

PLAN BATON ROUGE

THE FIRST RETAIL BLOCK ON THIRD STREET



LINER BUILDING MASKING THE CENTROPLEX



TYPICAL LINER BUILDING ON THIRD STREET



THE PLAZA ON LAUREL STREET



SQUARE AT THE CENTROPLEX



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EXECUTIVE SUMMARY

For one week, starting June 26, 1998, hundreds of residents of Baton Rouge, came out - not to stop a highway, not to stop a high-rise. They came to participate in a planning charrette devoted to the future of Downtown. *Plan Baton Rouge* is the product of that effort and of the months of hard work examining the ideas generated during that exciting week.

HOW TO USE THIS PLAN

Plan Baton Rouge is not just a document. It is a new way of approaching urban planning and development, one that conceives of public action as an evolving process. That process began months prior to the charrette and will continue for years to come. Its aim is to identify action that will maximize further private investment.

The printed text that follows is a snapshot of its status as of the end of 1998, updated in June 2002, that sets forth the actions, designates responsibility, and identifies sources of funding that are necessary for *Plan Baton Rouge* to achieve its objectives. The document includes administrative actions, changes in government procedure, legislation, proposals for public action and proposals for private development. Some are completed, underway or will be executed over the coming months. Others will have to wait until conditions permit their implementation. One thing is certain: they will all change and change many times over the life of *Plan Baton Rouge*.

THE COMPONENTS OF THE PLAN

The proposals presented in this document affect the *Districts* and *Neighborhoods* that make up Downtown Baton Rouge, the

revitalized *Corridors* that will reconnect them, and the *Area In General*. Some are already being implemented. Others will take years to bring to fruition. Together they constitute a detailed blueprint that will shape the future of Baton Rouge. They include:

DISTRICTS: Districts are places that are specialized for one primary use or activity. The Districts are Baton Rouge Landing, specialized for visitors, the Old State Capitol, specialized for culture and education, the State Capitol District, and the Central Business District, specialized for entertainment and retail.

THE CATFISH TOWN DISTRICT: This District is a visitor destination. It encompasses the glazed Atrium at Baton Rouge Landing, the Naval Museum, the Centroplex, the Louisiana Arts and Science Museum, the Riverfront Plaza, and the two municipal parking garages. It is centered on the curve of River Road, a situation that contributes to its failure to coalesce into a successful visitor destination. The redesign of this high-speed curve into a traditional square would restore pedestrian continuity and form a setting for the Columbus Memorial. [Curve has been redesigned.]

There exists an immediate opportunity, perhaps the last, to achieve this redesign. Three buildings are about to be added to this district: a conference center, a hotel, and a planetarium, one on each side of the curve. The building activity thus generated could include the improvement of the existing buildings and the creation of the square.

THE OLD STATE CAPITOL DISTRICT: This District includes the Old State Capitol and the Auto Hotel with an extension eastward on North Boulevard. This district is anchored by the educational and cultural aspects of the newly renovated Old State Capitol. It will be expanded by a renovation and addition to the Auto Hotel to become an arts condenser for the disparate organizations in Baton Rouge. A second building may provide a focus for the arts. There is sufficient open land to accommodate buildings for interested and appropriate organizations. The imminent refurbishment of the adjacent Heidelberg Hotel will add to the vitality of this district.

PLAN BATON ROUGE

THE STATE CAPITOL DISTRICT: Although not officially part of this report, the existing State Capitol Complex Master Plan is an important contributor to the revitalization of the Downtown. It supports the Downtown by sharing use of two proposed garages on North Street: the East Garage and the West Garage. These important parking resources make possible the development of the Central Business District, as well as the Seventh Street Corridor. It is envisioned that this is a “holding” chapter to be completed by the planners of the State Capitol Complex Master Plan in compatible format so that Baton Rouge will have a single reference for all of its Downtown plans.

THE CENTRAL BUSINESS DISTRICT: This is to be the principal retail and entertainment district of the Downtown. It is anchored by the west capitol parking garage, on a trajectory that delivers pedestrians south onto Third Street, concluding at the Auto Hotel on Lafayette Street. The parking garage itself is designed to be lined with shopfronts that “bridge” pedestrian continuity from the State campus to Third Street. A principal destination for this trajectory must be a multiplex cinema that will support restaurants, bars, cafes and nightlife in general. Shops, including national tenants, will follow. The commercial possibilities of the Central Business District are supported by the Gibbs Commercial Study. (See Commercial Development.)

CORRIDORS: Corridors are linear elements connecting destinations effected by the pedestrian traffic between them. The corridors identified in the plan are the Downtown Parks Corridor that provides access to the Mississippi River, the Riverfront Parkway Corridor, and the Seventh Street Corridor to unify the residential areas Downtown.

THE DOWNTOWN PARK CORRIDOR: This trajectory stretches from Catfish Town/Baton Rouge Landing to the State Capitol. It is an open space plan that incorporates the new square at Catfish Town, the refurbished Lafayette Park, a new plaza at the termination of Laurel Street, and the park to be built across from the Pentagon Barracks. These squares, plazas and parks provide accessibility to the river from the Downtown. This trajectory includes the transformation of River Road itself from a highway to a drive, making it easier to cross and more pleasant to walk along.

THE RIVERFRONT PARKWAY CORRIDOR: This is an ambitious and well-conceived master plan that has been partially executed. It should be completed as designed with one exception: the redesign of Riverfront Plaza. This change is

discussed in the Catfish Town/Baton Rouge Landing District section CTD-4.

THE SEVENTH STREET CORRIDOR: This trajectory emerged out of a request by the residents of Spanish Town and Beauregard Town to create a connection between their two neighborhoods, one that would enhance and secure their presence in the Downtown as well as provide useful goods and services for residents. Napoleon and Seventh Street were selected as the only ones that connect the hearts of both communities. The trajectory would start within Beauregard Town with the restoration of Royal Square (on Government Street), and move along Napoleon Street, which in this sector is in excellent condition. Crossing from North Boulevard to Seventh Street, a series of interventions are necessary to mask the existing parking lots. It is necessary to create a square on Convention Street to rectify the slight misalignment of the two streets. Then a retail core should be developed that is essential to both neighborhoods at the corner of Main, anchored by the adjacent East state parking garage. This trajectory would cross Spanish Town and terminate with a new park to be managed by BREC.

The two residential neighborhoods within the Downtown have no other common center.

Several options were explored to connect Spanish Town and Beauregard Town. Those along the highway were too unpleasant to walk along. Sixth Street was blocked by the new fire station at Beauregard Town, and is too far to the west from the heart of Spanish Town. The best connection is the combination of Napoleon and Seventh Streets. These are virtually the same street, but not exactly aligned. The disjunction provides the opportunity to create a square at the approximate center of this trajectory.

NEIGHBORHOODS: Neighborhoods are areas that are primarily residential with small-scale commercial components. The Neighborhoods are Beauregard Town and Spanish Town.

THE BEAUREGARD TOWN NEIGHBORHOOD: Beauregard Town has unique difficulties, including traffic patterns that expose its heart to regional traffic and strip commercial development. Several of these problems may be corrected immediately at a very low cost. Others, like the recovery of Government Street from strip commercial, can begin with the restoration of the Royal Square. A proposed management system fulfills the need to maintain standards, and the creation of a completely new zoning code that supports existing building types, replacing the current suburban code that inadvertently makes compatible building types illegal.

THE SPANISH TOWN NEIGHBORHOOD: Spanish Town is subject to traffic stress, but to a lesser extent than Beauregard Town. Its codes must be rewritten, ideally to be identical to those of Beauregard Town, for ease of administration. Peculiar to Spanish Town, however, is the threat posed by its proximity to the State Capitol Grounds - less by the state buildings, which are responsibly controlled by the Capitol Master Plan, than by the high land value created by proximity. This neighborhood includes two large open parcels where it is possible to build very destructive buildings. The development of these sites must be negotiated or they should be purchased for a park.

GENERAL:

COMMERCIAL DEVELOPMENT: This part of the report consists of a qualitative evaluation of the existing retail, restaurant, and entertainment uses in Downtown Baton Rouge, and proposes a supportable retail strategy for the future.

The findings of this report identify the Downtown as presently economically underdeveloped and, with proper management and leasing efforts, capable of supporting an additional 300,000 square feet of retail and restaurant establishments, capturing an additional \$54 million in annual revenue. It is recommended that the commercial growth primarily occupy Third Street between Main and North Boulevard. Additional service retail and a Public Market are recommended at Main Street between River Road and Seventh Street. The commercial growth is recommended to occupy new infill buildings and existing buildings that are presently vacant or underutilized.

Also detailed in this report are a variety of visual and practical merchandising steps for the central business district to pursue. Recommendations include improvements to streetscape, lighting, parking, signage, traffic and tenant mix. These recommendations recognize that any downtown expansion or renovation

must be designed to reinforce Baton Rouge's unique historical and architectural characteristics.

TRANSPORTATION: Transportation improvements will play a significant role in Downtown Baton Rouge reemergence as an entertainment and business destination, bordered by neighborhoods of increasing value.

The transportation improvements all represent a rebalancing of priorities. Currently, a single objective, traffic flow, dominates traffic patterns, at the expense of the downtown's commercial and residential viability. Plan Baton Rouge's improvements place a higher value on the livability of the streets for all users, and a correspondingly lower value on the single goal of moving as much traffic as rapidly as possible. In most cases, dramatic improvements in pedestrian viability will result from only the slightest increases in automotive travel times.

INFILL HOUSING: This section of the Plan deals with the issues of affordable infill housing and the recommended use of liner buildings. A series of building types is provided to be used in appropriate locations for infill housing in Downtown Baton Rouge.

CODES: The current zoning code is inappropriate for Downtown Baton Rouge.

It imposes setback, yard, and parking requirements derived from suburban practice that make it difficult to build new structures that are compatible with existing buildings, particularly in Beauregard Town and Spanish Town. It also imposes often unreasonable, expensive, and incompatible requirements on new residential development within the rest of Downtown.

There is a need for a new Zoning Ordinance that enables new construction in Beauregard and Spanish Towns to be in character with the existing neighborhood and establishes requirements for the rest of the downtown that are consistent with efficient, predictable and profitable redevelopment.

A generalized ordinance is provided as “The New Code”. It must be redrafted in legally binding language and submitted to the City Planning Commission and the Metro Council for approval of a Special Zoning District. The Code Development subcommittee will carry out the recommendations of the Codes In General section by drafting a legally binding document in collaboration with the Planning Commission.

IMPLEMENTATION: This section summarizes the responsibility and the timing for the implementation of each proposed project in the report.

STREETSCAPE: This report consists of recommendations to provide pedestrian amenities in the districts, corridors, and neighborhoods of Downtown Baton Rouge. The recommendations are based upon the principles of New Urbanism and the findings of a street-by-street analysis of the existing conditions of the Downtown streetscape. The findings of the street-by-street analysis are documented in the Transportation Section and the Streetscape Pattern Book. The recommendations for a pedestrian-oriented streetscape address the issues of pedestrian scale; district, corridor, and neighborhood identity; and wayfinding.

As these proposals are implemented Downtown Baton Rouge will resume its traditional role as the vital center of the Parish and the active Capitol of Louisiana. Third Street, once again, will be a thriving retail destination. Residents will be coming Downtown to go to the movies and to purchase local produce at the public market. Tourists will be lodged in downtown hotels. The expanded State Capitol District will bring thousands of additional people Downtown. Together with the residents of Spanish Town, Beauregard Town, and affordable new rehabilitated downtown housing, they will restore a lively pedestrian environment morning, noon and night.

THE NEXT STEPS

A number of major projects set forth in this document are already underway. Others will be initiated during the coming months. It is crucial to focus public support for those that remain to be executed. Consequently, *Plan Baton Rouge* will issue regular progress reports highlighting recent achievements, tracking the status of unfinished proposals, and identifying major projects for future action. But whatever the opportunities for implementation may be, you will find the blueprint for further action among the pages that follow.

NOTES ON THE STRUCTURE OF THE PLAN

This plan is organized under headings that reflect the physical reality of the Downtown. These are Districts, Corridors, and Neighborhoods. In addition, there are General Sections that pertain to the Downtown as a whole.

Districts are places that are specialized for one primary use or activity. The Districts are Catfish Town/Baton Rouge Landing District, specialized for visitors, the Old State Capitol, specialized for culture and education and the Central Business District, specialized for entertainment and retail.

Corridors are linear elements connecting destinations effected by the pedestrian traffic between them. The corridors identified in the plan are the Downtown Parks Corridor that provide access to the Mississippi River, and the Seventh Street Corridor to unify the residential areas Downtown.

Neighborhoods are areas that are primarily residential with small-scale commercial components. The Neighborhoods are Beauregard Town and Spanish Town.

Two preexisting plans are outside of the presentation of Plan Baton Rouge but not beyond its scope: the Corridor created by the Riverfront Parkway Plan and the District designed as the State Capitol Park Master Plan. Both have been integrated with this plan for the synergy that they contribute. There are headings reserved within this document for these plans to be formatted to form a single document to guide the development of the Downtown.

This plan is a complex undertaking involving several consultants. The report, while integrated, was written in sections by the various consultants and the attempt is made to retain the particular character of each. In the event of errors, omissions, or finding the need of further elucidation, each consultant is the contact of first recourse.

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Galina Tahchieva (for drawings and coordination)
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NOTES ON THE MAKING OF THE PLAN

This master plan for the Downtown of Baton Rouge arose from a widespread aspiration to improve the heart of the City. The Planning and Development Committee of the Baton Rouge Area Foundation was joined by Forum 35 to develop the initiative to create a new downtown plan based on the principles of New Urbanism. As representatives from throughout the community were added to the committee, the new committee was renamed the New Urbanism Sub Committee. Cordell Haymon, Jonathan Greer, and Linda Clark were instrumental in leading this group.

The planning process was funded by substantial donations from the City of Baton Rouge, the State of Louisiana, and the Baton Rouge Area Foundation.

It was formalized by a Steering Committee that included Mayor Tom Ed McHugh, State Commissioner Mark Drennen, Mr. Andrew Baqué, Mr. Brent Bruser, Mr. Troy Bunch, Councilwoman Lorri Burgess, Ms. Maxine Cormier, Mr. Hans Dekker, Mr. Allen Eskew, Mr. Jonathan Greer, Mr. Cordell Haymon, Representative Raymond Jetson, the Reverend Jennifer Jones, Mr. Jimmy Lyles, Ms. Ellen Miller, Mr. Raymond “Skipper” Post, Ms. Jennifer Eplett Reilly, Mr. Claude Reynaud, Mr. Davis Rhorer, Dr. Press Robinson, Ms. Meg Ross, and Ms. Suzanne Turner.

The Steering Committee retained a team of consultants that included Duany Plater-Zyberk & Company for town planning, Glatting Jackson Kercher Anglin Lopez Rinehart, Inc. for transportation studies, Gibbs Planning Group for retail studies, Mr. Alexander Garvin for economic implementation and Ms. Ferrill Ann Coates for streetscape design. The logistics of the planning process were organized and coordinated by Ms. Elizabeth “Boo” Thomas and Ms. Marguerite “Meg” Ross.

The consultants were ably assisted by Ms. Alison Lipe, Mr. Jeff Fluhr, Mr. Denny St. Romain, Ms. Mary Olinde, Mr. Donald Broussard, Mr. Deron L. Brown and Mr. Joseph St. Martin of L.S.U. and by the volunteers Ms. Alice Greer, Ms. Gretchen Simm, Ms. Krystal Mathews, Ms. Caroline Alvarez, Ms. Mary Kay Brown, Ms. Gypsie Bryan, Ms. Linda Davies, Ms. Rachel DiResto, Ms. Beth Ferachi, Ms. Janis Gandy, Ms. Liz Gibbens, Ms. Kelly Greer, Ms. Brownie Jeffries, Ms. Gayle Landry, Ms. Carla Meaux, Ms. Susan Rolfs, Ms. Ashley Shelton, and Ms. Jeanie Whitehurst.

The preparation of the plan was a public and participatory pro-

cess, which took place from June 26th, to July 2nd, 1998 at the Old State Capitol Building. Special thanks are due to the Old State Capitol leadership and staff: Ms. Mary Louise Prudhomme, Ms. Nancy Chesson, Ms. Janice Newton, Mr. Sailor Jackson, and Mr. Chad Beard. A special word of thanks to Davis Rhorer and his staff at the Downtown Development District, Jeff Fluhr, Denny St. Romain, and Mary Olinde, for providing the excellent research and documentation required prior to and during the entire planning process.

NOTES ON THE STRATEGY OF THE PLAN

The citizens, in public meeting, identified many needs and desires for the Downtown. The following are representative:

- Improve the image of Downtown as the common center of the city.
- Encourage municipal and state regulators to become proactive rather than procedural.
- Capitalize on work already in progress.
- Emphasize the identity of individual neighborhoods within the Downtown.
- Establish the Downtown as a cultural center.
- Retain and maintain historical landmarks.
- Streamline the permitting process for building and renovation.
- Create an ongoing forum for citizens to discuss and control their destiny.
- Emphasize the Downtown's status as the State Capital.
- Promote Downtown as the place to showcase Baton Rouge to visitors.
- Expand the areas of historic preservation.
- Present the Downtown as a focus for civic pride.
- Create a "sense of place" Downtown.
- Confirm the city and state alliance in support of Downtown.
- Celebrate diversity.
- Promote Downtown as the city's spiritual, cultural, and economic center.
- Make use of existing infrastructure.
- Create a 24-hour city: a place for living, working, shopping and recreating.
- Take advantage of the Mississippi River.
- Create a pedestrian experience in contrast to the suburban surroundings.
- Set an example for planning beyond the Downtown.
- Promote the economic impact of urban revitalization.
- Maintain a focus on the needs of Downtown residents.
- Focus on history and heritage as a marketing theme.
- Showcase the regional architectural style.

The planning team filtered these needs and desires through the discipline that every recommended public sector action be able to generate a continuous and sustained private sector reaction.

While no plan can hope to completely fulfill such an ambitious set of aspirations, the planners submit that the cooperative spirit of the City government, particularly that of Mayor Tom Ed McHugh and his staff, the vision of the State government

under Commissioner Mark Drennen, and the sheer energy of the participating citizens suggest that many of these can be reached. The plan presented is a guide for a rare period of opportunity in the history of Baton Rouge.

Plan Baton Rouge is intended for gradual implementation, but there is reason to forecast a very quick start, as there are many current projects available for assignment to concentrated locations. Catfish Town/Baton Rouge Landing will soon have a new planetarium, a new hotel and a new convention center. The Old State Capitol District will build on the success of the Old State Capitol renovation, the Auto Hotel renovation and the Heidelberg Hotel renovation. The Central Business District will see the construction of the new Third Street Parking Garage and several live theaters.

Also encouraging is the positive result of the Commercial Development Study, and the assessment of the Transportation Planning Study, indicating that simple, inexpensive changes could produce dramatic results. To these positive indications must be added the outpouring of support evidenced during the participatory planning phase. Against the prospect of success, however, must be set the competing needs of the struggling neighborhoods within sight of the Downtown as well as the general lack of urban consciousness of the suburban majority of Baton Rouge.

No city can be revitalized immediately in its entirety. The attempt to do so would only disperse whatever human and economic energy is available.¹ Within the Downtown, Plan Baton Rouge intends to make improvements by concentrating first on the sectors that are most fertile for development. The success of these as economic, social, and cultural achievements will weave out along a newly refurbished streetscape to complete the healing of the fabric of

the Downtown. The policies, techniques, and markets thus created can then transcend the highways that ring the Downtown, bringing their benefits to the neighborhoods beyond.

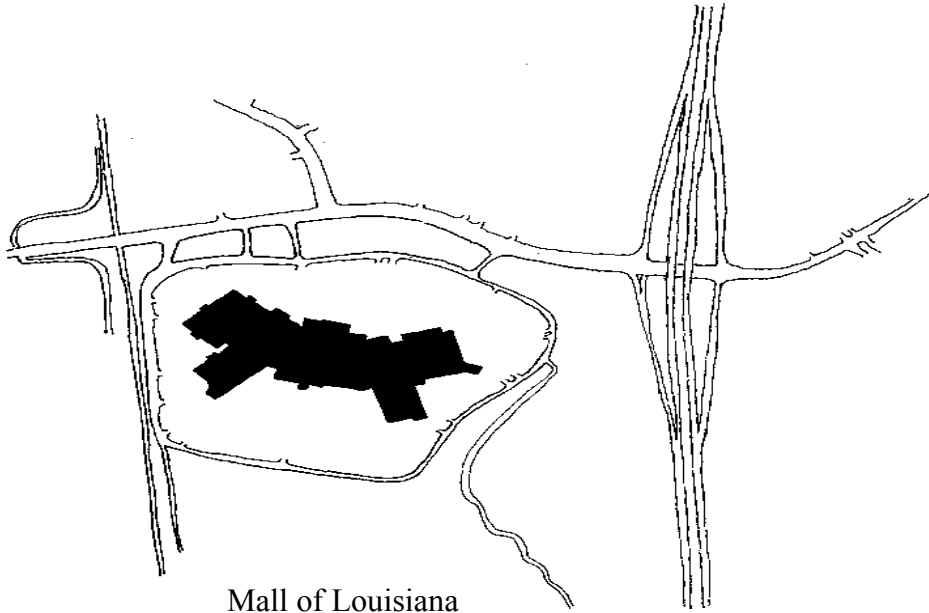
Planning should begin to determine the next area of the community to benefit from the experience and knowledge gained through the Plan Baton Rouge process. A task force should be appointed to develop criteria to select the next area for planning and redevelopment.

The recommendations of this Master Plan are not immutable. While this document reflects the best advice of the planning team, it is likely to contain errors and omissions that must be corrected as they are identified. It will also need to be updated over time to reflect the acceptance or rejection by the Planning Commission and the Metro Council, as well as the projects completed and opportunities newly identified. It should also include the Riverfront Development Plan and the State Capitol Park Master Plan in preparation by other consultants.

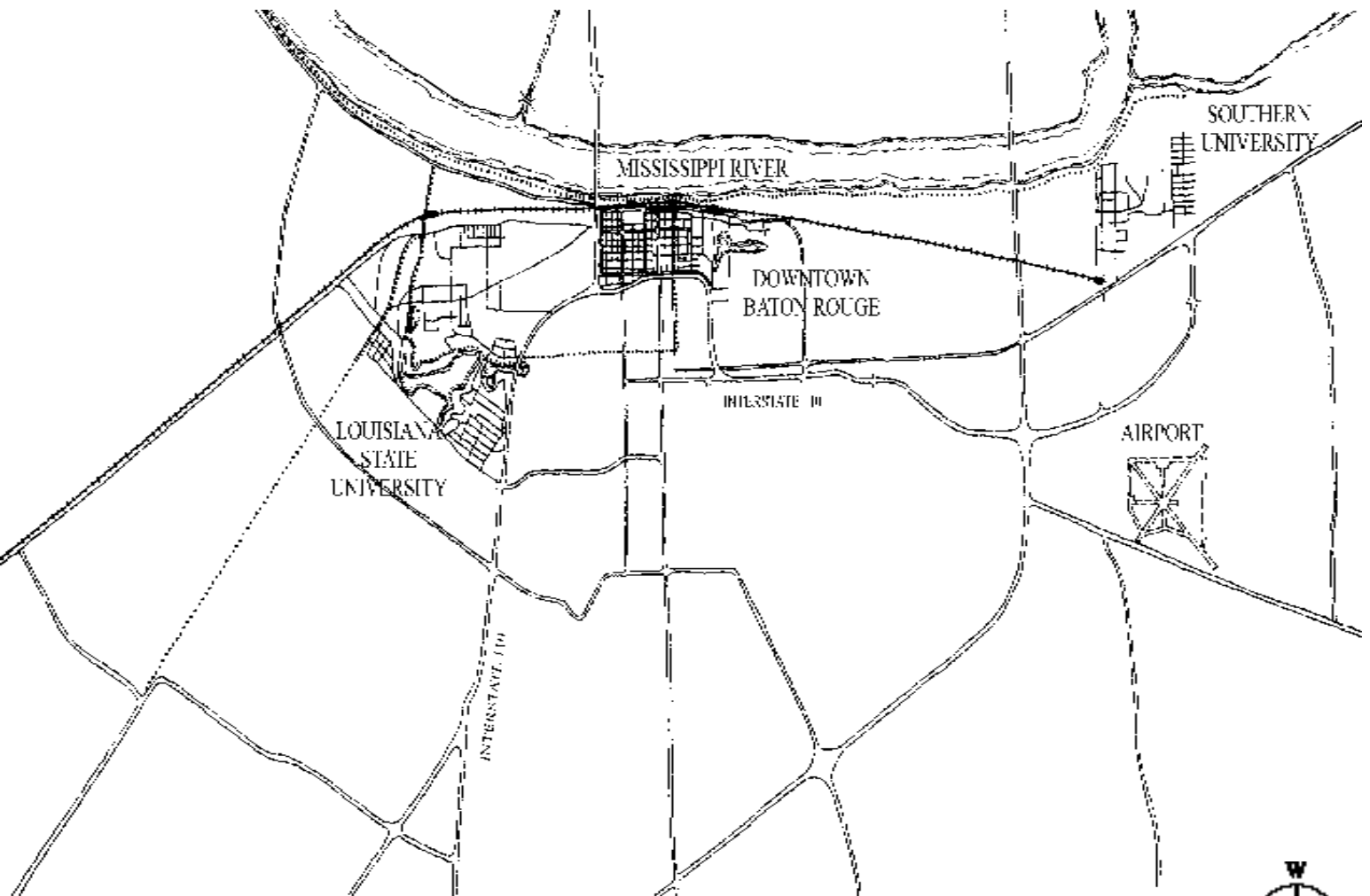
To this end, the entire document has been provided to the Steering Committee in an open disk format. The binding method is also adapted to ongoing changes. In this way, the Master Plan should remain current over the decade of its projected implementation.

Modifications to the Plan must be carefully considered, particularly the removal of recommendations. Within each section of the Plan, project recommendations are not listed in order of priority. Some of the recommendations may seem impossible under current circumstances, usually due to an absence of consensus or of resources, they are nevertheless an ideal that should not be eliminated.

Currently there are 22,000 state, city, and private company workers in the Downtown every day. An additional 3,000 state workers will be Downtown when the new state office buildings are completed. The Downtown Development District estimates that as many as 100,000 people travel to Downtown each day to do business or to visit. There are approximately 2,000 permanent residents Downtown.



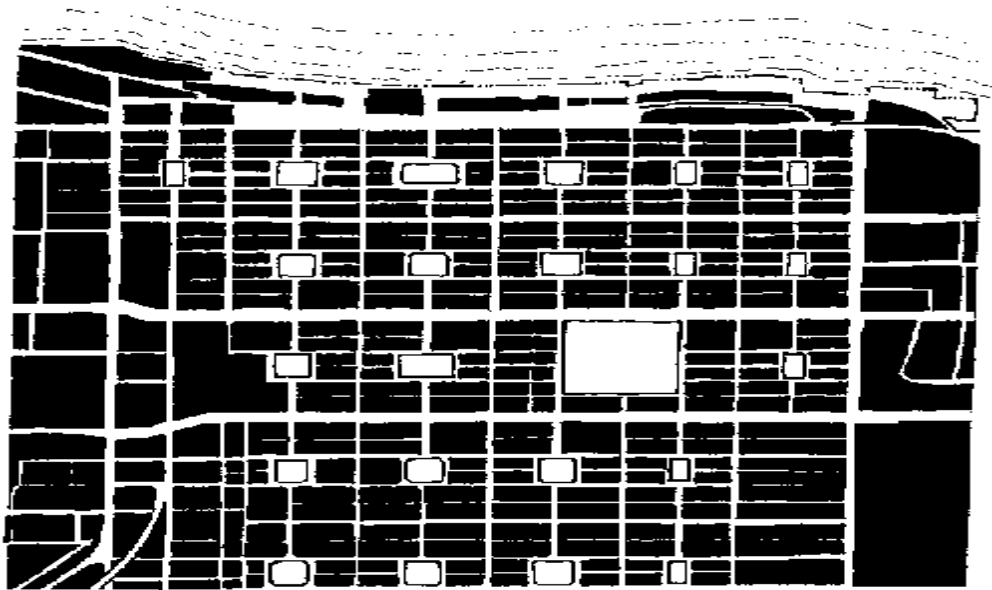
Mall of Louisiana



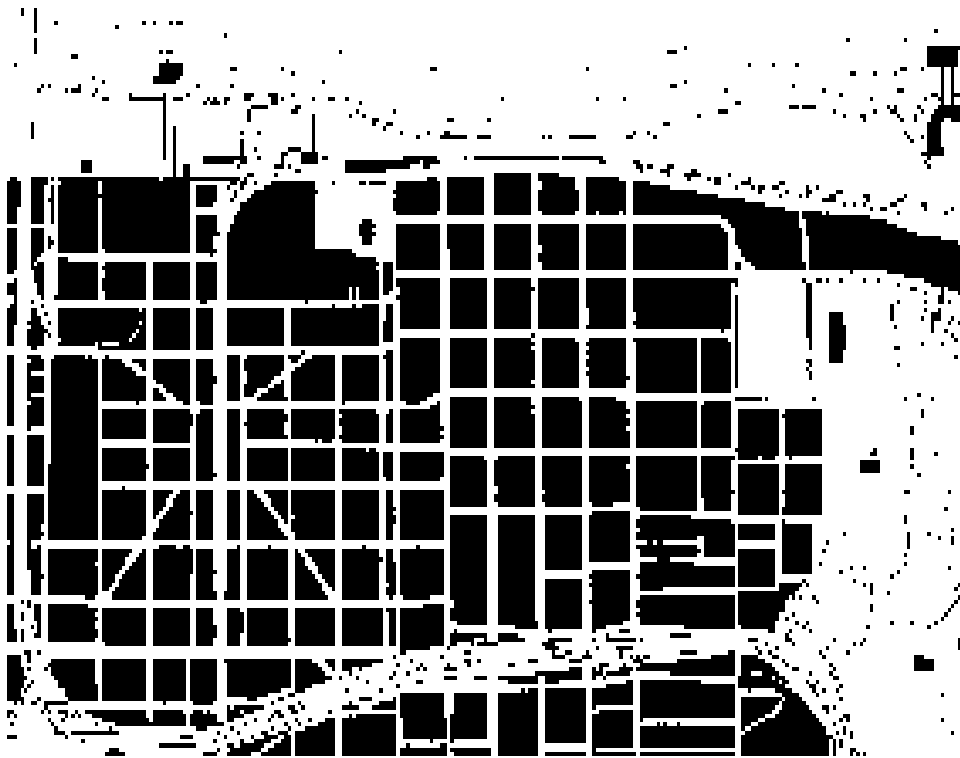
DOWNTOWN BATON ROUGE IN ITS REGIONAL CONTEXT



PLAN BATON ROUGE



SAVANNAH





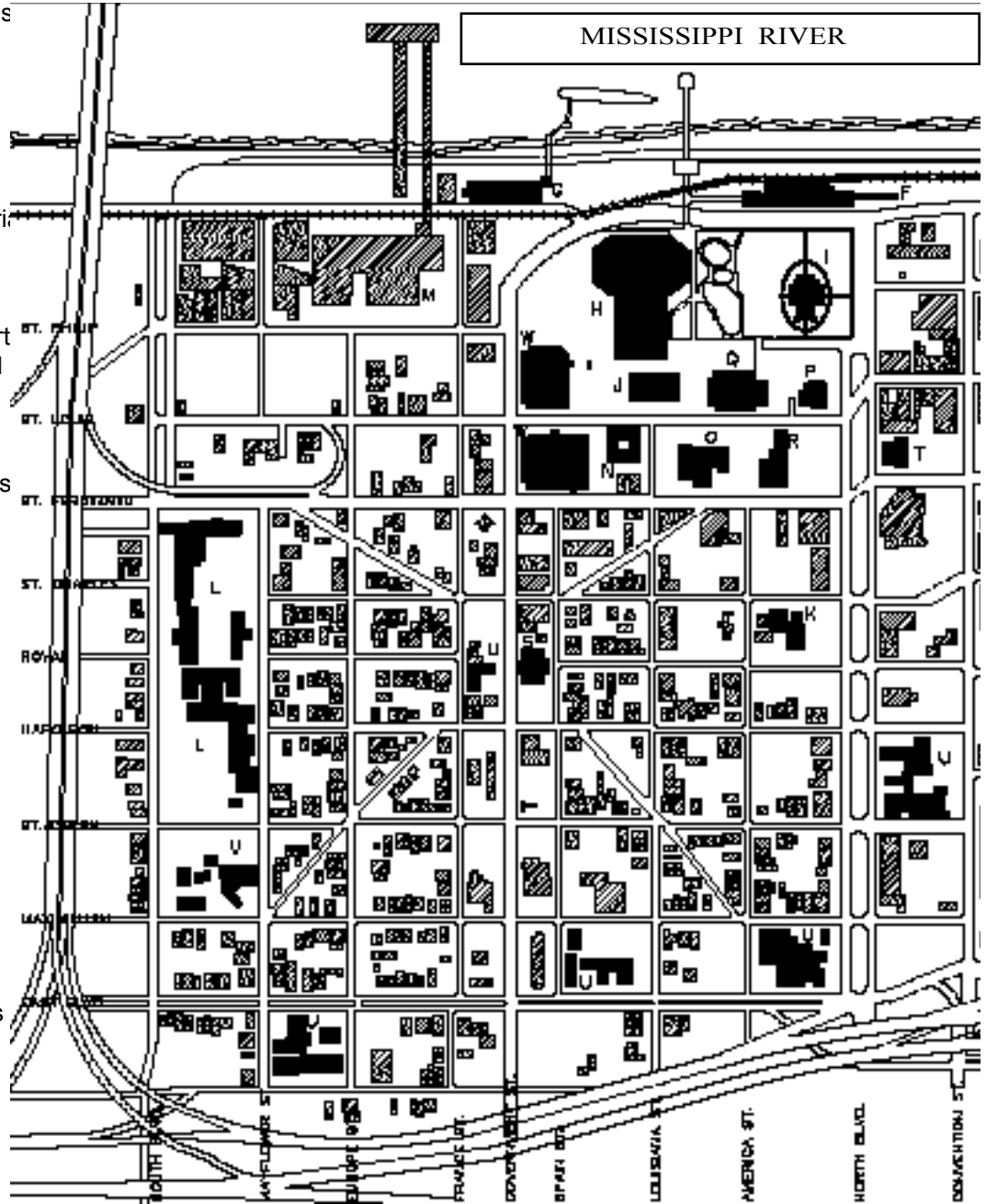
DOWNTOWN BATON ROUGE



EXHIBIT B

- A State Administration Buildings
- B Louisiana State Capitol
- C Arsenal Museum
- D Post Office
- E Federal Court House
- F Louisiana Arts and Science Center
- G Louisiana Naval War Memorial Museum
- H Centroplex
- I Old State Capitol
- J Theater for the Performing Art
- K Old Governor's Mansion and Museum
- L Baton Rouge Police Station
- M Old Bogan Fire Station
- N 300 Louisiana (Old Attorney's Building)
- O City Courthouse
- P Centroplex Library
- Q Governmental Building
- R Municipal Building
- S Fire Station
- T City Club
- U Churches
- V Public Squares
- W Centroplex Garages

-  Existing Private Buildings
-  Existing Civic Buildings





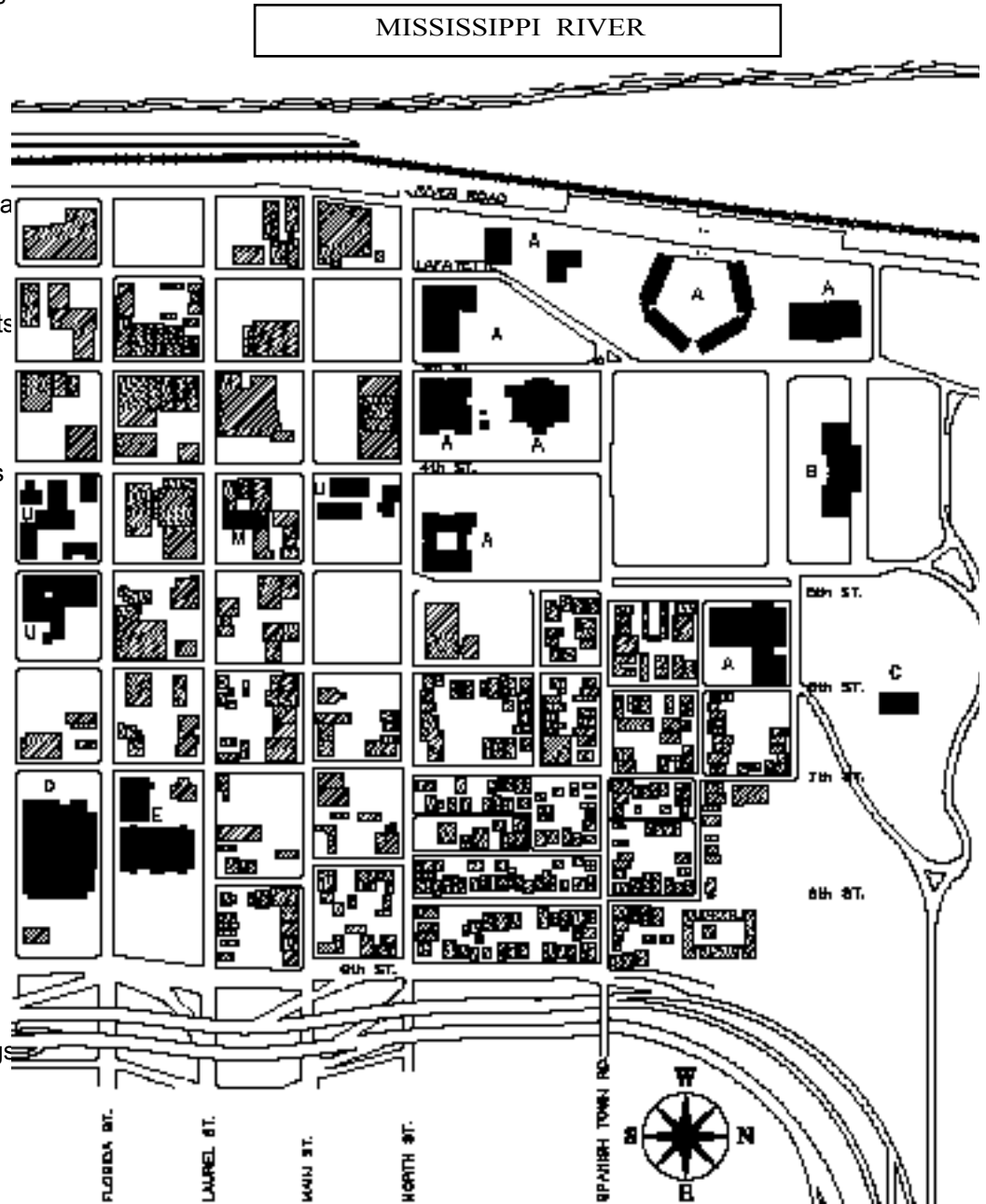
EXISTING CONDITIONS: CIVIC BUILDINGS



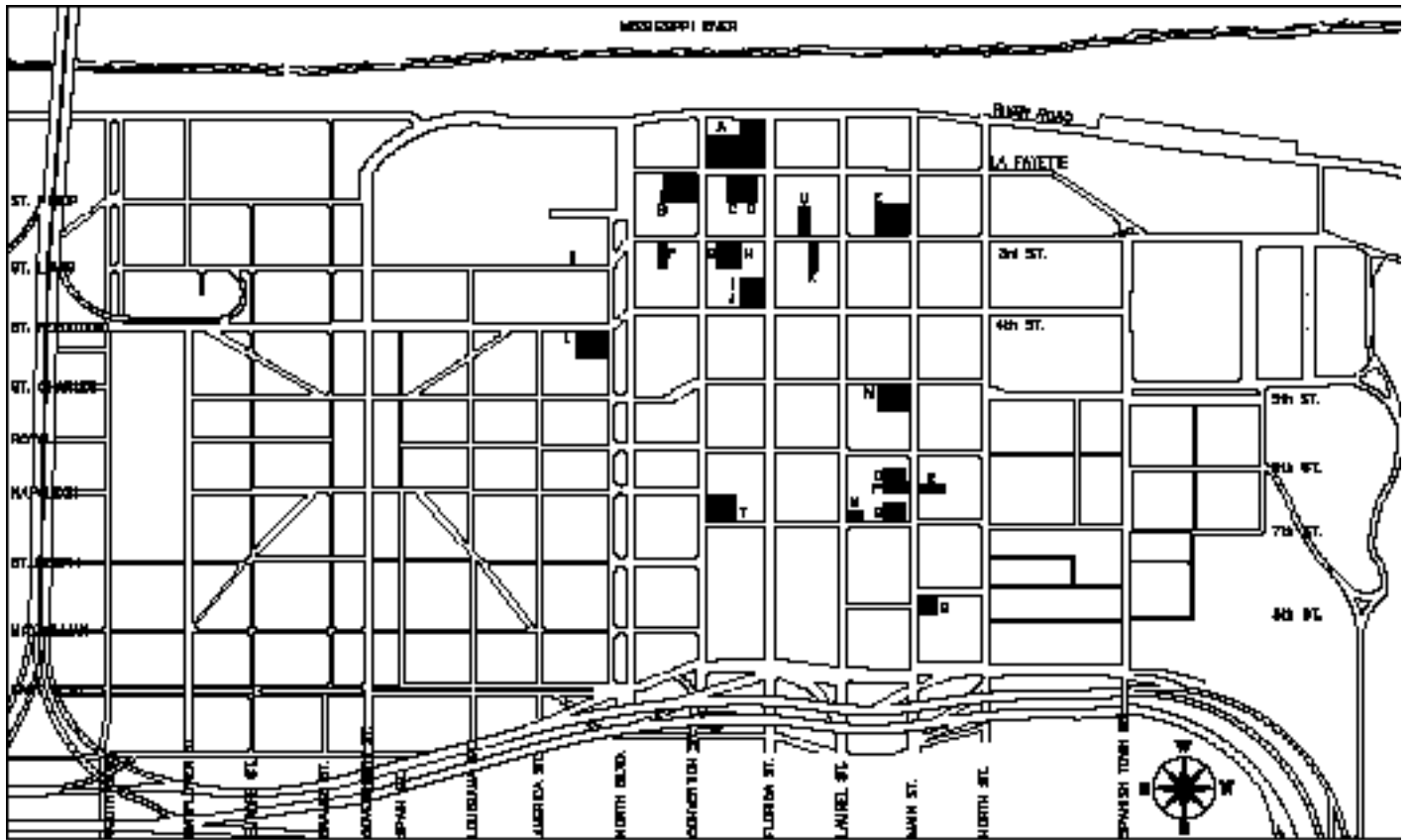
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- W Centroplex Garages

-  Existing Private Buildings
-  Existing Civic Buildings



EXISTING CONDITIONS: CIVIC BUILDINGS



BUILDINGS WITH DEVELOPMENT POTENTIAL

- | | | | |
|---|--|---|-----------------------------|
| A | Capitol House Hotel | L | Pelican Homestead Building |
| B | Auto Hotel | M | Joy's Building |
| C | Jumonville Warehouse | N | Forville Building |
| D | State National Life Building Warehouse | O | Causey Building |
| E | Kress Building | P | Golden Dome |
| F | 134 & 136 Third Street | Q | Main Street Building |
| G | Picadilly Building | R | 631 Main Street |
| H | Gordon's Jewelry Building | S | South Central Bell Building |
| I | Varsity Shop | T | Old Postal Credit Union |
| J | Lamar Building | U | 331 Third Street |
| K | Louisiana Theatre | | |

