

# Pattern *for* Progress

City of Kenner Comprehensive Plan



**Pattern for Progress**  
Comprehensive Plan  

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*Kenner, Louisiana*





# Acknowledgements

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# I. Executive Summary

## Purpose

The purpose of any plan is to give a community a roadmap or guide to direct it to where it wants to be in fifteen or twenty years. Communities in Southern Louisiana - especially following the storms of 2005, 2008 and 2013 - have focused on efforts to incorporate “resilience” into their comprehensive plans, public policies and implementation practices. The “Pattern for Progress – City of Kenner Comprehensive Plan” is that guide for the City of Kenner.

The Kenner Comprehensive Plan was created as a visionary guide to Kenner’s future. That vision is to build a city that is a prosperous, regional center providing livable communities for all its citizens. Envisioned by citizens is a thriving economy with leading edge companies; an inclusive community life; prestigious medical, academic, and public institutions; and a fully restored and enhanced natural, cultural, and built environment.

The more measurable goals of the comprehensive plan are to reverse Kenner’s decline in population, employment, and the quality of the physical environment through coordinated and strategic investments in economic development, neighborhood and housing revitalization, and public infrastructure throughout the city.

Kenner is unique with its own needs, strengths, values and identity. Therefore, it needs a plan of its own. That plan also needs to respond to the larger regional context – one in which it is a vital part of an important metropolitan region.

The analysis of current conditions that underlie this plan shows that Kenner faces great challenges: a decline in population and jobs; deterioration in housing and some neighborhoods; becoming more resilient to disasters; increasing economic development opportunities; and improving public facilities. All of these issues and others are addressed through the goals and policies in each element as the City looks to creating a high quality of life for its citizens.

## What is a Plan / Why Plan?

In 1950 Kenner was a small community with only a few thousand citizens. But a new airport built by the City of New Orleans spurred a building boom that has only recently slowed down. The construction of Interstate Highway 10 through Kenner in 1968 also helped feed this growth. Kenner was not prepared for these changes and the effects of unplanned growth along with

## Pattern for Progress Vision Statement

The City of Kenner will be a resilient City where all citizens enjoy a high quality of life, where neighborhoods are preserved and enhanced, where economic development opportunities are supported and enhanced, and where Kenner’s cultural character is preserved for new and existing families.



demographic and economic changes have Kenner currently experiencing a population decline.

So why does the City of Kenner need a plan?

- Comply with Louisiana State Law (LA RS 33:106)
- Promote resilience
- Protect and improve property values
- Further economic development and employment
- Enhance predictability for residents, investors and builders.
- Able to adapt to community changes.

Perhaps the greatest reason Kenner needs a comprehensive plan is to adapt and plan for the changing demographics and to seek ways to attract a new cadre of families to Kenner. Providing a high quality of life is key to attracting new families, and the Pattern for Progress comprehensive plan identifies the policies the City should follow for the physical development needed to entice families back to Kenner.

## **Pattern for Progress – the Process**

In 2002, city leaders became aware of the need to have a plan for the future and began the planning process in 2002 with the Pattern for Progress Future Land Use Plan. The plan was not comprehensive in nature, but rather focused on major land use issues throughout the City. Hurricanes Katrina and Rita interrupted the process in 2005. Following the hurricanes of 2005 the City authorized a review of the draft land use plan and

in 2008 the city council adopted the plan. Several years later, the City of Kenner was awarded a grant from the LA Office of Community Development as part of its “Comprehensive Resiliency Pilot Program.” This funding was used to update the land use plan by adding elements to make it comprehensive and resilient. Coinciding with this, funding was also available to update the City’s zoning and development regulations. The City’s zoning and subdivision regulations will be the primary tool to implement the comprehensive plan.

In April and May of 2012, the University of New Orleans, Division of Planning working in conjunction with the City of Kenner Department of Planning and Zoning facilitated a robust series of six (6) citizen participation workshops. These workshops were held in each of the five council districts including two in Council District 1. A “Community Image Survey” was conducted at the workshops and online through the City’s website. Citizens formed into groups overseen by a facilitator for open dialogue on matters involving land use and zoning; economic development; housing; and critical facilities. In addition to the workshops,

presentations were provided to the City of Kenner’s Planning and Zoning Commission; the Rivertown Historic District Commission; Mayor Yenni’s Economic

### **Guiding Principles**

- Preserve a high quality of life for all city residents.
- Provide a clear policy direction to elected officials, City government, citizens, and business leaders for how Kenner will make land use decisions.
- Promote resilience within the planned future land uses and policies
- Promote a balance between the residential, economic, social, and environmental needs of the city.
- Provide an opportunity to improve Kenner’s physical environment.

Development Committee (EDC); the EDC's Laketown/Rivertown Working Group Committee; and the Kenner Professional Business Association.

The planning team also looked at demographic changes taking place in Kenner. Like much of the United States, Kenner and Louisiana are experiencing very distinct changes in its citizenry. In general, Kenner's population and demographics are changing. The average age of its residents is rising; its Hispanic population is increasing in size, while the average size of its households is shrinking. These population changes can have lasting effects on development including housing market changes, decreased buying power (which translates to less sales tax collected for the City coffers), and lower employment opportunities, to name a few.

## **Public Outreach – Citizen Input**

Citizen input during the public outreach effort highlighted a number of issues of community concern:

- Many citizens view Rivertown and Laketown as great opportunities for economic growth linking both ends of Williams Boulevard.
- The Louis Armstrong New Orleans International Airport (LANOIA) is an important part of the Kenner economy.
- Economy and Jobs – more business opportunities are needed.
- Shrinking population means vacant properties. The City needs to find ways

to attract residents back to Kenner, especially young professionals

- The City's drainage system and other infrastructure should make the city less vulnerable to flooding and more resilient.
- The Airport – seen as both a positive factor (economic engine for the area, jobs, airport related businesses) and a negative (noise, traffic, safety).
- Business corridors – Williams Blvd., W. Esplanade Ave., Airline Dr., and others, are seen as generally unattractive with too many signs and little if any landscaping.

## **Elements of the Plan and Key Recommendations**

The Pattern for Progress – City of Kenner Comprehensive Plan consists of a series of chapters or elements each addressing a particular aspect of the physical development in Kenner. The land use element ties all of these together through the recommended 20-year future land use map.

Each element in this plan has a set of goals and policies that identify how the City will assess physical development. The future land use map indicates where the City will encourage certain land uses, which will help Kenner plan for infrastructure investments into the future. The following elements are included within the plan: Resilience, Land Use, Housing, Economic Development, Public Facilities, and Special Planning Districts, along with a section titled Implementation. In addition, a chapter called Community Character provides an overview of existing land use and demographic characteristics, a review of the likely future population projections, and an overview of the key issues identified during the community's input, and refer to those elements for a complete background and discussion on the issues and the specific goals and policies the City will follow for that element.



## What Is In the Plan?

Each element of the Pattern for Progress Comprehensive Plan seeks to tie the physical development goals and policies to the collective vision of the community. The plan is divided into chapters with each chapter addressing a specific element of land use related to making Kenner a resilient and growing community.

### Planning Framework

In order to plan for the future a community needs to know where it's been and where it's going. The Community Character chapter provides a complete analysis of existing land use and demographic trends; reviews the likely future population in Kenner that will drive the need for physical development; a review of the community input; and the overall vision statement that provides the overarching vision that the Pattern for Progress Comprehensive Plan seeks to realize.

## Land Use and Demographic Trends

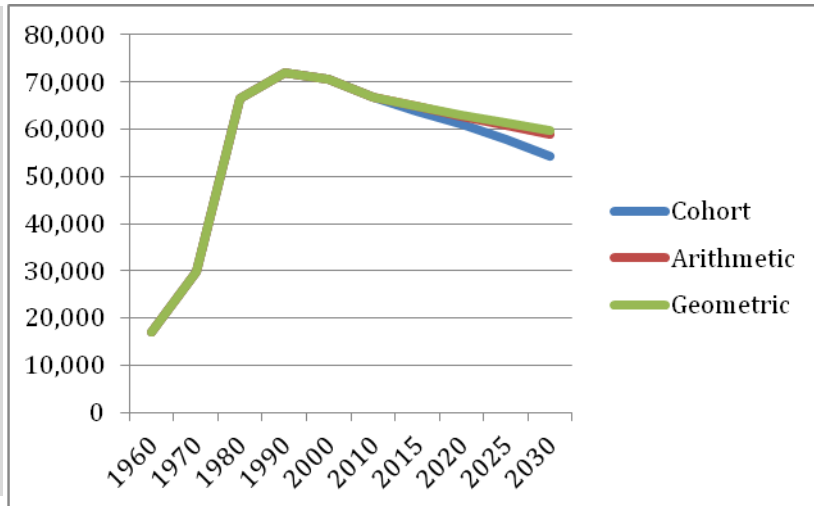
### Future Population Projections

Planning is often driven by demand for various land uses. This demand is almost always population driven: as the population increases the demand for land increases. The same can be said for population decline: as population declines a shift occurs in the demand for land as well as what types of land uses are required. Kenner's population has stagnated, as well as begun to shift demographically. The picture for future population is a continued decline.

The future population projections for Kenner used three different forecasting models to identify the long-term population trend. The graph below identifies the 20-year population

**Graph 1.1: Historic and Projected Population in Kenner: 1960-2030**

Source: U.S. Census



projections using each. Clearly all three projected populations continued to decline, with the steepest decline

## Land Use Element Goals

**Goal 1:** *Maintain a balance of land uses that support a high quality of life, a diverse mixture of housing and leisure opportunities, and the economic base needed to secure resources to support the community.*

**Goal 2:** *Encourage land uses that create a sense of community among those who work, live, and play within local neighborhoods.*

**Goal 3:** *Provide effective management of the development process in Kenner.*

**Goal 4:** *Incorporate a resilient approach into Kenner's land development regulation process.*

**Goal 5:** *Improve the overall visual appearance of development throughout the City of Kenner.*

**Goal 6:** *Ensure adequate transportation opportunities for all residents.*

projected using the actual cohort demographics as the basis for projection.

### *Vision Statement*

The Pattern for Progress Comprehensive Plan vision statement reflects the overarching vision that the plan wants to achieve for Kenner's future. This vision was developed during the initial Pattern for Progress planning process and was reviewed by citizens during this phase. All of the goals and policies are reflective of Kenner's desire to achieve their vision.

### *Elements*

The elements within the plan address specific areas that are integral to the physical development of Kenner. Each element identifies key data indicating where the City is today and outlines a policy plan to address those issues and achieve the overall plan vision.

There are several key recommendations that stand out as either more urgent or overarching and tying several areas together:

#### **Land Use Element**

Pattern for Progress land use element along with the future land use map unifies all the elements within the comprehensive plan. This element identifies the future land use categories in Kenner as well as where those uses should be spatially within the City. It identifies areas



## Resilience Element Goals

- Goal 1: Encourage development and redevelopment that reduce or eliminate the potential impacts of hazards.*
- Goal 2: Identify and pursue preventative measures that will reduce future damages from hazards.*
- Goal 3: Harden the City’s critical infrastructure against disaster.*
- Goal 4: Enhance public awareness and understanding of disaster preparedness.*
- Goal 5: Identify resources necessary to make aid in recovery following a disaster.*

that are changing and outlines a set of goals and policies for how the City should evaluate land use development and redevelopment.

The Patten-for-Progress land use element envisions a future land use map along with land use goals and policies that work to achieve the City’s overall vision. The guiding principals of the land use element are included on page 6 and set the tone for developing the element’s goals and policies. These principals were based on public input as well as an analysis of Kenner’s current and historic demographic and land use trends.

In order to cover important land use issues not part of any element in the current plan, specific goals and policies are included that address infrastructure, transportation, parks and recreation, open space, and urban design. The City should work to include these as future elements to the comprehensive plan.

### Resilience Element

“Pattern for Progress - City of Kenner Comprehensive Plan” is about making the City of Kenner a more “resilient” community. Community resilience is a multi-

faceted concept. It is first about being aware of and prepared for potential hazards in the community. It is also about ensuring adequate infrastructure, including water, sewer treatment, drainage and power, both before and after a disaster. Less tangible, resilience is also about the community’s willingness and ability to recover from a disaster.

The term “community resilience” may not be used widely, but the concept has long been important to the citizens and officials of the City of Kenner. Those are important pieces of the pie, but alone they don’t represent a comprehensive picture. The Pattern for Progress - City of Kenner Comprehensive Plan takes a more holistic approach, incorporating resilience into all areas of the City and into all elements of the Comprehensive Plan.

The resilience element integrates the analysis of the City’s existing capacity to

## Housing Element Goals

**Goal 1:** *Preserve and enhance the quality of life for Kenner’s residential neighborhoods.*

**Goal 2:** *Incorporate resilience among all housing assets.*

**Goal 3:** *Identify and preserve those houses and neighborhoods deemed historically significant.*

**Goal 4:** *Encourage quality affordable housing for all residents in Kenner.*

**Goal 5:** *Encourage new housing opportunities that take advantage of existing transit, recreational, and economic assets.*

anticipate, withstand, and recover from disaster with the goals and policies that drive Kenner’s physical development. The resilience element lays out the existing hazard mitigation planning, reviews the existing development management tools, and offers goals and policies to make Kenner more resilient within the City’s development management program.

### **Housing Element**

Kenner has developed over the past half century as a durable and convenient suburban scale community providing a high quality of life to its residents. Kenner has a unique place in the metropolitan New Orleans region as the site of the Louis Armstrong New Orleans International Airport; the Esplanade— a regional shopping mall; access to both Lake Pontchartrain and the Mississippi River; access via I-10, I-55, and I-310 to the various regional and national urban

centers in the Southeastern U.S.; as well as many long settled and new neighborhoods.

Many of Kenner’s distinctive neighborhoods have survived various growth cycles and provide a substantial opportunity to capture future economic growth in Southeast Louisiana. The housing element supports such residential qualities and opportunities within the City of Kenner that seeks to take advantage of these assets to redefine residential living in Kenner. It also addresses recent challenges to the viability and availability of Kenner’s housing stock and residential neighborhoods.

The analysis of demographic and housing information identified several trends that will impact future housing demand in Kenner:

- Population is declining while becoming more diverse.
- Population is aging as younger adults leave the City;
- There are fewer children in Kenner.
- Incomes are declining in real dollars.
- 36% of homeowners and 56% of renters have housing affordability issues.



## Economic Development Element Goals

**Goal 1:** *Build and nurture a positive and supportive economic climate that will attract, retain and sustain a diverse mix of high quality businesses.*

**Goal 2:** *Design and execute a comprehensive marketing program that engages all levels of Kenner's leadership in continuous efforts to attract, keep and expand businesses.*

**Goal 3:** *Maintain and sustain the quality of these existing business resources and pursue and facilitate revitalization and redevelopment when market conditions permit.*

**Goal 4:** *Ensure that the City's economic development efforts align with and complement the efforts of local and regional partners.*

**Goal 5:** *Invest in making Kenner more livable, recognizing that a high quality of life attracts the creative talent that propels economic growth, with the proper consideration of environmental impacts and community concerns.*

Responding to the urgency of the challenges, the Kenner housing element outlines a housing vision, along with goals, and policies to increase the residential opportunities and amenities for existing and future residents across the housing spectrum, while preserving the existing neighborhood structure in Kenner. Over time the goals and policies within the housing element will lend support to the ongoing rediscovery of Kenner as a great place to live, work, and play.

### Economic Development Element

The economic development element envisions Kenner as a growing and sustainable economy providing all residents with the opportunity necessary to achieve economic stability and success. Economic development touches nearly everything in our lives from where we live, to the stores and restaurants we visit, and to places we work. It is very difficult to have a thriving city

and a high quality of life without a stable economic base.

### *Economic Development Vision*

With this as a backdrop the overall vision of the economic development element of the plan is:

Grow and sustain a strong diversified local economy with a high quality of life which...

- Balance economic pursuits with needs of the natural environment;
- Provide job and entrepreneurial opportunities for residents of the City and entire region;
- Fuel rebirth and reuse of underutilized built commercial and business space; and

- Generate new and more diverse sustainable streams of tax revenue.

Over the past 20 years Kenner's population growth declined significantly, and along with it a lot of the economic activity necessary to sustain the required City services needed for a high quality of life. The Airport is thriving, but other indicators are not as strong.

In many ways, the City of Kenner stands on an important threshold in its history. The City does not have the luxury of fueling growth by physical expansion because it is land-locked on three sides by water and on one side by jurisdictional boundary. Going forward its sustainability and viability as a community within the larger contexts of Jefferson Parish and the New Orleans region will be inextricably linked to how well its available inventory of developable land is deployed and how strategically existing assets are positioned to meet new opportunities for reuse and redevelopment.

In order to reverse the recent declines, Kenner must attract new families to the City. This could be difficult, since the competition for capturing new regional growth is fierce among local governments. The recent expansion of the Huey P. Long Bridge opens up a whole new area of the westbank of Jefferson Parish to significant growth opportunity in an area already home to a several world class developments. Additionally, competition from St. Charles, St. Tammany, and Tangipahoa

Parishes further makes it critical Kenner positions itself on the cutting edge of new development.

To do this the City must recognize that old development patterns and opportunities are no longer desired by many of today's younger families and residents. Expanding opportunities for new types of development options will be critical to Kenner's future. This economic development element recognizes that and lays out an economic vision, goals, and policies designed to place Kenner in a position to begin growing again.

### ***Key Physical Economic Development Assets***

Pivotal to understanding how Kenner can improve economic development is identifying those key physical assets that can drive future economic expansion. These areas offer a range of options to expand residential, commercial, and industrial uses to create jobs and provide new development options that can both increase the tax base and bring new residents into Kenner. These assets include:

- The Louis Armstrong New Orleans International Airport
- Laketown Recreational Park and Rivertown Historic District
- The Esplanade mall, Chateau Village; and Pavilion retail centers
- Loyola Tract
- The Williams Blvd., Veterans Memorial Blvd., and Airline Drive commercial corridors

Kenner also has other strategic advantages that can be utilized to augment planning and economic development initiatives. These include access to all parts of the U.S. via existing Interstate and rail corridors running through Kenner; the regional bike path running along the Mississippi River levee; location along both a proposed light rail line between the Airport and New Orleans and a proposed commuter rail between Baton Rouge and New Orleans; among other advantages.



## Community and Public Facilities Element Goals

**Goal 1:** *Orderly and efficient development patterns that enhance quality of life and promote resilience for Kenner residents.*

**Goal 2:** *Invest in public infrastructure to promote economic development and resilience towards natural disasters.*

**Goal 3:** *Effective and cost-efficient police, fire and emergency medical services within the City.*

**Goal 4:** *A quality school system with adequate facilities and funding to educate the youth of Kenner.*

**Goal 5:** *Provide high quality and diverse recreational opportunities for all residents.*

**Goal 6:** *Quality public and quasi-public facilities and services that provide for the social, cultural, civic, religious, and recreational needs of the community.*

**Goal 7:** *A water and wastewater infrastructure system that supports development in the City.*

**Goal 8:** *A solid waste management system providing safe and efficient collection, transportation, recovery and disposal of waste.*

### Public Facilities Element

Public facilities and services are essential to the functioning of government and to the quality of life in the City of Kenner. Public facilities also greatly influence how resilient a community is. Some facilities and services, particularly water, sewer, and power, are absolutely essential for any community to function at any time. Other services and facilities may not be essential, but influence how physically, socially and economically a community can recover from a disaster.

This element lays out key facilities and services that fall under the direct authority of the city, those provided

through contractual arrangements, and those under the authority of other governmental units that are important to the wellbeing of the city and its residents.

Facilities and Services – City of Kenner:

- Law enforcement (Kenner Police Department)
- Fire protection (Kenner Fire Department)
- The Pontchartrain Convention and Civic Center (owned by Kenner and managed by SMG)

- Local drainage – Kenner maintains smaller local drain lines located primarily on local streets (Department of Public Works).
- Parks and recreation (Department of Parks and Recreation)
- Sanitary sewer facilities (Veolia Environmental Services)
- Solid waste collection (Ramelli Waste)

#### Facilities and Services - Other Entities:

- Water service (Jefferson Parish Water Department)
- Public schools (Jefferson Parish School Board)
- Drainage/flood control (Jefferson Parish Drainage Department with state and federal oversight; also East Jefferson Levee District)
- Public transit - the Regional Transit Authority manages the regional Kenner Loop bus line, while Jefferson Transit (JeT) operates all other the lines within Kenner, including Mobility Impaired Transit Services (MITS).
- Paramedic emergency services (contracted through East Jefferson General Hospital)
- Library (Jefferson Parish Library system)
- Public Health and Mental Health

It is clear that in order to achieve the vision of it's citizens, the City has a vested interest in ensuring coordination with multiple public agencies responsible for significant elements of Kenner's public infrastructure, but also must plan for the needs and resources required to maintain those services provided by the City. The public facilities element lays out goals and policies that both work to

support the future land use goals and policies as well as to promote effective coordination with entities outside the City who are responsible for providing key public facilities and services.

### *Supplemental Plans*

The Supplemental Plans section of the Comprehensive Plan is the repository for those plans that are supplemental to the Comprehensive Plan addressing specific areas. There are currently three main areas in Kenner where specific recommendations called for sub area planning: Rivertown, Laketown, and the airport redevelopment land. In addition, specific studies are recommended in the Comprehensive Plan for Williams Boulevard between Laketown and Rivertown, The Esplanade mall, Hanson City Subdivision, and the Loyola Tract. All of the recommendations of the existing and future studies should conform to the comprehensive plan.

At this time the only completed special area master plan is for Laketown. A summary is included below.

### **Laketown**

The 2028 Kenner Laketown Master Plan (KLMP) advocates principles to provide the orderly physical development of Laketown for future use. This plan provides the framework to ensure that the City of Kenner will continue to be a place where all its citizens enjoy a high quality of life, where recreational opportunities and economic development are enhanced, and its unique cultural characteristics are preserved. The intent of the plan is to create a sustainable recreational district for regional enjoyment that maintains and enhances economic opportunity and community well-being while protecting and restoring the natural environment. This plan focuses on meeting the needs of the present without compromising the ability of future generations to meet their own needs.



## 2028 Kenner Laketown Master Plan Goals

**Community:** *Connect people to the lake by creating vibrant new lakefront communities and passive and active recreational amenities.*

**Ecology:** *Protect the natural environment in the development of the recreational area and the mixed use area, through education and sound building practices.*

**Revitalization:** *Attract new residents, and strengthen economic development while shaping the lakefront as one of the most vital elements in the transformation of Kenner as a place to live, work and play.*

**Culture:** *Tailor proposals which are unique to Kenner and celebrate Kenner's spirit, history, and culture.*

### **Laketown Master Plan Vision**

*Laketown shall continue to be a park for all of Kenner. Its green space, water area, recreational amenities, and attractions should serve the widest audience of Kenner citizens and visitors. The needs of users must be carefully balanced with goals for improving land use choices, habitat value, and water quality. To achieve this Laketown will become a sustainable living district by protecting the natural environment, recognizing the importance of recreational development, and promoting the City's unique cultural character for present and future generations to enjoy.*

- Spray Fountain
- Carousel
- Amphitheater
- Mixed Use Areas
- Boardwalks
- Active Recreation Areas

### **Types of Program Uses Considered**

- Promenade
- Free and Clear Open Space
- Lookout Points
- Environmental Education Center
- Dog Park
- Beach
- Event Spaces
- Restaurant

## II. Introduction

### Pattern for Progress Land Use Plan - Background

The City of Kenner's first land use plan was completed in 1978. After more than twenty years, the City realized it was time for an update. "Pattern for Progress" was the name given to the City of Kenner land use plan. Begun in 2001 it was completed in 2005 but, because of the disruptions caused by Hurricane Katrina in August of 2005, the Pattern for Progress Land Use Plan was officially adopted in 2008.

Essentially, it accomplished the following:

- Documented existing conditions
- Established a vision, goals, and policies
- Developed a future land use map

The implementation of public policies addressing the physical appearance of the City continued following the adoption of "Pattern for Progress" with the adoption of the City's first landscaping ordinance. The adoption of these two public policy tools further led to the development of the "Laketown Master Plan", an excellent examination of the potential for Laketown, located at the end of Williams Boulevard along the shore of Lake Pontchartrain. Though never formally adopted, it serves as a guide to recent development and is to be incorporated into the "Pattern for Progress – Comprehensive Plan".

The destructive hurricane season of 2005, specifically Hurricanes Katrina and Rita, highlighted many of the deficiencies in preparedness and recovery in southeast Louisiana. Following Hurricanes Ike and Gustav in 2008, the Federal Emergency Management Agency (FEMA), went beyond hazard mitigation and preparedness and began to look at the bigger picture of local development management to better understand the relationship between development and hazard impacts. A new emphasis on "resilient" communities was established. The State of Louisiana, using Federal recovery funds, created a new program that focused on FEMA's new direction and established the "Comprehensive Resiliency Pilot Program." The City of Kenner was one of 29 communities and entities in Louisiana to receive funding from the first round of awards in the "Comprehensive Resiliency Pilot Program." This program is funding the plan update as well as the implementation portion of the "Pattern for Progress" resilience project, incorporating resilience into the City's development regulations.



### Spotlight on Resilience

Resilience in planning refers to a community's ability to prepare for, withstand, and recover from an event or other changes. Natural and manmade disasters are the most common tests of resilience, but economic and social changes must also be considered. The master plan for a community can act as a reference so each decision made going forward helps build up resilience and lessen the impact of major events and disasters. Throughout this plan, concepts that contribute to resilience will be highlighted in these boxes.



**“When government officials, business leaders, and citizens come together to build communities that enrich people's lives, that's planning.”**

– American Planning Association website  
([www.planning.org](http://www.planning.org)).

## What is a Plan?

A plan is typically any diagram or list of steps with timing and resources, used to achieve an objective. It is commonly understood as a temporal set of intended actions through which one expects to achieve a goal (Wikipedia, free encyclopedia).

## Why Plan?

We all plan for one reason or another. Sports teams develop a game plan; families plan vacations; and businesses provide strategic plans to guide their companies. It should then come as no surprise that a community plans for its future.

Population and demographics change all the time. A community should be prepared for and anticipate change. A plan prepares a community for the inevitable – change! The aerial photograph on page 23 shows Kenner in 1950 – prior to the explosive growth that the next thirty years brought. It can be argued that the city was unprepared and did not plan accordingly for this rapid growth.

**“Destiny is not a matter of chance, but a matter of choice.”**

– William Jennings Bryant; lawyer, orator, three time candidate for president (1860-1925).

There are many reasons a community should plan:

- Promote disaster and community resilience
- Protect and improve property values
- Promote economic development and JOBS!
- Enhance predictability for residents, investors and builders.
- Comply with Louisiana State Law (LA RS 33:106)

## Pattern for Progress – The City of Kenner Comprehensive Plan

City officials believe strongly in the importance of planning for Kenner's future. Given that the 2008 future land use plan was shaped by efforts that predated recent storms, City leaders recognized the need to engage in a more contemporary and robust planning effort that will promote safe and sustainable long-term development.

The City engaged the University of New Orleans' Division of Planning to guide the current phase of the comprehensive and resiliency planning process. This latest planning effort builds upon the original Pattern for Progress Land Use Plan:

- A robust citizen education, visioning, and input effort to identify issues and solutions
- A revised land use element that addresses post-

Hurricanes Ike, Gustav, and Isaac development considerations

- An economic development element with an emphasis on the redevelopment of airport-owned properties located near the airport's runways acquired for noise and safety mitigation
- A housing element that identifies existing capacity and future demand for a range of housing types
- A community and public facilities element
- An updated implementation element that includes specific steps to achieve the proposed goals and policies
- A "Special Planning Districts" section which identifies several key areas of Kenner and examines the issues in each of these areas, this includes Rivertown, Laketown, and other important areas of Kenner

## History of Kenner

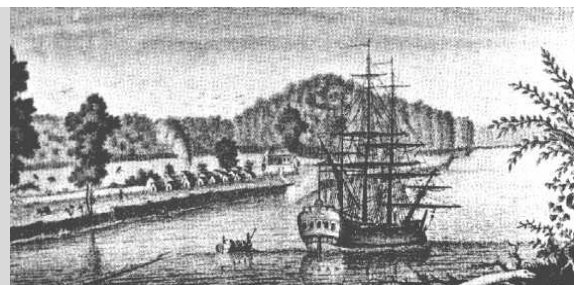
Originally, inhabited by the Tchoupitoulas Indians, the area along the Mississippi River was the first land in the New Orleans metropolitan area on which Europeans set foot. René-Robert Cavalier, Sieur de La Salle landed there in 1682.

William Kenner arrived at Cannes Brulees (meaning "burnt cane", a name given to the area by French

**Top: Cannes Brulees.**

**Bottom: Minor Kenner and W.T. Thompson**

Courtesy of the Kenner Planning Department.





## City of Kenner - Historical Dates of Importance

**Prior to 1600s:** Various Native American tribes live in the area now known as the Lake Pontchartrain Basin.

**1682:** Robert Cavalier, Sieur de LaSalle began his expedition down the Mississippi River claiming the entire Mississippi watershed in the name of France.

**1718:** The French found New Orleans and marked Cannes Brûlée on maps in the area known today as the City of Kenner.

**1720:** Jean Baptiste Martin d'Artaguiette and Count Joseph Montespuieu d'Artagnan establish two of the first plantations on the Cannes Brûlée area along the Mississippi River.

**1776:** William Kenner is born.

**1823:** William Kenner dies at the age of 47.

**1840:** The three sons of William Kenner acquire Oakland, Belle Grove, and Pasture Plantations, which represent all of present day Kenner.

**1854:** A small portion of Kenner land is purchased for a railroad.

**March 2, 1855:** City of Kenner is founded. W. T. Thompson completes a survey of the City and it is named Kennerville.

**1867:** First Kenner charter is filed but it was later found to be invalid.

**May 10, 1870:** The first World Heavyweight Championship fight in America took place on Oakland Plantation in Kenner.

**April 1, 1873:** Kenner is incorporated. The Jefferson Parish police jury lost all power to levy taxes within the city limits. The police jury tried unsuccessfully to revoke the charter; therefore, they withdrew all funds. Legally Kenner did not exist; the police jury was in control for four years.

**1908:** Kenner residents go to Baton Rouge and give back the City's charter and all City funds.

**December 13, 1913:** Governor Luther Hall proclaims Kenner incorporated again, after Kenner citizens petitioned the state for another charter. Antoine E. Wattigny is elected first mayor.

**1914:** Kenner becomes a town

**1924:** First high school in Kenner is established; "Kenner High School."

**1926:** First paved highway, Airline Highway, marks the beginning of suburban Kenner growth.

**1940:** Kenner is chosen as the site for the New Orleans International Airport.

**1946:** Airport is dedicated. It is named in honor of pioneer aviator John Bovins Moisant. He was the first pilot to fly between two cities, Paris to London in 1910. He came to New Orleans in December 1910 to participate in an endurance flight from City Park to Harahan. His plane crashed en route, killing him.

**1952:** Kenner is classified as a city.

**1965:** Hurricane Betsy.

**May 17, 1968:** Interstate 10 between Williams Boulevard (Kenner) and Veterans Highway (Metairie) opened to traffic.

**1969:** Hurricane Camille

## City of Kenner - Historical Dates of Importance (continued)

**December 17, 1971:** Interstate 10 between Laplace and Williams Boulevard (Kenner) (including Bonnet Carré Spillway Bridge) opened to traffic.

**1972:** Mayor Joseph Yenni passes Home Rule for Kenner.

**1980's:** First large commercial developments sprout up in Kenner; The Esplanade mall and St. Jude Hospital.

**July 9, 1982:** Pan Am Flight 759 crashes in the City. The airliner crashed after experiencing wind shear upon takeoff, and cartwheeled through Moisant Place and Morningside Park subdivisions. 154 people died, the 145 people on board and 8 on the ground.

**2005:** Hurricanes Katrina and Rita

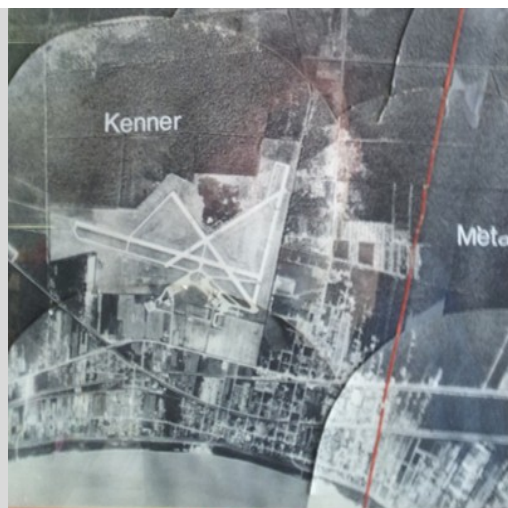
**2008:** Hurricanes Gustav and Ike

**2012:** Hurricane Isaac

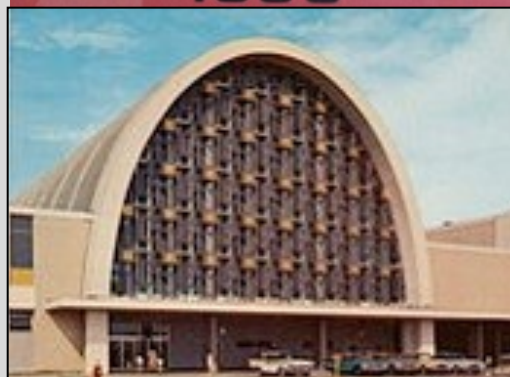
**Top: Extent of Kenner development in 1950.**

**Bottom: Airport terminal building.**

Courtesy of the Kenner Planning Department.



**1950**



explorers who observed natives burning cane to drive out wild game ) in the early 1800's and quickly became a successful businessman. His success continued when, in 1810, Kenner purchased a sugar plantation in Ascension Parish. The growth of the sugar industry made this a very profitable investment, the income from which far exceeded Kenner's mercantile business. His sons - Minor Kenner, William Butler Kenner, George R. Kenner, and Duncan F. Kenner – continued his enterprises.

In 1855, Kenner was founded by Minor Kenner on land that consisted of three plantation properties that had been purchased by the Kenner family - Oakland, Belle Grove and Pasture. At the time, all land north of what is now Airline Drive/Hwy. was swampland. Sugar was king in those days. Norbert Rillieux had perfected



the "multiple effect" process for refining sugar, revolutionizing the industry and providing for significant financial rewards to those who held lands able to grow the cane, including the Kenner brothers. Duncan Kenner listed sales of 1.5 million pounds of sugar in 1850.

Minor Kenner was persistent with the idea that Cannes Brulees could become a city. First, there was the proximity to New Orleans. Second, was the presence of the railroad. He hired a surveyor, W.T. Thompson to lay out a plan for the development of Oakland Plantation, near the border of Jefferson and St. Charles Parishes, and Belle Grove Plantation, located about where the modern Williams Boulevard meets Jefferson Highway . The plan was completed on March 2 of 1855, a date generally considered the city's birthday. Kenner and Thompson's vision would take time to develop, but today the basic layout of Old Kenner is very similar to the 1855 plan.

Between 1915 and 1931 a New Orleans streetcar line operated between New Orleans and Kenner. The line ran between the intersection of Rampart and Canal Streets in New Orleans and the intersection of Williams Blvd and Third St. /Jefferson Hwy in Kenner. This and the railroad line connected Kenner to its economic partner, the City of New Orleans.

Transportation has always influenced the development of Kenner. Starting with the Mississippi River and waterborne commerce and later adding the rail access, the biggest influences on Kenner's growth came from the airport and Interstate Highway 10.

Plans for Moisant Field, originally named after daredevil aviator John Moisant, who died in 1910 in an airplane crash on this land were begun in 1940 as evidence mounted that New Orleans' older Shushan Airport (New Orleans Lakefront Airport) was in need of expansion or replacement. With the advent of World War II the land became a government air base. It was returned to

civilian control after the war, and commercial service began at Moisant Field in May 1946.

In 1960, Kenner had a population of 17,037. By 1979, Kenner's population was 60,524 making it the 6th largest city in state.

Kenner's growth began in the late 1950s when developers began subdividing, draining and filling the swampland in the northern half of the city. During the 1960s, the construction of Interstate 10 and improvements to Veterans Memorial Boulevard aided the rapid development of Kenner as a suburb of New Orleans.

## Community Vision

Public participation is the most important component of the comprehensive planning process. The visions and goals established by the City of Kenner Pattern for Progress Comprehensive Plan were developed with input from citizens of Kenner. The process engaged the public through various sources, including:

- Public meetings
- A Community Image Survey - A presentation of images of elements from different communities that participants were asked to rank in order of preference.
- Small discussion groups and comment cards.
- Meetings with leaders in various sectors, including the business, real estate and environmental sectors.
- Meetings with elected officials and department heads.

- One-on-one meetings with individual citizens and stakeholder groups.
- Updates on the City's website.
- Articles and updates found in traditional and social media outlets.

## **What Kenner Residents Said**

The public input efforts described above revealed a number of recurring themes and concerns accounted for in this plan:

### *Economic Development and Jobs*

Kenner has many economic and employment opportunities to capitalize on including:

- Laketown – Presently attracting new businesses, there is great potential for more recreation – oriented development along Lake Pontchartrain.
- Rivertown – Kenner's historic area along the Mississippi could become more vibrant with mixed use and appropriately scaled and designed commercial development.
- Louis Armstrong International Airport – A major regional economic engine, the Airport and related industries continue to be a major part of Kenner's economy.
- Commercial Corridors – Many of Kenner's major commercial corridors – Williams Blvd., Veterans Blvd., W. Esplanade Ave., etc. – are rather unsightly and cluttered looking. A more aesthetically pleasing Kenner can attract more residents and businesses.

- New retail opportunities are needed. Industry brings jobs to the City; workforce training should help young adults for these jobs.

### *Land Use, Public Facilities and Transportation*

- Parks and green space should be improved and maintained.
- Commercial corridors can be unattractive and need beautification.
- Reliable connections to I-10 are crucial to hurricane evacuation.
- Biking and walking paths should be built to connect neighborhoods.
- Reliable and regularly scheduled public transit service should be implemented.

### *Environmental and Hazard Mitigation Issues*

Like most of south Louisiana, drainage and street flooding are common problems in City of Kenner.

- Hurricane evacuation and sheltering plans need to be stronger.
- Pollution threatens the health of residents, often from waste treatment, industry, and chemical plants.
- Better hurricane protection is needed along I-10.
- Wetlands restoration will keep City of Kenner buffered from storm surge and high water levels.
- Keep improving local drainage facilities – canals, pump stations, etc.



**Pattern for Progress**  
Comprehensive Plan  
*Kenner, Louisiana*



## III. Planning Framework

A critical function of the Comprehensive Resilience Plan is to identify and understand the key issues that support the development of the Pattern for Progress Vision Statement and the individual element goals, objectives, and policies that form the core of the plan. The Framework chapter provides an overview of this context by describing the key trends and issues that undergird the Plan's overall vision, and the goals, objectives, and policies that form the key land use policy recommendations across all the plan elements. These include population, housing, and demographic trends impacting Kenner; land use dynamics; resilience issue related to disaster and community resilience; and a summary of the future population projections for the City. Additionally, the Framework chapter identifies those issues identified during the citizen input meetings held in support of plan development.

### **Planning Context and Key Issues**

An important part of developing the Comprehensive Resilience Plan was an analysis of the past and present state of the City, as well as an overview of some factors that will drive future development and development opportunities in Kenner. To accomplish this, demographic, housing, land use, and economic data was compiled from various sources including the U.S.

Census and from other supporting planning and economic development studies that provide the factual and analytical foundation for developing the resilience plan elements. Citizen input also went into developing this overview.

### **Spotlight on Resilience**

Resilience is a concept most associated with natural disasters, but can also apply to community change. Societal and economic shifts can bring new opportunities and threats. A city's ability to respond quickly and appropriately is critical. Planning helps shape the city's response in advance, by avoiding unawareness, overreaction, or missed opportunities. Communities that plan for change offer stability for residents and businesses, greater quality of life, and are more competitive globally.

Each topical section in the framework chapter presents an analysis of existing conditions and trends and identifies key issues and challenges facing Kenner over the next 20 years. To make the Plan more reader-friendly, detailed findings are not included in the text and narrative of the Plan. The key findings on issues and trends are summarized and presented below.

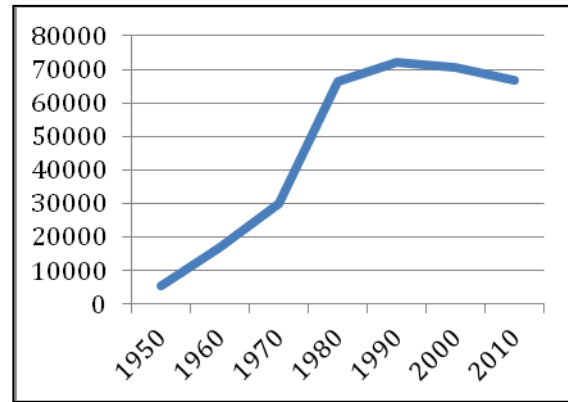


## Population and Demographic Trends

Beginning in the 1950's Kenner's population sat at around 5,500 residents. From 1950 to 1990, the City of Kenner grew from a small town to a major suburban city of more than 72,000 residents. The City added population in every census year, with the population increasing 12 fold during that time. However, beginning in the 90's the City's population began to decline. By 2010 Kenner's population had declined by about 7.50% to 66,702.

Several factors have contributed to the decline, but the two most critical were the FAA's Noise Abatement Program and the impact of Hurricane Katrina in 2005. The noise abatement program allowed the Louis Armstrong New Orleans International Airport (LANOIA) to acquire residential property within certain noise contours as a means to remove incompatible land uses from around the airport. Although this was a volunteer program it led to the displacement of hundreds of families. The impact of Hurricane Katrina was more dramatic, as the population declined by over 10,000 residents - to just above 62,000 - in 2006. While the population has rebounded since 2006 reaching 67,841 in 2009, the most recent years show a continued decline to the current level of 66,681.

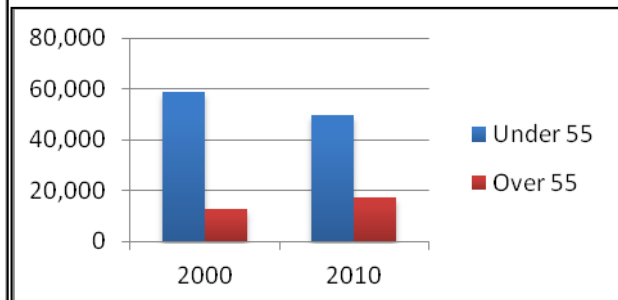
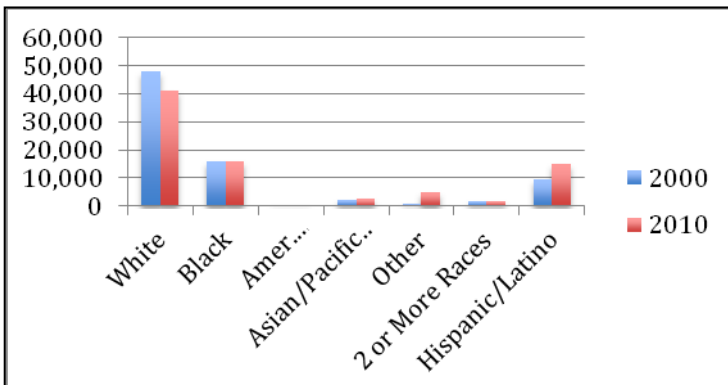
Along with declining population, recent demographic shifts suggest that Kenner is becoming a more ethnically and racially diverse city. Since 2000 Kenner has continued to see an increase in the number and



percentage of racial and ethnic minorities.

In addition to these changes, the City is becoming older, as the number of residents under the age of fifty-five (55) declined, while the population of those over 55 increased significantly. The graph below presents that shift. It should be noted that in general, the U.S. population is also becoming older as the Baby Boomer generation ages through their life cycle, so it is not completely unexpected to see these types of shifts in Kenner.

Another key shift within the Kenner population was the decline in the number of families (-7.8%). Perhaps more telling is the decline in the number of families with children, which dropped by -19.29%. This portends shrinking populations for the City moving forward unless immigration of younger households occurs.



Also of concern is that the level of decline, between 1990 and 2010, of educational attainment of Kenner residents relative to surrounding communities. The Kenner 2030 Strategic Plan for economic development highlighted U.S. Census educational data showing that in 1990 the percent of residents in Kenner over the age of 25 with a college degree exceeded numbers in Jefferson Parish, New Orleans, and Louisiana as a whole. However, by 2010 Kenner was last among those communities. Again, combined with an aging, shrinking population with fewer families with children, the City will need to be aggressive in developing uses within the city to attract population back to Kenner.

In addition to the decline in education levels relative to surrounding communities, income levels have also followed a similar trajectory. The Kenner 2030 Strategic Plan noted that while incomes in Kenner remain slightly higher than surrounding communities, that gap narrowed significantly over the last 20 years. The “Wealth Premium” in Kenner compared to the New Orleans

Metropolitan Statistical Area declined from 24.3% to just 4.1% between 1990 and 2010.

### Key Issues and Challenges

- Shifting demographics
- Recent declining population
- Aging population
- Fewer families with children
- Population becoming less educated relative to surrounding area
- Stagnant incomes relative to the surrounding communities

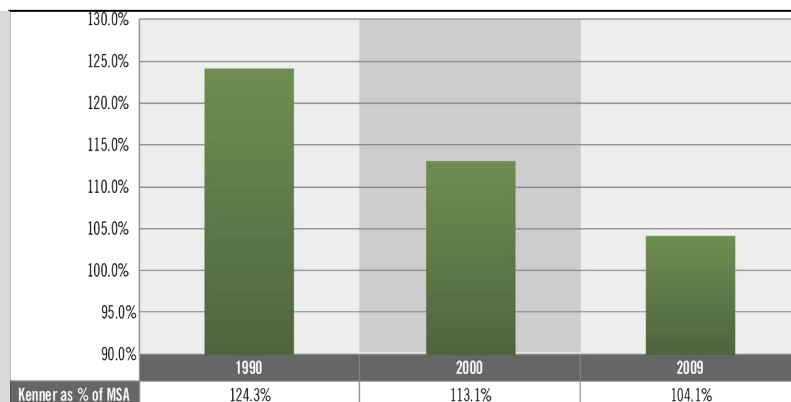
### **Housing Characteristics**

The most prevalent type of housing within Kenner is single-family detached housing, which accounts for 82.6 percent of the total housing stock. This is primarily due to the development of Kenner as a major suburban city from the 1950’s through the 1980’s. There is also a significant percent of the City’s housing stock used as some form of multi-family – 15.6%. This pattern is not uncommon in suburban communities – although in many multi-family dwelling rates are often higher. The predominance of single-family dwellings suggests that Kenner offers excellent opportunities for entry-level family housing.

Despite the predominance of single-family housing, homeownership rates in Kenner have declined from 2000, dropping from 56.9% to 52.9% of all housing units.

#### **The Wealth Premium in Kenner: Household Income as a Percentage of Household Income in Orleans Parish – 1990-2010**

Source: Kenner 2030: Strategic Plan for a Prosperous Future



If looking at only occupied housing units the rate has remained level at slightly above 60%



for 2000 and 2010. This is below the national level reported by the U.S. Census – 65.3%. In addition, vacant units have increased significantly – likely due to the impacts from Hurricane Katrina in 2005 – with vacant owner occupied units nearly doubling to over 2,500.

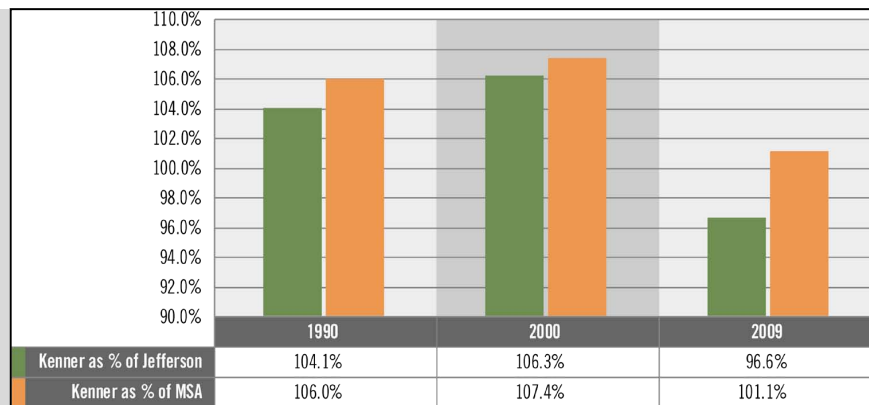
Another housing issue is the value of owner occupied housing units. In Kenner, the value of owner occupied units has declined significantly relative to the surrounding region. The Kenner 2030 Plan highlighted the data showing that compared to Jefferson Parish; Kenner owner occupied housing values – once higher – are now actually lower as a percentage of overall value. While still slightly higher than the overall New Orleans Metropolitan Statistical area, the comparative value has declined from 107.4% to 101.1% since 2000.

As homeownership and incomes stagnate the affordability of housing becomes an issue, not only for homeowners but for renters as well. Table 3.1 identifies the percent of owners and renters who have affordability issues – defined as paying more than 30% of gross income toward housing costs. Among owners with a mortgage 34.9%, and among renters 54% of households reported housing costs above 30% of gross income. Housing affordability can be a big issue as it portends other financial issues within household who might not be able to afford other family necessities in order to pay housing costs.

Another important issue facing Kenner is the large percentage of aging housing

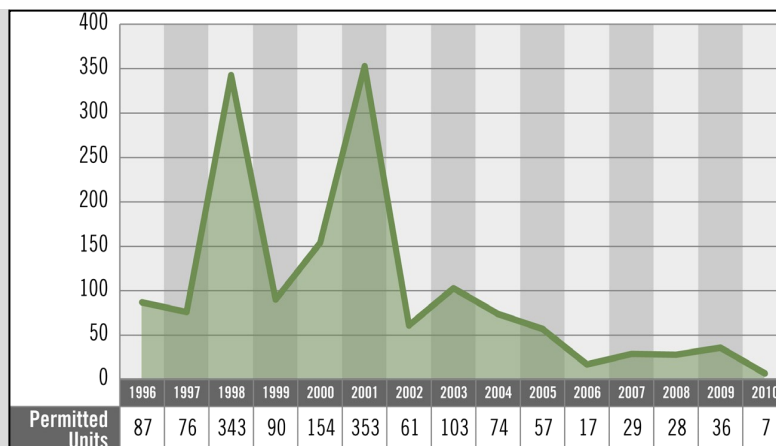
**Owner Occupied Housing Value as Percentage of Jefferson Parish and New Orleans Metropolitan Area – 1990-2010**

Source: Kenner 2030: Strategic Plan for a Prosperous Future



**City of Kenner Residential Permits: 1996-2010**

Source: Kenner 2030: Strategic Plan for a Prosperous Future



stock. According to the most recent data 63.2% of the City's total housing stock was built prior to 1980; and over 25% of housing was built before 1970. A key part of the overall image and attraction of the City is defined by its neighborhoods and with such a large percentage of the housing stock built prior to 1980 maintaining the viability of this older

stock moving forward is important to maintaining the City's character.

There has also been a significant reduction in the number of residential building permits issued. Since 2003 the number of permits has declined in nearly every year, and has not reached over 100 since '03. In the most recent year data is available only 7 permits were issued. This clearly suggests that demand for new housing has significantly dropped and could underlie the recent declining population.

**Table 3.1: Percentage of Households Paying Over 30% Toward Housing Costs**

**Specified renter-occupied housing units**

	Gross Rent as a Percentage of Household Income in 1999		Gross Rent as a Percentage of Household Income in 2010	
<b>Total</b>	10,051		8,493	
<b>Less than 15%</b>	1,997	19.90%	716	8.4%
<b>15 to 19%</b>	1,546	15.40%	1,716	20.2%
<b>20 to 24%</b>	1,404	14%	871	10.3%
<b>25 to 29%</b>	819	8.10%	693	8.2%
<b>30 to 34%</b>	768	7.60%	405	4.8%
<b>35% or more</b>	3,007	30%	4,092	48.2%
<b>Not computed</b>	510	5.10%	608	7.16%

**Key Issues and Challenges**

- Stagnant housing market
- Static homeownership rates – below national average
- Declining home values relative to surrounding communities
- Increasing numbers of households with housing affordability issues
- Significant decline in new residential building permits

**Selected Monthly Owner Costs by Income**

	Housing Unit without a Mortgage in 2010		Housing Units with a Mortgage in 2010	
<b>Total</b>	5,127		9,858	
<b>Less than 20%</b>	3,892	75.91%	3,929	39.80%
<b>20 to 24%</b>	364	7.10%	1,584	16.10%
<b>25 to 29%</b>	388	7.57%	817	8.30%
<b>30 to 34%</b>	40	0.78%	629	6.40%
<b>35% or more</b>	443	8.64%	2,905	29.50%
<b>Not computed</b>	136	2.65%	63	0.64%

Source: US Census



## Future Population

One of the keys to successful future land use planning is a realistic expectation of future population. However, population forecasting is, at best, an inexact science due to a multitude of social, economic, environmental, and regulatory factors acting separately and in concert to ultimately determine an area’s future population. Population projection techniques range from the exercise of judgment to the use of complex mathematical models. Regardless of the method used, projections tend to be, at best, statistical guesses, and the more distant the planning horizon, the more uncertain the forecast.

To deal with these concerns we evaluated several population projection methodologies to determine the best model to project the likely future population for Kenner. These included a Cohort Survival, Arithmetic, and Geometric modeling process. It is always important to remember that these projections are only careful estimations of what is likely to be the future population, and that external factors, such as the economy and migration, can and likely will impact actual population growth.

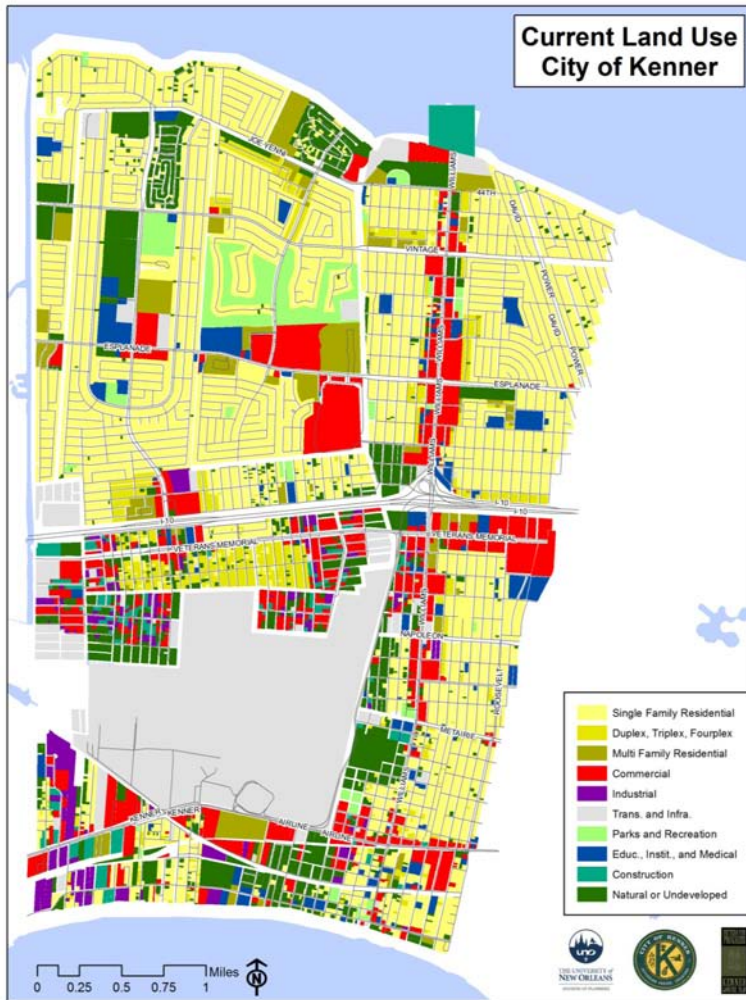
After testing the projections of the various models against previously known population points and against the U.S. Census population count for 2010 it became apparent that the Cohort Survival projections came the closest to the actual population. This method is the recommended method for forecasting the future population in Kenner.

Year	Cohort Survival	Arithmetic	Geometric
2015	63,800	64,763	64,842
2020	61,171	62,845	63,054
2025	57,742	60,927	61,315
2030	54,365	59,009	59,623

The Cohort Survival model projects Kenner’s population to decline from the current level of 66,681 to 54,365 by 2030. This projected decline is driven by the clear shift in age distribution to an older population, as well as the decline in the number of families with children. Additionally, the recent lack of housing production further suggests that the City is becoming less desirable for new families.

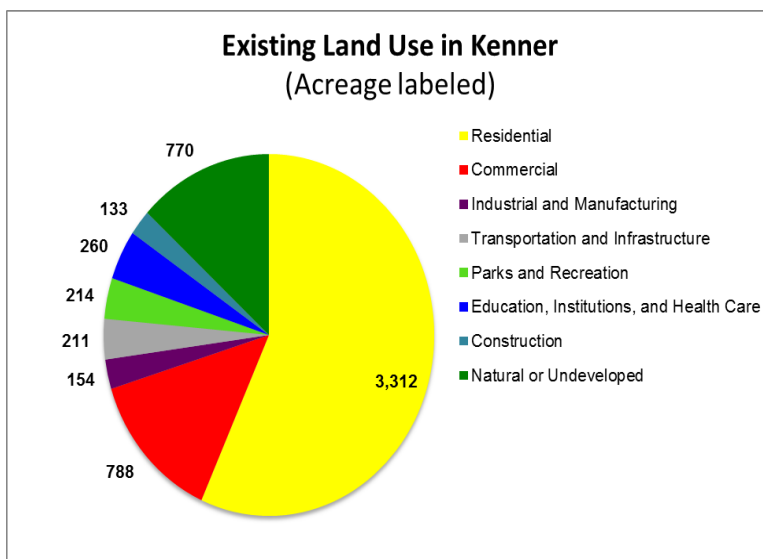
## Land Use Development in Kenner

Kenner is dominated by three physical boundaries – the Mississippi River, St. Charles Parish, and Lake Pontchartrain. Kenner also shares a political boundary with Jefferson Parish on the East. The land use pattern established inside Kenner started close to the river prior to the 1960s and included Rivertown and Hansen City south of Airline Highway – generally considered “Old Kenner.” As populations exploded from the Baby Boomer generation the City developed northward pattern towards Lake Pontchartrain. The area north of Interstate 10 and west of Williams Blvd. is largely single-family residential in character. Duplex and small multi-family dwellings are often found mixed in with otherwise single-family neighborhoods in some areas in Kenner. Multi-family developments are plentiful but tend to be separate developments located along major commercial corridors.



Kenner is dominated by typical retail oriented commercial activity and office uses. These are almost exclusively located along main commercial corridors, with very little commercial intrusion into neighborhoods. Williams Blvd., Veterans Memorial Blvd., West Esplanade Ave., Airline Dr., and portions of Loyola Dr. are the major commercial corridors serving Kenner. The Esplanade is a major regional retail mall located in Kenner and offers significant space for commercial activity.

Two major physical developments dominate Kenner - the Louis Armstrong International Airport and the Interstate 10 corridor. The airport dominates land use patterns in South Kenner between Airline Dr., Veterans Memorial Blvd., and Williams Blvd. The airport is a key source of revenue for Kenner as well as driving force for development patterns along its perimeters. Interstate 10, 6 lanes wide, bisects the City as well as connects Kenner to major regional hubs to the east and west, and via Interstate 55 to major Midwestern regional centers. Combined with the airport, this gives Kenner a tremendous advantage to attract development centered on regional commerce and distribution.



Another key land use issue is the Airport buyout land. This property was purchased with federal funds by the airport to reduce incompatible residential land uses within certain noise contours of the airport. Once purchased, this land cannot be used for residential or other purposes deemed incompatible by the Federal Aviation Administration (FAA). The FAA also



purchased property to create Runway Protection Zones (RPZ) at the end of the north-south and east-west runways. This land cannot have any active physical development but can have certain passive uses.

While some of the Airport Buyout Land has been redeveloped as part of individual purchases or land swaps, the vast majority remains vacant. Since the proceeds of any sale of property purchased under the noise abatement program must be used to reimburse the FAA, they have directed airports around the country to increase efforts to dispose of this property.

## Key Land Use Issues and Future Land Development Opportunities in Kenner

The development patterns of Kenner have migrated over time from the river to the lake. Reflective of the east bank of Jefferson Parish, the developed area is effectively the entire city. Opportunities for new development in Kenner are limited in terms of open space available for new development; so future planning must focus on redevelopment and change of existing uses and locations. Public comments focused on several new types of development that don't currently exist in Kenner. This plan, through the Future Land Use Map, identified eleven locations that offer an opportunity for new development efforts to strengthen Kenner's quality of life.

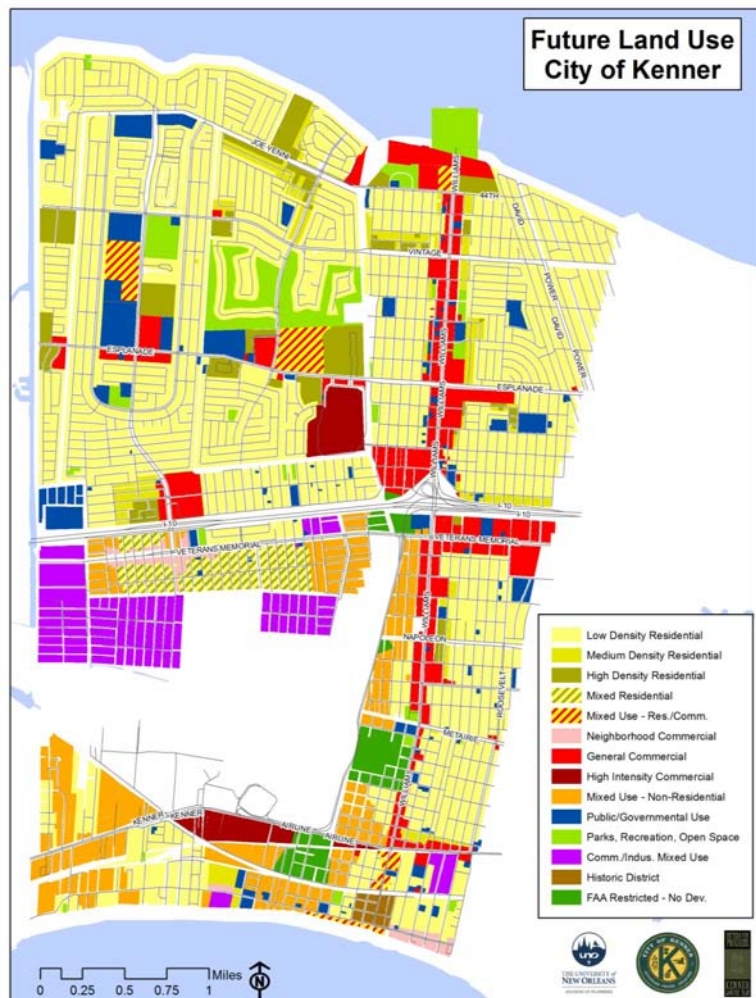
### 1. Laketown

The Laketown area has witnessed new recreation and commercial development in recent years, a pattern that is likely to continue. There are several large parcels of vacant land and surface parking in

Laketown that, when redeveloped, could transform the area into an active shopping, living, entertainment, and recreation destination. Plans for a town center and other mixed-use developments are detailed in the 2028 Laketown Master Plan.

### 2. Loyola Tract

Located between the Ochsner Medical Center and a future site for a planned high school, this undeveloped land could develop in a variety of ways. Residential, commercial, or mixed use are all possible



future land uses. In addition to being developed, the land could remain in its natural state and serve the area as a water asset in coordination with the Greater New Orleans Urban Water Plan recently completed by Waggoner and Ball Architects. The Loyola tract could be used for water storage for the entire East Bank of Jefferson Parish in a way that focuses on preserving green. This could add significant value to the development potential of the vacant acres, as well as the surrounding area by helping to reduce subsidence and alleviate some of the drainage issues in the University area.

Additionally, the Pattern for Progress Comprehensive Plan lists the Loyola tract as a special study target area.

### ***3. Chateau Village Shopping Center***

This thirteen (13) acre retail site located at the intersection of West Esplanade Avenue and Chateau Boulevard formerly contained an aging mall center with several wings. In 2007 much of the structure was demolished except for a portion of the original mall and a stand-alone strip center to the north. The Kenner City Council approved several concepts for redevelopment of the site, most recently in 2011 in which the commercial center would be anchored by a Kohl's department store. To entice development the council also adopted a Tax Increment Financing District around the proposed Kohl's building location. Unfortunately, to date no development

has occurred and the site sits in a state of much needed upgrade.

### ***4. The Esplanade***

Much like its counterparts throughout the nation, The Esplanade is a regional mall that is facing ongoing retailer issues, with its own unique challenges. Some infill development in the parking perimeter has occurred to accommodate a new movie theater. There is one undeveloped outparcel located at the south east of the mall site, and an existing movie theater located southwest that has potential to be reused. Through greater redevelopment efforts and visioning, this mall site also has the potential to transition to a town center concept, allowing for more mixture of use, resulting in a walk able and transit-friendly development.

### ***5. 32nd Street Land Tract- Former Airport Buyout Land***

Encompassed by Interstate 10, The Esplanade, and Williams Boulevard, this twenty-five (25) acre site of undeveloped land was formerly owned by the New Orleans Aviation Board and classified as airport buyout property. Title to the land was transferred to a private party and is owned by The Home Depot but has not yet been developed. The land was originally a residential neighborhood, acquired and cleared as part of the FAA's Noise Abatement Program. Therefore only non-residential development is allowed. The site is large enough to be used for a variety of commercial uses, and can tie into the existing commercial and office uses located along the 32nd Street corridor which serves as the gateway to The Esplanade mall from Williams Blvd. and the I-10.



## ***6. Airport Land - East***

The airport purchased this land between Williams Blvd. and the Airport Access Road as part of the FAA's Noise Abatement Program carried out in the 1990's. Federal regulations prohibit any residential uses in the future. Because the program was strictly voluntary, not all land owners decided to sell and relocate. As such there is a "jack-o-lantern" pattern in this area with some residences still existing meshed with vacant land owned by the airport. There are also multiple landowners within this target area. Small-scale commercial and industrial uses are currently common in and around this target area.

Because the area sits between two major drainage canals there is the possibility of using some of the land to support actions called for in the Greater New Orleans Urban Water Plan. The land could be used as an 'excess capacity' zone to store storm water before it is released into the drainage system.

## ***7. Morgan Playground***

Located on Third Street, this undeveloped parcel is not actually an active recreational playground. An industrial use, housing, and a cemetery flank it. The Future Land Use Map envisions neighborhood scale commercial uses along the busy street, with residential uses behind them. A neighborhood scale development in this area could also add retail options close to many of the residential neighborhoods in South Kenner.

## ***8. Airport Buyout Land South of Airline Drive***

The South Airport Land has the same restrictions and scattered development pattern as the land east of the airport. Recently the East Jefferson Parish Levee District began pursuing the purchase of private property and airport owned property along with adjacent public

rights-of-way to accommodate their proposed new administrative complex. The remaining land owned by the airport offers more accessibility to Rivertown and the Airline Drive corridor. There are also several railroads nearby.

## ***9. Riverfront Land***

The Future Land Use Map shows seven blocks on the riverside of Third Street, at the foot of the Mississippi River levee, as mixed-use residential and commercial. There are vacant parcels along the border of the Rivertown Historic District that have the potential for development that takes advantage of its setting. Residences could have views of the river; access to bike trails; and businesses could take advantage of visitors and residents passing by.

## ***10. Rivertown Historic District***

Rivertown represents the original City of Kenner (Kennerville) and reflects its one time main commercial or downtown district. It offers a walkable commercial corridor with historic buildings, several restaurants, and boutique and gift shops. Unfortunately there are still several empty storefronts, several closed museums, and some vacant land on adjacent blocks. The redevelopment of some of these properties and the inclusion of residential uses can add more vitality to the area as well as support and attract development in the surrounding area. Rivertown has been designated as a Cultural District as well as a Historic Mainstreet. Development

should focus on supporting the historic mixed-use urban fabric of Rivertown. Various programs and events – such as farmer’s markets, the Italian Heritage Festival, and the recent Oktoberfest celebration - draw many visitors. Lastly, the possibility for rail transit still exists with planned stops near Rivertown. This could greatly accelerate the redevelopment of this historic neighborhood and bring more transit oriented development opportunities.

Rivertown is also included in the Comprehensive Resilience plan as a special study area.

### ***11. Louis Armstrong Airport Terminal Relocation to North Side of Airport***

Over the last few months the Airport has been studying alternatives for redeveloping the passenger terminal operation building. It is now apparent that the Airport will seek to relocate the existing main passenger terminal operations from the south end along Airline Hwy. to the north side adjacent to the east-west runway. This potential move has significant and possibly profound implications to the land use, traffic, and development patterns on both the north and south sides of the Airport.

Several questions remain unanswered at this time, while press reports indicate that the Airport will seek to complete the move by 2018 – in time for New Orleans to celebrate the City’s 300th birthday.

This expedited time frame provides Kenner with little time to anticipate and plan for anticipated impacts to development patterns from this move. The City recently hired the services of an architectural, engineering, and planning firm to begin the process of identifying those potential impacts.

While the airport is owned by the City of New Orleans, Kenner has oversight on all permitting, land use, and zoning matters pertaining to the airport property. This is critical since the City will bear the brunt of any impacts from the terminal relocation.

As of now the components of the relocation include:

- Moving the passenger terminal operations building to the north side of the airport
- Making Aberdeen St. at Loyola Dr. the main terminal entrance with construction of a boulevard
- Building a flyover from Interstate 10 to Veterans Blvd. at Loyola Dr.
- Redeveloping the vacant terminal on the south side

These are the only details known at this time. Based on this several questions emerge.

#### ***1. How will moving the terminal to the north end affect development patterns and uses along Airline Drive?***

Currently, many uses along Airline Drive south of the airport are directly related to the terminal operation – including long-term parking, hotels, among others. Moving the terminal all the way to the north side could limit the usefulness of these existing developments.

#### ***2. What types of redevelopment will occur at the old terminal site and what will those impacts be to development patterns?***

There is tremendous uncertainty on the impacts of any redevelopment on the south terminal site since any land



uses there could supplant existing uses along Airline Dr. or impact other sectors of the economy in Kenner. Alternatively, if the airport does not redevelop the terminal site, or any part of the south side, will that potentially reduce the economic impact along Airline Dr.?

### ***3. How will a north terminal impact land uses and development patterns along Veterans Blvd.?***

Currently the future land use plan calls for neighborhood scale commercial development along Veterans Blvd. west of Williams Blvd. This is due to the residential community living between Interstate 10 and the Airport. There are single-family neighborhoods as well as significant multi-family units in this area. Clearly existing development patterns surrounding the current south terminal operation tend to be highly intense – with significant traffic flow. Shifting this flow to the north side along Veterans and Williams Boulevards would likely alter the future intensity of development.

### ***4. What will the impact be on building a flyover from I-10 at Loyola to Veterans Blvd. or possibly directly onto airport property?***

Building a flyover will have large impacts on development patterns along Loyola Dr. as well as Veterans Blvd. It is not known at this time where the flyover will descend to a grade level with the options apparently being Veterans Blvd., Aberdeen St., or possibly carried directly into airport property. Given the impacts that this type of physical infrastructure has had on other communities it warrants serious attention from Kenner officials.

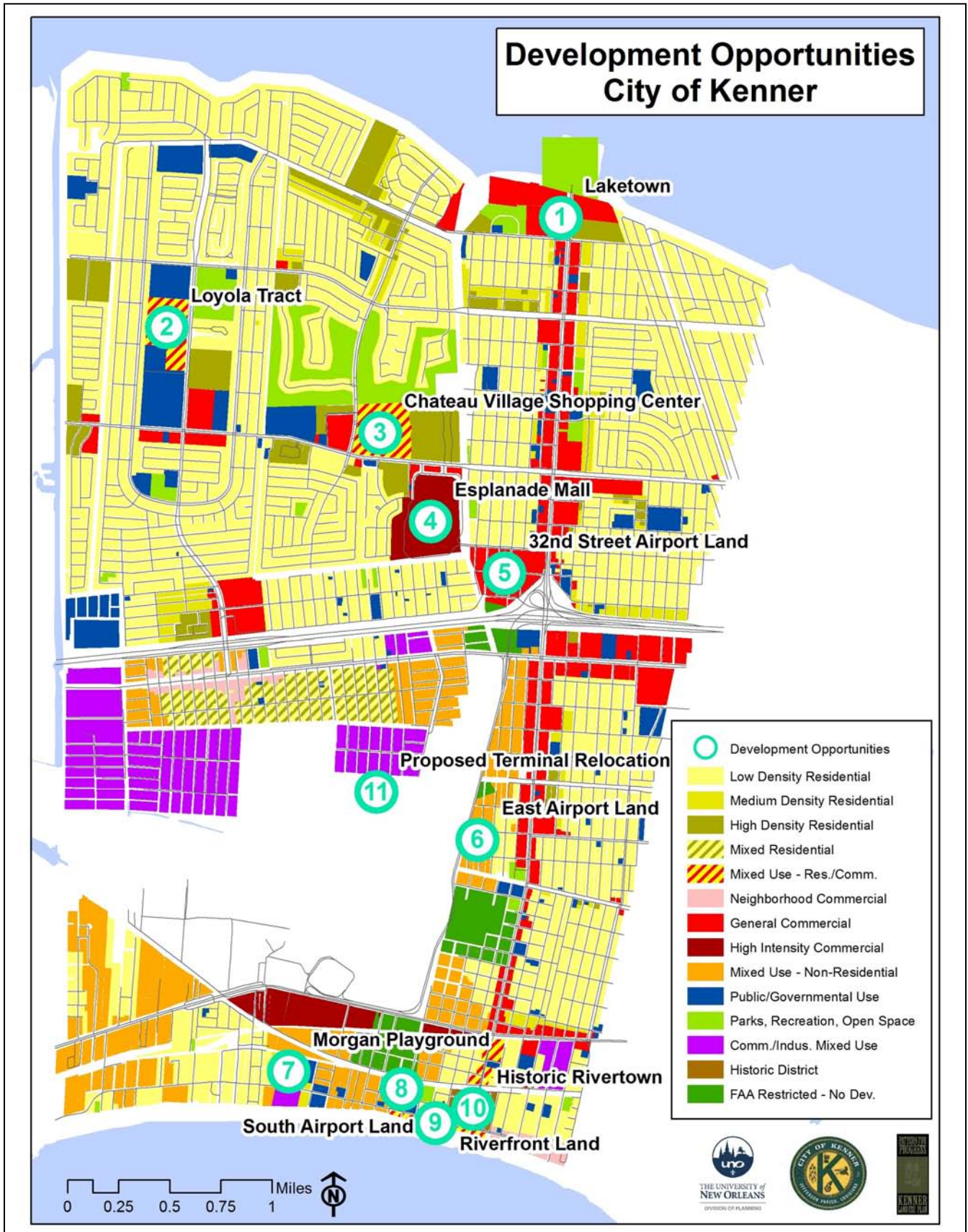
### ***5. How will the redevelopment on the north side impact the residential areas between the Airport and I-10?***

Of all the questions raised by the relocation this one could be most critical for Kenner officials. The airport has already been responsible for displacing a significant number of households as a result of the noise abatement program in the mid 90's. There are significant numbers of households between Veterans Blvd. and the Airport. Generally this is a lower middle to lower income area of two, three, and four-family units, and would be directly impacted by any large-scale redevelopment along Veterans Blvd. Additionally, there are some single-family homes along Veterans Blvd. below I-10 that would also be impacted if development patterns change along Veterans Blvd.

### ***6. How will any new developments on Airport property impact infrastructure capacity – sewerage, water, drainage, street, etc. – in Kenner?***

The proposed terminal will carry a large footprint. The City must ensure that all impacts to infrastructure are identified – including conducting or having the airport conduct thorough sewerage, water, drainage, and traffic studies so that the City can make an informed decision on how to address the identified impacts.

These are some of the most critical questions that need to be considered relative the future land use. It is critical that Kenner officials recognize the potential impacts and plan accordingly. Any shifts in long-term land use can be amended into the Comprehensive Resilience plan in the future.





## Citizen Engagement: What Kenner Residents Said

Public participation is the most important component of the comprehensive planning process. The visions and goals established by the City of Kenner Pattern-for-Progress Comprehensive Resilience Plan were developed with input from Kenner citizens along with the technical analysis of demographic, land use, housing, and economic development data. The process engaged the public through various sources, including:

- Public meetings
- A community image survey - A presentation of images of elements from different communities that participants were asked to rank in order of preference.
- Small discussion groups and comment cards.
- Meetings with leaders in various sectors, including the business, real estate and environmental sectors.
- Meetings with elected officials and department heads.
- One-on-one meetings with individual citizens and stakeholder groups.
- Updates on the City's website.
- Articles and updates found in traditional and social media outlets.

During the citizen participation phase of the plan development, citizens and elected officials attended six public meetings to help shape the future of their community. Neighborhood meetings were held in each council district. During these workshops, citizens had an opportunity to identify and prioritize issues related to economic development, housing and public facilities. They also took a multi-slide community image survey and commented on the vision statement adopted in the 2008 Pattern for Progress Land Use plan. The results of these community workshops are provided below.

## Vision Statement

***“The City of Kenner will continue to be a place where all citizens enjoy a high quality of life, where economic development and opportunities are enhanced, and where Kenner’s cultural character is preserved for new and existing families.”***

*Pattern for Progress Land Use Plan, 2008*

This vision statement was derived from a series of public workshops conducted in 2001 and reaffirmed during public meetings held in 2007 where citizens came together and identified their vision for the future of Kenner. The current planning process serves to update and expand upon the 2008 land use plan for which this vision statement was created. In the recent series of public workshops, citizens were asked to comment on whether or not they agreed with the vision statement. 59% of participants said they agreed with the statement, 18% did not agree with the statement and 23% were uncertain.

Included in this exercise was the question: *“What would you like to see in Kenner in 20 years?”* The following is a summary of the most common responses:

- Kenner should be developed as a quality bedroom community. Many people who live in Kenner work in outside the city. Understanding this



- reality, Kenner should be developed in a way to be a great place to live.
- Kenner needs more mixed-use development.
  - There needs to be better public transit connections within Kenner between Kenner and surrounding communities – particularly New Orleans and Metairie.
  - Land along the lake and the river should be developed.
  - Better streetscape design will help make Kenner a more attractive place to live and work.
  - Bike paths needed to provide more transportation options and recreation opportunities.
  - Canals should be maintained to provide “organic beauty” and additional public spaces for the city.
  - Enforcement of regulations and codes needs to be consistent and fair.
  - Better healthcare facilities.
  - A farmers market.
  - Better public schools.

## Community Issues and Priorities

The issue identification session began with citizens identifying at least three, but possibly more, individual issues in each category that citizens thought were important for their neighborhoods. The three categories, based on the scope of the planning process, are economic development, housing and public facilities. The results from each session were then organized into sub-categories to help clarify community issues and priorities.

The public input efforts described above revealed a number of recurring themes and concerns accounted for in this plan:

### *Economic Development and Jobs!*

Kenner has many economic and employment opportunities to capitalize on including:

- **Laketown** – Presently attracting new businesses, there is great potential for more recreation – oriented development along Lake Pontchartrain.
- **Rivertown** – Kenner’s historic area along the Mississippi River could become more vibrant with mixed use and appropriately scaled and designed commercial development.
- **Louis Armstrong International Airport** – A major regional economic engine, the Airport and related industries continue to be a major part of Kenner’s economy.
- **Commercial Corridors** – Many of Kenner’s major commercial corridors – Williams Blvd., Veterans Blvd., W. Esplanade Ave., etc. – are rather unsightly and cluttered looking. A more aesthetically pleasing Kenner can attract more residents and businesses.
- New retail opportunities are needed. Industry brings jobs to the City; workforce training should help young adults for these jobs.

### Employment

Participants stated that Kenner needs more growth in quality jobs. They identified Kenner as primarily a bedroom community where most residents work outside of the city. While not considered a negative for Kenner, the lack of local employment is considered a major hindrance to economic growth in Kenner.

### Development and Investment Opportunities

Participants offered many ideas for development and investment opportunities throughout Kenner that could

help improve the Kenner economy. Chief among the responses was the development of Kenner's waterfronts along the lake and river. The adaptive reuse of old structures was brought up as a way to both increase development and deal with old, abandoned properties. The development of airport land as retail or a recreational amenity like a water park was supported. The creation of local open-air farmers market to provide more healthy food options was also echoed throughout meetings.

The improvement of transit services within Kenner and between Kenner and the surrounding area was suggested as a major concern for many participants. They cited the lack of transit as an impediment for many to access jobs and other opportunities in Kenner. There was also wide support for a New Orleans to Baton Rouge rail line with a Kenner stop in Rivertown. Such a stop could be used to help spur development in the Rivertown area.

### *Land Use, Public Facilities and Transportation*

- Parks and green space should be improved and maintained.
- Commercial corridors need beautification.
- Reliable connections to I-10 are crucial to hurricane evacuation.
- Biking and walking paths should be built to connect neighborhoods.
- Reliable and regularly scheduled public transit service should be implemented.

### **Regulation and Enforcement**

The enforcement of housing codes was considered an area in which Kenner falls short. Codes need to be politically supported and enforced on a stricter and more consistent basis. Furthermore, many community members felt that some of the existing codes were not strict enough and the resulting lack of up keep by many

property owners detracted from the overall quality of Kenner neighborhoods. Many participants also suggested the adoption of strict private covenants in each neighborhood as a method for regulation and enforcement of housing codes. The issue of blight was also a major concern for participants and something they feel needs to be addressed in a more aggressive manner.

### **Availability of Housing Options**

Many participants said they want Kenner to be a place where people could "age in place." This means that various housing options for people at various stages in their lives need be available. For elderly residents the availability of assisted living options is important. For young adults without children, apartments, condos are needed. Not everyone who wants to live in Kenner needs or desires conventional single family, suburban style homes and the housing stock of Kenner needs to reflect that reality. This variety of housing options also needs to include various housing densities for people who prefer neighborhoods of differing character.

### **Affordability of Housing**

Along with increasing the variety of housing options in Kenner, many participants also mentioned affordability as a major concern. They cited the inability for many young people to find housing options they could afford a major problem facing Kenner. Kenner is a city with a large number of low-wage jobs in the retail and service sectors, but many



who work these jobs cannot afford to live in Kenner. It is, however, important to note that many people also said they wanted to do away with Section 8 housing (housing choice voucher program) in Kenner and other affordable housing options that do currently exist.

### **Education**

The two main areas of concern in education are schools and libraries. Participants said they wanted public libraries to have more community resources like tutoring centers and public meeting rooms. Many residents said they wanted the City of Kenner to create a school for gifted and talented students. Perhaps most important, participants said they wanted schools to be warm and inviting places for their children and explicitly pointed out that they do not want “prison architecture” to be used under any circumstance in school construction.

### **Public Health and Safety**

Public health and safety was a major issue for participants in the workshops. The need for a hospital in Kenner was brought up numerous times. Participants also said that Kenner needs more police and fire stations to better respond to emergencies. Beyond the need for direct services, the need for better designed and maintained crosswalks and sidewalks and better lighting along streets was an important concern regarding public safety.

### **Parks/Open Space and Recreation**

The lack of quality parks, open space and recreational opportunities was a concern of many participants. The drainage canals that crisscross much of north Kenner are poorly maintained and many participants said they should be beautified and maintained as linear parks and not just for drainage. With summers in mind, splash parks were suggested as a way for kids to recreate and beat the heat. The need for bike paths and walking trails was an important concern as was the need for more adult recreation opportunities and social gathering places.

### **Urban Design and Appearance**

A consistent theme from the workshops was the lack of good urban design throughout Kenner, particularly along major thoroughfares. Better landscaping and street design is greatly desired. As one participant emphatically said “We need more trees!”

### ***Environmental and Hazard Mitigation Issues***

Like most of south Louisiana, drainage and street flooding are common problems in the City of Kenner.

- Hurricane evacuation and sheltering plans need to be stronger.
- Pollution threatens the health of residents, often from waste treatment, industry, and chemical plants.
- Better hurricane protection is needed along I-10.
- Wetlands restoration will keep the City of Kenner buffered from storm surge and high water levels.
- Continue improving local drainage facilities – canals, pump stations, etc.

### **Flood Mitigation**

Flooding is a major concern in Kenner. Because of this reality, homes are supposed to be elevated, but elevating a home is expensive. Participants said they

would like for the city to take a more active role to help residents elevate homes to reduce the flood risk for homeowners.

## Community Image Survey

The Community Image Survey (CIS) was designed to introduce participants to visual land use plan concepts and to help determine visually what sort of community citizen's of Kenner want to live in. The CIS was administered at the public neighborhood meetings, the mayor's Economic Development Advisory Committee and the Kenner Professional Business Association. Participants viewed 40 slides depicting various types of land uses and/or urban design examples. Participants rated each image on a sliding scale, with positive ten (+10) representing a strong favorable reaction and

negative ten (-10) representing a strong unfavorable reaction.

Several images (slides 6, 19, 20, 28, 29, 38) received average scores of four or greater, indicating a moderate to strong preference for the depicted land use. Slides 6, 20 and 39 all showed images of pedestrian friendly urban areas, slides 19 and 29 showed well maintained parks and slide 28 showed a modern office building with a well landscaped park space in front.

Sixteen images that received a score of 1 to 4 were viewed as favorable. Like the slides that received higher scores, all the slides depicted areas that are pedestrian

## Community Image Survey Results



*These images all received average ratings greater than 4.*



*These images received some of the lowest ratings in the survey.*



friendly and well maintained. Slide 30, for example, showed an open-air farmers market while slide 40 showed a mixed-use downtown area.

A handful of images (slides 7, 10, 18, 35, 37) received scores between 0 and 1, indicating a lack of strong feeling in favor or against the image. Slides 7 and 35 showed suburban arterial roadways with moderately well maintained sidewalks and some simple landscaping. Slide 18 and 37 showed small, businesses built up to the sidewalk, creating a pedestrian friendly environment along an arterial road with a small median.

Ten slides received scores between 0 and -4, indicating a slight to moderate dislike of the images. These slides depicted mostly poorly maintained areas and/or areas that were not safe for pedestrians. Slide 8, for example, is an image of a suburban arterial roadway full of automotive traffic. In the background of the image is a suburban shopping center with a chain restaurant and an elevated highway. Similarly, slide 27 is a suburban arterial surrounded by strip shopping centers with numerous signs cluttering the streetscape.

Three images (slides 11, 15, 26) received scores lower than -5. Slide 11 showed a large industrial plant with smokestacks and chemical storage tanks. Slide 15 showed a drainage canal with no landscaping and numerous out-fall pipes protruding the canal banks. Slide 26 showed a moderately well maintained trailer home.

## IV. Land Use

### Purpose and Function

The main purpose of the Pattern for Progress Comprehensive Plan land use element is to guide future physical development within the city of Kenner. It designates the distribution, general location, and intensities of land uses such as residential, commercial, office, industrial, recreational, and institutional uses among others. Additionally, the future land use patterns should be consistent with principles that promote resilience to natural and man-made disasters. But most importantly, the land use element translates the City's vision of where Kenner wants to be in 20 years to a land use planning and policy document that organizes the physical environment into a logical, functional and aesthetic pattern consistent with Kenner's vision.

### Relationship to Other Elements

Of all the general plan elements, the land use element has the broadest scope. Since it governs how land is to be utilized, virtually all of the issues and policies contained in other Elements relate in some degree to the land use element. For example, the housing element defines policies for the provision of housing of various types throughout Kenner that is associated with the recommended physical placement of existing and planned housing. Similarly,

the location and intensity of uses recommended in the land use element are influenced by policies designed to make physical development in Kenner resilient in the case of natural or man made disasters.

### Relationship to Kenner's Development Regulations

The City of Kenner's comprehensive zoning ordinance sets forth the city's standards, guidelines, and procedures concerning the development and maintenance of land uses, landscaping, subdivision of land, and signs, among others. These regulations are intended to implement the goals, objectives, and policies of the Pattern for Progress Comprehensive Plan and protect the physical, social, and economic stability and vitality of Kenner residents and their property as well as reduce or eliminate hazards to the physical development and citizens .



### Spotlight on Resilience

Land Use planning has a wide array of tools in preparing a community for disasters and future change.

- Elevation above flood depths.
- Soil analysis and building techniques to combat subsidence.
- Building codes and development regulations that require proper stormwater management.
- Creating nodes of development close to transportation corridors.
- Walkable commercial areas with connections to neighborhoods.



## **Relationship to Jefferson Parish Envision Jefferson 2020 Comprehensive Plan**

From a physical development perspective Kenner is nearly indistinguishable within the overall physical footprint of Jefferson Parish. Clearly Kenner's shared boundary with Jefferson Parish and reliance on Jefferson Parish for several key public facilities and services- including water service, drainage and flood control, transit, schools, libraries, and Paramedic EMS requires that policy makers in Kenner monitor development and land use changes in Jefferson Parish. The Envision Jefferson 2020 Comprehensive Plan along with any relevant sub area plans provide the City of Kenner with an understanding of the long-range future development plans in Jefferson Parish and their potential impacts on Kenner. This should allow the Kenner policy makers to plan accordingly and cooperate with Jefferson Parish to ensure land use compatibility, improve public services and facilities, and provide buffers where visions between the two may differ.

## **Louis Armstrong New Orleans International Airport**

The Louis Armstrong New Orleans International Airport (LANOIA) is located within the City of Kenner. The LANOIA however is owned by City of New Orleans/ Orleans Parish. This major international airport has the capacity to provide regional air traffic for domestic and international service, both commercial and cargo, along with the necessary support facilities for major and smaller airlines. As the airport grows it has the potential to affect economic growth and quality of life levels for Kenner residents and businesses.

In addition to the economic impact, the City has been significantly impacted from airport-driven residential buyout/relocation efforts along the boundaries of the airport's north-south runway. This displaced hundreds

of residences and created a significant amount of vacant property that can no longer be used for residential purposes. The City's proposals to facilitate the redevelopment of this property along with the future redevelopment plans of the airport are included in a special section of the future land use plan. Special attention should be given to actively participating in future airport planning activities and work with the LANOIA authority to enhance economic opportunities and protect Kenner's interests.

## **Land Use Element Organization**

The Land Use Element is organized into four sections:

- **Introduction:** As indicated above, this section states the purpose of the element and briefly discusses other plans and programs that affect the future development of Kenner.
- **Existing Land Use Review and Discussion:** This section identifies the existing land uses in the City and discusses the general land use patterns in Kenner. This includes tables summarizing land uses by acre Kenner.
- **Future Land Use:** This section graphically depicts the future land use patterns for Kenner, describes the future land use categories, states the citywide land use goals and policies, and provides a statistical summary for the future land uses in the City.
- **Community Policy Areas:** This last section of the element identifies a number of specific areas of the City that require special attention and

necessitate the creation of goals and policies unique to those areas.

## Existing Land Use

### City of Kenner General Land Use Characteristics

The largest parcel of land in the City of Kenner is LANOIA, encompassing over 1,000 acres of land. Although the airport is the most noticeable land use in the city, the Pattern for Progress plan only concerns the parts of the city outside of its boundary. For this reason, all subsequent land use tables and analysis will exclude it. The location of the airport and development on the surrounding properties were still uniquely highlighted in planning for the future.

The majority of Kenner’s land use falls in the category of residential (56.7 percent) development, which will be expanded on further. Commercial uses accounted for 13.5 percent of the land area, while

undeveloped parcels followed at 13.2 percent. These three categories make up over 80 percent of the land area, while the remaining categories all fell under 5 percent.

The major dividing element in Kenner is Interstate 10, and the areas north and south of this highway are distinct and developed in different time periods. North Kenner is more residential in nature, with 67.8% of the area used for housing. These developments, which are newer in age closer to Lake Pontchartrain, are primarily single houses on larger lots, or multiple building apartment complexes. Commercial uses in North Kenner make up 8.7 percent of the area, located along Williams Blvd., W. Esplanade Ave., and Loyola Dr. Most of Kenner’s parkland is located in North Kenner, but golf courses and a single large park, Kenner City Park, account for much of the park and recreation land use. Other land uses fell below 5 percent of the area; industrial uses are notably absent from the city above the Interstate. 9.5 percent of the land in North Kenner remains undeveloped.

South Kenner features the older parts of the city developed along the river, the airport, and several large

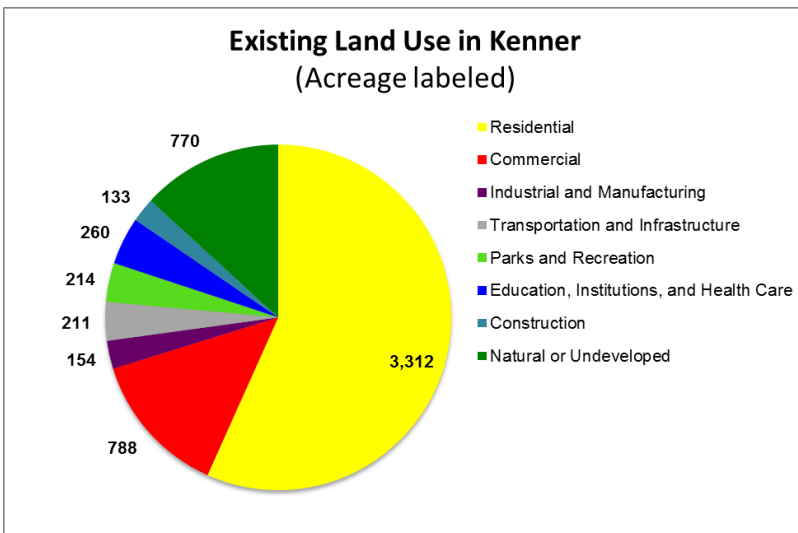
**Table 4.1: Existing Land Use in North and South Kenner**

	North Kenner		South Kenner		Kenner Total	
	Acres	%	Acres	%	Acres	%
Residential	2,527	67.8%	784	37.1%	3,312	56.7%
Commercial	325	8.7%	463	21.9%	788	13.5%
Industrial and Manufacturing	10	0.3%	144	6.8%	154	2.6%
Transportation and Infrastructure	112	3.0%	99	4.7%	211	3.6%
Parks and Recreation	195	5.2%	19	0.9%	214	3.7%
Education, Institutions, and Health Care	158	4.2%	102	4.8%	260	4.4%
Construction	48	1.3%	85	4.0%	133	2.3%
Natural or Undeveloped	352	9.5%	418	19.8%	770	13.2%
<b>Total</b>	<b>3,727</b>	<b>100%</b>	<b>2,113</b>	<b>100%</b>	<b>5,841</b>	<b>100%</b>



**Table 4.2: Residential Land Use in North and South Kenner**

	North Kenner		South Kenner		Kenner	
	Acres	%	Acres	%	Acres	%
Single Family Detached	2,157.2	85.4%	578.8	73.8%	2,736.0	82.6%
Single Family Attached	2.6	0.1%	-	0.0%	2.6	0.1%
Duplex	34.8	1.4%	107.6	13.7%	142.3	4.3%
Triplex	19.5	0.8%	10.1	1.3%	29.6	0.9%
Fourplex	78.9	3.1%	18.3	2.3%	97.2	2.9%
Multifamily	220.3	8.7%	28.0	3.6%	248.3	7.5%
Elderly Housing	11.6	0.5%	-	0.0%	11.6	0.3%
Hotel and Motel	2.6	0.1%	41.7	5.3%	44.3	1.3%
<b>Total</b>	<b>2,527.4</b>	<b>100.0%</b>	<b>784.5</b>	<b>100.0%</b>	<b>3,311.8</b>	<b>100.0%</b>



**Table 4.3: Residential Acreage, Units, and Density**

Residential Land Use	Acreage	% of Residential	Units	Density
Single Family	2,736.0	83.8%	16,157	5.91
Duplex	142.3	4.4%	1,840	12.93
Triplex	29.6	0.9%	519	17.53
Fourplex	97.2	3.0%	2,172	22.35
Multifamily	248.3	7.6%	6,150	24.77
Elderly Housing	11.6	0.4%	361	31.20
<b>Total</b>	<b>3265.0</b>		<b>26,838</b>	<b>8.22</b>

**Table 4.4: Residential Units and Density in North and South Kenner**

Area	Number of Units							Total Housing Units
	Single Family Detached	Single Family Attached	Duplex	Triplex	Fourplex	Multi-family	Elderly Housing	
Kenner	16,154	3	1,840	519	2,172	6,150	361	27,199
North Kenner	12,960	3	458	357	1,768	5,652	361	21,198
South Kenner	3,194	0	1,382	162	404	498	0	5,640
Residential Density								
North Kenner	6.0	n/a	13.2	18.3	22.4	25.7	31.2	8.4
South Kenner	5.5	n/a	12.8	16.1	22.1	17.8	n/a	7.2

areas of industrial and warehousing activities. Excluding the airport, residential land uses make up 37.1 percent of the area, and commercial makes up 21.9 percent. These commercial areas, larger than North Kenner, are located along Williams Blvd., Airline Dr., and Veterans Blvd., as well as above and below the airport. Industrial uses in South Kenner cover 6.8 percent of the land, and are interspersed in the commercial areas. Of the remaining land use categories, parks and recreation are uncommon in South Kenner, at only 19 acres. Almost 20 percent of the land is natural or undeveloped, but much of this is located in Runway Protection Zones (RPZ), where no height is allowed. Other undeveloped land in South Kenner may be associated with the airport buyout properties, where noise, height, or use restrictions apply. These properties are explored in detail in this plan.

### *Residential Land Use*

There are 3,191 acres of residential land in Kenner. Single-family detached houses, which account for 83.7 percent of all residential, dominate this use in terms of land area. The next largest residential types are multifamily at 7.4 percent, duplexes at 4.4 percent, and fourplexes at 3 percent. Elderly housing options are available in North Kenner, but by nature do not cover a large amount of land.

Both North and South Kenner devote the most land to single-family residential uses, 85.4 and 73.8 percent, respectively. South Kenner contains the bulk of the city's duplexes, with 13.7 percent of the residential area, in comparison to only 1.4 percent in North Kenner. The reverse is true for multifamily units, buildings of five units or more, where 8.7 percent of North Kenner's residential area is multifamily, as opposed to 3.6 percent in South Kenner. Hotels and other lodging make up 5.3 percent of South Kenner's residential, but are uncommon in North Kenner.

Residential density is a measure of how many separate housing units are located in an acre. It is a good



indicator for the community character, but street design and building type are equally important. As expected, density rises as the residential land uses move from single family to multi-family. Single family attached units, townhouses, were excluded from the density table because there were too few to reach a meaningful calculation of density. Most housing types had similar densities in North and South Kenner, with the exception of multifamily. North Kenner features 25.7 units per acre, while multifamily density in South Kenner is only 17.8 units per acre. The types of apartment and condominium buildings in these developments play a role in this density difference. The residential type with the highest density was elderly housing, at 31.2 units per acre, due to the small amount of space needed for each resident. The tables show the densities of all housing types in both North and South Kenner as well as in the City as a whole, and the number of units of each type.

## **Future Land Use**

Over the last 50 years, Kenner firmly established itself as a primary city within Jefferson Parish and the Southeast Louisiana region and is in fact the largest municipality within Jefferson Parish. Kenner is centrally located and well connected to the region via the Louis Armstrong International Airport, Interstate 10, and several major rail and highway corridors. Kenner has an established suburban character with distinctive neighborhoods, established commercial corridors, and two distinct areas linked to Lake Pontchartrain and the Mississippi River – Laketown Recreation Park and the Rivertown historic district respectively. It's these two focal points that add the City's unique character and provide a sense of place.

Looking to its future, Kenner must attract new quality development and redevelopment with clear opportunities that take advantage of the city's superior setting and regional location, while also understanding

the unique challenges facing communities in areas prone to impacts from natural disasters. Citizens fully recognize the importance of the moment, stepping forward in the comprehensive plan process to advance their concerns and aspirations.

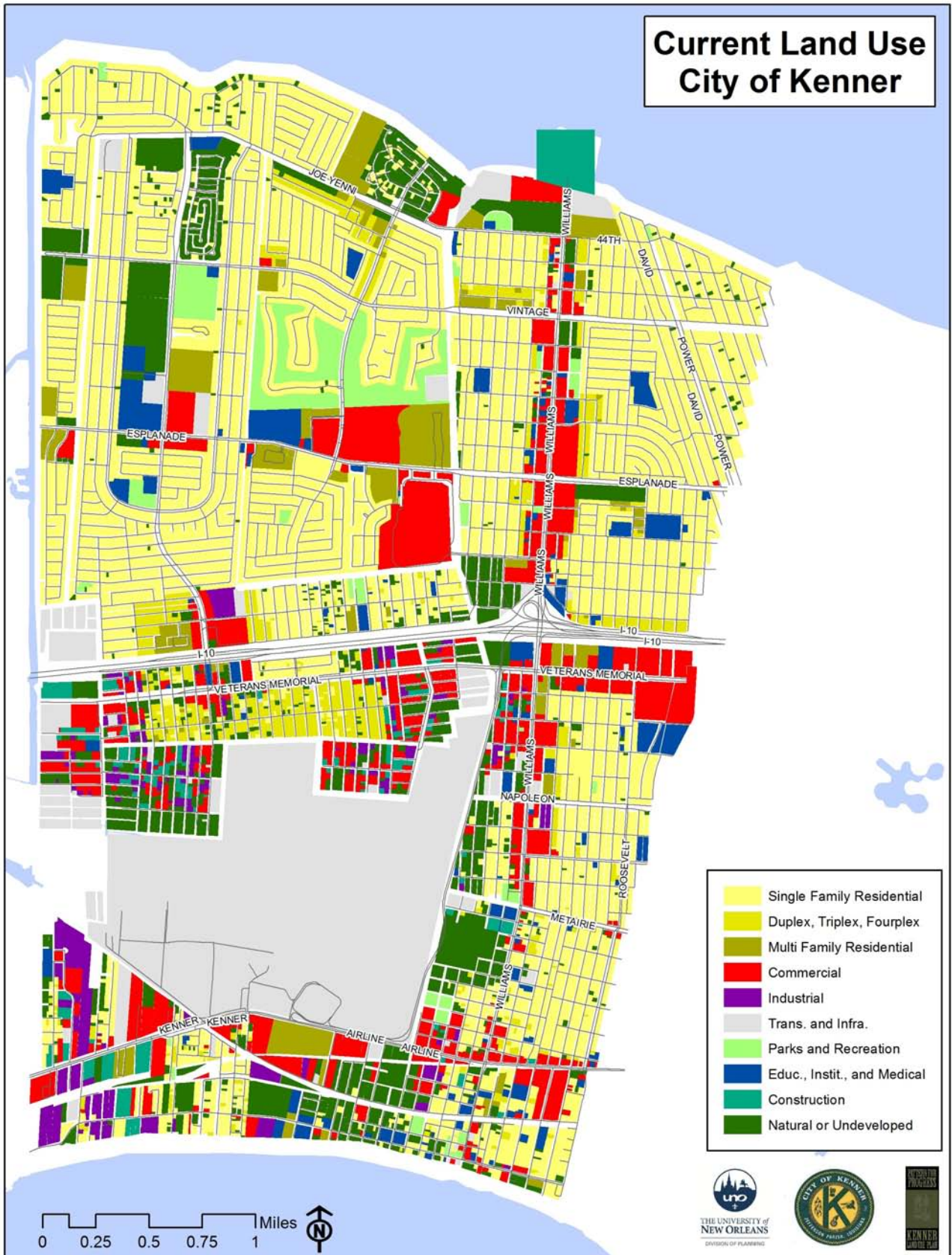
The land use element works to bring together diverse citizen interests into a single set of land use goals and policies that detail, along with the future land use map how the City should develop over the course of time. Citizen priorities emerged from the public meetings resulting in the development of the land use element goals, policies, and maps.

The land use element also provides a description of the future land use categories depicted on the future land use map, as well as identifies specific areas within Kenner designated for targeted sub area plans.

The Pattern for Progress land use element in coordination with the other elements of the comprehensive plan should serve as the primary public policy tool used by elected officials when making land use and zoning decisions, and investments in public improvements. The future land use map is intended to be a working document aimed at guiding the orderly development of the City, in its effort to maintain and enhance a pleasant living environment.

The future land use plan is based upon comments and opinions gathered during the planning process including meetings

**Current Land Use  
City of Kenner**





with the general public, City staff, and professional planners on the consultant team led by the University of New Orleans' Division of Planning.

The land use plan is based on equal consideration of a number of factors. These factors include:

- Citizen opinion and input
- Population projections and characteristics
- Existing land use patterns
- Land use goals and policies
- Compatible uses

The following land use designations appear on the Future Land Use Map. Each designation described below was developed to create a long-term plan for the development and redevelopment of the City of Kenner. The descriptions include a set of general development parameters. These parameters will be useful in developing zoning regulations that will implement the comprehensive plan.

### *Low Density Residential*

Low Density Residential provides for primarily single-family detached dwellings on individual lots throughout the City. This designation is intended to provide an environment of lower-density, single family detached dwellings, along with other related facilities such as parks and schools. These areas are the traditional neighborhoods in Kenner.

**Character:** Compatible with surrounding neighborhood.

**Location:** Predominant today, covering most areas of the city and in undeveloped areas designated Low Density Residential on the Future Land Use Map.

**Policy Direction:** Protect the character of single-family neighborhoods by infilling at compatible densities and focusing higher intensity land uses in other areas. Some attached housing may be appropriate to respond to the development-sensitive conditions related to the aging population.





## *Medium Density Residential*

Medium Density Residential primarily provides for 2, 3, and 4 family unit dwellings. This designation is intended to provide an environment of medium-density residential dwellings, along with other related facilities such as parks and schools. This density of residential units should comport with mixed-use areas in which residential is allowed.

**Character:** Two, three, and four-family units in established neighborhoods.

**Location:** Specifically mapped locations and where appropriate to surrounding development or neighborhoods.

**Policy Direction:** Focus portions of new medium density development into high quality mixed-use centers or into areas with appropriate infrastructure to support increased residential densities.



## *High Density Residential*

High Density Residential is intended to provide for 5+ multiple family dwelling units. This designation allows a higher density residential environment such as apartments, condominiums, and townhouses. High density residential can generate significant amount of traffic and therefore should be directly adjacent to a major thoroughfare. There are many areas of multiple family residential uses throughout the City.

**Character:** Includes large multi-family apartment complexes, townhouses, condominiums, and other residential developments larger than four-family units in size.

**Location:** Specifically mapped existing locations and along major corridors that support this residential intensity.

**Policy Direction:** Promote new high-density residential uses in appropriate areas with proper urban design and as part of larger mixed-use or lifestyle developments where appropriate.



## *Mixed Residential*

Mixed Residential is intended to provide for a range of residential choices. Single family houses might mix with two to four unit residential use options along with other related facilities such as parks and schools.

**Character:** Includes a range of housing from single-family up to four-family.

**Location:** Specifically mapped existing locations and as part of large-scale mixed use or lifestyle centers; or in areas adjacent to historic districts or neighborhood commercial corridors.

**Policy Direction:** Promote quality neighborhoods that offer a range of housing choices for residents.



## *Neighborhood Commercial*

Neighborhood Commercial is intended to provide for neighborhood oriented commercial uses. This designation allows uses such as coffee shops, cleaners, restaurants, and small office uses such as medical offices (but not for hospitals), etc. Pedestrian access and visual appearance are important and should be a major consideration when developing neighborhood commercial uses. Big box retail outlets and similar sized and intense uses are not anticipated in neighborhood commercial areas.

**Character:** Neighborhood scale commercial uses and services such as groceries, coffee shops, and personal services, etc. that are compatible with adjacent residential neighborhoods and other surrounding development.

**Location:** Specifically mapped locations in areas with limited transportation capacity, and adjacent to historic centers.

**Policy Direction:** Provide neighborhood supporting commercial services and amenities to surrounding neighborhoods and along historic commercial





corridors. Should promote pedestrian scale when appropriate.

### *General Commercial*

General Commercial / Design Guidelines are intended to provide suitable locations for general retail and service establishments. These types of commercial uses are generally developed along major roads. Uses typically found include larger supermarkets, discount stores, department stores, appliance and furniture stores, and specialty shops. These types of land uses rely on a market area much larger than that of the neighborhood commercial areas and can provide either convenience and/or comparison goods.



General Commercial may take the form of either a shopping center or groups of buildings sharing common access, architectural style and design elements. The General Commercial designation also includes special retail and service uses, such as garden sales, building supplies, auto dealerships, etc. Uses in this area should be developed with an eye toward improving the visual aesthetics of the City and improving pedestrian access.

**Character:** Primarily retail, service, and professional office uses that support city-wide and sometimes regional scale access.

**Location:** Specifically mapped locations along major transportation corridors.

**Policy Direction:** Promote increased general commercial uses in appropriate areas and improve pedestrian access where possible.

### *High Intensity Commercial*

High Intensity Commercial is intended to provide for commercial uses that have large impacts on the surrounding areas, especially traffic generation. Examples of these uses include parking garage for the airport and other airport related services and large regional commercial outlets among others.



**Character:** Large auto supported regional retail centers and airport supported commercial uses.

**Location:** Specifically mapped locations along or adjacent to major commercial corridors and the airport

**Policy direction:** Maintain existing auto supported regional and airport supported commercial centers served by adequate transportation infrastructure and appropriately buffered from surrounding less intense uses.

## *Mixed Use*

Mixed-Use developments are areas of commercial, industrial, and - where appropriate - housing that provide a variety of compatible living, work, and recreational opportunities in close proximity. Mixed-use areas generally have more flexible residential density requirements than currently exist. When possible sidewalks should connect nearby residential neighborhoods to mixed-use areas, enabling residents to walk for shopping, recreation and leisure, and for some work. There are two types of mixed-use areas designated on the Future Land Use Map:



### **1. Mixed Use – Residential/Commercial**

This category promotes development of new mixed-use areas and to allow for continued residential uses in areas of the City where there already is a strong mixed use environment. This land use designation is designed to maintain and promote the flexible development and redevelopment of appropriate areas of the City with a mixture of residential, commercial, public/institutional and office uses. Such uses may be located in combination with one another within a single building. Single-family development is not anticipated within this land use category.

**Character:** Mixed-use, walkable environments with urban amenities serving the development and the surrounding neighborhood.



**Location:** Specifically mapped locations and historic centers; arranged to serve supporting neighborhood.

**Policy Direction:** Focus portions of new development into high quality mixed use centers providing commercial and living options as well as services to a surrounding neighborhood in a pedestrian oriented, mixed-use environment.

## **2. Mixed Use - Non-Residential**

Mixed Use - Non Residential is targeted primarily to areas categorized as airport buyout land and areas surrounding the LANOIA where residential uses are not appropriate. This land cannot be developed residentially or as schools or churches – as in the case of the airport buyout land; or is situated such that residential uses – while not prohibited - are not appropriate. This category anticipates a variety of uses such as office, commercial, warehousing, or some industrial. Development scenarios including office or industrial parks are anticipated for this land use category.



Since the Airport and City of New Orleans own much of the remaining airport buyout land, it is important that the City of Kenner and the leaders of both the City of New Orleans and the New Orleans Aviation Board work together to foster the redevelopment of those areas. The future land use map identifies two key areas where further economic development planning and design is needed. These areas are noted on the future land use map as Airport Buyout Redevelopment Zones.

**Character:** A combination of commercial and light industrial uses.

**Location:** Specifically mapped locations focusing on the Airport Buyout Land and areas directly adjacent to the Louis Armstrong International Airport.

**Policy Direction:** Provide for the development of previously vacant land and areas not suitable for residential development into high quality mixed-use

corridors providing economic development options to the surrounding community or region.

### *Historic District*

The Historic District designation is exclusive to the area designated on the future land use map and is generally known as Rivertown. This designation is intended to promote the preservation of the historic, architectural, and cultural nature of the city and to provide a pedestrian accessible mixed-use environment consisting of a variety of retail, office, residential, civic, and service uses in the area. This designation should provide for maintenance and enhancement of the historic architecture and uses where designated in order to promote preservation of the city's culture.

**Character:** Includes older residential neighborhoods, and mixed-use, walkable environments with urban amenities that promote and protect the historic physical character of the district and support the surrounding neighborhoods.

**Location:** Specifically Rivertown but could also include future designated historic centers or neighborhoods within Kenner.

**Policy Direction:** Preservation of the character, use, and architecture of historic neighborhoods and centers.



### *Commercial - Industrial*

The Commercial - Industrial designation anticipates uses such as warehousing, construction, shipping, manufacturing, etc. whose external and physical effects are restricted to the immediate area having only a minimal effect on surrounding areas. Such uses should be enclosed within a building and any external effects are not to be experienced beyond their property boundaries. Such areas should be located on and adjacent to roads capable of adequately accommodating necessary truck traffic, and should be isolated from residential areas.





This category is generally confined to the areas on the north side of the LANOIA and along sections of Airline Drive, and should foster the development of airport related land uses.

**Character:** Light industrial, office, heavy commercial and other similar uses developed in a way to minimize impacts on adjacent less intense development.

**Location:** As mapped on the Future Land Use Map as well as areas adjacent to the airport or on airport buyout land.

**Policy Direction:** Provide suitable areas for intense development with minimal impacts on surrounding less intense uses; to support the economic development of Kenner.

### *Parks, Recreation, and Open Space*

The Parks, Recreation, and Open Space category is intended to provide adequate land for public and private parks, recreation facilities, and open space systems. This classification includes existing parks and recreational facilities as specified by the city and areas of new recreational development. It also includes bicycle lanes and paths located in various areas of the city.

**Character:** Facilities serving active and passive recreation needs and open space in its natural state.

**Location:** Throughout Kenner as identified on Future Land Use Map.

**Policy Direction:** Provides a system of active or passive recreation areas and facilities and public open spaces that serve the recreation needs of all residents.

### *Public/Governmental*

Areas designated as Public/Governmental land use are intended to accommodate such activities as governmental and public buildings, schools, churches, and other institutional uses. This designation includes government



service buildings such as city hall, libraries, public works facilities, police, fire, etc. It also includes elementary, middle, and high schools.

**Character:** Accessible facilities serving governmental and public service activities.

**Location:** Throughout Kenner in areas accessible by auto and transit.

**Policy Direction:** Provides for a full complement of governmental and public services for all residents and are accessible to all residents.

### *FAA Restricted – No Development*

This designation refers to airport buyout land that the Federal Aviation Administration does not allow any development that allows people to congregate. This land is located directly adjacent to the ends of the north-south runway and the east side of the east-west runway. These areas are considered the highest risk of incidents during aircraft takeoffs and landings. This essentially is a no development designation and the land is only suitable for passive green space.



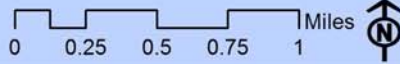
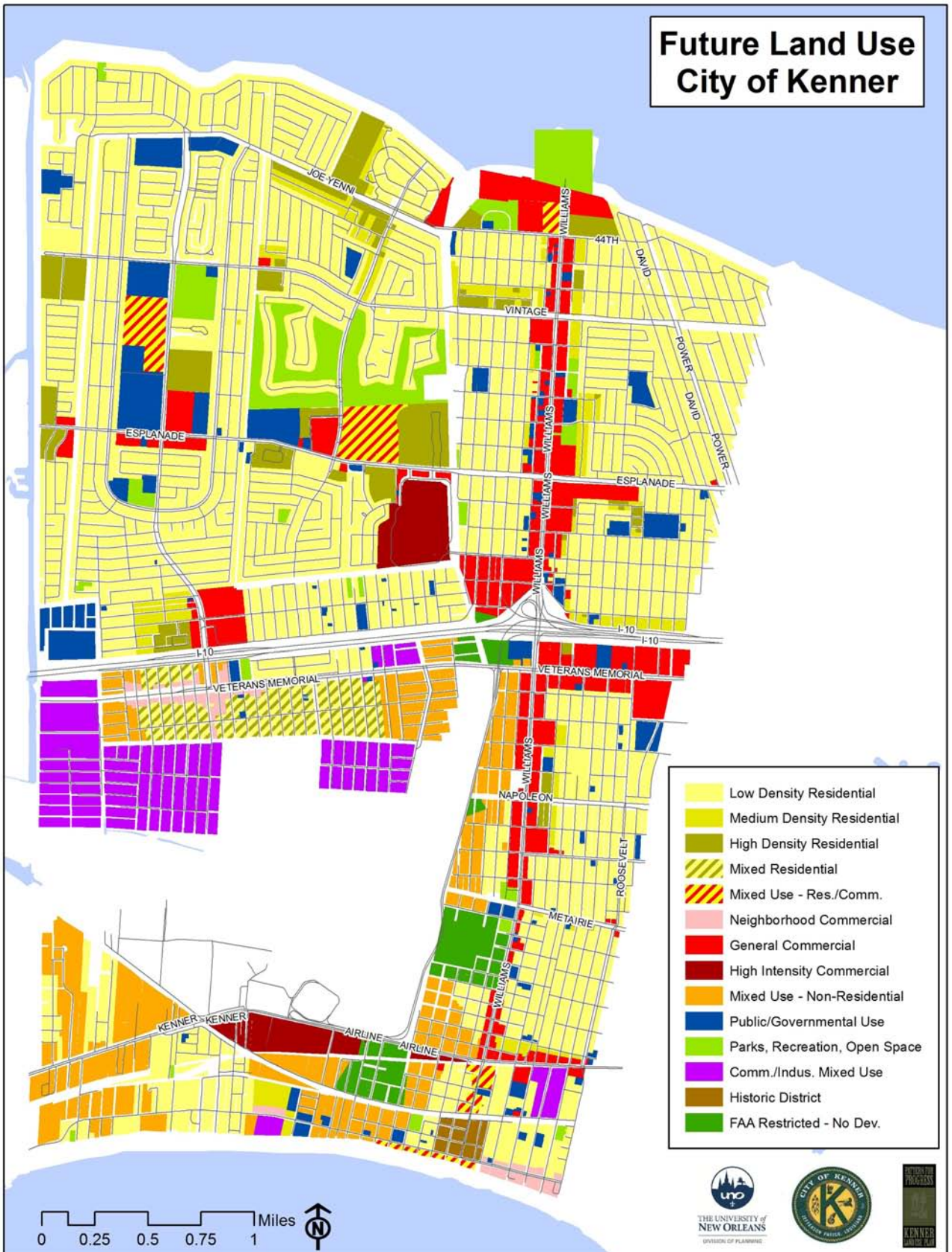
**Character:** Passive open space.

**Location:** Adjacent to the ends of Louis Armstrong International Airport runways as mapped on Future Land Use Map.

**Policy Direction:** Protects physical development from potential impacts of events linked to take offs and landings at the airport. As per FAA regulations no development is allowed in Runway Protection Zones.



**Future Land Use  
City of Kenner**





## Land Use Vision, Goals, and Policies

The Pattern for Progress Vision Statement derives from a series of public workshops where citizens came together and identified their vision for the future of Kenner. As such, the vision statement should be viewed as a statement that reflects consensus among citizens about where they want Kenner to be in 20 years. The comprehensive plan should support that vision with land uses and policies that if followed will achieve that vision over time.

### *City of Kenner Vision Statement*

***The City of Kenner will continue to be a place where all citizens enjoy a high quality of life where neighborhoods are preserved and enhanced, where economic development opportunities are supported and enhanced, and where Kenner's cultural character is preserved for new and existing families.***

Maintaining a high quality of life for all citizens in the City of Kenner both now and in the future serves as the benchmark for the Pattern for Progress Comprehensive Plan. Residents, political leaders, and city officials all agree that Kenner is a wonderful place to live and work, and that maintaining and enhancing that sentiment are the number one priorities for the City of Kenner. All parts of the Pattern for Progress Comprehensive Plan should work in concert to achieve the desired future as expressed in the vision statement above.

The Land Use vision for Kenner is:

To develop and maintain a land use pattern that strengthens and maintains Kenner's neighborhoods; supports a strong and diverse economy serving all residents; is aesthetically pleasing; promotes disaster resilience; and makes efficient use of the land.

To achieve this vision, the Pattern for Progress land use element lays out a series of goals and policies along with the future land use map to guide future land use development decisions by the City of Kenner.

### *Goals and Policy Statements*

The goals and policies of the land use element focus on several core areas related to land use and provide policy direction to meet the long-term vision of the City of Kenner as expressed by the residents. These goals and policies reflect the overall vision for Kenner and provide a guide for city officials when making physical development decisions. Realizing the policies put forth in this document will require a long-term planning commitment from City officials.



## Quality of Life

**Land Use Goal 1:** *Maintain a balance of land uses that support a high quality of life, a diverse mixture of housing and leisure opportunities and the economic base needed to secure resources to support the community.*

**Policy 1.1:** Allow for a diversity of residential uses and supporting services that provide for the needs of the community.

**Policy 1.2:** Ensure the highest level of services and public amenities are provided to the citizens of Kenner at the lowest costs in terms of property taxes and travel distances.

**Policy 1.3:** Support jobs/housing balance by integrating housing, employment, and supporting infrastructure in mixed-use centers located at appropriate locations.

**Policy 1.4:** Provide a variety of housing types and densities and innovative development patterns and building methods that will result in greater housing resilience and affordability for all residents in Kenner.

**Policy 1.5:** Maintain a citywide balance of land uses that support changes in citizen's vision/dynamics (established by future community visioning processes) over time.

**Policy 1.6:** Ensure that future development is compatible with surrounding residential land uses.

**Policy 1.7:** Support the physical integration of residential and retail uses where appropriate to provide opportunities for pedestrian oriented development.

**Policy 1.8:** Promote upgrades to neighborhood infrastructure, including but not limited to streets, sidewalks, street lighting, or other infrastructure.

**Policy 1.9:** Continue to encourage recreational programs, festivals, and other similar activities that enhance quality of life.

**Land Use Goal 2:** *Encourage land uses that create a sense of community among those who work, live, and play within local neighborhoods.*

**Policy 2.1:** Promote public land uses such as parks, schools and other civic uses that act as the nucleus of neighborhoods and promote community interaction.

**Policy 2.2:** Develop and reinforce links (i.e. trails, paths, open space, transit, and streets) within and between residential, retail, employment, recreational and other public land uses.

**Policy 2.3:** Promote development patterns and standards that are consistent with the surrounding uses and reinforce an area's character.

## Land Use Management

**Land Use Goal 3:** *Provide effective management of the development process in Kenner.*

**Policy 3.1:** Adopt the Pattern for Progress Comprehensive Plan by ordinance.

**Policy 3.2:** Revise the existing zoning and subdivision regulations to conform to the Comprehensive Plan.

**Policy 3.3:** Ensure all future development projects demonstrate how they are consistent with the Comprehensive Plan or how the Comprehensive Plan needs to be modified.

**Policy 3.4:** Ensure the Capital Improvement Plan is consistent with the goals and policies of the Comprehensive Plan.

## **Resilience**

***Land Use Goal 4: Kenner will be a Resilient City.***

**Policy 4.1:** Support the goals and policies outlined in the Pattern for Progress Resilience element

**Policy 4.2:** Ensure all land use development is monitored for compliance with all regulations that promote resilience.

**Policy 4.3:** Require new development to adequately prepare sites to mitigate potential subsidence.

**Policy 4.4:** Encourage new development or redevelopment in Kenner that facilitates, reduces or eliminates the potential impacts from hazards.

## **Urban Design**

***Land Use Goal 5: Improve the overall visual appearance of development throughout the City of Kenner.***

**Policy 5.1:** Develop an urban design element to the Pattern for Progress Comprehensive Plan.

**Policy 5.2:** Work with the business community to develop a plan to reduce the number and size of signs along major commercial corridors.

**Policy 5.3:** Promote high quality signage that is attractive and appropriate for the location.

**Policy 5.4:** Encourage adequate landscaping for commercial and industrial uses.

**Policy 5.5:** Encourage adequate buffering between different land uses.

**Policy 5.6:** Encourage and maintain landscaping of public spaces such as major thoroughfares, parks, public use areas, and entryways into Kenner.

**Policy 5.7:** Encourage attractive “boulevard” neutral grounds and street landscaping where appropriate.

## **Transportation**

***Land Use Goal 6: Ensure adequate transportation opportunities for all residents.***

**Policy 6.1:** Develop a transportation element to the Pattern for Progress Comprehensive Plan.

**Policy 6.2:** Encourage an additional north/south route for the City

**Policy 6.3:** Encourage bike and/or pedestrian paths and/or recreational lanes throughout the City.



**Policy 6.4:** Work with the appropriate city, parish, or state agencies to improve traffic signalization on all major streets and highways to promote smooth traffic flow.

**Policy 6.5:** Support construction of a light rail transit line that connects the Louis Armstrong New Orleans International Airport to the New Orleans Central Business District.

**Policy 6.6:** Support construction of the proposed commuter rail line that connects the city of Baton Rouge to New Orleans.

## V. Resilience

### Resilience in Kenner

Pattern for Progress Comprehensive Plan is about making the City of Kenner a more “resilient” community. Community resilience is a multi-faceted concept. It is first about being aware of and prepared for potential hazards in the community. It is also about ensuring adequate infrastructure, including water, sewer treatment, drainage and power, both before and after a disaster. Less tangible, resilience is also about the community’s willingness and ability to recover from a disaster.

The term “community resilience” may not be used widely, but the concept has long been important to the citizens and officials of the City of Kenner. Much effort and money has been spent on infrastructure to make Kenner less vulnerable to a natural disaster – levees, pumping stations, and drainage structures. Those are important pieces of the pie, but alone they don’t represent a comprehensive picture. The Pattern for Progress Comprehensive Plan takes a more holistic approach, incorporating resilience into all areas of the City and into all elements of the Plan.

The overall intent of the Pattern for Progress Comprehensive Plan is to provide specific goals and policies that lead to actions within the City’s development management framework that bring about community resilience.

### What is “Community Resilience?”

Resilient communities are those that have identified and reduced their vulnerability to certain disasters. This might include changing where certain development is allowed within a community and implementing better building codes to limit damage from wind, earthquakes, and fires; building levees and pumps; promoting alternative storm water management techniques; and better management of wetlands; to reduce flooding. But resiliency goes far beyond reducing risks and vulnerability. A resilient community is also proactive by preparing for a potential disaster and preparing for the recovery period after a disaster.

The potential for disasters of all kinds is all too real: global economic chaos, pandemic diseases, acts of terrorism and industrial accidents are just some of the threats beyond natural disasters that may harm a community’s long term viability. Some of these may seem unlikely events, but in hindsight, how likely did the events of September 11, 2001 seem before they



### Spotlight on Resilience

“Community resilience is a measure of the sustained ability of a community to utilize available resources to respond to, withstand, and recover from adverse situations. Resilient communities prepare for, respond to, and recover from natural and man-made disasters.”

(Source: <http://www.rand.org/topics/community-resilience.html> )



**“Community Resilience: the capability to anticipate risk, limit impact, and recover rapidly through survival, adaptation, evolution, and growth in the face of turbulent change.”**

– *CRSI, p 12, 2011.*

occurred? How many people anticipated the extent of the damage from the 2005 hurricanes?

The recognition of the potential for disasters is not enough. Being prepared for the aftermath of natural and man-made disasters is just as important as being able to anticipate those threats. Research into disaster and hazard mitigation by FEMA, the American Planning Association - APA Hazards Planning Research Center, and the University of New Orleans, Center for Hazards Assessment, Response and Technology (UNO-CHART) has determined some best practices. This research looked at a number of case studies from around the country and measured the success, or lack thereof, in local response to these events. That research produced a number of findings. (Source: Hazard Mitigation: Integrating Best Practices into Planning, James Schwab, American Planning Association, Hazards Planning Research Center)

What Works:

- Complementary goals and objectives in the local Hazard Mitigation Plan and Comprehensive Plan.
- Implementing hazard mitigation through government expenditures and development regulations.
- Documenting existing and predicted future conditions and raising awareness of what can be done about them – (i.e., a “safe growth audit”, community outreach, etc.).

- Mutual reinforcement between hazard mitigation and other planning goals.
- Sustaining leadership for hazard mitigation.
- Strong culture of preparedness and mitigation.
- Using external drivers as leverage while focusing on community needs.
- Proactive outreach and stakeholder involvement in planning

What Does Not Work:

- Procrastination
- Failure to engage public participation or to communicate about hazards
- Failure to involve planners in local hazards planning
- Investment in redevelopment without accounting for hazards
- Failure to use other plans to address hazards

(Source: Hazard Mitigation: Integrating Best Practices into Planning, James Schwab, American Planning Association, Hazards Planning Research Center)

## **Resilience = Reducing Vulnerability + Recovery**

Despite the likelihood of hurricanes within a given period of time, the City of Kenner is fortunate in many ways. It is almost entirely within the U.S. Army Corps of Engineers Hurricane Protection Levee.

Most of Kenner falls into the “AE” flood zone. Much of the area between Veterans Memorial Blvd. and Airline Drive falls into the “X” flood zone.

## Flood Zones

The Federal Emergency Management Agency (FEMA) determines flood risk for the United States, then creates maps to clearly show the geographic areas prone to flood.

Louisiana flood zones are classified mainly through the Flood Insurance Rate Map (**FIRM**) to determine insurance policies through the National Flood Insurance Program (NFIP). It relies on historical evidence and hydrologic studies. Areas in the Special Flood Hazard Areas (SFHA), where flood classifications begin with an "A" or a "V," have a 26 percent chance of being inundated by flood waters.

Land in Kenner falls almost entirely within the **AE** or the **X** flood zones:

**AE** - indicates areas at high risk for flooding and provides the base flood elevations (BFEs) for them.

**X** - Area of minimal flood hazard, usually depicted on FIRMs as above the 500-year flood level.

**Source:** <https://msc.fema.gov/webapp/wcs/stores/servlet/info?storeId=10001&catalogId=10001&langId=-1&content=floodZones&title=FEMA%2520Flood%2520Zone%2520Designations>

Kenner's vulnerability to natural disasters, especially storms and hurricanes, was evaluated in the original Jefferson Parish Hazard Mitigation Plan (HMP), completed in July of 2005. Kenner and the other municipalities in Jefferson Parish, except the City of Harahan, were part of that HMP.

## Kenner Safe Growth Audit

In most communities the Hazard Mitigation Plan only examines the community's physical or geographical vulnerability to natural disasters, not how the community's land use regulatory controls contribute or prevent exposure of physical development to those

particular hazards. One way to bring hazard mitigation into the comprehensive planning process is through a 'Safe Growth Audit' of a community's development management tools – specifically land use plans, zoning and subdivision regulations, and the Capital Improvement Plan. As part of the Comprehensive Resilience Plan Pattern for Progress update, a Safe Growth Audit was conducted and a discussion of that can be found in the Appendix.

Safe growth audits are meant to determine if a municipality has enacted plans and regulations to mitigate hazard threats while allowing for the growth of the area. In principle, the process of auditing for safe growth is geared towards communities that meet two criteria: 1) development and population pressures that necessitate expansion beyond the existing city footprint and 2) that pressure is pushing development into areas



at risk to hazards. In the case of the City of Kenner, neither are really true. However, Lake Pontchartrain, the Lebranche Wetlands, and the Mississippi River touch Kenner on three sides. These present potential hazards from storm surge and flooding to some areas of the City. There are also longstanding drainage infrastructure issues – driven in some part by the geomorphological subsidence resulting from the construction of the federal levee system - that have created significant areas of subsidence, resulting in repetitive flooding within some areas of the City.

Currently, almost all the land in Kenner has either been developed or designated for a specific use – open space, commercial development, etc. Furthermore, there are little to no protective ecosystems within the city limits to worry about. Instead the city relies heavily on the pump stations and drainage canals for its storm and floodwater management.

As a result, many of the usual considerations made when conducting a safe growth audit are potentially moot. The city does not risk developing natural areas vital to hazard mitigation because such natural areas no longer exist. Instead, development is likely to be focused on the 17% of the city that is currently not in use (Land Use Element, p. 9). Essentially, there is “little chance for Kenner to grow in traditional ways, i.e., annexation or expansion into undeveloped land” (Land Use Element, p. 16).

Below is an overview of various growth management plans and policies and how they fared when audited for safe growth.

## *Land Use Plan*

The City of Kenner rightfully recognizes that the lack of unoccupied land means they must rely on redevelopment of existing parcels as the “major vehicle to stimulate new development” (CRP, p. 16). Therefore, the focus is on how land should be redeveloped, instead of whether or not land should be developed at all.

That being said, the future land use map does not define or delineate natural hazard areas. Almost the entire city falls within the 100-year flood plain of the Mississippi River and hence is given the designation of AE on Flood Insurance Rate Maps (FIRMs) by the Federal Emergency Management Agency (FEMA). What does change, and therefore should be marked on future land use maps, is the base flood elevation determined by FEMA for flood insurance purposes. The base flood elevation dictates how much flooding can be expected in a particular area in the event of a 100-year flood and hence, how high off the ground residences must be built or raised.

## *Code of Ordinances*

Within the code of ordinances there are a few sections to focus on regarding safe growth. They are building codes, zoning ordinance and subdivision regulations.

### **Chapter 5, Article IV: Buildings and Building Regulations – Flood Damage Prevention Ordinance**

This section of the code of ordinances lays out all the rules and regulations to be followed when constructing buildings to reduce the potential for flood damage. The ordinance pertains to lands considered to the “special flood hazards areas” by FEMA (Chapter 5, Sec. 5-161-2). It requires all new construction and substantial improvements to build using “methods and practices that minimize flood damage” and “materials resistant to flood damage” (Chap. 5, Sec 5-186).

Article IV establishes specific regulations regarding specific land uses. For example, residential buildings “shall have the lowest floor (including basement), elevated at or above the base flood elevation” (Chap. 5, Sec. 5-187). Further regulations exist for nonresidential construction, enclosures, manufactured homes and recreational vehicles. In regards to subdivisions, all construction must abide by the building codes and regulations relevant to the building type.

Because of the City’s Flood Damage Prevention Ordinance (FDPO) the zoning and subdivision regulations do not explicitly describe what hazard mitigation

measures are to be taken for various land uses. Instead they both defer to the FDPO for guidance. However, neither the zoning ordinance nor the subdivision regulations explicitly refer to the FDPO as the governing document regarding flood hazards. This makes it more difficult for property owners and developers to properly understand the hazard mitigation regulations they are to abide by. Certainly the FDPO does not need to be repeated in the zoning ordinance or subdivision regulations, but referring to it can help reduce confusion among city residents and even code enforcement officers.

## **Hurricane Isaac – August 2012**

The importance of community resilience became very apparent in late August, 2012 when Hurricane Isaac lumbered into Louisiana as a Category 1 storm. Isaac highlighted both the resilience and the vulnerabilities in many south Louisiana communities. For more than two days, the slow moving storm hammered southeast Louisiana. Its unrelenting east winds produced a surge from Lake Pontchartrain that caused unprecedented flooding in some areas west of Lake Pontchartrain.

Jefferson Parish, including the City of Kenner, was part of a federal Major Disaster Declaration on August 29, 2012. This made Kenner citizens eligible to apply for individual assistance and for public assistance (PA), to State and local governments and certain private nonprofit organizations for emergency work and the repair or replacement of disaster-damaged facilities.

As with other recent hurricanes, the City of Kenner experienced very little flooding from Hurricane Isaac. Most storm-related property damage came from the relentless winds. One of the biggest challenges relates to power outages from downed and damaged power lines.



## **Resilience - Relationship to Other Elements of the “Pattern for Progress”**

The resilience element is one of several elements in the comprehensive plan update. This element looks at the big picture and addresses resiliency over a number of City of Kenner programs and policies. There are several other elements in this plan where specific topics are discussed in depth and where resiliency is a part of that discussion. Below is a summary of those elements and how the theme of resiliency is addressed in each.

### *Future Land Use Plan – Update*

The original Pattern for Progress plan, adopted in 2008, was in fact a future land use plan. Based on then current demographic data, existing, land use, public input and technical analysis, the probable ways that land would be used in the future in Kenner was quantified. Since that time, things as they always do change. The national (and local) economic picture has changed, new data from the 2010 U.S. Census has been released, and other events have warranted an update to the 2008 future land use plan.

The four to five years since that future land use plan was adopted may not have produced significant changes, however, looking at that plan with the new data and through the resiliency theme of this updated plan will provide a clearer picture of Kenner as a more resilient community.

### *Public Facilities*

The Public Facilities element of the Pattern for Progress plan identifies the many buildings, structures, property and other assets owned and or operated by the City of Kenner and other public entities.

- Evacuation routes/means
- Utilities

- Communications
- Potential hazards

### *Economic Development*

A resilient community is, in part, one with a healthy economic environment, a place where businesses and jobs can survive, or even thrive following a catastrophic event. The Economic Development element of the “Pattern for Progress” examines Kenner’s economic and business strengths and challenges. A key component of this economic picture is the Louis Armstrong New Orleans International Airport.

The Airport is arguably the major economic engine of the City of Kenner and its impact is felt in many ways. Beginning in the late 1980’s, the Airport began acquiring properties in the City of Kenner for noise mitigation and safety purposes. Most of these properties are now vacant and the Federal Aviation Administration, which financed the buy-out program, requires the Airport to dispose of the properties for non-residential purposes. This is a goal of the City of Kenner as well, to put these properties back into commerce. This element of the Pattern for Progress plan identifies these properties and recommends strategies for the City of Kenner, the City of New Orleans and the Airport to work together to market those properties and fuel further economic development in the area.

Many studies and plans have been performed over the years with

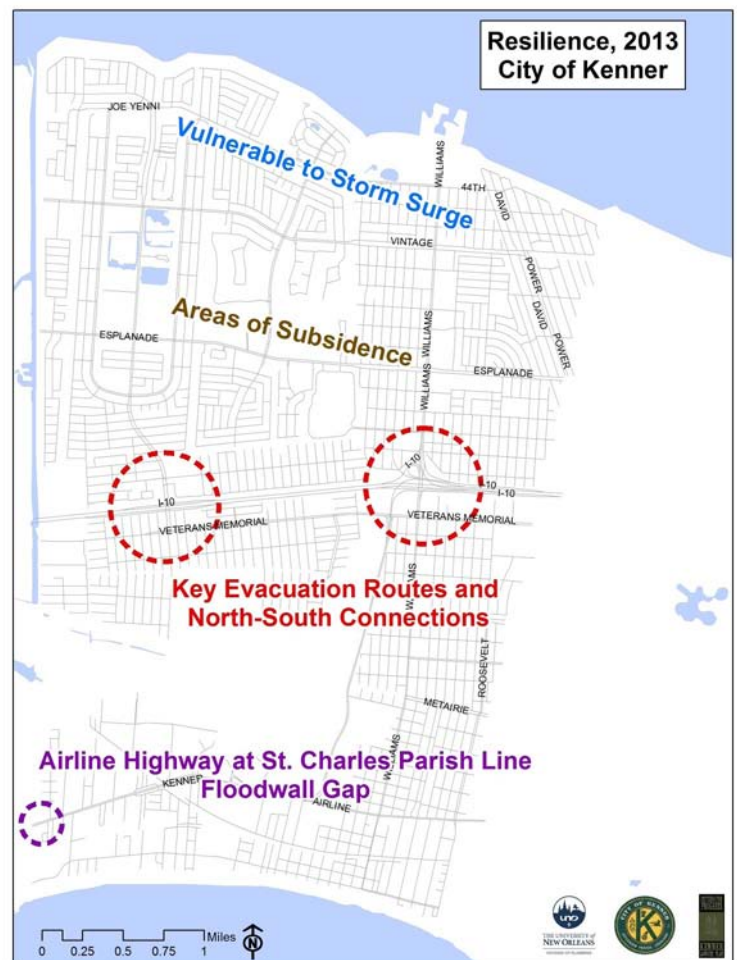
recommendations and strategies to revitalize various parts of Kenner's economic environment. The Airport, Rivertown, Laketown, major commercial corridors, and the City's regulatory apparatus are all examined in this element. The ultimate goal is for Kenner to not just attract, but be prepared for future population and economic growth and resiliency.

Besides hurricanes, flooding, tornadoes and other natural hazards, the Louis Armstrong New Orleans International Airport, depending on the circumstance, may also be considered a potential source of hazards to the community. In addition, the City of Kenner is also located in close proximity to several large industrial and petro-chemical plants, as well as a nuclear power plant in adjacent St. Charles Parish

For these reasons and others, resilient communities have plans, policies and processes in place to address pre-event issues as well as for recovery after a disaster. Being prepared for a disaster includes having hazard mitigation and emergency operations plans in place, ensuring solid infrastructure, especially related to transportation networks, drainage, water supply and sewer services. Equally as important is working to build a citizenry that is informed and concerned about disaster-related considerations.

Just as important as the strength of the built infrastructure and written plans in determining the resiliency of a

community are the strength of its social systems in place and the shape of the local economy. Even if residents have their homes to return to, will jobs and businesses be retained? For these reasons, the "Pattern for Progress - The City of Kenner Comprehensive Plan" includes Housing, Community Facilities, Economic Development and an updated Land Use Plan as elements. This "Resilience" chapter briefly explains how community resilience relates to each of those elements. Further details are found within the respective element sections of this "Pattern for Progress."





## Greater New Orleans Urban Water Plan

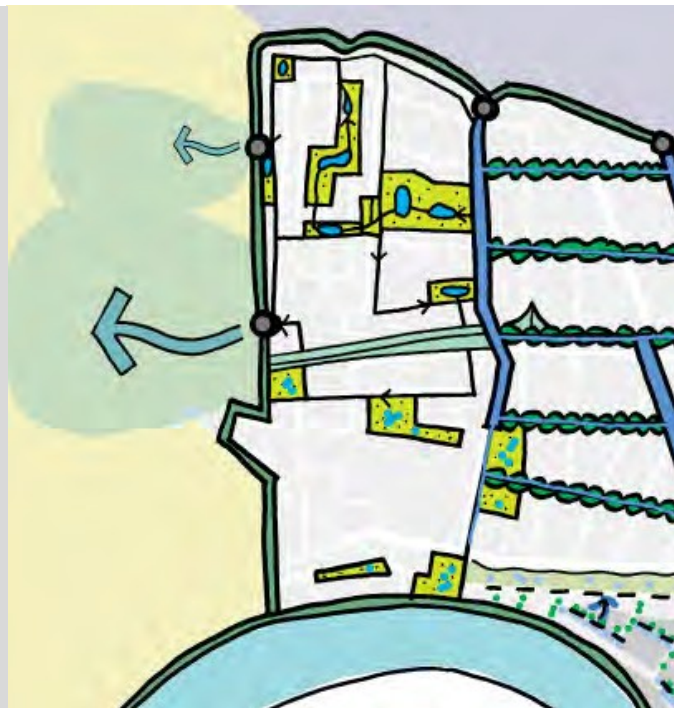
On May 30, 2013, over six inches of rain fell on Kenner in two hours, resulting in street flooding, disruptions to businesses and transportation, and property loss. Building pipes and pump stations large enough to handle the peak rainfall of every storm is cost-prohibitive and provides few fail-safes in case of system failures. To address this issue, the Greater New Orleans, Inc. funded the creation of the Greater New Orleans Urban Water Plan.

The Greater New Orleans Urban Water Plan (GNOUWP), created by Waggoner and Ball Architects, is the result of a two-year effort to develop a regional water management strategy that doesn't dwell on parish boundaries or political impediments, but instead focuses the east banks of Orleans and Jefferson Parishes and St. Bernard Parish as hydrological basins. Kenner, being part of the east bank of Jefferson Parish, figures strongly in GNOUWP and is critical to the proposals put forth.

GNOUWP focuses on urban water management as a line of defense from flooding, storm surge and rising sea levels. The plan focuses on water within the levees – primarily storm water, groundwater and surface waters – and a new approach to managing the region's water resources. The plan identifies the lack of storm water storage to be a major impediment to sound water management practices within the region.

**Strategic parks and wetlands in Kenner can store water during heavy storm events and reduce flooding and subsidence.**

Source: Waggoner and Ball, 2013



Because of separated storm water infrastructure, GNOUWP treats the east bank of Jefferson Parish as a distinct area of focus. For most of the land north of Airline Drive storm water is drained to either Lake Pontchartrain in the north or to the LaBranche Wetlands in St. Charles Parish to the west. This system, however, has little to no capacity for water storage outside of the existing drainage canals. It is in this regard that Kenner factors into the GNUWP.

### *How Kenner Fits In*

Recommended in Kenner are Strategic Parklands and Wetlands at key junctures of the storm water system designed to contain vast quantities of storm water during heavy rains, thus reducing neighborhood flooding and easing the burden on the pump stations, not just for Kenner but the entirety of the east bank

of Jefferson Parish. These areas of parkland would provide valuable open space and recreational amenities to the community when not in use as overflow basins and water storage.

**Wally Pontiff Park after a heavy rainstorm.**

Source: Waggonner and Ball, 2013



Wally Pontiff Park in Metairie is an example of existing parkland, where the construction of low levees around the 35-acre site allows it to safely hold storm water from the adjoining neighborhoods.

linear parks can improve the quality of surrounding neighborhoods.

Not only can such parklands provide a diversity of ecological and recreational environments, but it can also provide a focal point for future commercial and residential development. Artificial wetlands can spur a new kind of development for residential and commercial communities centered on water while improved canals turned into

The management of water is critical to the future of Kenner. How the city decides to deal with storm water, ground water and surface waters will go a long way towards deciding the future of the city.

**In the northern half of Kenner, new water features critical to managing water can double as sites for waterfront development.**

Source: Waggonner and Ball, 2013





## Recommendations for Resilience

The following are recommendations to make the City of Kenner a more resilient community. The recommendations for specific elements of this comprehensive plan will be found in those sections. The vision of this plan is to make the City of Kenner a more disaster resilient community. Much has already been done to make this happen but there are always means to improve the situation.

## Resilience Goals, Objectives, and Policies

**Resilience Goal 1:** *Continue implementing the recommendations of the Hazard Mitigation Plan – 2008 Update into the Comprehensive Resilience Plan.*

**Objective 1.1:** Identify and pursue preventive measures to reduce future damages from hazards.

(Note: all policies listed under this goal have either been implemented or have been determined to be not feasible.)

**Objective 1.2:** Enhance public awareness and understanding of disaster preparedness.

**Policy 1.2.1:** Promote the purchase of flood insurance through the National Flood Insurance Program.

**Policy 1.2.2:** Participate with Jefferson Parish in “Multi-Hazard Awareness Week” and other public outreach efforts.

**Objective 1.3:** Reduce repetitive flood losses in the City.

**Policy 1.3.1:** Continue to pursue elevation and retrofitting projects and structural solutions.

**Objective 1.4:** Facilitate sound development in the City to reduce / eliminate the potential impact of hazards.

**Policy 1.4.1:** Wind retrofit City Hall and Police and Fire Department headquarters.

**Policy 1.4.2:** Install backup generators at Fire Station # 379.

**Policy 1.4.3:** Work with the City’s Floodplain Manager to improve the City’s CRS rating.

**Resilience Goal 2:** *Implement new projects and initiatives to increase resilience.*

**Objective 2.1:** Harden the City’s critical infrastructure

**Policy 2.1.1:** Install emergency backup generators (80-200 kW, depending on the size of the lift station pump) on all (79) sewer lift stations.

**Policy 2.1.2:** Increase diesel fuel storage capacity for sewer treatment plant backup generators.

**Policy 2.1.3:** Increase storage capacity for fuel at the fleet management compound for City vehicles.

**Policy 2.1.4:** Provide a new storage facility at the City’s Fleet Management division to protect vehicles and equipment during a disaster or storm event.

**Policy 2.1.5:** Continue to coordinate with Jefferson Parish and other agencies on critical drainage improvement projects.

**Objective 2.2:** Increase emergency preparedness capacity.

**Policy 2.2.1:** Increase storage warehouses in strategic locations for emergency supplies (bottled water, MRE's, etc.) for use in an emergency or catastrophic event.

**Objective 2.3:** Minimize electrical power loss during a storm or other event - electrical power Infrastructure analysis.

**Policy 2.3.1:** Coordinate with Entergy on ways to minimize power outages during storm events.

**Policy 2.3.2:** Require new developments to place electrical power infrastructure underground.

**Objective 2.4:** Enhance public education and outreach – increase efforts to reach public for preparedness and during an emergency.

**Policy 2.4.1:** Utilize KTV and other media for public awareness in disaster preparedness and mitigation.

**Policy 2.4.2:** Utilize social media (Facebook, Titter, etc.,) for public awareness in disaster preparedness and mitigation.

**Objective 2.5:** Work with citizens to establish FEMA's "Community Emergency Response Team (CERT) Program" in Kenner. The CERT program educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.

Sources: <http://www.fema.gov/community-emergency-response-teams>  
Jefferson Parish Emergency Management Department currently has a CERT Program and Kenner could possibly "piggy-back" onto this program. <http://www.jeffparish.net/downloads/3598/7217-CERTInformation2010.pdf>

**Objective 2.6:** Address potential Airport, industrial and other manmade potential hazards.

**Policy 2.6.1:** Continue communications with Airport's executive staff, especially in preparation for potential disasters at and near that facility.

**Policy 2.6.2:** Continue communications with neighboring Parishes and agencies for potential industrial and nuclear power plant disasters.

**Resilience Goal 3:** *Promote orderly and efficient development patterns that enhance quality of life and promote resilience for Kenner residents.*

**Objective 3.1:** Review and update codes and regulations to be consistent and promote resilience.



**Policy 3.1.1:** The City will adopt an “Adequate Public Facilities Ordinance” so that new development will not negatively impact existing neighborhoods, businesses and residents.

**Policy 3.1.2:** Update development regulations – including zoning – to incorporate regulations and policies that promote resilience.

**Policy 3.1.3:** Incorporate the vision and goals of the City’s “Flood Damage Prevention Ordinance (FDPO)” and other ordinances, policies and regulations into the development regulations. This will ensure consistency throughout the various sets of regulations as well as lessen discrepancies.

**Policy 3.1.4:** Create more flexible development regulations that will encourage resilience and support appropriate business development and job growth in Kenner. For example, businesses would be allowed less restrictive regulations as incentives to build or retrofit their structures to mitigate or prevent damage from hazards.

***Resilience Goal 4: Improve overall storm water management within the City of Kenner***

**Policy 4.1.1:** Integrate Kenner into the Greater New Orleans Urban Water Plan

**Policy 4.1.2:** Identify land within Kenner that can support the region wide Urban Water Plan.

**Policy 4.1.3:** Promote alternative storm water management techniques in Kenner such as rain gardens or bio swales, among others, to reduce both the amount of water entering the drainage system and help maintain the local water table.

## VI. Housing

Kenner has developed over the past half century as a durable and convenient suburban scale community providing a high quality of life to its residents. Kenner has a unique place in the metropolitan New Orleans region as the site of the Louis Armstrong International Airport; The Esplanade mall - a major regional scale shopping mall; access to both Lake Pontchartrain and the Mississippi River; access via I-10, I-55, and I-310 to the various regional and national urban centers in the Southeastern U.S.; as well as many long settled and new neighborhoods.

Many of Kenner's distinctive neighborhoods have survived various growth cycles and provide a substantial opportunity to capture future growth in Southeast Louisiana. The housing element supports such residential qualities and opportunities within the City of Kenner that seeks to take advantage of these assets to redefine residential living in Kenner. It also addresses recent challenges to the viability and availability Kenner's housing stock and residential areas.

Responding to the urgency of the challenges, the Kenner housing element outlines a housing vision, along with goals, and policies to increase the residential opportunities and amenities for existing and future residents across the housing spectrum, while preserving the existing neighborhood structure in

Kenner. Over time the goals and policies within the housing element support the ongoing rediscovery of Kenner as a great place to live, work, and play.

Additionally, the Pattern for Progress Comprehensive Plan and the housing element must account for the inclusion of housing policies that promote resilience. Kenner's location makes the City susceptible to the impacts of natural disaster, most importantly hurricanes. As recent storms Katrina (2005) and Ike/Gustav (2008) clearly demonstrate, it is critical to the long-term viability of Kenner to ensure housing is not developed in areas or in ways that increase susceptibility to disaster. But rather, the comprehensive plan and housing element should tie into the resilience element as well as promote disaster resilience within the housing goals and policies framework.



### Spotlight on Resilience

Pattern for Progress Housing Vision:

"Kenner will ensure cohesive neighborhoods for all citizens that promote access to those amenities that promote a high quality of life. Kenner will coordinate city services and programs that emphasize quality housing for all residents, home ownership, residential safety, and appropriate property maintenance while ensuring that the City integrates Resilience into its residential fabric."



## Overview of Housing and Population Data for Kenner

### *Population Trends*

Recent trends, local demographics, and characteristics of the housing stock indicate that Kenner faces a serious challenge to its legacy as a great place to live. Current population trends, future population projections, current housing data, and key trends affecting the local housing market are detailed below. Additionally, housing related information and trends are also pulled from the Kenner 2030: Strategic Plan for a Prosperous Future, developed in 2012 by GCR Inc. on behalf of the Mayor's Economic Development Committee.

The decennial census reports from 1980 to 2010 show a relatively stagnant population over the last 30 years. Over that time span Kenner's population has only added 299 residents – a very insignificant increase about 10 persons per year. During that span Kenner's population reached a height of 72,874 in 2005 prior to hurricane Katrina.

Two key events have had a severe impact on Kenner's population. First, in the 1980's and early 1990's the Airport engaged in a voluntary residential buyout program as part of their noise mitigation program. This program was concentrated along the eastern and southern edge of the airport, as well as on a portion on

the north end of the north-south runway. Since federal funds were used the purchased properties are permanently ineligible for residential use. Additionally, substantial portions of land directly adjacent to the end of both runways were designated as Runway Protection Zones, precluding any type of development from taking place.

Secondly, hurricane Katrina – and to a lesser extent hurricanes Ike and Gustav – had a dramatic impact on the population. Following Katrina, the U.S. Census 2006 population estimate showed a dramatic drop of over 10,100 residents from the year 2000, to 62,764. Since Katrina, the population has rebounded to 66,715 according to the 2011 U.S. Census estimate.

### *Demographic Trends*

In addition to the impacts of the Airport buyout program and hurricane Katrina, there are larger demographic trends evident in Kenner that portends a shift in the established paradigm driving housing demand. Overall the population is becoming more racially and ethnically diverse. The Hispanic population and those identifying as 'Other' on the U.S. Census have seen marked increases in both the number and percentage of overall residents over the last ten years.

The population is also becoming older, as recent census data shows that over the preceding 10-year period (2000-2010) the residential population under the age of 54 declined by 9,523 residents. At the same

### **Key Trends Affecting Housing Demand in Kenner**

- Population is declining while becoming more diverse.
- Population is aging as younger adults leave the city.
- There are fewer children in Kenner.
- Incomes are declining in real dollars.
- 36% of homeowners and 56% of renters have housing affordability issues.

**Table 6.1: Household Retention Rates, 2000-2010**

Age Group	Kenner
15 to 24 years	-14.84%
25 to 34 years	3.56%
35 to 44 years	0.92%
45 to 54 years	0.86%
55 to 64 years	0.85%
65 to 74 years	0.80%
75 and over	0.98%
Citywide	0.97%
Source: US Census	

time the population over the age of 55 increased by 4,786. This demographic paradigm underscores the need for a shift in the housing paradigm in Kenner, as housing – both independent and assisted living - for elderly and/or empty nest households will become more in demand. Additionally, population loss concentrated within the age groups usually targeted by traditional residential development also suggests that the City must rethink its overall planning and housing policy structure to encourage the type of residential amenities that appeal to modern families.

A key statistic detailing household growth or decline is the household retention. By comparing the age cohorts of householders in 2000 to the corresponding cohort in 2010 it is possible to identify where Kenner is gaining or losing households. Table 6.1 shows the 10-year retention rates for Kenner households. These numbers – especially when compared to the

surrounding Parishes - indicate Kenner is losing households in the key 35 to 54 age range, and not growing as fast in 15 to 34 groups.

These figures are buttressed by the loss of population among individual age cohorts during the same period. Kenner’s population under the age of 54 declined by over 8,600 residents over the last decade, while residents over age 55 increased by over 4,700. This trend has major implications for a host of housing issues in Kenner.

Incomes are also stagnant in Kenner. Buying power drives a host of economic development and housing issues, as well as stabilizing the tax base that supports provision of the types of amenities that families look for when seeking a place to raise their family. When adjusted to the Consumer Price Index the median household income is stagnant or decreased by 7-10% between 2000 and 2010.

Stagnant or declining incomes have important implications on housing affordability in Kenner. Housing policy should focus on both bringing in new families as well as addressing what is becoming an affordable housing issue in Kenner.

Another common indicator of housing affordability is the percentage of monthly income spent on housing costs. The accepted threshold is that households who pay more than 30% of their income toward housing have housing affordability issues. In Kenner 36% of homeowners and 53% of renters reported paying more than 30% of their incomes toward housing.

The Kenner 2030 Plan: A Strategic Plan for A Prosperous Future highlighted additional areas of concern that will impact demand for various housing options including:



**Table 6.2: Housing Units by Tenure and Vacancy in Kenner**

	2000	2010	Percent Change
Total Housing Units	27,378	28,076	3.75%
Occupied Units	25,652	24,844	-3.15%
Owner Occupied	15,587	15,041	-3.50%
Renter Occupied	10,065	9,803	-2.60%
Vacant Units	1,726	3,232	87.25%
Owner Occupied	1,265	2,515	98.81%
Rental Occupied	108	138	27.78%
Other	253	579	128.85%

Source: US Census

**Table 6.3: Housing Stock Age in Kenner**

Year Structure Built	Units	Percent of Total
Built 2008 or later	117	0.48%
Built 2000 to 2007	815	3.36%
Built 1990 to 1999	2,141	8.82%
Built 1980 to 1989	5,866	24.16%
Built 1970 to 1979	9,208	37.92%
Built 1960 to 1969	4,053	16.69%
Built 1950 to 1959	1,247	5.14%
Built 1940 to 1949	583	2.40%
Built 1939 or earlier	250	1.03%
<b>Total</b>	<b>24,280</b>	<b>100.00%</b>

Source: 2011 American Community Survey

- The poverty rate in Kenner remains slightly below surrounding communities, though Kenner now has a greater share of the region’s poor population than it once did.
- The unemployment rate in Kenner remains below that of other communities within the region while

Kenner has lost fewer jobs than other communities since 2004.

- Tax revenues have remained stagnant for many years, while the costs of governance have increased.

### *Housing Characteristics*

This section summarizes some of the key housing statistics for Kenner. The types of housing found in Kenner includes: single-family, mostly in the form of detached houses; two-, three-, and four-family, that is, doubles duplexes, triplexes, and fourplexes; and multifamily, commonly called apartment complexes, which contain five or more units. Table 6.2 presents a breakdown of housing units in Kenner by tenure and vacancy.

In 2010 Kenner had 28,076 housing units, an increase of 696 units. However, occupied units are down slightly more than 3% over 2000.

Despite a decline in the total number of owner and renter occupied housing units in 2010, the ratio remained almost identical with a roughly 60%/40% mix of owner to renter occupied units.

Table 6.2 also shows the explosion of vacant units over the last 10 years. While rental unit vacancies only increased by 30 units during the preceding 10 years, owner occupied and ‘Other’ vacancy rates each increased significantly. This could be the physical representation of the impact Katrina had on the population in Kenner, as well as indicating the housing

repercussions from the out migration of family households.

The age of the housing stock is now and will likely become more problematic moving forward. Table 6.3 shows that over 80% of the existing housing stock is 30 years or older. This strongly suggests that issues related to property maintenance and upkeep will become even more critical moving forward. Additionally, about 24% of those units could qualify for historic status under current State Historic Preservation guidelines. Understanding the depth of the overall property conditions in Kenner is critical to future housing policy decisions.

## **Housing Programs in Kenner**

Two main entities are responsible for administering the myriad of federal housing and neighborhood assistance programs available from the State and Federal Government. The Kenner Housing Authority is responsible for managing 137 public housing units and about 1,300 public assistance vouchers (Section 8). The Kenner Community Development Department administers Kenner's funds received through the federal Community Development Block Grant (CDBG) and HOME Investment programs.

### ***Kenner Housing Authority***

Recently the Kenner Housing Authority (KHA) was placed in receivership by the Department of Housing and Urban

Development amid damaging audit reports from the State Inspector General, as well as allegations of mismanagement and corruption. The current Executive Director is on loan from the Baton Rouge Public Housing Authority until problems with the Kenner Housing Authority are alleviated.

### ***Kenner Community Development Department***

The Kenner Community Development Department (KCDD) administers Kenner's funds received through the Federal Community Development Block Grant (CDBG) and HOME Investment programs.

The City of Kenner has received CDBG funds since the authorization of the program by Congress in 1974. Federal regulations require that a minimum of 70% of CDBG funds can be used for activities benefitting persons of low and moderate income. Activities funded with CDBG dollars must meet eligibility criteria and comply with at least one of the three National objectives. The National objectives are:

- Benefit low and moderate income persons
- Aid in the elimination of slum and blight; and
- Meet an urgent need

Through the HOME Investment Partnership program (HOME), HUD allocates funds by formula to eligible states and local governments. The purpose of the program is to strengthen public-private partnerships and to expand the supply of decent, safe, sanitary, and affordable housing for low- and very low-income families.

The Department of Community Development also oversees the operation and service delivery systems of three (3) community resource centers. The resource centers are the Arthur P. Clay Center, 200 Decatur St., the Hispanic Resource Center, 4312 Florida Ave., and the Martin Luther King Resource Center, 1042 31st Street. Each center provides a varied group of services



**Table 6.4: Summary of Population Projections to 2020**

	Cohort Survival Analysis	Arithmetic	Geometric
2015	63,800	64,763	64,842
2020	61,171	62,845	63,054
2025	57,742	60,927	61,315
2030	54,365	59,009	59,623

As stated previously, hurricane Katrina caused a significant amount of displacement in late 2005. Since that time Kenner has recovered some of that loss. However, in general, Kenner’s population has remained relatively unchanged since the early 1990’s. Population projections using a variety of methods indicate that the total population will continue to decline.

As Table 6.4 shows, If current demographic and migration trends continue Kenner’s population will continue to decline and by 2030 projections range from a low of 54,365 to between 59,000 and 60,000 residents. Taking into account a number of external factors it is unlikely the population will continue on such a steep downward trend. However, if nothing changes with demographic and development trends in Kenner the population will likely continue to decline, become older, and continue to become more diverse.

These projections have clear implications for housing demand as well as for issues related to property maintenance and conditions. Kenner’s housing stock is getting older, and as time passes more and more will need functional repairs, maintenance, or even replacement. Without a strong demand component significant portions of the housing stock could become compromised.

to youth, senior citizens, and non-English speaking citizens. Programs and services offered include free electronic income tax filing, housing & utility assistance, first-time homebuyers training classes, GED and English as a second language (ESL) classes in collaboration with the Jefferson Parish School System (JPSS), and an after-school tutoring and homework assistance program. Monthly, special guest speakers from law enforcement, health and social services and legal aid conduct informative workshops and helpful consumer information classes.

The City of Kenner is a recipient of CDBG entitlement funds. They also receive HOME funds through participation in the Jefferson Parish HOME Consortium. A detailed listing can be obtained by contacting the KCDD.

**Population Projections**

As the previous information clearly presents, Kenner is experiencing some significant demographic changes. These changes suggest that besides traditional single-family options, choices need to expand to accommodate an aging and more economically diverse population. But in addition to the internal make up of the population, it is also key to identify the population trend to adequately prepare for increases or decreases in housing demand based on population.

## Housing Element Vision, Goals, Objectives, and Policies

Clearly the City of Kenner is facing a myriad of issues that will impact the residential quality of life and availability of housing that meets the needs of all residents, and require a new approach to how the City promotes new housing opportunities and options. The information presented in the previous section clearly shows that Kenner's housing policies should embrace preserving and enhancing existing neighborhoods while simultaneously providing an environment for development of new choices that meet the changing needs of all existing and new families. In fact, attracting new families to Kenner is paramount if the City intends to keep its place as a family destination. Doing so will require the City to provide new housing choices in appropriate areas.

The goals and policies presented in this section were developed by analyzing the existing housing and demographic data and trends and with input from the community as well as public officials as a response to the challenges identified in the Housing Element of the Pattern for Progress Comprehensive Plan.

Kenner's housing goals and policies reflect both a vision and set of comprehensive planning principles that drive development of the entire plan and the individual elements specifically.

Any housing element needs a vision. The vision presented in the housing element reflects a broad consensus on the need for preserving and enhancing Kenner's neighborhoods while offering opportunities for housing choice to all residents. The goals and policies in the housing element seek to provide guidance to City government, residents, developers, and business leaders as to how Kenner plans to coordinate housing development over the next 20 years.

### Pattern for Progress Housing Vision

Kenner will ensure cohesive neighborhoods for all citizens that promote access to those amenities that promote a high quality of life. Kenner will coordinate city services and programs that emphasize quality housing for all residents, home ownership, residential safety, and appropriate property maintenance while ensuring that the City integrates Resilience into its residential fabric.

Pattern for Progress Guiding Principles for Housing:

- Maintain and Strengthen Kenner's Existing Neighborhoods
- Increase Housing Choice for all Residents
- Promote Resilience for Kenner's Housing



## Housing Goals, Objectives, and Policies

### *Housing Goal 1: Preserve and enhance Kenner's residential neighborhood quality of life.*

**Objective 1.1:** Preserve and protect Kenner's neighborhoods from incompatible development.

**Policy 1.1.1:** Ensure that future non-residential development and redevelopment is compatible with surrounding residential land uses.

**Policy 1.1.2:** Encourage development of a mix of residential housing types to accommodate changing family arrangements, market conditions, and demographics in the City of Kenner.

**Policy 1.1.3:** Promote coordination of upgrades to neighborhood infrastructure, including streets, sidewalks, street lighting, or other infrastructure.

**Policy 1.1.4:** Encourage where appropriate redevelopment of Kenner's deteriorating housing stock.

**Policy 1.1.5:** Promote neighborhood identity so that, where feasible, neighborhoods are distinguished from one another through urban design elements, lighting, or landscaping features, or other community focal points which are unique to each neighborhood.

**Policy 1.1.6:** Encourage development of senior citizen housing and assisted living facilities in Kenner to meet the needs of aging community residents who wish to age in place.

**Policy 1.1.7:** Discourage land uses generating high traffic in the interior of single-family residential areas.

**Policy 1.1.8:** Encourage the efficient use of infrastructure by focusing well-designed new and redeveloped housing on vacant, infill, or under-developed land.

**Policy 1.1.9:** Improve the balance in the city's population by attracting a proportionate share of the region's families with children in order to encourage stabilized neighborhoods and a vital public school system.

**Objective 1.2:** Ensure that low density residential land uses within mature neighborhoods can exist in close proximity to higher density residential, mixed-use or non-residential land uses by mitigating adverse impacts where feasible.

**Policy 1.2.1:** Ensure higher density or mixed-use development adjacent to lower density residential neighborhoods incorporate appropriate design, transition, or buffering elements that will mitigate adverse visual, audible, aesthetic and traffic impacts.

**Policy 1.2.2:** Ensure that design standards are adopted to address the need for transitions between different kinds of land uses.

### *Housing Goal 2: Identify and preserve historically significant housing and neighborhoods in Kenner.*

**Objective 2.1:** Support Rivertown as a mixed-use historic neighborhood.

**Policy 2.1.1:** Promote higher density housing options within and adjacent to the Rivertown.

**Policy 2.1.2:** Encourage property owners to use preservation incentives to repair, restore, or rehabilitate historic housing resources, including federal tax credits for rehabilitation, Mills Act property tax abatement programs, and tax credits for facade donations or renovations.

**Policy 2.1.3:** Assist in federal environmental and Section 106 National Historic Preservation Act reviews for historically significant buildings in Kenner.

**Policy 2.1.4:** Support the Rivertown Main Street program to coordinate historic revitalization.

**Policy 2.1.5:** Develop an Historic Rivertown Plan that engages the merchants, business leaders, and the public to develop a coherent land use and urban design vision for Rivertown.

***Housing Goal 3: Incorporate resilience among all housing assets in the City of Kenner.***

**Objective 3.1:** Encourage the development of housing in Kenner that exceeds minimum flood elevation and construction standards.

**Policy 3.1.1:** Encourage the development and use of housing construction technologies that streamline the housing construction process, reduce development costs and environmental impacts, and produce sound and durable housing.

**Policy 3.1.2:** Promote conservation programs and energy-efficient practices and programs that reduce housing operating costs for energy, sewer, and water usage.

**Policy 3.1.3:** Require where feasible that housing development or redevelopment inside the 100-year floodplain should meet or exceed the base flood elevation requirements.

**Policy 3.1.4:** Encourage adoption of the most recent FEMA Digital Flood Insurance Ratings maps. (DFIRM)

**Policy 3.1.5:** Foster flexibility in the division of land and the siting of buildings, and other improvements to reduce new development impacts on any environmentally sensitive areas.

**Policy 3.1.6:** Develop a post-disaster housing plan to meet the short term and interim housing needs of citizens following a disaster.

**Objective 3.2:** Reduce the impact of subsidence in residential developments.

**Policy 3.2.1:** Identify and map those areas in Kenner affected by soil subsidence.

**Policy 3.2.2:** Develop a soil replenishment plan to address existing subsidence problems.

**Policy 3.2.3:** Require new residential development to adequately prepare sites to mitigate potential subsidence.

**Policy 3.2.4:** Identify properties included in the FEMA repetitive loss program.

***Housing Goal 4: Encourage quality affordable housing for all residents in Kenner.***

**Objective 4.1:** Preserve and enhance the existing housing stock in Kenner.



Policy: Develop new relationships and mechanisms that increase private investment in, and production of, housing.

**Policy 4.1.1:** Consider the cumulative impact of regulations on the ability of housing developers to meet current and future housing demand.

**Policy 4.1.2:** Create alternatives to the demolition, without replacement, of structurally sound housing on residentially zoned property, such as developing programs to provide low interest renovation loans to owners whose property can be renovated.

**Policy 4.1.3:** Reduce non-regulatory barriers to the development of vacant residentially zoned sites.

**Policy 4.1.4:** Limit residential development in areas designated for industrial land uses.

**Objective 4.2:** Assist private, non-profit, public housing providers, and regional and state public agency efforts to produce housing affordable to lower income households.

**Policy 4.2.1:** Ensure a fully funded and staffed Community Development Department so that the City will have adequate identification and coordination of federal, state, and local public housing resources to meet the needs of all residents.

**Policy 4.2.2:** Provide support and information to non-profit and for-profit developers seeking to create affordable housing, including assistance in applications for low income housing tax credits, mortgage revenue bonds, affordable housing program funds, and other funding sources.

**Policy 4.2.3:** Pursue and leverage private, non-profit, and public funds to facilitate the production of affordable housing, such as HUD's Choice Neighborhoods.

**Policy 4.2.4:** Encourage affordable housing, shelters, and transitional housing in areas where appropriate support services and facilities are in close proximity or are easily accessible via public transit.

**Policy 4.2.5:** Research and implement low cost housing development incentives for purchase and construction of housing affordable to all income levels.

**Objective 4.3:** Pursue relationships with for-profit and non-profit developers and other community-based organizations to assist in acquiring, rehabilitating, and re-selling vacant HUD and VA repossessed properties.

**Policy 4.3.1:** Continue to make abandoned and/or foreclosed housing available to qualified buyers.

**Policy 4.3.2:** Support the acquisition and rehabilitation of multi-family and senior housing at risk of private market conversion due to the expiration of rental subsidy contracts or the prepayment of HUD-insured mortgages.

**Objective 4.4:** Support the use of State and Federal programs and innovative financing techniques in support of housing affordability, including trust funds and mortgage revenue bonds.

**Policy 4.4.1:** Support actions to identify funding to support home ownership for the elderly and for those with disabilities.

**Policy 4.4.2:** Support efforts to identify federal and state housing resources, such as subsidized mortgage funds, to local governments based on housing needs.

**Policy 4.4.3:** Identify federal, state, and local funding sources for amenities that support affordable housing.

**Policy 4.4.4:** Pursue HUD Section 202, Section 811, and other available funding for the construction of housing for the elderly and persons with disabilities.

**Policy 4.4.5:** Support continued identification of resources to fund housing rehabilitation and construction programs.

**Policy 4.4.6:** Ensure that housing units erected or rehabilitated with public financial assistance include restrictions to ensure that they will remain affordable under federal, state and local regulations.

**Housing Goal 5:** Encourage new housing opportunities that take advantage of existing transit, recreational, and economic assets.

**Objective 5.1:** Promote mixed-use housing development

**Policy 5.1.1:** Encourage development that combines residential with other compatible uses in suitable areas and where appropriate along major corridors.

**Policy 5.1.2:** Encourage the development and preservation of housing that serves a range of household income levels at locations near public transit and employment opportunities.



## VII. Economic Development

### Introduction

The Pattern for Progress economic development element envisions Kenner as a growing and sustainable economy providing all residents with the opportunity necessary to achieve economic stability and success. Economic development touches nearly everything in our lives from where we live, to the stores and restaurants we visit, and to places we work.. It is very difficult to have a thriving city and a high quality of life without a stable economic base.

The goals and policies outlined in this element are based on analysis of various economic and demographic indicators linked to economic development and input from a range of citizen interests. Additionally, the Kenner 2030: Strategic Plan for a Prosperous Future\* is integrated into the Economic Development element as well as the overall Pattern for Progress Comprehensive Resilience Plan.

Kenner is in a unique position located in the largest suburban parish in the metropolitan New Orleans region. Along with the rest of Jefferson Parish, Kenner experienced rapid growth between 1970 and 1990 as the population more than

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\* Kenner 2030: Strategic Plan for a Prosperous Future was developed by GCR, inc. in coordination with the Mayor's Economic Development Committee.

tripled. Along with the people came increased economic activity to support that growth. In addition, as the home of the Louis Armstrong New Orleans International Airport, the City is the locus for tens of millions of national and international travelers who have made their way to the region over the last 50 years.

Over the last 20 years Kenner's population growth has declined significantly, and along with it a lot of the economic activity necessary to sustain the required City services needed for a high quality of life. The Airport is thriving and soon expanding, but other indicators are not as strong.

In many ways, the City of Kenner stands on an important threshold in its history. The City does not have the luxury of fueling growth by physical expansion because it is land-locked on three sides by water and on one by a jurisdictional boundary. Going forward its sustainability and viability as a community within the larger contexts of Jefferson Parish and the New Orleans region will be inextricably linked to how well its



### Spotlight on Resilience

Economic Development is best sustained when resilience is incorporated. It helps reduce the costs of rebuilding and offers higher quality development.

- Vacant commercial space and redevelopments are opportunities to build new types of development.
- New construction can integrate the latest ideas for stormwater management.
- Water views and access should be a desirable asset in Kenner.



available inventory of developable land is deployed and how strategically existing assets are positioned to meet new opportunities for reuse and redevelopment.

In order to reverse the recent declines, Kenner must attract new families to the City. This could be difficult, since the competition for capturing new regional growth is fierce among local governments. The recent expansion of the Huey P. Long Bridge opens up a whole new area of the westbank of Jefferson Parish to significant growth opportunity in an area already home to several world class developments. Additionally, competition from St. Charles, St. Tammany, and Tangipahoa Parishes further makes it critical Kenner positions itself on the cutting edge of new development.

To do this the City must recognize that old development patterns and opportunities are no longer desired by many of today's younger families and residents. Expanding opportunities for new types of development options will be critical to Kenner's future. This economic development element recognizes that and lays out an economic vision, goals, and policies designed to place Kenner in a position to begin growing again.

## **Key Physical Economic Development Assets**

Pivotal to understanding how Kenner can improve economic development is identifying those key physical assets that can drive future economic expansion. These areas offer a range of options to expand residential, commercial, and industrial uses to create jobs and provide new development options that can both increase the tax base and bring new residents into Kenner. These assets include:

- The Louis Armstrong New Orleans International Airport
- Laketown Recreation Park and Rivertown Historic District
- The Esplanade mall

- Vacant parcels within the Loyola Tract
- Existing commercial corridors

Kenner also has other strategic advantages that can be utilized to augment planning and economic development initiatives. These include access to all parts of the U.S. via existing Interstate and rail corridors running through Kenner; the regional bike path running along the Mississippi River levee; location along both a proposed light rail line between the Airport and New Orleans and a proposed commuter rail between Baton Rouge and New Orleans; among other advantages.

### *Louis Armstrong International Airport / Buy-Out Properties*

Louis Armstrong International Airport dominates the Kenner landscape from both a physical and economic perspective. The Airport provides a significant source of income to City coffers so any activity associated with the airport can be good for Kenner.

Recently, the City of New Orleans and Airport officials announced in April 2013 plans for a major redevelopment of the Airport by building a new terminal on the north side of the existing Airport property and eliminating the existing terminal facilities or converting them to cargo or other commercial uses. This \$800M project could have a significant impact within Kenner, but especially on the Airline Dr. and Veterans Boulevard corridors, as well as an impact on the land

development dynamics both north and south of the airport.

A major part of this plan calls for relocating the main passenger terminal operations from the south side of the Airport to the north side; expanding the Aberdeen St. corridor as the gateway to the airport, and building a direct elevated access road from I-10 to the Airport; among other enhancements. At the present time it is premature to identify what those dynamics will be until more

information is available on the entire redevelopment plan from the Airport and their consultants.

The other major component of the airport's impact on economic development is the Airport Buyout Land\*. In the 1980's and 1990's the Airport implemented a program under the FAA Noise Abatement Program to purchase private properties within a certain noise contour adjacent to the airport. Once purchased the property was no longer eligible for residential use, however may be used for non-residential purposes.

In addition to the noise abatement program the FAA also required the Airport to acquire and create Runway Protection Zones at the ends of all runways. These lands are permanently barred from development of any kind and function as buffer zones in the event of an incident during take off or landing.

**Top: Louis Armstrong International Airport**

**Bottom: Proposed terminal renovation and relocation options.**

Courtesy of NOLA.com.



**LOUIS ARMSTRONG INTERNATIONAL AIRPORT PLANS**



Redeveloping the Airport land poses several challenges, the most unusual being the Airport is actually owned by the City of New Orleans and thus the City of New Orleans has jurisdiction over the actual disposition of the buyout land. Kenner does have land use planning, zoning, and permitting authority over the buyout land, but cannot independently sell the property or request to subdivide the property.

\* The full The Airport Buyout Property Redevelopment in The City of Kenner, LA is included as part of the Comprehensive Plan.



The land available for development includes privately held acreage and developed lot/parcel inventories, some of which have been zoned and have the necessary infrastructure to support new construction. Returning the later to commerce is strategically beneficial to both the Cities of New Orleans and Kenner. For New Orleans sale and reuse of these parcels removes the burden of maintenance and asset management while generating revenue to begin reimbursing the FAA for its funding of the program.

It also presents the possibility of introducing ancillary uses adjacent to or within close proximity of the Louis Armstrong International Airport that further enhances this significant transportation/logistical asset for the region. For the City of Kenner reuse of these parcels returns them to the property tax rolls and introduces the possibility for a wide range of commercial and business uses which create more job opportunities. Strategically reintroducing these buyout properties to commerce is an economic development win-win situation for both jurisdictions.

### *Laketown and Rivertown*

Laketown and Rivertown form two key endpoints within Kenner that link Lake Pontchartrain and the Mississippi River at both ends of Williams Blvd. These areas offer very similar yet distinct redevelopment opportunities that must be seized if Kenner is to expand its economic foothold in the region.

### **Laketown\***

The Laketown Recreation Park encompasses the area along the Kenner Lakefront at the end of Williams Blvd. This area is currently home to the Treasure Chest Casino, the Pontchartrain Center, Coconut Beach volleyball complex, and the Kenner boat launch among other amenities. If developed in an orderly fashion this area has the potential to reshape the landscape in North Kenner along Lake Pontchartrain.

### **Rivertown\*\***

The Rivertown Historic District sits at the River end of Williams Blvd., which offers a direct link to Laketown. Rivertown is the historic center of the original town of Kennerville, located along the Mississippi River. Rivertown recently gained Main Street status and has been the subject of economic reinvestment. Additionally, five studies performed over the years including most recently the Kenner 2030 Strategic Plan recognize the historic nature of Rivertown as a mixed-use historic neighborhood. Future planning and zoning in Rivertown must be cognizant of this while putting policies in place that allow Rivertown to become a center for local pedestrian scaled activity and living.

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\* The Kenner Planning Department developed the Laketown Master Plan in 2007 and this plan is included within the comprehensive plan in the Small Area Plan Element.

\*\* The comprehensive plan calls for a special study for Rivertown. When completed it will become part of the Small Area Plan Element of the comprehensive plan.

## *The Esplanade*

Once a major regional retail mall, The Esplanade has recently become less significant within the region's retail sector. Like other malls around the country this property has significant redevelopment potential given its close proximity to the Airport and Interstate, as well as its rather central location in Kenner.

## *The Loyola Tract*

One of the remaining large undeveloped tracts of land besides the Airport related property is the Loyola tract. About 25 acres remain undeveloped with excellent access to major amenities such as Ochsner Medical Center, the Lakefront, the Airport, Kenner City Park, and I-10. Additionally, the tract is surrounded by significant suburban-scaled residential development that could allow for development of a range of uses including mixed-use, lifestyle center, or townhouse/condominium development. This tract could be linked to surrounding development via expanded pedestrian corridors, as well as a proposed bike path along the western edge of the City that would link the Lake Pontchartrain levee path to the Mississippi River levee path which has access west to St. John Parish and east to New Orleans.

## *Existing Commercial Corridors*

In addition to the City's inventory of vacant or underutilized land, there is also

an abundance of vacant built space in shopping centers, office buildings and a variety of freestanding structures along many of Kenner's major commercial corridors. This space is generally spread across the length and breadth of the City and represents a significant opportunity to support and service a wide range of businesses and job-generating activities.

Due to recent economic downturns there are some large vacant commercial sites throughout Kenner that offers significant opportunity for redevelopment. This does not include vacant store fronts in small buildings nor does it capture the availability of space in larger commercial developments. Effective business recruitment and retention initiatives can go a long way to filling voids in these facilities as can programs to encourage and support start-ups of new entrepreneurial ventures. Placing these large commercial sites back into commerce can help generate new jobs and tax revenues for the City.

In addition the use of physical space is the visual appearance of these corridors. Many public comments suggest the City needs to take concrete steps to improve the visual clutter of signs, excess ingress and egress points, lack of walkability along many corridors, among other issues. Additionally, the city should allow the option of including residential uses where appropriate as part of mixed-use redevelopment proposals along some commercial corridors.

## **Conclusion**

The sustainability of Kenner's economic development future is joined at the hip with its effective and strategic deployment, use and reuse of real estate assets. The adage that land is important because "they're not creating anymore of it" certainly applies to Kenner. The goals, strategies, and policy Initiatives which follow treat this as an overarching condition or environment in which the economic development future of Kenner must unfold



over the next 10 to 20 years and beyond. Failing to do so can very likely have seriously adverse consequences for the City's sustainability economically, fiscally, and politically.

## Other Economic Development Planning Efforts in Kenner

There have been a number of studies and plans for Kenner in recent years that have focused on improving the economic climate in Kenner:

- In 2007 "Mayor Ed Muniz's Economic Development Committee" issued a list of infrastructure and policy recommendations
- *The Jefferson Edge 2020: ECONOMIC DEVELOPMENT STRATEGY* sponsored by JEDCO (Jefferson Economic Development Commission)
- *Kenner 2030 – Strategic Plan for a Prosperous Future*, facilitated by GCR, Inc. and completed in early 2013. This is an ongoing and parallel, yet separate, effort to forge an economic development strategy for Kenner. It continued the efforts of the Jefferson Edge Plan mentioned earlier. The Kenner 2030 Plan was a culmination of the efforts and input of the Mayor's Economic Development Advisory Committee, a blue ribbon panel of Kenner business and civic leaders and a continuation of the committee mentioned earlier started by then Mayor Ed Muniz.

The Pattern for Progress Comprehensive Plan incorporates many of the recommendations of those previous efforts. In addition, the Pattern for Progress plan provides back-up and supporting data from numerous sources, including the University of New Orleans, Division of Business & Economic Research.

The Pattern for Progress Plan and the previous economic development studies agree and support each other on several important issues:

- The Airport is the major economic engine in the City of Kenner and the City should capitalize on its location in Kenner.
- The redevelopment potential of the Airport noise mitigation buy-out properties is important.
- The Rivertown and Laketown areas of Kenner offer major economic opportunities for residential, commercial and mixed-use development and redevelopment.
- The commercial corridors of Kenner are cluttered and generally unattractive. Reuse of vacant buildings, signage and landscaping improvements are needed to retain existing businesses and attract new businesses to Kenner.
- Kenner is losing population. This and other demographic trends (aging populations, households getting smaller) are changing the look and economy of Kenner. It is imperative to attract new and younger residents back to the city in order to sustain and grow the economy.

## Pattern for Progress: Economic Development Vision

With this as a backdrop the overall “Vision” of the economic development element of the plan is as follows:

- Grow and sustain a strong diversified local economy with a high quality of life’
- Balance economic pursuits with needs of the natural environment;
- Provide job and entrepreneurial opportunities for residents of the City and entire region;
- Fuel rebirth and reuse of underutilized built commercial and business space; and
- Generate new and more diverse sustainable streams of tax revenue.

The success of any multifaceted economic redevelopment strategy rests largely on the ability of the local community to create and sustain an economic climate that reflects positively on its support for business. This includes providing a nurturing environment for existing firms as well as offering a range of services and incentives that can be used to recruit new businesses and encourage entrepreneurial initiatives.

For many businesses it’s in the best interest of local government to minimize regulatory interference and reduce unnecessary fees and costs that may detract businesses from the area. It is also important for private enterprise to have a clear understanding of local regulations and codes so as to minimize

untimely and costly delays. A clear articulation of regulatory expectations and enforcement go a long way in this regard and should include the full gamut of rules from land use and zoning, to building and safety codes, and to operational licenses.

For small to mid-size businesses, knowledge is both power and comfort when regulatory compliance is at stake. Streamlined approval and compliance processes can add substantial value to a support framework that makes the local community decidedly business-friendly. In this regard the goal for Kenner’s business climate should be as follows:

***Economic Development Goal 1: To build and nurture a positive and supportive economic climate that will attract, retain and sustain a diverse mix of high quality businesses.***

To work toward reaching this Goal, the City in partnership with the Mayor’s Economic Development Committee, will need to execute strategies and policy initiatives that have a direct bearing on how its business climate is perceived by those in Kenner as well as in the broader regional marketplace. The following are specific policies or initiatives that should be pursued within the context of the City’s overall economic development strategy. This list is not exhaustive but suggestive of priorities that may require attention at both the policy and execution levels. Both levels may have resource requirements which must be addressed and specific areas of responsibility that must be assigned.

**Policy 1.1:** Maintain and improve a business climate that supports and prioritizes business retention as a means of growing and diversifying the local economic base.

This strategy recognizes the critical importance of providing a welcoming home environment for businesses that have already chosen Kenner as a place to operate. If treated fairly and carefully, happy home businesses



can be the best testimonials for attracting new businesses to the City.

**Policy 1.2:** Create and maintain a business climate and support network that attracts new businesses to Kenner and that fuels entrepreneurial initiative.

This strategy recognizes that in the competitive field of economic development a community's success at attracting new businesses will depend heavily on how it leverages its assets (strengths) and mitigates its liabilities. These have been thoroughly articulated by the Mayor's Economic Development Committee. The City's strengths should be clearly articulated in any and all materials used in marketing and promotion efforts and reviewed and updated on a timely basis. These efforts should be closely coordinated with JEDCO at the parish level as well as with GNO, Inc. An annual review of the cooperative agreement between JEDCO and the City is recommended to ensure the effectiveness of JEDCO's economic service to the City, particularly with regard to business recruitment efforts.

**Policy 1.3:** Strive to provide high quality and cost effective city services and facilities which can be promoted as significant economic development assets to both existing and new businesses.

This strategy recognizes that facilities and services provided by the community exemplifies the level of importance the local government has for it's business community. Consistently well delivered services should be the focus and priority of every City department and agency.

**Policy 1.4:** Promulgate and maintain local ordinances and regulations that encourage and facilitate economic growth while protecting the welfare of the local community.

Prior to ordinances being adopted and rules written, they should be carefully reviewed to identify and mitigate adverse impacts on business. This strategy also suggests that the City undertake a thorough review of all existing ordinances, rules, regulations and associated fees and other costs with a view toward creating a more business-friendly City.

**Policy 1.5:** Maintain a permitting process that is efficient, timely, predictable, and customer focused.

Where possible the permitting and licensing process should be as centralized as possible, integrating as many City departments and agencies into one entity or location. The promise of "One-Stop" shops typically exceeds their reality. However, Kenner should strive to become the model government for promoting and sustaining a pro business reputation. To the extent possible, the City should endeavor to move much of its permitting process to online platforms and follow best practices of communities that have already made such a transition.

**Policy 1.6:** Provide a framework to encourage the maintenance of an adequate supply of affordable workforce housing.

Kenner, as previously noted, already has a sufficient supply of affordable price sales and rental housing. Some of this supply exists because of persistent downward pressures imposed on prices and rents over the past two to three years. However, with relatively few

additions to the City's housing inventory for the past few years, a resurgence of growth could easily engender supply/demand imbalances which would make it difficult for many low to medium wage workers to find suitably affordable shelter. This becomes particularly problematic for residents who also work in retail or service firms located in the City. The City should ensure that an adequate supply of vacant land is suitably zoned for multifamily residential uses.

**Policy 1.7:** Encourage and partner with the Jefferson Parish School Board to ensure the availability and delivery of high quality primary and secondary education in Kenner.

Although the City has no direct jurisdiction over the Parish School Board, it can certainly seek to influence decisions and the deployment of resources that raises the quality of public education available to those living in Kenner. There are few more fundamental issues of importance to economic development than education and it is a key element in creating and sustaining a vibrant and attractive business environment. Of particular interest should be a focus on math and science curricula which adequately prepares both college and non-college bound students. Where possible partnerships with local community and technical colleges as well as universities should be pursued to keep education in Kenner future-focused.

**Policy 1.8:** Encourage and where possible facilitate efforts to introduce and expand opportunities for job training, professional development and continuing education.

This strategy extends the reach and scope of educational outreach and development for the City and is a vital element to ensure a steady flow of available workers for existing, emerging and new businesses in Kenner. This strategy will require coordination with the Parish School system as well as the Jefferson Workforce Investment Board (WIB). The WIB is responsible for oversight and deployment of job training resources which flow from the US Department of Labor to individual WIB's. These resources can be used to retrain displaced or economically dislocated workers as well as for employer-specific training. Resources may also be used to address strategically important segments of at risk youths and those who may be otherwise economically disenfranchised.

**Policy 1.9:** Participate and coordinate with parish, regional and state-led efforts to promote economic development and aggressively recruit new business opportunities.

The marketing-related aspects of this strategy will be addressed later. However, promoting local economic development on a wide scale also requires local communities and their leadership to actively engage within the political process to create and sustain business-friendly legislation, regulation and tax policy. This can be facilitated through support and direct involvement in local chambers of commerce as well as with regional bodies such as GNO, Inc.



***Economic Development Goal 2: Design and execute a comprehensive marketing program that engages all levels of Kenner's leadership in continuous efforts to attract, keep, and grow businesses.***

Having a sound business climate is not necessarily by itself going to bring new business opportunities of the City of Kenner. The City's assets and resources must be actively and consistently marketed to attract the attention and interest of business decision makers. The focus of this next major goal for the City's economic development strategy is to ensure that Kenner's story is told and communicated accurately and with maximum effect and result.

In working toward this goal the City and its business community will need to form strategic partnerships focused on leveraging human and financial resources so that Kenner's message can be effectively communicated. Competition for economic resources is strong. Financially stable communities broadcast their marketing messages utilizing a wide range of media and electronic outlets while at the same time providing prospects with ever more costly incentive packages smaller communities may not be able to provide. With limited resources Kenner will need to be strategic in its use of media and employ cooperative arrangements with other organizations where possible and practical. Elegance in the message and not an elaborate means to deliver it should be the focus of Kenner's business marketing and public relations efforts. The following are specific initiatives which should be pursued as part of the City's overall economic development strategy.

**Policy 2.1:** Strengthen existing and develop new partnerships with like-minded economic development organizations which can leverage the City's resources to market and promote itself.

Cooperation, collaboration and strategic partnerships are the hallmarks of effective and sustainable campaigns

and initiatives to communicate strengths and attributes that make a community a good place to do business. This does not mean that Kenner relies solely on cooperative marketing efforts. The City does need to distinguish itself and its unique mix of offerings to the business community. And it will want to do this in venues and through media where it alone is the focus of the message. However, cooperative efforts with organizations such as JEDCO, the Jefferson Chamber, GNO, Inc. and LED should be pursued where possible. This will help ensure Kenner's place at the table when marketing and promotion campaigns are being formulated, financed and executed.

**Policy 2.2:** Promote, encourage and nurture entrepreneurship and small business development initiatives at the local, parish and regional levels.

Entrepreneurship and small business start-ups are the laboratories of innovation and creativity in any community. They are what fuels the wealth-creating "metabolism" of any community and what attracts, retains and grows the creative class as a demographic segment or cluster. This creative cluster is very much the target of several place-based strategies suggested by the Mayor's Economic Development Committee. It generally feeds on itself through intricate networking not only with the local community but more widely, particularly with the explosion of social media. These networks not only serve as effective communications vehicles for trading and testing new creative ideas but they also

serve as testimonial voices for the community at large and link local entrepreneurs to more wide spread capital sources. This is particularly true of early stage seed and venture capital which carries the highest risk/cost and is typically the most challenging to access. Also, where possible and practical, Kenner's primary economic development contact should pursue formal partnerships or working arrangements with traditional sources of small business counseling, training and information. At a minimum this would include the Louisiana Small Business Development Center (LSBDC); local colleges and universities which offer small business assistance, seminars and workshops; and volunteer organizations such as SCORE (Service Core of Retired Executives) which offers counseling, coaching and mentorship for those pursuing entrepreneurial opportunities.

**Policy 2.3:** Monitor, upgrade and revise Kenner's business and economic development marketing message as conditions warrant.

Change is inevitable and messages communicated by the City must be adapted to take this into consideration. Marketing messages must be fresh and current and thus not allowed to become outdated. This has several implications for execution.

- First, the City should invest sparingly in hard copy print material that can become obsolete shortly after the ink dries on the paper. The obvious alternative is electronic media and

publications. These can be updated, revised and distributed quickly.

- Secondly, the on-going currency of the media campaign should be reviewed periodically by representatives of the business community. Their frank and critical evaluations would be invaluable to ensuring Kenner's message is always current, accurate and deliberately delivered. The Mayor's Economic Development Committee could be an important resource in this regard by creating a marketing communications subcommittee. This subcommittee could also be charged with evaluating the effectiveness of the financial resources dedicated to the City marketing campaign and also serve as a means of soliciting added marketing funds and opportunities for leveraging with like-minded public, private and nonprofit organizations.

Business and economic expansion fuel demand for space within a community's real estate market and provide a user base for both existing and new buildings. This includes the full range of residential property types (single or multifamily, for sale or rental, etc.) as well as many varieties and sizes of commercial and industrial/warehouse space.

As previously observed, one short to intermediate term challenge for Kenner is to absorb existing excess inventories of vacant space as an initial step toward supporting development and construction of new buildings. As such, a major focus of the City economic development strategy should be to aggressively pursue initiatives that bring a feasible redevelopment and revitalization of existing structures and the development of strategically located vacant parcels. Successful execution of such initiatives can fuel new job growth, attract new capital investment and produce increased tax revenues for the City. In this regard, the Goal for managing and deploying underutilized commercial and industrial estate assets should be as follows:



***Economic Development Goal 3: To maintain and sustain the quality of these existing business resources and pursue and facilitate revitalization and redevelopment when market conditions permit.***

The strategies proposed by the Mayor's Economic Development Committee focus extensively on several place-based initiatives. Two of these include the redevelopment of Rivertown and development of Laketown. These two significant projects can become north and south anchors or development activity focal points for the City and add substantially to the quality of life and the built environment in Kenner. Several strategic or policy initiatives suggested for other redevelopment projects could very well be applied to Rivertown and Laketown as they move forward. The primary focus of the strategies presented below is the revitalization and repositioning of existing commercial space and the packaging, sale and redevelopment of the airport buyout land.

With respect to existing commercial buildings, particularly shopping centers and other very visible retail locations, several strategies or policy initiatives should be considered:

**Policy 3.1:** Where properties are in obvious decline or at risk of going there soon the City should work aggressively with property owners, tenant businesses and other stakeholders such as lenders to take immediate corrective actions.

Pursuing this strategy aggressively can be somewhat discomforting for the City administration but it is vitally important to communicating a positive business environment for the City. Among other stakeholders called upon to address corrective steps are various City departments charged with evaluating code compliance followed by enforcement actions where necessary as well as representatives of the commercial real estate brokerage community. It is in their best interest (as well

as of the property owners they may represent) to promote an attractive business climate in which optimum market supported rent levels are achieved. This is less likely to occur when an abundance of store fronts sit vacant and occupied spaces are poorly maintained or neglected. The brokerage community can also be an invaluable resource in formulating a city-wide campaign to market commercial space as part of its overall business and economic development marketing initiatives. The Mayor's Economic Development Committee includes a number of successful real estate industry representatives who could be tasked with forming a subcommittee to recruit a commercial brokerage team to focus on marketing the City's vacant commercial space inventory.

**Policy 3.2:** Where significant redevelopment and repositioning of existing commercial space is called for the City should undertake comprehensive evaluations to plan for a range and mix of new uses.

This strategy/initiative is focused on planning for and executing retrofits to existing space inventories that could to some appear somewhat radical. However, returning functionally obsolete space to new highest and best uses very often calls for going where nobody has gone before -at least in the local area. There is a growing body of best practice material emerging from the repositioning or retrofitting of commercial space in suburban municipalities such as Kenner.

(See for example Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs by Dunham Jones and Williamson). In some cases the City may need to provide financial and/or zoning bonus incentives to encourage such retrofits, while in others it may be called upon to address deficient infrastructures or City services to make such strategies physically possible and economically feasible. In either case, the City needs to be a catalytic agent to facilitate projects rather than be an impediment to them. The City may also be called upon to consider modifications to existing ordinances or regulatory enforcement mechanisms to clear the way for retrofit projects. The current restudy of the City's zoning ordinance can help mitigate the need for relying on frequent exceptions being granted in many instances.

**Policy 3.3:** Develop strategies which minimize adverse impacts on neighborhoods adjoining targeted commercial revitalization projects.

The underlying goal of commercial revitalization and retrofit initiatives is generally to improve the visual and business landscape of the community. If successfully executed, these should be part of the observable long term outcomes. However, radical reuse of existing facilities could very well be perceived as threatening or disruptive to the surrounding community, particularly settled residential neighborhoods. To mitigate these perceived threats and allay community concerns, any such projects should incorporate significant

community/citizen dialog and input. This will help build support for such initiatives and hopefully shortstop politically- motivated push back.

**Policy 3.4:** Consider and evaluate the creation of a city-sponsored but separately chartered redevelopment authority (RA) for Kenner.

Although potentially controversial, RA's can be effective mechanisms through which public/private partnerships can be formed to pursue one or a variety of redevelopment and retrofit projects. RA's can be a source of various forms of gap financing to execute increasingly complex mixed-use redevelopment projects as well as a means of servicing bond debt through its charter facilitated powers as a taxing authority. The major point of controversy associated with RA's is the power of eminent domain (i.e. expropriation in LA) if so granted. In the wake of the 2005 Kelo decision, this has become less of an issue since over 40 states (including Louisiana) enacted legislation to severely limit or completely curtail the use of eminent domain by RA's to convey property from one private owner to another. Such an authority could also serve a strategic purpose in packaging and marketing the 70± acres of airport buyout land that both New Orleans and Kenner would like to see returned to commerce. Moving forward with the marketing of this acreage is going to require cross-jurisdictional cooperating which a redevelopment authority could help to facilitate. A RA could also serve as the sponsor/conduit for using a range of development finance tools which may be needed to ensure the viability of retrofit/redevelopment projects as well as the reuse of airport buyout land. This would include the creation of Tax Increment Financing (TIF's) Districts, Business Improvement Districts (BID's) as well as reliance on tax credit programs to attract private equity and revenue bond financing to fund specific income-producing assets.



***Economic Development Goal 4: Ensure that the City’s economic development efforts align with and complement the efforts of local and regional partners.***

A key to bringing economic development to Kenner is working with regional partners to expand economic opportunities for existing businesses and attract new ones to the City. Given Kenner’s place within Jefferson Parish and the New Orleans Metro region it makes sense for Kenner to foster strong relationships with those entities including JEDCO and the Jefferson Business Council, as well as with more regional partners like GNO, Inc. or the Regional Planning Commission. The policies proposed for this goal are:

**Policy 4.1:** Align with and leverage efforts by JEDCO and the Jefferson Business Council staff to increase capacity and resources to support Kenner’s economic development efforts to recruit new employers and responding to inquiries from corporate site selectors.

**Policy 4.2:** Regularly contact local employers to uncover opportunities to provide City government support and provide valuable information about the impact of city services and policies on the success of local business.

**Policy 4.3:** Encourage and support intergovernmental cooperation on economic development and workforce training.

***Economic Development Goal 5: Invest in making Kenner more livable, recognizing that a high quality of life attracts the creative talent that propels economic growth, with the proper consideration of environmental impacts and community concerns.***

Increasingly in today’s economy, community livability is a key factor that influences economic growth. Cities and regions that have done well in the information economy

are the creative centers that have attracted educated, energetic and talented workers.

Often cities that have managed to capture the link between the changing structure of the economy, community livability, and sense of place have been monickered as ‘Boutique Cities’. As the Kenner 2030 plan notes this concept is the focal point of where many in Kenner’s business and economic development community see Kenner’s future.

To achieve this status will require a rethinking of Kenner’s traditional suburban development patterns and regulations to allow new development that will tap into this market and attract this new development market. This market is driven by “human capital” propelling economic growth, especially for the worker firms that drive much of Kenner’s economy. The innovations stemming from this talent are creating new high value products and services, generating jobs, start-up companies, and spending on business and personal services.

With today’s high-speed telecommunications, and the need to move information as well as goods, workers can locate just about anywhere on the planet. Kenner’s direct access to the Louis Armstrong International Airport further provides incentive to put policies in place to allow the kinds of development that will attract this new type of worker. Their high education and income levels allow them to be very selective about

where they choose to live, form new firms, or relocate existing operations.

To attract this talent and become a center of innovation, a community must deliver on a number of intangible factors, here grouped under the term “community livability.” This includes factors such as:

- Arts, entertainment and cultural attractions.
- Parks, open space and recreational amenities.
- A high quality built environment, with urban design and a level of urban amenities that create a strong sense of place.

Kenner’s parks and open spaces, Rivertown, the Airport Buyout land coupled with the new terminal development, the Loyola tract, among the other assets mentioned are key opportunities to draw residents and businesses alike to locate here.

These livability factors have always been important to cities, and they should be pursued in their own right. But today it is also appropriate to recognize that livability plays a key role in determining the economic competitiveness of cities and regions. A complete economic development strategy incorporates livability investments, recognizing that these are a key part of attracting the talented “human capital” that will sustain economic growth. The strategies or policies to achieve this goal are:

**Policy 5.1:** Recognize the economic development benefits of city and private

sector investments in urban amenities like arts and culture, open space and recreational facilities, mixed-use, and high quality urban design. Strengthen the city’s assets in these areas as an explicit component of the city’s economic development strategy.

**Policy 5.2:** Encourage high quality design and urban amenities for public and private development, maintaining development standards to recognize that a quality built environment helps attract the talented workers who will sustain economic.

**Policy 5.3:** Facilitate private sector efforts to implement state-of-the-art technology, including communication technology, throughout the community.



## VIII. Community and Public Facilities

### Introduction

Public facilities and services are essential to the functioning of government and to the quality of life in the City of Kenner. Community and public facilities also greatly influence how resilient a community is. Some facilities and services, particularly water, sewer, and power, are absolutely essential for any community to function at any time. Other services and facilities may not be “essential” but influence how physically, socially and economically a community can recover from a disaster.

This element lays out key facilities and services that fall under the direct authority of the city, those provided through contractual arrangements, and those under the authority of other governmental units that are important to the wellbeing of the city and its residents.

### Facilities and Services

Community and public facilities covers a wide area and, not surprisingly, fall under the jurisdictions of a number of different agencies and entities. The distinction between city-run functions and those overseen by other levels of government are significant, especially when it comes to financing. Kenner has direct control over the programs, policies and budgets related to functions in the first category,

but exercises less direct influence and control over functions carried out in the second.

Facilities and Services – City of Kenner:

- Law Enforcement (Kenner Police Department)
- Fire Protection (Kenner Fire Department)
- The Pontchartrain Convention and Civic Center (owned by Kenner and managed by SMG)
- Local Drainage – Kenner maintains smaller local drain lines located primarily on local streets (Kenner Public Works Department).



### Spotlight on Resilience

In many ways, Public Facilities may be the most obvious resilience factor if only because so much of it is tangible as infrastructure, buildings and utilities:

#### Essential Services

- Drainage facilities
- Sewer treatment facilities
- Water service
- First responders – police and fire departments
- Energy / power
- Transportation
- Emergency operations

#### Recovery and Quality of Life

- Schools
- Libraries
- Parks and recreation
- Economic engines – airport, Pontchartrain Center, etc.



- Parks and Recreation (Kenner Parks and Recreation Department)
- Sanitary Sewer Facilities (managed and operated by Veolia Environmental Services)
- Solid Waste Collection (handled through contract with Ramelli Waste)

Facilities and Services - Other Entities:

- Water Service (Jefferson Parish Water Department)
- Public Schools (Jefferson Parish School Board)
- Drainage/Flood Control (Jefferson Parish Drainage Department and with state, federal oversight; also East Jefferson Levee District)
- Public Transit - the Regional Transit Authority manages the Kenner Loop bus line. Other bus lines operating in the city are run by Jefferson Transit (JeT).
- Paramedic Emergency Services (contracted through East Jefferson General Hospital)
- Library (Jefferson Parish Library system)

## City of Kenner Facilities and Services

### *Police Protection*

Kenner police protection is provided by the Kenner Police Department, headquartered at 500 Veterans Boulevard. The department also maintains a police-training facility in Rivertown and satellite office space at The Esplanade mall. Kenner's jail, located in the headquarters building, houses misdemeanor offenders only. The Police Chief is an elected position.

The Police Department employs approximately 160 people and has an annual budget of approximately \$16.9 million (2013-2014 fy). According to a 2010 report by the U.S. Department of Justice, the average budget of police departments serving populations of 50,000 to 99,999 in 2007 was \$16,068,000. It further found that municipal and township police departments employed on average 2.3 full-time officers per 1,000 residents in

2007. Departments serving populations of 25,000 to 99,999 residents had the lowest average ratio, with 1.8 officers per 1,000 residents.

These funding streams are highly susceptible to fluctuations in economic conditions. The police department budget includes the cost of operating the jail and Kenner's 911 operations center, which account for \$838,000 and \$788,000, respectively.

Police funding breakdown:

- \$400,000, or one percent of gross revenue, whichever is greater, from the Treasure Chest Casino
- Twenty-four percent of the casino's gross revenue that goes to the city
- One-quarter cent sales tax
- Fifty percent of court fines assessed by the city
- Rebated by Jefferson Parish for Kenner payments into the 911 system

(Source: As of a 2011 presentation by Mayor Mike Yenni [http://media.nola.com/crime\\_impact/other/Yenni-Tax-Presentation-Part2.pdf](http://media.nola.com/crime_impact/other/Yenni-Tax-Presentation-Part2.pdf).)

There is no millage that goes specifically to police operations. The police department relies largely on a mix of casino and sales tax revenue to fund the approximately \$16.9 million annual budget. Fluctuations in casino and sales tax revenue have meant significant deficits in the police department budget and have limited funding for needed repairs and improvements to police-related infrastructure, leading some to argue that a more stable funding source

**Table 8.1: Crime Rates in Kenner**

	2011	2012	Percent Change
Murder and Non-Negligent Manslaughter	9	2	-77.8%
Forcible Rape	10	12	-20.0%
Robbery	69	61	-11.6%
Aggravated Assault	72	64	-11.1%
Burglary	414	387	-6.5%
Larceny—Theft	2,040	1974	-3.2%
Motor Vehicle Theft	150	149	-0.7%
<b>Total</b>	<b>2,764</b>	<b>2,649</b>	<b>-4.2%</b>

Source: Kenner Police Department

in the form of a property tax is needed. However, in April, 2011, voters rejected several proposed property taxes, including one that would have levied 12 mills to generate \$5.4 million for police operations, buildings and equipment.

Officials report response time has suffered as a result of manpower loss after Hurricane Katrina that has not been restored. The department lost 10 civilian employees that have not been replaced. However, despite budget issues, crime rates are declining overall in Kenner.

**Police Department Needs**

- KPD doesn't have a stable funding source/formula going forward. This can affect the ability of the department to plan for future needs and sometimes the ability to enforce existing laws.
- Jail improvements - The existing jail is only set up to hold misdemeanor offenders. Serious offenders must be transported to Parish detention facilities.

- The Police Chief suggested the City could use a well for drinking water during emergency/disaster

Other Sources:

- <http://www.theiacp.org/LinkClick.aspx?fileticket=LF7xdWl1tPk%3D&tabid=87>
- <http://bjs.ojp.usdoj.gov/content/pub/pdf/lpd07.pdf>

***Fire Protection***

The Kenner Fire Department, headquartered at 2226 Williams Boulevard, handles city fire protection. There are six fire stations in the city. The department is staffed by 97 full and part-time suppression and administration personnel. The department is also aided by around 20 volunteer firefighters.

**Table 8.2: Fire Stations in Kenner**

Station	Address
No. 35	1801 Williams
No. 36	2000 Rev. Richard Wilson Drive
No. 37	1919 40 <sup>th</sup> St.
No. 38	400 Veterans
No. 39	401 Vintage
Rescue squad	3343 Williams
Headquarters	2226 Williams



In 2012, the Fire Department handled 1,793 calls, the chief said, a drop of more than 1,000 calls in the previous year. The department has also seen a substantial reduction in medical calls as East Jefferson General Hospital's emergency medical service has expanded its response in Kenner.

In 2011, voters renewed the millage for ten years. At that rate, the millage was expected to generate about \$3.3 million, or roughly half the fire department's \$7 million budget. In the 2013-2014 fiscal year, \$1.6 million of the total budget would come from the city's general fund, because taxes dedicated for fire protection are insufficient to run the department, according to Fire Chief John Hellmers. He said the budget doesn't include money to replace aging equipment, including purchasing a new fire truck. (Source: [http://www.nola.com/politics/index.ssf/2013/05/kenner\\_police\\_fire\\_department.html](http://www.nola.com/politics/index.ssf/2013/05/kenner_police_fire_department.html) )

### **Fire Department Needs**

- Staff - As of 2009, the Kenner Fire Department fell short of the national staffing recommendations for fire -dispatch because of budget shortfalls (Source: the Times Picayune). Kenner responds to fire calls mostly with three firefighters on each truck, instead of the National Fire Protection Association standard of four.
- Budget - In April, 2011, voters rejected a slate of tax proposals, including one that would have levied 2 mills to raise \$900,000 for fire department buildings and equipment. Fire officials said the money was needed to replace outdated equipment and building a

new fire station in hopes of improving Kenner's fire rating from its existing Class II rating (Sparacello, 2011).

- Equipment - fire officials are pushing to acquire a platform truck that would facilitate extinguishing fires on taller buildings. They are in the process of seeking grants to cover the \$1 million purchase. Officials also say a generator is needed for the fire house at 3343 Williams Boulevard.
- Water - The fire department additionally reports that water supply is insufficient in South Kenner to most effectively extinguish fires. Larger water lines are needed.

### ***Emergency Medical Services***

Kenner has a cooperative endeavor agreement with East Jefferson General Hospital that assigns three ambulances and one sprint unit for emergency-medical response in the city. A sprint vehicle is manned by a paramedic and is designed to get to an emergency scene faster than an ambulance can, but cannot transport a patient to the hospital. The ambulances are stationed at Kenner Fire Department stations 35, 37 and 38, operated by 19 emergency medical technicians serving Kenner.

### ***Wastewater Treatment***

The sewerage system, including lines and lift stations, is owned by the City of Kenner. The sewer treatment plant, lines, and lift stations are operated and maintained by Veolia Environmental Services.

**Table 8.3: Fire Protection User Fees**

	<b>Bimonthly rate</b>	<b>Monthly rate</b>
Eastbank District 3 Commercial	\$15.38	\$7.69
Eastbank District 3 Residential	\$4.62	\$2.31

Source: Jefferson Parish

Kenner originally had three wastewater treatment plants. Work to consolidate to one facility was completed in 2006. Now a single plant, known as the Kenner Wastewater Treatment Plant, is located at #1 West 30th Street. The present treatment capacity of that plant is 13.5 million gallons per day.

Additionally, there are 360 miles of gravity and lateral lines, 31 miles of force mains, more than 4,100 sewer manholes and 79 lift stations. Maintenance of these lines has been a serious issue. Subsidence and deterioration of aging underground infrastructure has resulted in inflow/infiltration (I&I) and sanitary sewer overflows (SSO's). It is also estimated that private sewer line problems contribute as much as 20% of the City's I&I problems. The system is especially overloaded during heavy rains, leading to toilet backup and untreated sewage seeping into drainage canals that lead to Lake Pontchartrain. (Broach, Times-Picayune - 2012).

### **Proposed Improvement Plan**

In 2009, then-Mayor Ed Muniz's administration outlined a phased, \$30 million capital improvement plan for the city's sewerage system, whose condition officials described as "deplorable". The program, approved by LA DEQ, is a multi-year process. Three plant expansions have occurred so far, the fourth plant expansion is in design. In other categories, approximately 12 lift stations have been upgraded, with several more being designated for further upgrades. About \$48 million in loans from LA DEQ were made available to fund this process.

Included in this proposal were plans to create GIS maps for the city's sewer infrastructure that would help in planning future improvement projects and assist with operations, maintenance and emergency planning. It also called for introducing treated effluent from the city's waste water treatment plant to the LaBranche wetlands, reducing effluent-pumping costs by discharging to the nearby wetlands rather than the Mississippi River and reducing nutrients funneled into the river. This is discussed further in this plan in a subsequent section. Currently, the city discharges treated sewage from its plant north of Interstate 10 into the Mississippi river through a 2.5-mile pipe that runs under Louis Armstrong International Airport (Broach, 2012). A number of other municipalities across the state have implemented similar programs that are billed as a means of reducing treatment costs while helping to revitalize wetlands.

The Kenner Public Works Department estimates about 50 or 60 percent of the expected expenditures and work have been completed, as of early 2013. Treatment plant upgrades are in the planning stage, including the design of six or seven pump stations. While most of these improvements are funded through the loan from the state and some federal grants, the Public Works Department's general operations are funded through a local millage



and user fee. (Source: [http://www.kenner.la.us/images/i\\_i\\_presentation.pdf](http://www.kenner.la.us/images/i_i_presentation.pdf))

**Open, Concrete-sided Drainage Canal**



**Paying for the Plan**

In 2009, the city closed on a \$22 million low-interest loan through DEQ's revolving loan program to begin sewer system renovation.

In 2010, city officials urged adoption of a user fee increase to pay back the loan. Kenner's Deputy Chief Administrative Officer for public works, said the city's proposed service charge increase would raise the rate from \$1.35 to \$1.78 per 1,000 gallons of water used for residential customers; \$1.59 to \$2.09 for commercial customers. An average household increase of about \$3.44 per month.

In 2011, voters renewed the 1.14 mill property tax for sewerage for ten years. The tax generates about \$513,000 annually, or less than 10 percent of the sewerage operating budget. In November, 2012, Kenner received a second low-interest loan from the state DEQ to help fix the sewer system with an interest rate of .95 percent.

***Streets and Drainage***

The Department of Public Works is responsible for the maintenance and improvements of the City of Kenner's infrastructure as it pertains to streets, drainage, parkways, street lights, traffic signals and city buildings. With a team of approximately seventy-three (73) employees, this department consists of six (6) active divisions:

- Administration
- Streets and Drainage

- General Services
- Parkways
- Street Lights
- Traffic

Drainage Division: Responsible for drainage facilities in Kenner is split between Kenner's Public Works Department, which maintains minor local drain lines, and the Jefferson Parish Drainage Department, which oversees the many canals and drainage pumping stations. The drainage division is responsible for the maintenance of all subsurface drainage within the city which is essential in minimizing or eliminating street flooding. One of the main problems relating to street ponding can be attributed to debris, such as leaves, grass, silt and other objects flowing or deposited into catch basins in most areas. Maintenance consists of flushing pipes, clearing drains of debris on a regular basis and repairing or replacing drains and drain lines on an as needed basis to improve flow. This division also installs new drains in an effort to alleviate flooding in problem areas.

Streets Division: Responsible for all concrete and asphalt street repairs and

**Table 8.4: Parks and City Recreation Facilities**

Name	Address
Kenner City Park	3800 Loyola Drive
Kenner Heritage Park	Rivertown
Laketown	4601 Williams Blvd
Miguez Park	670 Barron Lane
Muss Bertolino	620 W. Esplanade
North Kenner Park	2128 38th St.
Seton Park	4200 St. Elizabeth Dr.
Veterans Park	1901 Williams Blvd
<b>Gyms and Playgrounds</b>	
Adult recreation complex	No. 2 Furman Circle
Buddy Lawson	1800 Short Street
Butch Duhe	1710 10th Street
Galatas	41 Nassau Drive
Greenlawn	3323 Arkansas Ave.
Highway Park	3300 Roosevelt Blvd.
Lincoln Manor	3100 Tifton Street
Muss Bertolino	620 W. Esplanade Ave.
Susan Park	502 Veterans Blvd.
Wentwood	200 W. Loyola Dr.
Westgate	3535 Maine Ave.
Woodlake	131 W. Esplanade Ave.
Woodward	2001 34th Street
<b>Tennis courts</b>	
AP Clay	200 Decatur St.
Alabama	4221 Alabama Street
Cannes Brule	Cattle Farm Road
Lincoln Manor	3100 Tifton St.
Rosemary Minor	520 Taylor St.
Wentwood	No. 3 Georgetown
Westgate	2635 Maine Ave.

resurfacing work of over two hundred twenty-five (225) miles of city streets. These street repairs can vary in nature from concrete panel replacements to minor patchwork. Duties also include, but are not limited to curb repair, striping, installation of traffic control signs, etc. City workers have had their challenges since Hurricanes Katrina, Rita, Gustav and Ike, but have completed major street repairs throughout the city, with the majority of the work performed by private contractors enabling the division to concentrate on the jobs of operations.

Many of Kenner's major thoroughfares are either federal or state roads. These include Interstate Highway 10, Airline Drive (U.S. 61), Third Street / Rev. Richard Wilson Drive, and Williams Blvd.

According to the Public Works Department webpage, in addition to streets and drainage, the Department administers the following other divisions devoted to City facilities and property:

**General Services:** Responsible for the maintenance of most City owned buildings/facilities and provides building needs as necessary.

**Parkways:** Provides maintenance on approximately 100 acres of



**Table 8.4 (con't): Parks and Recreation Facilities - Tot Lots and Pocket Parks**

Name	Address
Alabama	4221 Alabama Street
AP Clay	200 Decatur St.
Bertha Lee Jackson	729 Salvador Rd.
Betsy B. Hammond	500 Salvador Rd.
Butch Duhe	1710 10th Street
Firehouse off Williams	39th & Florida St.
Greenlawn	3323 Arkansas Ave.
Highway Park	3300 Roosevelt Blvd.
Lincoln Manor	3100 Tifton Street
Miguez Park	670 Barron Lane
Muss Bertolino	620 W. Esplanade Ave.
North Kenner Park	2128 38th St.
Palm Vista	5900 Gayln & Erlanger
Rosemary Minor	520 Taylor St.
Seton Park	4200 St. Elizabeth Dr.
Susan Park	502 Veterans Blvd.
Wentwood	200 W. Loyola Dr.
Westgate	3535 Maine Ave.
Woodlake	131 W. Esplanade Ave.

Street Lights: Provides electrical services for many City buildings/facilities and handles electrical related services for special projects and seasonal activities. The streetlight crew maintains a large number of street lights in the City of Kenner and works in conjunction with Entergy in many cases to resolve difficult streetlight repairs. All traffic signals within the City, excluding state highways, are also maintained by this division.

### *Parks and Recreation*

Kenner’s Department of Parks and Recreation is responsible for the operation and oversight of a variety of parks, gyms and playgrounds and other recreational programs in the city that cater to children and adults.

The Department of Parks and Recreation currently manages 19 parks and playgrounds within the City of Kenner. As noted earlier in this document, Kenner’s population is becoming older and there are fewer families with children under 18 than in 2000. Specifically, U.S. Census data from 2010 shows that since 2000 Kenner lost 2,220 families with children under 18 – a 23.84% decline. Additionally, during the same period the number of children under the age of 14 declined by 3,249. These trends have resulted in some underutilization of existing parks and playgrounds. These facilities, however, are still managed and operated within the Recreation Department’s limited budget. As a result, Kenner should consider an alternative

medians and street rights-of-way, to keep area beautified. They maintain trash receptacles at bus shelters/city buildings, recycle pickup at various city offices and maintain the perimeter of most city buildings and city owned properties. Parkways also maintain trees, plants and shrubbery in street rights-of-way and medians, etc... Street sweeping is also a function of this division.

Traffic: Responsible for maintenance and installation of all traffic control signs and street signs, processes all traffic related complaints from the general public and other City agencies; fire, police, etc.

**Table 8.5: Kenner Trash User Fee Schedule**

	Bimonthly rate	Monthly rate	Senior citizen bimonthly rate	Senior citizen monthly rate
Residential	\$21.34	\$10.67	\$15.04	\$7.52
Commercial	\$34.86	\$17.43	N/A	N/A

Source: Jefferson Parish Water Department

City can / may be able to utilize its recreation budget and assets more efficiently.

These larger facilities often create more of a critical mass that would become a regional attraction. Larger facilities often host major youth tournaments that draw teams from around

strategy for providing recreational facilities to Kenner’s residents.

A key trend in communities is the development of large multi-use community recreation centers. State of the art fields for baseball, soccer, softball, and football characterize these facilities. Often they also serve other youth team sport activities. By consolidating some facilities and programs into these larger facilities, the

the state, region, and sometimes from around the country, and provide significant economic impacts to the local community via hotel and motel taxes, as well as sales taxes from dining and shopping. Another benefit to a state of the art recreational facility would have is an amenity and a quality of life asset that can help attract families to Kenner, a key demographic that declined the last 10 years.

Although a Recreation Element is not yet a part of the City of Kenner’s “Pattern for Progress” Comprehensive Plan, it is an area that should be looked at in more detail.

**Table 8.6: Kenner City Offices and Facilities**

Name	Address	Notes
Kenner City Hall City Hall Annex Bldg D	1801 Williams Blvd. 1610 Reverend Richard Wilson Drive	Houses offices of the mayor, city council, inspection and code enforcement Kenner Planning and Zoning Department; Public Works Dept.
Kenner Hispanic Resource Center	4312 Florida Ave.	
Community Development Dept.	624 Williams Blvd.	
Council on Aging	641 Compromise	
Pontchartrain Center	4545 Williams Blvd.	Managed under contract by SMG.
Arthur P. Clay Center	200 Decatur St.	
Martin Luther King Resource Center	1042 31 <sup>st</sup> St.	



**Table 8.7: City-Owned Properties in Rivertown Historic District**

Name	Address	Notes
Heritage Hall	303 Williams Blvd.	
Heritage Park	2015 4th St.	
White House	2016 4th St.	
Louis Roussel Planetarium	2020 4th St.	
Old Rivertown Repertory Theater	401 Minor St.	
New Rivertown Repertory Theater	325 Minor St.	
Old Kenner Town Hall	1903 Short St.	
Vacant Minor St. Property	Adjacent to the cottage, no address given	
Rivertown Optical Center	400 Williams Blvd.	
Peace of Art	402 Williams Blvd.	
Rivertown Welcome Center Museum complex (science center, old planetarium, observatory, space station, art gallery)	405 Williams Blvd.  409 Williams Blvd. 415 Williams Blvd.	Office of Motor Vehicles
Castle	501 Williams Blvd  519 Williams Blvd.	Former Toy Train Museum Site
Historical Museum (old Clancy House)	1922 3rd St.	
Council on Aging	641 Compromise St.	
St. Rosalie Cemetery	3rd and Decatur  415 Williams Blvd.	Former Saints Hall of Fame site

Source: 2007 Rivertown Master Plan ([http://www.kenner.la.us/images/rivertown\\_master\\_plan.pdf](http://www.kenner.la.us/images/rivertown_master_plan.pdf)).

**Solid Waste Disposal**

Kenner currently contracts with Ramelli Waste for solid waste disposal. The contract provides for unlimited twice-weekly curbside trash collection for Kenner residents and small businesses. The city pays roughly \$10.63 per household per month for the service, or

about \$4 million per year. Trash collection is funded through a user fee, property tax and general fund revenue. The city's trash goes to the River Birch landfill in Avondale.

Kenner levies 1.61 mills to fund waste collection and disposal. The tax generates

\$725,000 annually, or about 1/6 of the money spent on the service. Some city officials have proposed levying a higher millage rate for solid waste. The city's existing solid waste contract expires in 2017 after Mayor Mike Yenni signed a 5-year contract extension with Ramelli Waste Group, LLC that took effect in July 2012.

### *Recycling*

Although numerous cities across the country (and others in South Louisiana) have programs in place to collect and recycle materials such as aluminum, paper and glass and even yard waste, Kenner currently has no citywide recycling or composting program in place. Unincorporated Jefferson Parish re-started its curbside recycling program in 2012 after a years-long hiatus following hurricanes Katrina and Rita. Harahan and Jean Lafitte also offer curbside recycling (Hunter, 2012). The Kenner City Council in the summer of 2012 asked Mayor Mike Yenni's administration to investigate the feasibility of implementing a curbside recycling program. The City does currently offer drop-off recycling at 3 locations in Kenner.

### *Kenner City Offices and Facilities*

In addition to those facilities and buildings used by the Kenner Police and Fire Departments, the City of Kenner owns the buildings in Tables 8.6 and 8.7.

## **Facilities and Services by Other Entities**

### *Water Service*

Jefferson Parish supplies drinking water to residential and commercial consumers in Kenner. The parish water supply comes from the Mississippi River and is treated at six water purification plants.

The East Bank water purification complex at 3600 Jefferson Highway consists of four plants that have a production capacity of 87 million gallons per day. Water is treated through a multi-barrier treatment process that includes clarification, filtration, primary and secondary disinfection and corrosion control. Powdered activated carbon is added to raw river water to remove man-made and organic chemicals. An organic spill monitor screens the raw water for elevated levels of organic chemicals.

The Parish Water Department bills users for this service. The department plans to begin the first phase of an overhaul of its East Bank purification plants in 2013. The plants at the East Bank facility were constructed in the 1950s and 60s.

The U.S. Environmental Protection Agency sets limits on the amount of certain contaminants that can exist in municipal drinking water supplies. Water departments are required to report annually on the quality of their water supply and any risks and possible contaminants that may be present. In its history, the Jefferson Parish Water Department reports it has never been cited for a serious violation of national regulations. In the parish's 2011 Water Quality Report, the department disclosed that 17 of the more than 80 contaminants for which the Environmental Protection Agency requires monitoring had been detected in the water supply in the previous year. However, those contaminants were detected at levels below those allowed by the EPA, the report said.



**Table 8.8: Kenner Public Schools**

School	Address	Grades	Enrollment (as of Sept. 30, 2011)	Notes
A.C. Alexander Elementary	600 W. Esplanade Ave.	PK-5	669	
J.J. Audubon Elementary	200 W. Loyola Drive	PK-5	410	
Bonnabel Magnet Academy	2801 Bruin Drive	9th-12th	1,558	Not Actually in Kenner
Chateau Estates Elementary	4121 Medoc Drive	PK-5	573	
John Clancy Elementary	2100 Maine Ave.	PK-5	512	*Clancy and Maggiore elementaries consolidated as of the 2012/13 school year and the Clancy campus will be used.
School for the Arts*	1500 38th Street	PK-5	410	
Greenlawn Terrace Elementary	2504 Maine Ave., Metairie (Falls near the Metairie/Kenner line)	PK-5	369	
Joseph S. Maggiore Elementary*	2801 Bruin Drive (on Bonnabel campus)		82	Will house new Science and Math School An alternative school that helps students get GEDs, special skills certificates
Martyn Academy for Career Preparation (Not in Kenner)	3315 Maine Ave.	6th-8th	562	
Theodore Roosevelt Middle	26 Earnest Street	PK-5	416	
Walter G. Schneckenburger Elementary	606 Clay St.	PK-5	246	
Washington Montessori	1037 31st Street	PK-5	189	

**Table 8.9: Kenner Private Schools**

School	Religious affiliation	Address	Grades	Enrollment
Islamic School of Greater New Orleans	Islam	2420 Illinois Avenue	PreK-8th	
Our Lady of Perpetual Help Catholic School	Catholic	532 Williams Blvd.	PreK-8th	
Restoration Christian Academy	Non-denominational Christian	2002 20th St., #B104	3rd-12th	
St. Elizabeth Ann Seton School	Catholic	4119 St. Elizabeth Drive	PreK-7 <sup>th</sup>	460

Jefferson Parish’s Water Quality Laboratory employs 13 scientists who along with other utility personnel monitor water on a daily, weekly and monthly basis. Monitoring is also conducted by the Louisiana Department of Health and Hospitals. The Water Dept. handles billing for parish services, including water, sewage, garbage, mosquito control.

The Parish adds fluoride to the drinking water at a rate of 0.8 parts per million, as recommended by the American Dental Association.

Sources: <http://www.jeffparish.net/index.aspx?page=796>

### *Library*

The North Kenner Library at 630 West Esplanade Avenue is one of 16 branches operated by the Jefferson Parish Library system. It is a full-service library that is open daily and offers a variety of materials, programs and services for adults and children. Its offerings include 24 public computers with Internet access, two study rooms, and a

substantial collection of books, magazines, CDs, DVDs, videocassettes and audiocassettes. The library is equipped to accommodate handicapped patrons and is accessible via the Kenner Loop bus, which picks up and drops off passengers at a stop in front of the library.

Library maintenance, payroll and operations are funded by a ten-year, 6.5 mill property tax that extends through 2017. The millage generates just under \$20 million per year and is allocated to each of the branches through a formula that takes into account library traffic and circulation.

The North Kenner branch was one of several parish libraries that sustained heavy damage from hurricanes Katrina and Rita, which destroyed nearly 15 percent of the parish library system’s total collection in 2005. At the North Kenner Library, flooring, desks, bookshelves and computers were damaged, as were books and other materials. The library re-opened following the storms in May, 2006 with the help of a Bush-Clinton Katrina Fund grant that helped cover the cost of furnishings and enhancements. Post-storm renovations brought about an expanded children’s area and more services and materials geared toward Spanish-speaking patrons.

The library system contends that more space is required at most parish libraries to adequately accommodate patrons and larger collections. The North Kenner Library is among the facilities in need of expansion, according to

**Table 8.10: Health Care Facilities**

Name	Address	Notes
Ochsner Medical Center - Kenner	180 W. Esplanade Ave.	The city's only full-service community hospital; 170-bed acute care facility. 15-bed level II emergency room.
East Jefferson After Hours	708 W. Esplanade Ave.	Urgent care center. 44-bed long-term acute care hospital, for patients requiring hospitalization of 25 days or longer.
St. Theresa Medical Complex	3601 Loyola Drive	



a proposal on the system's website that calls for expanding the existing 9,350 square-foot library to 75,000 square feet. That plan also suggests that a second, 35,000-square-foot library is needed in South Kenner.

Expansion plan: <http://www.jefferson.lib.la.us/libraryinfo/Libraries.pdf>

### *Educational Facilities*

Public schools in Kenner are overseen by the Jefferson Parish Public School System, which operates one of the largest districts in the state. Eleven of the parish's 88 public schools are located in the city of Kenner. These are reflected in Table 8.8. Most are elementary schools, though there is also one public middle school in the city.

In addition to public schools, Kenner is home to four private schools: the Islamic School of Greater New Orleans, Our Lady of Perpetual Help Catholic School, Restoration Christian Academy, and St. Elizabeth Ann Seton School. These are identified in Table 8.9. A Kenner Science and Math Charter School will be built near the intersection of Loyola Dr. and Vintage Dr. Devine Mercy School is currently under construction at Sal Lentini Blvd. and Joe Yenni Blvd.

As of the writing of this report, there appeared to be no master plans guiding future priorities or development of the parish school system and no apparent plans for facilities expansion or new

construction that would directly affect Kenner. School districts often craft long-range facility and master plans that take into consideration demographic trends, such as changes in household size and composition. Considering demographic indications that Jefferson Parish as a whole is losing population, there should be some concern on the part of school officials as to how this will affect future student population, facility needs and a host of other issues affecting the future of public education.

### *Other Services and Property*

Other state-owned property in Kenner: According to the Louisiana Division of Administration Facility Planning and Control Agency, facility management database, this consists of 12.05 acres in a portion of the Elmwood-Lafreniere tract. It appears that site was used for 1-10, drainage easement and the rest leased to the Jefferson Parish Council. All additional state-owned property is listed in Table 8.12.

Like most of the greater New Orleans area, Kenner is served by Entergy for electrical power and natural gas service. Kenner has no direct influence on services but interfaces with Entergy on a number of levels. Entergy has a staff of government liaison professionals who meet with City officials as needed on mutual areas of interest, especially as related to hurricane preparedness and power restoration activities following a storm event.

Kenner is home to three major medical facilities. Table 8.10 lists the existing health care facilities in Kenner.

There are over 65 various places of worship of all denominations throughout Kenner. Table 8.11 identifies all of these City-wide.

**Table 8.11: Places of Worship**

Name	Denomination	Address
Albany Street Church of Christ	Church of Christ	3143 Albany St
Amos Missionary Baptist Church	Baptist	1401 Danville St
Believers Fellowship Church	Fellowship	3701 Williams Blvd
Berean Christian Fellowship Church	Christian Fellowship	101 Emerson St.
Bethlehem Primitive Baptist Church	Baptist	2000 Delaware Ave.
Body of Christ Five Fold Ministry		101 Providence Lane
Chinese Baptist Church	Baptist	3413 Continental Drive
Chinese Presbyterian Church	Presbyterian	2901 W. Esplanade Ave.
Christ the King Lutheran Church	Lutheran	1001 W. Esplanade Ave.
Christian Life Center	Assemblies of God	1000 Roosevelt Blvd
Crossroads Community Church	Baptist	3233 Loyola Drive
Cypress Grove Baptist Church	Baptist	901 31st St.
Evangelical Formosan Church	Evangelical	3225 Georgia Ave.
Faith of Hope Missionary Baptist Church	Baptist	314 Oxley St
Faithful Word Assembly	Non-denominational Christian	1401 Joe Yenni Blvd
Family of Faith Community Church	Wesleyan	523 West Esplanade Ave.
First Baptist Church of Kenner	Baptist	1400 Williams Blvd
First Pentecostal Church of East Jefferson	Pentecostal	2128 18th St.
Friendship Community Missionary Baptist Church	Baptist	1001 Veterans Blvd
Gifts of Love di Maria Incorporated		2327 Veterans Blvd
Guiding Light Missionary Baptist Church	Baptist	220 Veterans Blvd
Hope Assembly of God Church	Assemblies of God	3801 Williams Blvd
House of Prayer	Non-denominational Christian	3129 Acron St.
Iglesia Bautista Hispana Emmanuel	Baptist	2110 Bruin Dr.
Iglesia Vida-Injmi	Non-denominational Christian	3521 Florida Ave
Journey Christian Church		2616 Sharon St.
Kenner First Church of the Nazarene	Church of the Nazarene	2311 W. Metairie Ave.



**Table 8.11 (con't): Places of Worship**

<b>Name</b>	<b>Denomination</b>	<b>Address</b>
Kenner Presbyterian Church	Presbyterian	2139 Iowa Ave.
Kenner Seventh Day Adventist Church	Seventh Day Adventist	9026 Ford St.
Kenner United Methodist Church	Methodist	1000 Clay St.
King of Glory Ministries	Non-denominational Christian	101 Emerson St.
Little Zion Baptist Church	Baptist	2200 Kenner Ave
Living Waters Church of God In Christ	Church of God	715 Filmore St.
Mark Ministries Incorporated		3501 Chateau Blvd
Messiah United Methodist Church	Methodist	420 W Esplanade Ave
Nativity of Our Lord Catholic Church	Catholic	3325 Loyola Dr
New Hope Community Church	Community	2715 Gadsden Avenue
New Hope Spanish Seventh Day Adventist Church	Seventh Day Adventist	901 31st St.
New Jerusalem Baptist Church	Baptist	3050 Marietta Ave.
New Mount Bethel Baptist Church	Baptist	1442 31st St
New Orleans Church	Non-denominational Christian	3501 Chateau Blvd #C112A
New Orleans Spanish Seventh Day Adventist Church	Seventh Day Adventist	3208 Loyola Dr.
Oakland Baptist Church	Baptist	1400 3rd St
Olive Branch Ministries		4211 Williams Blvd
Our Lady of Grace Chapel	Catholic	2552 Kentucky Ave.
Our Lady of Perpetual Help	Catholic	518 Minor St
Our Lady of Perpetual Help	Catholic	1908 Short St
Pilgrim Baptist Church	Baptist	2114 3 <sup>rd</sup> Street
Power House Church	Non-denominational Christian	408 Warren St.
Prayer Line		901 31st Street
Providence Baptist Church	Baptist	11509 Jefferson Hwy
Resurrection Fellowship	Non-denominational Christian	4224 Florida Ave
Solid Rock Church	Non-denominational Christian	1823 3rd St

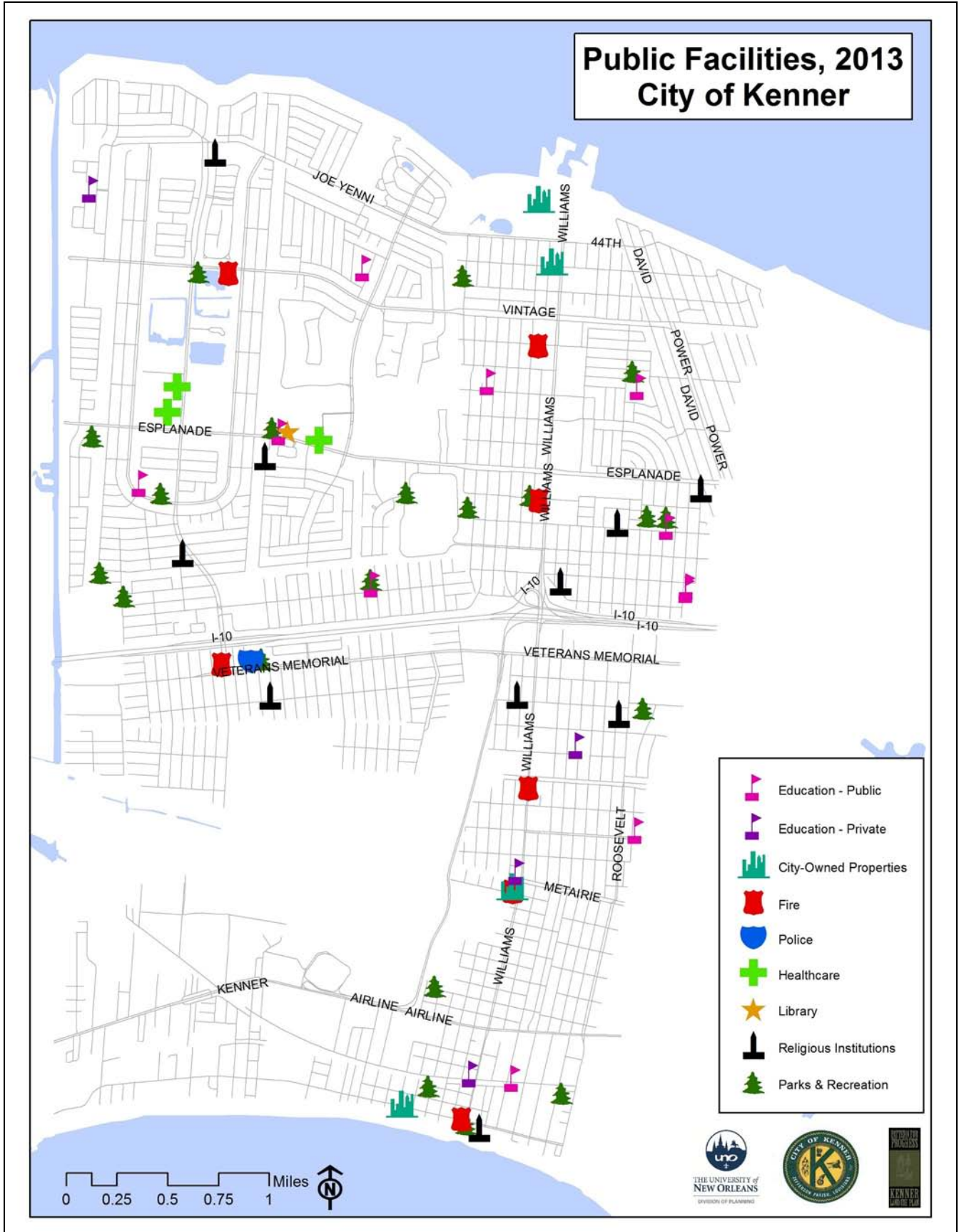
**Table 8.11 (con't): Places of Worship**

Name	Denomination	Address
St Anthony Divine Spiritual Church of Christ	Church of Christ	1208 31st St
St Elizabeth Ann Seton Church	Catholic	4121 Saint Elizabeth Dr
St. Jerome Catholic Church	Catholic	2400 33 <sup>rd</sup> Street
St John of The Cross	Non-denominational Christian	3417 Maine Ave
St Johns Episcopal Church	Episcopal	2109 17th St
St. Joseph House of Prayer	Non-denominational Christian	802 1/2 Kenner Ave.
St Matthew Baptist Church	Baptist	604 Jackson St
St Michael Baptist Church	Baptist	315 James St
Sweet Home Christian Center	Non-denominational Christian	434 Jackson St
Thomas United Methodist Church	Methodist	420 Webster St.
University City Baptist Church	Baptist	3233 Loyola Dr.
VERBOS Louisiana	Non-denominational Christian	2601 Florida Avenue
Victory Life Spanish Congregation	Congregational	2545 Florida Ave
Vineyard Church	Fellowship of Christian Assemblies	4340 Sal Lentini Pkwy
Westside Baptist Church	Baptist	2500 Kentucky Ave
Williams Boulevard Baptist Church	Baptist	3000 Williams Blvd.

**Table 8.12: State Property in Kenner**

Name	Address
Office of State Police (criminal intelligence, insurance fraud, gaming enforcement, South District detectives offices)	2400 Veterans Blvd.
Troop B headquarters	2101 1-10 service road
<b>Department of Transportation and Development</b>	
Field offices-construction	166 W. 3rd St.
Maintenance unit offices	164 W. 3rd St.
Right of way section	3108 Williams Blvd.
Residual land along 1-10	Veterans at 1-10







## Public Facilities Element Vision, Goals, and Policies

**Vision Statement:** Make Kenner a more resilient community in the face of disasters.

**Community and Public Facilities Goal 1:** *Orderly and efficient development patterns that enhance quality of life and promote resilience for Kenner residents.*

**Policy 1.1:** The City will adopt an adequate public facilities ordinance.

**Policy 1.2:** Assure that development and redevelopment occurs in concert with the Capital Improvement Program and will enable the City to provide adequate public facilities in a timely manner and achieve the growth objectives of the Pattern for Progress Comprehensive Plan.

**Policy 1.3:** Assure that proposed development protects the public health and safety, promotes the general welfare of the community, and conserves the environment.

**Policy 1.4:** Assure that proposed development fits harmoniously into the fabric of the community.

**Policy 1.5:** Encourage new development to occur in areas of the City where public facilities are already being provided.

**Policy 1.6:** Require new, additional, or upgrades to existing facilities that are necessary to address the impact on public facilities from proposed development when the existing or planned public facilities will not provide or maintain an adequate level of service.

**Community and Public Facilities Goal 2:** *Invest in public infrastructure to promote economic development and resilience*

**Policy 2.1:** Old Kenner High School - Adaptive re-use / redevelopment of the historic building as a City of Kenner City Hall Annex or other public purpose

**Community and Public Facilities Goal 3:** *Effective and cost-efficient police, fire and emergency medical services within the City.*

**Policy 3.1:** Evaluate police protection services for adequate facilities, staffing, and equipment based on changes in population and development and to ensure an adequate response time for emergencies. Strive to provide a minimum of one full-time officer per 1,000 residents for police protection services.

**Policy 3.2:** Continue efforts to establish a more stable funding source for the Kenner Police Department.

**Policy 3.3:** Require new development to address fire and police protection proactively through all-weather access, street design, orientation of entryways, siting of structures, landscaping, lighting and other security features. Require illuminated addresses on new construction. Provide facilities, staffing, and equipment necessary to maintain a five-minute response time for 90 percent of all emergencies.

**Policy 3.4:** Discourage the closure of streets that limit or delay access for emergency services.



**Policy 3.5:** Promote community awareness regarding crime through the Police Department, public service organizations, and the establishment of citizen involved programs and patrols.

**Community and Public Facilities Goal 4:** *A quality school system with adequate facilities and funding to educate the youth of Kenner.*

**Policy 4.1:** Provide information to the Jefferson Parish School Board when considering Comprehensive Plan amendments, development plans, zone changes, or other legislative land use policy decisions to ensure the adequacy of present and future facilities.

**Policy 4.2:** Review proposed legislative land use decisions in the context of the adequacy of present and future facilities.

**Policy 4.3:** Coordinate with the Jefferson Parish School Board to provide safe access for school children walking, bicycling, or driving to and from school sites.

**Policy 4.4:** Pursue the establishment of a trade school, a junior college, and/or a four-year college that offers education required by the engineering, biotechnical and biomedical industries located in Kenner

**Policy 4.5:** Plan for the joint use of school/municipal facilities wherever feasible and desirable, including: school grounds, buildings, City parks, multi-purpose buildings, and recreation facilities.

**Policy 4.6:** Support the on-going school reform efforts of the Jefferson Parish School Board.

**Policy 4.7:** Coordinate Kenner's Capital Improvement Plan with the Jefferson Parish School Board to enhance schools in Kenner.

**Community and Public Facilities Goal 5:** *Provide high quality and diverse recreational opportunities for all residents.*

**Policy 6.1:** Develop a recreation and open space element to the Pattern for Progress Comprehensive Plan.

**Policy 6.2:** Provide diverse recreation and leisure activities for all ages.

**Policy 6.3:** Maintain security for parks and recreational centers.

**Policy 6.4:** Continue existing maintenance programs to improve parks and gyms including lighting, physical facilities and landscaping improvements.

**Policy 6.5:** Promote development of greenway corridors linking major development nodes throughout the city.

**Policy 6.6:** Promote development of recreational activities along Lake Pontchartrain and the Mississippi River.

***Community and Public Facilities Goal 6: Public and quasi-public facilities and services that provide for the social, cultural, civic, religious, and recreational needs of the community.***

**Policy 5.1:** Continue to encourage citizens to participate in community programs and volunteer for public service positions, such as the Kenner Planning Commission, the Historic District Commission, and others.

**Policy 5.2:** Explore opportunities to expand and provide additional community meeting space.

**Policy 5.3:** Encourage provision of cultural facilities within the community, including: museums, theaters, and public art.

**Policy 5.4:** Encourage provision of special recreation facilities to meet local and area activity needs.

**Policy 5.5:** Encourage sharing or combining public facilities for educational, cultural, and recreational purposes.

***Community and Public Facilities Goal 7: A water and wastewater infrastructure system that supports development in the City.***

**Policy 6.1:** Require developers to demonstrate that an available water supply and sewer treatment capacity exists or will be provided to serve proposed development, prior to issuance of building permits.

**Policy 6.2:** Coordinate with the Jefferson Parish Water Department and Drainage Department when considering Pattern for Progress Comprehensive Plan amendments, annexations, or development agreements, to assist in planning for adequate capacity to accommodate future growth.

**Policy 6.3:** Encourage the use of reclaimed water for irrigation of City landscaping.

**Policy 6.4:** Require all new construction of water and sewer infrastructure to be consistent with any utility master plans and to implement the policies of the Pattern for Progress Comprehensive Plan.

***Community and Public Facilities Goal 8: A solid waste management system providing safe and efficient collection, transportation, recovery and disposal of waste.***

**Policy 7.1:** Continue to coordinate with Jefferson Parish Department of Environmental Affairs on the MS4 Permit requirements, including establishing collection and disposal procedures for household hazardous wastes through the adoption of a Household Hazardous Waste Program.

**Policy 7.2:** Provide solid waste reduction and recycling within the City of Kenner through implementation of a source reduction and recycling program.



**Community and Public Facilities Goal 9:** *Ensure adequate electrical, natural gas, and telecommunication systems to meet development demand.*

**Policy 8.1:** Coordinate with responsible companies to provide continued maintenance, development, and expansion of electricity, natural gas, and telecommunications systems serving residents and businesses.

**Policy 8.2:** Pursue the undergrounding of utilities along arterial roads, where feasible.

**Policy 8.3:** Encourage installation of new technological infrastructure throughout the City including broad band, fiber optics, wireless and other developing technologies.

# IX. Plan Implementation Strategies

## Introduction

The Pattern for Progress Comprehensive Plan is only as effective as the programs and policies that are used to implement the vision outlined in the plan. Successful and viable communities have a consensus about their vision that is backed up by actions to achieve that vision. In the City of Kenner that consensus is embodied in the vision, goals, objectives, and policies within the comprehensive plan. To insure that this document realizes its purpose as a legitimate guide to long-term land use decision-making, implementation strategies are recommended below that will provide policy-makers a clear blueprint for achieving the goals and objectives laid out in this plan. The intended result is a community where city officials, developers, and private citizens have a clear idea of the development process and where that process should take the community for the long-term.

## Adoption of the Pattern for Progress Comprehensive Plan

The first, and most critical, step in realizing the vision outlined within the plan is to officially adopt it. The plan should be adopted in a fashion that requires elected officials and policy-makers in Kenner to make land use and development decisions that are consistent with the vision, goals, and

objectives outlined in the plan and in the appropriate areas outlined in the future land use map. Adopting the plan by way of ordinance can achieve this.

Once adopted, the Pattern for Progress Comprehensive Plan should be used as a guide by city policy-makers and officials when developing City funding priorities, operational expenditures, the capital improvement budget, and any other capital expenditures that affect land uses in Kenner

## Monitoring the Plan

Once the Pattern for Progress Comprehensive Plan is officially adopted, monitoring the plan on a regular basis to make sure that land use policies and development decisions that are made are consistent with the plan becomes critical. The plan should be monitored on a yearly basis by the Planning Department to ensure that new land uses and their accompanying impacts do not detract from the quality of life in Kenner. A yearly summary report focusing on the following items should be produced:



## Spotlight on Resilience

The disasters and community changes that highlight the need for resilience are often unforeseen. For that reason, a good plan needs both a time frame for implementation and a process for amending and changing it. This time frame is both short- and long-term. Having the Pattern for Progress in place should help prepare Kenner for future challenges and opportunities.



- Identify the effect of new development on the vision, goals, and objectives of the plan.
- Determine whether or not the ongoing implementation plan identified in this section is successful.
- Weigh public comments pertaining to the plan.
- Evaluate if new development is consistent with the expectations outlined in the plan (population, housing units, etc.)

## Amending the Plan

To ensure that the Pattern for Progress Comprehensive Resilience Plan is flexible and can adapt to changing conditions, it is important to have in place a process to both review and formally amend the plan if changes need to be made. Since the plan was developed with public input and is a public document, amending the plan must require a public process. Specific procedures for proposing amendments can be developed by appropriate city officials and adopted by ordinance. Changes to the plan's text or plan maps must be done through the following steps:

- Proposed changes should be published in the appropriate manner in accordance with the City's public notice requirement.
- Appropriate City officials should comment on the proposed changes.
- Public hearing conducted by the Planning Commission followed by recommendation.
- Public hearing conducted by the City Council followed by final action.

This procedure is designed to make sure that changes or amendments are done in a deliberative manner and are consistent with the Pattern for Progress Comprehensive Plan's vision, goals, and objectives.

## Plan Review

In addition to the yearly monitoring, the Pattern for Progress Comprehensive Plan should come under major review every three to five years, depending on the results of the yearly monitoring. This review should be done by the Planning Department and include a comprehensive look at where the City is in relation to the vision, goals, and objectives outlined in the plan, including:

- Has the City made progress in achieving the vision, goals, and objectives set out in the plan?
- Has the City been successful in carrying out the tasks identified in the implementation section of the Pattern for Progress Comprehensive Plan?
- Have the City's demographic and economic conditions changed drastically from the initial plan adoption or from the most recent plan review?
- Is their continued community support for the plan's goals and objectives?

The plan review should include a report that outlines the findings and recommendations from the review. Public hearings should be scheduled and the Planning Department should present the findings of the review to the public for comment. Any changes to the plan's text or map should be presented and the procedure outlined above followed to formally amend the plan as necessary.

## Additional Elements to the Pattern for Progress Comprehensive Plan

Every three to five years Kenner should evaluate its population and demographics and determine if additional elements should be added to address certain public needs. Several suggested elements should be considered in the near future. They are:

- Transportation
- Public Infrastructure
- Urban Design
- Recreation and Open Space

These elements can be developed utilizing the vision, goals, and objectives already contained within the Pattern for Progress document. However, as these elements are added, specific additional goals, objectives, and policies should be developed, along with any appropriate implementation strategies. Adding these elements will strengthen Kenner's ability to plan for all aspects of daily life that make Kenner an attractive place to live and work.

## Implementation Action Items

Action items are implementation tasks that involve a number of interrelated tools that are available to city officials to begin implementing the Pattern for Progress Comprehensive Plan. Outlined below are implementation procedures to address the tools that the City uses to regulate the development process.

### *Revise the Kenner Zoning Ordinance and Map\**

Zoning is the basic tool used by communities to regulate development and to implement the community's Comprehensive Resilience Plan. Zoning identifies the amount, size, density, and type of a given use that is legally allowed on each parcel. The zoning text identifies the various zoning designations and their permitted uses, defines relevant terms, and sets out the procedures for requesting zoning changes. The zoning map shows the locations and boundaries of the different zoning districts. Amending the zoning text and map requires an ordinance passed by the City Council after appropriate public hearings.

### *Revise Subdivision, Landscaping, and Sign Regulations*

Along with revising the zoning ordinance, the City should also evaluate their existing subdivision, landscaping, and sign regulations so that their policies and procedures are consistent with the vision, goals, and objectives of the plan. The addition of a separate Urban Design element to the Pattern for Progress Plan would provide additional support to this process.

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\* An alternative for the City is to develop a Unified Development Code, which would coalesce all of the land use regulatory tools into one document. Jefferson Parish is currently undertaking development of a Unified Development Code.



## *Sub Area Studies*

As part of the implementation of the goals and policies of the Pattern for Progress Comprehensive Plan the City should undertake more detailed planning analysis of several areas of the City. These areas have a direct bearing on the future physical development in Kenner as well as an impact on overall quality of life. Those areas identified below:

- A. Rivertown Historic District
- B. Hanson City
- C. The Esplanade
- D. Veterans Boulevard Corridor between Williams Boulevard and the St. Charles Parish line
- E. Airline Drive between Williams Boulevard and the St. Charles Parish line.

A plan has already been completed by the City to address the marketability of the Airport Buyout Property.

## *Maintain the Land Use Database*

Maintaining a working knowledge of the existing land use is important when evaluating new development proposals. Kenner has one of the most detailed land use databases in the country as a result of the land use survey undertaken in support of this planning effort. Maintaining that database will require that the City establish a process to monitor and record ongoing land use changes.



# Comprehensive Plan Appendices



# Land Use Survey Methodology

## City of Kenner Land Use Data Survey Methodology

### Introduction

In 2002 as part of the Pattern for Progress Land Use plan development the University of New Orleans College of Urban and Public Affairs completed a comprehensive parcel based land use survey of Kenner, LA using the new American Planning Association's (APA) Land Based Classification Standards (LBCS). This land use data protocol was designed to standardize land use data collection, mapping, and reporting across jurisdictions for better consistency in land use analysis. The land use data collected in 2002 was input into an ArcView GIS system for mapping and analysis.

In 2012 Kenner's received a grant to expand the Pattern for Progress Land Use Plan into a Comprehensive Plan. As part of that project the UNO Division of Planning completed a thorough update of the land use survey using the APA LBCS model. A combination of remote sensing and ground truth protocols were used to first verify existing land use patterns and then update where necessary.

The methodology and format used to review and update the data was similar to the 2002 survey. The team recorded any changes to land use using the four of the five dimensions from the APA's LBCS:

1. Development Site Dimension
2. Structure Dimension
3. Activity Dimension

## 4. Function Dimension

### 1. Site Dimension

The development site dimension refers to a lot or group of lots, including all buildings, which make up a unified development. Once identified by the field survey team, the development site is outlined on the map and coded with a unique identification number written both on the map and on the survey sheet. Then, a site dimension code is identified and recorded in the proper location on the survey data sheet.

### 2. Structure Dimension

Structure dimension codes refer to the original intended construction use of each building or buildings on a development site. The field survey team identifies each building on a development site with a unique code, usually an integer starting at 1, and then determines the appropriate structure dimension and records both onto the survey data sheet.

### 3. Activity Dimension

Activity dimension codes refer to the general type of economic activity occurring in each building, or on the development site if the use requires no building. Each individual land use gets an activity code.

### 4. Function Dimension

Function dimension codes refer to the specific economic activity occurring in each building, or on the development site if the use requires no building. The activity dimension is more specific than the function dimension in that it identifies the specific economic activity for each use.

### Survey/GIS/Data Entry

Kenner uses ESRI's ArcView product line as their base GIS, which is compatible with the LBCS data being col-



# Land Use Survey Methodology

lected. In ArcView, all maps required for the LBCS survey can be printed. Where there are missing lots in the parcel layer, survey teams will use the building footprints in that area to best delineate development sites on the field maps. Temporary polygons will be created during data entry to house the data until the missing lots can be added. Once official lots have been added to Kenner's GIS, UNO may have to re-visit these areas to ensure the integrity of the temporary development sites. This should not significantly affect the LBCS coding in these areas.

UNO recommends that any City data entry personnel be familiar with the field survey protocol used in collecting the data, since questions often arise during data entry, and familiarity with the survey protocol facilitates quick internal resolution of many of these problems.

## *What will the LBCS Survey Produce?*

The completed LBCS survey provides Kenner a complete snapshot of existing land use. This includes the capacity to map land use in more detail than most jurisdictions around the U.S. Additionally, the survey will identify nearly every individual

Any and all of this information can be analyzed and mapped within the City's existing GIS database, providing the accurate land use coverage's and maps essential to begin the Comprehensive Planning process. Additionally, other geographic layers can be added to facilitate the land use analysis and modeling required during the land-planning phase of the Comprehensive Planning process.

## *Benefits of an LBCS Dataset*

As stated above, and LBCS survey is the first step in the Comprehensive Planning process. Several other benefits flow from having this type of detailed land use inventory.

First, the land use management infrastructure within Kenner will have an improved capacity to analyze the

impacts of development proposals, thus allowing for more informed land use decisions. Second, having this data will help administration personnel better serve the public by having quickly accessible land use and zoning information. Third, all City departments can use the data for their own departmental planning purposes, thus making it easier to coordinate City activities that either directly or indirectly affect land use.

## *LBCS Data Maintenance*

Maintaining the LBCS data, once collected, is essential to keep the data a long-term asset to the City's land use management infrastructure. To accomplish these two main items need to be addressed. First, the City's zoning codes and their accompanying list of permitted uses need to be linked to the LBCS's Function and Activity codes. This will allow the LBCS data to tie into the zoning ordinance so that each permitted use in each zoning district corresponds to a land use function and activity code from the LBCS. Second, a protocol for updating the land uses, as new permits are issues must be developed and implemented. Any permit type (building, occupancy, etc.) that has the potential to change an existing land use or allow a new use must be captured, linked to an LBCS function or activity code, and then identified in the GIS so that the land use codes can be updated. This is best accomplished by linking the various entities responsible for these types of permits into a main system that feeds into the land use GIS.

# City of Kenner Safe Growth Audit

Safe growth audits are meant to determine if a municipality has enacted plans and regulations to mitigate hazard threats while allowing for the growth of the area. In principle, the process of auditing for safe growth is geared towards communities that meet two criteria: 1) development and population pressures that necessitate expansion beyond the existing city footprint and 2) that pressure is pushing development into areas at risk to hazards. In the case of the City of Kenner, only the first part is true.

Currently, almost all the land in the Kenner has either been developed or designated for a specific use – open space, commercial development, etc. Furthermore, there are little to no protective ecosystems within the city limits to worry about. Instead the city relies heavily on the pump stations and drainage canals for its storm and floodwater management.

As a result, many of the usual considerations made when conducting a safe growth audit are potentially moot. The city does not risk developing natural areas vital to hazard mitigation because such natural areas no longer exist. Instead, development is likely to be focused on the 17% of the city that is currently not in use (Kenner Land Use Plan, p. 9). Essentially, there is “little chance for Kenner to grow in traditional

ways, i.e., annexation or expansion into undeveloped land” (Kenner Land Use Plan, p. 16).

Below is an overview of various growth management plans and policies and how they fared when audited for safe growth.

## *Land Use Plan*

The City of Kenner rightfully recognizes that the lack of unoccupied land means they must rely on redevelopment of existing parcels as the “major vehicle to stimulate new development” (Kenner Land Use Plan, p. 16). Therefore, the focus is on how land should be redeveloped, instead of whether or not land should be developed at all.

That being said, the future land use map does not define or delineate natural hazard areas. Almost the entire city falls within the 100-year flood plain of the Mississippi River and hence is given the designation of AE on Flood Insurance Rate Maps (FIRMs) by the Federal Emergency Management Agency (FEMA). What does change, and therefore should be marked on future land use maps, is the base flood elevation determined by FEMA for flood insurance purposes. The base flood elevation dictates how much flooding can be expected in a particular area in the event of a 100-year flood and hence, how high off the ground residences must be built or raised.

## *Code of Ordinances*

Within the code of ordinances there are a few sections to focus on regarding safe growth. They are building codes, zoning ordinance and subdivision regulations.

*Chapter 5, Article IV: Buildings and Building Regulations – Flood Damage Prevention Ordinance*



# City of Kenner Safe Growth Audit

This section of the code of ordinances lays out all the rules and regulations to be followed when constructing buildings to reduce the potential for flood damage. The ordinance pertains to lands considered to be “special flood hazards areas” by FEMA (Chapter 5, Sec. 5-161-2). It requires all new construction and substantial improvements to be built using “methods and practices that minimize flood damage” and “materials resistant to flood damage” (Chap. 5, Sec 5-186).

Article IV establishes specific regulations regarding specific land uses. For example, residential buildings “shall have the lowest floor (including basement), elevated at or above the base flood elevation” (Chap. 5, Sec. 5-187). Further regulations exist for nonresidential construction, enclosures, manufactured homes and recreational vehicles. In regards to subdivisions, all construction must abide by the building codes and regulations relevant to the building type.

Because of the City’s Flood Damage Prevention Ordinance (FDPO) the zoning and subdivision regulations do not explicitly describe what hazard mitigation measures are to be taken for various land uses. Instead they both defer to the FDPO for guidance. However, neither the zoning ordinance or subdivision regulations explicitly refer to the FDPO as the governing document regarding flood hazards. This makes it more difficult for property owners and developers to properly understand the hazard mitigation regulations they are to abide by. Certainly the FDPO does not need to be repeated in the zoning ordinance or subdivision regulations, but referring to it can help reduce confusion among city residents and even code enforcers.



# Pattern for Progress

Comprehensive Plan

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*Kenner, Louisiana*