

P.U.D. STAFF REPORT – CITY OF SHREVEPORT

FEBRUARY 3, 2021

AGENDA ITEM NUMBER: # 13
MPC Staff Member: Ben Mohler
City Council District: G/Jerry Bowman, Jr
Parish Commission District: 12/Epperson

CASE NUMBER 20-197-C: PRELIMINARY SITE PLAN FOR EXISTING PLANNED UNIT DEVELOPMENT

APPLICANT: Aillet, Fenner, Jolly, & McClelland, Inc.
OWNER: Franks Investment Company, LLC.
LOCATION: 6855 Monique Rene Avenue (North of Greenwood Rd. approx. 200 ft. east of Washington Ln.)
EXISTING ZONING: I-1 (PUD)
REQUEST: **Preliminary Site Plan Approval**
PROPOSED USE: **Industrial - Heavy**

DESCRIPTION: The applicant is requesting approval of a preliminary site plan for a planned unit development (PUD) to permit a manufacturing facility on a 313-acre tract of land currently zoned I-1 (PUD) (Light Industrial – Planned Unit Development).

The property has frontage along the north side of Greenwood Road and Interstate 20. To the west of the property is a large R-1-7 (Single-Family Residential) subdivision, as well as large amounts of R-A (Residential Agriculture) zoned land. This continues along the northern edge of the property, eventually turning into additional R-1-7 zoned property to the eastern portion of the subject site. The south eastern portion of the site contains a large amount of I-1 directly adjacent to the site, as well as C-3 (General Commercial). To the south directly across Interstate 20 is land zoned R-2 (Multi-Family Residential), R-A, C-4 (Heavy Commercial), I-1, and C-3.

There have been multiple MPC cases concerning the property in question. In 1990, the rear portion of this site was rezoned from R-A to I-2 and received site plan approval for an identical proposed use (industrial manufacturing, warehouse & distribution) (C-55-90). In 2011, the entire lot was rezoned to R-A-E, instead of the requested I-1, for a proposed warehouse and distribution center only (C-76-11). At the time, there was no intent to include retail/wholesale sales or manufacturing at the site. Both approvals included stipulations that voided the rezoning in the event that the property remained undeveloped 2 years after the approval date. As the property was never developed, the zoning officially reverted back to R-A & R-A (SPI-2) in 2013. The site gained initial I-1 PUD approval in 2016, although Final Site Plan Approval was not obtained within the 2-year PUD time limit, requiring the applicant to seek additional approval.

Although this report repeats a great deal of information from the previous case, **land use, ordinance relief and site amenities** are not under consideration at this time. **The only issue for consideration by the MPC Board at this time is the approval of the Preliminary Site Plan.**

Nearby neighborhoods include: Fox Crossing, Greenwood Acres, Western Hills

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REMARKS: PUD approval is subject to a 2-year expiration as described in Article 16.8, subparagraph F of the UDC.

The application under which this PUD was originally approved had been submitted when Shreveport's land use regulations were governed by Chapter 106 of the City Code of Ordinances, which was prior to the implementation of the Unified Development Code (UDC). The proposed land use was classified as Industrial Park with Distribution, Warehouse, & Manufacturing Facilities under Section 106, while the UDC uses the term "Industrial – Heavy".

Industrial – Heavy is defined in Section 5.3 of the UDC as "The manufacturing of products from processed or unprocessed raw materials, including processing, fabrication, assembly, treatment, and packaging of such products, and incidental storage, sales, and distribution of such products. This manufacturing may produce noise, vibrations, illumination, or particulate that is perceptible to adjacent land users. These industrial uses typically have ancillary outdoor storage areas."

MASTER PLAN CONSIDERATIONS:

Chapter 6 of the Shreveport-Caddo 2030 Master Plan indicates that this property is located inside an area of stable growth, bordering an area of generational transition. "Stable" areas of the City are considered to be "successful and in need of support and protection" while "generational transition areas" are also mostly stable, but feature aging residents, older housing stock, and little development activity. These characteristics make areas of generational transition more vulnerable to disinvestment than solidly stable neighborhoods and require special attention to ensure reinvestment.

It can be noted that the notion of protection described in the Master Plan as it relates to "stable areas" refers to a need to ensure the continued viability of an area. The intent of the plan is to engage in actions that allow these areas to remain stable, while acting on solutions to shore up neighborhoods in need of revitalization, bringing them into "stable" status as well. Such actions would include preventing large-scale vacancies, abandonment and blight where possible. In some cases, this could take the form of allowing an identical use to replace one that once existed at a site. In other cases, it could entail repurposing the site entirely – adapting existing structures to a new and altogether different purpose (adaptive re-use).

Map 12.5 in Chapter 12 of the Master Plan illustrates that the subject property is located within an area intended for General Commercial development, and while pockets of commercially zoned development remains, both the subject property and a significant amount of the surrounding area are industrially zoned.

REQUESTED USES &

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ORDINANCE RELIEF: The land uses and ordinance relief is not currently under consideration and is listed in the staff report for reference only. The previous applicant had requested and received approval for the following relief, as listed verbatim to the staff report for Case C-6-16:

- Selected heavy industrial uses normal allowed in I-2 districts, including: aircraft and aircraft parts, automotive and truck body, telecommunications parts and systems, computer and robotic parts and systems, electronic equipment and parts, paints, pigments, enamels, japans, lacquers, putty, varnishes, whiting and wood filler, plastics, sugars, starch, syrup and tool manufacture.

PROPOSED SITE

AMENITIES: The site amenities are not under consideration at this time and are listed in the staff report for reference only.

Per the staff report for Case C-6-16, the previous applicant had proposed and received approval for the following amenities:

- Two dense wooded buffers located throughout the site to shield surrounding properties from activities at the site, including: (1) A 150' wide forested buffer separating the proposed development from the residentially-zoned property along its western and northern boundaries shall be maintained and preserved; and (2) A wooded buffer of an undetermined size at the southern end (front) of the property to separate it from the existing B-3 and I-1 uses along Greenwood Rd. shall likewise be maintained and preserved;
- Tree preservation at the site which will leave a substantial wooded area along the south eastern boundary and serves to separate the property from the existing I-1 use adjacent to the site;
- Use of building materials with high solar reflexive indices to minimize heat island effect;
- Additional landscaping will be provided at the site of the detention ponds; and
- Signage at the site will be limited to monument and architectural signage styles

It should be noted that the dense forested buffer surrounding the property was negotiated to protect the neighboring residential uses from any potentially negative impacts that may be caused by the site (i.e. sights, sounds, odors, etc.). If approved, this buffer would be a permanent protection for the neighborhood regardless of the end-user at the site.

It should also be noted that the applicant has expressed a desire to provide several items at a level exceeding the ordinance requirement, albeit without the requisite detail. These items include: (1) landscaping at the street frontage and interior parking lot, (2) a preference given to native trees, shrubs and ground cover, and (3) the potential provision of wet ponds depending on the preference of the end-user. However, without a firm commitment and clear detail on the provided plan, staff was unable to note these intended benefits as actual amenities.

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The applicant has been informed, that per ordinance, the building square footages and parking ratios at the site can be decreased or re-a-ranged based on the end-users' proposed revisions, but can only be increased 10% as part the MPC administrative site plan approval stage of the development. Likewise, as approved, the I-1 (PUD) designation will remain with the land, but if a Final Site Plan is not approved after two years, the preliminary site plan will no longer be valid. As approved, staff fully expects to work in coordination with the multiple end-users to execute the promised amenities, as well as those expressed as desirable by the applicant.

Illustrations of the aforementioned amenities are maintained on the current preliminary site plan of the facility.

PRELIMINARY SITE PLAN CONSIDERATION:

The submitted preliminary site plan shows a two phase development across the 313.17 acre site, which is comprised of two un-platted tracts of land, and will include two distribution/warehousing/manufacturing facilities. The proposed development includes a total of 2,456,320 sq. ft. of gross floor area. The first phase of construction will include a 1,440,580 sq. ft. facility, approximately 4,898 parking spaces, and a detention pond of an undetermined size on the front 193.15 acres of the property. The second phase of construction will include a 1,015,740 sq. ft. facility, approximately 2,742 parking spaces, and two large detention ponds (1.5 acres and 1.7 acres, respectively) on the rear 120 acre portion of the site.

The applicant anticipates the expansion of Bert Kouns Industrial Loop by Caddo Parish, which will extend along the eastern boundary of the site north to Jefferson Paige road. The applicant also anticipates the widening of Greenwood Rd. and the addition of a right-turn lane where Greenwood Rd. meets Bert Kouns Industrial Loop. The preliminary site plan shows two proposed roadways on the east and west ends of the applicant's site which will connect the property to Greenwood Road. At the time of the applicant's last zoning request in 2016, LADOTD has indicated that they will require a Traffic Impact Assessment (TIA) and a current site plan to consider whether the project will create any traffic conflicts. For the purposes of this request, the requirement for the TIA will be triggered when an end user is found and a final site plan is submitted for MPC staff review.

As previously noted, the applicant intends to create over 7,600 parking spaces. Per sec. 106-1338(7), warehousing and industrial uses in excess of 10,000 sq. ft. require 3 parking spaces per employee. When the range of jobs anticipated at the site are considered (1,600-4,000), the resulting parking requirement ranges between 533 and 1,333 parking spaces. By comparison, the site is excessively over-parked given the proposed uses and represents a significant and unnecessary amount of impervious surfacing. Staff did a comparison study (refer to PUD Application Assessment) in which this site was compared to similar sites with similar end users (i.e. Amazon) and found that the end-user selected sites with significantly less parking. From this analysis, staff concluded that: (1) much of this parking would be under-utilized, (2) excessive, unusable parking is not likely to be seen as an attractive quality, (3) may be considered an inefficient use of space, and (4) significantly

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increases the impervious paving at the site, which requires additional storm water management controls. Staff advised the applicant of the above conclusions in a written report, along with recommendations for revision, including the addition of another building to better maximize space at the site. However, the applicant elected to keep the original design. Per preliminary site plan, the applicant has proposed 3 detention ponds at the site as a means to mitigate the impact of the increased storm-water run-off at the site.

It should also be noted that the UDC would still require less parking than what is reflected in the current site plan. At 1 space per 500 sq. ft. for industrial uses, the required parking would be 4,912 spaces and at 1 space per 10,000 sq. ft. of warehousing space, the requirement would be 246 spaces. Both estimates fall far short of the 7,600 spaces proposed by the applicant.

Staff has provided the applicant the opportunity to provide a plan indicating the general landscape design for the interior parking areas. Landscaping will be to the ordinance standard, at a minimum, and will be provided in greater detail in the final site plan stages of the proposed development. The applicant has also stated that he intends to exceed the landscaping requirement.

It should also be noted that, in light of the significant job creation expected, staff also advised the applicant to consider a partnership or agreement with SportTran to provide bus service to the site. This was suggested under the premise that connecting the site to additional workforce transportation options may be an attractive amenity to potential end-users and a benefit to the surrounding community.

The applicant proposes to add a new 16" water line at the site. Per the City of Shreveport Department of Water and Sewerage, the applicant will have to decide what areas the associated lift station will service. If it will serve the development exclusively, it will have to be a private facility. However, if the applicant intends to donate the lift station to the City of Shreveport, it will be required to serve the surrounding area/region.

Per the elevation drawings, each building meets the I-1 height requirement, per sec. 106-822 and reflects a contemporary industrial/warehouse architectural style. It should be noted that the final site plan will still need to conform to these requirements when an end-user is determined and will likely result in the submittal of a revised set of elevation drawings based on the end-user's design preferences.

STAFF ASSESSMENT: **Based on the information contained in the application, and analysis of the facts of record, MPC Staff concludes that: approval of the preliminary site plan is warranted, subject to the applicants compliance with the following stipulations:**

- Development of the subject property shall be in substantial accord with the approved preliminary site plan;

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- Provide a final site plan designating the size of the detention pond and the width of the wooded buffer located at the southern end of the property (Phase 1);
- Provide a Traffic Impact Assessment (TIA) as required by LADOTD and official documentation of the approved Bert Kouns Industrial Loop extension and the improvements to Greenwood Rd. as a part of any future final site plan submittals for this property;
- Coordination with SporTran to consider establishing a bus transit stop for this site in order to adequately address the workforce transportation needs for the potential 4,000 employees that may be located at this proposed industrial park;
- All future final site plan submittals shall be coordinated with the end-users with the understanding that the applicant's expressed desire to exceed the required landscaping and other design standards shall be reflected in greater detail at that stage of development review.
- Coordination with the City of Shreveport Department of Water and Sewerage in determining the service area of the required lift station.

PUBLIC ASSESSMENT: Two spoke in support; one spoke in reference to the application.

MPC BOARD
RECOMMENDATION: The Board voted 7-0 to approve this application.
