

# Jefferson EDGE 2020: Fat City Redevelopment REPORT of the FAT CITY ADVISORY BOARD

## SECTION 1: Overview

On January 12, 2011, Jefferson Parish Council Resolution No. 116038 created the Fat City Advisory Board to develop recommendations over a 24-month period<sup>1</sup> on the following topics that the Fat City Strategic Implementation Plan<sup>2</sup> identified as action items:

1. Waste management
2. Capital improvement program
3. Business development district
4. Neighborhood association
5. Parking management
6. Crime prevention

The Board, which included voting and nonvoting members, met monthly beginning on May 23, 2011. Its meetings consisted of technical presentations on the topics, discussions and deliberations, and formulation of recommendations confirmed by a vote of the members.

Board Membership	
Voting	Non-Voting
Pat LeBlanc - Chair	Kazem Alikhani – Public Works
Melvin Smith, Jr. – Vice Chair	Edwin Durabb/Terri Wilkinson – Planning
David Guidry	Deborah Foshee – Parish Attorney’s Office
Nick Hazard	Carey Hammett – Friends of Jefferson the Beautiful
Phil DeGruy	Tiffany Wilken – Inspection and Code Enforcement
Barry Breaux	Marnie Winter – Environmental
Melissa O’Neal	
Paul Rivera	
Charles Silbernagel	
Jim Hudson ( <i>November 2011 – present</i> )	
David Martin ( <i>2011</i> )	

## 1.1 Recommendation Summary

### 1.1.1. WASTE MANAGEMENT ALTERNATIVES TO DUMPSTERS

The Fat City Advisory Board made the following recommendations for waste management in Fat City:

1. For *new development* involving new construction on a cleared or vacant site in all zoning districts—FC-1, FC-2, and FC-3—existing provisions should be maintained and enforced relative to waste management; however, no hardship provision should be allowed.
2. Hardship provisions should be allowed for *existing development* in all Fat City zoning districts.
3. Existing garbage collection times (7 a.m. to 10 p.m.) should be enforced.
4. The Fat City area, including the west side of Division Street, should be designated for ‘innovative collection’ under the Parish’s existing garbage contract.
5. Dumpsters should continue to be prohibited in the FC-1 district, except for restaurants. The deadline for compliance should be changed from January 1, 2014 to June 30, 2014 to coincide with a new parish garbage contract.
6. When the parish re-advertises for waste collection services in 2014, the advertisement should include in the Request for Proposals (RFP) special collection measures for Fat City, such as more frequent collection, similar to the French Quarter that would facilitate the use of tipper carts.

<sup>1</sup> Resolution No. 120062, adopted on 12-12-12, extended the term of the board for an additional six (6) months; the Board’s work program is included in the Appendix (p. 22) of this report.

<sup>2</sup> JEDCO and Jefferson Parish. Jefferson EDGE 2020 Strategic Implementation Plan: Fat City Redevelopment. Ordinance No. 23881 adopted September 22, 2010.

### 1.1.2. CAPITAL IMPROVEMENT PROGRAM

The Fat City Advisory Board made the following recommendations for a Fat City Capital Improvement Program:

1. A Fat City Capital Improvement Program [CIP] should be maintained as a long-term (five years and beyond) blueprint for planning capital expenditures in Fat City and should include a capital budget for the upcoming year's spending plan for capital activities.
2. The capital budget should be submitted annually in late summer to the appropriate departments and ultimately the Parish Administration and Council for review as part of the parish's annual budget process.
3. The responsibilities of the Fat City Business Development District [BDD] Board or other representative organization should include annually updating the Fat City CIP and submitting the proposed capital budget to the appropriate departments and ultimately the Parish Administration and Council for review and consideration.
4. The project-ranking system adopted and utilized by the Fat City Advisory Board to produce the Capital Improvement Program, or a similar system, should be employed by the Board of the BDD or other representative organization to assess new project requests and update the CIP.
5. The Parish Administration and Council should make a special effort to fund or to expedite the completion of projects included in the 2014 Fat City Capital Budget, included in Section 3 of this report.
6. The Parish Administration and Council should explore and work with other organizations in order to take advantage of opportunities to finance "Urgent" and "High" prioritized projects in the program.
7. Funds available from the Metairie TIF No. 1 Trust should be utilized to assist in financing "Urgent" and "High" prioritized projects in the program, to the extent possible.
8. Upon creation, the BDD should have the authority to utilize TIF revenues to assist in financing "Urgent" and "High" prioritized projects in the program.

### 1.1.3. BUSINESS DEVELOPMENT DISTRICT

The Fat City Advisory Board made the following recommendations for a Fat City BDD:

1. The Parish should facilitate the creation of a Fat City BDD by pursuing amendments to special district legislation RS 33 §1420.19.
2. Amendments should include, but not be limited to, expanding district boundaries to include the west side of Division Street; appointing a district board for a term with powers and responsibilities similar to a BDD or other enhancement district; and authorizing the imposition, collection, and distribution of a parcel fee, ad valorem tax, and/or other types of special assessments within the district with the consent of the Parish Council and subject to the approval of voters within the district.

### 1.1.4. NEIGHBORHOOD ASSOCIATION

Due to the varied nature of neighborhood associations, the Board declined from making recommendations on the organizational structure, membership, nonprofit status, etc. of a future Fat City neighborhood association. Instead, the Board recommended:

1. The Parish should work with, support, and encourage the growth of a business, property, and/or neighborhood organization in Fat City.

### 1.1.5. PARKING MANAGEMENT

The Fat City Advisory Board made the following recommendations for a parking management entity in Fat City:



1. The Parish Administration and Council should explore opportunities and work with other organizations to finance “Urgent” and “High” prioritized projects in the capital improvement program, which include a standalone parking lot or a multi-use office facility containing multiple levels of parking available to the public.
2. Upon creation of the BDD, the Board should be the parking management entity and set priorities for the development and management of parking for the Fat City area.

#### 1.1.6. CRIME PREVENTION

The Fat City Advisory Board made the following recommendations for crime prevention in Fat City:

1. The Parish should coordinate the construction of the sheriff’s substation with a project listed within the Fat City CIP, and the design of future light fixtures as part of street improvement plans to discourage vandalism, loitering, and other criminal behavior.
2. A neighborhood association should be formed and encouraged to conduct neighborhood watch, designate block leaders, and work with Sheriff’s Office to help deter criminal activity.
3. Elements of CPTED [Crime Prevention through Environmental Design] should be studied and, if appropriate, included within existing Fat City zoning district regulations to further enhance the physical environment of Fat City and deter criminal activity.
4. Residents, business owners, representative organizations in Fat City, as well as appropriate parish departments should continually fight against blight and its effects on criminal activity in Fat City, which could include organized “Fight the Blight” rallies within and around the Fat City area. At a minimum adequate trash receptacles should be installed where appropriate and consistent code enforcement sweeps should continue.

#### 1.1.7. REBRANDING FAT CITY

While apart from the official list of actions the Board was tasked to address, “rebranding Fat City” continually emerged as an issue that needed to be tackled in order to successfully redevelop Fat City. The Fat City Advisory Board made the following recommendations to encourage local buy-in and help rebrand Fat City as a clean, safe, family friendly, mixed-use, and urban atmosphere:

1. The Parish Administration and Council should make a special effort to facilitate the completion and promote projects recommended by Tim Tompkins of the Times Square Alliance, prioritized by the Board, and listed within the “Fat City Operating Program of Projects.” The Operating program is included in Section 8 of this report.
2. While apart from the Fat City CIP, projects listed in the operating program were included, evaluated, and prioritized by the same project ranking process utilized for the CIP. As such, projects can be compared to those listed within the CIP and should also be eligible to receive funds from the Metairie CBD TIF Trust Fund, as appropriate.
3. The Board’s successor organization should be encouraged to search for private funding sources to support a staff person to serve Fat City and implement projects included in the Fat City Operating Program of Projects in the area until the proposed BDD is established.



## 1.2 Actions to Implement Recommendations

	<b>Action</b>	<b>Responsible Entities/Timeline</b>
<b>Waste Management</b>	Ordinance amending Ch. 16 and Ch. 33 of the Code of Ordinances <ul style="list-style-type: none"> <li>○ Delete Sec. 16-4(d)(20) that exempts Fat City from dumpster enclosure requirement</li> <li>○ Amend Sec. 33-3.5(a)(17) to change compliance date for dumpster prohibition from January 1, 2014 to June 30, 2014</li> <li>○ Amend Sec.33-3.5(b)(17) and (c)(16) to except the Ch. 16-4 hardship provision for new sites</li> </ul>	Parish Council, Planning Advisory Board, Planning Department, Department of Inspection and Code Enforcement/As part of package of Ch. 33 and related amendments anticipated in mid-2013
	Letter sent to current users of dumpsters informing them of regulations for dumpsters, collection times, and, in FC-1, compliance with dumpster prohibition	Planning Department, Code Enforcement Department/Immediately
	Resolution authorizing innovative collection (semi-automated tipper carts) for the area covered by Fat City zoning plus the west side of Division Street except the property fronting on Veterans	Parish Council, Department of Environmental Affairs/Completed: Resolution No. 117988 adopted December 7, 2011
	RFP for new parish solid waste collection contract that specifies Fat City for special collection measures	Parish Council and Administration, Department of Environmental Affairs, Purchasing Department/As part of new contract process in early to mid-2014
<b>Capital Improvement program</b>	Submit the recommended 2014 Fat City Capital Budget for review and consideration to the appropriate parish departments and ultimately the Parish Council and Administration as part of the Parish's annual budget process	Fat City Business, Resident and/or Property Owners Association; Parish Departments/late Summer to November 2013
	Pursue alternate sources of funding and incentives (private donations, grants, special assessments collected as part of the proposed BDD recommendations, etc.) to assist in financing projects included in the recommended 2014 Fat City Capital Budget	Parish Council and Administration; Fat City Property, Business, and/or Neighborhood Association; Proposed Fat City BDD; Planning Department; JEDCO/ongoing
<b>Business Development District</b>	Resolution to introduce, support, and endeavor to enact legislation relative to the establishment of a Fat City BDD	Parish Council and Administration, Planning Department, Parish Attorney's Office/Summer 2013
	Draft recommended amendments to existing special district legislation LA RS 33:1420.19 to establish a Fat City BDD	Parish Attorney's Office/late 2013
	Bill proceeds through LA legislative process	Parish Attorney's Office, Louisiana State Legislature/2014
	Ordinance amending Ordinance No. 23449, adopted December 10, 2008 to: <ul style="list-style-type: none"> <li>○ Appoint a district Board whose powers include, but are not limited to, collection, distribution, and expenditure of special assessments within the Metairie CBD special district</li> <li>○ Permit the expenditure of special assessments collected within the district to fund management and capital projects within the district</li> </ul>	Parish Council, Parish Attorney's Office/late 2014 to early 2015
	Monitor the progress of the Board through annual status updates of the Fat City Strategic Implementation Plan matrix of action items	JEDCO, Planning Department/ongoing



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<b>Neighborhood Association</b>	Work with, support, and encourage the growth of a business, property, and/or neighborhood organization in Fat City	Parish Council and Administration, Sheriff's Office, JEDCO/ongoing
	Pursue opportunities to finance the construction of an off-street parking facility as described in the recommended Fat City Capital Improvement Program	Parish Council and Administration, Proposed BDD or Fat City Business, Resident and/or Property Owners Association, JEDCO /ongoing
<b>Off-Street Parking Management</b>	Upon creation, designate by Ordinance the BDD as the parking management entity for Fat City	Parish Council, Parish Attorney's Office, Planning Department/late 2014 to early 2015
	Coordinate the construction of the Fat City sheriff's substation with a project listed within the Fat City CIP	Parish Council and Administration, Sheriff's Office, JEDCO/2013 to 2014
<b>Crime Prevention</b>	Install additional trash receptacles throughout Fat City	Public Works, Proposed BDD/2015
	Administer consistent code enforcement sweeps	Inspection and Code Enforcement/ongoing
	Resolution to call a study to determine whether elements of CPTED are appropriate to incorporate within existing Fat City zoning district regulations	Parish Council, Planning Department, Sheriff's Office/2014 to 2015
	Encourage community involvement in crime prevention efforts, specifically efforts to "fight the blight" in Fat City	Parish Council and Administration, Sheriff's Office, Proposed BDD/ongoing
	Facilitate and promote projects recommended in the Fat City Operating Program	Parish Council and Administration, Proposed BDD/ongoing
<b>Rebranding Fat City</b>	Search for private funding sources to support a staff person to serve Fat City and implement projects included in the Fat City Operating Program of Projects	Proposed BDD or Fat City Business, Resident and/or Property Owners Association/ongoing



## SECTION 2: Waste Management Alternatives to Dumpsters

### 2.1 Introduction

Between June 27, 2011 and August 29, 2011, the Fat City Advisory Board considered waste management. After hearing presentations on the subject from the parish's departments of planning, inspection and code enforcement, and environmental, the Board discussed the issues and developed the recommendations summarized below.

### 2.2 Issues

Waste management issues dealt with zoning, code enforcement, and the parish's garbage contract, and centered on these concerns:

1. The FC-1 zoning district, centered on 18th Street, prohibits dumpsters because it promotes a pedestrian-oriented, traditional streetscape that would be at odds with dumpsters and the truck traffic they engender.
2. The deadline for dumpster removal in FC-1 is January 1, 2014, which does not coincide with the June 30, 2014 expiration date of the Parish's current garbage contract.
3. Businesses and property owners must contract individually with private companies for bulk waste services; i.e., collection of waste stored in dumpsters and tipper carts, which results in multiple trucks collecting at various times.
4. Unscreened dumpsters detract from Fat City's appearance, yet screening requirements exist in Chapter 16 to address unsightly dumpsters.
5. Because of the orientation of buildings and parking, some existing development has difficulty complying with the provisions of Chapter 16, in particular, location of bulk waste containers behind the front building line.
6. Hardship provisions in Chapter 16 do not distinguish between new and existing development.
7. New development that occurs on a cleared site has greater design options to address waste management.

### 2.3 Discussion

Board members made these points in their discussions:

1. Stricter requirements are appropriate in the FC-1, 18th Street corridor where a pedestrian-oriented main street is the goal.
2. Appropriately, restaurants should be allowed to have dumpsters.
3. Holding the line on requirements for new development; i.e., development on cleared or vacant land, is reasonable because such development is able to design for the site and take waste management requirements into consideration up front.
4. Maintaining flexibility for existing development; i.e., development that was built before the parish adopted new zoning and code requirements, is necessary because such development often is not able to redesign buildings, pavement and other features.
5. Maintaining flexibility of waste collection times allows individual businesses and property owners to coordinate with other needs such as delivery of goods, while enforcing existing parish regulations that prohibit collection between 10 p.m. and 7 a.m. preserves quiet during normal sleeping times for residents.
6. Providing tipper carts under the parish's garbage contract may save individuals money and help to consolidate the number of garbage trucks and collection times.
7. Although only the east side of Division Street is covered by FC zoning, the street should be treated as a whole for garbage collection.

### 2.4 Recommendation

The Fat City Advisory Board made the following recommendations for waste management in Fat City:



1. For new development involving new construction on a cleared or vacant site in all zoning districts—FC-1, FC-2, and FC-3—existing provisions relative to waste management should be maintained and enforced.
  - In FC-1, dumpsters should be prohibited and new land uses should manage waste through tipper carts or standard garbage containers, in accordance with provisions of Chapter 16 (garbage and other solid waste) of the Code of Ordinances.
  - In FC-2 and FC-3, dumpsters should be allowed in accordance with screening, location, and other provisions of Chapter 16.
  - In all districts, the Chapter 16 hardship provision should not be allowed for new development.
2. For existing development in FC-1:
  - Compliance with the dumpster prohibition according to the criteria in the FC-1 should be maintained and enforced, except that the deadline for compliance from January 1, 2014 to June 30, 2014 should be amended to coincide with the new parish garbage contract.
  - Until 2014 (or earlier depending on whether criteria are met), dumpsters should be screened and located behind the front building line.
  - However, the Director of Code Enforcement should be authorized to grant hardship for location or other requirements in accordance with Chapter 16.
3. For existing development in FC-2 and FC-3 zoning districts, existing provisions of Chapter 16 and Chapter 33 (zoning) relative to waste management should be maintained and enforced.
  - Dumpsters and tipper carts should be screened and located behind the front building line.
  - However, the Director of Code Enforcement should be authorized to grant hardship for location or other requirements in accordance with Chapter 16.
4. In all Fat City zoning districts, existing parish requirements for garbage collection times between 7 a.m. and 10 p.m. should be maintained and enforced.
5. Fat City, including the areas covered by Fat City zoning and the west side of Division Street, should be designated for “innovative collection” under the parish’s existing garbage contract.
6. When the parish re-advertises for waste collection services in 2014, it should include in the Request for Proposals (RFP) special collection measures for Fat City, such as more frequent collection, similar to the French Quarter, that would facilitate the use of tipper carts.

## 2.5 Conclusion

The Fat City Advisory Board’s recommendations for waste management affirm many of the zoning and other provisions already established in the Jefferson Parish Code of Ordinances. While these provisions provide the flexibility that existing development needs to accommodate bulk waste containers on site, minor amendments will clarify that new development must comply with enclosure requirements and, further, will align the date for compliance in FC-1 with the date that a new parish garbage contract takes effect. This alignment will allow any special collection measures for Fat City that the parish establishes in its contract to kick in as full FC-1 compliance comes on line in 2014. In the meantime, authorizing innovative collection for Fat City will provide an alternative service that may benefit individual residential and commercial uses and Fat City as a whole.



## SECTION 3: Capital Improvement Program

### 3.1 Introduction

Between September 26, 2011 and March 18, 2013, the Fat City Advisory Board developed a capital improvement program [CIP] in fulfillment of action items FC7, FC8, and FC10 listed in the Fat City Strategic Plan. The program includes a recommended schedule of projects that promote Fat City as a family-friendly, mixed-use, pedestrian environment, as well as larger projects that address off-street parking demands, street, drainage, and streetscape improvements, and the expenditure of Tax Increment Finance [TIF] revenues.

### 3.2 Issues

1. Fat City is in need of a number of significant public improvements, including but not limited to a cornerstone project.
2. Financing large-scale public improvements in Fat City is challenging because the area competes for a limited pool of capital improvement funds.
3. With limited financial options available, instituting a program to prioritize, compare, and choose among desirable projects is important to ensure that limited resources are utilized efficiently and will provide a significant impact.
4. A system for maintaining a long-term prioritized list of projects for Fat City does not exist, but creating one can substantially increase funding opportunities and set expectations for Fat City residents, business, and property owners.

### 3.3 Process

The development of the capital improvement program involved:

1. A review of the Parish's annual budget process and associated financial polices (*Finance and Planning*)
2. An outline of projects completed and in progress within the Fat City Area as of 2011 (*Public Works and Planning*)
3. A consideration of plans and studies that recommended capital improvements within the Fat City area (*Planning*)
4. An assessment of recommended capital improvements: potential implementation procedures, costs, advantages, and disadvantages (*Public Works, Finance, General Services, Parish Attorney's Office, and Planning*)
5. The development of a working project list (*Planning, Fat City Advisory Board, Jefferson Parish officials and business and civic leaders*)
6. The development of a project ranking process involving evaluation criteria and priority groups (*Planning and Fat City Advisory Board*)
7. The evaluation and prioritization of projects (*Planning and Fat City Advisory Board*)
8. The arrangement of a project schedule based on project evaluation and prioritization (*Planning*)
9. An assessment of the Parish's bonding capacity and alternative funding opportunities (*Finance and Planning, Government Consultants of Louisiana*)
10. A determination of the Fat City Capital Budget based on available resources and project ranking (*Finance, Planning, Government Consultants of Louisiana, and Fat City Advisory Board*)

### 3.4 Methodology

#### 3.4.1 PROJECT LIST

Projects were recommended by the Fat City Advisory Board, consultants, business and civic leaders, parish officials, or members of the public works or planning department after surveying existing plans and previous studies.



**3.4.2 PROJECT RANKING SYSTEM**

The Fat City Advisory Board adopted a two-tiered project ranking system to consistently rank project requests over time and ensure the capital improvement program functions to implement the strategic plan.

As part of this system, projects are first evaluated by weighted criteria that reflect the goals and visions of the Fat City Strategic Plan, the Metairie CBD Plan, and the fiscal policies of the parish. The Planning Department recommended evaluation criteria and the Fat City Advisory Board finalized and weighted them. They include:

<b>Evaluation Criteria</b>		
<b>Criteria</b>	<b>Description</b>	<b>Weight</b>
Improved Infrastructure	Projects that facilitate the implementation of desired street, drainage, water and sewerage improvements	9
Livability	Projects that address aesthetics, including but not limited to projects that facilitate the relocation of utilities underground, the reduction of visual clutter, or the increase in open space or area functionality	8
Economic Development	Projects that foster family-friendly retail, restaurant, and mixed-uses that both service nearby neighborhoods and attract visitors from throughout the region, or projects that increase jobs or residents in the Fat City area	8
Pedestrian Access	Projects that enhance the existing system of sidewalks, landscaping, and lighting; encouraging safe and efficient pedestrian movement as an option	8
Identity	Projects that foster a sense of community and promote a positive image, foster a pedestrian-oriented core (centered on 18th Street), or encourage vibrant mixed-use development, including housing	7
Parking	Projects that reduce the demand for off-street parking in or near the Pedestrian Core District, or attempt to equalize parking supply and demand in other areas of Fat City	7
Mandatory Management	Projects having elements that need to be addressed with a degree of urgency in order to protect the public's health and safety, or are otherwise legally required	7
Economic Incentive	Projects that provide incentives for redevelopment, encourage infill, and overcome challenges due to market conditions and lack of undeveloped land	6.5
Outside Funding	Projects that utilize existing State/Federal grant monies, or private funding sources	6
New Public Facilities	Projects that facilitate the construction or enhancement of public facilities, including but not limited to parks, playgrounds, libraries, and public parking garages	6
Useful Life	Projects that have a significant (20+ years) useful life	6
Offset Costs	Projects that reduce existing operating or maintenance costs, or increase the Parish's revenues or tax base	5
Operational Management	Projects having elements which need to be completed in order to address a known capacity or operational problem, or are part of a routine maintenance plan	5
Transportation	Projects that enhance transportation system connections, upgrade and improve the existing street-side patron facilities and transit services, provide opportunities for potential locations for new street connections, or improve local property access	4
Bicycle Access	Projects that help to define corridors for bicycle traffic through the area and to the Parish's existing Lakefront linear park bike path	4

Note: A project is awarded the weighted value associated with each criterion only when it fulfills an aspect of the criteria. The total score for each project reflects its ability to implement the goals and objectives of the Fat City Strategic Plan, the Metairie CBD Plan, and the fiscal policies of the Parish.



Utilizing each project's evaluation score as an indicator of its projected value to the Fat City area, Board members sorted projects into standard priority groups to capture funding considerations and varying degrees of project urgency. The Planning Department recommended priority groups and the Fat City Advisory Board finalized them. They include:

Priority Groups	
Group	Description
A	Urgent and/or high-priority projects that should be done if at all possible; a special effort should be made to find sufficient funding for all projects in this group
B	High-priority projects that should be done as funding becomes available
C	Worthwhile projects to be considered if funding is available; may be deferred to a subsequent year
D	Low-priority projects; desirable but not essential

While evaluation criteria and priority groups are static categories, the project schedule that results from this decision-making process is a more flexible plan of public improvement projects that can change as more information regarding a project's feasibility becomes available.

### 3.5 Project Schedule

Throughout the process of developing the CIP, Board members focused on inclusion of projects in the CIP that demonstrate a significant public sector commitment; rebrand the area as a family-friendly, mixed-use, pedestrian environment; inspire confidence in private investors; and can be completed in the near future.

The following project schedule is the product of the Board's decision-making process and reflects these objectives. The program is arranged primarily by priority, and within each priority group projects are ranked according to the sum of their evaluation criteria score. When evaluation scores are equivalent within a priority group, the listing is flexible.

Project Schedule					
Dept	Priority Group	Eval. Score	Project Title	Funding Status	Estimated Cost
SO	A	85.5	Sheriff's Substation	Funded	>\$4,000,000
PW	A	83.5	Edenborn Avenue Improvements	Unfunded	\$7,211,399
PW	A	57.5	Street furniture with plantings/planters/trash receptacles or other temporary improvements in public space	Unfunded	Unknown
GS	B	78.5	Parish Courthouse or Public Building	Unfunded	\$20,150,000
PW	B	71.5	Division Street Improvements	Unfunded	\$7,705,008
PW	B	71.5	Hessmer Avenue Improvements	Unfunded	\$7,605,562
PW	B	71.5	North Arnoult Road Improvements	Unfunded	\$7,399,997
PR	B	62.0	Minimum One (1) Acre Park in Fat City	Unfunded	Unknown
GS	B	59.5	Multi-Use Office Facility	Unfunded	\$17,506,000-\$23,885,000
PKW	B	58.0	Fat City Public Art and/or Landscaped Entranceways	Unfunded	\$7,200 + cost of art
TA	B	58.0	Fat City Dedicated Bike Path	Unfunded	Unknown
GS	B	56.5	Stand Alone Public Parking Lot	Unfunded	\$2,000,000



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PW	B	41.5	Underground Utilities on 18th Street	Unfunded	>\$1,000,000 <sup>3</sup>
PW	C	71.5	Improvements to Single Block Streets between North Arnoult Road and Severn Avenue	Unfunded	Unknown
TA	C	44.5	Transit Route Adjustments	Unfunded	Unknown
TA	C	44.5	Transit Stop Improvements	Unfunded	Unknown
PW	C	28.0	Underground Utilities Area-Wide	Unfunded	Unknown
TA	D	51.0	Transit Terminal or Multi-Modal Terminal Center	Unfunded	Unknown
TA	D	43.5	Peak-Hour Shuttle Service	Unfunded	Unknown
PW	D	33.5	Canal Enclosures and Lease of Public Air Rights	Unfunded	Unknown

Department Key  
 PW Public Works TA Transit Administration SO Sheriff's Office  
 PKW Parkways GS General Services  
 PD Planning Department PA Parish Attorney's Office  
 PR Parks and Recreation NA Not applicable, administered by a separate entity outside of Parish Movement

Projects in Group 'A' are more likely to be completed in the near future due to their less costly or active funding status, providing an immediate 'jolt' of positive energy to the area. These projects also address existing problems (drainage and safety) that have the potential to increase investor confidence in their ability to successfully conduct business in the area, and will likely cause a significant positive visual impact on the area's overall appearance.

Projects in Group 'B' accomplish similar objectives, but are less urgent. Projects in Groups 'C' and 'D,' while desirable, address less significant problems area wide, are less financially feasible, and/or fall short of accomplishing many of the visions and goals of the Fat City Strategic Plan and Metairie CBD Plan.

### 3.6 2014 Capital Budget

Equipped with a schedule of projects, the Board reviewed the Parish's bonding capacity and alternative funding opportunities. Based on available funding resources and the schedule of projects, the Board determined the recommended 2014 capital budget as follows:

Fat City 2014 Capital Budget					
Dept	Priority Group	Eval. Score	Project Title	Funding Status	Estimated Cost
SO	A	85.5	Sheriff's Substation	Funded	>\$4,000,000
PW	A	83.5	Edenborn Avenue Improvements	Unfunded	\$7,211,399
PW	A	57.5	Street furniture with plantings/planters/trash receptacles or other temporary improvements in public space	Unfunded	Unknown
PR	B	62.0	*Minimum 1 Acre Park in Fat City	Unfunded	Unknown

\* The Board recommends that the Parish Administration and Council continually pursue the park project's completion beyond year 2014 and, if at all possible, coordinate the project with the Sheriff's substation.

### 3.7 Recommendation

The Fat City Advisory Board made the following recommendations for a Fat City Capital Improvement Program:



1. The capital improvement program [CIP] should be a long-term (five years and beyond) blueprint for planning capital expenditures in Fat City. The capital budget should be the upcoming year's spending plan for capital activities.
2. Capital improvements should be understood in terms of the Parish's definition of "capital activities," which are defined as dollars spent to acquire, construct, or improve major public facilities.
3. The capital budget should be submitted annually in late summer to the appropriate departments and ultimately the Parish Administration and Council as part of the parish's annual budget process.
4. The responsibilities of the Fat City Business Development District [BDD] Board or other representative organization should include annually updating the Fat City CIP and submitting the proposed capital budget to the appropriate departments and ultimately the Parish Administration and Council for review and consideration.
5. The project-ranking system adopted and utilized by the Fat City Advisory Board to produce the Capital Improvement Program, or a similar system should be employed by the Board of the BDD or other representative organization to assess new project requests and update the CIP.
6. The Parish Administration and Council should make a special effort to fund or to expedite the completion of projects included in the Fat City Capital Budget.
7. The Parish Administration and Council should explore and work with other organizations in order to take advantage of opportunities to finance "Urgent" and "High" prioritized projects in the program.
8. Funds available from the Metairie TIF No. 1 Trust should be utilized to assist in financing "Urgent" and "High" prioritized projects in the program, to the extent possible.
9. Upon creation, the BDD should have the authority to utilize TIF revenues to assist in financing "Urgent" and "High" prioritized projects in the program.

### **3.8 Conclusion**

The Fat City Advisory Board's recommendations for the capital improvement program and capital budget are consistent with existing parish budget and fiscal policies. Program goals and objectives promote the vision and goals of the Fat City Strategic Plan and the Metairie CBD Plan.



## SECTION 4: Business Development District

### 4.1 Introduction

From March 26, 2012 to March 18, 2013, the Fat City Advisory Board heard presentations, raised questions, and maintained a discussion regarding the creation of a Fat City Business Development District [BDD]. Throughout their meetings, Board members asserted that the success of Fat City's redevelopment centers on the establishment of a permanent organization that can provide advocacy, stability, community, and marketing for the area.

### 4.2 Background

During the course of their meetings, Board members discussed the possibility of adopting new legislation or amending existing special district legislation to authorize the creation of a Fat City BDD. Consultation revealed that amending existing special district legislation increased the feasibility of establishing a Fat City BDD. As such, a brief summary of existing special district legislation relevant to Fat City is provided below.

In July of 2008, the Metairie CBD Special District was created by the State to encompass the area bounded by Causeway Boulevard, West Esplanade, Division Street, and Veterans Memorial Highway.<sup>4</sup> This special district legislation authorized the creation of a sales tax TIF within district boundaries, named the Parish Council as district board, permitted revenue bonds to be issued and payable from sales tax increment for economic development projects, and granted the district all the powers of a political subdivision.

In December of 2008, local legislation authorized the creation of a sales tax TIF within the boundaries of the Metairie CBD Special District, entitled "Metairie CBD Economic District No. 1," as per Ordinance No. 23449. Currently, the Metairie CBD Economic Development District No.1 Trust Fund is dedicated to fund economic development projects and infrastructure improvements within special district boundaries, which includes the area of Fat City.

As of January 2013, the TIF No. 1 Trust Fund totals \$860,029.92 of which \$645,022.44 is available to finance projects in the area.<sup>5</sup> From 2009 to 2012, the fund has increased an average of \$211,641.12 per year, which an average of \$158,730.84 is available to bond.<sup>6</sup>

In January of 2012, the Board was advised by Mr. Shaun Toups, a Financial Advisor with Government Consultants of LA, to defer bonding the TIF No. 1's limited annual revenue stream<sup>7</sup> and to search for additional sources of revenue.

In March 2012, Mr. Richard McCall, Director of Operations for the New Orleans Downtown Development District [DDD], spoke to the Board about how the DDD functions and cited the importance of the district's property millage to its continued success and viability.

### 4.3 Issues

Issues include limited revenue sources to support bonding and limitations of existing special district legislation, which centered on these concerns:

1. A permanent, invested, representative organization is lacking in the area.

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4 LA RS 33:1420.19.

5 Note: This figure is adjusted based on the required twenty-five percent (25%) reserve.

6 Note: This figure is adjusted based on the required twenty-five percent (25%) reserve.

7 The annual revenue stream yields (conservative estimate) about \$150,000/yr, supporting a bond of approximately 1.5 million dollars paid over a 20 year loan period with an annual debt service of approximately \$133,000.



2. As described in exiting special district legislation, the special district board's (i.e. the Council) powers and responsibilities are exceedingly limited in scope and directive to successfully stimulate redevelopment efforts within the area.
3. Without a new revenue source, the district is unlikely to obtain the bonding capacity needed to support many BDD objectives and projects listed within the Capital Improvement Program (road improvements, cornerstone capital project, etc.).
4. If additional special assessments are imposed, existing special district boundaries as per LA RS 33:1420.19 may unfairly inflict costs and provide benefits to area wide businesses and residents.

#### **4.4 Discussion**

Board members made these points in their discussions:

1. Amending existing special district legislation to include authorization for special assessments subject to voter approval is the route to establish a BDD.
2. Authorizing an appointed Board with paid staff whose goal is to provide advocacy, stability, community, and marketing for the area is the surest way to guarantee that Fat City will redevelop into a regional area of attraction in Jefferson Parish.
3. Having robust enabling legislation; i.e. including ample opportunities within amended special district legislation for new revenue sources to finance capital improvements and district wide services, will substantially increase the redevelopment potential of Fat City.
4. The distinction between the authorization and the collection of special assessments is important. Imposing, collecting, and distributing special assessments requires the approval of voters, but assessments cannot be considered by the Parish Council, and—subsequently—approved or denied by voters, if they are not first authorized by state legislation.

#### **4.5 Recommendation**

Over the course of its meetings, the Board distinguished the BDD as a long-term organization invested in the future of Fat City that could potentially collect special assessments within the district to continually finance necessary capital projects and encourage redevelopment efforts in the area. The Fat City Advisory Board made the following recommendations for a Fat City BDD:

1. The Parish should facilitate the creation of a Fat City BDD.
2. Existing special district legislation RS 33 §1420.19, which authorizes the creation of a special district in the Metairie CBD, should include the following amendments:
  - a. District boundaries should be expanded to include the west side of Division Street.
  - b. The district should have a board appointed for a term with powers and responsibilities similar to a BDD or other enhancement district, whose responsibilities should include, but not be limited to:
    - i. Formulating and implementing a redevelopment plan; and
    - ii. Funding capital projects and district management; and
    - iii. Issuing revenue bonds payable from special assessments collected within the district to support the redevelopment of Fat City; and
    - iv. Applying for alternative sources of funds (i.e. grants); and
    - v. Proposing and evaluating new capital projects and updating the Capital Improvement Program; and
    - vi. Annually submitting to the Parish Administration and Council the Fat City Capital Budget as part of the Parish's annual capital budget process; and
    - vii. Parking management; and
    - viii. Maintaining a professional, promotional book or manuscript that captures the vision of Fat City's future; and
    - ix. Encouraging cultural, art, and specialty retail to locate within the area, and continually pursuing Louisiana Cultural District designation, when appropriate.



- c. The Board should be authorized, but not limited, to have these powers:
  - i. Hire contractors that employ the "Design-Build" model; and
  - ii. Collect charges and/or user fees for district services and activities; and
  - iii. Create or extend a new or existing sales or property tax TIF district with the consent of the Parish Council by Ordinance; and
  - iv. Impose, collect, and distribute a parcel fee, ad valorem tax, and/or other types of special assessments within the district with the consent of the Parish Council and subject to the approval of voters within the district.
3. Existing special district legislation RS 33 §1420.19 should retain all other existing authorizations including, but not limited to, the power to:
  - a. Establish a tax increment financing [TIF] district upon approval of the Parish Council; and
  - b. Sue and be sued; and
  - c. Receive gifts, grants, and donations; and
  - d. Enter into contracts and agreements; and
  - e. Appoint officers and employees; and
  - f. Acquire property.

#### **4.6 Conclusion**

The Fat City Advisory Board's recommendations for a Fat City BDD support an organization that can play a significant role in the redevelopment of Fat City by utilizing TIF funds as well as additional special assessments collected within the district to fund capital improvements, promote business expansion, market the area to desirable businesses, and build community pride for the area.



## SECTION 5: Neighborhood Association

### 5.1 Introduction

On September 24, 2012 the Fat City Advisory Board listened to guest speaker Lynne Parker, who explained the interests, format, and operation of a typical neighborhood association in Jefferson Parish. Lynne Parker currently serves on the Jefferson Parish Planning Advisory Board and has extensive experience advising groups of citizens on how to become neighborhood associations in Jefferson Parish after assisting in the creation of the East Bank Civic League and Bissonet Civic Association.

### 5.2 Issues

1. It is currently unclear how the Fat City neighborhood association will relate to the proposed BDD.
2. This relationship could take a variety of forms, the most general of which include:
  - a. Both organizations could operate as separate entities. In this case each organization would advocate for and offer unique positions and services for the area; or
  - b. The proposed BDD could operate with a membership composed of businesses, residents, property owners, and enthusiastic “friends of Fat City” (citizens outside the area that support redevelopment efforts). In this case, membership could be weighted, grouped, and organized according to each division’s special interest.
3. In his presentation to the Board, Mr. Richard McCall, Director of Operations for the New Orleans Downtown Development District [DDD], highlighted the DDD’s objective to incorporate a residential component into the existing business-oriented organization in response to the recent residential population increase in the district. This incorporation was viewed as complementary, balancing competing interests in the area.

### 5.3 Discussion

1. Recommending a method of organizational structure, bylaws, etc. is premature and may create unnecessary limitations for future organizations in Fat City.
2. In the short-term and in fulfillment of action item FC14 listed in the Strategic Plan, Pat Leblanc, chair of the Advisory Board, volunteered to draft bylaws and associated materials to organize a small, private, independent, successor organization to the Board to assume the Board’s overall agenda upon dissolution and until a BDD could be established.

### 5.4 Recommendation

Due to the varied nature of neighborhood associations, the Board declined from making recommendations on the organizational structure, membership, nonprofit status, etc. of a future Fat City neighborhood association.

1. The Board recommended the parish work with, support, and encourage the growth of a business, property, and/or neighborhood organization in Fat City.

### 5.5 Conclusion

Efforts of the Fat City Advisory Board support the growth of a neighborhood association in Fat City and acknowledge that the official organizational structure of the association should be determined when the proposed BDD is formalized.



## SECTION 6: Parking Management

### 6.1 Introduction

During conversations regarding the capital improvement program and the business development district, the Board discussed solutions to parking management in fulfillment of action item FC6 listed in the Fat City Strategic Implementation Plan.

### 6.2 Recommendation

The Fat City Advisory Board made the following recommendations for a parking management entity in Fat City:

1. The Parish Administration and Council should explore opportunities and work with other organizations to finance “Urgent” and “High” prioritized projects in the capital improvement program, which include a standalone parking lot or a multi-use office facility containing multiple levels of parking available to the public.
2. Upon the creation of the BDD, the district board should be the parking management entity and set priorities for the development and management of parking for the Fat City area.

### 6.3 Conclusion

The Fat City Advisory Board’s recommendations for parking management acknowledge that temporary and long-term solutions to parking problems are possible if funding becomes available to finance the projects listed above. Ultimately, parking management is a long-term task suited to the BDD.



## SECTION 7: Crime Prevention

### 7.1 Introduction

From December 17, 2012 to March 18, 2013, the Fat City Advisory Board met with Sheriff Newell Normand and representatives of the Sheriff's Office, reviewed materials on existing street lighting standards and approaches to crime prevention through environmental design [CPTED], and discussed potential crime prevention efforts in Fat City.

### 7.2 Issues

Issues centered on these concerns:

1. Maintaining Fat City as a safe environment to live, work, and play is a key component to the success of redevelopment efforts.
2. Despite a dramatic thirty-two (32) percent decrease in total calls for service and a decrease in nearly all types of calls for service in Fat City between 2010 and 2012;<sup>8</sup> the recent decrease in "real" and "perceived crime" is not well publicized in Fat City and throughout the Parish.
3. Opportunities to improve street lighting are limited because street lights in Fat City are "adequate" by parish standards and outages are maintained fairly well by Entergy.<sup>9</sup>

### 7.3 Discussion

Board members made these points in their discussions:

1. The Parish should pursue opportunities to publicize the recent reduction in criminal activity as a result of quality of life measures<sup>10</sup> implemented in Fat City.
2. Many elements of Crime Prevention through Environmental Design [CPTED] reiterate the design standards of the new Fat City zoning district regulations adopted in 2010.
3. The Fat City community should be encouraged to be more involved in crime prevention initiatives.
4. The appearance of litter and disrepair is counterproductive to efforts to rebrand the area as "clean and safe."

### 7.4 Recommendation

To initiate future crime prevention efforts in Fat City the Board recommended a number of approaches that create strong linkages between parish departments, the community, and the physical environment. The Fat City Advisory Board made the following recommendations for crime prevention in Fat City:

1. The Parish should coordinate the construction of the sheriff's substation with a project listed within the Fat City CIP, which could include the construction of the Sheriff's substation on or near the development site of a park, parking garage, or mixed-use building.
2. As streetscape plans are implemented, improvements to street lighting standards should be designed to discourage vandalism, loitering, and other criminal behavior.
3. A neighborhood association should be formed and encouraged to conduct neighborhood watch, designate block leaders, and work with the Sheriff's Office to help deter criminal activity.
4. Elements of CPTED [Crime Prevention through Environmental Design] should be studied and, if appropriate, included within existing Fat City zoning district regulations to further enhance the physical environment of Fat City and deter criminal activity.
5. Residents, business owners, representative organizations in Fat City, as well as appropriate parish departments should continually fight against blight and its effects on criminal activity in Fat City, which could include organized "Fight the Blight" rallies within and around the Fat City area. At a minimum, adequate trash receptacles should be installed where appropriate and consistent code enforcement sweeps should continue.

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<sup>8</sup> Sheriff Newell Normand and First District Patrol Commander Mark Dupuis. December 17, 2012 Fat City Meeting.

<sup>9</sup> Mark Drewes, Engineering Department Director. January 28, 2013 Fat City Advisory Board Meeting.

<sup>10</sup> These measures include increased code enforcement efforts and the adoption of new Fat City zoning districts in 2010.



## SECTION 8: Rebranding Fat City

### 8.1 Introduction

While apart from the official list of actions the Board's is tasked to address, "rebranding Fat City" continually emerged as an issue that needed to be tackled in order to successfully redevelop Fat City.

### 8.2 Issues

Issues centered on these concerns:

1. The private sector seems reluctant to invest in the area because some property owners are content with the current situation and no major redevelopment project has occurred.
2. A public or public/private catalyst project could showcase new code and stimulate redevelopment, but public capital and financial resources are limited.
3. A down economy and limited positive publicity has stalled potential redevelopment opportunities in the area.
4. While the Fat City CIP ranks major capital improvement projects, there is no system or list of projects that includes smaller projects that will be more appropriately funded by operating funds, donations, etc.

### 8.3 Discussion

In November of 2012, Tim Tompkins, President of the Times Square Alliance in New York City, met with the Fat City Advisory Board, Jefferson Parish officials and business and civic leaders to discuss rebranding opportunities to encourage local buy-in to the "new" Fat City. His visit consisted of an evening of presentations and a morning tour of Fat City, both of which provided further guidance on next steps for Fat City's revitalization.

After meeting the Board, touring the area, and discussing its unique attributes and challenges; Mr. Tompkins recommended assembling a Fat City Leadership Team or Executive Board and hiring a smart, savvy, hard-working person to serve on behalf of the Leadership Team as the implementer of low-cost projects in target areas to provide immediate hot-spots of change and positive energy. His recommendations included:

1. Improving the appearance of vacant walls and spaces through the application of bright paint and art projects in windows or on the sides of buildings
2. Enhancing public space by adding and maintaining plantings/planters or other similar temporary improvements
3. Conducting competitions for art projects and NOLA bands to play on weekends or Thursday nights in bars or vacant lots
4. Maintaining a competitive program whereby TIF and/or grant funds are utilized as grants to entice creative entrepreneurial businesses to locate in targeted vacant space
5. Managing and introducing "pop-up retailers" and fostering weekend mini-markets
6. Proactively envisioning vacant spaces by hiring an architect to do renderings of targeted spaces and marketing them to interested buyers
7. Finding sponsors and managing larger specialized festivals or series of events to draw people to the area
8. Managing public relations and fostering a working relationship with the press
9. Marketing the area's businesses by hiring a graphic designer to create a pamphlet of things to do and see

### 8.4 Recommendation

The Fat City Advisory Board made the following recommendations to encourage local buy-in and help rebrand Fat City as a clean, safe, family friendly, mixed-use, and urban atmosphere:

1. The Parish Administration and Council should make a special effort to facilitate the completion of projects recommended by Tim Tompkins', prioritized by the Board, and listed within the "Fat City Operating Program of Projects."



2. While apart from the Fat City CIP, projects listed in the operating program were included, evaluated, and prioritized by the same project ranking process utilized for the CIP. As such, projects can be compared to those listed within the CIP and should also be eligible to receive funds from the Metairie CBD TIF Trust Fund, as appropriate.
3. The Board’s successor organization should be encouraged to search for private funding sources to support a staff person to serve Fat City and implement projects included in the “Fat City Operating Program of Projects” until the proposed BDD is established.
4. The “Fat City Operating Program of Projects” is described in the following table:

<b>Fat City Operating Program of Projects</b>					
Dept	Priority Group	Eval. Score	Project Title	Funding Status	Estimated Cost
PW	A	57.5	Street furniture with plantings/planters /trash receptacles or other temporary improvements in public space	Unfunded	Unknown
NA	A	57.5	Decorative (including holiday) street lighting	Unfunded	Unknown
NA	A	57.5	Community gardens	Unfunded	Unknown
NA	A	49.5	Bright paint and art projects in open windows or on blank sides of buildings in accordance with an official review process administered by an organization representative of the Fat City area	Unfunded	Unknown
NA	A	49.5	Art and musical events in available open space	Unfunded	Unknown
NA	A	49.5	“Pop-up retailers” and weekend mini-markets and/or farmers markets	Unfunded	Unknown
NA	A	49.5	Specialized festivals or series of events including but not limited to ethnic celebrations	Unfunded	Unknown
NA	B	38.5	Website (and/or 'fat app') of things to do and see in Fat City	Unfunded	Unknown
NA	B	38.5	Image/identity campaign (t-shirts, bumper stickers, etc.)	Unfunded	Unknown
NA	B	38.5	Re-envision target spaces (via architectural renderings) and market them to interested buyers	Unfunded	Unknown
NA	B	38.5	Competitive TIF/grant program to entice creative entrepreneurial businesses to targeted space	Unfunded	Unknown
NA	B	38.5	Wi-Fi Hotspots in Fat City	Unfunded	Unknown

## 8.5 Conclusion

The Board supports efforts to rebrand Fat City. The November 2012 meetings and tour of Fat City kicked off this process by creating positive press and encouraging regional players to see, experience, and “buy-into” the area’s re-visioning process and potential.

Subsequently, the Regional Planning Commission [RPC] dedicated planning funds for the development of a streetscape plan for the Severn Avenue Corridor, which bounds the eastern boarder of the Fat City area. The project plan is in the design phase beginning April 2013. Further, Councilwoman Cynthia Lee-Cheng sponsored local legislation to permit food truck rallies once a month in Fat City beginning April 15, 2013, and the Jefferson Economic Development Commission [JEDCO] hosted its first Jefferson Parish entrepreneurial challenge on March 19, 2013 within Fat City.



## SECTION 9: Conclusion

Over the course of two and one-half years, the Fat City Advisory Board studied the challenges and recommended solutions for Fat City's revitalization. Upon dissolution, the Board's recommendations should continue to influence the direction of the area's redevelopment. Looking ahead, the Board's successor organization should actively search for funding to hire a staff person to serve the Fat City area.

This person, as well as the Board's successor organization, should capitalize on marketing the investment opportunities within the Fat City area as beautification projects break ground in the near future. These projects include a \$1,000,000 streetscape improvement project along 17<sup>th</sup>, 18<sup>th</sup>, and 19<sup>th</sup> Streets between Severn Avenue and North Arnoult Road, and a significant tree planting project within the interior of Fat City funded by approximately \$12,000 of Council District 5 funds in collaboration with Friends of Jefferson the Beautiful.

While acknowledging recent and anticipating future successes is vital, ensuring Fat City's successful redevelopment will require additional collaboration among business, civic, and parish leaders. The most important of these tasks is the establishment of a permanent, invested, representative organization in Fat City—a BDD or similar entity—that can continue the work of the Fat City Advisory Board and provide public improvements, advocacy, stability, community, and marketing for the area.



