



2010

Vernon/Fort Polk Growth Management Strategy



**Vernon/Fort Polk Regional
Growth Management Team**

Project Funded by the Office of Economic
Adjustment; Office of the Secretary of
Defense

10/22/2010





This study was prepared under contract with the Vernon/Fort Polk Regional Growth Management Coordination Team or its assignee, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of the Team, or its assignee, and does not necessarily reflect the views of OEA.

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Vernon/Fort Polk Regional Growth Management Coordination Team

Mission

The Vernon/Ft Polk RGMC project is a program to address significant growth at Ft Polk and for the region to undertake growth management in partnership with the installation. The project will create a comprehensive approach to manage the military-induced growth for the entire impacted area. The Program will consist of organization, planning and implementation components.

Members

The Vernon/Fort Polk Regional Growth Management Coordination Team members include:

| Name | Position |
|---|---|
| Senator John Smith smithj@legis.state.la.us | Louisiana State Senator, District 30 |
| Representative James Armes armesj@legis.state.la.us | Louisiana State Representative, District 31 |
| Mr. C. Robert Rose crobertrose@bellsouth.net | Mayor, City of Leesville |
| Mr. Jim Tuck jbtuck05@hotmail.com | President, Vernon Parish Police Jury |
| Mr. LeRoy Cooley lcooley@merchantsandfarmers.com | Mayor, Town of Anacoco |
| Mr. Jackie Self jself@vpsb.k12.la.us | Superintendent, Vernon Parish Independent School District |
| Mr. Mike Reese mike.reese@americanmovinginc.com | President, Fort Polk Progress |
| COL Francis Burns francis-burns@us.army.mil | Garrison Commander, Ft Polk & Joint Readiness Training Center (JRTC) |

Project Charter

| | | | |
|------------------------------|---|---------------------|---|
| <p>Project Authorization</p> | <p>Department of Defense, Office of Economic Adjustment Grant: <i>Military Base Reuse Studies and Planning Assistance, 10 U.S.C Section 2391; Defense Base Closure and Realignment Act of 1990, Section 2905 of Public Law 101-510, as amended.</i> http://www.oea.gov</p> | <p>Project Name</p> | <p>Vernon/Ft Polk Region Growth Management Coordination (RGMC)</p> |
|------------------------------|---|---------------------|---|

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The RGMC project will be successful by achieving the following outcomes:

A positive, workable State and local governmental commitment to accommodate the growth.

A lasting partnership based on cooperation and information sharing by all affected interests.

A determined consensus on the course of action, including an implementation strategy.

Follow through by all stakeholders to ensure that the growth benefits the Ft Polk region.

RGMC Office & Information Center

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Summary

Overview

The Vernon/Fort Polk Regional Growth Management Coordination Team identified the need for the following:

- 1) analysis of the University Parkway (LA 467) area between Leesville's eastern boundary and the Fort Polk entrance located on the Parkway;
- 2) identification of existing and expected initiatives from both the public and private sectors; and,
- 3) Descriptions and applications of growth management tools and techniques that could be used to guide development in the area.

This document is for communicating and coordinating the regional approach to this important area. It should be viewed as a handbook for the leaders and stakeholders involved in the decisions being made for the University Parkway area.

Strategic Approach

It is important for the region to have a strategic approach to this area because of the following factors:

- location between Leesville/New Llano and Fort Polk that is also the geographic center of the regional "urban core"
- existing (ex. NSU) and new customers (ex. VA Clinic) for municipal utilities

- Leesville's wastewater treatment plant is in the area with an estimated 2 million gallons excess capacity
- development interests with no growth management tools in place
- strategic interest from Department of the Army, Louisiana Economic Development and State/local political leaders
- area provides opportunity for new commuter patterns that can alleviate US 171 congestion, relieve the current main entrance of a large percentage of traffic, and housing/business locations within 10-15 minutes of the key traffic generators in both Leesville/New Llano and Fort Polk

There are significant considerations and constraints to mixed-use development in the University Parkway area. Most of the area remains undeveloped for a number of reasons to include:

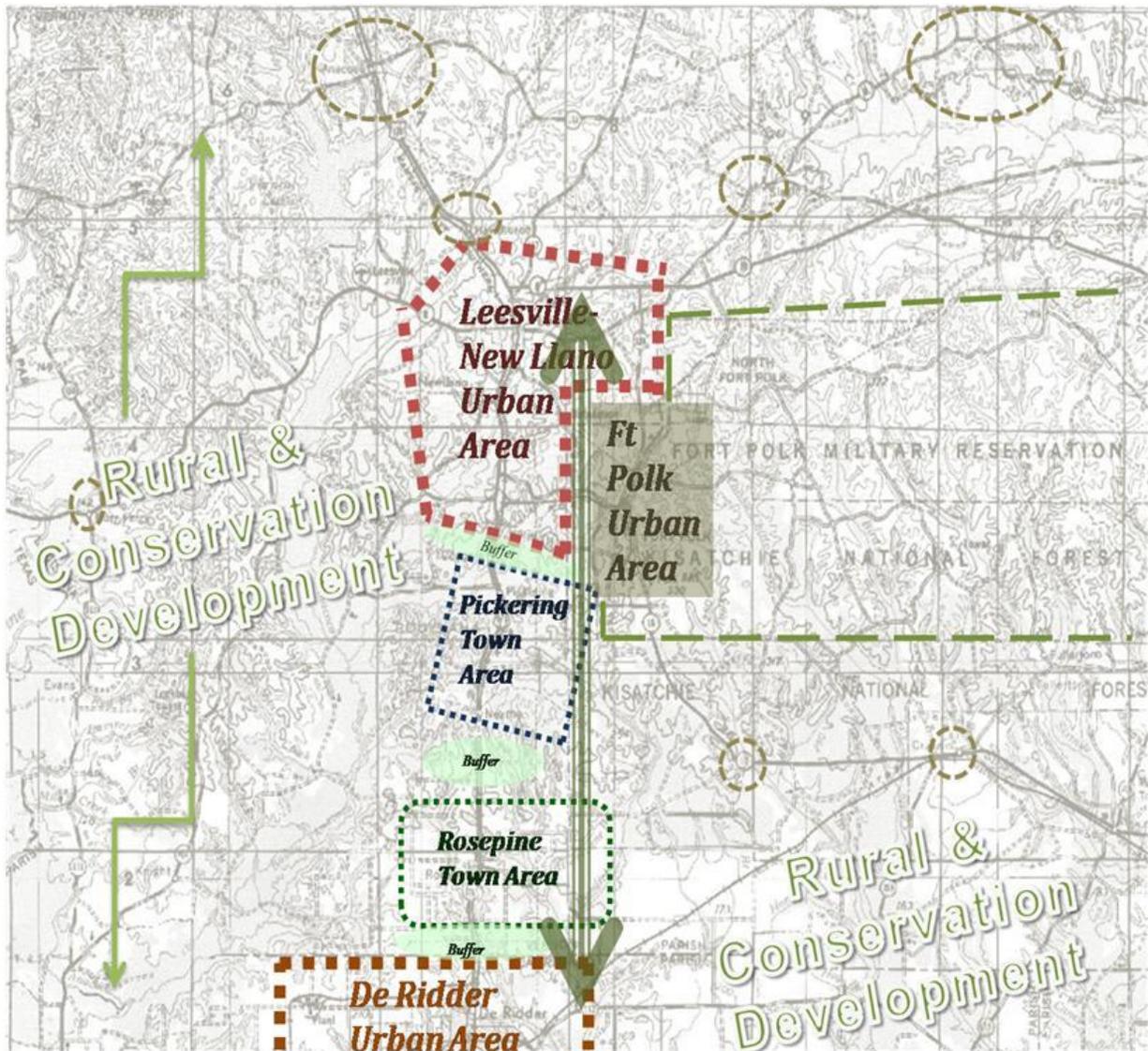
- lack of municipal utilities
- difficult terrain
- University Parkway's limited continuity into Leesville and at the Fort Polk gate
- rural roadway design with no intersecting arterial roads
- land ownership patterns
- concerns about new development and utility extensions diverting from the existing cities

Key Findings

- the region can guide long-term growth to a compact development corridor between US 171 and Fort Polk from north of Leesville to DeRidder with municipal utilities extensions and road improvements
- an immediate growth area exists where the Grow-the-Army initiative at Fort Polk will impact the region most abruptly in the next 3 years
- the growth realized in this area could be over 20% growth in overall population, based on Army projections, cause a potential need for over 850 new residential housing units, and lead to a heavy increase in traffic at Fort Polk's main gate
- although constraints have hindered mid to large-scale development in the University Parkway area, there is opportunity for mixed-use densities to meet the growth needs over the next 3 years with supporting infrastructure

Introduction

In order to capture the expansion and energy for the region, the University Parkway can be an area for growth influenced by Fort Polk. Regional and military leaders envision activities along this parkway and beyond that will provide high-skilled workforce development to include training in linguistics, information technology, modeling and simulations, programming, project management, training facilitation, and other support functions to provide local skilled labor to the evolving training missions at Fort Polk. NSU at Fort Polk & Leesville is the logical nexus to build that vision around. Additionally, live-work centers could provide dynamic living environments for military personnel, their families, and the workforce.



Targeting growth toward an “inner” development area between Fort Polk and US 171 can help regional leaders to identify well-defined urban, town, & village boundaries to plan within. The boundaries shown on the map to the right don’t mean city limits. They represent areas of interest where the municipalities should be concerned regarding development patterns and infrastructure expansion. Also, the region could guide denser development away from naturally-sensitive and more constrained areas west of US 171 & south of Fort Polk toward a corridor of existing utilities and roadways designed and built to serve the expansion.

Analysis

Population & Households

The target growth area is the urban core of the region situated within and, adjacent to, Fort Polk’s census designated places which function as small cities along with primarily Leesville and New Llano. Generally profiling this zone helps put in context some of the issues and analysis of the University Parkway area. The area also provides a basis for “marketing” the University Parkway area which occupies the center of this area and is conceivably within 5-20 minutes driving time to 23,000 (32,000) people as of 2008.

This area is physically less than a tenth the size of Vernon Parish yet it contains 48% of the population (2008 Parish population estimate: 47,982) and likely will absorb most of the population and economic expansion from the mission growth at Fort Polk through 2013.

| Location | Population | Households | Families |
|------------------------------|----------------------------------|--------------|--------------|
| Fort Polk North | 2,872 | 1,130 | 1,058 |
| Fort Polk South | 8,023 | 2,364 | 2,074 |
| <i>2010 Ft Polk Estimate</i> | <i>20,660</i> | | |
| Leesville | 5,940 | 2,566 | 1,516 |
| New Llano | 2,156 | 846 | 597 |
| Unincorporated | 2,784 | 1,148 | 780 |
| Total Area | 23,131 (31,540) | 7,469 | 5,595 |

Source: Vernon Parish Data Center (VPDC) Site; GCR, inc. 2010

| | 2008 Baseline | 2013 Forecast | change |
|--------------|------------------|------------------|--------------|
| Military | 9,058 | 11,092 | 2,034 |
| Dependents | 19,506 | 23,797 | 4,291 |
| Civilian | 1,351 | 1,606 | 255 |
| Contractors | 4,078 | 4,078 | 0 |
| Total | 33,993 | 40,573 | 6,580 |

Source: Army Stationing & Installation Plan, November 2009

If it is speculated that 80% of the 6,580 new people forecasted by the Army to arrive here in 2013 live in post housing or off post located in the immediate area. In this scenario, the area gains 5,264 – an increase of 22%. Using a 3/household ratio (from the VPDC table above), that creates demand for 1,755 residential housing units for the new population. If half of this demand is met by off post

housing, the expectation becomes 880 private residential units and a need for nearly 850 new units if the regional vacancy rate of existing units of 4% is applied.

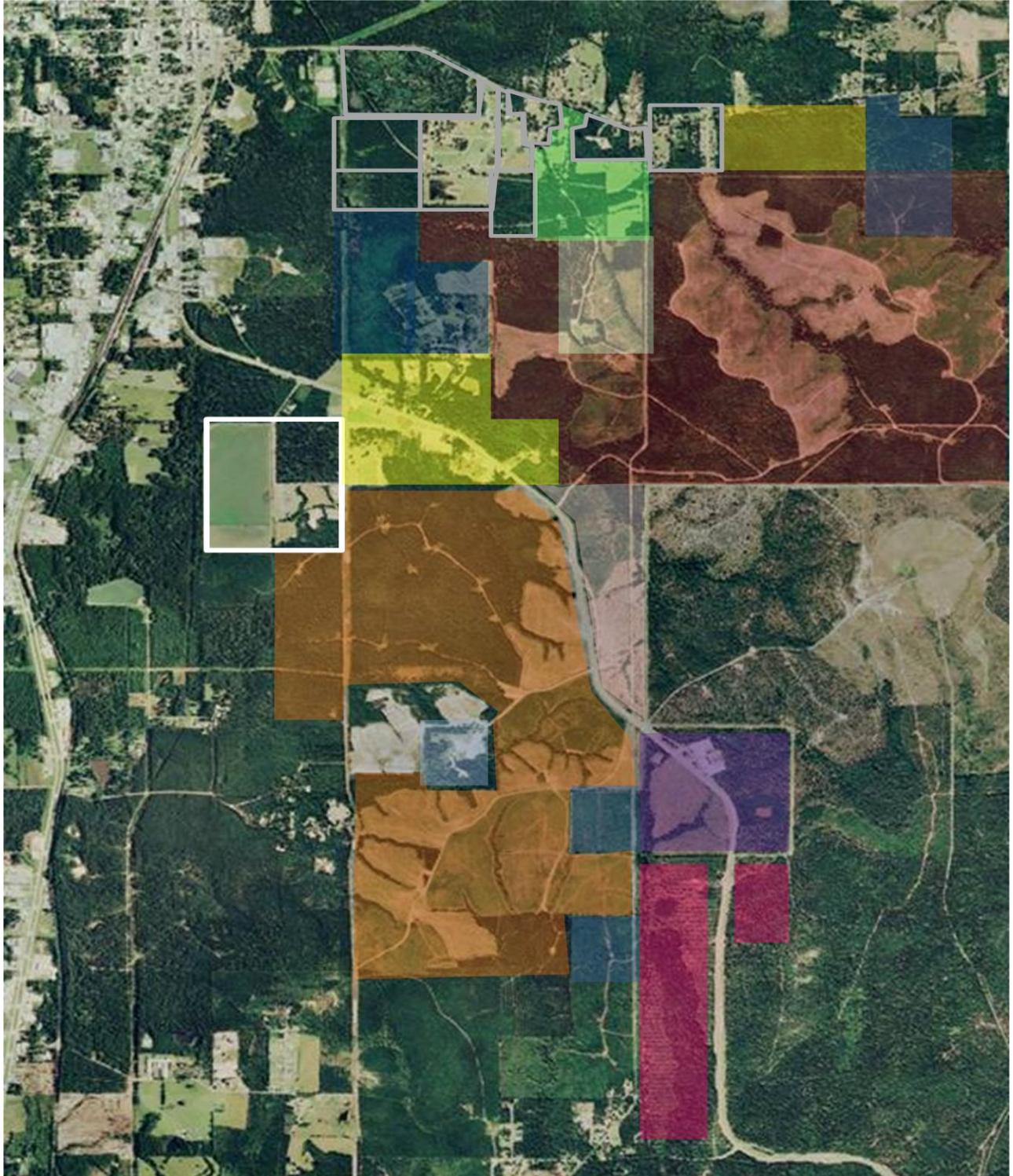
Regional Vacancy Rates (Vernon & Rapides)

| Year/Quarter | 2008/1 | 2008/2 | 2008/3 | 2008/4 | 2009/1 | 2009/2 |
|---------------------------------|---------|---------|---------|---------|---------|---------|
| Vacant Residential Units | 19,636 | 19,618 | 19,952 | 19,906 | 19,792 | 19,635 |
| Total Residential Units | 474,533 | 476,756 | 481,528 | 482,271 | 485,872 | 487,109 |
| Vacancy Rate | 4.1% | 4.1% | 4.1% | 4.1% | 4.1% | 4.0% |

Source: Office of Economic Adjustment, Nathalie P. Voorhees Center October 2009

Property Ownership, Traffic Flow & Developable Sub-Areas

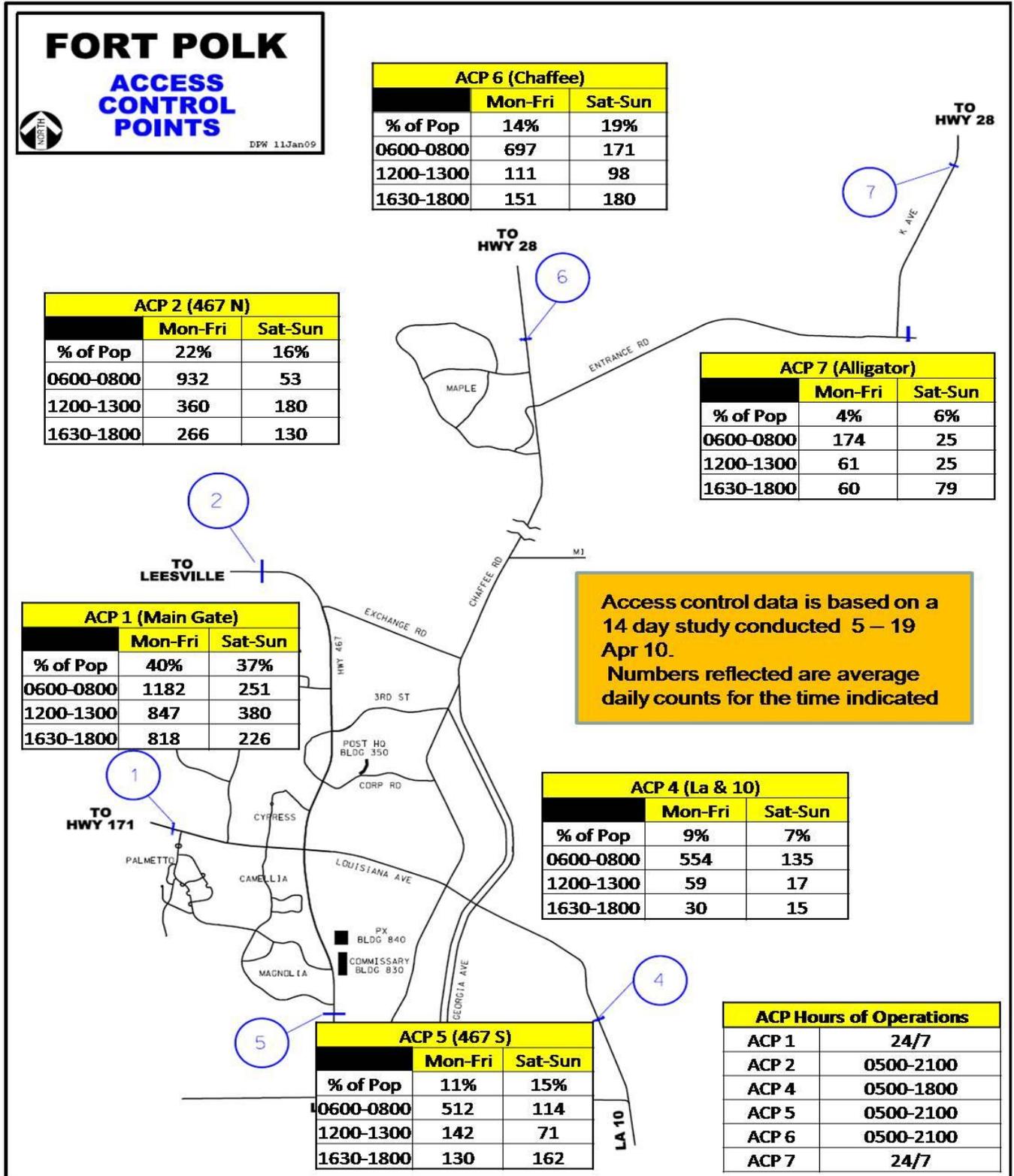
There are numerous property owners in the area, but fifteen primary stakeholders. This color-coded map and chart identify stakeholders, properties and considerations for each.



Acres

| | | | |
|--|-------|---|---|
| Forestree GM, LLC | 1,020 | annexation approach/utilities extension | ✓ Voluntary interim control on land use |
| Forest Capital Partners, LLC | 886 | High potential for large-scale development & arterial road access | ✓ Voluntary interim control on land use |
| Veterans Cemetery - LDVA/Ft Polk | 204 | Compatible adjacent uses | Surveyed & being cleared; selecting contractor |
| Armes, Glasscock, Haymon & others | 186 | Assorted land owners & uses; Smart Cemetery | Develop outreach plan |
| Roy Martin Lumber | 165 | Adjacency to NSU & cemetery; property on 468 | Discuss potential road project |
| NSU | 160 | Sewer; land use plan for undeveloped areas | Informal discussions need to become joint planning effort |
| Galen Johnson | 130 | adjacency to WMA | ✓ Voluntary interim control on land use |
| Hanna & others | 125 | Rural residential | Plan outreach if needed |
| Vernon Parish | 123 | Landfill; potential for utilities/road extensions | Comprehensive plan; preparing to guide this area |
| City of Leesville | 85 | Wastewater Plant | Annexation target |
| J.R. Smart | 80 | Property for sale; 468 access; potential node development | Discuss potential road project |
| Hennese & Kay | 80 | Rural residential | Plan outreach if needed |
| Malcolm Smart | 41 | 468 access; minor development occurring | Discuss potential road project |
| VA Clinic Ft Polk lease | 40 | Desires utilities; traffic generator | Monitoring & planning; LED coordination |
| Chaney Trucking | 39 | Traffic generator by Parish | Plan outreach if needed |

Another important analysis about this area is traffic flow to and from the primary generator – Fort Polk. Vernon Parish has begun its Transportation Study that will fully analyze and model traffic patterns that are discussed in this analysis. In the meantime, we

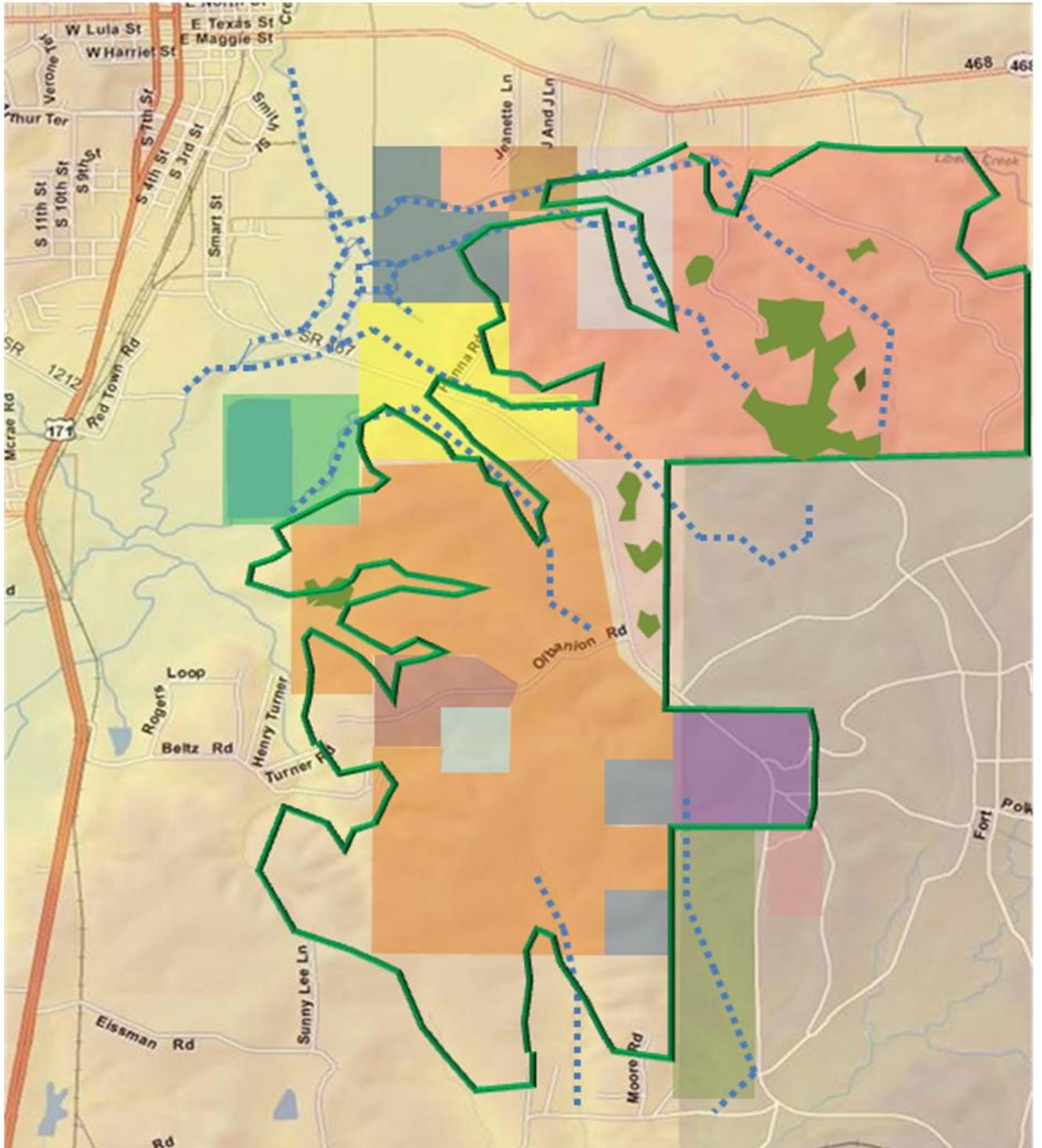


can do some basic profiling from existing data and knowledge to understand growth impacts from Fort Polk. To begin with, each entrance or access control point is a traffic generator with patterns analyzed individually. This is depicted in the following illustration where traffic counts are collected at each entrance and categorized by time of day and workdays. The counts then are used to determine the percentage of Fort Polk traffic generated at each entrance.

For general purposes, the entrances in the target growth area are ACPs 1-6 with 96% of the total workday traffic entering and leaving the post. This isn't surprising, but does reinforce the notion of how concentrated people and activities are in this defined growth area. Even more concentrated is that a combined 62% use the main gate and University Parkway and 76% use those two and Chaffee Road (184).

The main takeaway point of this is that if historic development patterns continue and there is the described growth impact in this area, then there will be a larger percentage of traffic at the main gate if nothing is done to redistribute it to the other entrances or change development patterns outside of the post to make other entrances more direct to homes and activities.

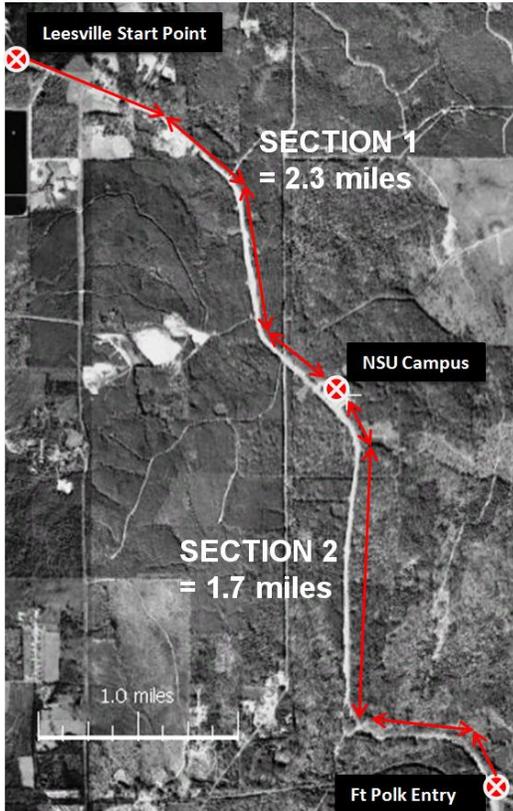
Some specific physical sub-areas (within the green boundary line on map below) are more suited for desired mixed-use, nodal development. These are accessible large single-owner tracts. However, they must be reached with municipal utilities and an urbanized road system in order to realize the potential for preferred development patterns.



Capital Improvements

University Parkway Wastewater Line

Construct wastewater line from the Fort Polk entrance on University Parkway to the Leesville city limits. In general, the project is comprised of planning, design & construction



of the 2-section extension. The conceptual layout prior to design is to build an 8" diameter sewer main line with accompanying requirements such as property acquisition, utility realignments, manholes, roadway impacts from the project and other potential costs. The overall project consists of 4 miles (21,120 linear feet) of pipeline generally along the existing University Parkway right-of-way (ROW) beginning at the nearest Leesville wastewater service point and ending at the Fort Polk entry. Recent estimates calculate City of Leesville wastewater treatment capacity of 2.1 million gallons per day, thus there is excess capacity to service this extension without expansion of the plant (Meyer & Associates, Inc- Consulting Engineers).

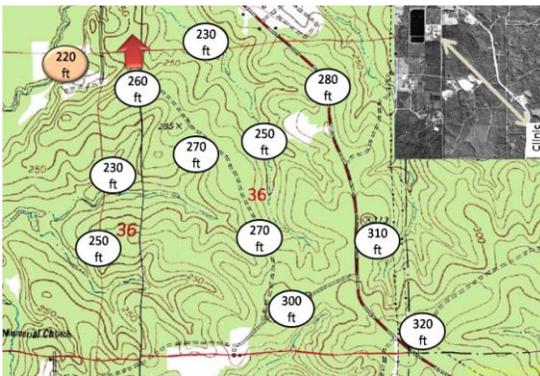
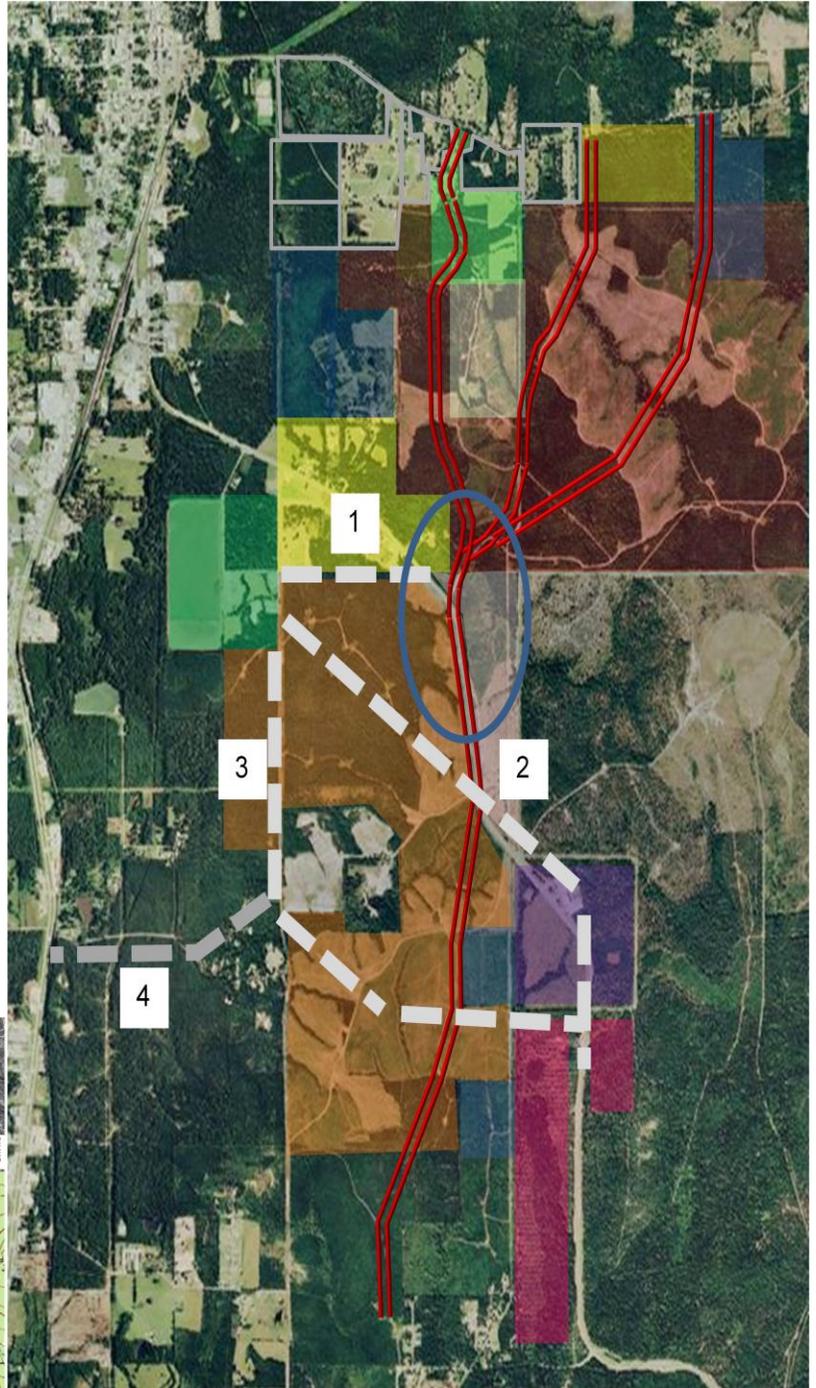
Section 1: Leesville to NSU Length: 2.3 miles (12,144 LF)

Section 2: NSU to Fort Polk Entry Length: 1.7 miles (8,976 LF)

| Item | Estimated Cost |
|--|--------------------|
| A/E Design, Administration, & Inspections | \$560,000 |
| Acquisition, Construction Materials & Contract Costs | \$3,940,000 |
| Contingency & Miscellaneous | \$400,000 |
| TOTAL ESTIMATED COST | \$4,900,000 |

Other Possibilities for Wastewater and/or Water Lines

1. Leesville treatment plant to potential commercial node; fall: 280-230-260-220; high opportunity for developer-built
2. Leesville treatment plant to NSU to VA Clinic; fall: 320-270-260-220; opportunity for developer-built portion
3. Leesville treatment plant south on existing easement to VP property across Forestreet property to VA Clinic; fall: 320-250-230-250-220; supports direct south annexation; developer-built portion
4. Trunk line to US 171; supports targeted south annexation; probable all public-funded



Conceptual Thoroughfare Plan: Ft Polk-Leesville-New Llano Growth Area

In general terms, a thoroughfare plan is a long-range master plan for the orderly development of an efficient roadway transportation system. Most importantly, it defines an interconnected hierarchical system of current and proposed roadways that is required to meet the anticipated growth within an area. The facilities identified within a thoroughfare plan typically include arterial, collector, and existing local streets which together operate to provide continuity and connectivity within the roadway system. In addition to addressing future traffic needs on the existing roadway system, thoroughfare plans also contain extensions of existing roadways as well as the construction of new roadways in emerging growth areas. A thoroughfare plan presents general alignments, needed rights of way, and typical cross-sections for new, proposed roadways, as well as for existing facilities that will need to be widened or extended.

Key Concepts to understand with regard to this proposed thoroughfare plan:

Routes are Conceptual Only – For regional planning purposes for the long-term future, these proposed roadways are presented as very conceptual alignments. These alignments are not intended to reflect exact routes. Rather, the precise alignment of these routes will be determined much later through preliminary engineering and design activities.

The Plan is based on events not time – While city thoroughfare plans typically look at foreseeable changes and immediate needs in a time horizon, this thoroughfare plan supposes an events-driven perspective, such as funding opportunities, development interests, and needs for Fort Polk. In short, it is a “master blueprint” of the target growth area’s ultimate future roadway system.

The information included in this section will assist in developing estimates for road and street projects. The estimates are for typical projects without unusual design features or complications. Structural components, such as culverts and bridges are estimated

separately. In this guide there are two types of road functions addressed, arterials and collectors. These types are based on origin of the traffic and level of service:

Arterial - An arterial moves traffic originating outside an area through the area. This is considered through-traffic; these cars may not have a destination in the area. Major arterials are the workhorses of a region's transportation system. They complement the controlled-access facilities by providing connectivity within the region and with outlying areas, and also serve traffic from minor collectors and higher-activity, typically non-residential, land uses. Examples of existing facilities that function as major arterials are US 171 and LA 28. These examples refer to the facilities existing typical cross-section and functional characteristics in 2010, not necessarily their long-term future functional role. Future major arterials will typically need to include between four and six lanes for vehicle traffic.

Minor arterials function similarly to major arterials, and yet they do have distinguishing characteristics. They serve trips within and between adjacent neighborhoods and sub-areas, and provide greater access to and from abutting land. Minor arterials are also typically used in industrial areas because of the need to accommodate larger trucks from abutting land uses and the need to more quickly access the longer distance arterial system.

Depending upon their location, minor arterials may feature typical cross-sections such as:

- four travel lanes with continuous center left-turn lane ("5 lanes") in areas with generally higher volumes and more turning movements;
- four undivided travel lanes (without median or center left-turn lane), which is a typical cross-section application serving industrial areas, or where the right of way is too constrained to include a center left-turn lane; or
- Two travel lanes with continuous center left-turn lanes (3 lanes) for areas where right of way is constrained and/or traffic volumes do not merit a larger facility...

Collector - A collector moves traffic that originates in the area and has destinations in the area. It moves traffic from a built-out area to an arterial. As the name suggests, collectors primarily collect traffic from local streets and distribute it to the surrounding arterial

network. They also serve shorter trips within neighborhoods and sub-areas, but they should not generally be longer than two miles to avoid slipping into a minor arterial role by attracting too many longer through trips. Collectors offer high access to both local streets and driveways serving abutting land uses of various intensities. Future collectors will typically not be larger than four lanes for vehicle traffic, with two lanes being much more common.

For this conceptual thoroughfare plan, two types of roads based on traffic loads are addressed. Controlled Access or Major and Minor. They are distinguishable based on traffic loads per day.

Controlled Access or Major – A major arterial or collector would have nearly twice as many cars per day than a minor arterial for example, 12,000 cars per day.

Minor – A minor arterial or minor collector would have nearly half as many cars per day as one in the major road types such as 6,000 cars per day.

The three main types of projects addressed are:

Rehabilitation which improves a road to acceptable standards,

Reconstruction, which includes upgrading an unsurfaced road, and

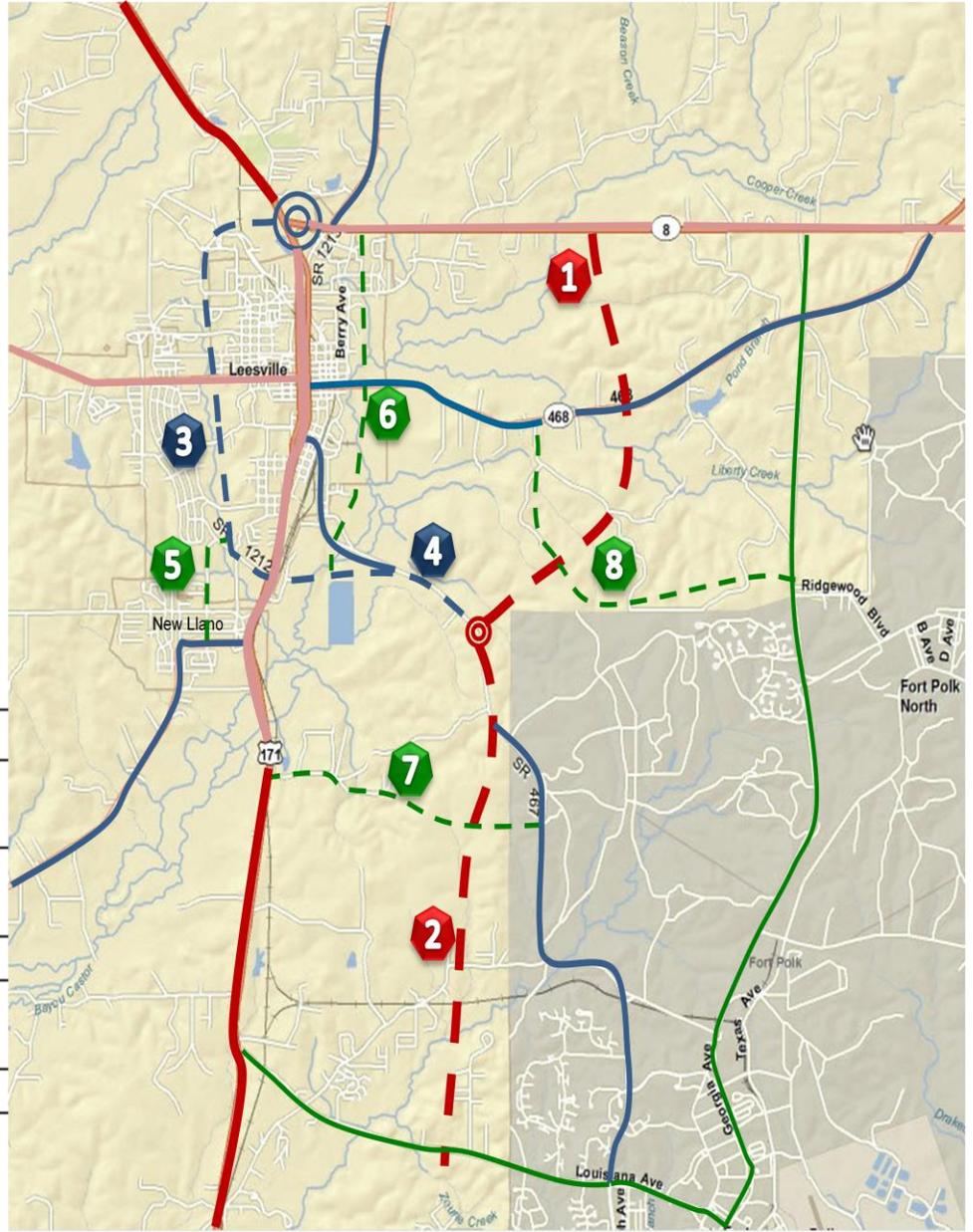
New construction, which is a new roadway through natural terrain, where there is no existing road.

**Conceptual
Thoroughfare Plan**
Ft Polk-Leesville-New Llano
Target Growth Area

Legend

- Controlled Access Arterial
- Proposed Controlled Access Arterial
- Major Arterial
- Proposed Major Arterial
- Minor Arterial
- Proposed Minor Arterial
- Collector
- Proposed Collector

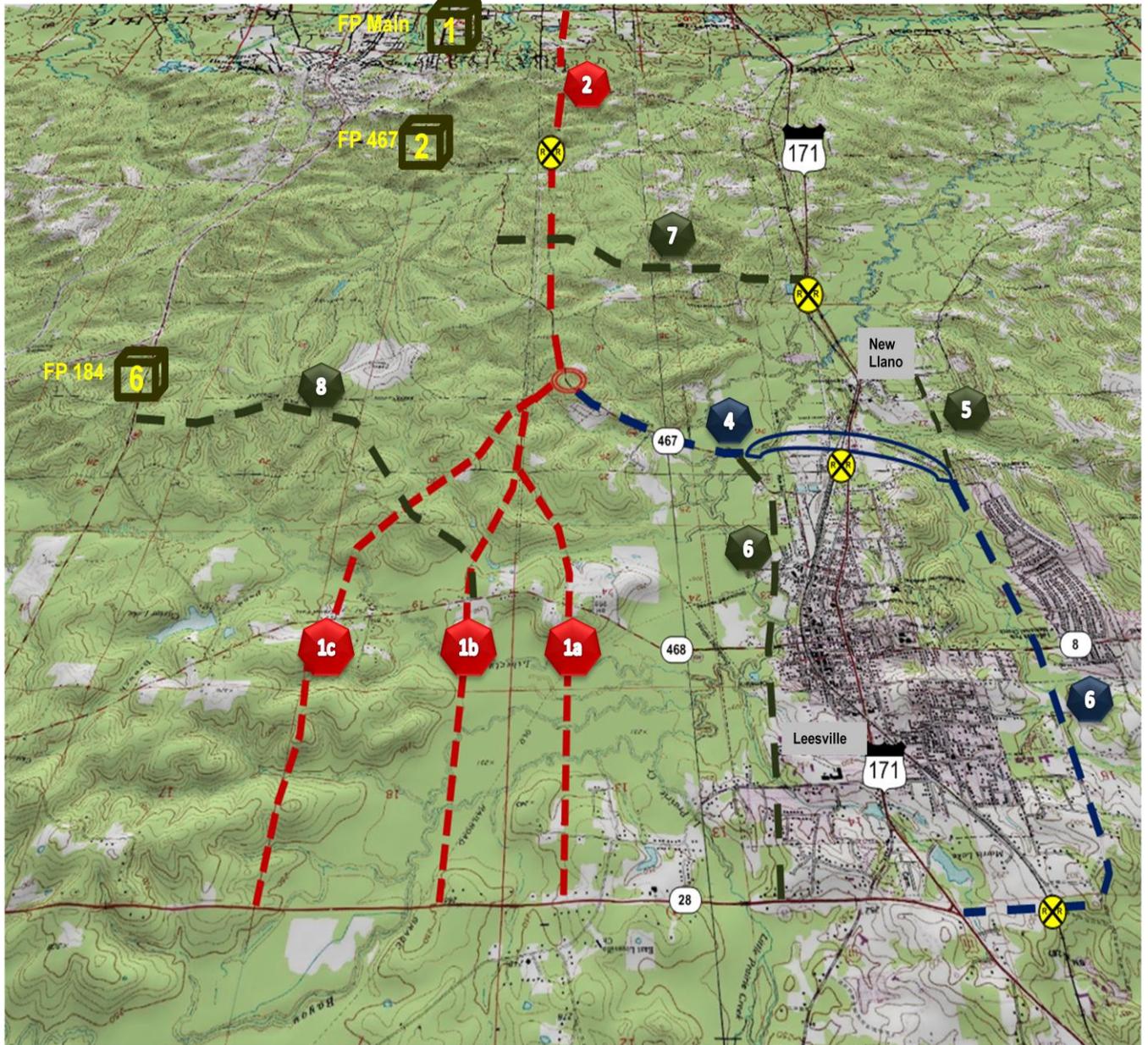
| Project | Description |
|---------|-------------------------------------|
| 1 | Sub-regional Parkway |
| 2 | Sub-regional Parkway |
| 3 | Municipal Inner Parkway – West |
| 4 | University Parkway with realignment |
| 5 | Improved Collector |
| 6 | Municipal Inner Parkway – East |
| 7 | New Collector |
| 8 | New Collector |



Proposed Thoroughfare Projects

Taking a north-to-south view of the area with terrain relief helps in assessing the impacts and feasibility of any new roads. Also included are the three Fort Polk gates in the area and any railroad crossings that exist now are would be created by a new road. Also included are possible other types of facilities for discussion purposes such as roundabouts and an

overpass. The roundabout would not substantially change the rough cost estimate, but there is an overpass option in one of the projects to consider. Of course, the estimates are very preliminary and will be further analyzed and adjusted after the RGMC Team’s review and guidance.



| | Project | Description | Estimated Length | Rough Cost Est |
|---|---|--|--|--|
| 1 | <p>Sub-regional Parkway</p> <p>Type: Rural New construction</p> | <p>from LA 28 to University Parkway; 3 potential routes 1a, 1b & 1c</p> | <ul style="list-style-type: none"> LA 28 to LA 468: 1.5 mi LA 468 to University Pkwy: 1a -1.8 mi; 1b - 1.9 mi; 1c - 2.2 mi | <p>\$2,134,000</p> <p>1a = \$2,561,000</p> <p>1b = \$2,703,000</p> <p>1c = \$3,130,000</p> |
| 2 | <p>Sub-regional Parkway</p> <p>Type: Rural New construction</p> | <p>from University Parkway to Entrance Road</p> | <p>3.5 mi</p> | <p>\$4,980,000</p> |
| 3 | <p>Municipal Inner Parkway - West</p> <p>Type: Urban New construction</p> | <p>US 171/LA 28 through west Leesville revitalization zones & Sale Creek greenbelt to US 171 south</p> | <p>2.8 mi</p> | <p>\$9,295,000</p> |
| 4 | <p>University Parkway with realignment</p> <p>Type: Urban New construction</p> | <p>From current roadway to and across US 171 for better connectivity to the Municipal Inner Parkway-West</p> | <p>1.5 mi</p> | <p>\$4,980,000</p> <p>Overpass Option:</p> <p>\$30 to 35 million</p> |
| 5 | <p>Improved Collector</p> <p>Type: Urban Rehabilitation</p> | <p>for access from New Llano to Municipal Inner Parkway - West</p> | <p>.8 mi</p> | <p>\$1,391,000</p> |
| 6 | <p>Municipal Inner Parkway - East</p> <p>Type: Rural New construction</p> | <p>University Pkwy to LA 28 for improved access for Leesville Campus Complex & downtown</p> | <p>2.5 mi</p> | <p>\$5,762,000</p> |

| | | | | |
|---|---|---|--------|-------------|
| 7 | <p>New Collector</p> <p><u>Type:</u> Rural New construction & Reconstruction</p> | <p>for direct access from US 171 to VA Clinic/Veterans Cemetery/NSU development node</p> | 2.3 mi | \$2,636,000 |
| 8 | <p>New Collector</p> <p><u>Type:</u> Rural New construction</p> | <p>for access from US 184/North Ft Polk to downtown Leesville and Sub-regional Parkway development zone</p> | 3.4 mi | \$3,897,000 |

In total, this rough estimate for the thoroughfare plan with differing options might range from \$40 to \$80 million with additional costs for professional services, right of way acquisition, utility relocations, new railroad crossings and other costs. These estimates seem reasonable based on the recent cost of the final section of LA 28 – roughly \$3.1 million/mile.

Ground Broken on Final Section of LA 28

Louisiana Governor Bobby Jindal joined representatives of the Gulf Coast Strategic Highway Coalition in breaking ground December 16th on the final segment of LA Highway 28 between Alexandria and Leesville, home of Fort Polk.

The \$26.8 million project will complete the final 8.7 miles of the 50-mile highway link being expanded to four-lane divided standard. The final segment is scheduled for completion in 2012.

The highway from Fort Polk to the

military facilities at England Airpark is part of the Gulf Coast Strategic Highway system route linking military facilities in Texas, Louisiana and Mississippi.

Gov. Jindal called it an important corridor, saying, “This road is not only a critical corridor for the people of Central Louisiana, but also our nation’s military. Indeed, the completion of the LA 28 widening project will help reduce congestion, better secure Fort Polk’s standing in Louisiana, enhance the country’s national security efforts and boost economic development. This

investment represents our strong support of Fort Polk as well as our commitment to keep Louisiana moving forward.”

He stressed that LA 28 improvements will provide the Army more reliable access to Alexandria and the Alexandria International Airport which provides airlift for troops, supplies and equipment. He said they will also spur business growth in the region.

Governor Jindal worked with the Louisiana Legislature to allocate \$23 million in 2008 surplus funds to the high priority LA 28 project.

Growth Scenarios Based on Funding

1. Trigger Scenario

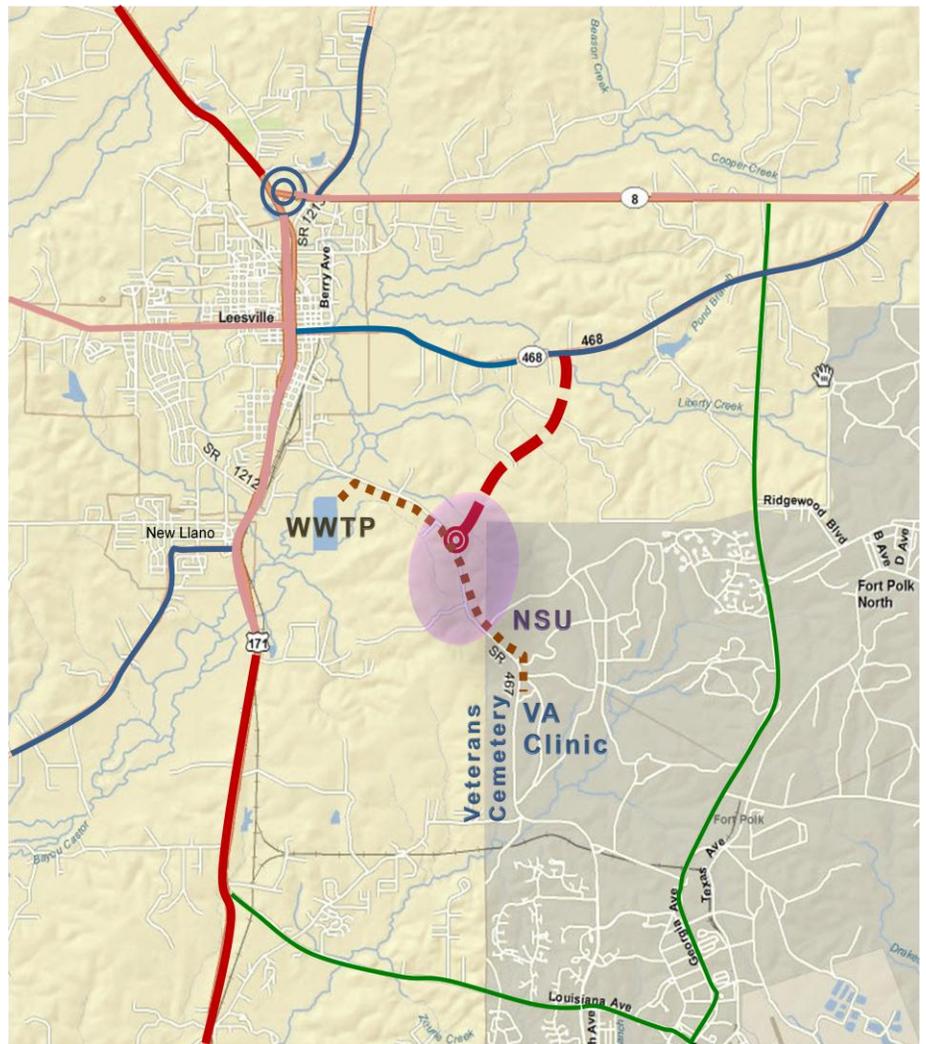
The first scenario is the smallest in scale but consists of the primary elements for more extensive future growth. The focus is to “trigger” the opportunity for development at a new intersection on University Parkway and the first segment of the proposed Sub-regional Parkway project of the Conceptual Thoroughfare Plan. Building this segment of road would connect University Parkway to the recently improved LA 468 which provides better access to the City of Leesville and to existing major arterials (US 171 and LA 28).

The other key element is a segment of the proposed University Parkway wastewater line described earlier. Instead of building the whole trunk line as proposed to the Fort Polk gate, it would only connect from the VA Clinic to the Leesville Wastewater Treatment Plant.

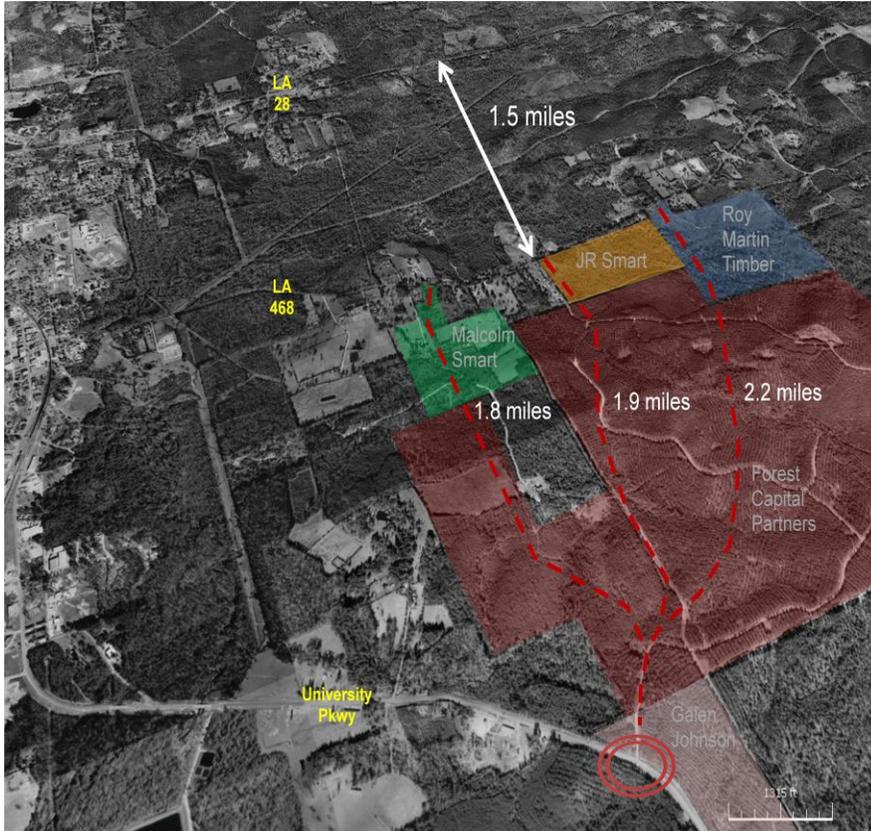
“Trigger Scenario”

Ft Polk-Leesville-New Llano
Target Growth Area

- Legend*
- Controlled Access Arterial
 - - - - - Proposed Controlled Access Arterial
 - Major Arterial
 - - - - - Proposed Major Arterial
 - Minor Arterial
 - - - - - Proposed Minor Arterial
 - Collector
 - - - - - Proposed Collector
 - · - · - Proposed Wastewater Trunk Line



A decision will need to be made regarding the alignment of the arterial segment through the area between LA 468 and University Parkway. As the map shows, the suggested routes are similar in length and impact on property owners. The middle one was used for the cost estimate. All of the options end at the same targeted node and were developed using the following guidelines as closely as possible:



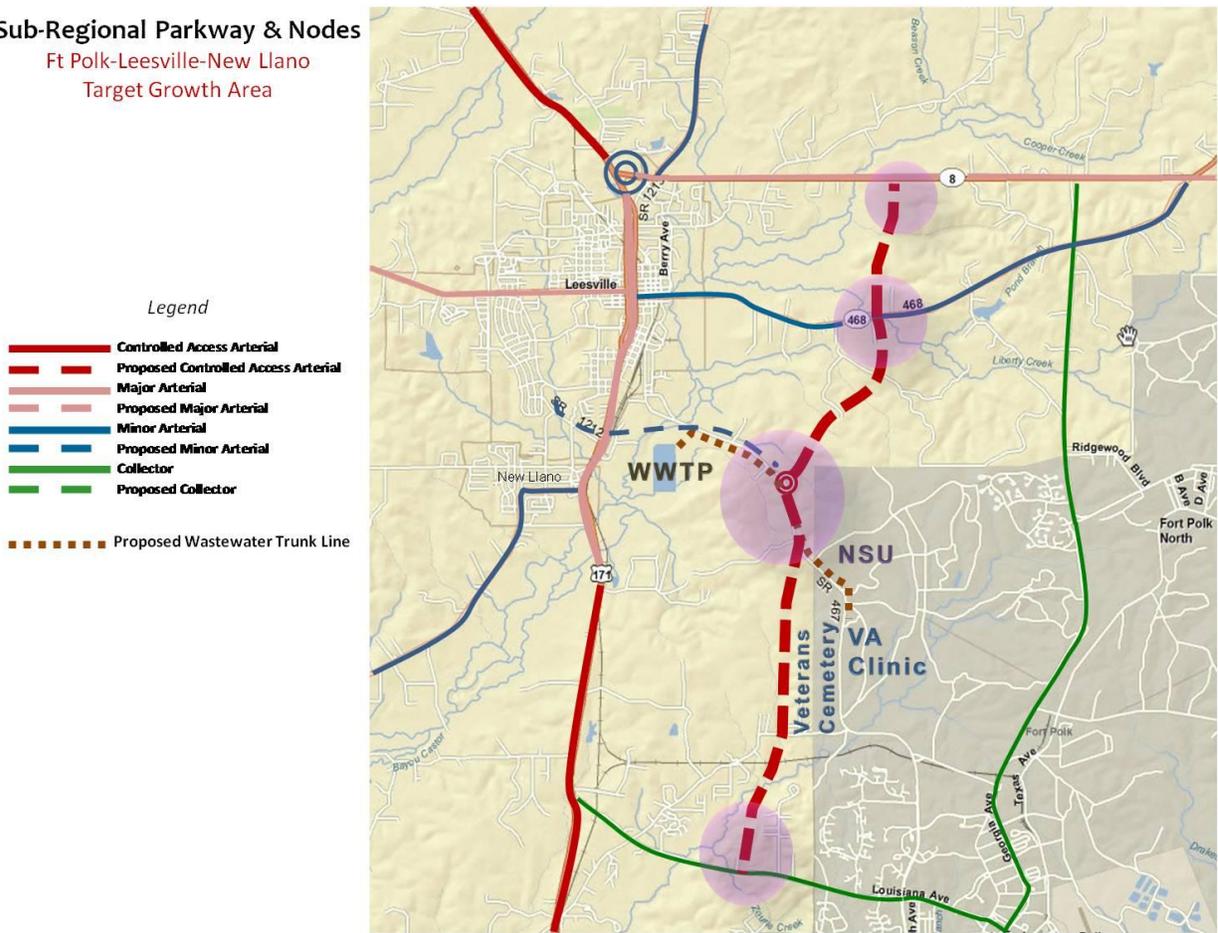
- Avoid existing active uses*
- Target property that is for sale*
- Stay on big tracts*
- Create Development-ready nodes*
- Do not duplicate existing roads*
- Involve as few landowners as possible*

The limited approach in this scenario could provide the region a jump start to private development interests in the University Parkway area. Also, it includes a feasible approach for the City of Leesville to annex a portion or all of the area impacted by this set of capital improvements by the time they are completed.

2. Parkway and Development Nodes

This scenario is focused on creating development nodes at key road intersections and avoiding “strip” development patterns such as those existing along US 171 and Entrance Road. The Parkway provides a corridor for more extensive future growth and is staged to continue North and South for improved regional accessibility. Building these segments of road would connect University Parkway to LA 28 and Entrance Road. The emphasis is on controlling access to the parkway and enabling compact development patterns within the nodes. To this end, denser land uses such as multi-family/small-lot residential and multi-story commercial/retail would be encouraged through the Parish comprehensive plan and future land use regulations designed for such nodes.

Sub-Regional Parkway & Nodes
 Ft Polk-Leesville-New Llano
 Target Growth Area



Sub-Regional Parkway

Rural Parkway Standards as defined by the Louisiana Land Use Toolkit created by the Center for Planning Excellence – CPEX



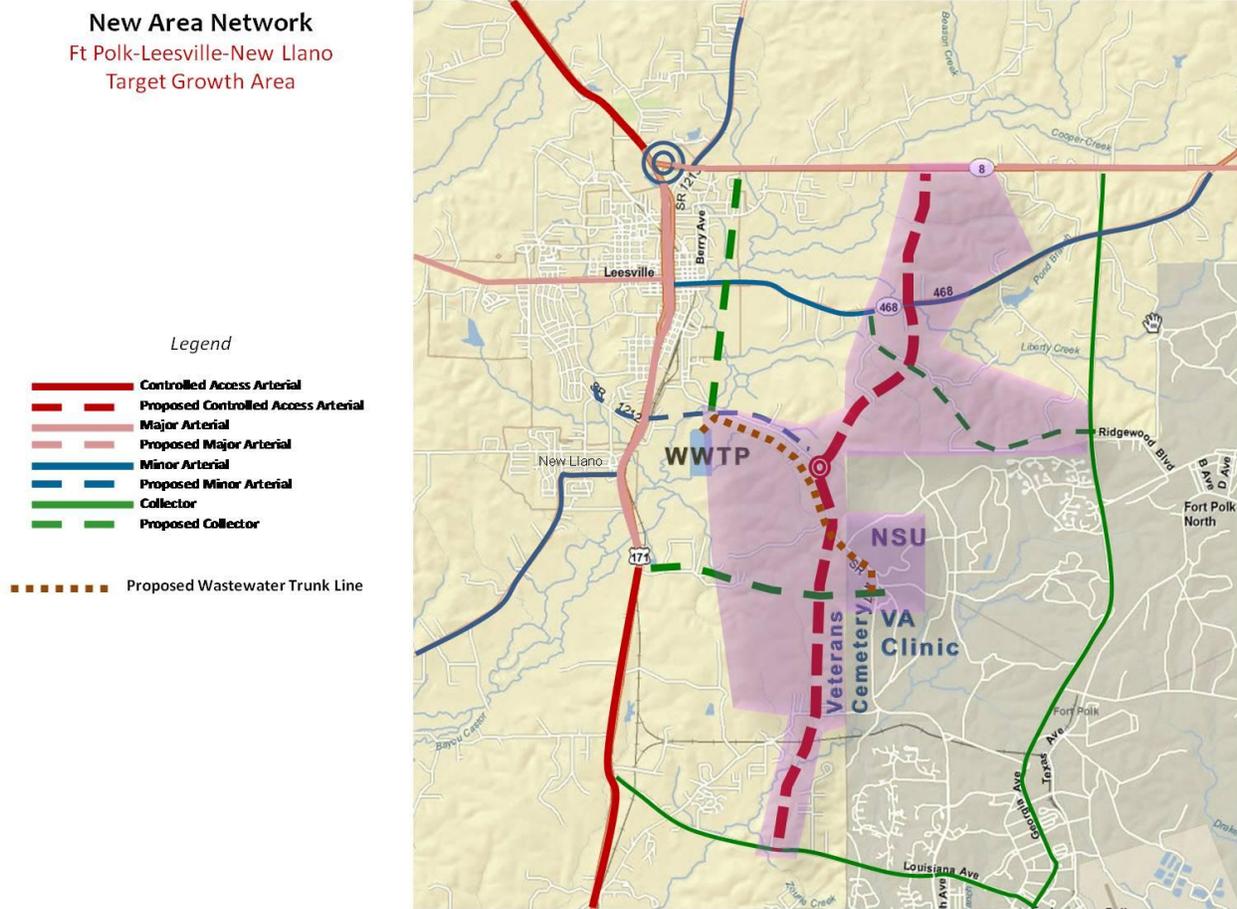
The overall Right of Way can range between 145 to 163 feet

| Area | FUNCTION | WIDTH |
|------|---|--------------|
| A | Pedestrian & Bicycles Trail | 5 to 10 ft |
| B | Planting, Drainage & Utilities | 25 ft |
| C | Travel Lanes & Shoulders | 30 to 34 ft |
| D | Median | 25 ft |

The rendering above portrays the vision of what this scenario could yield. The roadway remain rural in setting but with the same level-of-service as the major arterials (US 171 and LA 28) in the region to include accompanying bicycle/pedestrian trails, natural drainage swales, and increased setback requirements to ensure a greenbelt setting. Also, one can see what the form of a compact development node would be at a conceptual intersection on the horizon. This type of parkway could also perform well as an emergency evacuation route using all lanes in contra-flow and the trails for emergency vehicle access to stalled vehicles or people needing urgent care.

3. New Mixed-Use Community

This scenario is more comprehensive in scale and, in effect, creates a companion community to Leesville-New Llano and the residential areas of Fort Polk. Most likely, this scenario would be achieved primarily through a private, large-scale mixed-use development. That type of an effort would lend itself toward negotiated development approaches and infrastructure cost-sharing between the developer and the local government entities. Additional initiatives may include industrial partnerships with NSU and the VA Clinic in academic-research ventures; as well as landfill reclamation and joint recreational activities between private entities, the Army, and local governmental entities.

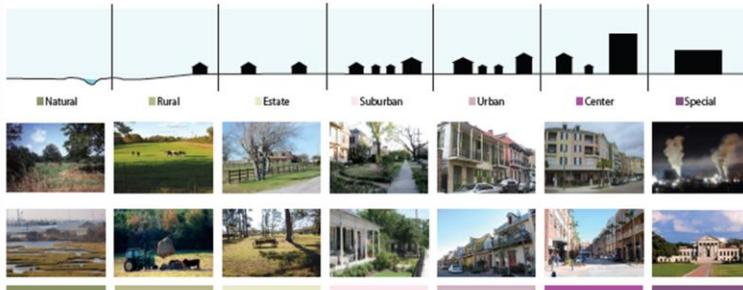


The infrastructure components enabling this scenario include the Sub-Regional Parkway segments 1 & 2; University Parkway realignment and collector roads improving circulation and access to the major traffic generators; and, a wastewater line to service the core development area and collect from secondary service lines. The region should use its

comprehensive plan and the Louisiana Land Use Toolkit to govern such a large-scale development such as this example:



LOUISIANA LAND USE TOOLKIT



Intent

Provide a mechanism for following goals:

- A. Creating a range of housing opportunities and choices.
- B. Creating walkable neighborhoods.
- C. Encouraging community and stakeholder collaboration.
- D. Fostering a distinctive, attractive communities with a strong sense of place.
- E. Making development decisions predictable, fair and cost effective.
- F. Mixing land uses.
- G. Preserving open space, farmland, natural beauty and critical environmental areas.
- H. Providing a variety of transportation choices.
- I. Strengthening and directing development towards existing communities.

| Code | Context Areas | Description |
|------|-----------------|---|
| | Natural | Natural consists of lands approximating or reverting to a wilderness condition, including lands unsuitable for settlement due to topography, hydrology or vegetation. |
| | Rural | Rural consists of sparsely settled lands in open or cultivated states. Typical buildings are farmhouses, agricultural buildings and camps. Limited retail activity is located in specifically designated centers. |
| | Estate | Estate consists of large lot single-family detached housing. Limited retail activity is located in specifically designated centers. Remnant agricultural activity is also present. |
| | Suburban | Suburban consists of single-family detached housing with some opportunities for attached housing products. Commercial activity is concentrated along major roadways. |
| | Urban | Urban consists of attached and detached housing types such as single-family houses, row houses and apartments. Commercial activity is concentrated along major roadways and at neighborhood nodes. |
| | Center | Center consists of the highest density and height, with the greatest variety of uses. Attached buildings form a continuous street wall. Highest pedestrian and transit activity. |
| | Special | Special includes civic, institutional, heavy industrial and large conservation areas which do not fit easily into other contexts. |

4. Compact Urban

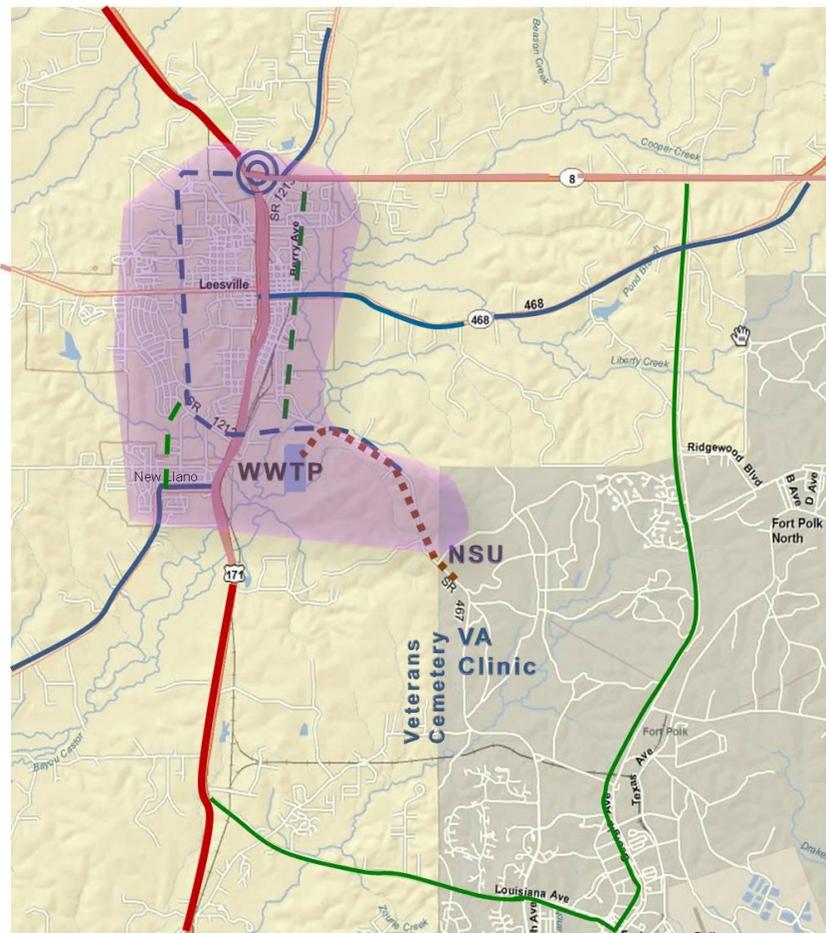
This scenario essentially is the opposite scenario from the previous one and concentrates on improving roadways within the currently built-out areas of Leesville-New Llano. This scenario is focused primarily on redevelopment opportunities and creating a more urbanized street system. It does include some extension into the University Parkway area to absorb existing (NSU campus) and pending utility customers (VA Clinic), but is not using infrastructure expansion to prompt development of new areas.

The key elements of this scenario are the Municipal Inner Parkway system to include an overpass of US 171; a minor arterial roadway through the Sale Creek green space basically connecting University Parkway to the new US 171/LA28 roundabout; a collector street to serve the east side of Leesville and a collector to connect New Llano to the Inner Parkway.

Compact Existing Urban

Ft Polk-Leesville-New Llano
Target Growth Area

- Legend
-  Controlled Access Arterial
 -  Proposed Controlled Access Arterial
 -  Major Arterial
 -  Proposed Major Arterial
 -  Minor Arterial
 -  Proposed Minor Arterial
 -  Collector
 -  Proposed Collector
 -  Proposed Wastewater Trunk Line



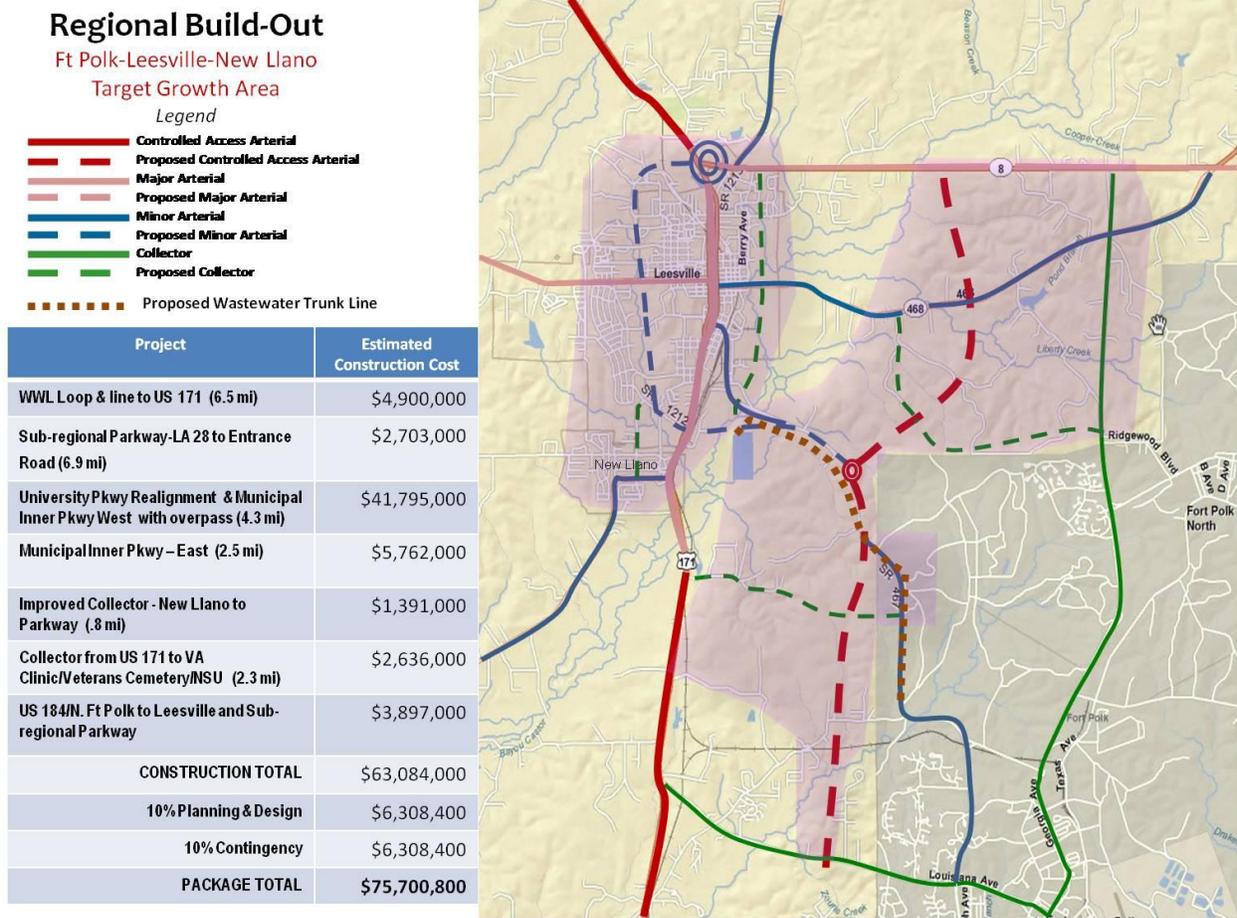


Overpass Concepts

While the overpass seems very expensive in comparison to University Parkway realignment and improvements to the existing streets and intersection at US 171, the advantages are significant. An overpass would provide an increase in capacity for the number of vehicles crossing US 171 at Boone Street and Red Town Road without replacing them. Those roads would remain local access to the traffic generators in that area while the overpass would allow through traffic to other destinations not immediately near US 171. An overpass also would avoid impacting the existing lighted intersection and railroad crossing. Additionally, an overpass would provide an aesthetic design opportunity as an entry for both Leesville and New Llano; and a medium for community information on signs or electronic bulletin boards.

5. Urban & University Parkway Regional Build-Out

This scenario comprises the entire area infrastructure improvements program that is described in this strategy document. It anticipates a large-scale build-out based on realization of the forecasted growth for the area due to the grow-the-army initiatives at Fort Polk. This level of investment is a multi-year approach to bring about revitalization of existing urban areas and inducement for new development in the target area as described.



Implementation Tools & Techniques

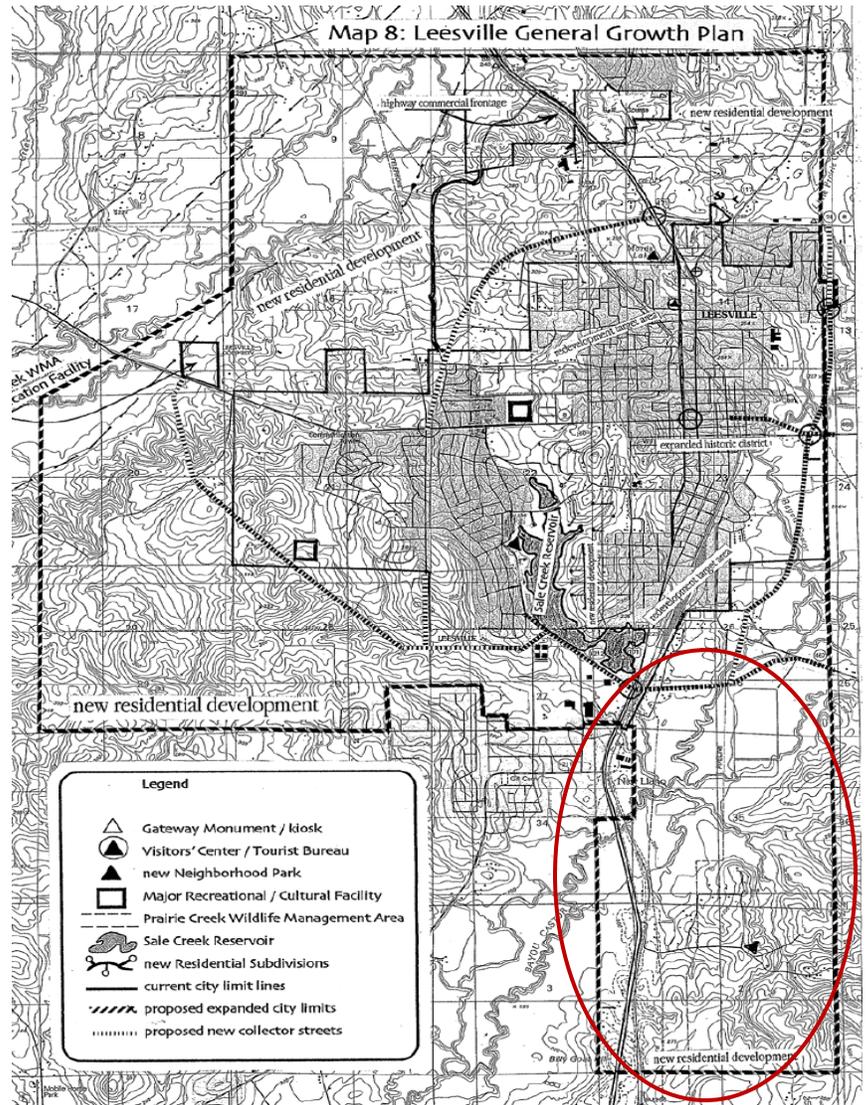
Regional Planning

1. Land Use

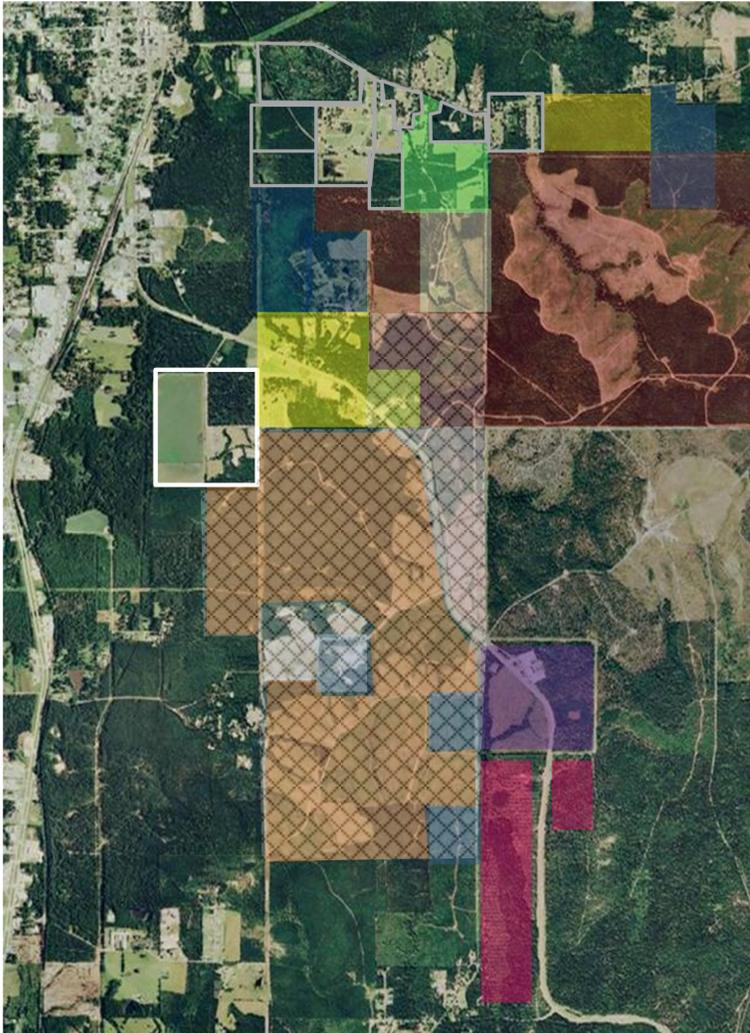
The goal for the area is to enable development using the Louisiana Land Use Toolkit with supporting policies & incentives. The vision includes mixed use villages to include live-work centers for Department of Defense and other contractors; active & passive recreation spaces; & a research & development center to support Ft Polk’s training mission.

Prior growth planning, such as the 2003 General Growth Plan, was limited regarding land use on LA 467 (University Parkway) and identified a portion of what this RGMC Strategy identifies as desirable sub-area for residential development only.

Fortunately, this Strategy also will be vetted through the Vernon Parish Comprehensive Plan that is being conducted over the next year. The project’s website, www.planvernonparish.org, is a central source of information on the Comprehensive Plan project, including a calendar of events, project documents, and opportunities to provide input to the planning team.



Some of the specific actions that the RGMC Team could advocate through the comprehensive planning process include the following:



Develop near-term goals & policies for growth guidance in this specific area as a pilot project of the Comprehensive Plan, for example:

-Goals for percentages and/or targets for land use types, i.e. % multifamily; number of housing units per acre

-Lot densities

-Total target number of housing units for developable area or total square footage for business space

Adopt the Louisiana Land Use Toolkit as policy for a defined set of existing properties based on the RGMC Strategy document

2. Transportation System

RGMC Team members have presented the Conceptual Thoroughfare Plan to the consultants hired to perform the Vernon Parish Transportation Study and Corridor Study and will continue to integrate the RGMC efforts into the Study. A number of ideas have been proposed to address current and future transportation needs. In order to assess the effectiveness of these ideas, it has been determined that a transportation plan needs to be developed for Vernon Parish. The process will involve a joint effort by Alliance Transportation Group, Inc., and Neel-Schaffer, Inc and a study team made up of

representatives of the Louisiana Department of Transportation and Development and persons representing Vernon Parish. The current scope of work for the two studies consists of a creating the travel demand model for the regional road network that can be used to study patterns, trends, and potential improvements for an overall transportation plan; and a US 171 corridor study with limits beginning at Fort Polk Entrance Road in Southern New Llano and extending north to the beginning of the US 171 couplet in Leesville. The evaluation within these limits will consist of evaluating existing operational conditions along the US 171 corridor and identifying areas where improvements are needed, LA 467 from US 171 to Fort Polk, and a possible bypass from the vicinity of LA 1211 to LA 8. The purpose of this study is to provide the Department of Transportation and Development (DOTD) with information needed to schedule operational improvements for US 171 in Leesville. These improvements will be separated into short-term operational improvements or minor construction requiring little or no additional right-of-way, and long-term improvements that are more extensive. While University Parkway is identified as part of both studies, it will be very important to emphasize the RGMS Strategy for modeling priority when the travel demand model is ready despite the focus on US 171 in the current scope of work.

3. Infrastructure Studies

Some eligible activities for the upcoming year for OEA funding can be pre-design studies for the University Parkway area that could assess the feasibility and improve the cost estimates of the capital improvements identified in this RGMC Strategy. Studies could include:

- drainage
- right-of-way
- global positioning systems (GPS) mapping of strategic parcels and potential routes
- utility easements and potential relocation requirements
- detailed routes analysis
- buffer analysis for sensitive properties, such as the Veteran's Cemetery, Smart Cemetery, and Fort Polk boundaries; and

- environmental impact of proposed improvements on floodplain and water features such as Bayou Castor.

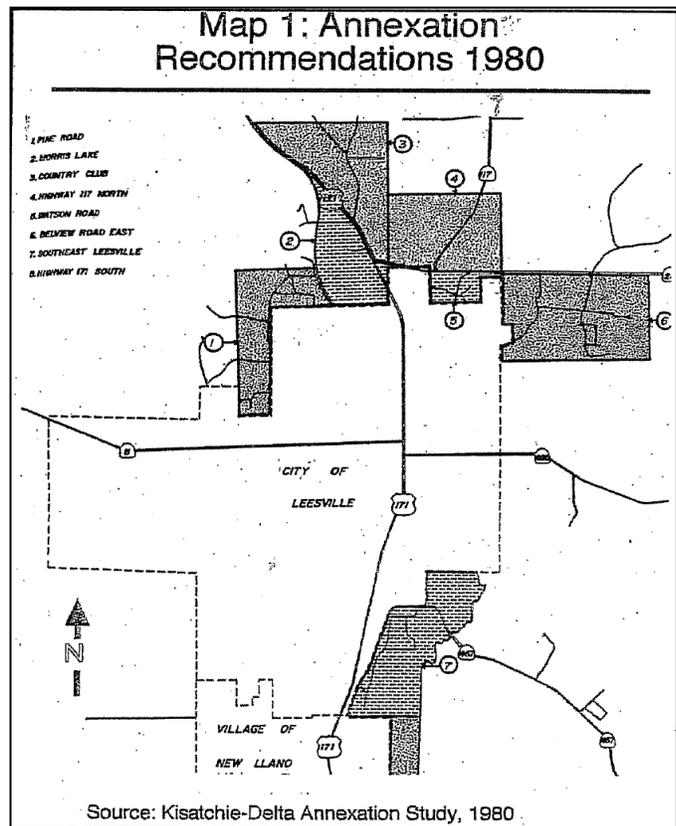
Such studies would be the best way forward to make potential projects “shovel-ready” for funding opportunities; make the RGMC Team much more knowledgeable and informed for negotiating with developers and other agencies; and provide a jump-start for engineering/architectural design once projects are approved and funded. These studies also would greatly enhance the overall planning efforts discussed above.

Governance Concepts

City of Leesville Annexation

The most straight forward approach to applying land use planning policies and regulations is for municipal annexation and applying city codes. Existing annexation plans identify expansion of Leesville toward the University Parkway area but not to the extent it would require to take in the entire area in the RGMC Strategy. As discussed earlier in the Strategy, there are some incremental approaches to expand the City’s control into key portions of the area.

There are some substantial issues to consider prior to declaring intentions to annex such as the following:

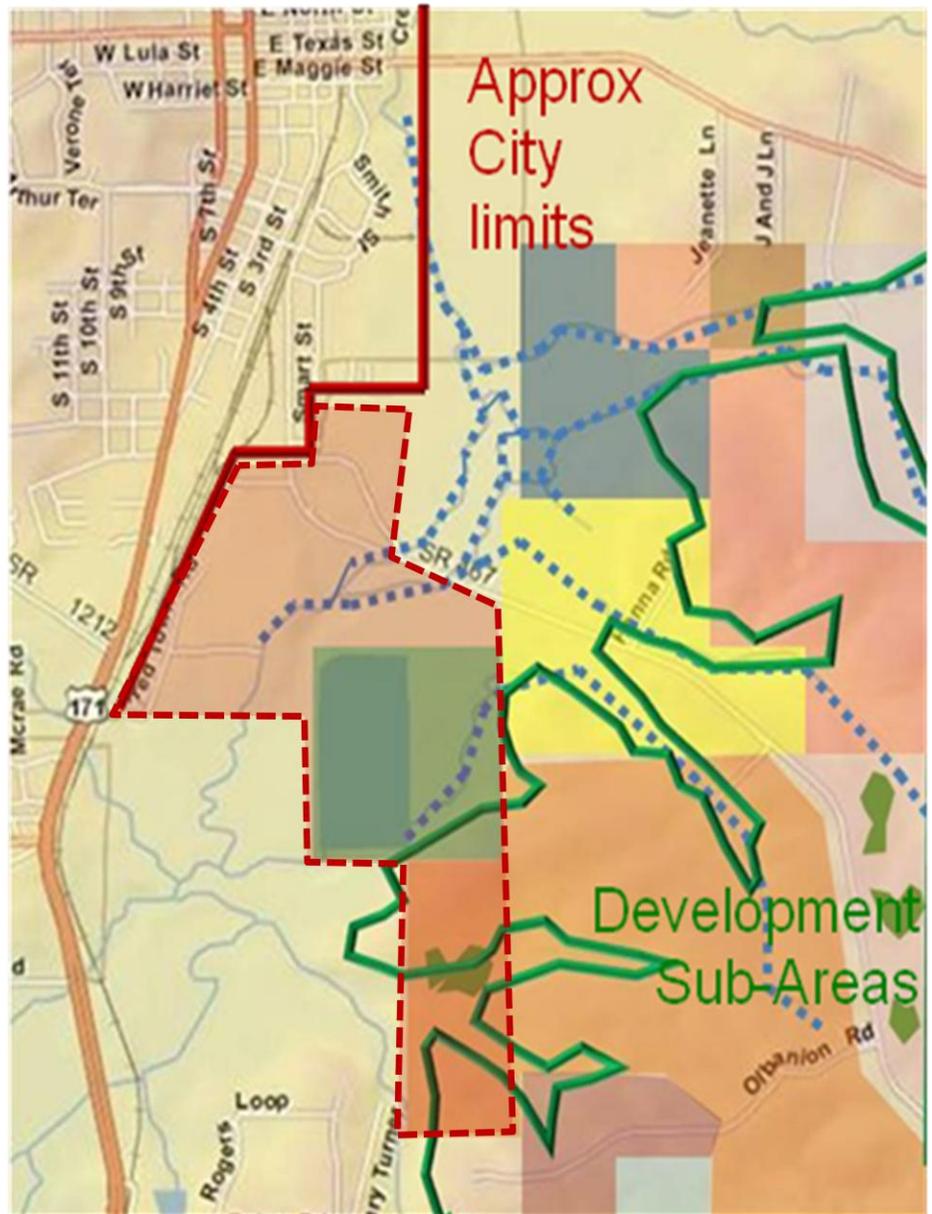


Significant geographical challenge to reach viable development area

Existing plans identify targeted expansion but is a significant amount of acreage to reach higher yield properties

undetermined advantage for annexing lowlands; could there be opportunities for funding based on environmental designations for grants and other programs?

Aim is to stage for enabling economic activity, not necessarily land use regulations, yet



Vernon Parish Development District or Authority

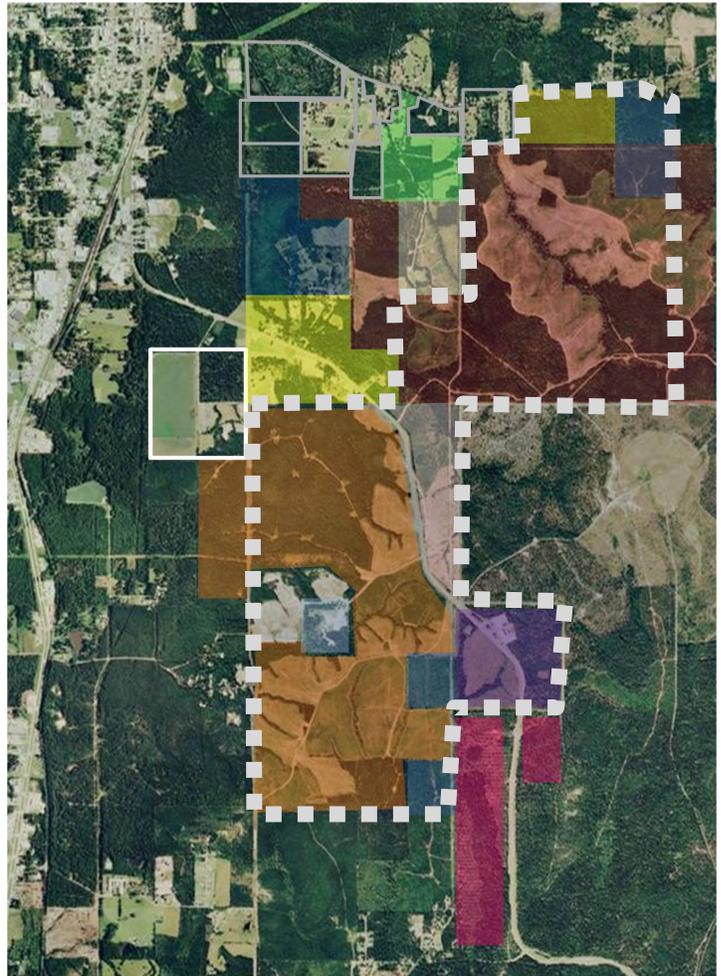
Chapter 27-B. Community Development District Act

The State of Louisiana recognizes the need to provide a reasonable alternative for the establishment, power, operation, and duration of independent districts to manage and finance basic community development services. An independent district can constitute a timely, efficient, effective, responsive, and economic way to deliver these basic services and provide a solution to the state's planning, management, and financing needs for delivery of

capital infrastructure in order to service projected growth without overburdening parishes and municipalities and their taxpayers.

The procedure by general law is to establish an independent special district as an alternative method to manage and finance basic services for community development through the levy and collection of special assessments. Chapter 27-B excludes a CD district from exercising any zoning or permitting power, or that no debt or obligation of a district shall burden any local government without its consent. The method for establishing a development district includes the following:

- an ordinance adopted by the governing body of Vernon Parish granting a petition for the establishment of a community development district
- Petition must contain:
 - description of the boundaries
 - written consent to the establishment of the district by all landowners whose immovable property is to be included in the district
 - designation of five persons to be the initial members of the board of supervisors
 - proposed name of the district
 - map of the proposed district showing existing infrastructure, if any (*potential boundary in graphic to right*)
 - proposed timetable for construction of the district services and the estimated cost of constructing the proposed services



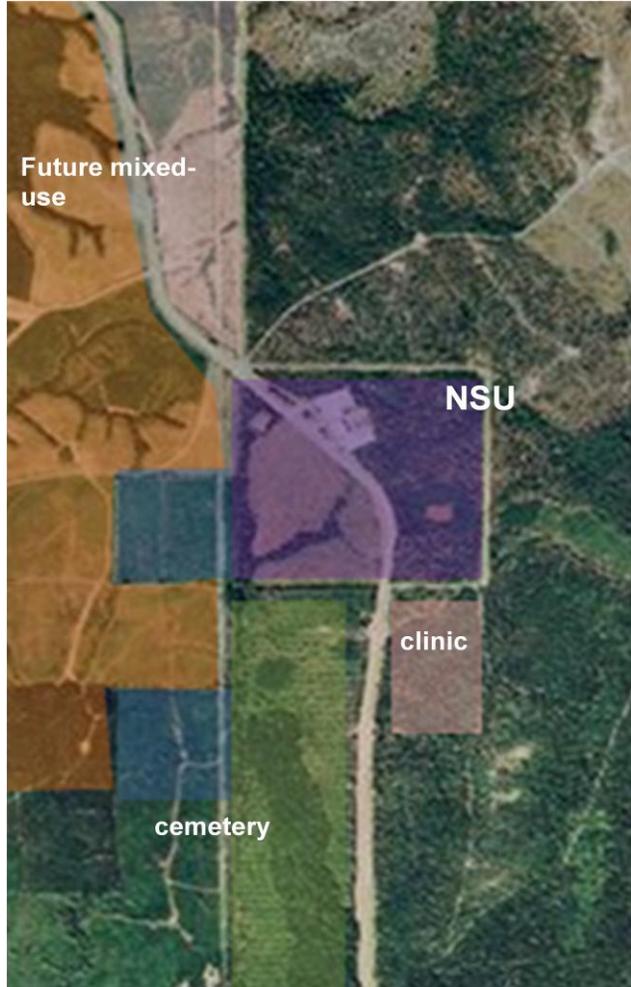
A public hearing on the petition is then conducted by the parish within forty-five days after the petition is filed unless an extension of time is requested by the petitioners and granted.

Partnerships

Collaboration with Northwestern State University; Veterans Administration & Louisiana Department of Veterans Affairs

NSU’s current campus occupies about 25% of the total property. The site now is strategically placed to be the center of the regional vision. Local leaders see R&D, expanded medical education activities, foreign languages & additional curriculum dedicated to workforce needs specifically at Ft Polk but also for the region.

Additionally, the VA Clinic and cemetery provide new attractions to the region that will supplement existing businesses and activities. The addition of a potential Army Museum in the corridor would create “book-end” museums with the existing West Louisiana Museum in downtown along with the Veterans and historic Smart cemeteries as similar points of interest.



Veteran’s Administration

Outpatient Clinic

Construction begins November 2010;
 Opens March 2011
 2,500 patients

Primary care/mental health services/pharmacy education/prosthetics/blood work/medical social work/nutrition counseling/addiction therapy/suicide prevention/chaplain

Louisiana Department of Veterans Affairs (LDVA) Cemetery

Construction begins Fall 2010; Opens August or September, 2011

Provide for 59,000 Veterans

27.6 acres to support ten years

Administration & maintenance buildings/utilities/roads/main entrance

Integrated Sustainability

Sustainability is a way of thinking and acting that reduces our impacts on the environment to ensure a healthy world for future generations. Some of the sustainability goals for the Fort Polk region include:

- Minimize the impacts of human development/land use on the environment
- Consume fewer resources and produce less waste
- Reduce energy consumption
- Reduce pollution and emissions

With national priorities increasingly focused on sustainability and energy efficiency, those regions that are ahead of the curve and that demonstrate regional level collaboration are most likely to tap into support from both the private and public sectors.



A Potential sustainability initiative exists with the Parish landfill and City WWTP located in the area. With those material sources available in such close proximity, there is an opportunity for a successful Waste-to-Energy project to handle solid and biomass materials.

Conclusions

The RGMC Team can guide long-term growth to a compact development corridor between US 171 and Fort Polk from north of Leesville to DeRidder with municipal utilities extensions and road improvements. There is an immediate growth area that exists where the Grow-the-Army initiative at Fort Polk will impact the region most abruptly in the next 3 years with the growth realized in this area potentially over 20% growth in overall population, based on Army projections. This growth could cause a potential need for hundreds of new residential housing units and lead to a heavy increase in traffic at Fort Polk's main gate. Although constraints have hindered mid to large-scale development in the University Parkway area, there is opportunity for mixed-use densities to meet the growth needs over the next three years with supporting infrastructure.

The more comprehensive build-out scenario, roughly estimated at \$75 million, certainly will create a development area that integrates the existing urban areas with the built-out areas of Fort Polk to create a compact community that has an estimated 32,000 people living within its "footprint" already. Guiding much of the investment and growth to this Strategy area is a wise approach to improving development opportunity close to the region's primary traffic generators and activity centers. This approach also will demonstrate to the Army that the State of Louisiana and the Vernon/Fort Polk region is prepared not only to absorb the immediate projected growth but is prepared for, and, will fully support further expansion of the missions and organizations at Fort Polk.