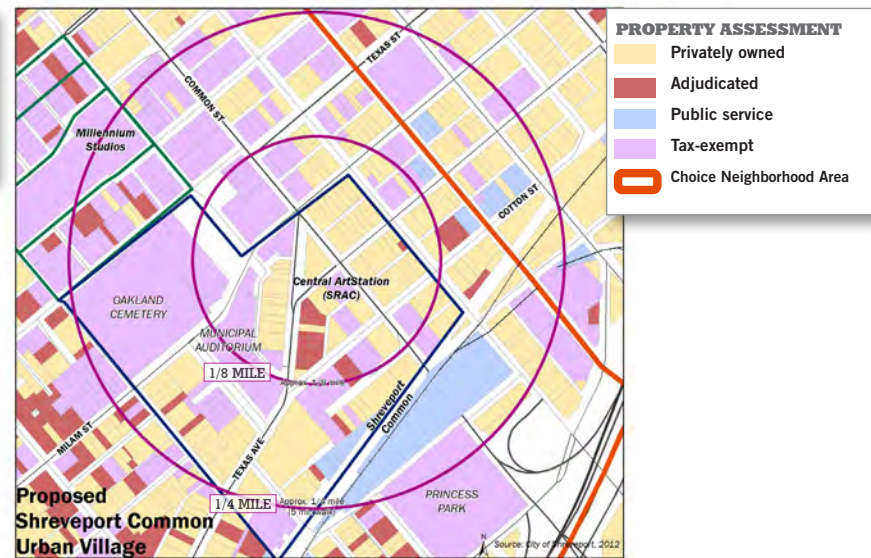
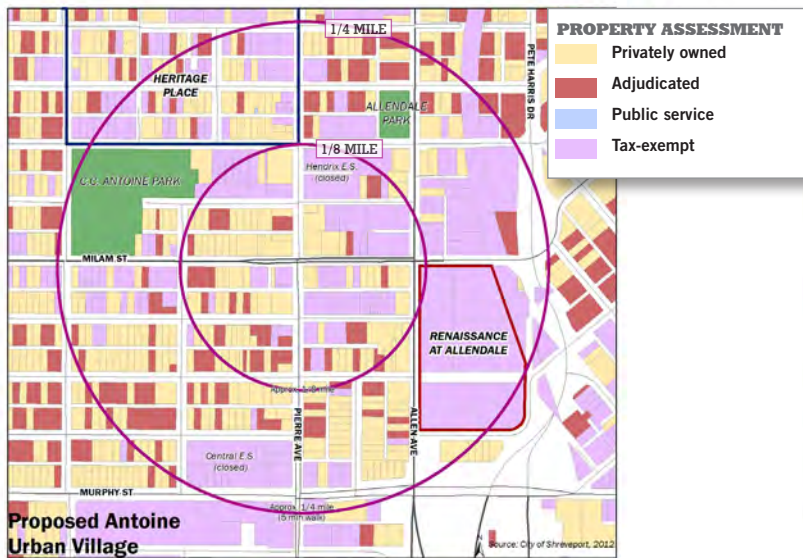
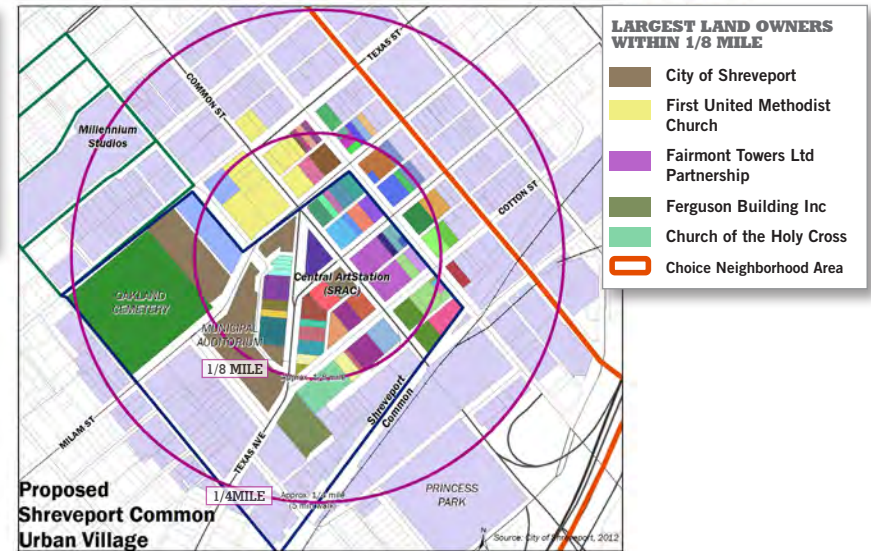
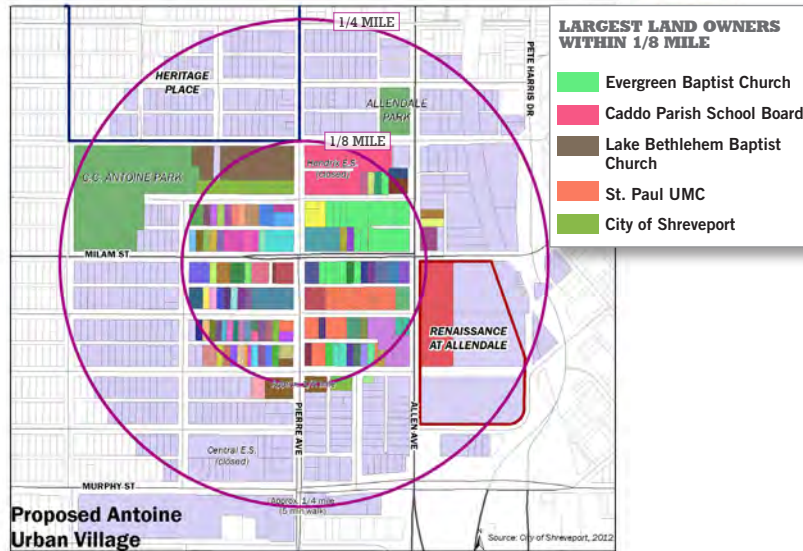
Allen Avenue Road Diet

- Redesign wide roadway by adding a landscaped median and bicycle lanes.
- Improve visual environment of an important corridor.

Neighborhood Gateways

- Promote community identity with artist-designed gateways at key locations.

Exhibit 4.5 **Current Ownership Patterns and Tax Status of Parcels in the Urban Village Areas**



Initial urban village locations showing common ownership and current tax status of parcels

Strategy 2-A: Upgrade infrastructure as part of redevelopment projects; promote low-impact development strategies and green stormwater-management best practices.

Many streets need patching or repair, and sidewalks are discontinuous or non-existent in many areas. The City has allocated funding for some of this work, but additional resources will need to be identified. Enhanced pedestrian facilities will make walking a more viable alternative especially around the Urban Villages. Targeting funding to these areas will help attract private development by building the infrastructure necessary to support high-quality walkable nodes of activity. In Ledbetter Heights, the City of Shreveport and Millennium Studios, LLC, will use a \$1.2 million award from the Economic Development Administration Public Works Initiative to fund rehabilitation or replacement of almost 1,500 feet of storm-drain pipe to reduce flooding in the area.

Strategy 2-B: Improve existing parks and recreation resources and build new public spaces for residents.

C.C. Antoine Park and the Brooks Golf Course are scheduled for near-term improvements. C.C. Antoine Park has a budget of \$160,000 to \$200,000 for playground upgrades, new walkways and paths, ballfield renovations, and a parking area overlay. Design and construction

documents were completed in 2012, and bidding and construction is contingent on future bond sales. The Brooks Golf Course received \$100,000 in bond funding to improve accessibility at the pro shop and another \$200,000 in state funding to develop its junior golf training facilities.

An abandoned railroad right-of-way between Allen Avenue and Pete Harris Drive presents an opportunity to bridge two neighborhoods. It follows a curving path through wooded, hilly terrain along the low point between Allendale and Ledbetter Heights, currently acting as a physical and mental barrier. Reclaiming this space as an active connector providing recreation space and bicycling alternatives into downtown will better integrate the two neighborhoods. A greenway with multiuse trails would run from the Renaissance at Allendale development (see Housing Strategy 1-A) past Mount Moriah Park and connect to Ford Street. New and rehabilitated housing along this space could capitalize on an attractive amenity to draw new residents to the area.

The City of Shreveport has completed site acquisition and Phase I environmental analysis for several parcels in the heart of Shreveport Common to create Caddo Common Park, its signature public space. Caddo Parish has committed to developing an artist-led plan



Mt. Moriah Park in Allendale includes a playground for neighborhood children.

for this park that will anchor redevelopment in the area. Nearby Oakland Cemetery and the Grand Avenue Promenade adjacent to the Municipal Auditorium are also scheduled for renovations. Oakland Cemetery will be restored to function as a public open space again, as it did historically, and the promenade project will replace a concrete median with trees, benches, and a walking path. In addition, the Blue Cross Foundation has begun discussions about building a new KaBOOM! playground on a site to be determined in Allendale. This active play space will encourage physical activity among young residents of the neighborhood.

Strategy 2-C: Create neighborhood gateways and streetscape corridor designs that express the community's identity.

Public realm improvements will establish a clear neighborhood identity in which residents can take pride and which can draw new residents, visitors, and investment. Gateways at key locations in the neighborhoods offer one way to express this community identity. Public art in these locations could engage artists from Shreveport Common and/or neighborhood youth as part of the Pay It Forward program described in Neighborhood Strategy 6-A. SRAC and SPAR could collaborate to develop a series of competitions for public art and gateway treatments for the neighborhoods. Milam Street at Hearne Avenue, Milam at Pete Harris Drive, and Murphy Street at the interstate ramps could all serve successfully as gateways.

Focusing streetscape improvement funds to the major corridors through Allendale and Ledbetter Heights will improve the appearance and function of the existing areas, help create a pedestrian environment that supports mixed-use development, and complement other infrastructure investments near the Urban Villages. These include bulb-outs at corners to shorten crossing distances (e.g., Milam Street at Sycamore Avenue),

textured or raised crosswalks to alert drivers to pedestrians, and roundabouts where traffic volumes and flow could be improved (e.g., Caddo Street at Common Street). Milam Street and Texas Avenue should be the first priorities, with parts of Murphy Street, Pierre Avenue, Allen Avenue, and Ford Street as areas of secondary emphasis. Funding from a municipal infrastructure bond will be leveraged to help finance these improvements.

Strategy 2-D: Utilize historic and cultural resources to strengthen the unique identity of the Choice Neighborhoods.

This strategy dovetails with the Shreveport Common plan's focus on musical and cultural resources to create a diverse creative community along the Texas Avenue corridor and helps extend its anticipated benefits into Allendale. Key sites like the Municipal Auditorium, Oakland Cemetery, the C.C. Antoine and Ann Brewster houses, and the St. Paul's Bottoms Historic District could become focal points of a larger network of locations that played important roles in the history of Shreveport (see Exhibit 4.6). The Municipal Auditorium, a significant resource for the neighborhood, is currently undergoing a year-long, \$4.2 million renovation to achieve ADA accessibility, upgrade building systems, and generally increase its appeal as a regional music venue.

Goal 3: Attract additional amenities to better serve resident needs.

The Choice Neighborhood planning area has relatively few businesses within it, partly due to its proximity to the CBD downtown and partly because there are too few residents to support a large amount of retail. However, the market analysis prepared by GCR identifies two citywide retail gaps that could drive retail development in the Choice Neighborhoods: downtown retail catering to mid-day and weekend shoppers that could be partly accommodated within West Edge and Ledbetter Heights, and "Main Street" retail with neighborhood-serving shops that could be supported along Texas Avenue or in the urban villages. Many residents expressed a desire to attract these types of amenities to the area, in particular a grocery store that offers fresh, healthy food. Exhibit 4.7 demonstrates the lack of major grocers currently in the area, especially for those residents without cars or who cannot drive.

The US Department of Agriculture identifies the Allendale and Ledbetter Heights census tracts as low-income food deserts. Professionals agree that increased access to healthy food options is a top priority for the Choice Neighborhood. Residents reported

healthy eating and nutrition as a cross-generational problem affecting residents from early childhood to senior citizens. In the needs assessment, over 80% of households reported they would participate in neighborhood-healthy eating programs if they were offered. Residents stated that they would like to see community gardens cultivated in the neighborhood and cared for by the community.

Strategy 3-A: Develop a carefully thought-out approach to development incentives and site marketing to attract a grocer.

Attracting a grocery store often proves a difficult proposition for urban neighborhoods due to market considerations retailers use to determine store locations. A small-format grocery store of 5,000 to 10,000 square feet requires at least 2,000 households in an area that meet a minimum median income threshold; a standard 40,000-square-foot supermarket requires at least 5,000 such households. Though Allendale and Ledbetter Heights contain 2,234 households collectively, according to the 2010 U.S. Census, median income falls below the level needed to attract a major grocer. The neighborhoods would need another 1,800 units, including planned new units, and the median income level would need to increase before a supermarket became

Exhibit 4.6 Historic and Cultural Resources

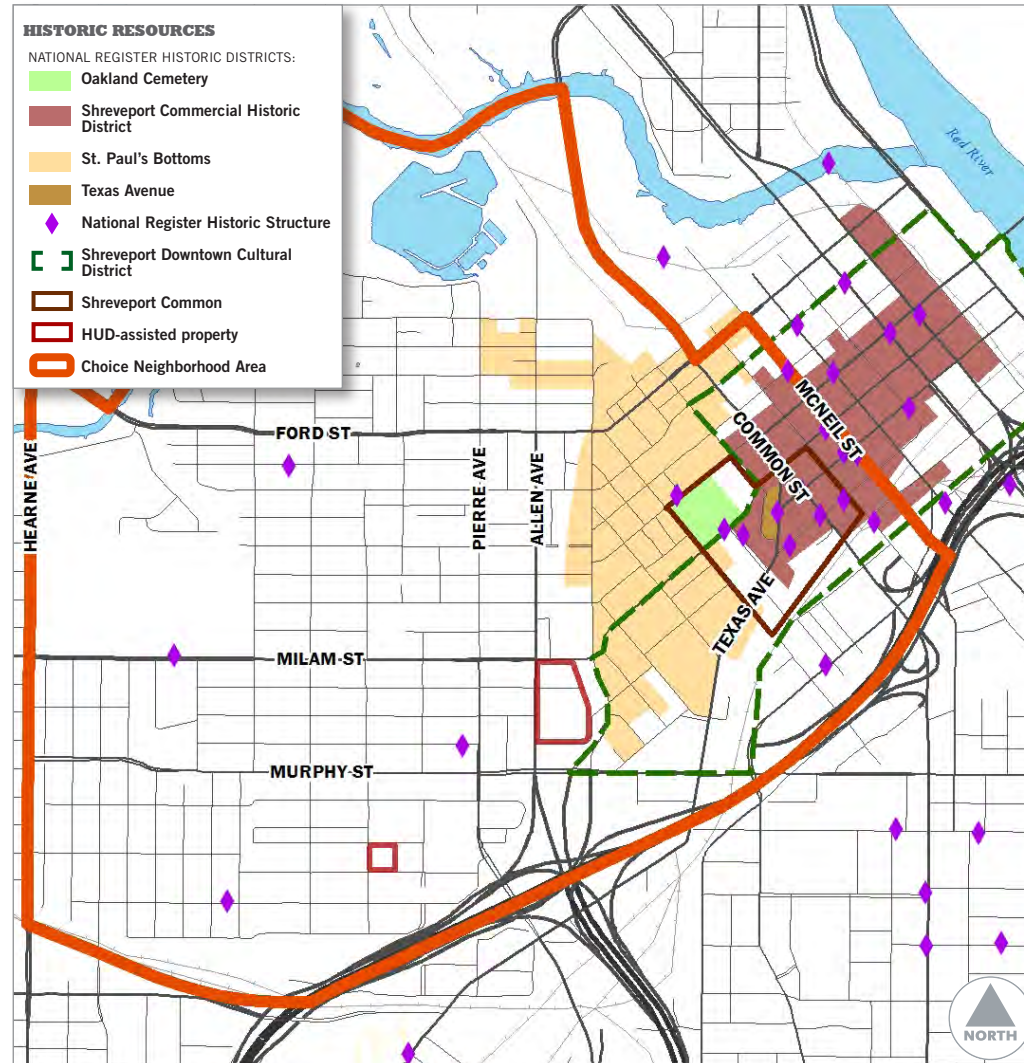


Exhibit 4.7 **Major Grocery Stores Within Three-mile Radius**

No major grocery stores are located within the Choice Neighborhood planning area and the closest ones require a car or long trip via bus.

a realistic possibility. This community desire, therefore, ranks as a long-term goal for the Choice Neighborhoods.

The City of Shreveport Department of Community Development received \$10,000 from Capital One to complete a market analysis of potential grocery store sites in the Choice Neighborhood. A carefully considered approach to marketing the identified sites and providing reasonable development incentives will also facilitate this process, potentially assisted by the Downtown Development Authority. A site that serves additional neighborhoods such as downtown or Lakeside would increase the market draw area for a grocer, and incentives such as reduced land costs or tax abatements for a limited time would improve the project economics.

Strategy 3-B: Direct business recruitment efforts and resources to the Texas Avenue and Milam Street corridors.

The City of Shreveport, the Shreveport-Bossier African American Chamber of Commerce, the Greater Shreveport Chamber of Commerce, SUSLA, and other entities provide a variety of marketing efforts, small business training, and economic incentives to attract and expand local businesses throughout the city. A targeted effort to identify the most appropriate types of businesses and to support their establishment and growth

in the Choice Neighborhood planning area will leverage existing resources to the benefit of local residents. This includes the marketing of existing grant and tax credit programs, providing small business education (People Strategy 2-C), and assisting with site selection and permit processing. SUSLA's Center for Business and Community Development is a committed partner of the Choice Neighborhood effort and will provide management and technical assistance to residents in Allendale, Ledbetter Heights, and West Edge. Shreveport Common is hosting entrepreneurial training for artists in its Central ArtStation facility in Ledbetter Heights. The City of Shreveport could also issue RFP's to recruit specific business types to occupy space built as part of its redevelopment projects like the urban villages.



Community garden in Allendale.

Strategy 3-C: Expand the network of community gardens that provide access to fresh food.

Community gardens offer an alternative way to provide some of the fresh food that residents desire from a grocer. These low-cost initiatives can lead to improvements in community involvement, resident health, and neighborhood aesthetics. Fresh food can be grown and harvested on previously vacant land and then distributed or sold to neighbors, while resident involvement in establishing and maintaining the garden can strengthen neighborhood bonds and a sense of community.

The Red River Coalition of Community Gardeners supports the existing Allendale Garden of Hope and Love at Allen Avenue and Buena Vista Street, and the Galilee Majestic Arms senior community plans to create a new garden on its grounds. Through Healthy Green Into the Outdoors (People Strategy 4-A), two Garden Learning Communities are being planned and built in the planning area, one near the Volunteers of America LightHouse in Ledbetter Heights and another at the Lake Life Center on Pierre Avenue near the Antoine Urban Village and Heritage Place. These gardens will not only provide fresh fruits and vegetables to neighborhood residents, but they will also

engage families in building and sustaining community gardens. Families will learn about and be involved in gardening, canning, healthy meal preparation and food labeling. Additional strategic locations throughout the area will increase access for more residents. The LSU Ag Center's Community Garden Program also supports urban gardening efforts by teaching residents proper growing techniques and helping to design a garden and its operations to be a neighborhood asset.

Goal 4: Make Transportation Improvements that Increase Accessibility and Safety

Although Choice Neighborhood residents have access to multiple SporTran bus routes across the planning area, low service frequency and the need to make multiple connections through the downtown terminal inhibits more widespread and convenient use. A lack of bicycle infrastructure and fast-moving traffic on some neighborhood thoroughfares limit alternative transportation options. Improving transit accessibility and bicycle safety will give residents better connections to opportunities outside the neighborhood and provide additional incentives for new residents to move into the area and capitalize on its downtown-adjacent location.

Exhibit 4.8 **Proposed Bicycle Routes in Allendale and Ledbetter Heights**

The Common Link report recommended a series of bicycle facility improvements to link Shreveport Common to other destinations. These facilities will increase access for Choice Neighborhood residents.

Strategy 4-A: Advance studies for a new intermodal transit facility in the Choice Neighborhood planning area and consider other options to improve transit service.

SporTran is studying the creation of a new intermodal transit facility on Murphy Street near Texas Avenue and the interstates. This project received \$250,000 in state funding for the feasibility and programming phases to determine opportunities to link local bus, veterans and elderly transportation services, intercity Greyhound, taxis, and potentially passenger rail all in one location. SporTran should also conduct a study of existing bus routes, ridership, and anticipated funding levels to determine alternatives that could improve service frequency by consolidating some of the many routes that travel the same roads through the Choice Neighborhoods.

Shreveport Common is preparing to construct “Line and Sky” at CommonLink, a new artist-designed transportation and information hub on Texas Avenue at Grand Avenue. This shovel-ready transportation enhancement is described in the Shreveport Common Vision Plan as a block-long canopy of light and color that is designed for physical exploration and interactive information-sharing about local cultural events and locations.

Strategy 4-B: Implement the recommendations in the Common Link transportation report.

The Shreveport Common transportation task force prepared a study of bicycle facilities in the area and recommended a series of improvements to better connect Shreveport Common with key destinations (see Exhibit 4.8). These connections would also benefit Allendale and Ledbetter Heights residents by providing transportation alternatives to access jobs and shopping outside the planning area and by improving levels of physical activity. These routes connect through CommonLink to important destinations including the LSU-Health Sciences Center, Centenary College, retail along Kings Highway, and the proposed intermodal transportation facility. NLCOG included these bicycle route projects in its state budget request to help advance this effort. The City should coordinate Public Works projects to ensure pedestrian and bicycle facilities are included in road improvements and to advocate for prioritizing those projects identified in the Shreveport Common Plan.

Strategy 4-C: Construct streetscape improvements and bus stop enhancements at key locations.

Streetscape improvements should be introduced along key thoroughfares and within urban villages to create the pedestrian environment supportive of a mixed-use

setting. These include bulb-outs at corners to shorten crossing distances (e.g., Milam Street at Sycamore Avenue), textured or raised crosswalks to alert drivers to pedestrians, and roundabouts where traffic volumes and flow could be improved (e.g., Caddo Street at Common Street). Shreveport Common is actively pursuing funding to implement a Complete Streets policy for the road network in its focus area.

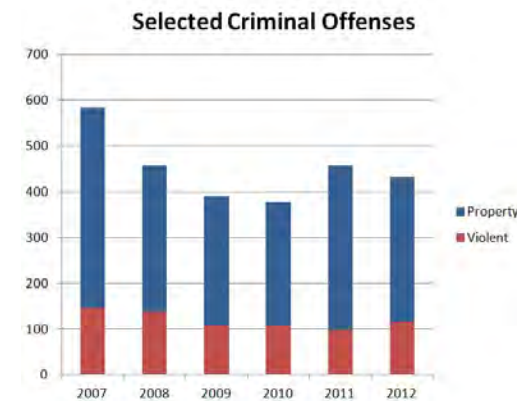
Enhanced bus waiting areas along the busiest routes would benefit existing transit users and potentially attract new ones. Improved bus shelters should provide a dignified waiting space by offering shelter from the sun and inclement weather, a place to sit, and opportunities for public art in collaboration with Shreveport Common. These locations can also serve as places to post community messages or revenue-generating advertisement. Bus stop improvements are particularly important near the Urban Villages, where they will support greater use of the bus system.

Goal 5: Reduce criminal activity and improve perception of public safety.

According to the City of Shreveport's Annual Crime Reports prepared by the Shreveport Police Department Crime Analysis Unit, the instances of overall crime and violent crime

in Allendale and Ledbetter Heights declined from 2007 to 2010 but have since increased somewhat (see Exhibit 4.9). Data from June 2011 to June 2012 indicate that residential burglary and residential theft rank as the two most common criminal offenses (45% of total for that period), and aggravated battery ranks as the most common violent crime (10.5% of total for that period). Other common crimes not captured in the selected data include simple battery, narcotics use, and vandalism. This data also suggested the location of crime hot spots, such as the intersection at Milam Street and Pierre Avenue and Patzman Street near Canaan Towers.

Exhibit 4.9 Crime Trends in the Choice Neighborhood



After significant declines prior to 2011, violent crime increased 20% in 2012. (Data for Police District 3)

Residents perceive that crime in general has decreased but still feel it is a significant problem, particularly among the youth in the neighborhood. Generational poverty and a lack of education, parenting skills and supervision were identified as key issues contributing to the perpetuation of the cycle of crime in the community. During listening and visioning sessions,

residents identified police awareness as a primary issue, with more efforts needed to patrol

key spots where illegal activities commonly take place. Residents felt that developing a more trusting relationship with law enforcement in the community would promote better coordination to curb criminal activity. Residents also perceived the neighborhood's numerous vacant houses and dimly lit streets as significant threats to safety. They felt that increased opportunities to engage young people in healthy behaviors and activities together with visible positive role models within the community would help keep young residents out of trouble.

Law enforcement and public safety professionals surveyed for the initiative offered several recommendations for addressing public safety issues in the neighborhoods:

- Improve lighting on streets.
- Provide more positive social and recreational opportunities for youth.
- Encourage more involvement from citizens in neighborhood-watch activities.
- Ensure the effective enforcement of regulations, codes and law.
- Ensure a prepared and skilled career and

volunteer workforce in order to best respond to current and future public safety needs.

The primary barriers to enacting these solutions

were reported as limitations and/or lack of funding, a lack of volunteers, a lack of participation from the community, and a lack of consistent, accountable citizen commitment.

Strategy 5-A: Promote an improved partnership between neighborhood residents and law enforcement.

Shreveport Choice Neighborhoods is working with the newly formed Allendale-Lakeside-Ledbetter Heights Partnership (ALL) to promote an improved relationship with local law enforcement. A series of regular public safety meetings will take place, with the intent of opening lines of communication and foster trust between community residents and police officers in order to confront public safety problems in a cooperative way. Crime statistics

and efforts to counter criminal activity will be shared with residents, who will have the opportunity to ask questions and volunteer for neighborhood-watch programs.

Strategy 5-B: Implement police patrols on foot and by bicycle to improve community relations and police visibility and to target additional patrols around crime hot spots.

More foot and bicycle patrols in residential areas of the Choice Neighborhoods would improve the visibility of the police and foster better community relations through casual interactions. Additional patrolling of existing crime hot spots would help deter criminal activity, improve response times, and demonstrate the police force's willingness to respond to community needs.

Strategy 5-C: Improve street lighting to enhance the sense of safety and reduce opportunities for crime.

Residents identified many poorly lit streets that contribute to a lower sense of safety and provide opportunities for criminal activity. In conjunction with Strategy 2-A, new street lighting should be installed and maintained throughout the Choice Neighborhoods planning area. The initial emphasis should be in and around current crime hot spots, public green spaces, and the planned Urban Village nodes before expanding to other residential streets and areas.

The best way to fight the perception of crime and reduce existing crime is to work together—law enforcement, residents, and leaders.
— PARTICIPANT IN PUBLIC SAFETY LISTENING SESSION

Strategy 5-D: Create neighborhood-wide crime watches and additional prevention and education activities.

ALL will work with law enforcement forces to promote alcohol- and drug-awareness programming for youth and young adults. ALL will also organize programming designed to help residents prevent burglary and other crimes and addressing child safety, community emergency response, self-defense and crime victims' assistance.

Strategy 5-E: Increase positive youth development opportunities during non-school hours as a deterrent to criminal activity.

Community-based youth activities will be created or better promoted to foster a positive relationship between young residents, adults and law enforcement while also encouraging positive youth development and healthy behaviors in the neighborhood. These include a variety of camps, including sports camps, the Pathway to Success Boot Camp, and the Girls and Butterflies Camp; the Youth Networking Conference; and the Back to School Jamboree.

Local law enforcement is working to promote safety in neighborhood schools. School safety programming, offered through the Caddo Parish Sheriff's Office, will be provided at J.S. Clark MicroSociety Academy and Booker T. Washington New Technology

schools. Examples of the training planned for students, parents and teachers include (1) gang-awareness education; (2) gun safety for children; (3) child abuse prevention and detection; (4) a volunteer Community Emergency Response Team; and (5) self-esteem for children.

The Caddo Parish Children and Youth Planning Services Board is working to develop and oversee implementation of youth development activities and programming for residents, with a special focus on at-risk youth. These services include prevention, early intervention, diversion, alternatives to home displacement, alternatives to incarceration, and treatment services.

Goal 6: Create opportunities for a wide array of artistic and cultural programs to enrich resident quality of life, nurture local talent, and foster creativity.

Shreveport Common, in Ledbetter Heights and the West Edge of downtown, will function as an important partner in the effort to revitalize the Choice Neighborhoods planning area. The initiative's management team has begun to implement a robust arts and cultural programming schedule in addition to planning new housing, public space, and other improvements. Shreveport Common has actively sought (and will continue to seek)



Central ArtStation provides studio and classroom space for artists in the Pay It Forward program.

ways to provide direct benefits to Choice Neighborhood residents, such as artistic training, public-realm beautification, and cultural expression.

Strategy 6-A: Expand resident access to creative outlets and unique cultural activities.

Two Shreveport Common programs will directly benefit Choice Neighborhood residents. The Pay It Forward program will offer creative outreach through existing social service providers. Artists involved in the program receive entrepreneurial training at Central ArtStation and free studio space in return for working with a social service organization to provide its clients with access to the arts that the clients would otherwise lack. This has included teaching classes, mentoring individuals, or working in other capacities. The social service provider has hired

several artists participating in this program to continue their work. Further efforts will be made to ensure that residents of the planning area benefit from these opportunities.

Shreveport Common is also planning a monthly series called UnScene! The program received a \$250,000 grant from ArtPlace, MN to help fund this effort to pair a renowned national artist with local artists and performers for day-long festivals. The national artist-in-residence will live in Shreveport Common before hosting a weekend event showcasing her/his work alongside the work of local artists. Planned events include an outdoor film screening, community parade, and juried art competition. The UnScene! planning team has strong interest in involving Choice Neighborhood residents and providing convenient access to the event through shuttles and other means.

The Pamoja Arts Society, a forty-year old organization dedicated to African American art with an artist residence in Allendale, is creating an apprenticeship program for students at Booker T. Washington New Tech High School. It will help interested students develop creative skills with the support and network of the organization.

Strategy 6-B: Host a recurring artist and farmers market in Shreveport Common.

The Shreveport Common Vision Plan calls for an artist and fresh food market on land near Texas Avenue and Common Street. It will offer Choice Neighborhood residents and others the opportunity to browse local artwork, experience live performances, and purchase locally grown fresh food. Including a farmers market as part of these events will increase fresh food access for residents in conjunction with Neighborhood Strategy 3-C.

Goal 7: Ensure existing residents have the opportunity to remain in the neighborhood.

Planned and proposed neighborhood and housing investments in the Choice Neighborhood planning area should improve the area's attractiveness for new residents but may do so at the risk of displacing current residents with limited financial means. A strong anti-displacement policy must be included as a complement to the people strategies focused on improving resident training and job preparation that increases incomes.

Strategy 7-A: Maintain a percentage of new housing units as permanently affordable through deed restrictions.

Fifty percent of new housing built in the planning area should remain permanently affordable through deed restrictions. Rental

housing set aside to meet this strategy should be affordable for residents earning 80% of the area median income (AMI); ownership housing should be affordable for residents earning 120% of (AMI). This will allow current residents to remain in the neighborhood while giving them the opportunity to move to new housing built to energy-efficient standards that reduce the cost of ownership or rental and improve their quality of life.

Strategy 7-B: Explore establishing a community land trust that can facilitate redevelopment and provide permanently affordable housing.

A community land trust (CLT) is a private, nonprofit community organization that provides affordable home ownership opportunities to individuals who might not otherwise be able to purchase a house. CLTs facilitate redevelopment in a community by acquiring vacant land or removing blighted structures to build new affordable housing that they then sell to income-eligible individuals. The CLT maintains ownership of the land and leases it at nominal cost to the buyer, who owns the house. When the homeowner decides to sell the house, restrictions in the land lease limit how much profit s/he can realize from selling to another low-income individual. A board of directors governs the CLT and includes both homeowners and other community members to ensure guidance of the organization by a broad vision that benefits the entire neighborhood. This model could be used

in the Choice Neighborhood planning area as another tool to reduce the amount of vacant and adjudicated properties and to construct new permanently affordable housing. CLTs can be used with scattered-site housing, condominiums, and rental housing. Four CLTs currently exist in Louisiana that should be consulted for lessons learned. For more information, see John Emmeus

Davis, ed., *The Community Land Trust Readers* available for download at www.lincolnst.edu

Measuring Progress

The metrics in Exhibit 4.10 will measure implementation of the neighborhood strategies over ten years. The impacts on current residents must remain a focus of redevelopment efforts to

minimize displacement due to rising costs or other pressures. New residents must also be attracted to choose to live in the Choice Neighborhoods in order to support the activity and critical mass necessary for new retail and businesses. Data sources were chosen that are readily available to ease monitoring of these strategies.

Exhibit 4.10 **Measuring Neighborhood Transformation: Ten-Year Goals**

METRIC	DETAIL	BASELINE		MINIMUM GOAL	SOURCE
<i>Private investment</i>	<i>Investment</i>	<i>N/A</i>		<i>At least 50% of new housing development cost over 10 years</i>	<i>City</i>
<i>Public water/sewer infrastructure investment</i>	<i>Units served</i>			<i>Area within Heritage Place, near Antoine and Shreveport Common urban villages</i>	<i>Water & Sewerage</i>
<i>Street repaving/reconstruction</i>	<i>Feet built</i>			<i>Streets within Heritage Place; Allen Ave; Texas Ave</i>	<i>Public Works</i>
<i>Streetlights installed/repared</i>	<i># of streetlights installed/repared</i>			<i>Streets within Heritage Place, Milam St, Texas Ave, Pierre Ave, Allen Ave</i>	<i>Public Works</i>
<i>Bike lanes/routes created</i>	<i>Miles of routes</i>			<i>Milam St, Texas Ave, Allen Ave</i>	<i>Public Works</i>
<i>New/improved sidewalks</i>	<i>Feet built</i>			<i>Milam St from Sycamore to Pete Harris Dr; Pierre Ave and Allen Ave from Murphy to Garden; streets within Heritage Place</i>	<i>Public Works</i>
<i>Street trees planted</i>	<i># of street trees planted</i>			<i>Milam St from Sycamore to Pete Harris Dr; Texas Ave from Lawrence to Common; Pierre Ave and Allen Ave from Murphy to Garden</i>	<i>Public Works</i>
<i>New/improved bus stop amenities</i>	<i>New/improved bus stop amenities (#/type)</i>			<i>Milam St, Allen Ave, Texas Ave, Garden St, Common St</i>	<i>SporTran</i>
<i>Park supply</i>	<i>Total acres</i>	<i>27 acres</i>		<i>Heritage Place botanical garden; Caddo Common Park</i>	<i>SPAR</i>
<i>Access to fresh food</i>	<i># of fresh food sources in planning area (grocers, community gardens, etc.)</i>	<i>0 major grocers, 2 community gardens</i>	<i>Site visit</i>		<i>City</i>
<i>Retail market</i>	<i>Total sales</i>	<i>\$9,360,000 sales</i>	<i>GCR Market Study</i>	<i>1% annual increase</i>	<i>ESRI Business Analyst</i>
<i>Violent crimes</i>	<i>Number</i>	<i>117</i>	<i>District 3, 2012</i>	<i>5% annual decrease</i>	<i>SPD Annual Report</i>
<i>Property crimes</i>	<i>Number</i>	<i>315</i>	<i>District 3, 2012</i>	<i>5% annual decrease</i>	<i>SPD Annual Report</i>
<i>Neighborhood block watch participants</i>	<i>Number of participating households</i>	<i>N/A</i>		<i>50% of households per block</i>	<i>SPD/ALL</i>

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4.3 Housing Transformation Strategy

Housing Goals

- 1 Achieve a mixed-income redevelopment of the Jackson Heights site.
- 2 Preserve and renovate senior housing at Galilee Majestic Arms.
- 3 Facilitate redevelopment of large depopulated areas.
- 4 Reduce the number of vacant lots and improve substandard housing conditions.
- 5 Ensure that scattered-site infill housing respects existing character.

HOUSING TRANSFORMATION STRATEGY

The Housing Transformation Strategy recommends approaches to revitalize large key sites and individual infill lots with new housing that improves the Choice Neighborhood. Completion of all aspects of this strategy will result in an estimated 925 new housing units, of which at least 52% will meet some level of affordability. New market-rate units will be concentrated in Shreveport Common and near Millennium Studios.

Participants at the August 2012 Community Meeting had few positive things to say about the area's housing stock. They listed vacant houses, absentee landlords, and poor housing conditions as some of the aspects of the neighborhood in greatest need of improvement. They envisioned well-planned, affordable, single-family homes in a growing neighborhood. Community members explicitly stated that, although excited about the possibilities for revitalization, they want to ensure continued affordability so that residents can stay in the neighborhood. They emphasized the need to respect the area's existing character while upgrading its

appearance and amenities. This section focuses on housing strategies that benefit existing residents while also attracting new residents who will increase market support for additional retail and other amenities.

The Jackson Heights site, owned by the Housing Authority of the City of Shreveport (HACS), has been a fenced vacant lot since 2006. Some former residents now live at Galilee Majestic Arms, Eden Gardens (a HUD-assisted senior housing development), and in private housing in the neighborhood, and during interviews they spoke about the sense of community that existed at Jackson Heights and a desire to return to live in improved housing. Redevelopment of this large, highly visible site will act as a catalyst that can transform the entire neighborhood. Successful redevelopment will help unlock the potential of other sites in the Choice Neighborhood area.

Goal 1: Achieve a Mixed-Income Redevelopment of the Jackson Heights Site.

HACS has reached agreement with Michaels Development Company, the largest developer of affordable housing in the country, to

redevelop the Jackson Heights site as a new community called Renaissance at Allendale. Current plans call for phased construction of 120 units (44% replacement of the original units) in a mix of 40 townhouses and 80 two- and three-bedroom garden apartments. Given current market realities identified in the GCR market report, market-rate housing is not a feasible option for this site. Instead, the project meets the mixed-income goal through a combination of low-income and very-low-income units that combine public housing, tax credit units and Section 8 support. A funding and affordability breakdown of the development appears in Exhibit 4.11. The site plan and exterior renderings in Exhibit 4.12 were presented to the Metropolitan Planning Commission in spring 2013. The current site plan reflects the influence of community feedback gathered by the Choice Neighborhood planning process, in which participants expressed a desire to see houses and front doors along the street edge of the development instead of parking lots.

Strategy 1-A: Construct Phase I of Renaissance at Allendale to incorporate sustainable design principles.

Phase I will include 40 garden apartments, split evenly between two- and three-bedroom units, and a community building that includes a business center, library, community room, and management office. Construction is

expected to begin by fall 2013 with completion anticipated by summer 2014 and a placed-in-service date of December 2014. Phase I construction will cost \$8.6 million, with \$710,800 coming from HACS Replacement Housing Factor funds and the remainder coming from private funding raised through tax-credit syndication.

Renaissance at Allendale includes many sustainable design features that will help keep energy costs low for residents, support a healthy living environment, and conserve natural resources. Both the LEED for New Construction and Energy Star programs were consulted to identify key design principles. The project is designed to meet the basic criteria for certification but will not seek formal recognition.

LEED for New Construction advocates an integrative approach to building and site design to increase efficiency and decrease environmental impact. Using the LEED

checklist for guidance, the Renaissance buildings will lower energy use by 30% from standard practice, use 20% less water, employ low-emitting interior finishes to protect indoor air quality, and include recycled and regionally-sourced building materials and products. The site design reduces use of potable water for landscaping by 50% and provides bicycle storage for residents. The site is less than 1.5 miles from the CBD and SporTran bus route 5 offers connections to the LSU Medical Center, the State Employment Office, and Goodwill Industries. Once complete, the project will adopt preventive-maintenance programs to ensure proper functioning of energy-saving features and to prevent future problems.

The Energy Star program promotes energy efficiency as a means of reducing environmental impact and lowering energy costs. It focuses on thermal enclosure, heating and cooling systems, water management, and lighting and appliances. New units at the Renaissance at Allendale will be built with Energy Star-certified windows, doors, and heating and cooling systems that will help reduce utility costs for residents. Major appliances will also be Energy Star-rated in support of this effort. Installation of a durable 25-year roof and a 15-year maintenance-free exterior will keep long-term maintenance costs low.

Exhibit 4.11 Renaissance Income Mix

UNITS	FUNDING SOURCE	AFFORDABILITY
PHASE I		
2	LIHTC	<20% AMI
5	Public Housing	<30% AMI
12	LIHTC	<50% AMI
21	LIHTC	<60% AMI
40	PHASE I TOTAL	

Exhibit 4.12 *Renaissance at Allendale Site and Building Design*



The Renaissance at Allendale project includes a mix of garden apartment (top) and townhouse units (above).

Sustainable Design Features

SITE

- Public transportation access
- Bicycle storage
- Reduced stormwater rate and volume
- Reduced water use for landscaping by 50%

BUILDING

- Reduced indoor water use by 20%
- Improved energy performance (30% above baseline)
- Use of recycled and regionally-sourced materials
- Use of low-emitting interior materials
- Use of Energy Star-rated products, including windows, doors, and appliances

Strategy 1-B: Fund and complete Phases II and III of Renaissance at Allendale.

Securing funding for Phases II and III is underway and will include an application for a Choice Neighborhood Implementation Grant. Another LIHTC fund application will also be submitted and some HACS funds may be provided to complete build-out of the project. Phase II will build 40 townhouses along the perimeter of the site and Phase III will add another 40 garden apartments. Completion of these phases will signal the transformation of the Jackson Heights site and provide visible evidence of progress being made in the community.

Goal 2: Preserve and Renovate Senior Housing at Galilee Majestic Arms.

Galilee Majestic Arms provides 75 units of senior housing, mostly in one-bedroom formats, with some studio units, and has



The community space at Majestic Arms has not been renovated since the building first opened.

a community room on the first floor. The building was 92 percent occupied as of early 2013 with no waiting list. It has never been renovated since its construction in 1985 and is in need of repairs as documented in the May 2012 Project Capital Needs Assessment (PCNA) report in Appendix B.

Strategy 2-A: Maintain the long-term affordability of Gilileo Majoesto preserve a vital community resource for senior housing.

Signature Property Management operates Majestic Arms and the nearby Eden Gardens and is currently awaiting response for a HUD Section 221(d)(4) rehabilitation loan that will extend the property's affordability requirement for another 30-year period. This funding will be partly used to complete the repairs identified in the PCNA report to ensure that residents have a safe, enjoyable, and dignified place to live. The finance structure will also allow for construction of a new social services facility between the two buildings that will house a service coordinator and space for in-service projects that address the needs both of residents and of the surrounding community. Signature would like to begin providing such services regularly, including legal assistance (for example, to help in preparing wills), government-benefits management, and health screenings.



The rear of the property is envisioned as a shared community garden to provide residents the opportunity to grow fresh food.

Strategy 2-B: Identify funding to implement additional improvements to better serve resident needs.

Signature has identified additional renovations that would enable the property to better serve residents. It has applied for Four-Percent LIHTC funds and HOME funds to help fund these improvements, including:

- renovation of the community space with new kitchen appliances, furniture, and finishes;
- addition of small gathering spaces elsewhere in the building; and
- creation of a community garden on the property to be shared with Eden Gardens residents.

A renovated community space and new small gathering spaces will provide more suitable locations for resident interaction and visitors. A community garden add another option to help residents stay active while growing some of their own food.

Goal 3: Facilitate Redevelopment of Large Depopulated Areas

The current conditions section of this report describes the predominant housing conditions in the Choice Neighborhoods. While pockets of quality housing and responsible homeowners exist, large areas are blighted with overgrown lots and vacant houses owned by absentee landlords; they have too few residents to advocate for change on their own. These areas offer the City and private developers an opportunity to make significant improvements within a defined location to complement the investment planned around the urban village nodes.

Strategy 3-A: Build new housing and a public amenity in central Allendale.

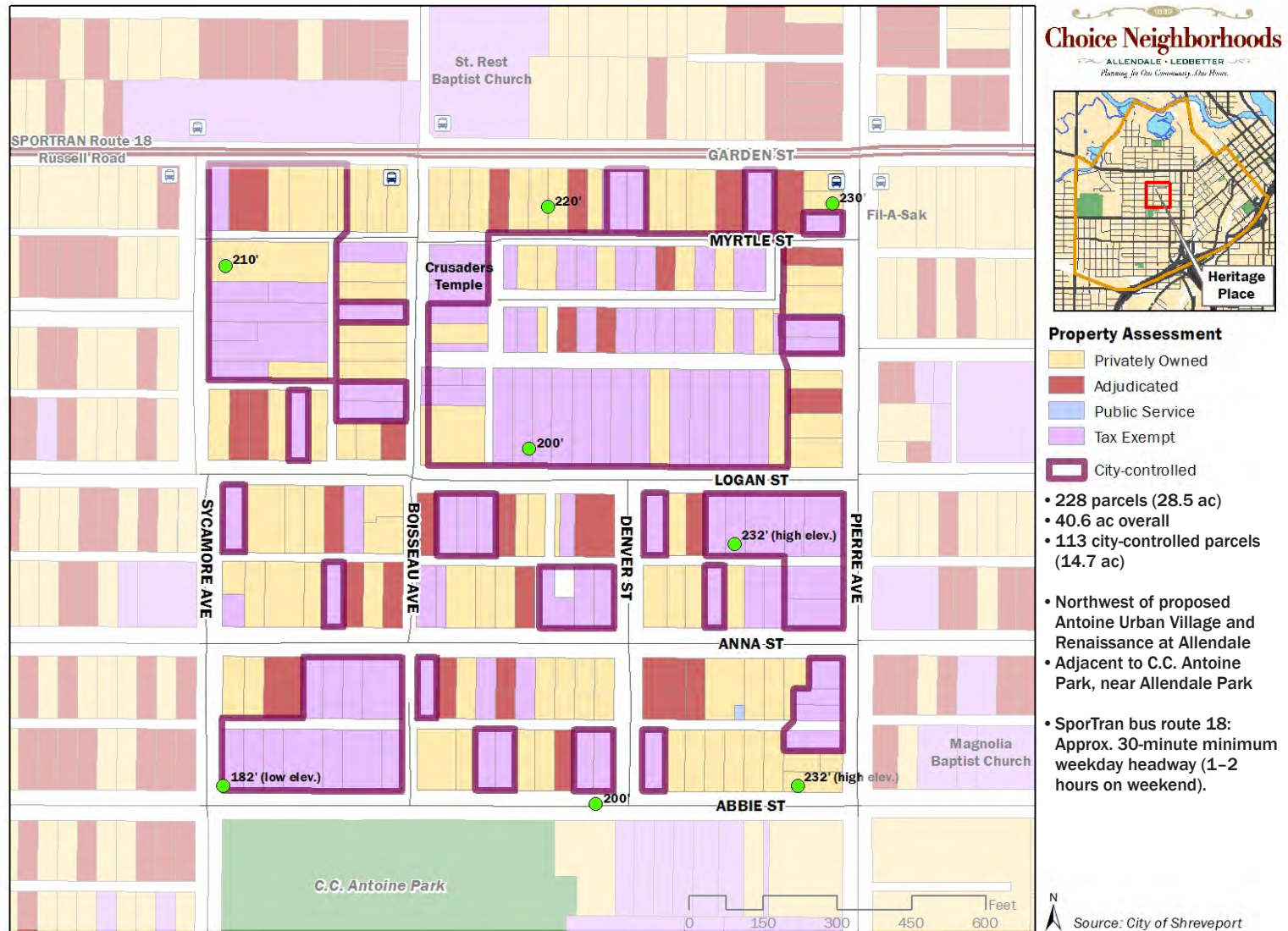
The City of Shreveport Department of Community Development (DCD) is in the process of acquiring 130 mostly vacant and adjudicated parcels north of C.C. Antoine Park and the proposed Antoine Urban Village and near the future Renaissance at Allendale development (Exhibit 4.14). DCD plans to develop this 40-acre area between the intersection of Pierre Avenue and Abbie Street and the intersection of Garden Street and Sycamore Avenue into Heritage Place, between 165 and 320 housing units for individuals and families at or below 120% of area median income. The development will include garden apartments, townhouses,

Exhibit 4.13 **Heritage Place Preferred Site Plan**



Exhibit 4.14 **Property Status of Parcels in the Heritage Place Site**

2013 status of land acquisition for Heritage Place. Of the remaining 14 acres to be acquired, 9 are privately owned.



mansion apartments, duplexes, and small-lot single-family houses and will feature a botanical garden as large as 15 acres on the rolling terrain where housing development would prove most challenging (Exhibit 4.13). This garden will form an extension of C.C. Antoine Park and include a water feature to manage stormwater on site. Phase II includes a reserved location for a community pavilion and small office for neighborhood organizations.

The Choice Neighborhood planning team developed a preferred site plan and design guidelines to assist the DCD in communicating and achieving its vision for the site. The design guidelines address site and building principles, sustainable design techniques, and specific building typologies to achieve a pedestrian-friendly mix of housing types. See Appendix E for the design guidelines document.

DCD anticipates collaborating with a single or multiple private developers to build the housing and will support these efforts by publicly financing infrastructure and park improvements. It has secured commitments of \$1 million from the City and \$400,000 from the state to assist with acquisition of the remaining parcels, development of the water feature and nature trails in the garden, and new housing construction.

Phase I will use 15 acres of land already owned by the City to build up to 130 mostly multifamily units and to construct the stormwater feature of the botanical garden. New infrastructure will cost approximately \$500,000 and will be jointly funded by bonds from the City of Shreveport and Caddo Parish. The housing development will use tax credits and private gap financing and the water feature will be financed with CDBG funds. Site clearing and preparation work for the botanical garden is currently underway and an RFP will be issued for developers in summer 2013.

Strategy 3-B: Facilitate the Shreveport Common housing plan to provide new and renovated units near West Edge.

The Shreveport Common Vision Plan includes proposals for a mix of artist housing, market-rate housing, and affordable units that will complement Neighborhood Strategy 1-A. These include 835 Cotton Street and the Grand (both mixed-income), Austen Place Artisan Village (artist housing), two market-rate developments, and renovation of the Fairmont Apartments (affordable housing façade improvement). The Shreveport Regional Arts Council (SRAC) has issued an RFP to obtain market studies for the residential and mixed-use development. The City is providing assistance by including the Shreveport Common cultural district in a HUD grant application to help finance

artist housing and live/work space near Texas Avenue and Wilson Street.

Strategy 3-C: Work with Millennium Studios to ensure that its growth plans benefit the Ledbetter Heights neighborhood.

The Millennium Studios facility represents the first significant development in Ledbetter Heights in decades. The studio has committed \$5 million to expand its back lot with additional studio and warehouse space, and intends to surround it with housing, offices, and retail. Its design, in the schematic phase, calls for up to 300 new housing units along Christian, Sprague, and Travis streets. The studio proposes constructing around 90 units of housing for its employees, with the rest built by a private developer for the general public. Outreach by the city, community partners, and the Metropolitan Planning Commission to work with the studio will ensure that the final design contributes positively to the neighborhood.

Strategy 3-D: Support the effort to renovate and improve Canaan Village Apartments in northwest Allendale.

Canaan Village Apartments is a 120-unit family housing development that was built in 1971 with a mix of 8 one-bedroom units, 56 two-bedroom units, and 56 three-bedroom units, all covered by a Section 8

Housing Assistance Payment Contract. The property was recently sold to Itex Apartment Preservation, LLA, an experienced affordable housing developer with plans to finance renovations from a \$5.7 million Section 221(d)(4) mortgage loan and \$3.8 million raised through the sale of Four-Percent LIHTCs. Renovation hard costs are projected to be around \$41,000 per unit to invest in sustainable design features that will achieve Enterprise Green Communities Certification. This certification is tailored to affordable housing projects to increase efficiency, reduce energy costs, improve indoor air quality, and provide adequate natural ventilation. Other improvements include retrofits to create ADA accessible units, a new playground, complete door and window replacement, and new cabinets, counter tops, and kitchen appliances.

Strategy 3-E: Support VOA's partnership to renovate and build new housing connected to its social service programs

Responding to the tremendous need for affordable housing in north Louisiana, Volunteers of America formed a partnership with Renaissance Neighborhood Development Corporation (RNDC) based in New Orleans. This organization was established in 2006 to provide replacement workforce housing after Hurricane Katrina and has since expanded its operations throughout the state.

This partnership is currently evaluating the feasibility of a 50-unit mixed-income townhouse development in the northeast portion of the planning area. RNDC will be responsible for engaging consultants to design, renovate, and construct this and other housing in the Choice Neighborhood planning area. VOA will refer its clients to these homes and will provide ongoing property management services to ensure seamless delivery of resident services.

Goal 4: Reduce the Number of Vacant Lots and Substandard Housing Conditions.

In addition to large areas of disinvestment, the Choice Neighborhoods also suffer from substandard housing conditions and scattered vacant lots that detract from otherwise successful streets. The City administers several programs that could be used to address these problems, but they have not focused on the study area for multiple reasons, including limited demands from current property owners.

- Allendale and Ledbetter Heights are two of 16 targeted neighborhoods under Shreveport's **Homebuyer's Assistance Program Participation Initiative (HAPPI)**, administered by the DCD. This program assists home buyers earning 80% or less of area median income with down payments, rate buy-downs and principal reduction, and closing costs for purchasing existing or

newly built homes. No available residential properties in the Choice Neighborhood area, however, meet the program's minimum property standards.

- The City of Shreveport administers a **One Dollar Adjudicated Property program** that conveys vacant and adjudicated properties to adjacent homeowners who care for the empty lot for a period of one year. They then have the option of purchasing the property for \$1 after proper notification of the legal owner. This allows for creation of wider side yards, private or community gardens, or additions to existing houses. The program has significantly reduced the number of adjudicated properties on the tax rolls citywide.
- The City of Shreveport allocates \$2,000,000 annually to fund several **Rehabilitation Assistance Programs** focused on helping low-income homeowners repair substandard properties and meet minimum code requirements.

Strategy 4-A: Create a Shreveport Redevelopment Agency with a professional staff to lead efforts to clear title to adjudicated properties and return them to the active market.

The dormant Shreveport Redevelopment Agency (SRA) had a 2013 budget allocation

of \$800. Initially formed to acquire vacant and adjudicated properties and then resell them with clear title. State law restricted the sale of these properties, however and the agency has not been active for several years. The City Council acted as the redevelopment agency, which had no professional staff. The Shreveport master plan recommends creation of a professional redevelopment agency on the model of the East Baton Rouge Redevelopment Authority. The RDA can acquire adjudicated property and quiet title in order to return it to the active market. It also provides business-improvement grants and gap financing for affordable housing projects as well as developing community-improvement plans and operating a fresh food initiative featuring mobile farmers markets and a healthy corner store pilot project.

A member of the Shreveport City Council has led an effort to revive the SRA. Options under consideration would have it partner with other local governments across the state and petition for reform of the state law that restricts redevelopment agencies, or to petition the City's representatives for legislation similar to the East Baton Rouge enabling legislation. Success in this effort would yield a valuable tool to help reduce the number of vacant and adjudicated properties in the Choice Neighborhoods, one of the barriers to widespread revitalization.

Strategy 4-B: Promote existing rehabilitation and side-lot programs to neighborhood property owners.

The City and Choice Neighborhoods should market existing housing programs to residents through their existing communication channels to spur new interest. Staff should be identified to assist residents with the application process as a way of lowering barriers to participation.

Strategy 4-C: Market new housing to HAPPI-eligible citizens.

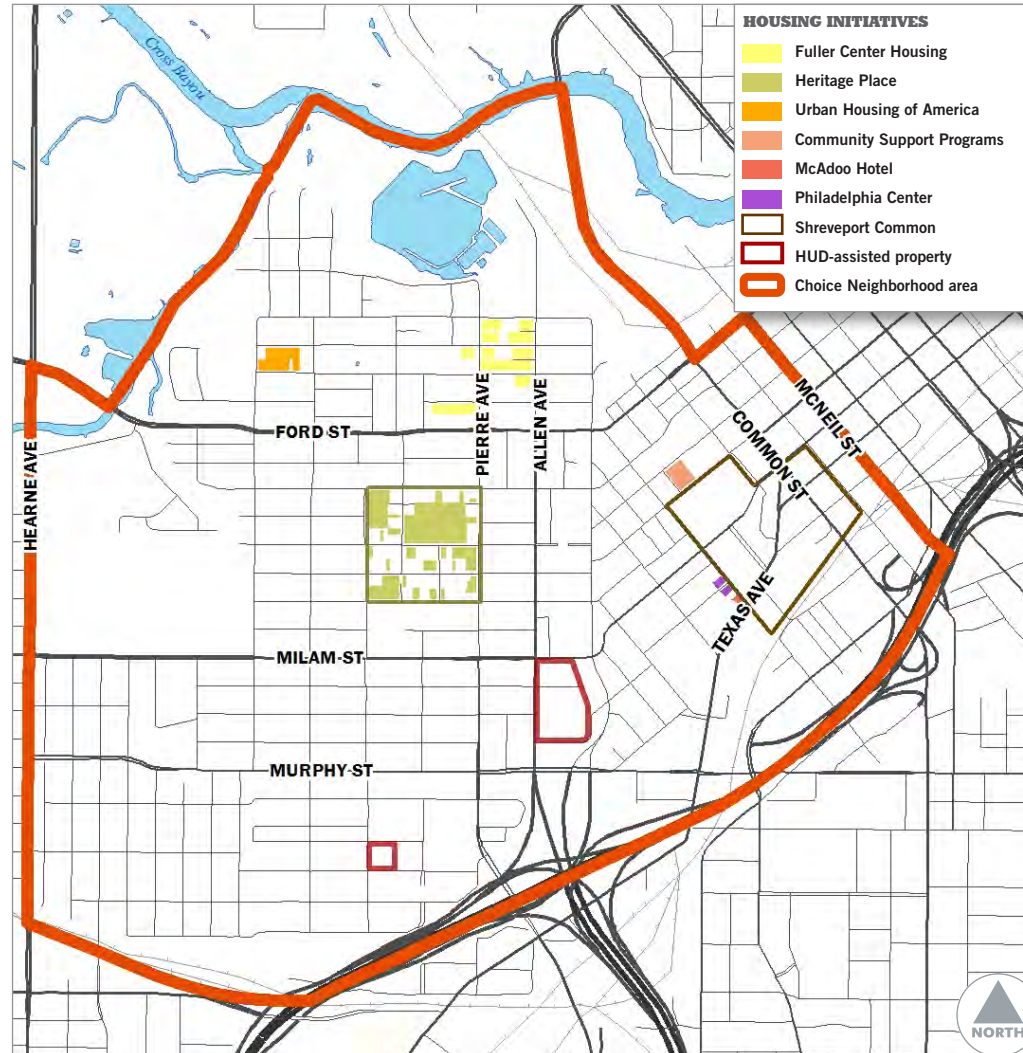
As new housing is developed in the Choice Neighborhoods, a targeted marketing campaign should be launched to reach eligible residents citywide with promotional material and information about existing homebuyer assistance programs. This will help capture a greater share of the residential market, utilize existing programs, and potentially increase demand for additional projects.

Strategy 4-D: Continue to support new nonprofit housing development.

Several housing initiatives underway in the Choice Neighborhood planning area are using vacant or adjudicated parcels to provide new housing. Exhibit 4.15 shows the locations of these initiatives:

- Urban Housing of America is developing ten rental duplexes for low- to moderate-income households in northwest Allendale. Construction is underway for this project which is called Allendale Homes.
- The Philadelphia Center (Mercy Center) is renovating two properties in Ledbetter Heights that provide housing for homeless individuals with HIV/AIDS. A temporary relocation site for the 14 residents has been identified and the projected start date for construction work is September 2013. The Center also seeks to acquire another building to renovate into housing for an additional 30 residents.
- The Fuller Center for Housing has plans to build another 20 houses near the 43 new units it has already completed in northeast Allendale. Funding is largely provided through cash and in-kind donations as well as volunteer labor and services.
- Community Support Programs is working to acquire land in Ledbetter Heights to develop 22 units for low- to moderate-income home buyers. The process has been slowed by reluctant sellers and City-owned land which must first be declared as surplus property.
- The Housing Authority of the City of Shreveport (HACS) is trying to acquire vacant property for new affordable ownership homes. Although the adjudication process has slowed this initiative, the Authority

Exhibit 4.15 **Housing Initiatives**



Ongoing housing initiatives in the Choice Neighborhood will improve access to quality housing.



The renovated McAdoo Hotel provides 45 units of SRO housing near downtown.

hopes to begin by building 20-25 units once it obtains the land.

- The historic McAdoo Hotel on Texas Avenue in Ledbetter Heights completed a substantial renovation in early 2013 that created 45 units of single-room occupancy (SRO) supportive housing. Over \$5 million in funding was provided by a combination of LIHTC exchange funds, federal and state historic restoration tax credits, City of Shreveport NHLP funds, and private equity. VOA is offering supportive housing services to residents at this site.

Goal 5: Ensure that Scattered-Site Infill Housing Respects Existing Character.

Market demand for large amounts of new affordable housing and the need to substantially renovate many existing units means the fabric of the neighborhood will continue to evolve. The large number of vacant parcels in Ledbetter Heights provides an opportunity for assembling larger sites for multifamily development. Exhibit 4.16 describes a hypothetical example of how such a project could be funded using a variety of sources. The more scattered pattern of vacant lots in Allendale creates opportunities for small-scale infill that will gradually alter the appearance of many streets. Residents want to ensure that these investments are designed in ways that integrate with existing street character and complement their immediate surroundings.

Exhibit 4.16 **Hypothetical Mixed-financing Project in Ledbetter Heights**

TOTAL DEVELOPMENT COST		\$16,800,000
SOURCES		
LIHTC tax-credit equity (LHFA cap of \$1 million)		\$8,200,000
PHA capital funds (using TCD cap for 2-BR walkup)		\$4,680,000
Permanent debt (based on cash flow)		\$1,860,665
State CDBG fund		\$1,000,000
City CDBG funds		\$500,000
Foundation A contribution		\$400,000
Foundation B contribution		\$159,335
TOTAL SOURCES		\$16,800,000

Assumptions:

- Development of a 120-unit, mixed-income project in Ledbetter Heights. The project assumes a mix of 25% public housing, 50% tax-credit housing, and 25% market-rate development.
- Development cost is based on the average per-unit cost of a tax-credit development in the Shreveport-Bossier City market.
- Assumed sources include Public Housing Capital Funds for the development of public housing units and infrastructure costs; Low-Income Housing Tax Credit equity for workforce units; a CDBG contribution from the City; and permanent debt. The FHA contribution is based on HUD-set TDC limits per development. The tax-credit equity is based on the maximum allocation of \$1 million per development established by the State's Qualified Allocation Plan in 2012.
- The permanent debt is based on assumed cash flow using rent revenue of \$250 per public housing unit, \$550 per tax-credit unit, and \$800 per market-rate unit, and an operating expense ratio of 70%.

Market consultant GCR proposed a sample financial structure that demonstrates the variety of funding sources for development.

Strategy 5-A: Encourage developers to follow the design guidelines as the minimum standards of community-oriented projects. Residents at the Community Workshop participated in a visual preference survey described in the Resident Engagement section of this report. They expressed a preference for traditional single-family homes set close to the sidewalk and for multifamily buildings with porches and individual entrances for ground-floor units. Residents disliked larger courtyard-style buildings, deeming them out of character with

the neighborhood. The planning team used this information to inform the development of urban design and housing design guidelines for the Heritage Place development (Housing Strategy 3-A). A modified version of these guidelines, created subsequently, applies broadly to infill development throughout the Choice Neighborhood planning area as well as other historic Shreveport neighborhoods. A selection of pages from the guidelines appears in Exhibit 4.17, and Appendix E contains the full document.



Highly-rated images from the visual preference survey (VPS) included infill development that respects the existing character of the neighborhood (above left). Stacked units with front porches and balconies (above) provide eyes on the street for security.



Highly-rated images include small setbacks that engage the sidewalk (left); infill with traditional materials and forms (middle); and varied massing that creates an engaging street wall (bottom).



Exhibit 4.17 Sample from the urban design and housing guidelines

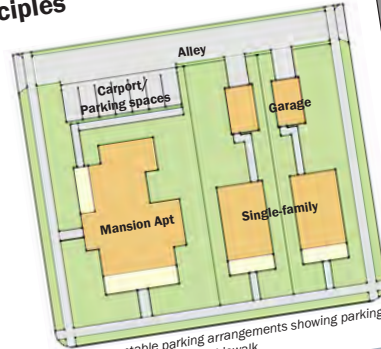
F. Site and Building Design Principles

Parking

- Parking should be accessed from rear alleys to minimize curb cuts along the sidewalk
- Corner lots should screen parking from the sidewalk using decorative fences or landscape; garages should be located on the inside lot line away from the sidewalk
- Preferred parking formats include:
 - rear parking lot with single curb cut from side street or alley (multifamily buildings only)
 - parking spaces in rear yard perpendicular to alley
 - detached carport or garage in the rear yard
 - garage built into rear of structure
- Required number of spaces determined by zoning; prefer maximum of 1.5 off-street spaces per dwelling unit
- Parking or storage of vehicles and other items in front yard should be prohibited

Building Envelope

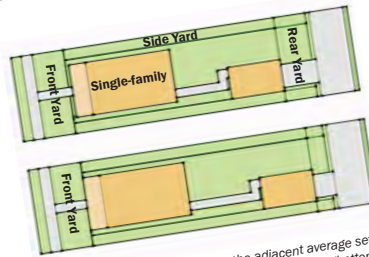
- Front Yard Setback: To ensure new development respects its existing context, maintain a consistent setback along a block face that is similar to the majority of other residential structures near Heritage Place
 - Typical setbacks are between 15 feet and 25 feet (range from 5 feet to 30 feet)
 - Variation of up to 10% of the average setback is allowed (i.e. two feet if the average is twenty feet)
- Side Yard Setback: five foot (5') minimum (zero lot line permitted for townhomes)
- Rear Yard Setback: fifteen foot (15') minimum for principal structure, eight foot (8') minimum for accessory structures
- Height: forty-five foot (45') height limit



Several acceptable parking arrangements showing parking buffered from the adjacent sidewalk



Driveway design that minimizes the amount of impervious surface to reduce stormwater runoff.



New buildings should approximate the adjacent average setback. The porch may encroach 3' into the front yard (bottom).

G. Building Typology Principles

Cottage courts

Location:

- Adjacent to greenway/blueway, especially along Logan near Pierre

Design Features:

- Multiple detached units grouped around common space which should be directly accessible from public sidewalk
- Units address common space and, when adjacent to public sidewalk, provide additional access from sidewalk as well
- Modestly sized individual units with small private outdoor space
- Parking for all units grouped in one or more locations and screened from street

Single Family Detached House
31/2 sf
2 bedrooms
1 bathroom
Architect: Marianne Cusato
mcusato@aol.com



Front Elevation



Side Elevation



Shana Speaks Pattern Book

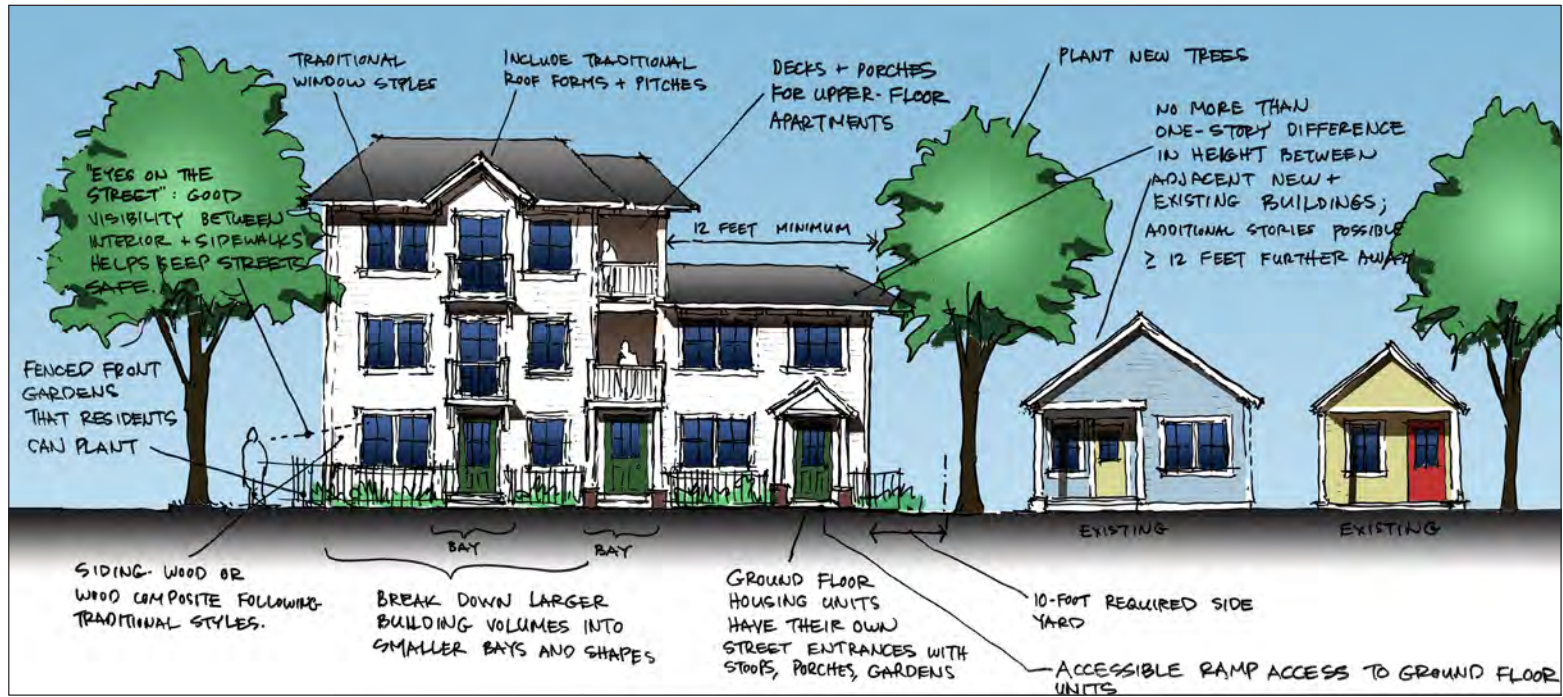


Site plan showing a shared green space with small units organized around its edge; parking is in a lot behind the units and screened from the street (Source: HUD USER Best Practices)



These smaller units can provide affordable housing options and the shared space encourages a greater sense of community (Source: HUD USER Best Practices)

Exhibit 4.18 Sketch illustrating principles from the urban design and housing guidelines



Urban and housing design guidelines complement one another to emphasize the importance of individual buildings to the public's perception of place. Quality design and attention to detail will create compatible infill development in Allendale and allow Ledbetter Heights and the West Edge the flexibility to respond to an emerging market segment that prefers more urban lifestyles.

Measuring Progress

The metrics in Exhibit 4.19 measure implementation progress. Several projects are already under way. Some strategies identify long-range approaches that will need leadership and direction. Data sources were chosen that are readily available to facilitate the monitoring of these strategies.

For reference, if the 925 new housing units projected from current plans are built, they would represent an almost 30% increase over 10 years, or 2.9% annually. With about 450 market rate units currently anticipated in that total, approximately 52% of that new development will be affordable. When

the City completes land acquisition for Heritage Place, 24 adjudicated parcels will be redeveloped which represents a 1.8% decrease in the number of adjudicated lots.

Exhibit 4.19 Measuring Housing Transformation: Ten-Year Goals

METRIC	DETAIL	BASELINE		MINIMUM GOAL	SOURCE
Total households		2,532	Census 2010	2.5% annual growth	ACS/Census
Total housing units		3,113	Census 2010	2.5% annual growth	ACS/Census
Vacant housing units		581 (18.4%)	Census 2010	10% annual decrease	ACS/Census
Adjudicated parcels		1,327 (25%)	Assessor data	5% annual decrease	City/Parish
Rehabilitated single-family or duplex units		N/A	Permits Center	10 per year	City
100% replacement of Jackson Heights units	Replace 270 affordable units from Jackson Heights (Renaissance at Allendale = 120 affordable units)	N/A		150 additional affordable units	City/HACS
New permanently affordable units	Ownership and rental, by deed restriction	N/A		50% of new units	ACS/Census
Home ownership		38.2%	Census 2010	10% increase	ACS, HUD, FMR
Housing-cost burden	Owners and renters		ACS* 2006–2011	Remain stable or decrease	ACS
Green-rated homes		0		50% of new units	City

* American Community Survey

Plan Implementation



PLAN IMPLEMENTATION

Implementation of the Shreveport Choice Neighborhood Initiative will require continuous and strengthened partnerships between the City and other local governmental agencies, a non-profit entity with neighborhood representation to coordinate partnerships, and a variety of funding sources.

LOCAL GOVERNMENT PARTNERSHIPS

The City of Shreveport (through the Department of Community Development), the Housing Authority of the City of Shreveport (HACS), the Northwest Louisiana Council of Governments, Caddo Parish, and other local agencies have already made significant commitments to implementing the Shreveport Choice Neighborhood Initiative and will continue to be key partners moving

forward. In addition, the city is expected to create a redevelopment authority with professional staff and funding as part of the implementation of the Shreveport-Caddo 2030 Master Plan. This entity would be able to accelerate the process of gaining control of adjudicated properties, assembling land, and facilitating developer activity.

COORDINATING ORGANIZATION

An organization is needed to strengthen collaborative relationships, help raise funds, build neighborhood capacity, and work effectively with government and nonprofit partners. The Shreveport Choice Neighborhood Partnership has been accepted into the network of Purpose Built Communities, assuming it can meet the program requirements. A critical centerpiece will be the development of a non-profit 501(c)(3), the Shreveport Choice Neighborhood Foundation. This entity will serve as an

advocate for the initiative and will facilitate ongoing community involvement. It will provide technical assistance, coordination and support to partners and residents; pursue and manage funding; and oversee other related activities.

Purpose-Built Communities provides local capacity building and expertise to catalyze and accelerate holistic community revitalization. The organization focuses on high-quality mixed-income housing, a cradle-to-college education pipeline, and community wellness through extensive social services and facilities. Its partners, concentrated in the Southeast, include the Bayou District Foundation in New Orleans, Woodlawn United in Birmingham, and the East Lake Foundation in Atlanta (the founding location). These foundations generally have a significant funding support.

An organization in Ohio could also serve as a model. Partners Achieving Community Transformation (PACT), in Columbus, is structured with an oversight committee, advisory committee, and five subcommittees dedicated to jobs and economic impact; safe, vibrant, and accessible communities; health and wellness; housing; and education.

Whatever the model, implementation will need to take into account the fact that several nonprofits already work actively in the

Shreveport Choice Neighborhood area. A new organization must leverage the experience of these organizations and agencies and focus on filling gaps rather than duplicating existing missions.

NEIGHBORHOOD IMPLEMENTATION

It is expected that a Choice Neighborhood Community Council will be created with representation from key local stakeholders to facilitate open communication between the residents and the implementing organization. It is envisioned that this would include the Allendale-Lakeside-Ledbetter Heights Partnership (ALL), the Texas Avenue Community Association (TACA), the Shreveport Common management committee, business owners, and church representatives. This body can serve as a unified voice of community desires and expectations and will offer a central point of contact for the Choice Neighborhood organization.

FUNDING

The City of Shreveport and HACS are planning to submit a Choice Neighborhood Implementation Grant proposal as co-applicants. The funding would support implementation of several critical projects including future phases of the Renaissance at Allendale.

Funding from a variety of other sources has been committed to other projects in the Choice Neighborhood planning area. These include the commitments listed in Exhibit 5.1.

Implementation Matrix

The matrix that completes this chapter (following Exhibit 5.1) sets out the structure of the Choice Neighborhood Transformation Plan. It lists the goals under each transformation strategy, the actions needed to accomplish them, the parties and partners responsible for each action, the timeframe for beginning the actions, and what funding sources have been secured. This matrix can guide the Choice Neighborhood Partnership as it works toward transforming Allendale, Ledbetter Heights, and West Edge.

Exhibit 5.1 **Recent Funding Commitments to the Choice Neighborhood Planning Area**

SOURCE	USE	AMOUNT
Housing Authority of the City of Shreveport	Renaissance at Allendale Phase I construction	\$710,800
Private Equity From LIHTC Syndication	Renaissance at Allendale Phase I construction	\$7,889,000
Section 221(d)(4) Mortgage Refinance Loan	Galilee Majestic Arms renovations	pending
Department of Community Development	CDBG and HOME funds targeted to Choice Neighborhood planning area over ten years; for up to 150 replacement housing units and other improvements	\$1,500,000
City of Shreveport	Support development of botanical garden, housing, and infrastructure improvements within Heritage Place site	\$1,000,000
State of Louisiana	Support development of botanical garden with Heritage Place site	\$400,000
Infrastructure Bond	Road, sewer, and water infrastructure improvements in Allendale	\$500,000
City of Shreveport	Land acquisition for Caddo Common Park	\$150,000
Caddo Parish Commission	Design and construction of Caddo Common Park	\$3,750,000
Economic Development Public Works Initiative	Stormwater infrastructure improvements to support new development near Millennium Studios	\$1,200,000
City of Shreveport	Site acquisition for new development near Millennium Studios	\$500,000
State appropriation	Historic restoration of C.C. Antoine House and/or other priorities in Allendale	\$335,000
Community Development Block Grant	Historic restoration of Sprague Street cottages in Ledbetter Heights	\$250,000
Municipal Bond	Historic restoration of Oakland Cemetery for renewed use as public open space	\$150,000
City of Shreveport	Renovation of Grand Avenue Promenade adjacent to the Municipal Auditorium	\$450,000
Municipal Bond	Restoration and improvements to the Municipal Auditorium, including ADA accessibility	\$4,200,000
ArtPlace Grant	Implementation of UnScene! arts and cultural event to be held monthly at Shreveport Common	\$250,000
NEA Our Town Grant/SRAC Match	Design of CommonLink transportation and information hub	\$100,000
NLCOG	Construction of bicycle routes identified in Common Link report	\$70,000
NLCOG	Planning and design of proposed intermodal facility	\$250,000
Capital One	Grocery store site assessment and market study	\$10,000
Challenge for a Healthier Louisiana Grant	Implementation of the Healthy Green Into the Outdoors (HGIO) obesity prevention program	\$588,000
	TOTAL	\$24,252,800

SHREVEPORT CHOICE NEIGHBORHOOD INITIATIVE

	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
IMPLEMENTATION	Goal Create a collaborative organization to manage implementation of the plan					
	Create a Shreveport Choice Neighborhood Foundation on the Purpose-Built Communities model.	Organize a board and seek funding support.	Shreveport CN Partnership leadership group	Community Foundation of Greater Shreveport	2013	Community Foundation for seed financing; grants and program funds
		Create the foundation as a nonprofit.			2013	

PEOPLE TRANSFORMATION	Goal: Promote high-quality educational opportunities leading to greater achievement for neighborhood children and youth from cradle to career.					
	1-A Establish a Comprehensive Early Learning Network.	Convene partners and schedule regular meetings.	Northwestern State University Child and Family Network	Representatives of child care centers, preschool programs, Early Head Start and Head Start, home visiting programs, neighborhood associations, political and religious leadership, public school personnel, and parents.	Short	US Dept of Educ.—IDEA, HeadStart, Race to the Top Early Learning Challenge; LEGO Children's Fund; Fndtn. for Early Learning; US Dept of Health & Human Services—Child Care and Development Fund, TANF; The Daniels Fund; PNC Fndtn Grow Up Great; Target Early Childhood Reading Grants
		Use Step Forward! Network to train early childhood learning centers staff.			Short	
		Administer screenings for children to assess skills and barriers to learning.			Short	
		Coordinate family engagement family supports.			Short/Mid	
	1-B Serve a greater number of children through the Galilee Learning Center expansion.	Recruit and enroll children.	Galilee Learning Center	Early Childhood Network	Short	Galilee Baptist Church
		Train Center staff.		Shreveport CN Partnership	Short	
	1-C Create a plan for a Continuum of Care for Education from cradle to career for the neighborhood.	Convene partners and schedule regular meetings.	Community Foundation; Volunteers of America	Educational professionals, STRIVE Step Forward! Network, the Caddo Parish School Board and Caddo Parish School District, the principals of Booker T. Washington New Technology High School and J.S. Clark Elementary School, governmental agencies, private foundations and numerous children-, youth- and family-serving nonprofit organizations	Short	US Dept of Educ.—Promise Neighborhoods; National Educ. Assn. Fndtn. Learning and Leadership Grants; USDA HealthierUS School Challenge; APS Fndtn.; Kaiser Permanente Community Benefit Grants Program; Lilly Endowment Fndtn. Education & Youth Grants
		Research evidence-based models for cradle-to-career continuums and Promise Neighborhoods.			Short	
		Meet with Communities in Schools to discuss partnership with the Shreveport Choice Neighborhood.			Short	

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING	
PEOPLE TRANSFORMATION	1-D Provide multiple career pathways for all youth.	Meet with BTW New Technology High School Principal Greer.	Consortium for Education, Research and Technology	Bossier Parish Community College, Centenary College, Louisiana State University in Shreveport, Louisiana Technical College, and Southern University at Shreveport	Short	US Department of Labor YouthBuild Program	
		Apply to the YouthBuild grant program.		Bossier Parish Community College, Centenary College, Louisiana State University in Shreveport, Louisiana Technical College, and Southern University at Shreveport	Short		
	1-E Increase youth participation in extracurricular or out-of-school time activities.	Recruit and enroll children youth in after-school and summer programs (21st CCLC, LightHouse, Galilee, other).	Volunteers of America	Booker T. Washington, Promise Neighborhoods Network of Partners	Short	The Safeway Foundation; MetLife Foundation Healthy Habits; Adolph Coors Foundation Youth and Education Grants; American Savings Foundation; Louisiana Children's Trust Fund	
		Apply for funding to support mentoring and expansion of after-school programs.			Short		
		Develop LightHouse Guidebook.			Short		
		Disseminate guidebook and train partners in implementation of high quality out-of-school time programs.			Short		
	1-F Promote parental involvement in education.	Train Eddie E. Jones Head Start staff and parents using the Raising a Reader program.	Community Foundation; Louisiana Partnership for Children and Families	Providence House; Eddie D. Jones Head Start; Early Childhood Network Partners	Short	Nurse Family Partnership; Community Foundation of North Louisiana	
		Train early education staff in the community in Triple-P Parenting Program.			Short		
	Goal: Improve household self-sufficiency and economic stability.						
	2-A Provide workforce training and job placement in high-demand employment sectors through Workforce Innovations of Northwest Louisiana.	Identify and engage additional workforce partners and regional partners.	Workforce Innovations of Northwest Louisiana	Community Foundation of North Louisiana, Consortium for Education, Research & Technology (CERT), Foundation for Louisiana, City of Shreveport, Caddo Parish Commission, Greater Shreveport Chamber of Commerce, JP Morgan Chase, Capitol One, NLCOG, City of Shreveport Workforce Investment Board, Coordinating and Development Corporation, SUSLA, Bossier Parish Community College, United Way of Northwest Louisiana, and Northwest Louisiana Technical College	Short	National Fund for Workforce Solutions Staff time	
		Marketing campaign of WINLA program in Choice Neighborhood.			Short		
		Target CN residents for priority enrollment in WINLA.			Short		
	2-B Provide Job Training Programs and Services in the neighborhood	Work with the State to locate a Career Solutions Center in the Choice Neighborhood planning area.	City of Shreveport	Southern University at Shreveport; Bossier Parish Community College	Short/Mid	State of Louisiana; City of Shreveport; WalMart Foundation State Giving Program	
		Convene all partners at new Career Solutions Centers site		Southern University at Shreveport; Bossier Parish Community College	Mid		

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
PEOPLE TRANSFORMATION	2-C Create an economic development/small business incubator.	Promote the Center for Business and Community Development to local residents interested in starting their own small business.	SUSLA	Choice Neighborhood Partnership Alliance	Long	TBD
	2-D Provide multiple pathways for youth employment through cross-sector partnerships.	Convene planning meetings for YouthBuild partnership.	City of Shreveport, Volunteers of America of North Louisiana, SUSLA	Department of Community Development; Consortium for Education, Research and Technology; Goodwill Industries	Short	U.S. Department of Labor
		Apply for YouthBuild grant program.			Short	
	Goal: Develop and maintain the highest standards of health and human services for community residents—especially youth and seniors—while ensuring affordability and accessibility.					
	3-A Provide residents with behavioral health programming.	Identify and enroll neighborhood residents in behavioral health services..	Volunteers of America	J.S. Clark Elementary School and Booker T. Washington High School, community partners	Mid	Volunteers of America
	3-B Provide increased services for seniors through the Community Choices Waiver Program.	Recruit and enroll resident participants.	Volunteers of America	Choice Neighborhood Partnership Alliance	Short	Volunteers of America
	3-C Increase resident access to the Adult Day HealthCare Center (ADHC).	Open an additional Adult Day HealthCare Center.	Volunteers of America	Choice Neighborhood Partnership Alliance	Short/Mid	Volunteers of America
		Identify, recruit and enroll neighborhood participants.			Short	
		Provide transportation for resident to ADHC			Short	
	3-D Provide additional medical intervention services through mobile health units.	Meet with potential partners to identify site for future Mobile Health Unit monthly visits.	St. Luke's Medical Ministry	Local churches, schools, neighborhood associations	Short	St. Luke's Medical Ministry
3-E Establish a new MLK Health Wellness, Clinic and Pharmacy Center.	Organize meetings between City and MLK Health Center Board to determine feasibility of relocation to Choice Neighborhood.	Martin Luther King Health Center	City of Shreveport, nonprofit partners	Short	Funding TBD	
	Identify potential sites for new MLK Health Center building and pursue funding to construct new facility.			Short		
	Secure funding for new building.			Mid		

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
PEOPLE TRANSFORMATION	Goal: Increase residents' knowledge of preventive health care.					
	4-A Implement Healthy Green Into the Outdoors Initiative (HGIO) to promote preventive outreach and wellness educational programming.	Build community gardens on identified sites in Allendale and Ledbetter Heights.	Community Foundation of North Louisiana	Healthy Green Into the Outdoors Collaborative Partnership	Short/Mid	Blue Cross Blue Shield of Louisiana; Community Foundation of North Louisiana
		Implement HGIO media campaign.			Short	
		Appoint CN resident and Booker T. Washington student to HGIO Advisory Board and Youth Council, respectively.			Short	
	4-B Provide CDC Diabetes Prevention Program to residents.	Launch a targeted outreach campaign in CN planning area.	Martin Luther King Health Center	City of Shreveport, Nonprofit partners	Short	Center for Disease Control and Prevention
		Recruit and enroll high-risk resident participants.			Short	
	4-C Provide in-school preventative health education.	Plan and conduct nutritional and active living education classes at schools	St. Luke's Medical Ministry	Booker T. Washington, HGIO Collaborative	Short	Blue Cross Blue Shield; Rite Aid Foundation Health and Wellness grants
	Goal: Increase residents' level of physical activity and increase access to an array of social service organizations.					
	5-A Build a multipurpose community center in the neighborhood	Select site for community center.	Volunteers of America	Nonprofit partners	Short	Funding TBD
		Research funding needs and opportunities.			Short	
	Goal: Increase access to key data points and information about available resources.					
	6-A Coordinate and connect partners through the Allendale/Ledbetter Heights Choice Neighborhood Foundation, the community center and LINCC.		City of Shreveport, NLCOG, Housing Authority	Community Foundation of North Louisiana, Volunteers of America, Choice Neighborhood Partnership Alliance	Short	City of Shreveport, HUD Choice Neighborhoods Implementation Grant, other funding TBD
		Instruct CN partners to register on LINCC interactive mapping/database website.			Short	
Develop management plan for neighborhood foundation and hire program manager for implementation phase.		Short				
Meet with Purpose Built to structure implementation framework.		Short				
6-B Develop a data-collection process and system of accountability for performance measures in health and human services coordination.	Collect MOUs from partners for data-sharing agreements.	Choice Neighborhood Partnership Alliance	City of Shreveport	Short/Mid	City of Shreveport, HUD Choice Neighborhoods Implementation Grant, Other Funding TBD	

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

STRATEGIES		ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
NEIGHBORHOOD TRANSFORMATION	Goal: Create mixed-use activity nodes to achieve critical mass of new development.					
	1-A/B Near-term and long-term development targeted around key nodes.	Inventory parcels within quarter-mile of nodes to determine key property owners to partner with as well as acquisition priorities for assembling development parcels.	DCD	MPC	Short	Staff time
		Upgrade sewer, water, and street infrastructure around nodes to provide an incentive for market-based development.	DPW/DEES		Short/Mid	Infrastructure bonds
		Prepare an RFP and market assembled parcels to private developers with records of success in similar projects.	DCD		Short	Staff time
		Identify funding sources for residential and commercial rehabilitation near urban villages.	DCD	MPC	Short	Staff time
		Pursue implementation of the Shreveport Common Vision Plan to create a mixed-use Urban Village as a catalyst for further development in Ledbetter Heights.	Shreveport Common Management Group and SRAC		Short/Mid	Private financing; matching funds; HOME and CDBG
	Goal: Address public realm improvements with a comprehensive approach.					
	2-A Upgrade infrastructure and promote low-impact development strategies.	Make priority street and streetscape improvements on Milam, Murphy and Anna Streets.	DPW/DEES		Short/Mid	Infrastructure bonds
		Create a boulevard environment on Allen Avenue to reduce traffic speeds and improve its appearance.	DPW/DEES		Mid	Infrastructure bonds
		Incorporate natural drainage to mitigate and eliminate flooding problems.	DPW/DEES		Short	\$1.2M EDA Public Works Initiative grant (Millennium Studios)

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

NEIGHBORHOOD TRANSFORMATION	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
	2-B Improve existing parks and construct new public spaces.	Complete renovations and improved youth programming planned for Brooks Golf Course.	SPAR		Short	\$100,000 bond for ADA; \$200,000 state funds for youth program
		Construct KaBoom! Playground in Allendale.	Blue Cross Foundation	Shreveport CN Partnership	Short	Foundation grant
		Fund planned renovations of C.C. Antoine Park and complete construction.	SPAR		Mid	\$160,000 future bond sale
		Complete Oakland Cemetery improvements to restore its historic use as public open space.	SPAR	Oakland Cemetery Preservation Society, City of Shreveport	Short	\$150,000 capital improvement bond
		Identify funding increases for park operations and maintenance.	SPAR	City of Shreveport	Mid	General fund
		Design and construct Caddo Common Park.	Shreveport Common Management Group	Caddo Parish, SPAR, City of Shreveport, SRAC	Short	\$3.75M Caddo Parish Commission Funds
		Design and build botanical garden and stormwater feature in Heritage Place	SPAR		Short	\$1M City funds \$400,000 state funds
		Design a “rails-to-trails” greenway with multiuse paths, good lighting, and connections at every street to better connect Allendale and Ledbetter Heights.	SPAR	MPC	Long	Transportation Alternative Program (TAP) funds application
	2-C Create neighborhood gateways and streetscape corridor designs.	Make streetscape improvements on major corridors, with Milam Street and Texas Avenue as the first priorities.	DPW		Short	Infrastructure bonds
		Develop a series of competitions for public art and gateway treatments that emphasize local history.	SRAC	SPAR, ALL	Short	Grants
	2-D Use historic and cultural resources to strengthen neighborhood identity.	Create route and markers to identify local historic sites.	City of Shreveport	TACA, ALL, City Historic Commission	Mid	Grants

* Short-term (0–5 years); Mid-term (5–10 years); or Long-term (more than 10)

STRATEGIES		ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
NEIGHBORHOOD TRANSFORMATION	Goal: Attract additional amenities.					
	3-A Develop strategy to attract a grocer.	Create a set of incentives to attract a grocery store that can serve the CN and downtown or Lakeside.	Shreveport CN Partnership	City of Shreveport; Downtown Development Authority	Short/Mid	Staff time
		Identify, acquire, and market potential sites to grocers	Shreveport CN Partnership		Mid	\$10,000 for market study
	3-B Direct business recruitment efforts and resources to the Texas Avenue and Milam Street corridor	Identify appropriate business types to recruit for locations within the area	City of Shreveport	Shreveport-Bossier African American Chamber of Commerce	Short	Staff time
		Provide management and technical assistance to small business owners	SUSLA	DCD, City of Shreveport	Short	
	3-C Expand network of community gardens.	Identify potential garden sites that create network of locations to maximize resident access; test soils for contaminants.	LSU Ag Center	Shreveport CN Partnership, DCD	Short	Staff time
		Identify neighborhood management team committed to on-going operations; secure funding for first gardens.	Shreveport CN Partnership	LSU Ag Center Community Garden Program, DCD	Short	Donated city land Volunteers
	Goal: Make transportation improvements that increase accessibility and safety.					
	4-A Advance studies to improve transit service.	Evaluate current transit routes and potential for consolidation in return for more frequent service.	SporTran	NLCOG, ALL, TACA	Short	
		Advance intermodal facility study to unite local bus, veterans and elderly transportation services, and intercity bus in one location in Allendale.	NLCOG	SporTran, City of Shreveport	Mid	\$250,000 state funding
	4-B Implement elements of Common Link transportation report.	Ensure that pedestrian and bicycle facilities are included in road improvements and advocate for giving priority to bike routes identified in the Shreveport Common Plan.	NLCOG	SporTran, SRAC, Shreveport bicycle advocates	Short/Mid	\$70,000 state funding; Transportation Alternative Program (TAP) funds application
	4-C Enhance bus stop facilities at key locations.	Identify stops with high number of boardings and along key routes for improvements.	SporTran	Shreveport CN Partnership, ALL, TACA	Short	Staff time
		Launch a campaign to design and build bus shelters that communicate community identity.	SporTran	SRAC, Shreveport CN Partnership, ALL, TACA	Short/Mid	Grants

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		STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
NEIGHBORHOOD TRANSFORMATION	Goal: Reduce criminal activity and improve perception of public safety.						
	5-A Promote improved partnership between residents and police.	Establish ongoing police reports at neighborhood meetings to communicate current crime statistics, provide advice, and answer questions.	SPD, ALL			Short	Staff time
		Implement foot and bicycle patrols to foster strong community relationships and improve police visibility.	SPD	ALL, TACA		Short	General fund
		Provide leadership and capacity-building for participants in neighborhood block watch program.	SPD, ALL			Short	Staff time
	5-B Improve street lighting.	Identify streets near crime hot spots with non-functional lighting or inadequate levels of current lighting.	SPD	DPW		Short	Staff time
		Install new lighting in priority locations to improve nighttime visibility.	DPW			Short/Mid	General fund
	5-C Increase positive youth-development activities.	Create and promote community-based youth activities, including leadership camps and back-to-school activities.	City of Shreveport Police Department			Short/Mid	
		Educate students about safety at local schools.	Caddo Parish Sheriff's Office	Parents and teachers		Short/Mid	
		Implement services focused on prevention, early intervention, diversion, alternatives to home displacement, alternatives to incarceration, and treatment.	Caddo Parish Children and Youth Planning Board	Representatives from education, public health, social services, juvenile justice, criminal defense, law enforcement, community-based services, and other nonprofit, faith based, family advocacy and youth leadership organizations.		Mid	Staff time
	7-B Explore community land trusts for affordable housing and neighborhood management of vacant land.	Identify the potential for land assembly of vacant properties for a community land trust to hold and manage for future development.	Shreveport CN Partnership				

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HOUSING TRANSFORMATION	STRATEGIES	ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
	Goal: Achieve mixed-income redevelopment of the Jackson Heights site.					
	1-A Construct Phase I of the Renaissance at Allendale to incorporate sustainable design principles.	Obtain approvals to begin construction.	HACS		Short	Staff time
		Complete construction of 40 garden apartment units.	Michaels Development Company	HACS	Short	HACS Replacement Housing Factor Funds; Low-Income Housing Tax Credits
		Begin application process for new residents.	HACS	Michaels Development Company	Short	Staff time
	1-B Fund and complete Phases II and III of the Renaissance at Allendale.	Submit Choice Neighborhood Implementation Grant proposal and tax credit application.	HACS	EJP Consulting	Short	HACS funds
		Obtain approvals to begin construction.	HACS		Mid	HACS Replacement Housing Factor Funds; Low-Income Housing Tax Credits
		Complete construction of remaining 80 units.	Michaels Development Company	HACS	Mid	
	Goal: Preserve and renovate senior housing at Galilee Majestic Arm.					
	2-A Maintain long-term affordability of units.	Execute loan agreement once funding is determined.	Signature Property Management		Short	Staff time
		Develop relocation and right-to-return plan (as needed).	Signature Property Management		Short	Staff time
		Design and complete renovations.	Signature Property Management		Short	Section 221 (d)(4) rehabilitation loan
	2-B Secure funding for additional improvements.	Complete outstanding funding applications.	Signature Property Management		Short	Staff time
		Design and complete physical renovations: main community space, small gathering spaces, community garden.	Signature Property Management		Short	Low-Income Housing Tax Credits; HOME funds
		Identify services to bring to residents and develop program calendar.	Signature Property Management	Shreveport CN Partnership	Short	Staff time

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STRATEGIES		ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
HOUSING TRANSFORMATION	Goal: Facilitate redevelopment of large depopulated areas.					
	3-A Build new housing and public space in Allendale (Heritage Place).	Complete acquisition of remaining 115 parcels (14 ac).	DCD	HACS	Short/Mid	City funds
		Begin site clearance and preparation for water feature.	DPW	SPAR	Short	CDBG
		Design and build infrastructure improvements: street/sidewalk, water, sewer, park.	DPW		Short	City of Shreveport/ Caddo Parish
		Solicit developer partners to design and build Phase I housing that reflects the Heritage Place Design Guideline principles.	DCD		Short	LIHTC, private gap financing
		Complete infrastructure improvements for Phase II development: street/sidewalk, water, sewer, park.	DPW		Short/Mid	City, Caddo Parish, State
		Solicit developer partners to design and build Phase II housing that reflects the Heritage Place Design Guideline principles.	DCD		Mid	CN Implementation Grant, LIHTC, private gap financing
	3-B Facilitate Shreveport Common housing plan.	Pursue implementation of the Shreveport Common Vision Plan to create a mixed-use Urban Village as a catalyst for further development in Ledbetter Heights.	Shreveport Common Management Group and SRAC	DCD, City of Shreveport, Downtown Development Authority, SPAR, NLCOG	Mid	CDBG and HOME funds; matching funds; private equity
		Conduct market study for artist and affordable housing.	Shreveport Common Management Group and SRAC	Downtown Development Authority	Short	\$40,000
	3-C Partner with Millennium Studios to coordinate growth plans.	Evaluate proposed plan against market expectations and revise or phase as necessary.	DCD	Millennium Studios	Short	Staff time
		Build up to 300 housing units in addition to office and retail space.	Millennium Studios	DCD, City of Shreveport	Mid	Private funding
	3-D Support efforts to renovate Canaan Village Apartments	Partner with property owner to advance plans to renovate housing project.	DCD		Short	Section 221 (d)(4) rehabilitation loan, LIHTC

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STRATEGIES		ACTIONS	LEAD	PARTNERS	TIME FRAME*	FINANCING
HOUSING TRANSFORMATION	Goal: Reduce vacant lots and substandard housing conditions.					
	4-A Support creation of a professionally-staffed redevelopment authority and land bank, as recommended in the Master Plan.	Advocate for creation of redevelopment authority and land bank to acquire adjudicated properties, clear land titles, assemble land, and promote redevelopment.	City of Shreveport		Short	Staff time
	4-B Promote existing programs to neighborhood residents.	Target CN homeowners with information about rehab programs and provide application assistance to secure funds.	DCD	Shreveport CN Partnership	Short	
	4-C Market new housing to eligible residents citywide.	Create strategic marketing plan to target eligible residents citywide to move to new housing in the CN; emphasize location, energy around Shreveport Common, and affordability.	DCD	Shreveport CN Partnership	Mid	
	4-D Expand the Fuller Center Housing node in northeast Allendale.	Secure funding to complete 20 additional houses and commercial renovation.	Fuller Center for Housing	Shreveport CN Partnership	Short	Cash and in-kind donations; volunteer labor and services.
	> Create a cluster of rental housing in northwest Allendale.	Complete construction of 10 duplexes.	Urban Housing of America	Shreveport CN Partnership	Short	
	> Create housing for homeless persons with HIV/AIDS.	Complete substantial renovation of two properties in Ledbetter Heights to create 30 housing units.	Philadelphia Center	Shreveport CN Partnership	Short	
	Goal: Ensure scattered-site infill housing respects neighborhood character.					
	5-A Encourage developers to follow design guidelines.	Include design guidelines with RFPs for public-private partnerships.	DCD		Short	Staff time
		Refer private developers to the design guidelines as part of approval process.	DCD		Short	Staff time

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