

Downtown Lafayette Lafayette, Louisiana

June 25–30, 2017



Downtown Lafayette Lafayette, Louisiana

Strategies for Resilient Land Use, Development,
and Implementation

June 25–30, 2017



About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 40,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

The extraordinary impact that ULI makes on land use decision making is based on its members sharing expertise on

a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2016 alone, more than 1,700 events were held in 250 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

Cover photo: Parc Sans Souci (Leah Sheppard/ULI)

© 2017 by the Urban Land Institute
2001 L Street, NW
Suite 200
Washington, DC 20036-4948

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 75 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are

able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

Katharine Burgess
Senior Director, Urban Resilience

Leah Sheppard
Project Employee, Urban Resilience

Tom Eittler
Senior Vice President, Advisory Services

Beth Silverman
Senior Director, Advisory Services

Paul Angelone
Director, Advisory Services

Steven Gu
Associate, Education and Advisory Group

James A. Mulligan
Senior Editor

Laura Glassman, Publications Professionals LLC
Manuscript Editor

Betsy Van Buskirk
Creative Director

Deanna Pineda, Muse Advertising Design
Graphic Designer

Craig Chapman
Senior Director, Publishing Operations

Urban Resilience Panels

THE URBAN LAND INSTITUTE has joined a number of partner industries to create a shared definition of resilience: the ability to prepare and plan for, absorb, recover from, and more successfully adapt to adverse events. Implied in that definition is the ability not just to recover and bounce back but also to bounce forward and thrive.

The Kresge Foundation has provided generous funding support to ULI to undertake a series of Advisory Services panels to assess how cities can better prepare for changes deriving from global climate change. Those changes range from rising sea levels and exacerbated drought and air temperatures to more extreme conditions, such as floods and wildfires.

The objective of such panels is to offer advice and guidance to communities that will assist in their formulation of plans and policies and that will, in turn, make communities more resilient and create stronger responses to and recoveries from such events. The guidance from these panels is also intended to offer cities strategies to more effectively address the impacts of climate change on a day-to-day basis and make investments that will not only improve preparedness but also strengthen social cohesion, economic development opportunities, and environmental performance.

Acknowledgments

THE URBAN LAND INSTITUTE wishes to thank the Lafayette Consolidated Government (LCG) for sponsoring this panel. A special thanks for hosting the panel is extended to Mayor-President Joel Robideaux and to Carlee Alm-LaBar, planning, zoning, and development director, both of whom facilitated an excellent week of work, ensured the panel's access to critical information and perspectives, and demonstrated a strong commitment to Lafayette. ULI was thrilled to work with them after first engaging with Lafayette at the 2016 Resilient Cities Summit. Cathie Gilbert, planning manager, also provided excellent support and access to information about the parish's Comprehensive Plan and current program of work.

Other Lafayette staff members who supported the panel's work included Rachel Conques, planner I; Neil LeBouef, planner II; Jenee Dansdill, intern; Kate Durio, assistant to the mayor-president; and Emily Neustrom, planner II. All hosts from Lafayette offered the panel wonderful Louisiana hospitality and ensured that the panelists had a memorable week.

The panel would also like to thank the Kresge Foundation for its generous support of ULI's Urban Resilience Program, which has made these panels possible.

The panel also extends its thanks to the many stakeholders from Lafayette who participated in the panel through the interview process, including stakeholders representing downtown, McComb-Veazey, Freetown—Port Rico, Saint Streets, La Place, and the surrounding Lafayette Parish. This group of interviewees included city community leaders, LCG staff, elected officials, designers, real estate developers, and community development professionals. Throughout the week, the ULI panel was continually impressed by Lafayette residents' passion for their local culture and commitment to their city, parish, and region.

Contents

ULI Panel and Project Staff	8
Introduction	9
The Case for Resilience	15
Neighborhood Connectivity	18
Public/Private Partnership and Financing Options	23
Strategy for a Vibrant Downtown.....	38
Flooding and Stormwater Management	48
Implementation: Getting Things Done.....	55
Conclusion	60
About the Panel	62

ULI Panel and Project Staff

Panel Chair

Tom Murphy
Senior Resident Fellow, Klingbeil Family Chair
for Urban Development
Urban Land Institute
Washington, D.C.

Panel Members

Denise P. Bell
Floodplain Manager
City of Birmingham
Birmingham, Alabama

Aletha Dunston
CDBG Program Manager
Indiana Office of Community and Rural Affairs
Indianapolis, Indiana

Sukirti Ghosh
Senior Associate/Urban Designer
Rhodeside & Harwell
Alexandria, Virginia

Alexander S. Kelso Jr.
Principal
Green Coast Enterprises LLC
New Orleans, Louisiana

Betty Massey
Executive Director
Mary Moody Northern Endowment
Galveston, Texas

Tyrone Rachal
Principal
Red Rock Global
Atlanta, Georgia



ULI Advisory Services panelists stand with LCG Mayor-President Robideaux (far left) and Carlee Alm-LaBar (far right), LCG planning, zoning, and development director.

Nan Rohrer
Independent Consultant
Rohrer Consulting
Baltimore, Maryland

Julie Underdahl
President and CEO
Cherry Creek North
Denver, Colorado

Nancy P. Whitworth
Deputy City Manager/Director of Economic Development
City of Greenville
Greenville, South Carolina

ULI Project Staff

Katharine Burgess
Senior Director, Urban Resilience

Leah Sheppard
Project Employee, Urban Resilience

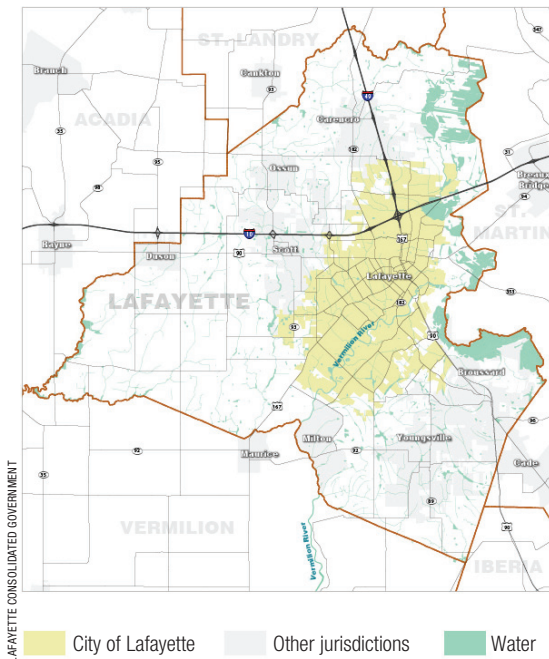
Steven Gu
Associate, Advisory Services

Introduction

LOCATED IN SOUTHWESTERN LOUISIANA, Lafayette is the fourth-largest city in the state and is the seat of Lafayette Parish. Part of the Acadiana region, the historic city is known for its deep Creole and Cajun roots, and its rich food and music culture draws visitors from across the county. Lafayette is also known as the “Hub City” because of its central location at the crossroads of Interstates 49 and 10 and within the regional rail network.

Lafayette is governed by a city-parish consolidated government, Lafayette Consolidated Government (LCG). The parish is about 270 square miles in size, and the city of Lafayette comprises 18 percent of the land area, or 49 square miles. At the time of the 2015 census, about 231,800 people lived in the parish, including 124,980 people within the city of Lafayette. Many (16 percent)

The Greater Lafayette Parish, with the city of Lafayette shown in yellow.



Lafayette Parish is located in southwestern Louisiana, in the Acadiana region.

parish residents speak a language in addition to English at home, including Cajun French, Creole French, Spanish, and Vietnamese.

Like other Gulf Coast industrial cities, Lafayette experienced both rapid economic growth and decline during the oil boom in the 1980s. The decline left the community seeking ways to reenergize its work opportunities and diversify its industries. In recent years, LCG has seen steady growth and relatively low unemployment and has attracted new employers, including those in the technology sector. The parish landscape has also transformed, with land previously in rural or agricultural use developed into low-density residential, particularly in the southern part of the parish.

In August 2016, Lafayette experienced a 1,000-year rain event, during which 24 inches of rain fell over a three-day period. The flood damaged approximately 3,500 homes, requiring an estimated \$100 million in repairs. The southern parts of the parish experienced the most extreme damage and flooding, with some homes receiving as much as five feet of water. In the first six months after the storm,

LCG issued approximately 1,700 building permits; about half of these properties had flood insurance.

This flood significantly raised local awareness about the region's vulnerability to major storm events and heightened LCG's interest in encouraging growth in parts of the city that would be less vulnerable to future rain events. Downtown, which is on high ground, has excellent transportation infrastructure, and has very limited residential development, is one key area of opportunity. Increasing residential development downtown is also in line with the goals of many of LCG's recent planning policies and represents an opportunity to attract and retain talent and economic growth potential.

LCG has led numerous recent plans proposing strategies for a more vibrant downtown, yet momentum and implementation have been minimal. Given that the parish anticipates 90,000 new residents by 2030, implementation is more important than ever. Finding a more resilient growth strategy, which builds from the region's assets, acknowledges vulnerabilities, and avoids putting residents in harm's way, will be beneficial for all living in and investing in the parish.

The Panel's Assignment

Lafayette Consolidated Government invited ULI to conduct an Advisory Services panel to advise on resilient land use strategies, with a focus on downtown redevelopment, including new financing vehicles, infrastructure evaluation, and barriers to infill and redevelopment. Given the many plans in place, LCG requested that the panel focus primarily on financial and implementation tools and policies relevant to both the development and water management strategies.

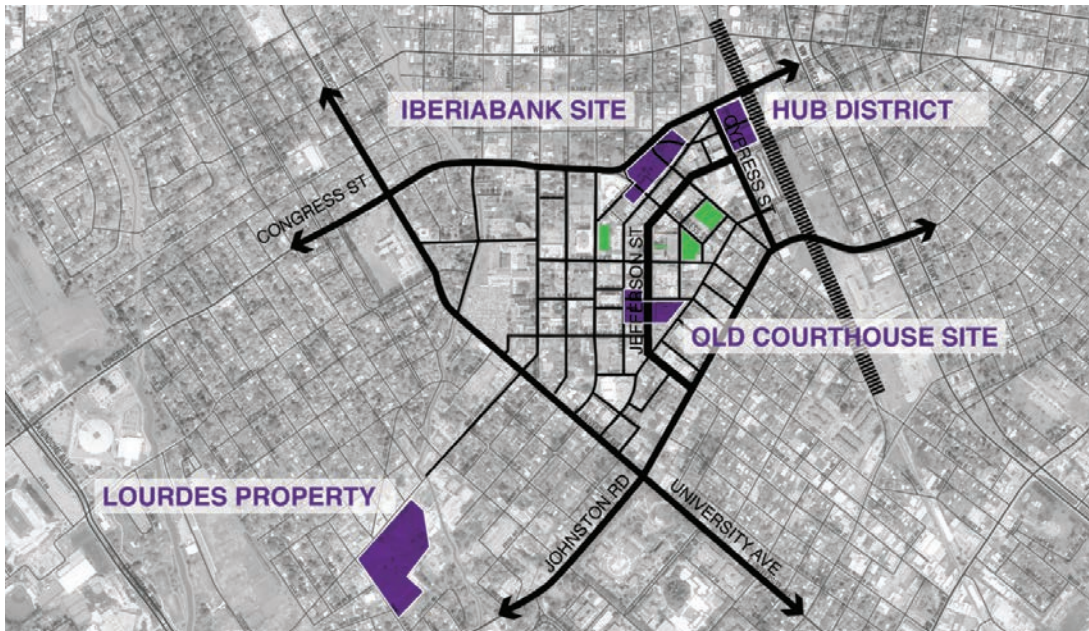
LCG prepared the following questions for the panel:

- What are financing strategies that could be used to support mixed-use or residential projects in the urban core area? What investments should the public sector take on to support redevelopment?



Visitors are welcomed into downtown by a large gateway over Jefferson Street.

- What are some infill incentives that LCG could use to level the playing field for downtown residential, and what are the current policy and regulatory barriers to infill?
- What design, finance, procurement, and parking strategies could be used for the three opportunity sites to encourage downtown residential development and create momentum for others to build from?
- What is the impact to the city and parish tax base for downtown redevelopment and revitalization, both as a whole and from key sites?
- What are tactical small-scale interventions that could soften barriers to downtown from the south, the west, and the rest so that residents in those areas could take advantage of proximity to downtown and the university?
- How can recommendations fold into policy documents such as the Community Development Block Grant (CDBG) plan update and other documents? Lafayette's Downtown Zoning District already has a form-based code.
- How can a revitalized downtown fit into a broader resilient land use strategy, and how can future planning processes broadly consider resilience in environmental, community, and economic terms?



The panel looked at three LCG-identified catalytic sites plus one panel-identified site, the hub district in Lafayette's downtown.

- What infrastructure deficiencies are related to supporting additional residents downtown, and how should that growth be planned for?
- What types of policies could ensure better preparedness for future storm events such as the 2016 flooding as well as concentrate development in areas less susceptible to these environmental vulnerabilities?

Study Area

LCG identified the following three high-potential sites for ULI to consider in the context of downtown redevelopment:

- The IberiaBank site is located in downtown Lafayette and owned entirely by IberiaBank Corporation, a financial holding company headquartered in Lafayette. IberiaBank has expressed a willingness to partner with LCG to develop a 2.6-acre lot, currently used as a 48-space surface parking lot. The site is one of the largest parcels in the downtown area and adjacent to other parcels currently owned by the bank. Although plans exist for eventual streetscaping along Congress Street, the area is relatively void of pedestrian activity and lacks development in the immediate vicinity. A 2014 conceptual study proposed three scenarios with varying residential, commercial, and hotel as well as parking structures.
- The former federal courthouse is a vacant government building in the heart of downtown Lafayette. The 70,000-square-foot building sits on a two-acre lot along Jefferson Street. The site has sparked controversy, and currently no popular consensus exists on the preferred path forward for the site. A recent study developed through the Downtown Action Plan process proposed a mixed-use redevelopment strategy including about 64 residential units and 17,000 square feet of ground-floor commercial space.
- The 8.36-acre Lourdes property, adjacent to the University of Louisiana at Lafayette and located southwest of the city's downtown, was originally established in the 1940s as a hospital to serve the residents of the city and the parish. Over the course of the following 30 years, it was expanded to grow its patient capacity 500 percent to 255 beds. However, in the mid-2000s the hospital leaders decided to relocate the hospital to a

more modern facility, vacating the property in 2011. The university is currently interested in acquiring this land to help link two campus locations in its master plan.

citywide stormwater management and future infrastructure investment. The panel's recommendations include the following:

Primary Recommendations

The panel's recommendations focused on how Lafayette could achieve a more vibrant, and ultimately resilient, downtown, addressing financing, design, planning, and public process. The panel also proposed strategies for

- **Implement organizational changes that ensure neighborhood leaders have a seat at the table.** A strategy for downtown needs to include and engage its surrounding neighborhoods. Each with unique characters and strong communities, La Place, McComb-Veazey, Freetown–Port Rico, and Saint Streets are four

Recent Plans in Lafayette

In recent years, LCG has taken a proactive approach to land use and growth strategies both in and around the downtown area. PlanLafayette, the parish-wide comprehensive plan, has been LCG's primary planning initiative, along with numerous supporting efforts. A Downtown Action Plan, developed in tandem with PlanLafayette, focuses explicitly on goals for downtown. Recent progress has included the following:

- February 2012: A 30-plus-member team was appointed to the Comprehensive Plan Citizen Advisory Committee (CPCAC) to represent the community's interests, keep the public engaged with kickoff events, and facilitate consensus throughout the process. A second committee of 18 LCG staff and representatives from non-LCG entities made up the Comprehensive Plan Technical Resource Team (CPTRT). Members of CPTRT provided technical expertise and access to resources needed throughout the process.
- June 2012: CPCAC presented the final vision statement to the public after involving over 1,000 residents in community forums and meetings.
- October 2012: Lafayette Community Assessment was the first published output of the comprehensive planning process and included extensive data, maps, reports, census data, and stakeholder interview data. This evaluation was critical to LCG's understanding of existing conditions in the community, how the parish will grow, and what key issues need to be addressed throughout the comprehensive planning process. This plan also introduced an LCG-wide unified development code as the final portion of the contract.

- January 2013: LCG drafted the Comprehensive Plan to reflect community goals, policies, and recommendations with review from the CPCAC and CPTRT.
- June–July 2014: The Lafayette City-Parish Planning Commission adopted PlanLafayette in June, which was endorsed through resolution by the Lafayette City-Parish Council in July 2014. The Downtown Action Plan was an appendix to PlanLafayette and adopted at the same time.
- May 2015: LCG adopted new zoning and development regulations, the Unified Development Code, which has an effective date of December 7, 2015.
- January 2016: HR&A Advisors Inc. held a Lafayette Resilient Infrastructure Workshop that analyzed the needs of the parish in terms of development trends, infrastructure systems, and housing and offered opportunities on how to increase their resilience through asset management, green infrastructure policies and planning, and capital improvement plans.

The Downtown Action Plan introduced new performance-based zoning regulations specific to the city core. It generally discussed the responsibilities of downtown development groups. This plan provides a vision for how the city can leverage its assets for the benefit of the entire region, while replacing the 1989 Growth Management Program that previously dictated the strategy for Lafayette's downtown.



LEAN SHEPPARD/ULLI

Carlee Alm-LaBar briefs panelists.

downtown-adjacent neighborhoods that are critical to downtown's success. These neighborhood residents are both invested in the area and most likely to become future customers, business owners, or employees in downtown businesses. The panel recommends creating a staffed community development corporation (CDC) serving all adjacent neighborhoods to identify opportunities for development in the communities' interest and physically develop areas that are underinvested. In addition, LCG should create a role for a neighborhood services director to oversee and engage these neighborhoods in planning processes, collecting resources, and creating effective support programs, such as a hosting a community summit.

- **Embrace catalytic projects and seek opportunities to engage in public/private partnerships.** Lafayette has a number of available, high-profile sites for developing potential downtown anchors. Each of these sites presents the opportunity to attract residential and commercial development, entice new companies to the downtown area, and support or create cultural assets specific to Lafayette. To attract developers, LCG needs to offer incentives and partnership opportunities to the private sector, mitigating financial and political risks as well as achieving key public objectives such as downtown revitalization, housing, commercial development, and neighborhood services.

- **Focus on fundamentals to attract investment.** At its core, Lafayette's downtown must be clean, safe, and accessible to support the goal of becoming a mixed-use hub of Lafayette. Although downtown Lafayette has abundant assets, including charming architecture, restaurants, retail, and a major university nearby, residential development is noticeably missing. To advance a downtown development strategy, the panel recommends undertaking aggressive code enforcement to address vacant and underused buildings, coupled with building facade improvement grants to encourage renovation. Safety and the perception of safety can be increased through investments in adequate lighting along side streets and parking areas and by instituting a proactive nightlife management plan. During the day, attractive and legible wayfinding signage will increase traffic to downtown businesses.

- **Promote Lafayette's unique character through marketing and public programming that differentiates the downtown and fosters vibrancy.** Highly successful festivals and a celebrated food culture currently draw locals and visitors to downtown Lafayette. In addition to these festivals, the downtown should enhance the streetscape by incorporating interactive public art, such as creative and unique lighting installations, and incorporate regular programming such as sporting events and food-truck festivals. The panel also recommends promoting downtown's special identity through marketing materials that are easily available and updated regularly, such as websites, podcasts, and social media accounts.

- **Build resilience into everyday development practices, and make investments to better manage water in both major and routine events.** Sparked by the devastating flooding in 2016, Lafayette residents have become increasingly concerned about flooding. With increased frequency of storms, the abundance of impervious surfaces, and continued development in flood-prone areas, stormwater management continues to be a problem for both major events and routine, "sunny



The panel recommends converting the impervious coulee system to a recreational greenway to manage flooding while creating an amenity.

SUMRIT GHOSH/ULI

day” flooding. The panel recommends that LCG allocate yearly funding by introducing a stormwater fee to finance stormwater management best practices, such as green infrastructure and low-impact-development techniques, and invest in parks and open spaces. Another important initiative is a public outreach campaign targeting owners of properties suffering repetitive losses.

- **Put plans into action by aligning responsibility with authority, and set realistic expectations.** Although city officials and staffers have numerous plans in place to revitalize the downtown area, the role played by the

private sector investor in implementing these plans is unclear. The panel observed a potential duplication of services among the public sector and downtown development groups and recommends determining the division of duties among players and creating an executive-level, city position that works with private sector players to navigate available resources and avoid conflicting visions. Alongside new resources and partnership opportunities, strong leadership to evaluate difficult decisions is necessary to advance the vision for downtown.

The Case for Resilience

THE CHANGING CLIMATE is increasing communities' exposure to extreme weather events. Rising atmospheric temperatures and climbing sea levels and subsidence, combined with historic rain and flooding events, affect inland and coastal communities alike. Such shock events can lead community members and leaders to acknowledge their vulnerabilities and ultimately create opportunities to enhance urban resilience and help communities bounce back better from future events.

The Urban Land Institute defines resilience as the ability to prepare and plan for, absorb, recover from, and more successfully adapt to adverse events such as flooding, hurricanes, and heat waves. Resilient communities are more prepared for these adverse events and identify opportunities to strengthen their economies, quality of life, and health through investments in infrastructure and other types of preparation. Accordingly, these communities experience fewer human or health impacts after an extreme event, as well as reduced property damage, improved business continuity, and reduced overall costs for a local government.

In addition to major disruptors such as storms, resilience considers chronic stressors like unemployment, resource inefficiencies, shifting macroeconomic trends, and lack of affordable housing. These stresses also carry large economic burdens and increase the negative impacts of a disaster. A community is better able to return to normalcy after an adverse event when it has strong underlying systems of infrastructure, governance, economy, and social networks and invests in disaster management planning before a catastrophic event takes place. In particular, social networks are a key aspect of resilience, as well as relevant to communities' abilities to help each other during extreme events and raise awareness and improve education about vulnerabilities and mitigation before an event.



During the week of the panel, nuanced flooding was observed even during an average rain event.

According to the 2014 National Climate Assessment (<http://nca2014.globalchange.gov/report/regions/southeast>), the U.S. Southeast is exceptionally vulnerable to sea-level rise, extreme heat events, hurricanes, and flooding. Temperatures in the area increased on average 2 degrees Fahrenheit since 1970 and are expected to continue to climb during this century, with short-term fluctuations over time due to natural climate variability. The 2014 National Climate Assessment also projects that by 2070, Louisiana will experience 45 to 75 days per year with temperatures over 95 degrees Fahrenheit, an increase from the zero to 30 days the state has historically experienced (1971–2000).

Because of climate change, hazards such as intense flooding are predicted to be more frequent and to inflict more property damage, especially in floodplains or low-lying areas next to rivers or other bodies of water susceptible to flooding. Since the 1950s, the amount of precipitation falling during heavy rain events has increased by 27 percent in the southeast area of Louisiana. According to “The Future Intensification of Hourly Precipitation Extremes,” a 2016 article published online in the journal *Nature Climate Change*, the area is projected to receive even heavier downpours of up to 70 percent more rain throughout the state by 2100.

Louisiana has recently experienced extreme rain events: the 2016 floods devastated both the northern and southern regions of the state, requiring 56 of the 64 parishes to secure federal disaster declarations that year. More than 146,000 homes were damaged across the Lafayette and Baton Rouge regions and more than 9,700 FEMA assistance applications were submitted in Lafayette Parish within the two months following the event. In Lafayette, the

Vermilion River crested at about 7.5 feet above the flood stage—a level not seen in over 70 years, since a hurricane in the 1940s (<https://weather.com/forecast/regional/news/rain-flood-threat-south-mississippi-ohio-valley>).

In Lafayette and the parish, more severe rain events and flooding will only exacerbate water management problems associated with an increasingly suburban, rather than

Dollars and Sense of Resilience in Louisiana

Our state is embarking upon yet another long and expensive disaster recovery process, preparing to program billions in recovery dollars. It is therefore critical—right now—that we leverage recovery investments to protect the long-term interests of our residents and businesses. Resilience should be the guiding principle for planning, programs, evaluation, and investment. Without it, we risk stunting our economy and losing population. When risk is not managed, businesses will not invest, insurers will not issue policies, and jobs will relocate—and with them will go skilled workers, consumer dollars, and the next generation of Louisianans.

Understandably, elected officials and residents faced with catastrophic losses want to expedite recovery and return to normal as soon as possible. But the “normal” of yesterday no longer exists. Storms are worse, risk is higher, and

Louisiana’s land is sinking while the sea is rising. It is also possible that Congress will not fund disaster recovery at historic levels going forward. The current allocation already falls far short of Louisiana’s projected needs.

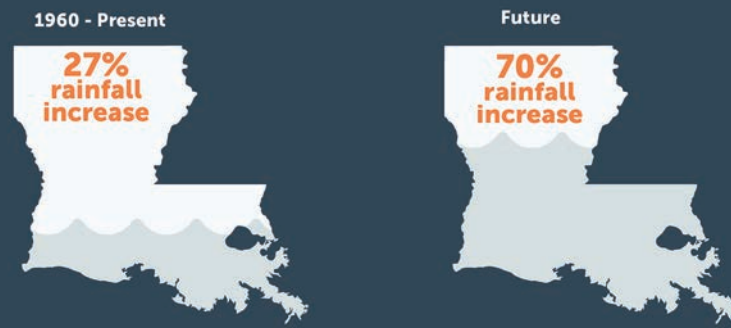
The future is uncertain, but communities can provide the stability needed to anchor and attract residents, businesses, and investment by developing a plan and demonstrating a commitment to resilience that will enable Louisiana communities to weather new and intensified challenges successfully.

Source: Camille Manning-Broome and Jessica McKelvie Kemp, “Rising Above: Making the Case for Resilience” (Center for Planning Excellence, March 2017), 2 (footnotes omitted), <https://static1.squarespace.com/static/536d55f1e4b07afeea8cef614/58d42673d482e9f59605e7e9/1490298488664/Making+the+Case+for+Resilience+-+March+2017+-+Final.pdf>.

Louisiana is expected to receive a 70 percent increase in precipitation during more frequent rainfall and flooding events.

More to come:

The intense rainfall and subsequent floods have been described by many as unprecedented. Though this may be true, it is unlikely to remain so.



*Source: “The Future Intensification of Hourly Precipitation Extremes,” *Nature Climate Change*, Dec. 2016.*

CENTER FOR PLANNING EXCELLENCE (CPE), 2017

agricultural, footprint. Increased impervious surfaces are a major contributor to current flooding, occurring both during extreme events and in more regular rain events.

Through its recent PlanLafayette Comprehensive Plan and Downtown Action Plan, and by supporting the ULI panel, LCG has shown an interest in encouraging infill and redevelopment in the downtown corridors. This downtown redevelopment work can be an important component of

a citywide resilience strategy, which would seek to make Lafayette more prepared for major events and lead to other economic, environmental, and social cobenefits. Seeking opportunities for commercial and residential development around the existing infrastructure in the city center and finding other strategies to address stormwater management citywide would protect the growing population base from flood risk and foster other quality-of-life, environmental performance, and economic development opportunities.

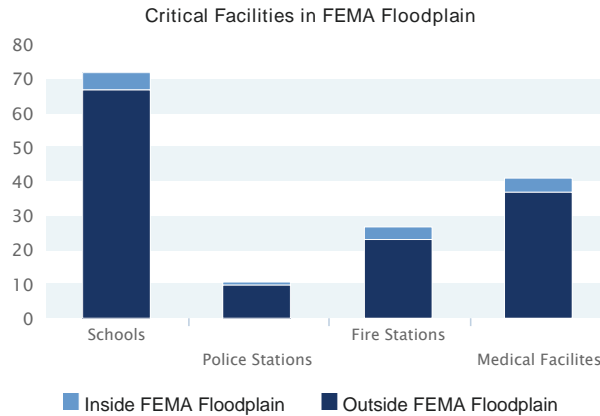
Flood Exposure Snapshot, Lafayette Parish

Community Infrastructure + Floodplains = Bad News

9% of critical facilities in Lafayette Parish, Louisiana, are within the floodplain.

Hospitals. Roads. Schools. Shelters. These facilities play a central role in disaster response and recovery. Understanding which facilities are exposed, and the degree of that exposure, can help reduce or eliminate service interruptions and costly redevelopment. Incorporating this information into development planning helps communities get back on their feet faster.

Based on [USGS Structures Database](#).

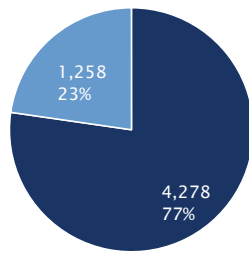


Increasing Development in Floodplains = More People in Harm's Way Loss of Natural Buffers = Less Protection

A county with more natural areas (wetlands, forests, etc.) and less development within floodplains typically has lower exposure to flooding. A county that monitors land cover changes within the floodplain will detect important trends that indicate whether flood exposure is increasing or decreasing. Armed with this information, local leaders can take steps to improve their safety and resilience.

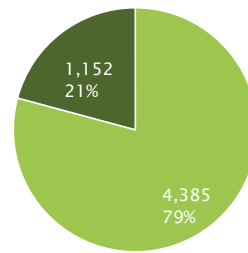
Based on [NOAA Land Cover Data](#).

Amount of Land Converted to Development 1996-2010 (acres)
Total: 5,537



■ Inside FEMA Floodplain
■ Outside FEMA Floodplain

Type of Land Converted to Development 1996-2010 (acres)
Total: 5,537



■ Agricultural Areas
■ Natural Areas

NOAA, OFFICE FOR COASTAL MANAGEMENT

Lafayette Parish is located in the Vermilion River floodplain. The National Oceanographic and Atmospheric Administration (NOAA) Coastal County Snapshot tool provides users with easy-to-read information about a community's risk for flooding based on local demographics, infrastructure, and development trends. This image is an excerpt from the Lafayette Parish Flood Exposure Snapshot. Similar tools can be found at coast.noaa.gov/digitalcoast.

Neighborhood Connectivity

AS LCG EMBRACES THE PROSPECT of redeveloping the downtown core, a simultaneous opportunity exists to implement the decade or so of planning for the neighborhoods that surround downtown. By its nature, a resilient land use approach should take advantage of the assets

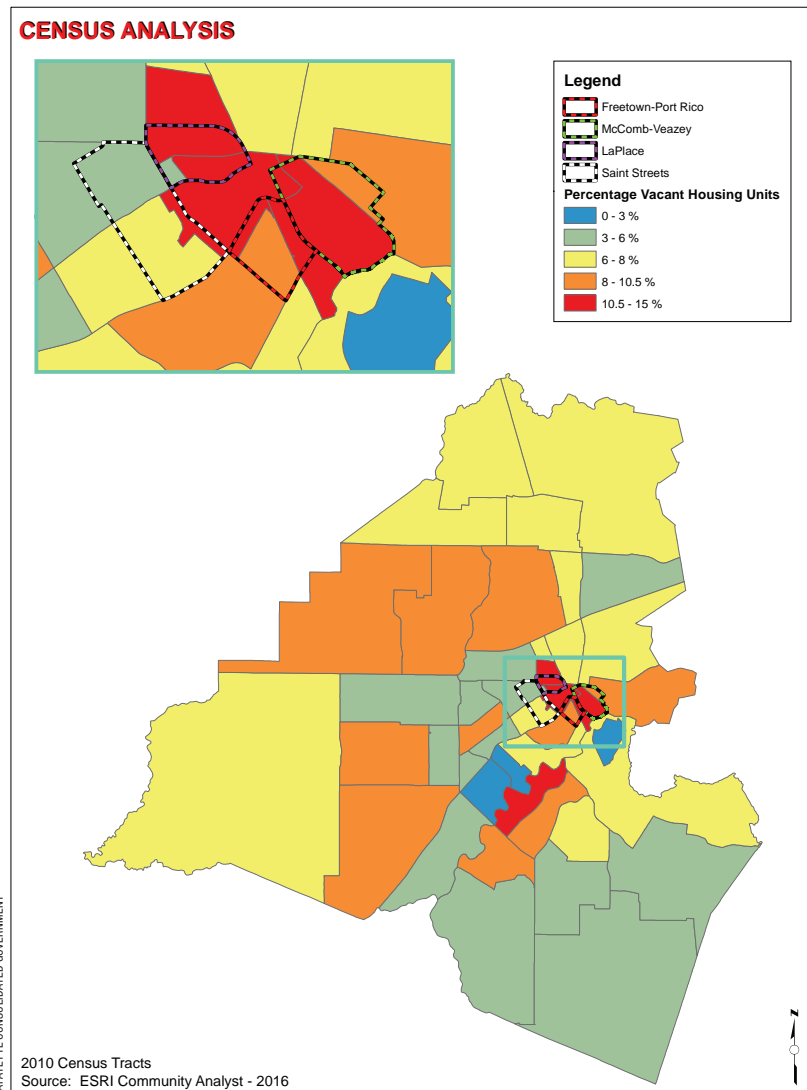
that are already apparent in a community. These neighborhoods are strong assets that should be leveraged so they can help Lafayette achieve a more successful outcome for any downtown redevelopment efforts.

A strategy for downtown should not, and effectively cannot, advance in isolation from planning for and engaging with the surrounding areas. These neighborhoods are critical to the success of downtown: their residents are invested in the area and are most likely to become future customers, business owners, or employees in downtown businesses. Any change in downtown will also have intended and unintended ripple effects across these adjacent communities.

La Place, McComb-Veazey, Freetown–Port Rico, Saint Streets, and other nearby neighborhoods in North Lafayette should all be deeply involved in any downtown strategy. Each of these neighborhoods has a unique atmosphere, architectural character, and strong community. Many of these neighborhoods also have well-organized associations known as coteries. However, these neighborhoods, or parts of them, are also struggling with blight and vacant properties, with up to 15 percent of properties vacant as of 2010. To build from the neighborhoods’ strengths and address local concerns, coteries and neighborhood residents must be engaged throughout the entire development process for downtown.

Human capital is a critical facet of resilience. Any downtown strategy seeking to foster more resilient land use must both invest in the residents already living in this area and attract new residential development. To do this, LCG should build partnerships with the neighborhoods, better

Percentage of Vacant Housing Units



According to the 2010 census, some neighborhoods surrounding Lafayette’s downtown are challenged by high percentages of vacant housing units.



Development downtown will have intentional and unintentional impacts on the adjacent communities.

involve residents in planning, and show a stronger commitment to the organizations who work with these residents.

Context

Prepared in the early 2000s, Lafayette in a Century (LINC) was a precursor to Lafayette’s full comprehensive plan, PlanLafayette. LINC describes neighborhoods as “critical building blocks of our community” that “should be planned, developed, enhanced and protected.”

Lafayette’s inner-city neighborhoods, including McComb-Veazey, La Place, Freetown–Port Rico, and neighborhoods in North Lafayette, participated in LINC’s development. During that time, these neighborhoods were actively engaged with LCG and with each other. Representatives from coterie were meeting regularly with LCG staff, discussing pilot programs, funding sources, affordable housing, homeownership incentive programs, and neighborhood issues. Notably, during LINC, LCG staff members were particularly visible as staff formally attended coterie meetings and took and circulated minutes. Groups and individuals involved in planning exercises in the years since LINC was adopted do not feel they have had as many chances to engage and indicated a lack of recent communication with LCG about planning.

Today, these inner neighborhoods have strong communities but also exhibit challenges, particularly concerning vacant properties, blight, and lack of homeownership. For example, McComb-Veazey’s homeownership/rental ratio is the flip of that of Lafayette Parish at large, with roughly one-third owning and two-thirds renting as of 2010. The neighborhood coterie is determined to protect the area’s character while increasing homeownership and fending off gentrification. The coterie has completed excellent work in recent years, attracting support from the Kresge Foundation for cultural initiatives and completing the early phases of setting up a local CDC. However, vacant lots, adjudicated properties, and structures in disrepair are still located throughout the neighborhood, and residents would benefit from support and involvement in strategic efforts.

Freetown–Port Rico neighborhood is bounded by downtown on one side and the University of Louisiana at Lafayette on another. Settled by freed slaves before the Civil War, this historically significant neighborhood includes many historic homes and has an enviable location between two employment hubs. However, the neighborhood is currently experiencing areas of conflict between industrial/commercial and residential uses. It has become a rental community for university students, with parking

A home in the La Place neighborhood.



issues that go along with that use. As the neighborhood becomes more and more desirable for renters, neighbors are also aware of the potential for displacement caused by gentrification.

La Place, just north of downtown, is also experiencing challenges. The neighborhood contains some of the oldest platted and developed residential areas in Lafayette with blocks of well-maintained, modest older homes. However, the blocks abutting downtown are dotted with vacant property and some new housing construction. The area also contains many citywide social services providing homeless housing, meals, and other facilities. The tensions between these uses and the underinvestment in the areas adjacent to downtown are currently local concerns.

Recommendations

LCG needs to ensure that these neighborhoods have a seat at the table as plans move forward for downtown's revitalization. Most important, planning must connect with actions and resources. Lafayette has undergone numerous planning efforts in recent years, many of which included substantial community involvement. Now is the time to advance implementation and show that the commitment to neighborhoods is not limited to consultation. The result will be a stronger outcome for downtown, these communities, and the city as a whole.

The following strategies can better integrate the neighborhoods into the downtown development process:

- **Convene a gathering of the neighborhood coteries, or a “Heart of Lafayette” neighborhood summit,**

to inform the downtown development strategy.

Lafayette's core downtown neighborhoods have strong civic infrastructure, but their neighborhood actions are not currently being actively coordinated or tracked by LCG. Although Lafayette's recent Comprehensive Plan included formal outreach to and coordination with these neighborhoods, funding and activity have since stalled.

To address this oversight and continue the constructive dialogue, LCG should convene a gathering of coteries and neighborhood groups, including representatives from La Place, McComb-Veazey, Saint Streets, Freetown–Port Rico, and neighborhoods in North Lafayette. This Heart of Lafayette summit could include neighborhood civic leadership as well as organizations that provide meaningful services to these communities. External organizations could include nonprofits, such as Catholic Charities, Habitat for Humanity, and Rebuilding Together, and agencies such as Parks and Recreation. Together around a single table, these participants could share their work addressing the challenges and opportunities for the neighborhoods and establish opportunities for synergy.

This summit would serve to kick-start dialogue and establish collaborative opportunities among the different coteries, potentially leading to partnerships. For example, McComb-Veazey's funded project to establish a Creole Food, Arts, and Culture District could be a model for other nearby neighborhoods. Efforts to establish a CDC, as explored later in this report section, could also be effectively coordinated across neighborhoods to make a bigger impact.

- **Establish a neighborhood services director position at LCG.** Understanding and supporting the neighborhoods surrounding downtown will be critical to ensuring the long-term success of any downtown redevelopment. To ensure that communication continues and that neighborhood needs are acknowledged and met, LCG should establish a neighborhood services director position. This person may be a new hire or a reassignment of an existing role within the Planning Department. The role will es-

The McComb-Veazey Creole Food District: A Model for Lafayette's Neighborhoods

In 2016, the Kresge Foundation awarded the McComb-Veazey neighborhood coterie a \$75,000 Fresh, Local, and Equitable grant. The goal of the grant was to create a neighborhood-scale food and heritage preservation project in partnership with the LCG Comprehensive Planning Office, Acadiana Food Alliance, FoodNet of Acadiana, and EarthShare Gardens. The Kresge Foundation is a national funder of projects that integrate food, art, and community to drive neighborhood revitalization and supports ULI's Urban Resilience program.

Together, this partnership is developing a Creole Food, Arts, and Culture District, which has enabled the neighborhood to create new opportunities for food-based jobs and explore unique ways to use food as a catalyst to meet health, education, and community needs. Grant funds are being used to create a microfarm network, document historical stories of the area, and animate public spaces with local art and culture. Neighborhood

residents will not only have a voice in the planning process of this district, but also are an integral part of forming and implementing stages to ensure the project represents their interests and culture. The Creole Food, Arts, and Culture District will support the urban core of Lafayette by fostering public education, supporting new farmers, and establishing Lafayette as a hub for local foods. The district is also an excellent example for other neighborhoods seeking to enhance capacity and create opportunities through heritage and food-based culture and development practices.

After the completion of the panel and before the release of the report, the Kresge Foundation awarded McComb-Veazey a \$200,000 implementation grant for this project. The implemented Creole Food, Arts, and Culture District is likely to become a model for community engagement, cultural heritage, and economic development in other neighborhoods in Lafayette and farther afield.

essentially ensure that the neighborhoods are represented in planning processes, collect and promote resources for neighborhoods, and create effective programs to support neighborhood initiatives.

The role of neighborhood services director role would include the following:

- Working with coterie and neighborhood associations to understand their needs and build capacity;
- Identifying strategies to bring resources and funding to neighborhood-based programs;
- Guiding the implementation of neighborhood redevelopment programs;
- Designing community engagement processes for citywide or downtown planning initiatives; and
- Building a toolkit indicating resource and funding opportunities for neighborhoods, such as second mortgage programs, revolving loan funds, and capacity-building programs.

- **Form a CDC serving all the neighborhoods adjacent to downtown.** A CDC would offer great opportunities for the neighborhoods to advance development that is in residents' interests, strengthening these neighborhoods and reducing blight. Most important, a CDC would lead to the implementation of built projects, moving past the planning phases that have fatigued many residents and not yet yielded major results.

Residents have already identified this opportunity: the formation of a CDC is currently underway in McComb-Veazey. However, LCG should support the development of a CDC at a larger scale, to serve not only McComb-Veazey but also Lafayette's other downtown-adjacent neighborhoods. This CDC could begin by working in partnership with local coterie to serve the neighborhoods adjacent to downtown and gradually expand to work in other neighborhoods across the city.

LCG should support the establishment of the CDC by identifying funding for the first two years of operating expenses to get the organization started. This should

enable the CDC to identify staff and put systems in place for a long-term operations and funding strategy. Early involvement and support from LCG would also ensure that the opportunities presented by the CDC are leveraged in support of downtown revitalization goals.

- **Remain vigilant about the upcoming interstate project, advocating for the best outcome for surrounding neighborhoods as well as the city at large.** Although a downtown revitalization will have a major influence on the surrounding neighborhoods, the I-49 Connector and/or the Evangeline Corridor TIGER Initiative will have a far more significant impact on these neighborhoods' day-to-day quality of life, connectivity, home values, and air quality. LCG must stay actively engaged in the corridor redesign and ensure the best possible outcome for this transformation to the heart of the city.

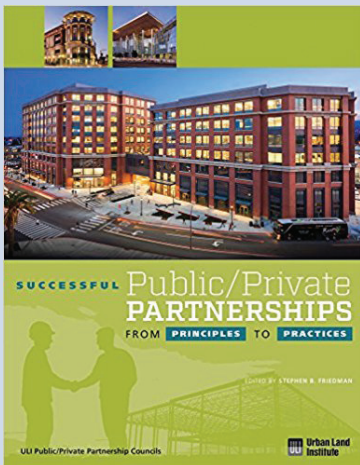
The incoming interstate highway is currently a major boundary for residents, as are the railroad tracks, which separate McComb-Veazey from downtown. If executed well, the redesign could present an opportunity to connect the neighborhood better than today, mitigating the impact through substantial landscape, public art, wayfinding, noise mitigation, and access points. The lighting, landscaping, wayfinding, and public art need to respect the adjacent neighborhood and the people who call it home. To do less is a disservice to a neighborhood that has been historically disadvantaged by infrastructural investments and that will remain a critical link and part of a revitalized downtown.

Public/Private Partnership and Financing Options

LCG HAS A COMPELLING VISION for downtown, which is supported by many years of excellent planning. However, this vision will not be accomplished without engagement of, and investment by, the private sector.

If the market conditions were already in place to foster the type of investment that LCG would like to see, many of the outcomes proposed by the panel would have already happened. Given that the conditions are not in place, LCG should seek to be more proactive and entrepreneurial, to attract the type of investment that will both improve the environment of downtown and generate much-needed tax dollars. By setting the framework for public/private partnerships and introducing new incentives, LCG can take steps toward downtown's revitalization and support progress on high-profile sites that will spur development elsewhere.

This chapter is adapted and contains excerpts from *Successful Public/Private Partnerships: From Principles to Practices*, a 2016 report by the ULI Public/Private Partnership Councils, edited by Stephen B. Friedman. The printed report is available for sale at Amazon; a pdf can be downloaded free at uli.org/SuccessfulPPPs.



Public/private partnerships are a tried and true strategy for achieving the type of development that LCG would like to see. These partnerships are not “giveaways”—they represent investments that can and should lead to growth for downtown, Lafayette, and the parish. These investments are likely to enhance resilience by encouraging investment in sites that have the infrastructure to accommodate growth and can contribute to LCG’s long-term vision for urban development.

Structuring Development Partnership Deals

Public/private partnerships are considered “creative alliances” formed between a government entity and private developers to achieve a common purpose. Other actors have joined such partnerships—including nongovernmental institutions, such as health care providers and educational institutions; nonprofit associations, such as philanthropic organizations and community-based organizations; and intermediary groups, such as business improvement districts and development authorities.

Public/private partnerships may be initiated when a developer envisions a project but cannot realize that vision without help from the host municipality. The developer may need help with site assembly, remediation, extraordinary site preparation, public facilities, overly restrictive zoning, costs of structured parking, rebuilding site infrastructure in a redevelopment, or stormwater management in a newly developing area.

The partnership also may be proactively initiated by a municipality to achieve key public objectives such as downtown revitalization, affordable housing, industrial and commercial development, or neighborhood services. It may have public land to include in a project or may be seeking

to repurpose a surplus public facility for private use and return it to the tax roll.

For example, in Lafayette's downtown core, LCG is looking to encourage residential development in a market that does not normally attract residential market activity. Although private developers see an opportunity to build residential product downtown, specific hurdles and challenges make this opportunity difficult to implement:

- The property has been abandoned for many years with significant capital needs.
- The developer is struggling to acquire abutting property that may be essential to the project's scale.
- The project requires upgrades to aging public infrastructure including water and sewer mains, structured parking, and street reconstruction.
- The retail component of a mixed-use project will not be viable in the near term. The building must contain a sufficient number of residential rental units to sustain the project.
- The public sector would like the project to be a catalyst for further development in the area where it is located.

Partnerships between developers and the public sector are necessary for several reasons:

- Municipalities now expect that every significant development will benefit the municipality in ways other than (that is, in addition to) the attraction of new residents or businesses. Those benefits may be traditional, such as infrastructure improvements, or more contemporary, such as long-term sharing of the costs of infrastructure maintenance such as structured parking.
- Developers are warier of financial risks because of municipalities' higher expectations, long and expensive entitlement processes, social media mobilization of opposition, and decision-making processes fraught with politics.
- A municipality may see a favorable opportunity to invest in a project or project infrastructure.

- A developer may need resources outside the four corners of its project to enhance the viability of the project.

The public sector has tools with which to help the private sector overcome these problems with actions that, among others,

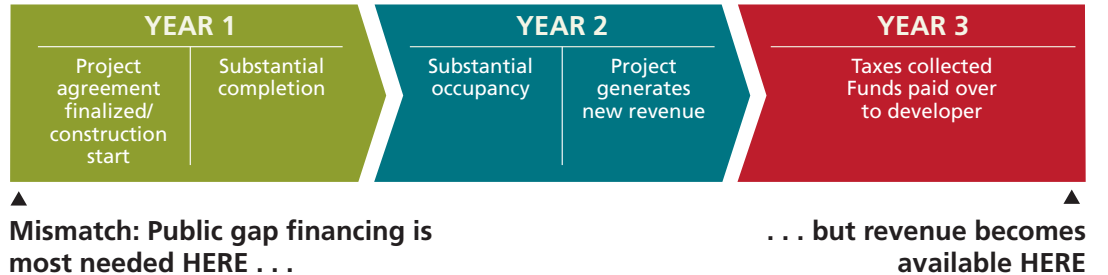
- Lower the cost of capital through financing tools;
- Reduce effective project costs through government grants, cost-sharing, or philanthropy;
- Overcome regulatory and other institutional barriers;
- Enhance project value through public investment or increased density;
- Anchor the development with a public facility lease or facility; and
- Moderate operating cost differences (e.g., taxes, labor costs, training).

In many states and locales, public tools have been essentially incentive payments to induce a production facility or employer and were about helping the community compete with other communities. Although this use of public tools continues, and in fact in some states has increased in recent years, there is much concern about their use. The recommended practices today focus assistance on the real problems of a project, taking into account the risks experienced by both the public and private sectors.

Structuring public/private partnership transactions presents a dilemma and conflict between the perspectives of private and public bodies and their risks and needs. Generally, assistance to projects is constrained by need on one hand and the fiscal benefits on the other.

From a private sector standpoint, the risks are great in the predevelopment and development phases. This is particularly the case with projects that seek to address the often complex goals of publicly desired redevelopment projects. The private sector would like as much assistance at the "front end" as possible. Even predevelopment soft costs can reach seven figures. From the public sector

Fundamental Timing Problem



Source: Successful Public/Private Partnerships (2016).

standpoint, the risks that the project will not be completed or produce the benefits expected lead to a preference to link assistance to performance of the project. In the case of projects to be funded by or with reference to incremental revenues or other benefits that flow from the project, a timing problem exists as illustrated in the figure above.

The public sector's risk is minimized by limiting its pledge of support to revenues linked to the project's benefits and provided when the project delivers the promised gains for the jurisdiction. Structuring requires achieving a balance between the private sector's need for early capital and the public sector's need to limit risk. It is important to think of structuring not only as direct financial assistance, but also as other actions that may assist a project. These may include the following:

- **Process assistance:** Streamlining development approvals and providing appropriate entitlements more quickly at less cost to the project;
- **Site assembly assistance (nonfinancial):** Using public powers of eminent domain for redevelopment to help complete a site or provide public land or parking facilities that can become part of a development;
- **Infrastructure and public facility coinvestment:** Prioritizing street, water, sewer, park, school, and government building projects to support a development;
- **Site assembly (land writedown) assistance:** Acquiring land and reselling at its redevelopment value or providing financial assistance to a developer where land costs

are greater than supportable residual land value for the desired use;

- **Facilitation of improvement districts and special assessment districts:** Where economically competitive, providing the legal and administrative mechanisms for a development to pay for its own infrastructure through additional taxes;
- **Assumption of extraordinary costs:** Finding public funds and higher-level grants or low-cost loans to absorb demolition, remediation, and structural issues linked to site conditions such as soil bearing, engineered caps, flood protection, wetlands, etc.;
- **Use of financing tools to reduce cost of capital:** Facilitating tax exempt bonds where allowable (e.g., industrial revenue; periodic disaster bonds; housing bonds; 501(c)(3)) and finding governmental loan funds that may be available for public or in some cases private costs;
- **Use of tax credits to reduce other capital requirements:** Assisting developers in obtaining tax credits for projects including housing (coordinating with allocating body); New Markets Tax Credits; and historic tax credits, as well as state variants on same;
- **Tax abatements and sharing:** As allowed in one form or another in many states, allowing private developers to retain or receive back a portion of taxes generated for use to assist the economics of the project; and

- **Local tools/local funds for project costs:** Whether public or private as allowed by law in each locale, using locally generated funds from tax increment financing, PILOT, and similar tools to defray development costs. These may be used in conjunction with various bonding and other borrowing mechanisms.

Tools for Financial Assistance

Municipally controlled tools

- Tax increment financing (TIF)
- Payment in lieu of taxes (PILOT)
- Improvement districts (business improvement districts/community improvement districts/special assessment district)
- Sales tax sharing (selected states)
- Tax abatements
- Land banks

Other tools for local projects

- New Markets Tax Credits (NMTCs) (selected locations)
 - Commercial, industrial, community facilities, mixed use
- EB-5 (Immigrant Investor Program)
 - Foreign investment in exchange for green card
 - Debt or equity source in layered deals
- Low-income housing tax credits
- HOME
- Section 108 loans
- Transportation Infrastructure Finance and Innovation Act (TIFIA)/Railroad Rehabilitation & Improvement Financing (RRIF)
- Transportation Investment Generating Economic Recovery (TIGER)
- U.S. Economic Development Administration programs
- Privatization and facility provision
- Foundations/civic ventures

Sources: SB Friedman Development Advisors; Real Estate Strategies Inc.

The Financial Assistance Tool Kit

The tools available for financial assistance vary over time and from place to place. The sidebar “Tools for Financial Assistance” summarizes typically available tools for development and redevelopment projects. However, each state and locale has its own set of laws and policies that will shape how projects may be assisted.

Using the Tools

The application of the tools can be understood within a four-part framework, as follows:

1. The public sector can assist in overcoming barriers and risks, such as site assembly, cleanup, entitlement, and market risk that make private investment in a project risky. In many states, redevelopment agencies still have the legal authority to exercise eminent domain for site assembly for redevelopment projects. Some states authorize either cities or redevelopment agencies to mandate site cleanup and bill the site owners. A process that engages the community to create a community vision can streamline the entitlement process and lower the risk of loss during predevelopment. A public facility lease for a portion of a project may provide the anchor tenant necessary to complete financing. Special taxes such as hotel, visitor, and entertainment taxes may be used to bolster the cash flow of related facilities to reach sufficient net operating income to support financing. A public agency can address market risk with contingent business terms, which postpone debt repayments or provide project subsidies if market performance fails to meet market projections, for example by providing aid with a second or third mortgage position.
2. The public sector can increase project value through co-investing in adjacent facilities that synergize higher value or by granting additional development entitlements that increase the development yield and, therefore, project value. Co-investing in parks, structured parking, and public amenities are examples of facilities that often increase the value of adjacent development. Allowing increased height and density (the so-called “land lift”) is commonly used as a means to increase project value to fund the cost of affordable housing or other community benefits.

- The public and philanthropic sectors can lower the cost of capital by either financing some components of the project using low-cost municipal debt or providing a source of capital that has a low- or no-return requirement. Ordinary municipal tax-exempt debt financing is limited to public facilities, such as land, roads, utilities, parking, or affordable housing, but it can create significant cost savings because the cost of municipal debt is lower than private debt. Other municipal debt instruments may not be tax-exempt, but can still result in lower capital costs than private debt or equity. Low- or no-cost capital can take such forms as tax credits, grants, or philanthropic contributions. These capital sources may have a subordinated position for distribution of return to that of the primary equity investors, may be donations, or may be forgiven at a later time.
- The public sector can reduce the net project costs by directly funding some portions of the project, contributing land to a project, or waiving some project costs, such as development impact fees. The reduction in cost allows a

lower project value to meet the project hurdle on return necessary to show economic viability and attract the remaining capital.

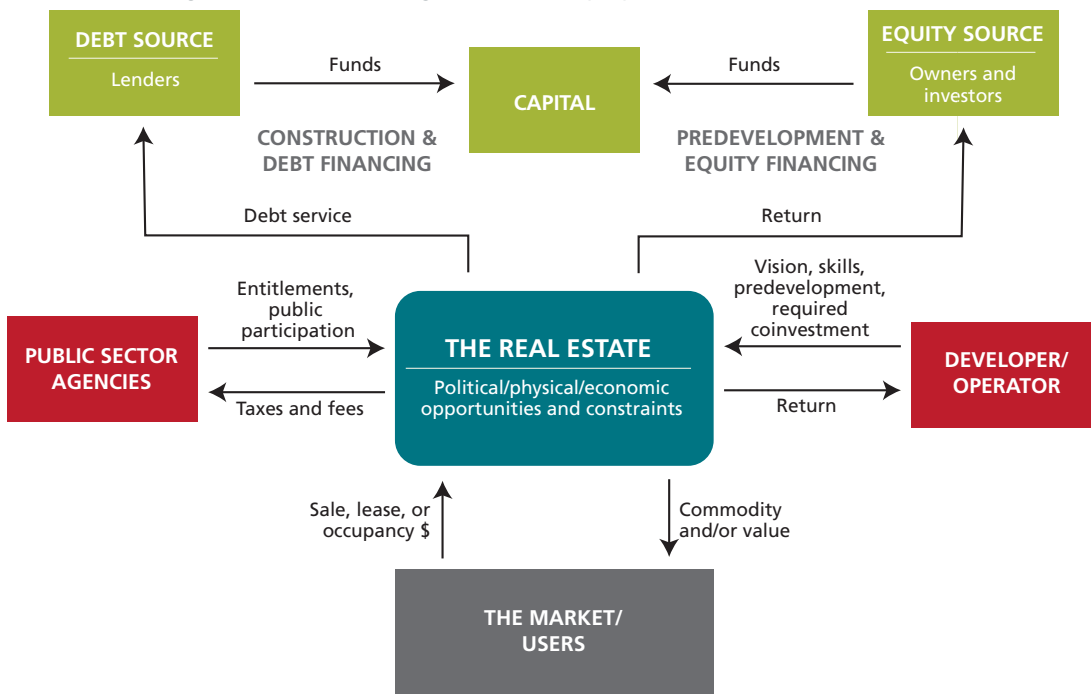
Financing and Grant Tools

The following tools illustrate the advantages of lowering the costs of capital and reducing net project costs. Many of these tools would be appropriate for LCG and a good fit for encouraging the type of development that LCG would like to see in downtown Lafayette.

The tools profiled include bonds, tax credits, and reductions in project costs. These tools, or a combination thereof, could kick-start development in downtown Lafayette and create momentum such that future downtown residential projects would be more likely to advance without public sector support.

Lowering the Cost of Capital. The figure below diagrams the basic financing structure of a real estate project. Capital comes in two basic categories: debt and

Basic Financing Structure Involving Debt and Equity



Source: Successful Public/Private Partnerships (2016).

equity. Similar to a single-family home, the debt is secured by a lien, which allows the lender to foreclose for nonpayment, and the equity is “at risk” for loss if the property value declines.

The total capital for a project is sometimes called the “capital stack.” The stack can have many different layers that include first loans, second loans, mezzanine debt, and different priorities of equity.

Because debt is secured by a lien and has lower risk, it has an interest rate that is much lower than the rate of return needed to attract equity. Mezzanine debt (so called because it is between debt and equity) is a type of debt that is sometimes layered onto a property to fund a conversion. For instance, an old retail project that may already have debt outstanding but needs refurbishing and retenanting could take out a mezzanine loan that would be repaid when the refurbishing project is finished and the project sold or refinanced. A public/private partnership is frequently the source of such mezzanine debt to enhance conversions of obsolete development. Finally, equity receives a return based on project performance, usually in a tiered distribution, which distributes initial profits to the investors with increasing distributions to the developer for higher profits.

From the public sector point of view, the capital structure should first provide for a reasonable equity contribution (“skin-in-the-game”) and maximize the lowest-cost debt financing before determining the level of public involvement.

The public sector has numerous capital sources that can lower the cost of capital for public/private projects.

■ **Bonds:** The first major category is municipal bonds, which typically have a lower interest rate than private debt because their interest is exempt from federal income tax (they are also exempt from taxation to taxpayers in many of the states of issuance). They also usually have a longer amortization period than private debt. However, in recent years, concerns about municipal credit have resulted in some periods in which interest rates on municipals have exceeded private debt. As an

indicator of this market anomaly, since 2009, the Bond Buyer Index for general obligation bonds has ranged from about 3.25 percent to 5.4 percent.

Bonds fall into numerous categories, depending on their repayment source, and they are a major funding source for public/private partnerships. The most significant types of bonds for public/private partnerships are as follows:

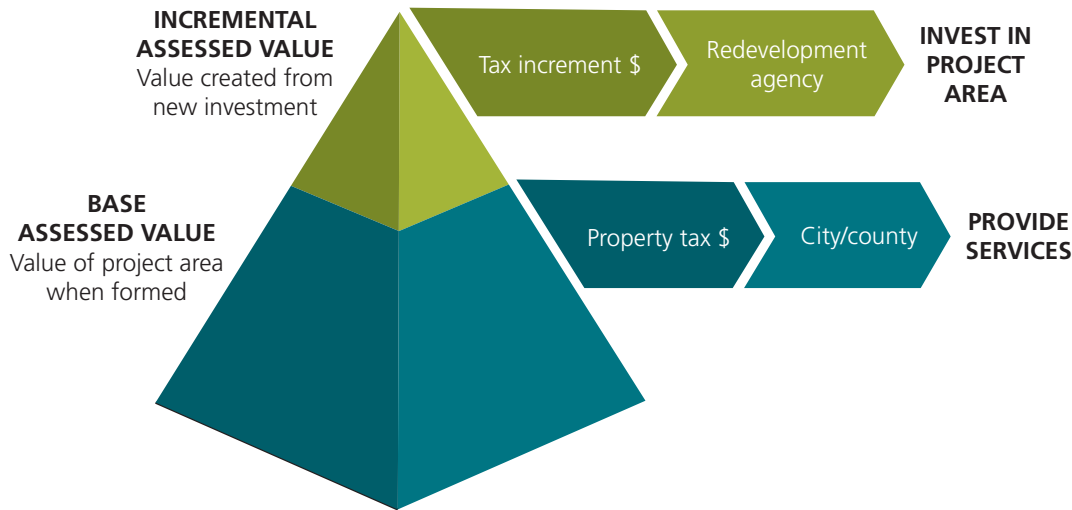
- **Land-secured bonds (also special assessment and community improvement district bonds):**

These bonds are repaid in installments by property owners within a development project. The payments are subject to enforcement through tax foreclosure.

The annual payments can be derived from a tax formula, based on the property characteristics or on a fixed lien assessment that allocates the original costs that were financed. These types of bonds can be used for infrastructure and site cleanup.

- **Tax increment bonds:** Most states have statutes permitting operation of tax increment financing (TIF), based on forming a redevelopment project area or TIF district. Increased property taxes from these designated areas can be invested in projects that revitalize the area and increase property values. The figure on the facing page illustrates the distribution of property taxes from these areas. These types of bonds are sometimes called special revenue bonds, and repayment is limited to defined sources within the TIF district, other supporting sources, or both. In some states, all sales tax revenue is pledged as a support. Depending on state law on allowable use of TIF funds, these bonds may be limited to public infrastructure or may be available for other project costs such as site preparation within the private project, rehabilitation of buildings, or new construction. The use of the proceeds and the repayment sources will determine which elements of such bonds may be tax exempt and which may be taxable. Even when taxable, they may be a lower-cost source of funds than additional private debt, which, in any case, may not be available because of the economic characteristics of the project and its financing gap.

Tax Increment Bonds



CHARLES A. LONG PROPERTIES LLC

Source: Successful Public/Private Partnerships (2016).

- Other municipal bond types:** Although federal regulations limit use of municipal bonds to public purposes and require compliance with IRS regulations for use of funds, numerous types of municipal bonds that can still be used for public/private partnerships. Housing revenue bonds can provide the debt component of affordable housing or low-cost mortgages for single-family homeowners. Revenue bonds can finance capacity for large employers in water and sewer plants. General obligation bonds can finance public infrastructure components of private projects or site assembly. Importantly, not-for-profit organizations can be the beneficiary of tax exempt bonds (sometimes called 501(c)(3) bonds) for their facilities.
- Developer notes/pay-as-you-go:** Sometimes taxable and sometimes tax exempt, depending on uses and repayment sources, these are less formal debt instruments used when the level of support is insufficient to tap public finance markets. The developer holds the note; in some cases, it may be sold to a third party and in others not. It may be supported by a general revenue source or limited to project revenues or other structures.

- Tax credits:** Tax credits create equity for projects by selling a right to take an income tax credit to corporations or high-wealth individuals. These credits come in three basic categories: low-income housing, New Markets Tax Credits, and historic preservation. Although basically federal tax credits, a number of states have parallel programs. Each category has different amortization periods for taking the tax benefits and different compli-

Types of Tax Credits Available

Low-income housing tax credits

- Affordable rent-restricted housing
- \$9 billion annual market, awarded at the state level to specific projects
- Rigorous compliance requirements

New Markets Tax Credits

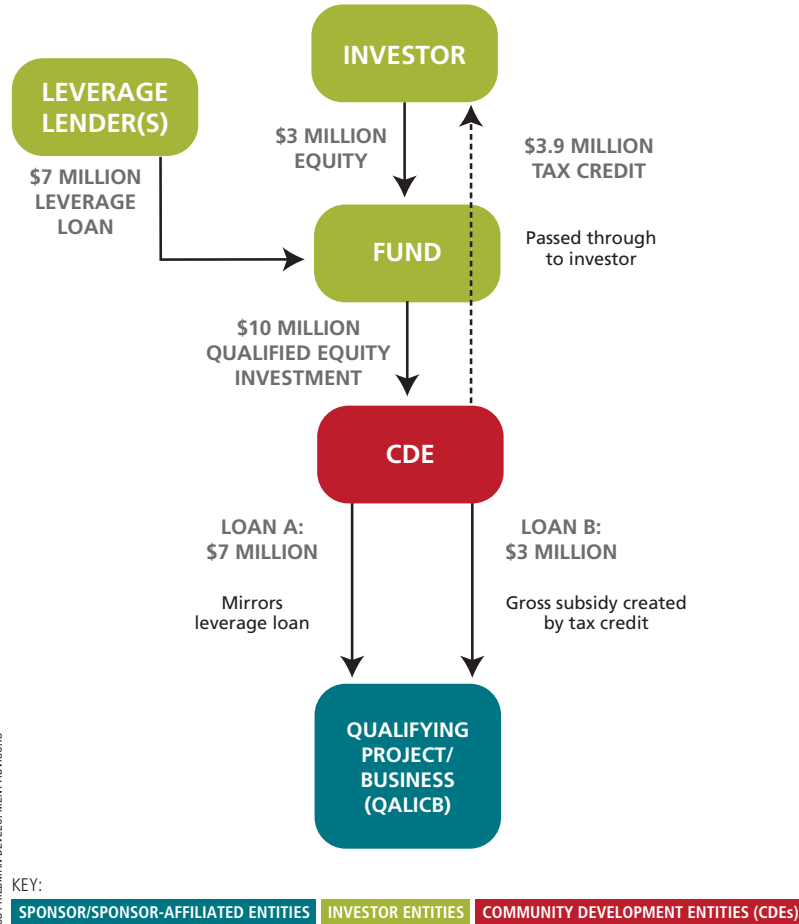
- Low-income communities
- \$3 billion to \$4 billion annually, awarded by Treasury Department
- Rigorous compliance requirements

Historic tax credits

- Historic preservation
- Administered by National Park Service and state preservation offices
- Rigorous compliance requirements

Source: Charles A. Long Properties LLC.

Basic Structure of Senior Debt



Source: Successful Public/Private Partnerships (2016).

Note: CDE fees, closing costs, and required reserves reduce the net subsidy to about \$2 million.

ance provisions and is administered by a distinct federal or state agency.

Using tax credits requires a substantial amount of time and expertise by specialists in the field and involves a number of intermediaries to obtain credits and investors to buy them. Somewhat organized and established sources of investors exist in each type of credits, often conventional corporations with tax liability and large banks with community reinvestment act motivation.

All of the tax credits are used as but one layer in multisource capital stacks. Low-income housing tax credits are often paired with "soft money" from the HUD

HOME program or state and local sources. Allocations of 9 percent credits may be obtained from state housing agencies (roughly 9 percent of eligible costs for ten years). Tax-exempt housing bonds may be used for first-mortgage financing for such projects and automatically trigger so-called 4 percent credits. Credits sell in a competitive market and may garner 70 to 90 percent or more, depending on conditions.

New Markets Tax Credits are obtained from a community development entity that has competitively obtained an allocation of credits from the Community Development Financial Institutions Fund of the U.S. Department of the Treasury. These credits are for commercial, industrial, community facility, and mixed-use projects and are layered with many other sources (except low-income housing tax credits). Key is a layer of "senior debt," which may be philanthropic for community facilities or bank debt for other types of projects. The figure at left illustrates a basic structure. The tax credit funds remain in the project for seven years, after which they may be refinanced or forgiven, depending on the circumstances and community development entity involved. New Markets Tax Credits typically can account for 18 to 20 percent of a project's costs net of the fees and closing costs.

Historic tax credits are based on 20 percent of eligible rehabilitation costs of a commercial property, including rental housing, listed on the National Register of Historic Places. Credits remain in place, amortizing over five years. Because they confer ownership and other tax benefits of depreciation over the five years, they may sell for 100 percent of their value, typically to conventional corporations or bodies representing such investors. Compliance is complex and rigorous, requiring review and approval by the State Historic Preservation Officer and the U.S. Department of the Interior.

■ **Other tools:** The following should also be considered when capitalizing a project:

- **EB-5 Immigrant Investor Visa Program:** EB-5 awards visas to immigrants who invest \$500,000

to \$1 million in a U.S. business. Applicants who can prove that their investment has created at least ten jobs get permanent green cards. This capital source is brokered through specialists who recruit investors and work within allotments set by statute.

- **Land value:** A commonly used means of providing capital to a public/private partnership is by conveying land for the project with a portion of the land sale price categorized as either debt or equity in the project. Payment on that portion of the land value can be structured as either a fixed interest rate or be based on project performance.
- **Direct investment:** Provided that the funding source is not municipal bonds, public agencies and philanthropic organizations can make direct investments in projects. Just as with land value, the investment can be made as debt or equity.
- **Credit enhancements:** Regional infrastructure banks and other financial institutions will often be able to offer contingent guarantees and conduit financing vehicles to allow developers, groups of landowners, and other unrated issuers to effectively organize and access lower costs of capital for projects that serve a public good.

Reducing Net Project Costs. Public agencies have access to numerous sources of funding for lowering project costs to make the project viable:

- **Federal and state grants:** Numerous programs administered by the Department of Transportation (Federal Highway Administration and Federal Transit Administration) are available to reduce project costs. The Department of Housing and Urban Development (HUD) also administers categorical grant programs for affordable housing and sustainable development. The Environmental Protection Agency has funding available for site cleanup.
- **Regional grant programs:** Many of the federal and state grants are funneled through regional councils of governments or metropolitan planning organizations. In

California, regional transportation metropolitan planning organizations are required to adopt sustainable community strategies and channel transportation funding to projects that enhance higher-density projects that reduce vehicle miles traveled.

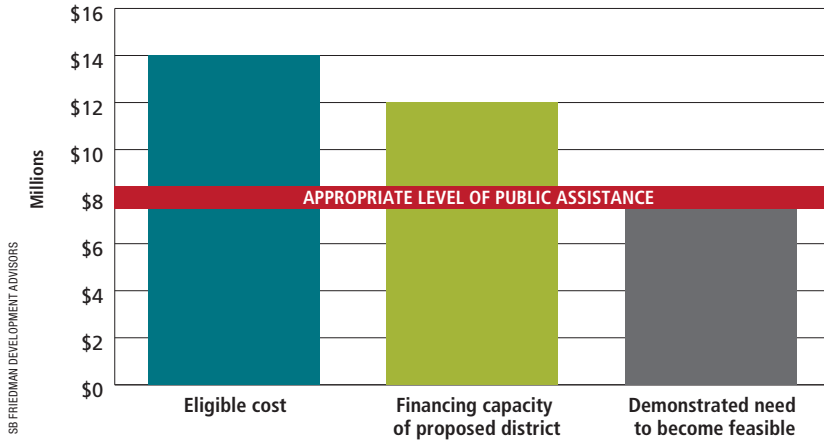
- **Local funding:** Tax increment financing can also serve as a source of funding to reduce project costs. Other funding sources include local sales tax and federal or state sources, such as Community Development Block Grants. With respect to CDBG, in Lafayette, an opportunity exists for the 2018 Consolidated Plan update. This report will outline a five-year vision of Lafayette's planned use of approximately \$1.1 million of annual federal CDBG funding. Sample projects include those tied to the elimination of blight (streetscape, facades, building demolitions). An additional opportunity is the Neighborhood Revitalization Strategy Area program available through HUD, which allows reallocation of CDBG funds to a specific, income-qualified area.

How Much Assistance? (The "But For" Test)

There is a need to establish the financing gap through analysis of the project's pro forma or to establish its competitive position and what is needed to attract the use to a site or community. This "needs analysis" should drive the maximum financial assistance, within the limit of the financial benefits of the project. Often the private sector will approach the project request for assistance based on other factors: the incremental benefits ("it's my TIF") or maximum legally eligible costs (for example, all land and infrastructure costs). The figure on the following page illustrates how to determine the appropriate level of assistance for a publicly financed project.

In contrast, some jurisdictions may impose more arbitrary limits, such as 20 percent of project costs, so as to achieve a desired "leverage" or number of jobs created. Important policy goals may or may not be embedded in these limitations, but often they are inappropriate and restrict assistance to a level insufficient to allow the project to proceed.

Appropriate Level of Public Assistance



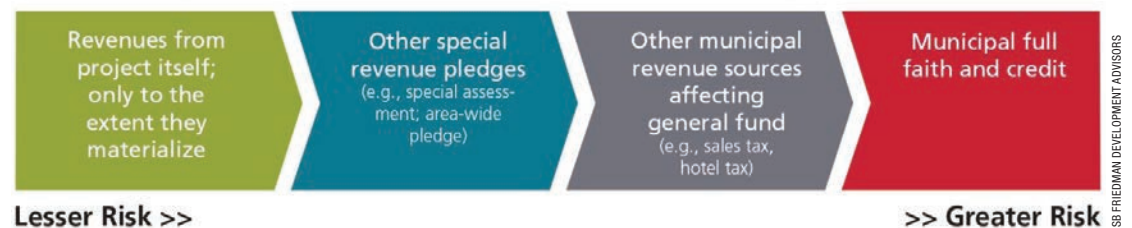
Source: Successful Public/Private Partnerships (2016).

In addition, projects with broader and secondary benefits may justify public funding (over and above grants) that exceeds the measurable direct fiscal benefits. Major job creators, such as economic development drivers, convention centers, and other tourism attractors, are demonstrated to have secondary economic impacts that may justify broader funding. Catalytic projects that change the environment or major remediation projects may have positive spillovers that also justify deeper and broader assistance.

Monetizing Assistance

From the public sector perspective, a number of ways exist to integrate public support with private real estate economics. Public entities will approach monetizing from the perspective of risk and public benefit, as summarized in the chart below.

Municipal Risk Spectrum: Funding Sources



Source: Successful Public/Private Partnerships (2016).

Accordingly, a number of techniques may be used to fund the local public share of assistance to a project.

Payments in Lieu of Taxes (PILOT). In some states, this is a key form of assistance to abate taxes in full or in part, with some payment for certain governmental costs in lieu of taxes. In such a situation, the developer actually retains the funds and can apply them to costs within the project. PILOTs may be for general services or for off-site improvements, depending on state and local law and practice.

Pay-as-You-Go Financing. In pay-as-you-go financing, the payments to the developer are made when and if the funds become available, typically only from the project itself. For example, if the mechanism available is a tax rebate, payment would be made as the funds are received. If incremental taxes are pledged on such a basis, those would be paid as received. Similarly, in some states, sales tax may be shared with the developer as it is received.

Monetizing Future Revenues from Project Itself.

In some states, interest-bearing notes may be issued to a developer as reimbursement for costs allowed under state law. The developer then borrows additional funds or provides its funds to complete project financing. This method is low risk to the municipality but often difficult for the developer in a challenging project.

Notes may be left outstanding or may be taken out by more formal public financing when the project achieves stabilization. This financing may take the form of special revenue bonds supported only by the revenue from the project or some other defined, limited source, for example

incremental taxes from throughout a district. General revenues are not pledged to this type of instrument.

Bonds may also be issued that are supported by special taxes levied on a development. These may arise under special assessment legislation (typically based on benefit) or community improvement district legislation (often based on value or interests in real estate). These are additional taxes beyond the general taxes applicable to the jurisdiction.

Backing Bonds with Other Revenue Pledges. Bonds may also be used with broader backing, such as general sales taxes or the full faith and credit of the municipality (general obligation). In redevelopment this method can create greater risk than other mechanisms and is usually undertaken only after careful analysis and for specific purposes that provide a lasting public asset such as land or infrastructure.

Loans. Some municipalities may have sources of funds for loans. These may come from previous repayments, sharing in success on projects, or other statutory and grant provisions. In these cases, the funds may be advanced as a loan and a junior mortgage position taken on the project, usually at a submarket interest rate. The eventual repayment of these loans may create additional economic development resources.

Trigger and Take-Out Bonds. Various provisions may also trigger changes from one type of funding to another. The lowest rates will be paid by a municipality on general obligation bonds, and in some cases providing such support may be appropriate after the project has achieved stabilization to take out more expensive notes. In other cases, providing such support in parallel to private commitments and private funding may be prudent.

Although these mechanisms are more complicated for the private developer than a direct grant, they have all been used in various jurisdictions to successfully fund public/private development projects.

Using the Tools

The tools that address risk and return do so by lowering capital costs, lowering project costs, reducing risk, or increasing project value. Their use requires that the public agency understand enough of real estate finance to ensure that the resulting partnerships are fair to the public. The partnerships should clearly connect to the public benefits that are being achieved; the process for arriving at these partnerships must be open and transparent; and the partnerships' need for public actions must be explainable and understandable by the public.

Site-Specific Finance Concepts

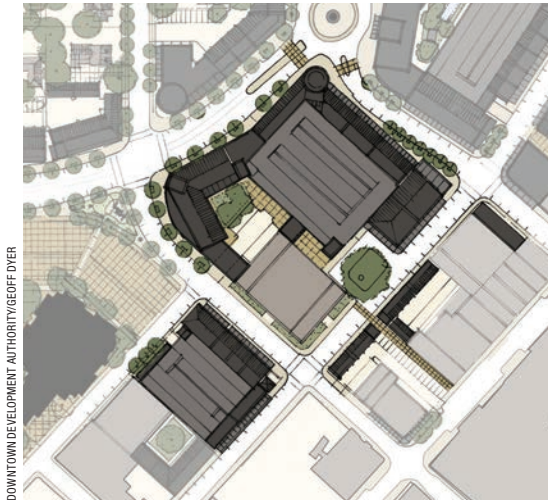
To provide further detail on potential projects for public/private partnerships in Lafayette, the panel modeled financing options to redevelop the IberiaBank site and the Old Federal Courthouse site. Both examples include assumptions and estimations but provide guidance on possible tools to encourage private investment in these projects.

The bottom line of these analyses was that both sites are likely to require some intervention from the public sector to move forward as the type of high-quality, vibrant, mixed-use development that LCG would like to see. However, the investment from LCG would be a manageable contribution in comparison to the income and opportunities derived from the investment, in the form of future property taxes, job creation, and other economic development opportunities.

IberiaBank Site

The IberiaBank redevelopment site consists of the area facing West Congress Street between Rue Bibliotheque and South Buchanan Street. The parameters for this sample are sourced from the *IberiaBank Site Development Study*, produced by the Lafayette Development and Design Center in 2014 and commissioned by the Downtown Development Authority (DDA). This plan calls for a new building with 32,000 square feet of mixed-use space and a 272-space parking garage behind it.

The total development cost for this project is estimated to be \$11.9 million. The Lafayette Development and Design Center



DOWNTOWN DEVELOPMENT AUTHORITY/GEORFF DYER



DOWNTOWN DEVELOPMENT AUTHORITY/GEORFF DYER

A site plan of the DDA-proposed IberiaBank redevelopment (top) and an aerial view of the project (right).

estimates construction costs will come to \$8.6 million, or 72 percent of the total cost. Other costs that require financing include land cost, developer's fee, finance costs, and street improvement and site preparation expenses. In short, to begin a project like this, either the private developer would have to invest \$11.9 million, or a public/private partnership would pool resources to reach the same amount.

The traditional sources of financing for real estate projects are investors' equity and bank loans. Here, investors look at the financial returns from developing the site, such as income from renting the retail and apartments, and parking fees. The sample estimates that investors would be

willing to contribute up to \$950,000 and banks would be willing to lend \$7.7 million, based on the likely returns for this development.

Accordingly, the panel explored strategies outside equity and bank loans to secure the additional required \$3.2 million. For example, this project would be eligible for New Markets Tax Credits, which would contribute \$1.8 million of federal money to the redevelopment project and close much of this gap.

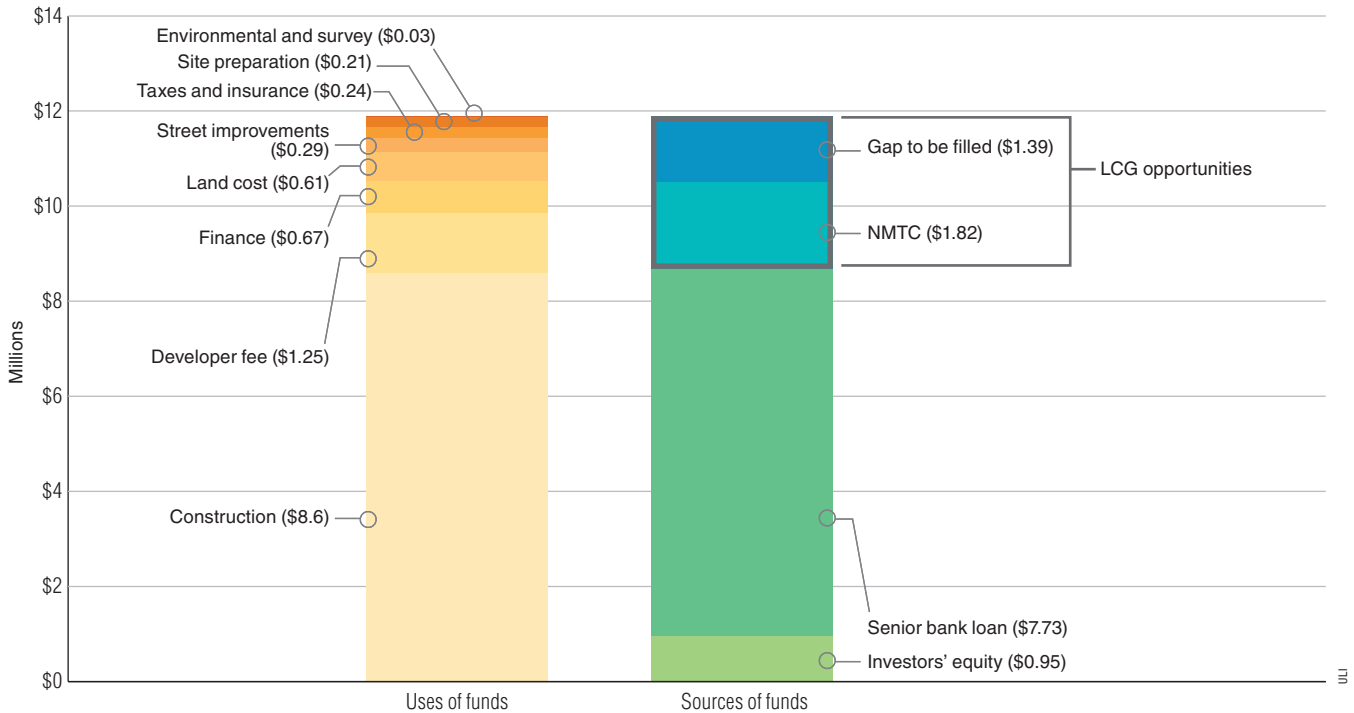
To achieve an additional \$1.4 million, other options could include the following:

- LCG could pay for the street improvements, estimated to be \$289,000, which brings the gap down to about \$1.1 million.
- The partnership could seek Louisiana and federal economic development funds for the project.
- In this case, IberiaBank is the landowner, potentially the lender, and potentially the developer. Since the project benefits IberiaBank, the company may be willing to proceed even without the usual profitability calculations an outside developer would make. For example, this project benefits IberiaBank by
 - Activating its neighborhood;
 - Providing housing for employees; and
 - Increasing the value of its home office.

Using the preceding calculations, LCG's direct contribution would be small—less than \$300,000 for this project. This investment would enable development to act as a catalyst and spur the following economic activity:

- Create a \$12 million project in the middle of downtown. That's a 40-plus multiple of LCG's investment.
- Increase the value of the block on the tax rolls. Right now, the block is taxed as a surface parking lot. The \$12 million project would increase its value many-fold.
- Create spillover effects on sales tax revenue, street safety, and attractiveness of the city, as well as the

IberiaBank Site Redevelopment



The IberiaBank site redevelopment is estimated to have a \$1.39 million financing gap, which LCG could fill via tax credits and other programs.

potential for job creation in terms of both short-term/construction jobs and long-term jobs associated with the redevelopment.

Old Federal Courthouse

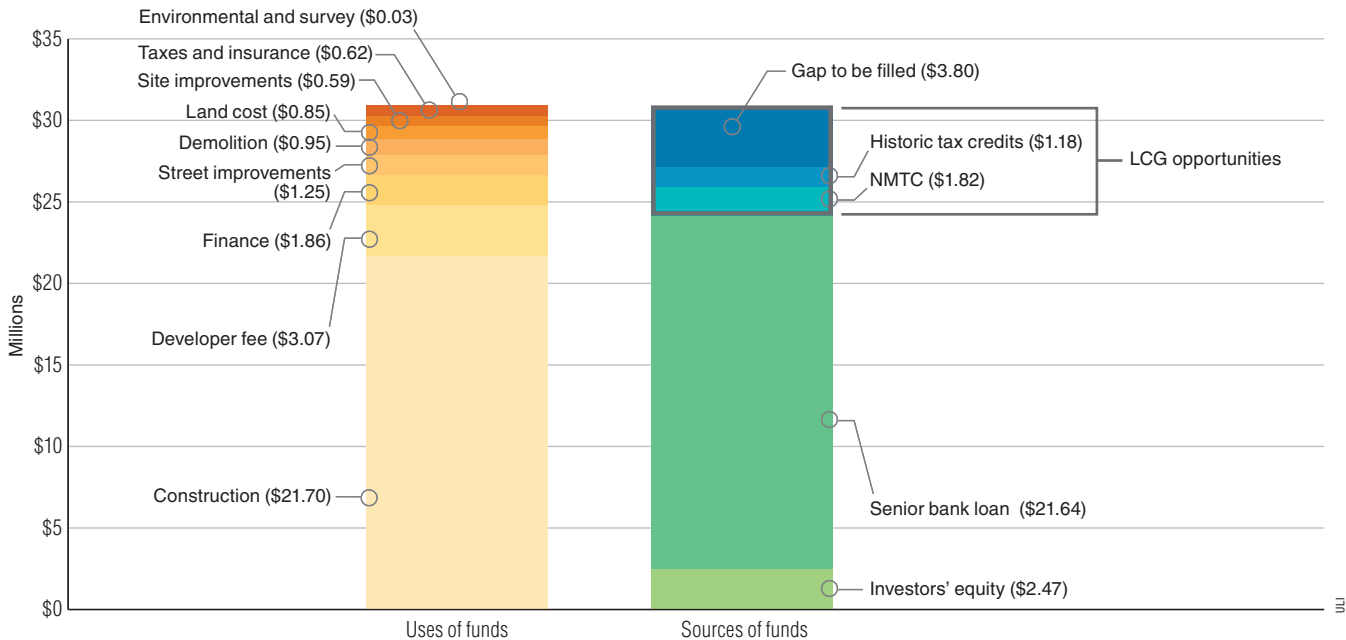
This sample estimates the economics of redeveloping the Old Federal Courthouse site into 158,000 square feet of new mixed-use construction in the heart of Lafayette's downtown. The parameters for the project are from the *Centre-Ville Site Development Study*, commissioned by the

DDA in 2014. The total development cost of the redevelopment project is estimated to be \$30.9 million. Construction costs are estimated to be \$21.7 million, or 70 percent of the total. Other costs for this project include purchase price, developer's fee, finance costs, and street improvement and site preparation expenses. The sample project estimates that investors would be willing to put up \$2.5 million and banks would be willing to lend \$21.6 million based on the likely profit margins for the development.



A sketch of a DDA-proposed Old Federal Courthouse redevelopment concept (left) and an aerial view of the concept (far left).

Old Federal Courthouse Redevelopment



The Old Federal Courthouse redevelopment is estimated to have a \$3.8 million financing gap, which LCG could fill via tax credits and other programs.

These calculations leave a gap of \$6.8 million. To close this gap, the panel looked at a number of other financing tools developers can use and determined that New Markets Tax Credits and federal and Louisiana historic tax credits could be applied. Together, these three tax-credit programs would raise \$3 million of federal and state money for the project.

After tax credits are applied, a \$3.8 million gap remains. The panel recommended that LCG address this by leveraging its ownership of the site. LCG could bring down project costs by taking on responsibility for streetscape improvements, site preparation for the project, and demolition of unwanted parts of the buildings. LCG could then sell the property to the developer for \$1, which would represent a contribution of \$3.6 million by LCG, which is the amount needed to make this a viable project.

In this example, LCG is acting like a “public entrepreneur” by contributing \$3.6 million to redevelop the old federal

courthouse. Entrepreneurs evaluate investments by asking about the returns; therefore, LCG also needs to be transparent about which projects it subsidizes.

What’s the return on investment (ROI) for LCG’s contribution to this project?

The best projects LCG can partner on . . .

- Have high returns on investment in terms of economic development potential, job creation, and future property taxes;
- Catalyze additional investment nearby, encouraging the type of development and land use that would benefit Lafayette in terms of activity, potential for tourism, and use of existing infrastructure; and
- Have spillover benefits to health, streetscape, and other city and parish aspects.

- First, Lafayette gets a \$30.9 million project in the middle of downtown. That is an 850 percent return on the investment.
- It also puts the block back on the tax rolls. Currently, the site is tax-exempt because LCG owns it. The assessor's online tax estimator estimates the project will generate \$409,000 per year in tax revenue. That's 11 percent per year return on LCG's contribution.

Developing this site is likely to be catalytic for downtown—it's big; it's prominent; and it's central. As a result, the panel predicts spillover effects on sales tax revenue, street safety, and attractiveness in the downtown.

Strategy for a Vibrant Downtown

LCG'S VISION FOR DOWNTOWN builds from the area's abundant assets, including charming architecture and streetscape design, the nearby neighborhoods and university, unique restaurants and museums, popular events such as Festival International, and citywide services like fiber-optic internet. These assets offer a strong context to build from. However, the critical mass of people and activities that will support the vibrant downtown envisioned have not yet arrived.

A vibrant downtown is important to the whole parish's economic health. The workforce of today and the future demands a quality of life that provides choices, including the choice to live in a walkable environment, without reliance on a car to reach places of work and play. Although Lafayette certainly has highly desirable residential areas, a vibrant downtown provides the parish with a hub that will ensure Lafayette remains competitive for investment. A vibrant downtown would also contribute to fostering a more resilient and sustainable approach to land use in Lafayette by concentrating development in an area well served by infrastructure, including the regional transportation options at Rosa Parks Transportation Center.

This panel focused on developing strategies for the funding, implementation, and advancement of a downtown residential strategy. Alongside large-scale catalytic projects, LCG and downtown advocates can make substantial



The recently enhanced streetscape along Jefferson Street.

progress through small-scale management and placemaking interventions. These will ultimately lead to a more inviting downtown and support the vision for the long term.

The following recommendations provide specific implementation strategies that can be used immediately. However, implementation will require a coordinated and collaborative effort with LCG assuming a far more prominent leadership role, along with support from the private sector and other economic development partners. Longer-term strategies are also recommended because a sustained commitment to developing a resilient and economically vibrant downtown is required to realize a higher quality of life for the whole community,

Focus on the Fundamentals

At its core, downtown must be clean, safe, connected, and walkable to attract residents. It must be a place where people feel comfortable and want to be. Currently, a lack of attention to details in downtown and problems with cleanliness, safety, wayfinding, and general maintenance deter potential residents and visitors. Accordingly, many stakeholders interviewed noted that downtown is not much of a destination, aside from for nightlife.



The Rosa Parks Transportation Center is an excellent asset for downtown that provides a direct transit line to New Orleans.

Greenville's Downtown Strategy

Like many communities founded on a manufacturing economy, the city of Greenville, South Carolina, suffered from the manufacturing decline and experienced a severe decay of its downtown throughout the 1960s and 1970s. Residential and retail developments left the downtown in favor of suburban amenities, which eroded the city's tax base. To prevent further decline, city officials worked with private businesses to establish a new vision for the central business district as an attractive place with a viable business center.

A key part of the city's strategy was its investment in catalytic projects like the Greenville Commons, the Peace Center for the performing arts, West End Market, the Westin Poinsett Hotel, West End Baseball Stadium, and RiverPlace. These anchor projects were strategically located, creating vibrancy and inviting a critical mass to the area. Residential development was a critical part of the downtown strategy, meaning that residents and visitors frequent the area at different times throughout the day, creating an ever-changing mix of people. The city also invested in public spaces to reframe the city center and transformed roads and an unattractive ravine into a pedestrian bridge with trails to encourage pedestrian travel.

More information on Greenville's turnaround is available in ULI's report *Creative Financing for Smaller Communities*: uli.org/wp-content/uploads/ULI-Documents/Creative-Finance-for-Smaller-Communities.pdf.

These details, while seemingly intuitive, form the basis for a strategy that can then focus on specific projects and investments that will differentiate downtown Lafayette and lead to the critical mass of uses that will create vibrancy.

Some of the panel's recommendations follow.

Better Manage and Enforce Nightlife and Code Violations

Develop a nightlife management plan to better regulate and manage liquor licenses, and lift the current "bar moratorium." Whether problems are real

or perceived, residents currently describe concerns about the safety of downtown, particularly at night. Many residents stated that these safety concerns are preventing a critical mass of residents and businesses from forming and preventing potential visitors and residents from engaging in the downtown community. Concerns seem to primarily relate to the clubs and bars that can attract patrons until the early hours of the morning, including "tailgating" in downtown parking lots after the bars have closed. Residents and business owners described the current bar moratorium, which has limited the number of liquor licenses downtown, as a reaction to these gatherings and subsequent concerns about public safety.

However, the bar moratorium disables downtown economic development and insufficiently manages nightlife, thus creating unrealistic expectations of safety. The panel recommends lifting the moratorium and replacing it with more sophisticated techniques to regain the public's trust in a safe downtown. These techniques can be addressed within a cohesive nightlife management plan, addressing topics that include liquor licenses, code enforcement, security, and loitering. All businesses operating in downtown should adhere to the nightlife management plan, including new businesses and existing businesses.

A productive nightlife management plan should use a conditional use approach to allow flexibility within current zoning laws. The plan should also give LCG authority to grant specific uses and ensure that the use is consistent with the overall plan for downtown. Applicants and existing businesses should have to provide a specific response to the nightlife management plan, addressing their operating plans, security, staff training, and so on. To ensure fairness in the review process, each applicant should appear before a review committee consisting of representatives from police, fire, building codes, planning, licensing, economic development, and any other relevant departments. Once granted approval with specific conditions, the review committee should actively and frequently monitor businesses to ensure compliance.

An investment in adequate lighting, particularly on side streets and within parking areas, is also key to achieving a safe environment for pedestrians. Finally, tailgating on parking lots should be prohibited, even if LCG can only accomplish that on government-owned lots.

Part of a constructive nighttime management plan should be to address social needs, because the goal is to make the downtown a community hub for the entire parish, regardless of income or race. Health and social services, particularly for the homeless, should be better provided, which will ultimately help discourage loitering and better support residents in need.

Undertake aggressive code enforcement to address vacant and underused buildings, coupled with building facade improvement grants to encourage renovation. Vacant and unmaintained buildings distract from the attractiveness of the downtown streetscape and diminish downtown's sense of place. To advance a downtown development strategy, the panel recommends better enforcing building and fire codes to identify problematic buildings and eventually transform some of the properties into more productive uses of space. Such codes can be used on buildings that are currently eyesores but should also be monitored to ensure safety in existing bars and nightclubs.



A vacant storefront in downtown Lafayette.

KATHARINE BURGESS/ULI



KATHARINE BURGESS/ULI

An abundance of surface parking downtown is seen clearly from this aerial view.

Enhance Streetscapes and Signage

Envision long-term alternatives for current parking lots.

An overabundance of surface parking, especially along main pedestrian corridors, detracts from the visual attractiveness and urban fabric of downtown. Over the short term, current parking lots should at least be landscaped. Small-scale improvements could be supported through a change in parking policy, such as charging for after-hours parking on city-owned lots. Over the long term, current parking sites would better contribute to downtown as mixed-use, commercial, or residential development. The DDA has already identified strategies to eventually convert parking lots to development sites. LCG, DDA, and other downtown advocates should see how they can support the advancement of this type of vision, considering proactive outreach to and the creation of incentives for owners of sites currently in use as parking. A phased approach could include the incorporation of screened, structured parking lots. Over the longer term, these sites would be best used for development with multiple uses spread throughout a 24-hour period, such as daytime office and retail and evening arts, residential, and entertainment.

Enhance streetscapes and signage to encourage walkability and access to side streets.

The current downtown has already achieved an inviting streetscape but can be fine-tuned to better orient pedestrians and direct them to businesses and areas of activity. Notably, attractive and legible signage for downtown and its businesses will enhance wayfinding and support connectivity, leading

pedestrians both down the main heart of Jefferson Street and down the side streets. If signage creates visual points of interest along Jefferson Street, pedestrians will be more likely to follow the length of the corridor and continue walking to enticing destinations off the main corridor.

Strategies to achieve an enhanced streetscape could include the following:

- Use stormwater management techniques, wherever possible.
- Enhance landscape, including new plant material, seasonal flowers, and sidewalk repair.
- Create visual points of interest and connectivity along Jefferson Street to help draw the eye along the corridor and encourage pedestrians to continue walking.
- Add interest and color with banners.
- Add bike racks in strategic locations.

- Add seating where appropriate.
- Review sign guidelines to ensure they are consistent with the Downtown Action Plan and avoid cluttering.

Develop a Downtown-Specific Development Guide

Panelists heard from many downtown stakeholders that there is no clear “first point of contact” for development in downtown Lafayette, a topic that is addressed in detail in the “Implementation” chapter of this report. Similarly, developers and business owners interested in downtown noted that there is no single clearinghouse providing information, resources, and how-to guidelines related to the broader vision for downtown.

An action and resource-oriented development guide that addresses topics such as permitting and licensing, marketing, and tools for technical and financial assistance could help developers and business owners identify active partners within LCG, navigate the development process, identify resources and incentives, and let them know up front what is expected of them. Such a go-to resource will make doing business in downtown easier and help attract development into Lafayette, including from small businesses. Key to the success of a booklet like this will be consistency of messaging and up-to-date information. The development of a resource like this could be managed by the senior adviser to the mayor, a role introduced in the “Implementation” chapter of this report. The existing *Development Guide 2017* for all of LCG should be referenced and used in the creation of this resource.

Build on a Unique Lafayette

Promote Lafayette’s unique character through marketing and public programming that will differentiate the downtown and foster vibrancy. Highly successful festivals and a legendary food culture currently draw people to Lafayette. Downtown investment should support these cultural opportunities and continue to build from them through the incorporation of interactive public art and regular events for a variety of audiences.

Ideas from Baltimore

Facade Improvement Program: The Downtown Partnership of Baltimore administers a facade improvement program that encourages property and business owners to restore existing storefronts. The facade program covers 50 percent of eligible costs, up to \$10,000, on properties within the downtown, and includes design services. Since the program’s creation in 2002, the Downtown Partnership has administered over \$1 million in grants and leveraged millions in private investment (<https://www.godowntownbaltimore.com/work/construction/index.aspx>).

Small Business Assistance Resource Guide: The Downtown Partnership of Baltimore published a *Small Business Assistance* resource guide that provides incoming businesses with technical and financial tools available. The toolkit is a “one-stop shop,” complete with links and contact information for available grants, loans, tax credits, organizations that offer technical assistance, and business associations (www.godowntownbaltimore.com/library/docs/Business-Assistance-Packet.pdf).

Public programming should offer ways for all parts of the community to actively participate in downtown's improvement. Events should be hosted by public and private groups, including new types of events to draw people to downtown who have not spent time there before. Events could include the following:

- Food truck festivals;
- Temporary skate parks;
- Races;
- Sporting events;
- Treasure hunts designed for smart phone apps;
- Silent discos; and
- Competitions and awards for beautification or themed projects, such as holiday window displays or landscape improvements.

To achieve a variety of events, partner organizations such as arts groups, fitness groups, nonprofits, and the university should be invited to host regular programming.

Enhance and promote downtown's identity through marketing materials. Traditional marketing tactics (brochures, websites, social media accounts) are necessary and must be updated regularly. However, nontraditional measures are also critical in a multifaceted approach to attracting and retaining visitors to downtown. All of these materials should emphasize the unique nature of downtown compared to competitors, such as big-box retail. Less traditional marketing tactics include

- Pop-up stores, events, and street activation projects;
- A podcast or YouTube channel promoting people who live or work in downtown; and
- Activities and competitions incorporating families and others less likely to come into downtown regularly.

These marketing efforts should be cross-promoted by the various groups with involvement downtown. If Lafayette

Economic Development Authority (LEDA) is hosting an event downtown, then DDA should be helping promote it, as should LCG, for example.

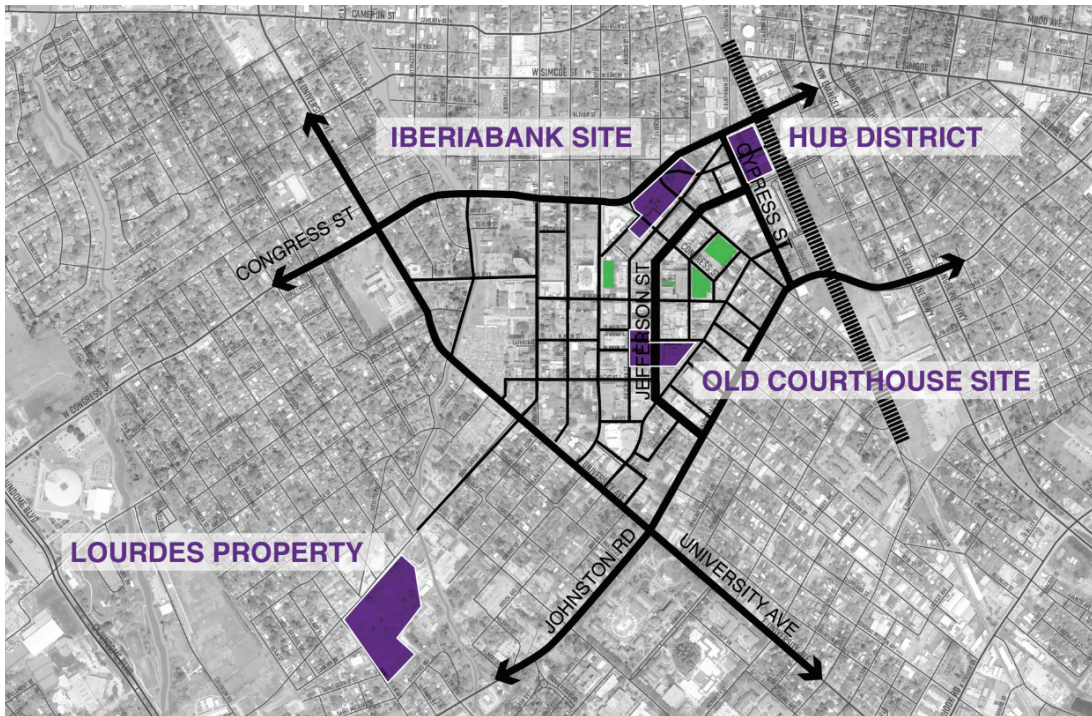
Incorporate public art, aiming for art that is interactive, fun, and specific to Lafayette, or Acadiana, where possible. Public art creates points of visual interest that will surprise visitors and encourage pedestrians to circulate through downtown. Beyond sculptures and other installations in the streetscape, vacant shopfront displays offer another opportunity for temporary installations. For example, the Baltimore Downtown Partnership worked with the city to use vacant city-owned structures with retail frontage as free long-term gallery space while properties were awaiting redevelopment.

Richmond's Sidewalk Café Guidelines

The city of Richmond, Virginia, supports sidewalk cafés as an important part of downtown streetscape design. To encourage the implementation of sidewalk cafés among local restaurants, Richmond created an expedited review process as well as a Sidewalk Café Design Guidelines document for local businesses. The guidelines explain that sidewalk cafés “contribute to a vibrant urban culture and make Richmond streets more dynamic places to walk, socialize and dine . . . and motivate city and regional residents to patronize Richmond's eating establishments.”

The National Association of City Transportation Officials has highlighted this design guidebook as a national best practice and example for cities seeking to improve street life and streamline the process for restaurant and business owners. The guidelines provide clear information on acceptable dimensions for café access, setbacks, safety materials and barriers, and furnishing and fixtures. The guidelines also include plans, sections, and illustrated examples of sidewalk café designs, as well as photographs of acceptable and unacceptable sidewalk café elements, such as furniture, umbrellas, signage, and sidewalk coverings.

More information is available at https://nacto.org/docs/usdg/Sidewalk_Cafe_Guidelines_richmond.pdf.



SUKRITI GHOSH/OLI

A map of the four critical development sites proposed by the panel.

Use lighting to both pique pedestrian interest and create a safer nighttime environment. Encourage storefront lighting and merchandising. Identify possible locations for creative lighting for use as an artistic element. Consider over-the-street lighting, including different colors for different seasons. Explore using Tivoli lights in parks and outdoor dining areas.

Encourage outdoor dining in downtown. Outdoor dining contributes to downtown’s vibrancy by creating a bustling street life and inviting visitors to socialize and stroll throughout the area. LCG should identify specific locations appropriate for outdoor dining and provide clear standards to address landscaping, lighting, cleanliness, hours of use, insurance, and other applicable items. Restaurants must be monitored for ongoing compliance with such standards. LCG could use loading zones or parking spaces, if only temporarily, to activate the surrounding space and attract pedestrians to locations that typically do not receive much attention.

Parks and Green Space

Public space is critical to a vibrant downtown but must be well positioned and maintained to draw people. In addition to what is already being done in downtown, the panel suggests enhancing parks and public space. The design of public spaces and parks is important to make the community comfortable and feel invited. Create visual edges to parks so they feel more approachable. Increase the amount of green space and consider creating pocket parks to deemphasize the amount of surface parking. The addition of new parks will also support residential development and attract a variety of different people to downtown. For example, dog parks and playgrounds help create community around a shared interest. These parks do not have to be directly downtown but should be close enough to feel connected.

Step up park maintenance by assigning one or more staff persons in the parks department to perform tasks delineated in maintenance standards. Obstacles for pedestrians to enter existing parks must be eliminated. For example, the stage at Festival International is currently a permanent

structure. Explore the idea of purchasing a stage that can be set up for events and festivals but otherwise is off site. This strategy allows the park to be multifunctional. Fences and gates to public areas should be open regularly. To maintain the parks, contract with private partners (either for profit or nonprofit) to maintain and program parks, such as Parc de Lafayette, to help ensure they are not only maintained but can also be used to support downtown business.

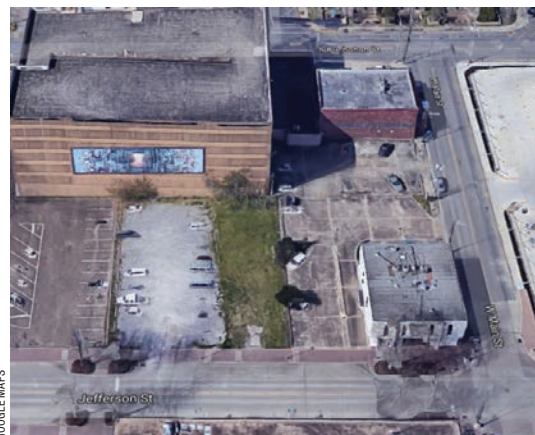
Advance Catalytic Downtown Development Projects

LCG identified a number of sites for the panel that have the potential to be anchors driving significant investment and residential development downtown. The panel also identified two additional opportunities for arts and culture or tech development. LCG and partners must embrace a proactive and entrepreneurial approach to downtown development to encourage the development of these catalytic projects, including more proactive efforts to attract private sector partnerships. Following are four pivotal development sites that can serve as anchors throughout downtown and spark a downtown revitalization:

Old Federal Courthouse Site

This two-acre site in a prime position on Jefferson Street has been vacant for decades, becoming what one panelist

In the heart of downtown, a surface parking lot and garage structure occupy the southwest corner of Jefferson and West Main streets.



GOOGLE MAPS

called “a monument to indecision.” Owned by LCG and purchased through a donation from the Lafayette Public Trust Financing Authority, the site is one of the main areas of opportunity for the current mayoral administration. LCG should strive to move forward and put this site into productive and tax-generating use. Although appeasing all parties may not be possible, the alternative is a missed opportunity for Lafayette. Introducing development incentives and conditions to encourage a mix of residential and commercial uses with ground-floor retail would support further downtown growth. With an opportunity to become an important anchor development downtown, this site could activate activity along Jefferson Street, Main Street, and Lee Avenue at the pedestrian level.

IberiaBank Site

This site represents an opportunity for higher-density residential providing a transition from the urban core. IberiaBank Corporation is an American financial holding company headquartered in Lafayette. As the single owner of this lot and a couple of adjacent properties, IberiaBank is willing to partner with LCG on this project, which coincides with the bank’s office space on West Congress Street. Although the immediate vicinity has not seen a great deal of development, LCG recently invested in a successful road diet along West Congress Street, which has resulted in a decrease in automobile-related crashes and injuries, and LCG plans to improve the streetscape. Because these steps are conducive to incoming urban development, LCG should move forward with partnerships to support IberiaBank to develop this site into a mixed-use property and continue to draw activity to this side of downtown.

Southwest Corner of Jefferson and Main Garage and Surface Lots Site

The panel heard numerous comments about the potential for a new university-supported performing arts center. Such a project would present tremendous opportunities for synergy with existing cultural buildings, restaurants, and retail downtown and would support further university and student activity downtown. The panelists identified the southwest corner of Jefferson and Main, locally known as “Lafayette’s Main and Main” street corner, currently in use



GOOGLE MAPS

as a parking garage and surface parking, as an attractive site for a facility like this. The parking on this site could easily be accommodated through the other parking facilities in multiple locations downtown. A scattered parking strategy would then encourage patrons to walk past restaurants and retail and prolong their downtown experience. LCG should begin discussions with the university about this opportunity and seek strategies for LCG, DDA, and others to support the implementation of this vision.

Northwest Corner of Jefferson and Cypress to Second Street Site, or “Hub District”

In the panelists’ interviews, they heard repeatedly that Lafayette has been successful attracting tech investment and that tech companies and their employees want to be in a downtown environment. However, the current downtown does not have the capacity or type of spaces that tech companies such as CGI have been seeking. The

warehouse-style buildings at the northwest corner of Jefferson and Cypress could provide the unique type of space these companies desire. Coupled with complementary uses such as brew pubs and art galleries, these buildings could provide an exciting new venue for downtown and an alternative location that will aid in recruitment and startup of new companies in the city and parish. LCG should support this type of development and consider developing an innovation district, or “hub district,” in downtown along with programs to support tech entrepreneurship. Notable examples throughout the country include Tech Connect in Baltimore, NEXT in Greenville, American Underground in Durham, the Enterprise Center in Chattanooga, and BoomTown in Charleston, which all provide entrepreneurs and small companies physical spaces that foster collaboration.

The current state of the proposed innovation district, or “hub district.”

A notable example of adaptive use in Lafayette’s downtown is the current Reve coffee shop, housed in a repurposed auto shop.



KATHARINE BURGESS/ULI

Infill

Infill development and adaptive use projects will be significant drivers in downtown redevelopment and complement the advancement of the catalytic redevelopment sites. Capitalizing on historic building stock and existing infrastructure will reinforce the unique character of downtown, thus further differentiating it from other areas of the city and parish. For example, activating upper floors for residential and office uses will provide additional users to visit ground-floor retail.

The following are site-specific opportunities for infill within Lafayette’s downtown that will support the vision for downtown redevelopment, some of which are already underway.



KATHARINE BURGESS/ULI

The addition of residential units to the Children's Museum site is an exciting adaptive use project that will activate the area.

LCG and others should prioritize supporting these projects because they will contribute to development momentum downtown.

Children's Museum

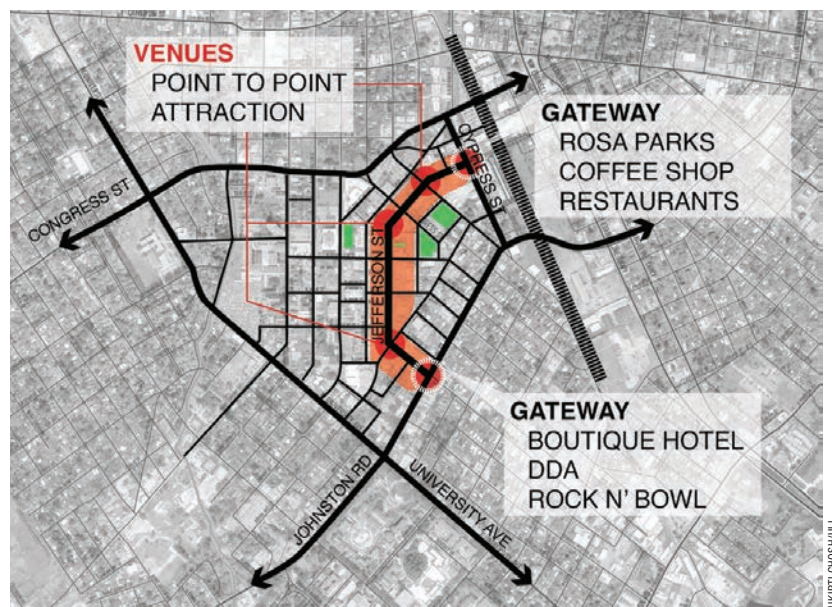
The Lafayette Public Trust Financing Authority is currently leading an effort to develop second-floor residential units in this historic structure. This exciting project has the potential to set a precedent for adaptive use and downtown living in Lafayette. The addition of residential to this area would further activate Parc Sans Souci and build from other activity on this street and on the other side of Parc Sans Souci where the French Press, Don's Seafood, the

antique/art gallery, and the bike shop are all located. All of these destinations could make for a very lively and unique section of downtown.

Congress Street functions as a small side street that services access parking and loading zones. This stretch is ripe for an improvement of the pedestrian experience leading to Parc Sans Souci and the new residential locations. A streetscape improvement could potentially include outdoor dining and new landscaping rather than designated parking spaces.

Jefferson Street

A healthy downtown requires a healthy core. In Lafayette, the core revolves around Jefferson Street, which provides visitors with a first impression of downtown from the transit hub at Rosa Parks Transportation Center. The street's curved shape creates a visual boundary, meaning that strategic enhancements to the street along the visual trajectory will not only draw pedestrians into downtown, but also help create visual and physical connectivity. These enhancements could include nodes of activity and interventions to attract pedestrians, such as green spaces, lighting, and landmarks. These interventions could be catalysts to encourage pedestrians to walk from gateways



Nodes of activity along Jefferson Street (marked in red) attract pedestrians to continue walking despite visual barriers.

SHARIT GHOSH/ULI



KATHARINE BURGESS/ULI

and to the downtown's edges, providing visual cues to direct people.

Site-specific potential for upper-floor residential along the Jefferson Street corridor should be explored, keeping in mind that one or two units per building can make a major difference to the activity levels and ambiance of the locations. A variety of incentives are available for the activation of upper-floor uses, including code variances for historic properties as well as loan programs.

Surface Parking Lots

The redevelopment of surface parking lots presents a major opportunity in downtown Lafayette and should be encouraged. Development of the LCG-owned lot adjacent to Marley's, for example, would strengthen that corner intersection and support what has already been done at Dwyer's Café with outdoor dining. The new building at that site should augment Marley's and provide opportunity



KATHARINE BURGESS/ULI

Independent retailer Glide Studios and the Acadiana Center for the Arts are two of the many downtown cultural assets unique to Lafayette.

for additional visitation to this area, as well as encourage pedestrians to walk down this side street to the amenities farther down the block. Numerous other surface parking lots also present development opportunities that could activate downtown, and DDA has already mapped and offered design options for these sites.

Flooding and Stormwater Management

THE DOWNTOWN LAFAYETTE STRATEGY is part of a larger effort for LCG to promote more resource-efficient and resilient land use patterns that make efficient use of existing infrastructure and keep residents out of harm's way. In tandem with examining how downtown development could reshape Lafayette, the panel considered how natural resources management could be integrated into LCG's overall land use strategy. Recent storms have called attention to the vulnerability of many people and households in the region and highlighted the need for resilient development approaches for downtown and other development.

In August 2016, Lafayette experienced a 1,000-year storm event. Natural disasters like this are extremely difficult to plan for and impossible to anticipate. Although Lafayette can do little to be completely prepared for a storm of that magnitude, many opportunities exist to be more resilient against flooding events, which are occurring with increasing regularity. Central to these efforts is a willingness to get ahead of the problem and take shared ownership of and investment in solutions.

The panel recommends the following approaches for Lafayette to mitigate against flooding events:

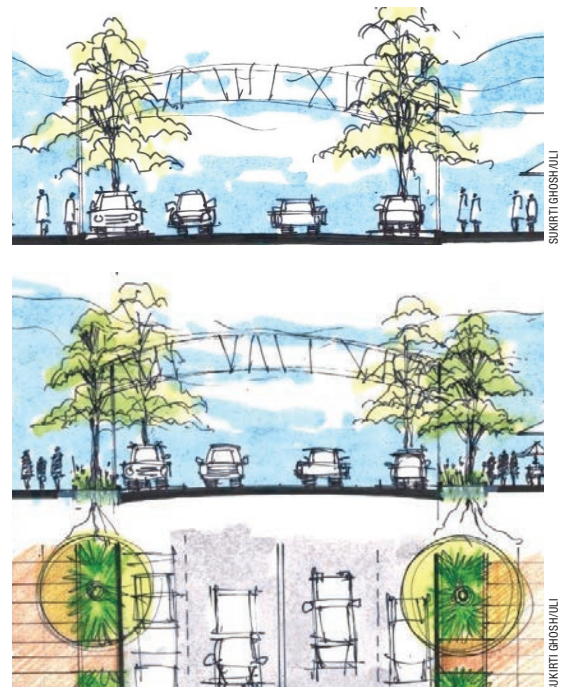
- Implementing green infrastructure practices, including through pilot projects such as a coulee conversion, and considering regional flood control measures;
- Updating existing development-related standards for resilience;
- Improving staff capacity;
- Increasing public awareness; and
- Implementing a stormwater utility fee.

Focusing on these approaches could give Lafayette the jump-start needed to mitigate minor flooding and provide some built-in resilience throughout the community.

Implement Green Infrastructure Practices

Lafayette currently has a significant number of concrete-based coulees throughout the city. This is a more traditional "gray" infrastructure approach that treats water as a nuisance rather than the natural rich amenity that it really is. Green infrastructure offers an alternative approach that instead uses natural systems to slow down and convey water, mimicking natural systems and creating attractive open spaces and water channels.

The Lafayette streetscape, pictured before (below) and after (bottom) implementation of proposed improvements incorporating green infrastructure such as rain gardens to manage stormwater.



Green infrastructure can come in the form of permeable pavement, green roofs, rain gardens, parks, and many other shapes, depending on collective stormwater management goals. Contingent on implementation and design strategies, green infrastructure can introduce stacked benefits in addition to flood mitigation, including the following:

- Improved water quality;
- Increased resilience to climate change impacts such as heavier rainfalls and higher temperatures;

Current coulees consist of impervious and unattractive concrete that can exacerbate flooding conditions.



KATHARINE BURGESS/ALI

- Increased recreational space;
- Improved aesthetics;
- Increased property values; and
- Green job creation.

Downtown Lafayette has many existing public spaces that could be retrofitted for filtering stormwater runoff. Investing in green infrastructure on these sites would not only offer protection from smaller storm events but also potentially increase the marketability of some of their catalytic site developments. Some retrofitting options to consider include green roofs for harvesting and reusing stormwater and sidewalk retrofits to create green streets, including bioswales, cisterns, rain gardens, and an urban landscape.

A coulee conversion offers the opportunity for a major pilot project, which could become a visible and popular demonstration of the recreational and aesthetic benefits of green infrastructure. One of Lafayette's concrete coulees could be transformed into a green corridor, featuring a waterway for recreation, wetlands, and trails, thereby offering wel-



SUVRATI GHOSH/ALI

Converting the current coulee system and its surrounding areas into an attractive green corridor would create recreational space while also managing stormwater.

come green space and encouraging active transportation. In comparison to today's coulees, which are unattractive concrete ditches, the redesign would welcome residents for jogging, walking, biking, and even kayaking and would likely add value for and facilitate connectivity between surrounding neighborhoods. A pilot project could potentially overcome some easement and right-of-way challenges and explore whether such conversion could be a prototype for Lafayette. Furthermore, a coulee conversion could help local officials understand the potential flood implications through hydrology modeling, setting a precedent for transitioning gray infrastructure to more natural systems.

Lafayette should also seek to implement more regional approaches to flood management across the parish. Whether the mitigation technique is in the form of large detention, berm, or diversion, the approach must be watershed based, incorporating the smaller basins. The approach also will need to take into account new development and address new development impacts to the watershed. Regional investments could also seek to increase the capacity of the system overall by upsizing pipes and providing additional inlets to receive stormwater.

Update Existing Development-Related Standards for Resilience

Resilience and preparedness for potential adverse events are becoming increasingly critical, particularly for communities susceptible to natural disasters such as flooding. Lafayette should consider reviewing and creating new codes and strengthen its existing development-related codes to encourage development standards with green practices. Incentivizing or requiring a proactive approach to stormwater management in new development would help LCG be more prepared for future storm events.

Low-impact development standards would encourage or require the incorporation of green infrastructure and practices that mimic natural systems. LID is often popular for suburban-style development, where green spaces are an important recreational amenity and can be enhanced with stormwater management provisions. Greener standards

Houston's Low-Impact Development

A low-impact development (LID) framework refers to practices that use natural processes for filtration and evapotranspiration, which typically preserve natural landscape features and minimize impervious surfaces. Harris County, which includes the city of Houston, was the first in Texas to offer an LID framework. Harris County's LID criteria encourage the use of swales, permeable pavement, stormwater planters, green roofs, rainwater harvesting, and other stormwater management practices to slow down stormwater runoff and reduce its burden downstream. An implementation guide was developed after a LID design competition in the region piqued the interest of the real estate development and design community.

The LID framework was put to the test in 2016, during the Tax Day and Memorial Day floods. Stonebrook Estates, a 135-lot residential community, was among the first in the Houston area to implement LID principles and received about 12 inches of rain in a 24-hour period during this major weather event. After devastating effects of Hurricane Harvey in 2017, the LID approach proved itself successful again, operating as designed and keeping homeowners safe from flooding throughout the region. The LID system in place was able to effectively capture then convey the rainwater successfully to nearby channels and bayous, avoiding major losses to the community. The LID approach also created space for parks and trails to be enjoyed in the absence of major weather events.



The low-impact development approach, as seen in Harris County's Stonebrook Estates, creates space for parks and trail access while effectively managing stormwater.

for large subdivisions could propose mandatory green infrastructure or set aside parts of a site in the form of conservation easements. Incorporating these aspects into large-scale residential and commercial development could serve the dual purposes of recreational use and storm-water control.

However, LID and green infrastructure alone will not alleviate all the impacts of major flood events such as the 25-, 100-, or 1,000-year storms. Nevertheless, LID and green infrastructure can have a significant impact on the small storm flooding events that are seen on an annual or biannual basis.

Furthermore, Lafayette's existing ordinances must be in line with the risk and be applied consistently across developments. The existing *City of Lafayette Stormwater Technical Standards Manual*, adopted December 2011, and the Flood Damage Prevention Ordinance appear to include high standards. Additional strategies to embed water management practices into codes and ordinances include the following:

- Require permeable surfaces and green practices through the zoning ordinance for new development and significant redevelopment.
- Modify the existing parking ordinance to require or incentivize the incorporation of permeable surfaces.
- Review the Comprehensive Plan to ensure water management is taken into account for future growth and land use plans, including for decisions related to annexation and land availability. Having the ability to better plan for growth will help LCG more strategically manage stormwater, thus reducing flooding risks.
- Implement more stringent volume control and runoff reduction measures.
- Continue to review the existing *Stormwater Technical Standards Manual*.
- Continue to review the Flood Damage Prevention Ordinance to incorporate the latest flood reduction measures.

Improve Staff Capacity

Lafayette Consolidated Government currently manages floodplain issues through interdepartmental coordination across the Public Works Department and the Planning, Zoning and Development Department, which appears to work well. However, additional resources and time should be devoted to ensuring that this important role has all the support it needs, given the magnitude of responsibility and the increasing likelihood of flood events. Strategies to elevate the role and ensure staff capacity include the following:

- Commit to periodic training for existing staff and mandatory increased training for new staff in this area.
- Plan to expand the team: the floodplain administrator, at some point, will need at least one full-time salary employee to assist in program management activities such as the Community Rating System (CRS).

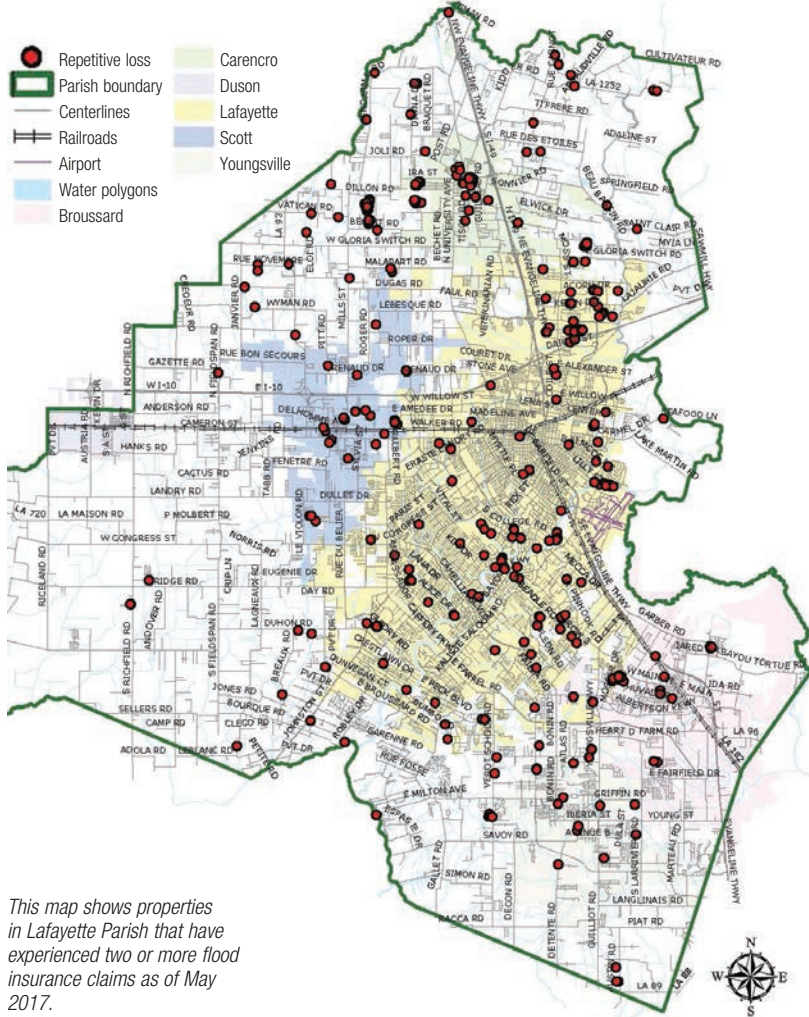
Increase Public Awareness

According to the CRS, Lafayette is currently a Class 8 community, resulting in a 10 percent discount on flood insurance premiums. Given the increased flooding risk and the current public concern about flooding, Lafayette should strive to improve its class designation.

Increasing public outreach activities is one of the most effective approaches for achieving this. Strategies to raise awareness about flooding include the following:

- Implement a more aggressive public information strategy targeted specifically for the repetitive-loss properties. These properties, which have had two or more claims in excess of \$1,000 over a ten-year rolling period, are most vulnerable and should be a starting point before branching out to the broader community and parish. This action has the potential to assist in increasing the current CRS rating from a Class 8 rating to a Class 7 or better. Public information work should include attainable goals to increase awareness and provide residents with community discounts to offset the significant cost of flood insurance premiums.

Lafayette Parish Repetitive Loss Map



This map shows properties in Lafayette Parish that have experienced two or more flood insurance claims as of May 2017.

- Educate residents and business owners on floodplain management and stormwater and drainage and the services LCG currently provides. There also may be a need to review new or existing services for potential increase in class opportunities based on the most recent CRS manual.
- Educate residents and business owners on property-specific techniques, such as the following:
 - Elevation of finished first floors and attendant utilities servicing buildings;
 - Backflow protection, if applicable;

- Residential dry flood proofing by applying sealant to a home when flooding is less than three feet and rain is short rain duration;
- Businesses dry flood proofing that is impenetrable, flood shields, logs, etc.;
- Engineered structural barriers;
- Up-sizing pipes and providing inlets or additional inlets to receive more stormwater, which will increase the capacity in the system (consider using the American Society of Civil Engineers national standards for design storm size); and
- Strategies to minimize litter and debris in the system, which may decrease maintenance and minimize obstructions to the flow of water. Increasing accessibility to basic municipal services will also help achieve this aim. Recent LCG projects such as Project Front Yard have created some momentum around these issues.

Implement a Stormwater Utility Fee

Many communities across the United States have identified flooding and stormwater management as key concerns that need to be addressed during the development process. However, most communities have a key issue in common: lack of funds. Without dedicated funds, implementing a shared solution for this shared problem is impossible. Increasing public awareness regarding stormwater and floodplain management will be crucial in helping the community understand the needs and the burden everyone places on the existing draining system.

To establish a funding source to address this important problem, Lafayette should strongly consider implementing a stormwater management fee. A fee could provide the resources to

- Provide much-needed deferred maintenance;
- Achieve some of the recommendations set out in this report;

- Build new and adequate infrastructure; and
- Potentially support rebates or other discounts on rain barrels, implementation of permeable surfaces, and other projects that will support stormwater management and drainage goals.

Furthermore, allocating yearly funding for stormwater management will do the following:

- Assist with meeting stormwater permit requirements, including for all new or retrofitted infrastructure, green infrastructure, and floodplain management activities;

Beneath the Surface: A Primer on Stormwater Fees in New Orleans

Flood protection is a top public priority in New Orleans. Despite investments and significant focus on resilient planning since the devastating effects of Hurricane Katrina, the city still faces major costs associated with new projects and unmet maintenance needs for an insufficient, preexisting drainage system.

With these cost burdens in mind, the Bureau of Governmental Research (BGR) explores funding mechanisms, specifically stormwater fees, to raise

additional revenue, as opposed to ad valorem property taxes, in a 2017 report titled *Beneath the Surface: A Primer on Stormwater Fees in New Orleans*.

The report finds that stormwater fees have several advantages over property taxes, leading BGR to recommend that the city consider implementing a stormwater fee as a potential source for drainage system funding. Within the report, BGR analyzes the various types of fee structures (see table below).

Stormwater Fee Structures

Structure	Overview
Flat per parcel fee	A fee universally implemented to ensure that every parcel is paying the same amount of money.
Gross area	A fee implemented depending on the total area of a property. When a property is larger, a higher fee is paid.
Total impervious area	A fee implemented according to the surface area of a property that does not allow fluid to pass through it.
Equivalent residential unit (ERU)	A fee implemented depending on the average impervious area of single-family residences in a municipality, equaling one ERU. Residents are billed a fee based on the number of ERUs their parcel contains. This fee is the most commonly used.
Intensity of development	A fee implemented depending on the impervious area of a property in relation to total parcel size. Fees are lower for empty or lightly developed properties but increase in tandem with the amount of pervious surface.
Equivalent hydraulic area (EHA)	A fee implemented depending on the collective effect of a property's pervious and impervious area. The fee is determined by applying a designated pervious rate to the amount of pervious land, and a designated impervious rate to the amount of impervious land on a parcel.
Runoff factor	A fee implemented depending on a property's stormwater runoff rate and volume. Pervious and impervious area, storm models, soil type, and slope are considered in the calculation.

Source: Bureau of Governmental Research, February 2017, www.bgr.org/files/reports/BGR_StormwaterFees2017_Report.pdf.

- Provide a reason for increased public outreach to the whole community; and
- Introduce possible local match opportunities for grant funding.

Lafayette may consider several different fee structures, all of which have different strengths, weaknesses, and appropriateness for Lafayette, including the city, parish, LCG, and residents. Because of the complexity of some of the fee structures, LCG should consider obtaining the services of an outside, unbiased agency to review the current system and recommend the appropriate long-term fee structure, as the Bureau of Governmental Research recently did for New Orleans.

With the National Pollutant Discharge Elimination System's Regulations for Revision of the Water Pollution Control Program Addressing Stormwater Discharges making significant changes to local permits, a funding stream will be essential. These required changes may bring about

additional local controls, increased water sampling requirements, and additional staffing needs; however, no funding will accompany these new rule requirements.

Currently, LCG pays anywhere from \$1,700 to \$2,250 per linear foot for a major drainage channel. That is well over \$10 million for 5,000 linear feet of drainage and \$250,000 to maintain the same system at \$50 per linear feet. How will Lafayette continue to pay for new infrastructure or improve existing infrastructure and pay for maintenance?

Again, Lafayette should identify a funding stream to better manage flooding, upgrade its existing system where needed, and add natural drainage with green infrastructure throughout the city. The outcomes will not only make the area more prepared for increasingly frequent flood events but also present other amenities that will be beneficial to residents and complement urban revitalization efforts for downtown.

Implementation: Getting Things Done

ACHIEVING PROGRESS WITH downtown revitalization and the development of sites that have been delayed for many years will not be easy. However, some opportunities for quick wins exist regarding organizational strategy and communication with the private sector development community. Providing more clarity on opportunities, lines of responsibility, and implementation mechanisms could attract more interest and, at the very least, lead to streamlined collaboration with private sector players who will be key to implementing the vision.

Wanted: Senior Adviser to the Mayor

Although Lafayette has numerous plans in place to revitalize downtown, how the revitalization will be achieved and what the role of the private sector investor will be are unclear. The panel also observed a potential duplication of services among the public sector and downtown development groups, which could lead to confusion from new investors and which has already led to confusion among some stakeholders in Lafayette.

The following recommendations primarily focus on the division of duties between public sector and downtown development groups so that responsibility is firmly understood and aligned to achieve downtown development momentum in Lafayette. A senior-level staffer who can lead this vision will introduce new ideas, provide greater clarity for outside participants, and ensure accountability in advancing plans for downtown.

Hire an executive-level, city position to work with investors and developers to navigate available resources and represent LCG in a strategic deal-making capacity. More detail on this role and an informal job description follow.

Strong leadership, the ability to evaluate difficult decisions, and an understanding of finance tools and strategies are necessary to advance the vision for downtown. Real estate developers and investors, particularly those not already familiar with Lafayette, would also benefit from having a clear first point of contact who would represent LCG in discussions about potential investment opportunities. Currently, it is unclear whether an interested party would first reach out to the Mayor's Office, DDA, LEDA, or another group to understand sites available, potential incentives, and opportunities for public sector partnership or support.

The panel recommends hiring a senior adviser to the mayor to coordinate with development groups and other city leaders to develop a strategic vision for the revitalization of downtown and the surrounding neighborhoods, including determining how LCG can best execute the vision in terms of incentives, partnership strategy, and long-term staffing capacity. This position will also be specifically responsible for the advancement of strategic downtown development projects, such as the IberiaBank site, the Federal Courthouse site, and potential university campus projects.

This seasoned development professional will bring senior-level development finance expertise to LCG and will understand federal, state, and local opportunities for public finance and tools to incentivize high-quality development. The senior adviser will be charged with strengthening the relationship between the public sector and the private sector real estate community and identifying opportunities for public/private partnerships through mutually beneficial downtown projects.

The senior adviser should possess the following qualifications:

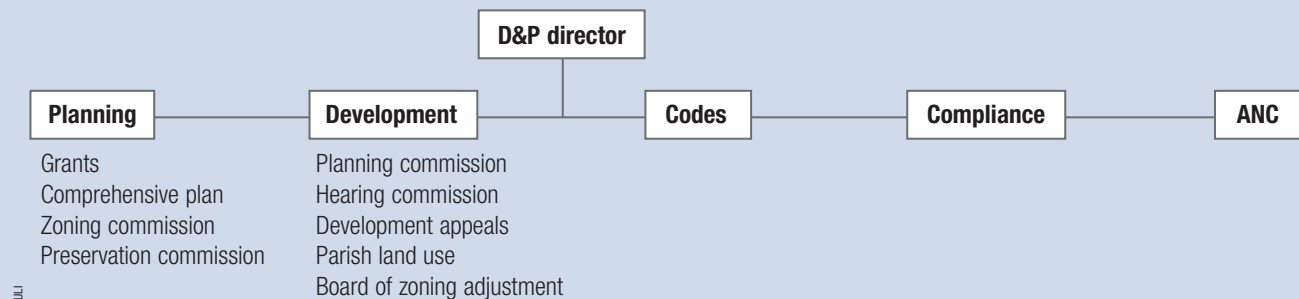
- Significant experience in real estate development, locally or in a community of a similar size and market; ideally, past work will include downtown revitalization projects including downtown retail, downtown residential, and university/city real estate partnerships.
- Significant experience in public finance, including federal, state, and local opportunities.
- Knowledge of implementing development policies and strategies that include the following:
 - Economic and business development;
 - Real estate development and finance;
 - Tourist attractions and conventions;
 - Downtown development and management;
 - Neighborhood and community development;
 - Infrastructure improvement and maintenance; and
 - Strategic partnerships.
- Experience with and understanding of partnership models and opportunities for collaboration with a research university or hospital, both to execute real estate deals and otherwise advance economic development to diversify a local economy.
- Experience working with high-level decision makers in both the private and public sectors and with a wide range of stakeholders and constituents to advance downtown development projects.

Planning, Zoning, and Development Restructure

In the time after the Advisory Services panel and before the completion of this report, LCG reorganized its Planning, Zoning, and Development Department under a new structure and name, the Development and Planning Department (D&P). Several of the organizational changes are relevant to the recommendations prepared by the panel and will affect how these recommendations may be implemented. Key changes included the following:

- D&P now includes five divisions: Planning, Development, Codes, Compliance, and Alcohol and Noise Control (ANC).
- Organizational changes in the Planning and Development divisions, primarily related to absorbing responsibilities from the zoning division, will lead to the reassignment of existing staff members. For example, the Development division is now responsible for ensuring project compliance to the Unified Development Code and other zoning regulations and providing oversight of the Board of Zoning Adjustment. The Planning division, which is tasked with working across LCG to implement the comprehensive plan, PlanLafayette, gained new responsibilities by taking on the work of the Zoning Commission and Historic Preservation Commission.
- The only new division in the reorganization, the Compliance division, was created to coordinate all development enforcement activities and manage home inspections, which was previously within the Codes division. The floodplain management team is still within the Codes division.
- The ANC was moved into the new D&P to help centralize LCG permitting efforts, while continuing to implement the revised alcohol code.

Organizational Chart for the New LCG Development and Planning Department



- An extraordinary level of personal integrity and ability to adhere to professional standards.
- Excellent communication skills and a strong network in the real estate and development community, including in Louisiana, with an ability to proactively identify potential investors and partners for downtown Lafayette.

Once the senior adviser is selected, this person will participate in a range of projects. The following activities are likely to be top priorities for the newly hired development officer:

- Working with the mayor and other city leaders to advance strategic development opportunities in Lafayette, including developing a vision and action plan for the revitalization of downtown and the surrounding neighborhoods;
- Assuming responsibility for the advancement of catalytic potential development projects, such as the redevelopment of the IberiaBank site, the Federal Courthouse site, and potential university/LCG collaborations;
- Being the first point of contact for real estate developers interested in investing in Lafayette, identifying opportunities for incentives, sites, partnerships, and support from LCG;
- Working with LCG to make strategic decisions related to the development process, the structure of potential real estate deals, and partnership strategies to achieve the type and quality of development that will benefit Lafayette;
- Establishing a relationship with the university and identifying common interests, ultimately pursuing an action plan related to
 - Technology and research support;
 - Art, cultural, and performing art centers;
 - Convention centers;
 - Student and faculty housing; and

- Transportation, parking, and connections between the university campus and downtown; and

- Developing an overall development staffing plan and community partnership plan for LCG's downtown development goals that aligns authority and funding with responsibility.

Organizational Structure

LCG has made significant strides with downtown planning in recent years. However, although much information is available about the vision for downtown, how plans will be implemented is often unclear. Furthermore, there has been a lack of progress on the ground: key sites have sat vacant for several years, whereas other parts of Lafayette are thriving.

Introducing the incentives proposed by the panel offers one key strategy to ensure that downtown investment makes business sense and that deals pencil out from the private sector perspective. However, beyond financial tools, LCG should examine what structural, institutional, and bureaucratic barriers are limiting investments.

Challenges that LCG has recently faced in implementing downtown plans include the following:

- **Confusion arising from duplication of services:** As noted previously, the best first point of contact for investors interested in Lafayette is currently unclear. Many stakeholders also noted broader confusion regarding the allocation of responsibilities between LCG and DDA for the development and management of downtown. The appointment of a senior adviser to the mayor is one strategy to simplify communications and streamline operations related to strategic downtown investments on the LCG side.
- **“Planning fatigue”:** Key stakeholders, including local businesses, residents, and members of the real estate community, noted planning fatigue has set in after numerous planning initiatives have not yet translated to investment on the ground. Again, this points to the need



SUKIRTI GHOSH/ULI

Many organizations focus on economic development in Lafayette, creating difficulty for newcomers attempting to effectively engage in development activities. In addition to those mentioned in this report, others are the Lafayette Public Trust Financing Authority (LPTFA), Downtown Lafayette Unlimited (DLU), Lafayette Neighborhoods' Economic Development Corporation (LNETC), and One Acadiana, the former Greater Lafayette Chamber of Commerce.

for LCG to advance some key wins, potentially in the form of the development of catalytic downtown sites, to achieve momentum and engage potential players.

- **Challenges arising from the structure of a consolidated government:** The consolidated government structure requires buy-in from a large group of stakeholders, some of whom may not have a vested interest in the success of downtown. For this and other reasons, it remains critical that LCG and others communicate how investment in the downtown benefits the entire parish.

To advance the vision for downtown Lafayette, LCG should address the following and seek other opportunities for efficiency and streamlined communications:

- **Examine the delegation of duties among downtown development organizations, including the DDA:** Many groups are currently involved in downtown management in Lafayette, addressing issues as diverse as downtown planning, parking, park maintenance, festivals, marketing, safety, visitor engagement, and business retention.

This plethora of involved parties can lead to inefficiencies and has already led to confusion among current stakeholders, such as small businesses looking to host events downtown. This confusion may also affect the first impressions and willingness to invest by newcomers to the real estate market.

Streamlining of the organizational division of labor related to downtown should focus on aligning responsibility with authority, setting realistic expectations, and removing bureaucratic boundaries to development. This organizational rethink should make the overall planning and development process easier for outside developers to navigate and ultimately lead to more outside interest and potential for implemented projects. This is especially true for smaller developers who would benefit from having a point person within city government to understand available incentives and opportunities.

- **Focus on the current and future role of DDA:** Specifically, DDA's role must be clarified. Offering more than 30 years of experience working downtown, DDA has many strengths and positive attributes. Notably, DDA has an engaged board including many prominent local leaders, a dedicated funding source in the form of a millage, and the ability to bond. However, DDA does not seem to be capitalizing on all the opportunities present; for example, it has not issued a bond in recent years. This not only indicates that some opportunities are being passed by, but it also introduces confusion about the division of responsibilities related to downtown redevelopment.

Perhaps most important, the role of the organization, and of its partner Downtown Lafayette Unlimited, is currently unclear to newcomers and, at times, other downtown stakeholders. This lack of clarity, particularly as perceived by stakeholders outside the community, runs the risk of alienating or confusing those new to the market and creating duplication of services. Furthermore, if a senior adviser to the mayor is hired, some

conflict will likely arise between LCG and DDA until the functions of the two organizations are better determined.

The panel did not come to a specific proposal about the optimal structure and responsibilities of DDA and whether the vision for downtown could be most efficiently achieved with DDA in its current form. Given the organization's long history and involvement with LCG, a strategy for how to best structure these organizations is likely to come from those who know them best. Regardless, the panel observed substantial confusion currently that is likely to affect development progress and that the organization's role needs to be fully comprehended by all involved parties for the downtown to reach its full potential.

When putting a plan into action, LCG should keep in mind what has worked in the past. Fortunately, downtown,

the parish, and the region have several highly successful recent projects that can be looked to as examples. For example, major projects to install fiber connectivity and update the library and airport have achieved great momentum and popularity with residents. These projects are likely to have much that the downtown strategy can learn from, particularly with regard to implementation, governance, and transparency.

Resilience entails being prepared for changes and bouncing back in new situations. Today's downtown planning efforts offer an opportunity not only to advocate for development patterns that will be more resilient to changing needs, but also to create implementation and governance structures that will be more straightforward for all parties to navigate.

Conclusion

THE 1,000-YEAR RAIN EVENT that Lafayette experienced in August 2016 caused significant damage throughout the parish, leading to substantial repair costs and economic losses due to business interruption. Events like these are likely to become more frequent and intense, inflicting more damage to communities and property, because of the changing climate.

LCG has expressed a commitment to making the city and parish more prepared for future events. Part of this preparation is taking a more resilient approach to land use and water management, so the area is better able to handle regular rain events and future storms. A resilient approach will identify ways to address water management and prepare for adverse events, and offer other cobenefits, such as improved quality of life, recreation and park access,

environmental performance, and economic development opportunities.

Encouraging development downtown—in an area that is relatively high ground, well served by infrastructure, and well served by employment and businesses in walking distance—is one strategy for resilient land use. The ULI panel explored means for LCG to implement this vision, a goal that has been articulated in much of LCG’s recent planning, such as the Comprehensive Plan and Downtown Action Plan. However, despite this excellent planning, minimal progress has been made on the ground as yet.

The ULI panel focused largely on how this vision for a more vibrant, and ultimately resilient, downtown and city of Lafayette could be implemented, addressing financing, design, infrastructure investment, and public process. A key focus was opportunities for public/private partnerships that could advance LCG’s vision through private sector investment and action. The panel also strategized about citywide investments in stormwater and green infrastructure and mechanisms to implement these concepts.

After an intensive five-day workshop, including extensive stakeholder engagement, the ULI panel made the following recommendations for LCG to implement downtown development and foster a more resilient approach to land use over the long term:

- **Implement organizational changes that ensure neighborhood leaders have a seat at the table.** A strategy for downtown needs to include and engage its surrounding neighborhoods, involving local community residents and building from these communities’ assets. A staffed CDC focused on downtown-adjacent neighborhoods, the addition of a neighborhood services director, and community engagement strategies like a community



KATHARINE BURGESS/ULI

SOLA Violins is one of several independent retailers in downtown.



Parc Sans Souci is the primary public open space in downtown Lafayette and the site of the annual Festival International.

summit are a few strategies that would help Lafayette build neighborhood potential and harness synergies for downtown revitalization.

- **Embrace catalytic projects and seek opportunities to engage in public/private partnerships.** Downtown Lafayette has a number of available, high-profile sites that could catalyze development, such as the IberiaBank and old Federal Courthouse sites. To engage the private sector and build partnerships, LCG should look into options such as tax incentives and other strategies to kick-start private development on these sites. These investments are likely to lead to returns benefiting the city and parish as a whole, such as increased property tax base, economic development opportunities, enhanced tourism, job creation, and enhanced downtown environment.
- **Focus on fundamentals to attract investment.** At its core, Lafayette's downtown must be clean, safe, and accessible to support the goal of it becoming a mixed-use hub of Lafayette. Accordingly, while strategizing about catalytic investments, LCG should also consider fundamentals, such as code enforcement, safety, lighting, and wayfinding.

- **Promote Lafayette's unique character through marketing and public programming that will differentiate the downtown and foster vibrancy.** Highly successful festivals and a celebrated food culture currently draw locals and visitors to downtown Lafayette. Future development should build from this success, also finding opportunities for public art, additional programming, and communicating these opportunities and successes through marketing.
- **Build resilience into everyday development practices and make investments to better manage water in both adverse and routine events.** Stormwater management continues to be a problem for Lafayette during both major storms and routine rain events. This is a shared problem, which requires a shared solution, such as a dedicated fee to finance stormwater management best practices, green infrastructure, and low-impact development techniques. Engagement with homeowners, including those on repetitive-loss properties, and targeted investment in parks and open spaces are also important components of addressing the parish's vulnerability to flooding.
- **Put plans into action by aligning responsibility with authority and set realistic expectations.** LCG has already completed excellent planning that outlines goals related to downtown development. However, implementation has not yet been achieved. Advancing this vision for a vibrant and resilient downtown Lafayette will require public/private partnerships, strong leadership to evaluate difficult decisions, and a strategy to ensure services related to downtown are not duplicated. LCG has the commitment and an engaged resident and business community; now is the time to build momentum.

About the Panel

Tom Murphy

*Panel Chair
Washington, D.C.*

Murphy is a senior resident fellow at the Urban Land Institute and the Klingbeil Family Chair for Urban Development. A former mayor of Pittsburgh, Murphy has extensive experience in urban revitalization—what drives investment and what ensures long-lasting commitment.

Before his appointment as senior resident fellow, Murphy served as ULI's Gulf Coast liaison, helping coordinate with the leadership of New Orleans and the public to advance implementation of rebuilding recommendations made by ULI's Advisory Services panel after Hurricane Katrina. In addition, he worked with the Louisiana leadership, as well as with leadership in hurricane-affected areas in Mississippi, Alabama, and Florida, to identify areas appropriate for ULI involvement.

Murphy served three terms as the mayor of Pittsburgh, from January 1994 through December 2005. During that time, he initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in the city. Murphy led efforts to secure and oversee \$1 billion in funding for the development of two professional sports facilities and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties for new commercial, residential, retail, and public uses, and he oversaw the development of more than 25 miles of new riverfront trails and urban green space.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania House of Representatives. He served in the Peace Corps in Paraguay from 1970 through 1972. He is a 1993 graduate of the New Mayors Program offered by

Harvard University's Kennedy School of Government. He holds an MS in urban studies from Hunter College and a BS in biology and chemistry from John Carroll University.

Denise P. Bell

Birmingham, Alabama

Bell is a recognized leader in the areas of floodplain management, stormwater management, planning, hazard mitigation, and emergency management. She serves as the floodplain administrator and brings over 13 years of industry experience to the city of Birmingham's Floodplain Management and Disaster Mitigation Services Section. She currently oversees about \$5 million in federal funds for construction of six community safe rooms and postdisaster recovery and debris management planning efforts.

A certified floodplain manager and environmental specialist, Bell shares her talents by serving as the president for the Alabama Association of Floodplain Managers. She has not only assisted in securing over \$12 million in Federal Emergency Management Agency (FEMA) grant funding for floodplain property acquisition and demolition projects and planning grants but has also successfully passed federal funding audits on those grants. In addition, she is a member of the city's Disaster Recovery Management Team where she coordinated long-term recovery efforts and managed the public assistance program.

Bell has presented and cowrote "Economic Evaluation of Floodplain Management and Flood Mitigation" at the Association of State Floodplain Managers Conference in Albuquerque, New Mexico. She was a FEMA Pre-Disaster Mitigation Grant Program National Evaluation Committee member and served as a presenter in FEMA's "Unified Hazard Mitigation Assistance: Five Video Presentations." She is also a past National League of Cities Daniel Rose Fellow, 2015–2016.

Bell earned a BS in urban studies from Alabama A&M University and a master's in community and regional planning from the University of Nebraska—Lincoln.

Aletha Dunston

Indianapolis, Indiana

Dunston currently serves as the Community Development Block Grant (CDBG) program manager with the Office of Community and Rural Affairs (OCRA) for the state of Indiana. OCRA is a unique state agency that embeds community liaisons in each region of the state to offer practical technical assistance, planning and capacity-building assistance to struggling rural communities. In her current role, Dunston disperses approximately \$28 million in federal funding annually throughout the state of Indiana among nine competitive state programs targeted at strategic infrastructure and placemaking efforts.

She joined OCRA in January 2015 after serving eight years as the planning and community development director of Marion, Indiana. There, Dunston wrote the first comprehensive plan for the city since 1961 using in-house resources. She also contributed to several large-scale site redevelopment and residential clearance programs. She was very active as hands-on president of the local Main Street and Urban Enterprise organizations as they combated the loss of several downtown businesses and landmarks.

Dunston is a proud graduate of the College of Architecture and Planning at Ball State University and is currently enrolled in the Butler University MBA program. She continues to serve on the APA-IN State Planning Association board and strives to support programs that move Indiana and the Midwest forward.

Sukirti Ghosh

Alexandria, Virginia

In a career that spans continents, sectors, and diverse contexts and scales of design, Ghosh's work is driven and united by his passion for urban life, "people places," and research-informed design. Trained as an architect in his

native India, Ghosh has since devoted his career to planning and urban design, as both a public sector planner and private sector consultant.

His work is grounded in his belief that learning is a lifelong endeavor and that a successful planning and design process must begin with understanding—and learning from—the people and particular context of each place. He has managed diverse and award-winning projects, ranging from citywide comprehensive plans, downtown and corridor plans, and transit-oriented development strategies, to design guidelines, streetscape master plans, site redevelopment, and architectural design. In particular, much of his work has explored the intersection between physical design interventions and economic development strategies for rejuvenating cities, towns, and urban districts.

With an educational background in both architecture and planning, Ghosh excels at making connections between microlevel design details and broader, multidisciplinary considerations at the neighborhood, city, and regional scales. He is also noted for his creativity and ability to express ideas through graphics. Whether he is preparing sketches and 3D visualizations to communicate urban design visions, or producing oil paintings, watercolor renderings, and graphic designs in his spare time, his graphics are infused with a visual artist's perspective. A regular participant in design competitions, Ghosh has received a number of honors in such competitions in recent years.

Alexander "Lex" S. Kelso Jr.

New Orleans, Louisiana

Kelso was born in New Orleans and moved back after Hurricane Katrina to help with the redevelopment effort. He is a principal of Green Coast Enterprises LLC, a triple-bottom-line real estate development firm that focuses on urban areas of the coastal southeast, with the goal of creating sustainable, exciting urban places while generating substantial financial returns.

At Green Coast, Kelso and his partners built a medium-sized real estate development firm with 60,000 square feet of

commercial space and more than 1,000 residential units in service or under construction. An affiliated company, GCE Services, provides energy efficiency and construction management services for public and private sector clients across the southeast. Their real estate brokerage firm, Green Coast Realty, helps clients sell, buy, and lease properties.

Before returning to New Orleans, Kelso was an entrepreneur, business executive, and management consultant for 25 years. For most of that time, he was the principal of Kelso International, a consulting firm that worked with senior executives and boards of directors of Fortune 500-scale companies in the United States, Europe, and the Middle East. His engagements were multiyear, multifunction, on site, and integrated into his clients' management teams. He began his career as an assistant professor of finance and economics at Boston University's School of Management.

As an entrepreneur, Kelso bought, raised capital, built, and sold a software firm. For startup companies he sold to customers, arranged for manufacturing and testing products based on proprietary technology, and developed business plans. He was a founder of Beacon Angels, a Boston, Massachusetts, angel investment group that invested \$5 million in startup and growing companies while he was there.

He is chair of the Boys Town Louisiana board of directors. Previous service includes chairman of the board of the Boston Concert Opera and member of the Trust for Public Land Louisiana Advisory Council.

Kelso holds a PhD in economics from MIT, an MS in economics from Queen Mary College, University of London, and an AB in sociology from Princeton University.

Betty Massey

Galveston, Texas

Massey serves as the executive director of the Mary Moody Northern Endowment, a private foundation based in Galveston, Texas, that works in both Virginia and Texas. Among her responsibilities are the operations of

two historic properties, the 1895 Moody family home in Galveston and Mountain Lake Lodge, a historic resort near Blacksburg, Virginia.

Following the September 2008 landfall of Hurricane Ike, Massey, then chair of the Comprehensive Plan Committee for the city of Galveston, was appointed chair of the city's Long-Term Recovery Committee. It was this 330-member citizens committee that developed Galveston's "roadmap for recovery."

At the same time, Massey led the effort to establish and served as the first chair of the Galveston County Recovery Fund, a coalition of four private foundations, two United Way agencies, the city of Galveston, and Galveston County, formed for the purpose of soliciting and distributing private charitable resources post-Ike. In those first years of postdisaster recovery, Massey also served as a member and chair of the board of commissioners of the Galveston Housing Authority.

Before joining the endowment in September 2000, Massey served 11 years as executive director of Galveston Historical Foundation, the second-largest locally based preservation group in the United States. The foundation's program of work included museum operations, educational programming, commercial redevelopment, and neighborhood revitalization.

With nearly 40 years of involvement in the Galveston Island community, Massey has held leadership positions in a variety of civic and business organizations ranging from the Chamber of Commerce to the Galveston National Lab on the University of Texas Medical Branch campus. Currently, she serves as chair of the board of Artist Boat, a private grassroots land conservation and arts and science education organization. In 2016 Massey led the formation and currently serves as president of the Moody Early Childhood Center, a public/private partnership offering high-quality educational opportunities to Galveston's youngest citizens

For close to ten years Massey has served on the Executive Committee of ArtSpace Projects Inc., the largest nonprofit developer of artist live/workspace in the United States. In the past she has served on the board of advisers for the Center for Politics at the University of Virginia and as a member of Virginia Tech's Pamplin School of Business

Advisory Board. Massey is a graduate of the University of California at Berkeley.

Tyrone Rachal

Atlanta, Georgia

A principal of Red Rock Global and president of Red Rock Global Capital Partners, Rachal has specific responsibility for directing all financial advisory services and private placement activity.

Before rejoining Red Rock Global, Rachal was managing director of redevelopment at Invest Atlanta. He had specific responsibility for managing, marketing, and overseeing the city of Atlanta's tax allocation district program and served as director for commercial, retail, and mixed-use projects applying for tax increment finance funding. He also created and had the responsibility of directing Invest Atlanta's controlling entity interest as president of Atlanta Emerging Markets Inc., a New Markets Tax Credit (NMTC) program certified Community Development Entity (CDE) and multiround allocatee (\$148 million). Because of this specialized track record, Rachal recently launched Urban Key Capital Partners and Urban Key CDE to compete for NMTC allocation from the Department of Treasury Community Development Financial Institutions Fund.

Rachal joined Invest Atlanta from Red Rock Global, which is an Atlanta-based real estate development and brokerage company he cofounded. Before that, Rachal served with the Private Equity Group of Merrill Lynch & Co. in New York where he had the responsibility of advising financial sponsors in the private placement of over \$7 billion of limited partnership interests to institutional investors. He also served within the Mergers & Acquisitions Group at Merrill Lynch & Co. in New York where he provided advisory assistance to Fortune 500 companies and financial sponsors in over \$5 billion of both acquisitions and divestitures.

Rachal is a graduate of Dartmouth College with degrees in economics and government, as well as the University of Chicago Law School and Booth School of Business,

where he received his JD and MBA, respectively. He is a licensed attorney in the state of New York and is a licensed real estate broker in the states of New York, Georgia, and Florida. Rachal currently serves as past chair of the Public/Private Partnership Council of the Urban Land Institute and was a participant in the Atlanta District Council's Inaugural Center for Regional Leadership Development. In addition, he is a graduate of the 2012 Class of Leadership Atlanta, the 2013 Class of Leadership Georgia, and the 2013 Atlanta Regional Commission Leadership Institute.

Nan Rohrer

Baltimore, Maryland

Rohrer has been actively involved in improving Baltimore for the 15 years she has called the city home. She worked as vice president of economic development and planning at the Downtown Partnership of Baltimore for 11 years. She was the founding director of the Office of Partnerships in the Department of Recreation and Parks and a neighborhood liaison in the Mayor's Office of Neighborhoods. Rohrer has a broad range of experience in project and fiscal management, business outreach, strategic planning, grant writing, and program development. She spearheaded the Downtown Partnership's Strategic Plan, Pratt Street Redesign, Preston Gardens Renovation, Retail Strategy, and Downtown Open Space Plan.

Rohrer is on the boards of the Baltimore Museum of Industry and Chesapeake Shakespeare Company. She is also an active member of the Enoch Pratt Free Library Advisory Council and the Friends of Patterson Park. She enjoys mentoring and has participated with ULI's Young Leaders and Johns Hopkins University's Social Innovation Lab programs. She holds a BA from Yale University.

Originally from a dairy farm in Lancaster, Pennsylvania, Rohrer believes that by improving the urban experience, we can minimize the sprawl that threatens farmland and open spaces across the country.

Julie Underdahl

Denver, Colorado

Underdahl is the president and CEO of the Cherry Creek North Business Improvement District (BID) and has served in that role since 2007. Cherry Creek North is a growing, high-end commercial and residential district known for its walkability, the strength of its businesses, and its high-quality building and streetscape design. Historically Cherry Creek North was a small-scale, retail-only district with a local clientele. Today it is an urban center with a mix of land uses drawing national and international visitors and companies. Cherry Creek is the most visited tourism destination in Colorado and a major financial employment center; it has the highest concentration of fine shopping and dining establishments and of wealth management professionals employed in the region.

The BID provides marketing, streetscape, management, and advocacy services for businesses in its service area and is the second-largest BID in Colorado in revenues. The BID has a staff of ten employees in a range of professional disciplines and a board of directors composed of Cherry Creek North business leaders. Under Underdahl's leadership, the BID issued bonds to finance and build "The New North," an \$18.5 million districtwide streetscape and on-street parking improvement project. The BID managed the design and construction of the project. Cherry Creek North was the first BID in Colorado, and one of the first in the country, to issue its own bonds. As a part of the project, the BID successfully reopened a formerly vacant pedestrian plaza to limited vehicular traffic and created a new space for events and adjacent mixed-use development.

Underdahl played a leadership role in initiating and completing a new city area plan for Cherry Creek and the subsequent rezoning of the district. Both have led to an unprecedented level of financial investment and redevelopment activity in Cherry Creek North. She also helped create the Cherry Creek Area Business Alliance, a new business advocacy organization for the larger area.

Before joining Cherry Creek North, Underdahl's career was in economic development. She recruited companies nationally and internationally to Denver and helped plan and implement the development of major sites such as the former airport, closed military bases, and the airport environs.

Underdahl's civic and professional leadership includes serving as the chair of the City and County of Denver Planning Board, on the executive committee of the Metro Denver Visitor and Convention Center Bureau, and on the board of the International Downtown Association. She is also a member of ULI Colorado's Recreation, Entertainment, Tourism and Leisure Council and on the board of the Denver Sports Commission.

She graduated magna cum laude from the University of Colorado, Boulder, and holds a master's degree in urban and regional planning from Eastern Washington University.

Nancy P. Whitworth

Greenville, South Carolina

Whitworth is the deputy city manager and director of economic development for the city of Greenville, South Carolina. In addition to her role as deputy city manager, she is responsible for commercial and neighborhood revitalization, downtown development, business recruitment and retention, planning, and building codes.

A native South Carolinian, she has been in Greenville for over 30 years and has played an integral role in Greenville's award-winning transformation. She has served as an expert panelist and lecturer throughout the country, advising communities on downtown revitalization, strategic planning, and public/private partnerships and has served on advisory panels for the Urban Land Institute as well as for the International Economic Development Council.

She received MS and BA degrees from Clemson University. She is a member of CREW Upstate, the American Institute for Certified Planners, the International Council of Shopping Centers, Urban Land Institute, International Economic

Development Council, Greenville Chamber of Commerce Board of Directors, Community Foundation of Greenville Board of Directors, and Clemson University Advancement Board for Real Estate Development.

Whitworth has been the recipient of numerous awards recognizing her leadership in the community as well as for her achievements in economic development.

A ULI Advisory Services Panel Report



2001 L Street, NW
Washington, DC 20036
www.uli.org

 Printed on recycled paper.