HENDERSON POINT TOWN CENTER
REDEVELOPMENT STRATEGY

Prepared for
Harrison County, Mississippi
In support of the community planning team (directed by Assistant Professor Jennifer Evans-Cowley of the City & Regional Planning Section of the Knowlton School of Architecture at the Ohio State University, staffed by graduate students and led by Vince Reddy) that is drafting a community plan for Henderson Point-Pass Christian Isles in the aftermath of Hurricane Katrina.

Prepared by the
Henderson Point Planning Assistance Team (PAT)
of the American Planning Association (APA) and
American Institute of Certified Planners (AICP)

- Willard Tim Chow, AICP, HP-PAT Leader, Sierra City, CA
- David Boyd, FAICP, HP-PAT Member, Middleton, WI
- Angela Brooks, AICP, HP-PAT Member, Chicago, IL
- Fleming El-Amin, AICP, HP-PAT Member, Research Triangle Park, NC
- Randall Gross, HP-PAT Member, Washington, D.C.

With the assistance of Michael Mabaquiao, Liviu Goia, Christine Arnold, Michael Blackburn, Melody Hanna & RaShawn Tucker (urban design students at Andrews University) under the direction of Assistant Professor Andrew Von Maur. In consultation with Patrick Bonck, Harrison County Zoning Administrator and his staff.

June 25, 2009
Table of Contents

Executive Summary.................................................................................................................4

Part 1: Introduction .................................................................................................................6
Project History & Context  4
Project Initiation 6
Mission & Scope of Work 8
Comprehensive Planning Process 9
Objectives & Milestones 10

Part 2: Planning Team & Acknowledgements.................................................................11
APA-AICP Planning Assistance Team 11
Andrews University Urban Design Students 13
Ohio State University Planning Students 14
Further Acknowledgements 14

Part 3: Henderson Point – Pass Christian Isles ..............................................................17
Hurricane Katrina 17
Hurricane Camille 17
Hurricanes on the Mississippi Coast 18
Henderson Point – Pass Christian Isles 19
Henderson Point Town Center 20

Part 4: Issues, Opportunities & Challenges .................................................................22
Questions Posed in the Scope of Work 22
Elevated Structures, Uses & Boardwalks 23
Highway Access, Capacity and Visual Impacts 25
Residential Condominiums 26
Residential & Commercial Viability 27
Marina, Space under US 90 & Boat Access 28
Wind Insurance 29
Fire Protection & Emergency Exits 29
Aesthetic Values 30
Range of Housing Choices 30
Federal Tax Incentives 30

Part 5: Preliminary Concepts & Possibilities.................................................................33
Design Criteria for the Town Center 33
Design Objectives for the Town Center 33
Possible Commercial Prototype 34
Possible Residential Prototype 34
Bottom Line Possibilities 34
Four Potential Commercial Sites 35
Renderings of Preliminary Concepts & Possibilities 36
Executive Summary

The APA-AICP Planning Assistance Team was asked to create three alternatives to redevelop the town center Henderson Point-Christian Isles, a small unincorporated community in Harrison County, Mississippi, that was obliterated by Hurricane Katrina. As requested by Harrison County, each of our recommended alternatives was designed to be buildable, insurable and functional. Each site plan alternative reflects community preferences and market constraints. None of the recommended alternatives takes away or diminishes the existing (or base) zoning of any parcels in the town center. On the contrary, all of them expand the options open to property owners who wish to rebuild.

The Planning Assistance Team recommends that commercial establishments be accommodated on the second floors of small, adjacent, interconnected buildings, whose ground floors are devoted to parking, loading, storage and temporary uses - in compliance with regulatory, insurance and functional requirements. Temporary uses envisioned on the ground floor include retail and food vendors, live entertainment, special events and other mobile activities. Above the commercial uses would be a third level of townhouses. Elevators and elevated boardwalks as well as stairs and at grade walkways would connect the uses within and between mixed use buildings. The rest of the town center is envisioned primarily for low density residential use in the form of three or four unit residential clusters that would share a common courtyard, elevator and upper level boardwalks. Detached, single-family dwellings would also be allowed under their existing (base) zoning.

The town center, which should be renamed if it is adopted as part of the Henderson Point-Christian Isles community plan, is envisioned as a regional commercial destination as well as a gathering place for local residents. Oriented toward the Bay of Saint Louis to the west and the intersection of US Route 90 and Bayview Street to the east, the town center would be anchored by a new marina and supporting commercial marina activities at the foot of Bayview. In addition, the town center would feature a pair of gateway buildings for a floor or two of condo-hotels at the NW and SW corners of Bayview and US Route 90. Envisioned at the NE corner of Bayview and Third Street is a public services/community center. Within the SW block of this intersection would be a small community green (open space) for special community events. All of the foregoing elements are common to all three alternatives, irrespective of which site plan alternative is chosen by the Board of Supervisors.

The three site plan alternatives differ in terms of the location and form of their mixed use (commercial/townhouse) buildings. The amount of commercial space and townhouse units envisioned in all three alternatives, however, is the same. In the Historic Center alternative (option #1), the town center’s mixed use buildings are located on three (SE, SW & NW) of the four corners of the intersection of Bayview and Third Ave., which has been the historic focal point of the community. In the Harbor Market alternative (option #2), the town center’s mixed use buildings are concentrated on the block to the south and west of Bayview and Third Ave., fronting the Mallini Bayou and Bay of St. Louis. In the
Marina Promenade alternative (option #3), the town center’s mixed use buildings line the north side of Bayview, west of Third Ave., fronting the Bay of St. Louis. Option #1 is the most accessible to/from US Route 90. Option #2 fronts the bay, bayou and proposed marina. Option #3 fronts the bay and proposed marina.

Implementing this vision will require systematic zoning code amendments, regardless of which site plan alternative is selected by the Board of Supervisors. Parcels in the town center envisioned for mixed (commercial and townhouse) uses, civic facilities (public services/community center and a community green) or condo-hotels would be designated for such uses under a customized waterfront overlay district.

Parcels that are not designated for civic facilities, condo-hotels or mixed uses (depending upon which site plan alternative is chosen by the Board of Supervisors), may be developed either: (a) in accordance with their existing (base) zoning or (b) as residential clusters (at their base zoning densities but with more flexible yard and other design requirements under waterfront overlay district regulations). In short, the team recommends that parcel owners be given a wider range of rebuilding options under their existing (base) zoning or their new waterfront overlay zoning designations.

Implementing this vision will also require: capital improvements to be sited, sized, designed, funded, constructed and maintained and public-private partnerships to be formed to help design, construct, maintain, secure and acquire easements for the town center’s elevated boardwalks, to aggressively market the center as a regional destination in collaboration with other communities on the Mississippi coast, to name the town center, to promote it with effective signage and landscaping and to advocate for federal and state funds for capital improvements.
Part 1  
Introduction

Project History & Context

In the aftermath of Hurricane Katrina on August 29, 2005, Harrison County, one of Mississippi’s three devastated coastal counties, was eager to rebuild but had not prepared nor adopted long range comprehensive plans for any of its unincorporated communities. Rebuilding and recovery would require zoning changes and capital improvements, pursuant to comprehensive community plans. Harrison County, however, did not have the funds or staff to complete the long-range comprehensive planning process in a timely manner.

The Mississippi Chapter of the American Planning Association identified potential projects to help Mississippi’s ravaged coastal communities rebuild and recommended that Henderson Point-Pass Christian Isles in Harrison County be the first to receive assistance from the APA-AICP Planning Assistance Team program. This project would not have been possible without the chapter’s initiative and efforts.

Patrick Bonck, Zoning Administrator of Harrison County, and Dr. Jennifer Cowley, AICP, began to address this challenge after meeting at a state-wide hurricane recovery conference in October 2005. As an Assistant Professor in the City & Regional Planning Section of the Knowlton School of Architecture and the Director of the Planning at a Distance Program at the Ohio State University (OSU), Jennifer recruited a dedicated group of professional planners, associates and OSU students in city and regional planning to assist the county, secured a grant from the U.S. Dept. of Housing & Urban Development and raised funds from OSU and the Mississippi, Ohio and Hawaii Chapters of the American Planning Association (APA) to support their efforts. Under the partnership, the Board of Supervisors of Harrison County retained the OSU group (managed by Jennifer) to do its long-range, comprehensive planning under the auspices of its Zoning Administrator until March 2008.

The OSU group has completed comprehensive community plans for the Katrina ravaged Saucier and DeLisle communities of Harrison County and is currently in the process of drafting community plans for two other communities in the county, Pineville and Henderson Point-Pass Christian Isles. Vince Reddy, AICP, a professional planner currently with Cleveland Public Arts, volunteered to lead its Henderson Point-Pass Christian Isles community planning team. Bob Cowell, AICP, currently the Director of Planning at Monroe County, Indiana, volunteered to lead its Pineville community planning team. Staffed by graduate students from OSU’s City and Regional Planning
program and several project associates, the OSU teams began their research in the summer of 2006. Assisted by urban design students from Andrews University, they organized the town hall meetings for Pineville and Henderson Point-Pass Christian Isles residents on September 14th and 16th, respectively, and are in the process of drafting comprehensive plans for both communities for presentation at community meetings in December 2006.

**Project Initiation**

The American Planning Association (APA) has been initiating contacts and fielding inquiries about assisting various communities since Hurricane Katrina struck on August 29, 2005. Faced with the formidable challenge of devising realistic redevelopment alternatives for the devastated town center and surrounding community of Henderson Point-Pass Christian Isles, Jennifer Evans-Cowley, with the full support of Zoning Administrator Patrick Bonck, the Harrison County Board of Supervisors and the Mississippi Chapter of the American Planning Association, submitted a proposal last March to the APA/AICP for technical assistance to redevelop the town center (see AICP Community Assistance Team Proposal, Henderson Point, Mississippi in Appendix A).

Recommendations by the APA/AICP Planning Assistance Team (“PAT” or “team” in this report) for the town center will be incorporated into Henderson Point-Pass Christian Isles community plan, which is being drafted by the OSU group for the entire unincorporated community of Henderson Point-Pass Christian Isles. The town center of Henderson Point-Pass Christian Isles will serve both unincorporated areas. Centered at the intersection of Bay View St. and Third Ave. at Henderson Point, it is called the “Henderson Point Town Center” or simply the “town center” in this report, even though it is being planned to serve as the gathering place for the entire Henderson Point-Pass Christian Isles community and should be named by the community at some point.

Willard Tim Chow was invited by the APA-AICP to lead Henderson Point PAT and to select its members on August 8th. Nearly a hundred professional planners from across the nation had offered to volunteer their time and talent for this outreach project. The APA-AICP Planning Assistance Committee evaluated their professional qualifications and then forwarded to Tim for review about a dozen candidates, some of whom were unavailable to join the team in Harrison County, MS, during the week of September 13-19, 2006. Serving on the Henderson Point Project Steering Committee team were: PAT Committee Chair Lee Brown, OSU Planning Manager Jennifer Evans-Cowley, Henderson Point-Pass Christian Isles Planning Team Leader Vince Reddy, Harrison County Zoning Administrator Patrick Bonck and APA Leadership and Component Services Manager Mike Welch. After reviewing their qualifications and consulting with Lee and Jennifer, Tim selected the team.

The five team members joined the five members of the Project Steering Committee in two conference calls on August 21st and 29th to clarify the mission, scope of work and logistics of the assignment. In the two weeks of September leading to the on-site visit, team members reviewed various sources of information to learn more about the situation,
issues and opportunities, exchanged initial ideas and perspectives with Jennifer and prepared to travel to Gulfport, MS. Both the team and OSU group were headquartered at the Magnolia Plantation Inn in Gulfport, which is a six to eight minute drive to the Harrison County Zoning Administration Office, about a 30 minute drive to Saucier, where the Andrews University urban designers were headquartered, and about a 45 minute drive to the Henderson Point Town Center, where just a few buildings and residents remain.

**Mission & Scope of Work**

The mission of the Planning Assistance Team (PAT) was to create three redevelopment alternatives for the Henderson Point town center that are “buildable, insurable and functional.” The town center, as defined by the OSU group in the team’s scope of work (see *AICP Planning Assistance Team Scope of Work, Henderson Point-Pass Christian Isles, MS*, dated August 29, 2006 in Appendix B), “includes the area from US 90 on the north to the bayou on the south, the bay on the west and US 90 on the east.” Planning for the rest of the Henderson Point-Pass Christian Isles community, most of which was occupied by single family dwellings, was outside the team’s scope of work.

The Planning Assistance Team was asked to recommend three long-range (20 year) planning alternatives to redevelop the town center. The team was challenged to elevate commercial and residential uses in accordance with prevailing and anticipated flood hazard restrictions and to take into account community preferences as well as market constraints. The team was further challenged to create at least one alternative that would be acceptable to the community residents, most of whom are still displaced, upset with the Federal Emergency Management Agency (FEMA), Mississippi Department of Transportation (MDOT) and Harrison County and skeptical about the community planning process. In drafting the community plan for Henderson Point-Pass Christian Isles, the OSU planning team will focus on the rest of the community (outside of the town center) and propose that the County Board of Supervisors adopt a community plan that incorporates one of the APA-AICP team’s recommended town center alternatives.

This document (entitled *Henderson Point Town Center Redevelopment Strategy*) is meant to be a stand-alone report to Harrison County, MS, that presents: the context in which the APA-AICP Planning Assistance Team worked, the issues we addressed, the challenges we faced, the possibilities we considered, the collaboration in which we engaged, what we learned and from whom, the markets we targeted and adjustments we made, the three planning schemes that we recommend, the planning elements that are common to all three alternatives, the planning elements that are specific to each alternative and the implementation measures that will be needed to achieve any of these alternatives. One of the town center alternatives as well as our implementation strategy will be integrated into the community plan and provide a basis for future zoning amendments, capital improvements and public-private partnerships needed to achieve this vision.

Elevated residential buildings over multi-level parking structures and commercial space can be found in most large cities. Few communities, however, have had to build elevated
town centers without habitable enclosures and mechanical, plumbing and electrical fixtures at grade. Commercial and civic centers situated on the top of parking decks or other transportation facilities are almost invariably connected vertically and horizontally by elevators, escalators and elevated pedestrian ways. However, elevated connections tend to draw people away from public streets, where folks generally prefer to walk and like to gather. Upper level connections to elevated uses are expensive to build, maintain and secure. They can also undermine the attractiveness and viability of street life, which is not our objective. This report presents a strategy that may be of interest to other hurricane devastated coastal communities engaged in creating elevated town centers of their own.

**Comprehensive Planning Process**

The APA/AICP Planning Assistance Team followed a collaborative, participatory, step-by-step planning process in order to identify concerns and address issues in a comprehensive manner, to create and present some preliminary concepts and imaginative possibilities for review and consideration by key stakeholders and the community as a whole and to recommend several alternatives and an implementation strategy for incorporation into OSU’s community plan for Henderson Point-Pass Christian Isles.

The team was assisted in this process by the OSU community planning group managed by Jennifer Evans-Cowley, urban design students under the direction of professor Andrew Van Maur from Andrews University, County Zoning Administrator Patrick Bonck and his staff, County Supervisor Marlin Ladner (who represents Henderson Point, other local and state officials, key business leaders and land owners and more than 400 local residents at a well attended town hall meeting. The OSU community planning group scheduled, organized and staffed the town hall meeting. They also scheduled our trial run, site visits and meetings with local stakeholders, most of which were jointly attended by members of both the APA-AICP town center team and the OSU’s Henderson Point-Pass Christian Isles community planning team.

Under the APA/AICP Planning Assistance Team (PAT) model, a small team of professional planners condenses the traditional planning process into a week of intensive on-site planning. The PAT method or approach typically involves research and fact finding in preparation for the trip; on-site orientation, observation, interviews and community outreach on days one and two (phase one); analyses of issues, opportunities and possibilities on days three and four (phase two); formulation and presentation of recommendations during last few days (phase three). See the *APA Planning Assistance Team (PAT) Program* in Appendix C. In practice, the team had to improvise and depart from the PAT model in order to accomplish our mission.

Our interviews and outreach efforts (in phase one) in actuality stretched through the entire week in Mississippi. In contrast, phase three (formulation and presentation of recommendations) was accelerated to Friday (day three) and Saturday (day four), respectively, in accordance with the town hall meetings, which had been scheduled long before our trip (see *Itinerary for Henderson Point Trip* in Appendix D).
Saturday’s Henderson Point-Pass Christian Isles town hall meeting was the team’s only opportunity to learn what kind of town center might be acceptable to community residents. However, the OSU group had tailored the town hall agenda to address the overall planning process and community-wide issues, as they had done for the Pineville town hall meeting. The Henderson Point Town Center was thus a small part of their agenda. Last minute demands by residents for status reports and ample opportunities to raise questions about local services left even less time on the agenda for town center issues and discussions. Notwithstanding, the team was able to make the most of this opportunity, as demonstrated in Part 6 of this report.

**Objectives & Milestones**

Our first objective was to present some preliminary concepts and possibilities for community review at the town hall meeting on September 16th (milestone A). Our second objective was to recommend three alternatives to County Supervisor Marlin Ladner on September 18th (milestone B). Our third objective was to complete a rough draft of the project report and deliver it to Zoning Administrator Patrick Bonck on September 20th (milestone C).

In order to reach milestones A and B, the team had to defer some of the questions, concerns, issues and challenges that Harrison County had asked us to address (through the OSU group) in our scope of work. Only about ten percent of the draft report was completed in rough form by the time the team leader left Mississippi. Our talented, energetic and hardworking urban designers from Andrews University had other pressing projects to complete besides the town center after their return to Michigan. The illustrations (Appendix F) for this report, therefore, will be finalized after the text of this report is completed.

It took the team leader about two weeks of full time effort to complete the narrative sections of the draft report (except for Part 7, most of which was written by Randall Gross) and much longer to revise the draft pursuant to comments. In conclusion, our preliminary work plan and milestones were much too ambitious in view of the scope of work that we were assigned and the circumstances that we encountered.
The APA-AICP Planning Assistance Team

All of the team members volunteered their valuable time and professional talent to represent the American Planning Association and American Institute of Certified Planners and to help the residents of Henderson Point-Pass Christian Isles face their future in the aftermath of such a tragedy. None of the team members had known each other before our first conference call. None of us had met before we arrived in Gulfport, MS. Each member of the team agreed to serve at short notice and had to be as resourceful, flexible and positive as possible in order to accomplish our mission. Brief biographical sketches of the APA-AICP team members are presented below. Further information about the team members may be found in their resumes in Appendix E.

Biographical Sketch of Willard Tim Chow, AICP, HP-PAT Leader, Sierra City, CA

Dr. Chow, a long-time planning and development consultant, was the principal and owner of Tim Chow Planning Consultant for nearly 13 years and an executive manager in three states for nearly 12 years. Tim served the City & County of Honolulu as its Chief Planning Officer, County of Nevada as its first Community Development Agency Director, City of Las Vegas as its Director of Planning & Development and most recently the County of Santa Clara as its Environmental Resources Agency Director, where he was responsible for more than 500 employees. Tim holds an A.B. in economics, an M.A. in geography and Ph.D. in geography: all from the University of California at Berkeley. He worked as an Assistant Professor of Geography and Urban Regional Planning at the University of Hawaii at Manoa, where he was promoted to Associate Professor and awarded tenure. Tim has been active in the Hawaii Chapter of the American Planning Association, Urban Land Institute’s Urban Development/Mixed Use Council (silver flight) and Aloha Chapter of Lambda Alpha International. His work in natural hazards research and emergency preparedness began more than 30 years ago.

Biographical Sketch of David Boyd, FAICP, HP-PAT Member, Middleton, WI

David S. Boyd, FAICP, currently holds the title of Senior Planner for MSA Professional Services. Based in Madison, Wisconsin, David leads MSA’s Planning & Design Studio. His areas of expertise include the design and implementation of community engagement and strategic planning programs, community development, and economic/demographic analysis. Over the past 20 years, David has worked on regional scale policy, planning, and service delivery initiatives throughout the United States. Most recently, he was one
of the architects behind the Metropolitan Forum, a 12-county multi-sectoral collaboration in the St. Louis region. He has also held faculty appointments in Urban and Regional Planning departments at Cornell University, St. Louis University, and the University of Wisconsin-Madison. David was recently inducted as a member of the College of Fellows of the American Institute of Certified planners, an honor bestowed on only two other Wisconsin planners and on approximately 300 professional planners nationwide. David took his Bachelor of Arts from the University of Wisconsin at Madison and Masters of City and Regional Planning from the University of Texas at Arlington.

Biographical Sketch of Angela Brooks, AICP, HP-PAT Member, Chicago, IL

Angela Brooks is the Associate Director of Real Estate Development for Heartland Housing in Chicago, IL, where she works on developing affordable housing. She has been an active member of APA since 1997 and in the past has served as Vice Chair of Programs, Planning in the Black Community Division, and Newsletter Editor for the Washington State Chapter. Prior to relocating to Chicago she worked as a Community Development Specialist with the City of Seattle Office of Housing, Land Use Administrator for the City of Milton, and Zoning Specialist with T-Mobile. She holds a Bachelor of Arts in Urban Studies with a Concentration in Community and Economic Development from Jackson State University and a Masters Degree in Urban and Regional Planning from the University of New Orleans.

Biographical Sketch of Fleming A. El-Amin II, AICP, HP-PAT Member, Research Triangle Park, NC

Fleming El-Amin has worked as a professional planner since 1997. He has been active member of APA since 1999, serving as student representative to the Maryland APA from 1999-2001 and currently serving on the NCAPA Chapter Development Committee and the Research and Education Committee of APA’s Planning and the Black Community Division. Fleming currently works as a land use planner for the Triangle Transit Authority where he is involved with station area planning and long-range transit corridor planning. Other positions held include Community Development Planner with the NC Division of Community Assistance; Senior Planner with the Maryland National Capital Park and Planning Commission in Prince George’s County, MD; Disaster Preparedness Planner for the Maryland Emergency Management Agency; and Assistant Planner for Whitney Bailey Cox & Magnani, LLC in Towson, MD. Fleming has also held a number of internships and assistantships. He holds a Bachelors Degree in Architecture and Geography from the University of North Carolina at Charlotte and a Masters Degree in City and Regional Planning from Morgan State University. Fleming’s areas of interests include urban design, transit, and housing & community development.

Biographical Sketch of Randall Gross, HP-PAT Member, Washington, D.C.

Randall Gross has 20 years’ experience providing strategic economic and development consulting services for local, regional and national governments; private companies; and non-profit agencies. He has worked on over 350 projects to enhance their capacity for
sustainable community and economic development, citizen participation, asset management, and policy formation. Mr. Gross brings particular expertise in market and development feasibility analysis to test the economic viability of projects; fiscal and economic impact analysis to gauge the public costs and benefits of projects; and public policy analysis to evaluate and monitor policy decisions. Randall has consulted on projects in 29 states and five foreign countries. Since forming his own company in 1997, Mr. Gross has worked on diverse projects ranging from neighborhood industrial redevelopment in Baltimore to airport expansion in South Africa. Randall is a former Division Chair for the American Planning Association (APA) and now serves on the National Capital Area APA Board and on the Board of the Georgetown Public Policy Institute.

Urban Design Students from Andrews University

Under the direction of Assistant Professor Andrew Von Maur, the 5th year seniors in urban design in the Division of Architecture at Andrews University did all of the renderings that were displayed at the town hall meeting and all of the subsequent drawings in support of our recommendations, most of which will be presented in Appendix F of this report. Andrews University is the flagship educational institution of the Seventh-day Adventist Church. Located at Berrien Springs in southwestern Michigan, it enrolls about 3,000 students. The students have also been providing pro bono assistance to Saucier, an unincorporated community in Harrison County, MS, that was also heavily damaged by Hurricane Katrina.

Michael Mabaquiao, Liviu Goia and other seniors in the urban design program under the direction of Professor Andrew von Maur produced the beautiful renderings that we presented at the Henderson Point town hall meeting (see Part 5 of this report). Headquartered at Saucier (north of Gulfport), they joined us nearly every day at site visits, meetings, briefings and presentations. A second team of urban design students from Andrews University (Michael Blackburn, Melody Hanna, RaShawn Tucker and Christine Arnold, the team leader) revised the renderings in a different architectural style for future presentation in Appendix F of this report. The talent, creativity and diligence of Andrew Von Maur and all of the urban design students from Andrews University are deeply appreciated.

Planning Students from Ohio State University

The OSU Community Planning Team for Henderson Point-Pass Christian Isles (led by Vince Reddy, a project manager with Cleveland Public Arts), and the OSU Community Planning Team for Pineville (led by Bob Cowell, Director of Planning for Monroe County, Indiana) generously shared their skills, ideas, insights, information, resources and talent with us. Angela Beer, a landscape architect and academic advisor at the OSU School of Architecture, assisted us with streetscape ideas.

Members of the OSU Henderson Point-Pass Christian Isles team include: Cara Bosco, doctoral student in environmental science; Kevin Chastine, masters student in city & regional Planning; Ryan Edwards, masters student in city & regional planning & public
policy; Caleb Gutshall, masters student in city & regional planning; and Lauren Rapas, masters student in city & regional planning). The APA-AICP Team appreciates their enthusiastic support, enthusiasm, perspectives and generosity.

Meghan Gough, Project Associate and doctoral student at OSU, and Rickie Yeager, Project Assistant, went out of their way to provided us with logistical support. Brent Warren, Jen Washco, Alton Willis, Jung-Chen Huang and Radhika Mathur, and Sutirtha Das of OSU’s Pineville Community Planning Team also helped to make our visit more enlightening, productive and fun.

Further Acknowledgements

The work of this team was made possible by the American Planning Association and American Institute of Certified Planners; the Harrison County Zoning Office with funding from the Mississippi Coastal Impact Assistance Program, administered by the Mississippi Department of Environmental Quality; the U.S. Department of Housing & Urban Development; and the Harrison County Board of Supervisors.

The following organizations and individuals provided the Planning Assistance Team with invaluable assistance and contributed immensely to our work in Mississippi.

Jennifer Evans-Cowley. The team is grateful to Dr. Jennifer Evans-Cowley, AICP, Assistant Professor at the Ohio State University and the manager of Harrison County’s comprehensive community planning program, for taking the initiative to assist Henderson Point and other incorporated communities in the county, for inviting the APA-AICP Planning Assistance Team to be of help, for preparing the team to visit Harrison County, for providing us with comfortable accommodations at the Magnolia Plantation Inn in Gulfport, for arranging our interviews with key individuals, for organizing the town hall meeting for Henderson Point-Pass Christian Isles; for her comments and suggestions; and for being so responsive to our requests for assistance.

County Board of Supervisors. The team thanks the Board of Supervisors of Harrison County, MS, for its enthusiastic support for long-range community planning and especially County Supervisor Marlin Ladner, who represents District 3 (where Henderson Point-Pass Christian Isles is located), who shared his concerns, insights and ideas with the team at both town hall meetings on September 14th and 16th and invited the team as well as others involved in the planning process to present our recommendations to him on September 18th. Supervisor Ladner also joined us for a visit to the new commercial “incubator” (for Henderson Point businesses displaced by Hurricane Katrina) and community resource center in DeLisle.

Harrison County Zoning Administrator Patrick Bonck and his staff. Patrick provided the team with invaluable insights and thoughtful comments on September 16th and 17th and 18th. He and Smokey Johnson of the County Zoning Office led us on an eye opening tour of the hurricane damaged region, which most of us will never forget. Patrick and Smokey met with Tim on September 20th to review and offer comments about our
recommended plans and implementation measures. Patrick and Jennifer shared their comments and insights about the pre-final draft of this report, including suggested revisions to it, with Tim in a conference call on October 20th.

George Carbo, Planning Director of Gautier, MS, collaborated with Patrick to help Jennifer identify appropriate business leaders in the region for the team to interview.

Theresa Hydrick, Harrison County Flood Plain Administrator, took the time to meet with several members of the team to review the county’s flood hazard standards and regulations on September 15th.

Paul Barnes, GIS Manager of the Southern Mississippi Planning & Development District. Paul joined us on our tour of the region, provided the team with maps of Henderson Point and its town center and met with us, Supervisor Ladner and others on September 18th, for which we are most grateful.

J. Douglas Molyneaux, CCIM and Senior Advisor; Melissa Warren, Advisor; and Mike McMurray, Advisor – all at Grubb & Ellis/Sawyer Commercial, LLC. - met with us on September 15th, provided us with powerful insights, helpful comments, advice about wind insurance and construction costs and incredible aerial photos of the Mississippi that Doug took from his son’s airplane on May 28, 2006. We deeply appreciate their enthusiastic support for our ideas about developing a gateway to Harrison County, rebuilding the marina and creating a destination area (like Bay St. Louis) with live entertainment, a farmers market, artisans, food vendors, walkable streets and mixed uses (housing). Melissa’s vision of Henderson Point as an ideal place to dine and watch the sunset is woven into the fabric of our recommendations.

Ray Palmer, First Vice President, Commercial Lending, and Jason Walker, Vice President, Commercial Lending, both of BancorpSouth, met with us on September 15th. They offered us profound insights into hurricane damages to local structures, the rising cost of construction and wind insurance and the residential real estate market, which we much appreciate. Ray and Jason went out of their way to provide us with helpful information about local disaster recovery efforts, real estate development projects along the Mississippi coast and benefits to businesses under the federal Gulf Opportunity Zone (“Go Zone”) Act of 2005.

Niki Butterworth, manager of Henderson Point-Pass Christian Isle’s extremely popular (but demolished) Annie’s Restaurant at the town center and a niece of Annie, who owns the land at three corners of the intersection of Bayview and Third Ave., met with us, Martha Murphy and Supervisor Ladner on September 19th to review our proposals at Martha Murphy’s commercial “incubator” in Delisle, where Annie’s new restaurant and catering establishment will soon open. We thank Nikki for her indulgence and for taking time out of her busy construction schedule to meet with us.

The Planning Assistance Team met with a wide variety of local community residents
town hall meeting on September 16th. The team was enlightened by their perspectives, ideas and resilience. Most of the residents who we met at the town hall meeting welcomed our visit and appreciated our assistance. At least half of the residents who have subsequently communicated with Jennifer expressed their support for what the team had presented for their review at the town meeting.

Debra North and her husband, Pass Christian Isles residents, joined us on our tour of the Henderson Point town center on September 14th and shared with us their insights and perspectives.

Susan Tolar, a real estate broker from Ocean Springs, gave Tim a tour of two new Katrina cottage models, designed (by Marianne Kusato) to be affordable housing alternatives to FEMA trailers at Ocean Springs on September 13th. Small, faster to build and permanent, the cottages are expandable and can be elevated. The building materials are distributed in kits by Lowe’s at a basic cost of $45-$55 p.s.f. plus shipping and fees. The buyer provides the home site and retains a contractor to erect the foundation (piers), assemble the dwelling and install the air conditioning – none of which come with the kit.

Kathy Chow edited a draft of the report.

Project Coordinators & Supporters. The team wishes to thank Mike Welch, APA Manager of Leadership and Component Services, who helped to launch the project and to arrange for conference calls, air travel and travel expense reimbursements.

Project Sponsors. The Planning Assistance Team is especially grateful to the APA, AICP, AICP Planning Assistance Team Committee and Committee Chair Lee Brown, FAICP, for the privilege of representing our profession in this effort and for the opportunity to be of service to the fine folks of Henderson Point-Pass Christian Isles.
Part 3
Henderson Point - Pass Christian Isles

Hurricanes are no stranger to the Gulf Coast from June to December. Many of Henderson Point-Pass Christian Isles’ residents evacuated in anticipation of Hurricane Camille in 1969 and subsequently rebuilt at the same or slightly higher elevations. Only 11 residents of Henderson Point-Pass Christian Isles chose to stay (not to evacuate) in anticipation of Hurricane Katrina in 2005. Only one of them survived. Most residents are deeply attached to their community, accept the hazards and risks of living on the Gulf Coast and wish to rebuild.

Hurricane Katrina: Landfall on August 29, 2005

Katrina, a category five hurricane (with winds by definition in excess of 155 m.p.h. over the Gulf of Mexico), was a huge storm with an extraordinary radius of maximum wind that generated an unprecedented storm surge (the increase in water levels produced by wind driven water and low atmospheric pressure near the storm center). Causing more than $80 billion in damages and 1,200 deaths along the Gulf Coast of Louisiana, Mississippi, Alabama and Florida, Katrina is the most costly hurricane disaster in U.S. history. (Bryan Norcross, Hurricane Almanac 2006, pp. 15, 78)

Katrina’s wind velocities were much stronger at the Bay of Saint Louis in Mississippi than at New Orleans. Winds on the far eastern side of the New Orleans reached 96 mph (the lowest velocity of category two hurricanes). Maximum wind speed on the west side of the hurricane was estimated to be 93 mph. The levees of New Orleans were breached by Katrina’s powerful storm surge. “A massive storm surge was generated (on the east side of the city) by Katrina’s winds, which the day before (landfall), had been 165 mph. That water was forced into the ‘corner’ formed by the southeastern Louisiana and southern Mississippi coasts and then up the Mississippi River-Gulf Outlet Canal toward the city…As water funnels into a narrow canal the power of the water is accentuated, an extremely bad design in a storm-surge prone area.” (Bryan Norcross, Hurricane Almanac 2006, pp. 5-6)

Hurricane Camille: Landfall on August 17, 1969

Hurricane Camille was one of the strongest hurricanes ever to hit the U.S. in modern meteorological times and the first category five hurricane ever recorded in the Gulf of Mexico. Packing sustained winds of 190 mph at landfall (centered near Bay St. Louis), it left virtually nothing standing within one-half mile of the Mississippi coast and an estimated death toll of 255 people.” Small but extremely powerful (generally the smaller
the eye, the stronger its winds), Camille’s lowest central pressure of 905 mb (909 mb at landfall) and huge storm surge of 23 feet were unprecedented at the time. (Bryan Norcross, Hurricane Almanac 2006, p. 47)

Hurricanes on the Mississippi Coast

Although, Hurricane Katrina (with a lowest central pressure measured of 902 mb and a landfall pressure of 920 mb) was not as powerful as Camille when it hit the coast of Mississippi, Katrina generated an even greater storm surge at landfall (near Bay St. Louis, MS) and was, therefore, even more catastrophic in Southern Mississippi than Camille. Katrina’s storm surge rose to nearly 30 feet along portions of the Mississippi coast, pushing more than six miles inland and twice as far up waterways emptying into the Gulf of Mexico. (Bryan Norcross, Hurricane Almanac 2006, pp. 51-52, 78). With one square yard of salt water weighing 1,728 pounds, few buildings survived such a storm surge.

More homes were destroyed by Hurricane Katrina in Harrison County (29,970) than in Jackson County (23,250) to the east and Hancock County (10,900) to the west. More homes suffered either major or minor damage from Katrina in Harrison County (47,375) than in Jackson County (24,850) and Hancock County (5,400) combined (source: Katrina Talking Points by Star Ransonet, BancorpSouth Vice President, Sales & Marketing, South Mississippi Region, August 17, 2006).

Even though the storm surges of Camille in 1969 and Katrina in 2005 were unprecedented in U.S. history, another catastrophic storm surge of comparable height might well be around the corner. Why rebuild in coastal areas that are so vulnerable to hurricanes? Why not relocate residents to safer areas on higher ground and further inland from the Gulf Coast with a history of catastrophic hurricanes?

According to Christopher Swope, the hardest thing for many to come to grips with is that some people simply can’t come back to the places where they once lived. One reason is because FEMA, which underwrites the national flood insurance program, is pushing to mitigate damage from future hurricanes. Using data on how Katrina’s storm surge washed over the landscape, FEMA is drawing new maps showing where rebuilt structures must be elevated to storm-safe heights to qualify for flood insurance – and mortgages… Biloxi City Councilman George Lawrence thinks the federal government is overreacting. “If you’re going to make this big change to protect everyone near the water, then start at Brownsville, Texas, and run all the way along the coastline to New York.” (Christopher Swope, “Mississippi’s Urbanist Odyssey,” Governing, September 2006, p. 40)

Uprooting residents destroys the social fabric and shared values of their communities, which takes generations to cultivate and cannot be readily transplanted from place to place. The Planning Assistance Team was struck by the incredibly positive, “can do”
spirit, devotion to neighbors and courageous resilience of the Henderson Point-Pass Christian Isles residents, nearly all of whom are still displaced. Most of the community, for example, returned (some for the first time since Katrina) for the town hall meeting on September 16, 2006 to see each other, to inquire about current conditions and to participate in the rebuilding of their beloved community.

**Henderson Point-Pass Christian Isles**

Henderson Point-Pass Christian Isles, which the Henderson Point Town Center is being planned to serve, is an unincorporated coastal community in Harrison County, MS. Pass Christian Isles and Henderson Heights are located to the north of US Route 90 and east of the 18 hole golf course that is part of the Timber Ridge subdivision in the City of Pass Christian. Henderson Point (sometimes called “The Point”) is west of the golf course and south of the highway.

French-Canadian explorers came across the Pass Christian Peninsula in 1699 when they entered the Bay of St. Louis in search of the mouth of the Mississippi River. The Gulf Coast was claimed and controlled by France until 1763, became an English possession from 1783 to 1780, when it was under the control of Spain. The United States took possession of the coast in 1810. John Henderson, Sr., after whom Henderson Point was named, acquired the western end of the Pass Christian Peninsula in 1838. Efforts to master plan and develop Pass Christian Isles into a water-oriented, bayou accessible, single family residential area began in 1926.

According to the U.S. Census of 2000, Harrison County had a population of 189,601 and the City of Pass Christian (sometimes called “The Pass”) had a population of 6,579. Henderson Point-Pass Christian Isles had only 812 residents. The median household income in 1999 of Henderson Point-Pass Christian Isles was higher than that of Pass Christian and much higher than that of Harrison County as a whole. Per capita incomes at Henderson Point-Pass Christian Isles and Pass Christian were about the same and much higher than that of Harrison County. Educational attainment (measured in terms of persons 25 years or older with a high school diploma or above) in 2000 in Henderson Point-Pass Christian Isles was higher than in Harrison County, much higher than in Mississippi but lower than in the City of Pass Christian.

A small, tightly knit community of about 1.2 square miles, Henderson Point-Pass Christian Isles in 2000 had 482 dwellings, about half of which were second homes. A proud and charming community with beautiful beaches, bayous and wetlands, it was well known for its low density residential subdivisions, the largest of which are Henderson Heights and Pass Christian Isles. Most of its residential lots have direct or indirect access to the Bay of St. Louis, Mississippi Sound or one of its many bayous and deed restrictions that limit uses to single-family homes. Many of its beautiful houses were family homes that had been passed down from generation to generation. The highest land values in the state historically have been at Henderson Point-Pass Christian Isles (interview with J. Douglas Molyneaux, CCIM, of Grubb and Ellis/Sawyer Commercial, LLC on 9-15-06).
The community faces the Mississippi Sound (to the south), the Bay of Saint Louis (to the west and north) and the City of Pass Christian (to the east). Further east along US Route 90 are the City of Long Beach and the City of Gulfport, which also front the Gulf of Mexico. Few residents of Henderson Point-Pass Christian Isles are employed in the community. Most are retired or work in the cities of Pass Christian, Gulfport and Biloxi to the east or in the city of Bay Saint Louis in Hancock County to the west. Many of the residents of Pass Christian Isles are from New Orleans or its surrounding communities.

Situated at the end of the peninsula, Henderson Point-Pass Christian Isles was obliterated by Hurricane Camille in 1969, rebuilt slowly and was again destroyed by Hurricane Katrina in 2005. No other community in the nation’s history had ever been hit by such a massive storm surge. Only 28 dwellings were still standing in July 2006, of which only 8 were habitable. Its current residents live in temporary trailers or mobile homes. All that stands in the wake of Katrina are the remains of a boat storage building and the pier and slab foundations of homes and businesses. Only one business, a lumber yard, remains in operation. Most of its residents, however, wish to return.

Henderson Point-Pass Christian Isles used to rely on two paid firefighters and 14 volunteer firefighters, none of whom have returned as of August 2006. The City of Pass Christian currently provides the community with fire and rescue service as the second responder. The city and county are drafting an interlocal agreement to make the city the first responder in the event of an emergency until the firefighters return and a new fire station is constructed for the volunteers.

The northern portion of the community was serviced by the Henderson Point-Pass Christian Isles Sewer District. The City of Pass Christian provided the southern portion with sewage collection, treatment and disposal service. The sewage treatment plant and lines that were damaged by Katrina are being repaired. Sewer service to most residents is scheduled to be restored by the end of 2006. Residents with trailers and on-site septic systems (prior to sewer service) who were able to reconnect were permitted to return.

Harrison County provides the northern three-quarters of the community with water service. Water lines were badly damaged, but most streets now have water, which is delivered by TESI Water Service from two wells. Most of the community’s children attend school in the City of Pass Christian. As of January 2006, 70 percent of Harrison Point-Pass Christian Isles and Pass Christian’s public high school students had returned to class.

**Henderson Point Town Center**

Hurricane Katrina obliterated nearly all of Henderson Point-Pass Christian Isles, including its small town center. Anchored by the community’s favorite restaurant and bar, the center had also supported a little grocery store, a boat storage facility, a lumber yard and the Pass Christian Isles sewer district office until Katrina. Centered at Bayview St. and Third Ave., the town center is bounded by US Route 90 (re-aligned) to the east,
the Bay of St. Louis Bay to the west and north and Mallini Bayou to the south, as defined in the team’s scope of work.

The town center is connected by Bayview St. to US Route 90 and to the City of Pass Christian to the east primarily via Cedar Avenue (a north-south arterial) to the city’s principal east-west streets. The town center straddles Third Avenue, which links it with Pass Christian Isles, a residential neighborhood to the north, and with what remains of the Gulfshore Baptist Assembly campus, two condominiums projects and various dwellings to the south. Fronting magnificent beaches, the area enjoys panoramic views of the Mississippi Sound and Bay of St. Louis. Badly damaged sections of US Route 90 are still being rebuilt and will be elevated above the railroad tracks. The railroad line, which generally parallels US Route 90, was quickly repaired and restored by CSX for freight service after the hurricane.

Hurricane Katrina destroyed the bridge between Henderson Point and Bay St. Louis to the west. The Mississippi Dept. of Transportation (MDOT) issued a design-build contract to reconstruct the bridge at a higher (safer) elevation (85 feet at peak), which will restore vehicular access between the Henderson Point Town Center and other communities along the Gulf Coast to the west when it is completed in November 2007. Access to the newly elevated highway and bridge from Henderson Point-Pass Christian Isles will continue to be provided via Bayview St., where US Route 90 will descend into the town center from the newly elevated bridge to the west and from an elevated section of the highway (over the railroad tracks) to the east. A traffic light will be installed at the intersection of Bayview and US Route 90.

Previous access to/from US Route 90 via Third Ave., however, will be closed, since the new bridge will still be elevated at that point. Bayview will be repaired after the highway is completed. Sections of Third Ave. will be raised by one to three feet to help prevent future roadway flooding. Drainage and access improvements will be made to mitigate the impact on adjacent properties. Average daily traffic along US Route 90 was about 20,000 vehicles to/from Gulfport and other cities to the east and about 15,000 vehicles to/from Bay St. Louis and other cities to the west.

Ferry Service (about every 30 minutes) across the Bay of St. Louis, which would reduce current travel times between Henderson Point and Bay Saint Louis by 20 minutes, is scheduled to begin in November 2006. The new ferry landing, terminal and access improvements are being built at a public beach near the foot of Third Avenue south of the town center. Ferry service will be discontinued after the new bridge is completed.
Part 3 of this report is presented in two sections. Section one focuses on the questions, issues, challenges raised in the AICP Community Planning Assistance Proposal and presented in the scope of work that the team was assigned on August 29th. Section two addresses other issues, challenges and opportunities that were not included in our scope of work, that emerged during the course of our visit to Mississippi and that also need to be taken into account.

Questions Posed in the Scope of Work

In requesting professional assistance on behalf of the Mississippi Chapter of the APA and Harrison County from the APA-AICP in the spring of 2005 for Henderson Point-Pass Christian Isles, OSU Project Manager Jennifer Evans-Cowley asked the APA-AICP team to devise three alternatives for an elevated town center (with elevated commercial as well as residential uses) and to stop or at least minimize the development of residential condominiums at Henderson Point (see AICP Community Assistance Team Proposal, Henderson Point, Mississippi in Appendix A).

The scope of work assigned to the team on August 29, 2006, however, was broader (see AICP Planning Assistance Team Scope of Work, Henderson Point-Pass Christian Isles, MS, dated August 29, 2006 in Appendix B) than originally proposed. In addition to the requests in the proposal for elevated housing and commercial activity, Harrison County (through the OSU group) also asked the team to address concerns and questions about the heights of building in relation to those of surrounding residences, marketability of at grade and elevated retail shops, restaurants and condominiums, cost of elevated and wash through construction, potential for elevated boardwalks, expected roadway capacities resulting from changes in highway access, ways to minimize the visual impact of the new bridge, marketability of a marina, community space under US Route 90 and residential densities.

Elevated Structures, Uses & Boardwalks

The scope of work that the team received on August 29th embodied concerns and questions in the AICP Community Assistance Team Proposal about elevated housing and elevated commercial establishments, except for the last sentence of the proposal [“The community needs help in identifying suitable housing designs that will meet the flood elevation requirements.”], which was deleted in the scope of work.
Scope of Work, Item (1): “Building permits have just been authorized by the County, however the Advisory Flood Elevations are between 18 and 25 feet, with an average of 22 feet. The current land elevation varies, with higher points at 10 feet. This means that the typical property owner will have to rebuild at anywhere from 12 to 20 feet above the ground. Prior to Hurricane Katrina, most of the homes were elevated, but not as high as they will be required to be now. Commercial structures are not required to be elevated if they include wash through construction. Proposals for the town center should consider the elevations of surrounding residential structures, the potential for elevated commercial and/or at grade commercial construction. For example, could an elevated boardwalk be developed to allow parking below and maximize the view of the bay/ocean.”

The APA-AICP Planning Assistance Team for Mandeville, LA, explained the application and significance of advisory base flood elevation requirements in its report as follows.

“One of the steps to become eligible for the Flood Insurance Program is to obtain a Community Rating System (CRS) for homes and business structures by adopting a flood Damage Prevention Ordinance which addresses methods and practices to minimize flood damage to new and substantial home improvement projects, as well as addressing zoning and subdivision regulations. Mandeville’s ordinance prohibits any habitable space below the base floor elevation. It is not permissible to have any mechanical systems in this area. For instance, no restroom could be constructed on the first floor under base floor elevation, because construction of such facility could put the City’s CRS at risk. Additionally construction of such a facility under the base floor elevation would cause the entire structure to probably lose its flood insurance forever. What can be placed underneath a building that has been elevated? It is okay to have planters, parking and temporary patio seating and storage. People can sit and walk and cars can be parked and driven under structures. Air conditioning of this area could change this to a habitable space, which would not be permitted. Generally, the higher a building is constructed over required base flood elevation the lower the cost of the flood insurance. For instance, by constructing a structure approximately one foot higher than required elevation, decreased flood insurance payments of approximately 20% can be realized.” (Source: Old Mandeville Redevelopment Strategy, report of the APA-AICP Planning Assistance Team to Mandeville, LA.)

The Federal Emergency Management Agency (FEMA) insists that areas in the nation subject to hurricanes be rebuilt at higher building elevations instead of with more durable building materials. Autoclaved aerated concrete (AEC), for example, is a structural material that is strong and light, does not rot, is competitive in cost with other building materials, has been popular in Europe for nearly a century and has withstood hurricanes in Florida when other buildings were reduced to rubble (European Building System LLC, 9345, Sussex Drive, Olmsted Falls, OH 44138 EBS-S@sbcglobal.net. The team did not have the discretion in its scope of work to consider such building materials as an
alternative to elevated building heights.

According to Technical Fact Sheet No. 4 of “Homebuilder’s Guide to Coastal Construction,” August 2005, FEMA recommends that the Lowest Floor Elevation in A zones exceed the minimum elevation requirements of the National Flood Insurance Program (NFIP), because of the additional hazard associated with wave actions, by adding one foot or more of freeboard (elevation) above the BFE to the lowest horizontal structural member. FEMA also recommends that the Lowest Floor Elevation in V zones exceed the minimum elevation requirements of the NFIP by adding one foot or more of freeboard (elevation) above the BFE to the bottom of the lowest horizontal structural member.

FEMA is still in the process of finalizing its flood insurance rate (FIRM) maps with base flood elevations (100 year mean recurrence interval) for future construction, which Harrison County must incorporate into its regulations in order to be eligible for federal flood insurance and reconstruction activities paid by the following FEMA programs: Public Assistance, Hazard Mitigation Grants, Pre-Disaster Mitigation Grants, Flood Mitigation Assistance and the implementation of Executive Order 11988 for Floodplain Management. It is anticipated that the town center will be included in flood hazard zone “A” and wind velocity zone “V” and that FEMA’s final Base Flood Elevations (BFEs) will resemble its Advisory Base Flood Elevations (ABFEs)

The base flood elevation is the height above mean sea level at which there is a one percent chance of flooding in a given year under the NFIP. Most of the land in the town center is only about six feet above sea level and fronts the shoreline. Its ABFEs are typically about 24 feet, where the ABFE = 18 + [(18 - land elevation)/2].

However, Harrison County chose not to adopt FEMA’s new Advisory Base Flood Elevations (ABFEs) in flood zone A. Instead, the county chose to retain its 1988 BFEs, which will soon be raised, and require new structures to add two additional feet of freeboard (a total of four feet of freeboard) in flood zone A. The county is accepting building permit applications for new structures pursuant to these guidelines until the new Base Flood elevations are finalized. See Harrison County, MS, Flood Damage Prevention Ordinance.

Although most of the homes in Henderson Point were somewhat elevated prior to Katrina, FEMA’s new Base Flood Elevations and Flood Insurance Rate Maps (FIRM) are expected to resemble its ABFEs, which are much higher than the 1988 BFEs. In effect, the new BFEs will make it much more difficult to rebuild and will boost the cost of construction when they are released this fall and presumably adopted by the county.

The space below elevated buildings may only be constructed for building access, parking and storage (Homebuilders Guide to Coastal Construction, Technical Fact Sheet No. 27, FEMA, August 2005). Under the NFIP, these areas may not be finished or used for recreational or habitable purposes. No mechanical, electrical or plumbing equipment may be installed below the BFE. Any below-BFE enclosure in a V zone must be of
break-away construction (designed to fail under Base Flood conditions without jeopardizing the elevated building). Enclosures (300 s.f. or greater) in a V zone will result in substantially higher flood insurance premiums.

Non-breakaway enclosures are allowed in an A flood zone (but not in a V zone) if they are equipped with flood openings in at least two walls to allow the automatic entry and exit of floodwaters. Louvers, screens or covers may be installed over flood openings if they do not interfere with the operation of the openings during a flood (*Homebuilders Guide to Coastal Construction*, Technical Fact Sheet No. 27, FEMA, August 2005). In order to meet FEMA’s new building elevation requirements, the lowest floor of habitable space at the Henderson Point Town Center may have to be elevated to 24 feet. Can the town center continue to be functional in the face of such extraordinary federal flood hazard requirements?

**Highway Access, Capacity and Visual Impacts**

Initial concerns and questions in the AICP Community Assistance Team Proposal about building the town center that is elevated and built around the new US Route 90 were replaced in the scope of work that the team received on August 29th as follows.

**Scope of Work, Item (2):** “US 90 prior to Hurricane Katrina was an at-grade bridge and upon entering on land had at grade street crossings. Following Hurricane Katrina the bridge is being reconstructed at 85-feet in height. The bridge is still elevated on the north side of the town center. Third St. will now be an underpass with no access to US 90. Bayview will become the primary access point into the town center and all of Henderson Point. Proposals for the town center should consider access at Bayview. Are proposed plans from MDOT adequate for traffic that may be generated by a redeveloped town center? What can be done to minimize the visual impact of the bridge in the town center?”

Commercial activities at the town center need to be connected with US Route 90 via Bayview. The team was unable to review MDOT’s plans for traffic circulation and traffic studies. Vehicular capacities, however, are expected to suffice if commercial customers, trucks and employees do not rely heavily upon Bayview to gain access to/from US Route 90 during peak hours. If, for example, most of the town center’s customers are expected to be local residents and visitors, residents from nearby communities like Pass Christian, Pineville, DeLisle and Long Beach and visitors traveling by boat, then they would not contribute as significantly to peak hour flows.

Hopefully, as represented by MDOT, the bridge will be beautiful. If not, it can be screened from views with tall trees (or possibly by tall buildings that are presumably more aesthetically designed than the bridge). Town center buildings can be designed to face the west (overlooking Bay St. Louis and the sunset), southwest or south (facing Mallini Bayou) and away from the bridge to the north and US Route 90 to the east.

**Residential Condominiums**
Concerns and questions about elevated residential condominiums in the AICP Community Assistance Team Proposal were incorporated in the team’s scope of work on August 29th. The last sentence [“The community needs assistance in determining effective strategies to stop or at least minimize condominium development at Henderson Point.”], however, was deleted in the scope of work and replaced by two questions, as shown below.

**Scope of Work, Item (3):** “The community is facing land speculation by developers interested in high-rise condominium development. Prior to Hurricane Katrina the condominiums in the area were of modest size. The County has agreed not to support any rezonings for condominium development until a community plan can be developed. As part of a redeveloped town center, should condominiums be incorporated? What densities would be appropriate?”

One way to meet federally mandated flood protection requirements and to spread the increase construction costs and inefficiencies in the use of lower level space over a larger number of dwelling units is to build taller, higher density residential condo units over a stack of multi-level parking. However, the residents of Henderson Point-Pass Christian Isles have ardently opposed past proposals to develop such projects, which are usually designed as self-contained instead of neighborhood communities.

Interest by developers in such opportunities nevertheless persists. The demand by increasingly affluent urban residents and retirees across the South for second homes along the Gulf Coast continues to expand. Many developers, therefore, want to lock up (often by way of options) sites along the coast with attractive views, beach and/or boating access in hopes of rezoning them for multi-family residential condominiums or condo-hotels.

Is high density, self-contained residential condominium development the only way to go? Would low density residential condos be acceptable to the community and still be profitable enough to finance and construct? Allowing residential densities of up to eight units per acre, for example, would offer economies of scale and agglomeration (common elevators and elevated boardwalks, e.g.). Allowing townhouse densities above commercial uses of up to ten units per acre, for example, would provide even greater economies of scale, encourage mixed uses and help subsidize the construction of elevated commercial space and boardwalks.

With exceptional beach frontage, panoramic views of the Gulf of Mexico and the Bay of St. Louis and access to US Route 90, Henderson Point-Pass Christian Isles has been one of the Mississippi’s most popular communities. At the right cost of land acquisition, land at the town center could be ripe for redevelopment. Water and sewer service will soon be restored. Water and sewer providers plan to double (roughly) capacities in order to accommodate future growth, according to Zoning Administrator Patrick Bonck (conference call on August 29, 2006). The higher the construction, insurance and other costs, the lower the residual land values. Why not buy now to take advantage of federal
tax incentives and build later when the national real estate market cools and construction costs subside?

For developers, then, this may be a buyer’s market. Most of the property owners at Henderson Point-Pass Christian Isles still reside in other states or in temporary quarters elsewhere in Mississippi. Few buildings have been rebuilt and few residents have returned. Some residents have suffered tragic losses to both their primary and second homes. Many are still waiting for FEMA assistance or state grants, for insurance claims to be settled, for water and sewer service to be restored or for FEMA to release its final base flood elevations. Many have lost contact with their friends and neighbors, are depressed, upset or confused about the future of their community.

Residential condominiums, which continue to increase in demand along the Gulf Coast, should definitely be incorporated into the town center in order to support its commercial uses. Without commercial establishments, there would be much less reason for residents to gather at the town center. Revenue from the sale or rental of residential condominiums could provide developers and owners with an additional source of revenue in which to support their elevated commercial space, which may be a marginal investment in the face of flood and wind hazard restrictions, construction expenses and insurance costs. Condo residents would also provide a ready market for prospective restaurants, bars, retail establishments and boating facilities. Multi-family condominiums in the form of townhouses in a mixed use development would broaden the customer base for town center businesses and, at the same time, be more acceptable to the community than high or mid-rise condominiums.

**Residential and Commercial Viability**

Although concerns and questions about the viability of elevated commercial activities were not raised in the original AICP Community Assistance Team Proposal, they were added the team’s scope of work on August 29th.

**Scope of Work, Item (4):** What is the market potential for a town center at Henderson Point? Will the market support retail, restaurants, and/or condominiums at this location? What will the construction costs be to redevelop wash through or elevated construction? What type of commercial and residential uses could be supported at the estimated construction costs?

From a marketing perspective (as presented in Part 7 of this report), there are relatively few examples of successful, elevated commercial districts. Most retailers need to be close to street and pedestrian level traffic. Shoppers and restaurant patrons prefer not to climb up and down from one building to the next. Most shops and restaurants require same level pedestrian connections. The cost of construction for elevated commercial uses typically ranges from an estimated $190 to $250 p.s.f. for comparable space in upper floor condominiums. These costs, estimated based on data provided by local builders, are obviously subject to wide fluctuation resulting from unpredictable labor and material costs in the near future. Notwithstanding, elevated commercial space will require higher
rents (than at grade commercial space) in order to be financially sustainable.

Although the APA-AICP team did not have the opportunity to interview local developers about construction costs due to scheduling conflicts, members of the OSU community planning teams had ample opportunities to do so in their interviews. Jason Walker, Vice President of Bancorp South, suggested that Marshall & Swift would be a reliable source of construction cost information. See www.marshallswift.com.

Local retail demand has never been sufficient to support much retail space at the town center. Demand will expand, however, when more residents return to the area and if new residents arrive. Additional retail demand from visitors can be tapped by creating a regional retail destination, particularly for those with greater purchasing power. In so doing, retail demand from visitors traveling along the coast by boat or automobile can also be tapped. The ground floors of mixed use buildings become could become an asset instead of just a liability under this scenario, in which artists, artisans, vendors and entertainers (as well as a new marina) draw more customers to the town center.

Local restaurant demand, like retail demand, will rise when more residents return and new residents arrive. Additional restaurant demand from visitors can be tapped by creating a restaurant destination, especially for sunset dining and celebrations that appeal to boaters. Once that destination is established, restaurant patronage by visitors traveling along the coast by automobile should follow. The supply of food establishments could be diversified to accommodate ice cream, dessert and beverage vendors and a farmers market on the ground floors of mixed use buildings or at a community common (open space) for special events. Turning the town center into a festive restaurant destination will require a new marina, favorable access for pedestrians, vehicles and boats and aggressive marketing in cooperation with other boating communities along the Gulf Coast. Restaurants at distinctive destinations with panoramic views of the marina, bay, bayou and/or sunset should compete favorably with those at less attractive and less distinctive locations.

The demand for residential condominiums will widen as more full- and part-time residents return, more visitors become familiar with the area and cities in the South continue to grow in size, age and wealth. Townhouses at the town center with spectacular views of the bay, bayous and/or sunset, favorable access and proximity to sandy beaches, boating, dining and retail shops will compete well to meet this regional demand, particularly if townhouses can also serve as bed and breakfast units (under a conditional use permit).

**Marina, Space under US Route 90 & Boat Access**

Questions and concerns about a marina, community use of the space under US Route 90 and boat access were also included in the team’s scope of work on August 29th, even though none of them were raised in the AICP Community Assistance Team Proposal.

**Scope of Work, Item (5):** What is the market potential of creating a marina along (the)
Bay (of) St. Louis adjacent to the town center? What type of community space could be created under US 90? How can boat access be integrated in the town center area?

The demand for boat slips will rise as more residents return, if new residents arrive and if more travelers visit. Marinas with slips for boats (longer than 30 feet) and in proximity to fine dining, retail shops and residential condominiums will fare well against their competitors.

Space under the new bridge can be used for storage, vendor parking and loading, overflow parking and loading, utility rights-of-way or multi-purpose trails.

Boat access can be provided centrally at a marina, preserved at existing piers along the gulf, bay and bayous or be developed as part of new mixed use or clustered residential condominium projects.

The following issues, concerns and opportunities were not raised in the team’s scope of work but are nonetheless addressed below because of their importance.

**Wind Insurance**

All of the real estate brokers and lenders we interviewed were worried about the availability and cost of wind insurance for both residential and commercial properties. Private insurance providers no longer offer wind insurance along the Gulf Coast. The State of Mississippi’s Wind Pool is the only source of wind coverage. Rates, however, were scheduled to soar on October 1, 2006 by approximately 90% for residential properties of up to four dwelling units and escalated by approximately 270% for commercial and residential condominium properties. Coverage is capped at one million dollars per building under roof.

Few lenders are willing to finance the development of projects that are not fully covered by insurance. Some developers have tried to persuade lenders to accept less than full coverage of their properties, since the “worst case” of wind damage is rarely as much as total loss of the property. Other developers are dividing their projects into smaller segments with smaller buildings and roofs to fit underneath the one million dollar cap.

The wind insurance cap and huge hike in rates cannot help but reduce the scale and pace of commercial rebuilding and residential condominium development along the entire Gulf Coast.

**Fire Protection & Emergency Exits**

Responsibilities for fire and rescue service are being resolved by the City of Pass Christian and Harrison County. The community’s ladder truck, however, may now be too small. Its 25 foot long (diagonally) ladder can only reach 20 feet vertically above the truck, which may not extend to the minimum elevation required to meet federal flood hazard requirements. The community may need to build a bigger fire house in which to park and maintain a bigger fire truck with a longer ladder.
Of concern to the residents of Henderson Point-Pass Christian Isles is the need for more emergency exits that they can use in an evacuation. Pass Christian Isles residents, for example, need another way to reach US Route 90 (in addition to traveling south on Third Ave. and then east on Bayview). Acquiring an easement (reserving a right-of-way) for emergency evacuation (and open space) along the northern and eastern flank of US Route 90 (between the new bridge and the bank of the adjacent bayou), may provide the Pass Christian Isles neighborhood with such an evacuation route.

**Aesthetic Values**

Pass Christian Isles residents expect the Third Avenue “gateway” to their neighborhood, over which the new bridge will cross, to be an eyesore. Planting tall trees along Third Ave., south of the bridge, may help to screen returning residents from views of the bridge. Works of art fronting the bridge may also be appropriate.

**Range of Housing Choices**

Prior to Hurricane Katrina, Henderson Point-Pass Christian Isles was predominantly a community of single-family homes. Approximately half of the 482 households were second homes whose owners live elsewhere (primarily in the Gulf Coast region). Many of the part-time residents resided in the New Orleans area and sustained damage to their primary homes. While most of the residents plan to return when sewer and water services are restored, many households also need to repair or rebuild their primary homes. Many are considering smaller sized homes in the face of higher construction costs.

Much of Henderson Point and Pass Christian Isles is covered by deed restrictions. Zoning was not adopted by Harrison County until six years ago. Pass Christian Isles, north of the Town Center, is subject to deed restrictions that limit uses to single family dwellings. Most of Henderson Point, including the town center, is also zoned for low density residential use (single family houses). A few large sites along the beautiful beaches of the south shore are zoned for higher density, multi-housing. Can the town center accommodate any residential alternatives that are denser than detached, single-family neighborhoods but not as dense as big multi-family condominiums with multi-level parking structures, private security and common recreational amenities? Would residential clusters and townhouses, which are not available at Henderson Point-Pass Christian Isles, also be appropriate for its town center?

**Federal Tax Incentives**

Economic viability, of course, is not just about construction, insurance, financing and land acquisition costs, rental income and sales proceeds. Investments are also gauged by their net profitability after taxes, as determined by federal and state tax laws and regulations. The Gulf Zone Opportunity Act of 2005 (GO Zone Act), passed by Congress and signed into law by President Bush, offers investors a battery of federal incentives to owners of real property in (GO Zone) areas struck by Hurricanes Katrina,
Rita and Wilma, including Harrison County, Mississippi. See *Gulf Opportunity Zone Act of 2005*, published by the Mississippi Development Authority [www.mississippi.org](http://www.mississippi.org).

The Act (a) authorizes up to five billion dollars of special class, tax exempt private activity bonds to finance (at interest rate savings of up to two percent) the acquisition, construction or renovation of commercial real property or rental residential property until December 31, 2010; and (b) allows businesses to deduct an additional (bonus) amount of depreciation equal to 50 percent of the cost of new property investments (including software, leasehold improvements and certain equipment and real estate expenditures) used in conducting a trade or business that are placed into service through December 31, 2007 or through December 31, 2008 in the case of real property. A business may opt for either the tax exempt financing (a) or bonus depreciation (b) but not both.

The Act: (c) extends the net operating loss carryback period from two to five years for hurricane related losses attributable to the cost of repairs, business casualties, moving expenses and temporary housing expenses for employees and claims related to the 50 percent bonus depreciation (incurred on or after August 28, 2005) - public utilities may carry back net operating losses attributable to certain casualties for either five or ten years; (d) expands the amount of funding allocated for low income housing tax credits in 2006, 2007 and 2008; (e) increases tax credits for rehabilitating commercial buildings, the costs of which are incurred from August 28, 2005 to December 31, 2008; (f) doubles the amount of Section 179 expensing for small businesses until December 31, 2007; (g) allows businesses to expense 50 percent of otherwise capitalized cost of demolition or clean-up that are paid or incurred before January 1, 2008; (h) allows businesses to expense the cost of environmental remediation (including the clean-up of petroleum products), which would otherwise be capitalized, that are paid or incurred before January 1, 2008; (i) allows timber owners of less than five acres of timber either to expense $20,000 of reforestation costs incurred from August 27, 2005 to December 31, 2007 or to carryback net operating losses incurred during this period for five years.

The GO Zone Act: (j) allows employers to claim Work Opportunity Tax Credits (equal to 40 percent of the first $6000 of qualified first year wages paid) for hiring employees who lived in the core disaster area and are hired from August 28, 2005 to August 28, 2007; (k) authorizes one billion dollars of additional New Market Tax Credits (of 39 percent spread over seven years) in 2006 and 2007 for community development entities that invest in qualified low-income community businesses; (l) doubles the HOPE Scholarship (up to $3000) and Lifetime Learning Credits (up to $4000), which include room and board.

The Act: (m) authorizes 501 (3)(c) bonds and an additional $2.5 billion for Mississippi (with allocations for other GO Zone states and municipalities as well) to restructure and refinance its eligible debt (at a lower rate or over a longer period) once (a one-time opportunity for advance refunding) before January 1, 2011; and (n) authorizes Mississippi to issue up to $100 million of debt service tax credit bonds, which must be issued before January 1, 2007 and mature no more than two years after issued, to help its devastated communities meet their debt service requirements.

Will this battery of recovery incentives be enough to energize investors and accelerate the
flow of new investment and re-investment into Henderson Point-Pass Christian Isles and its town center in particular? Probably not. With few businesses and higher income levels, the community stands to gain primarily from tax and financial incentives designed to attract real estate investment in sections (a) and (b) and to a lesser extent from bond funding designed to assist state and local governments to refinance or service their debt obligations in sections (m) and (n).
Part 5 Preliminary Concepts & Possibilities

The OSU Group’s Itinerary called for the team to present its preliminary concepts and initial possibilities at the town hall meeting of community residents on September 16th (day four), based on two visits to the town center site and surrounding community on September 13th and 14th and a limited command of the multiplicity of concerns, questions, issues, challenges and opportunities that we were asked to address. Our learning process had, for the most part, been interactive and informal ("on the fly"). In order to frame some preliminary concepts and create some possibilities for public presentation on the fourth day of our visit, the team had to muster its combined planning experience into a collaborative, synergistic effort.

Part 5 of this report outlines the team’s initial design criteria and objectives for the town center and the preliminary concepts and the possibilities that we presented to the community at the town hall meeting to meet these objectives and criteria. All of the artistic renderings were produced for the town hall meeting in a brief period of time by the urban design students (fifth year seniors) at Andrews University under the direction of their professor, Andrew Van Maur. All of the renderings for the town hall meeting were drawn in a French/Spanish colonial (Mediterranean) style that was sometimes evidenced in local architecture during the 1920s. Differences in architectural style among options might have biased the preferences of participants in community image survey.

Design Criteria for the Town Center

- Buildable, Insurable & Functional
- Marketable (at a scale to be determined)
- Elevated to Meet Flood Hazard Requirements
- Feasible in terms of Vehicular and Pedestrian Circulation
- Consistent with the Community’s Heritage
- Able to Accommodate Growth (at a scale to be determined)
- Developable in Phases

Design Objectives for the Town Center

- To Create a Central Gathering Place for Henderson Point-Pass Christian Isles
- To Draw upon the Town Center’s Primary Assets: Waterways & Sunsets
- To Make the Town Center a Prominent Gateway (to the county and community)
To Take Advantage of Transportation Opportunities (for automobiles and boats)
To Create Spaces for People to Meet, Communicate and Celebrate
To Create a Marina, Breakwater and Waterside Boating Services

Possible Commercial Prototype

All four of the preliminary town center concepts that the team presented at the town hall meeting envisioned elevated uses and structures in accordance with anticipated FEMA and NFIP requirements. Commercial buildings at the town center in all four schemes were envisioned as three story structures with parking, loading, storage and temporary uses at grade, a layer of commercial uses on the second floor and a third layer of commercial space or artisan quarters above. The space under the first habitable floor of elevated buildings in all four schemes would not include mechanical, electrical or plumbing fixtures. Space at grade and under roof would accommodate temporary activities for use by periodic vendors, a farmers market, live entertainment, community events, storage, parking and loading.

Commercial buildings would be similar in height to clustered residential buildings and nearby single family dwellings, which all need to comply with the same flood hazard restrictions. Commercial establishments and residential dwellings would be connected by shared elevators, elevated boardwalks and walkways at grade in all four scenarios. Customers would enjoy inspiring views of the bay, sound, bayou or sunset from key vantage points in all four schemes. Elevated boardwalks would require partnerships to be formed to acquire the necessary easements and to design, maintain and secure the walkways.

Possible Residential Prototype

Residential clusters (each surrounding a landscaped courtyard) at the town center were envisioned as four to eight unit structures with parking at grade and one or two story homes on top. Clustered residential buildings would be similar in height to nearby commercial buildings and single family dwellings. Dwellings in the cluster would be connected by shared elevators, elevated boardwalks and walkways at grade in all four scenarios. Most residents would enjoy inspiring views of the bay, sound, bayou, or sunset from key vantage points in all four schemes. Elevators and elevated boardwalks would be designed, built, maintained and secured by each residential cluster as common elements.

Bottom Line Possibilities

As stated in the team’s scope of work (see Appendix B), “Most important is that the alternatives proposed are buildable, insurable and functional.” All of the preliminary concepts and possibilities that the team presented at the town hall meeting were designed to be buildable, insurable and functional. All four sites envisioned elevated commercial and residential uses and temporary commercial and civic activities at grade that are that are connected horizontally and vertically by elevators, upper level boardwalks and at
grade walkways. The marketability and financial feasibility of these concepts, of course, will depend on a host of economic, political and administrative variables.

Commercial and residential demand varies mainly with regional economic conditions and the pace of recovery along the Gulf Coast. The cost of construction, for example, depends on the availability of construction labor, equipment and materials, which vary with the national real estate market and immigration flows. The availability and cost of wind insurance could be a major financial challenge in terms of construction and take out financing for all hurricane prone areas. Commercial buildings and residential condominiums (with more than four units) whose construction costs exceed a million dollars will be difficult to finance along the Mississippi coast.

The team assumed that developers, investors and lenders will continue to take all of these factors into account as they unfold in the normal course of preparing, commissioning or reviewing market studies and financial feasibility studies for future real estate projects. A project that is not marketable or financially feasible enough to finance will probably not be built, unless it is self-financed, publicly subsidized or financed with an extraordinary amount of collateral.

**Potential Commercial Sites**

As previously noted, the town center is situated in southwest quadrant of the Pass Christian Peninsula bounded to the west by the Bay of St. Louis, to the north and east by US Route 90 and to the south by the Mallini Bayou. The Planning Assistance Team toured the area twice before the town hall meeting to observe the topography of the area, pattern of land uses, recent devastation and projects under construction. Prior to Hurricane Katrina, the town center’s primary commercial establishments were Annie’s Restaurant and Mallini’s Lounge and Bar at the corner of Bayview Street and Third Ave.; the large boat storage facility at the foot of Bayview (fronting the Bay of St. Louis Bay and the Mallini Bayou); and the nearby lumber yard.

Where should the commercial hub of the town center be located if its primary means of access to/from US Route 90 will continue to be Bayview Street? Since its principal local cross street will continue to be Third Avenue, most of the commercial activity at the town center should presumably front Bayview Street at or near Third Ave. Accordingly, the team presented four site plans for the town center (drawn by the urban design students from Andrews University), each with a different commercial configuration, for review at the town hall meeting.

Site 1 – Located at Third Ave. and Bayview Street, the site is highly accessible to and from US Route 90. Historically the center of the community, the vacant site lacks water frontage along St. Louis Bay and Mallini Bayou.

Site 2 – Located on the south side of Bayview St. and east side of Third Ave. Excellent access to and from US Route 90, Bayview Street and 5th Avenue. The vacant site fronts the Mallini Bayou but not the Bay of St. Louis.
Site 3 – Fronting both St. Louis Bay and the Bayou, the site is located on the south side of Bayview St. and west side of Third Ave. and is occupied by a large boat storage facility.

Site 4 – Fronting US Route 90, Bayview Street and Third Ave., the site is readily accessible to vehicles but has no waterfront access and is occupied by a lumber yard.

**Renderings of Preliminary Concepts & Possibilities**

Forthcoming at a later date in Appendix F will be the team’s preliminary concepts and site plan possibilities, all of which were drawn by the talented students of Andrews University’s Division of Architecture. Each concept and site plan possibility incorporated common features to meet the initial design criteria and objectives. Each concept and site plan possibility was drawn in the same French/Spanish architectural style, which recalls the early European roots of the Gulf Coast and some of local buildings built at Henderson Point-Pass Christian Isles in the 1920s. Each preliminary site plan featured the same commercial and residential prototypes, but differed in terms of their locations, circulation and configurations. Residential and public uses were envisioned on all parcels in the town center not identified in the site plan for commercial use. Each site plan possibility included a new marina at the foot of Bayview St., open space for community events (a community “green”), elevated boardwalks and walkways at grade.
Part 6  Method of Collaboration & Findings

The first section of Part 6 focuses on the methods by which the team solicited community concerns, aspirations, preferences and perspectives at our September 16th town hall meeting and in small group discussions with local stakeholders about our preliminary concepts and possibilities. The second section summarizes our town hall findings, which provided the basis for modifying preliminary concepts, for eliminating two of the four site plan possibilities, for modifying one of remaining possibilities and for creating a third alternative. The three town center alternatives that we recommended to Harrison County Zoning Administrator Patrick Bonck and Harrison County Supervisor Marlin Ladner on September 18th incorporated both the community preferences discussed in Part 6 and the market considerations discussed in Part 7 of this report.

Our multi-pronged approach to community involvement was orchestrated by the Ohio State University planning group long before we arrived in Mississippi. The OSU Community Planning Teams for Henderson Point-Pass Christian Isles and Pineville followed the same winning recipe: (1) local steering committee members served as liaisons between the residents and the OSU planning team; (2) informal interviews were conducted by team members with key stakeholders; and (3) a town hall meeting was held at which residents engaged in the planning process as participants: in a visual preference/community image survey, in a written survey questionnaire; and in small group discussions centered on a few structured questions.

Site Visits

The Planning Assistance Team visited the Henderson Point-Pass Christian Isles community and its town center site on September 13th, 14th and 16th.

Local Interviews

The APA-AICP Team met with the following business and government leaders to share ideas and inquire about their perspectives (see acknowledgements at the end of Part 2 of this report for further information about our interviews).

- J. Douglas Molyneaux, CCIM and Senior Advisor; Melissa Warren, Advisor; and Mike McMurray, Advisor – all at Grubb & Ellis/Sawyer Commercial, LLC. provided information about commercial development along the Gulf Coast before and after Katrina. Their insight helped us evaluate the feasibility of commercial
and residential development that we had in mind for the Henderson Point Town Center and to explore programming options.

- Ray Palmer, First Vice President, and Jason Walker, Vice President, of Bancorp South (Commercial Lending) enlightened us about the impact on development projects of the huge increase in Mississippi’s Wind Pool insurance rates effective on October 1, 2006. Wind Pool insurance is the only coverage available on the Gulf Coast. Rates will increase by 90% for residential real estate and by 270% for commercial space and residential condominiums with more than four units.

- Theresa Hydrick, Harrison County Flood Plain Administrator, explained velocity zones, flood based elevations and what uses may be placed below the required first habitable floor (under lowest horizontal member for sites in velocity zones).

- Niki Butterworth, manager of Annie’s Restaurant, expressed her opposition to our proposing more businesses before houses in the community are rebuilt.

**Town Hall Meeting**

The OSU group scheduled and publicized the town hall meeting, made the logistical arrangements and organized the event. We attended the Pineville town hall meeting on September 14th as observers and to assist the OSU team as small group discussion leaders. The Pineville town hall meeting turned out to be much shorter and less complex than the one for Henderson Point-Pass Christian Isles, whose residents were much more interested in the status of local services than they were in long-range planning and insisted that the agenda be revised at the last minute to address their needs. Almost all of the residents were still displaced and had come a long way to see their friends and neighbors at the town hall meeting.

More than 400 Henderson Point-Pass Christian Isles residents attended the three hour, standing room only meeting on September 16th. About 700 residents (out of 812 in the 2000 census) turned out according to the Associated Press story on September 19, 2006 (HEADLINE: Storm–weary residents patient, willing to plan). The story ran in the: AP Louisiana State Report; Clarion-Ledger (Jackson, MS); The Courier (Houma, LA); Times-Picayune (New Orleans); Sarasota Herald Tribune (FL); San Jose Mercury News (CA); Daily Comet (Thibodaux, LA); The Sun Herald (Biloxi, MS); and Knight Ridder Bradenton Herald (FL). An amazing turnout by any measure!

The scope of the town hall agenda covered Henderson Point-Pass Christian Isles as a whole. The future of the town center was one small section of the long agenda, which was still under review minutes before the meeting was scheduled to begin. The current status of local services and community-wide planning issues took up 85-90 percent of the time. Much more of the visual preference/community image survey and written questionnaire were likewise devoted to community-wide than to town center planning.
The Planning Assistance Team scrambled to make the best of what we had. In order to conserve time, for example, the audience was asked for a quick straw poll (by a show of hands) of how big they wanted their community to become (no bigger than before, a little bigger, or a lot bigger). The team presented several town center development concepts, including a prototypical commercial building and a prototypical residential building, as well as four commercial site plan possibilities for review by the residents in attendance. Residents were given electronic keypads to vote about the acceptability of each town center concept and each of the two building prototypes.

<table>
<thead>
<tr>
<th>Concept</th>
<th>Very Unacceptable</th>
<th>Unacceptable</th>
<th>Neutral</th>
<th>Acceptable</th>
<th>Very Acceptable</th>
</tr>
</thead>
<tbody>
<tr>
<td>% of votes</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
</tbody>
</table>

Votes required just a few seconds to tally and display on a large screen, giving everyone in the audience the same aggregated results to see. Community residents were also given a survey questionnaire to complete and return at the end of the meeting or mail. Several questions regarding the town center were included in the questionnaire. Team members also engaged residents in informal conversations about the town center before the meeting, during breaks and as they left.

The town hall was an effective way to promote “hands-on, interactive community involvement in the planning process, to collect quantitative data about community views, preferences and opinions and to compare and cross-check the results in a short period of time. The approach was especially suitable for communicating with displaced residents, who had scattered across several states. Because of the unexpectedly large turnout, however, the 240 electronic voting devices distributed were not enough to go around (which meant that some people had to share devices). The OSU group also ran out of written questionnaires to distribute at the meeting because of the incredible turnout, but was able to later distribute additional questionnaires to many of the residents who had not received one at the meeting.

The visual preference/community image survey was an especially impressive innovation. Unfortunately, the OSU group encountered technical difficulties, despite dress rehearsals and careful pre-testing. The visual preference/community image survey equipment did not function at the Pineville town hall meeting. At the Henderson Point-Pass Christian Isles town hall meeting, all of the electronic votes were received, tallied and displayed on the screen. However, the results were inadvertently deleted instead of being saved (before the results could be printed).

**Town Hall Findings**

Given the large turnout and active participation at the town hall meeting, the results of the straw poll, visual/image survey and written questionnaire are probably representative of community-wide views, preferences and opinions. The findings appear to be reliable,
because the results of the written questionnaire survey, electronic visual reference-community image survey and straw poll are pretty consistent, as shown below.

Findings from the Straw Poll

In response to the opening general question about how big should the community become, slightly more people in the audience raised their hands in favor of “a little bigger than before” than those who raised their hands in support of “no bigger than before.” Only a few of those in attendance indicated that wanted the community to be “a lot bigger” than before.

Findings from the Visual Preference Survey

The following results were quickly recorded by the APA-AICP team leader manually from the large screen on which each of the aggregated votes were displayed. As previously noted, the computer file was inadvertently deleted.

Neither of the elevated prototype buildings (whose second floors were rendered roughly 20 feet above grade) created by the team as the town center possibilities was warmly embraced by the audience.

The elevated commercial prototype with parking and other temporary uses on the ground floor, commercial uses on the second floor and artisan quarters or more commercial on the third floor, was unpopular (“very acceptable” to 32 percent of the voters; “very unacceptable” to 43 percent of the voters).

The elevated residential prototype with parking and other temporary uses on the ground floor and four to eight units of housing on the second floor, clustered around a courtyard and common elevator was likewise unpopular (“very acceptable” to 24 percent of the voters; “very unacceptable” to 38 percent of the voters).

The Historic Town Center commercial site (centered at Bayview & Third St.) received the overwhelming support by the community (“very acceptable” to 52 percent of the voters).

The Harbor Market Town Center commercial site (flanked by Bayview, the Bay of St. Louis and Mallini Bayou) was also well received (“very acceptable” to 44 percent of the voters; “very unacceptable” to 28 percent of the voters).

The Bayou Town Center commercial site (north of Mallini Bayou, south of Bayview and east of Third St.) was not as well received (“very acceptable” to 39 percent of the voters; “neutral” to 23 percent of the voters; “very unacceptable” to 23 percent of the voters).

The Lumber Yard Town Center commercial site (north of Bayview & east of Third Ave.) was presented as the fourth preliminary concept (possibility). It received a split vote
(“very acceptable” to 36 percent; “very unacceptable” to 35 percent). No renderings, however, had been prepared (because of lack of time) to illustrate this concept.

The Floating Market Town Center, which OSU’s Henderson Point-Pass Christian Isles community planning team had proposed, was poorly received (“very unacceptable” to 72 percent of the voters).

According to media coverage of the town hall meeting reported in an Associated Press story on September 19, 2006 (HEADLINE: Storm−weary residents patient, willing to plan.): “Every time residents were asked to vote on anything that even resembled a condominium development, more than three-quarters rejected it.”

Findings from the Written Questionnaire

The following results are based on more than a hundred responses, including both those submitted at the end of the town hall meeting and those submitted later. As previously noted, the OSU group ran out of forms to distribute due to the huge turnout.

50 percent strongly support a public marina near the bay at Bayview; 21 percent support it; 20 percent are neutral; 4 percent oppose it; and 3 percent strongly oppose it.

45 percent strongly support the growth of retail/restaurants at Bayview and Third; 25 percent support it; 13 percent are neutral; 4 percent oppose it; and 1 percent strongly oppose it.

23 percent strongly support the growth of office uses at Bayview and Third; 22 percent support it; 24 percent are neutral; 13 percent oppose it; and 6 percent strongly oppose it.

17 percent strongly support making the commercial area at Bayview and Third larger; 24 percent support it; 15 percent are neutral; 22 percent oppose it; and 7 percent strongly oppose it.

7 percent strongly support the growth of commercial along US 90 between the lumber yard and bay; 27 percent support it; 17 percent are neutral; 18 percent oppose it; and 16 percent strongly oppose it.

Site Planning & Design Modifications

The community clearly wanted: (a) a few more businesses to serve a little bigger community; (b) more retail shops and restaurants, particularly near the intersection of Bayview St. and Third Ave.; and (c) a new marina. Community residents were not as receptive to the (d) elevated commercial prototype building (with parking and temporary uses on the ground floor, commercial establishments on the second level and either artisan quarters or more commercial space on the third floor) that the team presented for their review. Nor was the community as receptive to the (e) elevated residential clusters (four to eight units sharing a common courtyard, elevator and upper level walkways) that
the team had presented. Residents clearly preferred to live in (f) detached, single-family dwellings, to which they are accustomed.

The team’s elevated commercial and residential prototypes needed to be modified. One of the residents suggested to the team leader at the end of the town hall meeting that we pursue (g) a mixed use prototype in which the third floor is used for housing instead of commercial space or artisan quarters. All of the images of (h) self-contained high density residential condominiums, which the team had not proposed, were overwhelmingly rejected by the community in the visual preference survey administered by the OSU group. A mixed use prototype (with housing above a single floor of commercial) would address community preferences for less commercial space than was presented for community review at the town hall meeting.

The Historic Town Center site (Possibility #1) at Bayview and Third Ave. was widely supported by the community and would be recommended as a site planning alternative. The Harbor Market commercial center site (Possibility #2) southwest of the intersection (of Bayview & Third), which was also supported by the community, would also be recommended as a site planning alternative. The Bayou commercial center site (Possibility #3), bounded by Mallini Bayou, Third Ave., Bayview and US Route 90, was not as well received and would probably be withdrawn from further consideration. The lumber yard site (Possibility #4), north and west of the intersection of Bayview and US Route 90, was even less popular at the town hall meeting and would probably be withdrawn from further consideration, too, based on community preferences.
Part 7 Market Reconnaissance & Findings

Part 7 of this report describes the team’s commercial market reconnaissance, which scrutinized the market potential of the preliminary commercial concepts that the team presented at the town hall meeting. The three town center alternatives recommended to Harrison County Zoning Administrator Patrick Bonck and Harrison County Supervisor Marlin Ladner on September 18th reflect both the market considerations presented below and the community preferences previously described in Part 6 of this report.

Presented below is a general overview of the market conditions for commercial uses and market opportunities for the town center. It should be noted that no market analysis has been conducted to determine the economic potentials for commercial uses in the town center. Rather, this market “reconnaissance” provides some indication of key market drivers and an assessment of the overall marketability of the area for commercial uses.

Previous Henderson Point Commercial Mix

Pre-Katrina Henderson Point did not have a “town center” or a “downtown” in the traditional sense. Rather, the commercial node for this area consisted of several small eating & drinking establishments, some minor convenience use, and quasi-industrial uses. Specifically, prior commercial uses in the town center area included:

- Annie’s Restaurant,
- A boat storage warehouse facility,
- Point Marine Lumber,
- Mallini’s bar, and
- a small convenience store.

This area had an estimated total of about 8,000 to 12,000 square feet of retail use, excluding the quasi-industrial boat storage warehouse and the lumber yard. The market for the retail uses was primarily driven by the 400+/- rooftops in Henderson Point, 50% of which were weekend-only visitors, plus some inflow from Bay St. Louis and surrounding areas. There were some higher income resident households, but many of the area’s permanent residents are retirees and/or have incomes in the $35,000 range or lower.

Market & Financial Constraints

The residents have suggested that they would generally like to have a larger town center that offers some more retail or restaurant options. However, the Henderson Point area
will continue to have a small residential base, limited expenditure potential, and few locally-generated retail opportunities even after housing is re-built. A “back-of-the-envelope” assessment indicates the limits on the local market:

Sample Baseline Market Review

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year-round-equivalent households:</td>
<td>350</td>
</tr>
<tr>
<td>(200 permanent plus 150 “year-round equivalents”)</td>
<td></td>
</tr>
<tr>
<td>Total Personal Income:</td>
<td>$17.5 million</td>
</tr>
<tr>
<td>Retail Expenditure Potential:</td>
<td>$7.35 million</td>
</tr>
<tr>
<td>Maximum capture:</td>
<td>$1.47 million</td>
</tr>
<tr>
<td>Sales per foot requirement, given likely rental:</td>
<td>$300</td>
</tr>
<tr>
<td>Maximum square footage, locally-generated:</td>
<td>4,900 square feet</td>
</tr>
<tr>
<td>Plus inflow @ 80%</td>
<td>8,820 square feet</td>
</tr>
</tbody>
</table>

Thus, maximum potential is estimated at about 8,800 square feet of commercial space, if dependent on the previous market conditions (local Henderson Point and significant inflow from Bay St. Louis and surrounding areas).

The cost of building elevated commercial, which is still undetermined for commercial space but would average $190 to $250 for the closest comparable space in upper-floor condominiums, would require higher rents in order to be financially sustainable. These costs are estimated based on data provided by area builders, but is obviously subject to fluctuation and change resulting from the unpredictable labor market and cost of materials in the near future.

From a marketing perspective, as previously noted, there are relatively few examples of successful, elevated commercial districts. Most retailers need to be close to street and pedestrian level. It would be difficult for shoppers or restaurant-goers to climb up and down from one building to the next, so businesses would require some same-level pedestrian connections. The few examples of elevated commercial buildings in hurricane-prone regions are found in the Outer Banks of North Carolina.

Finally, there is significant competitive retail not only along the highway corridors and in shopping malls, but also in the re-emerging small town downtowns along the coast. Henderson Point commercial would have to compete against these other commercial corridors and nodes unless it offers a unique product. All of these constraints thus suggest that a town center in Henderson Point-Pass Christian Isles must offer a destination product that is less dependent on the local market and appeals not only to the Henderson Point-Pass Christian Isles community but also to a broader regional market. At the same time, the community is concerned about any large-scale development and wants to limit traffic flow into their neighborhoods.

**Comparable & Competitive Districts**
The Henderson Point Town Center site is visible directly across the bridge from Bay St. Louis, which was an important source of customers for Annie’s before Katrina. In order for a commercial center at Henderson Point to survive, it must offer a product that is complimentary to that of Old Town Bay St. Louis, which was marketed as an “artists colony” prior to Katrina and benefited from regional destination appeal.

Bay St. Louis is already starting to come back. Old Town was higher than many other areas along the coast and therefore did not suffer the complete destruction seen in such places as Henderson Point. Nevertheless, many of the buildings remain vacant or have not yet been occupied despite the best efforts of their former tenants. Even so, Old Town has already at least 25,000 to 30,000 s.f. of operating retail businesses, plus several offices. The existing inventory includes the following businesses in Old Town:

- Maggie’s May Art Gallery
- Purple Snapper local art gallery
- Fashion Express (jewelry)
- Quarter Moon Gallery (opening soon)
- Sylvia Stanton Gallery
- Deborah Kandy Designs (jewelry)
- Bay Books- bookstore
- Twin Light Creations (re-opening soon)
- Sycamore House Restaurant
- Pest control company
- Shabby Chic (home décor)
- Photography studio
- Artists of 220 Main
- Clay Creations
- Funky Rose (accessories)
- Mockingbird Café (coffee house)
- Mexican pottery (opening soon)

A former business, the Good Life bar, will be re-opening under the name “That’s Life!” Including several soon-to open shops, there will be 18 businesses within the Old Town area of Bay St. Louis by end of 2006. Of these, the mix is clearly arts-oriented (60%), plus eating & drinking (20%) and other (10%).

The pre-Katrina market for Old Town Bay St. Louis was primarily destination (estimated by businesses at 95%), versus local (5%, including Henderson Point). The destination market is beginning to return, generated as before by the following sources:

- 1/3 New Orleans / Metarie / Kenner
- 1/3 North Shore / St. Tammany Parrish / Livingston Parrish
- 1/3 E-W Gulf (US90/I10)–Baton Rouge, Gulfport/Biloxi, Mobile, Pensacola

Local business people in Old Town have noted that they were starting to receive more national tour bookings, in addition to the regional day trippers andweekenders who passed through to their beach houses along the coast. Old Town had a special appeal as an artist community that attracted residents and visitors from many regions.

Pass Christian functions more as a local-serving node for the Henderson Point/Pass Christian community, with its own “Main Street” business base. Existing businesses that have returned/rebuilt include Martin Hardware, Mississippi Coast Realty, C.C. Lynch (water processing equipment), Southern Printing & Silkscreening, Pass Christian Animal Hospital, and a few others (primarily service businesses), with a total of about 15,000
square feet of retail. The area also received regional tourists who, like those in Bay St. Louis, were traveling along the coast and visiting small towns via US90 or I-10.

Marketing Opportunities & Overall Concept

Based on the competitive framework, prior and likely new market conditions, and constraints to commercial development, the town center will rely on destination market inflow associated with US90 as well as boat traffic along the Gulf Coast. Henderson Point benefits from its visibility and proximity from Bay St. Louis (BSL). Rather than competing with BSL, the marketing concept for Henderson Point is to create a unique destination oriented to the water and boating, and to link Henderson Point to other coastal destinations through a joint marketing strategy.

The anchor for this concept in Henderson Point would be a full-service commercial marina (as opposed to just a boat storage facility), with about 20,000 to 25,000 square feet of building space which would include the following:

- Boat slips and anchorage
- Dockage & ramps
- Fuel and maintenance facilities
- Marina office
- Marine retail supply store (boating gear, maps, etc, but not boats) and associated gift shop
- “Sunset Restaurant/bar” facing bay and bayou
- Possible boat storage facilities (separate building, not included in 20,000 square feet)

Additional supportable commercial use in the town center would include:

- 2 – 3 additional restaurants & bar
- ice cream shop,
- medical/dental office, and
- real estate office.

Altogether, the town center would have a maximum of about 55,000 to 60,000 square feet of retail and office commercial use, based on market reconnaissance and the likely future market conditions. Other uses in the town center, such as bed & breakfast activities and public services/community center are recommended because they would help strengthen the local component of the mix and add massing.

Upper-floor residential, in the form of single-story condominium flats above commercial, is strongly recommended as a way of strengthening the “built-in” market for retail while also ensuring a more financially feasible opportunity for the construction of elevated commercial. Without the upper-floor residential, it would be difficult to make the 1-story
elevated commercial concept viable, given construction costs and weakened retail market conditions. Thus, the town center’s viability will probably rely on the mixed-use concept.

Gateways and the use of natural vistas will be important to the marketing strategy for capturing the destination market. Gateways and tasteful signage that direct travelers from US90 down towards the marina will be critical for its success. Traffic for the commercial uses will be generated primarily by US90 but also, as envisioned, from recreational boaters who stop there to refuel or spend the night in a B&B and eat at locally-owned specialty restaurants.

Use of the bayou as a backdrop for the commercial activity is essential and can provide the new “main street” for pedestrians along elevated boardwalks and ground-level walkways. The opposite edge of the bayou should be preserved as a natural eco-system that provides an interesting and beautiful natural vista from the commercial uses and from boats along the Bayou itself. Slips can be re-established within the bayou with connecting walkways back towards residential areas.

Linkages with Bay St. Louis, Pass Christian, and other waterfront downtowns will be critical for marketing the destination concept for the Henderson Point Town Center. Therefore, it is strongly recommended that officials from the coastal counties work together on joint marketing and funding efforts that help to link the key waterfront commercial centers.

**Site Planning and Design Modifications**

The local demand for commercial merchandise, service and space at retail shops, offices and restaurants at the town center will be limited. The amount of commercial space devoted to local customers needed to be significantly reduced. If more retail and restaurant businesses were to be accommodated, they would have to appeal to a wider market (regional customer base). Such a destination can only attract customers with distinctive features, such as a marina, related waterfront shops and restaurants and magnificent sunsets.

The commercial heart of the town center should, therefore, front the bay and proposed marina. The Lumber Yard site (possibility #4) and Bayou Market site (possibility #3) have no such frontage and were not given further consideration for market reasons as well as for weak community support. The Harbor Market site (possibility #2) offers the best maritime frontage but is lower in elevation (above sea level). The Historic Center site (possibility #1) is just a short walk from the proposed marina and is slightly more accessible to US Route 90 than the Harbor Market site. Is there another commercial site possibility that is also close to the Bay of St. Louis that the team did not present for community review at the town hall meeting?

In keeping with these regional market considerations (frontage on the bay and/or bayou), the team explored the possibility of another commercial site alternative on the north side of Bayview, west of Third Avenue. This linear (“promenade”) site would connect the
intersection of Bayview and Third with the bay (and the proposed Marina), like the Harbor Market commercial site alternative on the south side of Bayview. One drawback of the third site is that it includes recently built houses.

Market considerations indicate that the development of elevated commercial space will be a marginal investment. Artisan quarters (above commercial space) would be even more difficult to finance. In contrast, market residential condominiums above a floor of commercial space at town house densities might be profitable enough (especially with federal tax incentives) to “subsidize” the development of the elevated commercial space in a mixed use building. The higher the townhouse, the better its views and the greater its marketability. As previously noted, however, the team did not propose any high density condos in the face of overwhelming community opposition to them, as demonstrated by the visual preference/community image survey results.

Community response to the concept of clustered residential dwellings with four to eight units, wrapped around a common elevator and courtyard, was lukewarm, based on the results of the community preference survey and written questionnaire. Why not reduce the density of attached housing at the town center by accommodating tri-plexes (as well as four-plexes) instead of the eight unit clusters? Tri-plexes, like four-plexes, could also wrap around a common elevator and courtyard to enhance their affordability in comparison to single family, detached dwellings.

Two signature “gateway” buildings (with a wider mix of uses) were proposed and considered only during the final stages of deliberations. They have not been presented for review by the community or been scrutinized in terms of marketability. Development at the NW and SW corners of US Route 90 and Bayview could help to create an attractive gateway (“welcome”) to Harrison County and Henderson Point-Pass Christian Isles and to fund the cost of street frontage improvements to that stretch of Bayview.

On the downside, twin “gateway” buildings with flexible uses might accommodate an excessive amount of commercial space and thereby undermine the commercial viability of the town center. Deferring their implementation (i.e. approval) until the commercial space envisioned elsewhere at the town center is constructed and occupied is one possibility. However, it would probably be ineffective since the northwest corner is already zoned general commercial (C-2). A better option would be to designate them for condo-hotel operations (as a conditional use) and limit the commercial space at the two corners to ten percent, for example, of their total floor area.
Recommended Alternatives

The team presented three town center alternatives to Harrison County Supervisor Marlin Ladner and Zoning Administrator Patrick Bonck for review on September 18th. Each alternative has common and special features. Part 8 outlines in bullet form their common design themes, circulation elements, facilities and uses and then the differences among the three alternatives, their advantages and their disadvantages, most of which pertain to site planning attributes. Some elements were not presented for review at the town hall meeting. Others elements were presented in preliminary form or as possibilities at the town hall meeting and have subsequently been modified. The principal changes are underscored.

Common Themes

All three of the recommended town center alternatives:

- Take advantage of waterfront views of the bay, bayou and sunset.
- Reflect the community’s waterfront heritage.
- Seek to make the town center an attractive regional destination.
- Create more community gathering places.
- Create a synergistic mix of commercial, residential and maritime uses.
- Envision taller buildings at higher densities with narrower yards.

Common Circulation Elements

All three of the recommended town center alternatives propose to:

- Provide the town center with access to/from US 90 and the proposed marina.
- Rely on Bayview Street for primary vehicular access to/from US Route 90.
- Accommodate pedestrians along major streets and walkways at grade.
- Provide for elevated circulation by elevators and upper level boardwalks.
• Connect adjacent commercial buildings with elevated boardwalks.

• Connect residences in the same building or cluster with elevated boardwalks.

• Widen access by boats to the town center and its new marina.

• Accommodate small boats by raising the Third Ave. bridge over the Mallini Bayou and the Bayview bridge (just east of US Route 90) by two or three feet.

• Provide Pass Christian Isles with an emergency exit to US Route 90 along the north and east flanks of US Route 90 adjacent to the bayou.

• Beautify the entrance Pass Christian Isles on Third Ave. with tall trees and perhaps works of art at the new bridge.

• Install curb, gutters, sidewalk and landscaping improvements along both sides of Bayview, west of US Route 90, and walkway and landscaping improvements along both sides of Third Street, between the Mallini Bayou and Eighth Avenue.

**Common Facilities and Uses**

All three of the recommended town center alternatives propose:

• A breakwater, marina and marina oriented commercial/townhouse uses at the foot of Bayview St. near the existing public boat launch.

• A public services/community center at the NE corner of Bayview and Third.

• A “green” (open space) for a farmers market and other special events on a portion of the block between Bayview, Third, Mallini Bayou and the bay, to be developed as an integral part of its development.

• A mixed use building prototype with parking, storage and temporary uses on the ground floor; commercial uses (restaurants, retail shops and offices) on the second floor; and townhouses on the third floor (instead of additional commercial space and artisan quarters as initially proposed).

• Twin gateway buildings at the NW and SW corners of Bayview and US Route 90 with provisions for compatible design, attractive gateway signage, a floor of condo-hotel space and limited commercial space up to ten percent of the total floor area.

• Three residential prototypes over parking, storage and temporary uses on the ground floor.
1. townhouses on the third floor of a mixed use building (over a floor of
commercial offices, shops & restaurants (see mixed use prototype above).

2. a cluster of four-plexes with a common courtyard, elevator & elevated
boardwalks.

3. a cluster of tri-plexes with a common courtyard, elevator and elevated
boardwalks (instead of eight unit clusters as initially proposed).

• Bed and breakfast units for townhouses (but not for residential clusters).

• Residential clusters on parcels in the town center that are not designated for
commercial, mixed or public/community uses, to be developed under their
existing base (or comparable) zoning – which is low density residential on most
parcels.

• Detached single family homes on parcels in the town center that are not
designated for commercial, mixed or public/community uses, to be developed
under their existing base (or comparable) zoning.

• Open space frontage/easement on the south side of Mallini Bayou, west of Third.

Revised Renderings (in Appendix F)

All of the renderings to be presented in Appendix F, including the drawings of common
elements just presented and the illustrative site plans, perspectives and elevations of the
special features summarized below, are intended to be suggestive, not definitive. If any
of the renderings appear to conflict with the text of this report, the text prevails. The
“coastal Mississippi” style of architecture in which the revised set of renderings was
drawn was intended to better reflect community preferences.

Different Commercial Nodes

Site #1 is the Historic Center Alternative at the intersection of Bayview and Third
Avenue, as presented at the town hall meeting. Site #2 is the Harbor Market Alternative
slightly modified from what was presented at the town hall meeting (it now extends all
the way to Third Ave.). Site #3 is the new Marina Promenade Alternative. The marina
and abutting marina commercial/townhouse site are common to all three site planning
alternatives. Circulation and the configuration of commercial, residential and civic
community green) uses have been adjusted in each site plan in accordance with the
location of each commercial node.

Recommended Historic Center Site Plan Alternative

Assets of the Historic Center
• Convenient location at the principal intersection of Bayview & Third
• Suitable for incremental development (one corner at a time)
• Residents prefer the Historic Center
• Preserves more bay frontage for residential and maritime uses
• Saves the lumber yard site for continued use
• Recognizes the community’s historic roots
• More visible from US 90
• Smaller buildings are easier to insure against wind damage
• Best access to/from US Route 90

Liabilities of the Historic Center

• Depends on elevated boardwalks over Bayview St. and Third Ave.
• Fragmented sites that may be harder to acquire and develop and integrate
• More conflicts between vehicular and pedestrian traffic at grade
• Lacks direct water access and marina frontage
• Inferior views of the Bay of St. Louis and Mallini Bayou
• More difficult to market as a distinctive waterfront destination

Recommended Harbor Market Site Plan Alternative

Assets of the Harbor Market

• Replaces an unsightly boat storage facility
• Bayou and marina frontage
• Sweeping views of the Bay and Mallini Bayou
• Consolidated site that may be easier to acquire and develop
• Easier to connect with elevated boardwalks without having to cross streets
• Saves the lumber yard site for continued use
• Easier to market as a distinctive marina destination
• More visible from Bay St. Louis and the bay bridge

Liabilities of the Harbor Market

• Lower in elevation above sea level
• Single, consolidated site that may be more difficult to develop incrementally
• Less visible and accessible by vehicles from US 90

Recommended Marina Promenade Site Plan Alternative

Assets of the Marina Promenade

• Provides marina frontage & waterside access to/from boats
• Magnificent views to the west and southwest across the bay
• Easier to connect with elevated boardwalks without having to cross streets
• Saves the lumber yard site for continued use
• Saves the boat storage site for continued maritime use
• Easier to market as a distinctive marina destination

Liabilities of the Marina Promenade

• Displaces recently built residential dwellings
• Has yet to be presented to community residents for review
• Less visible and accessible by vehicles to/from US 90
Part 9 Recommended Implementation Strategy

Plans are of little practical value unless they can be implemented during the course of their time horizon. The bigger, more provocative and more definitive the plan, generally the more difficult it is to implement. Each of the three recommended planning alternatives is bold and visionary but is also realistic. Each addresses a multiplicity of concerns, issues and challenges. Each reflects community-wide perspectives and market considerations. Each alternative can be implemented under virtually the same redevelopment strategy. Part 9 of this report outlines a preliminary strategy to implement any of the three recommended alternatives after the Board of Supervisors decides which alternative to adopt as part of the community plan for Henderson Point-Pass Christian Isles.

Zoning Code Amendments

Retain the base zoning of all parcels in the town center.

Amend the county zoning code to apply the Waterfront Overlay District to all parcels in the Town Center.

Customize the allowable uses, principles, standards and procedures of the Waterfront Overlay District to accordance with the recommended town center redevelopment alternative that is adopted by the Board of Supervisors.

Revise the Waterfront Overlay District provisions in the code to expand the range of allowable uses on designated mixed use and gateway sites to include most of the uses currently permitted in the R-3, O-1 and C-1 zoning districts and to eliminate currently allowable uses in the district that are inappropriate for the town center.

Identify uses recommended for mixed use and gateway sites at the town center that are not currently allowed in the R-3, O-1 and C-1 zoning districts and incorporate them as conditional uses in the revised Waterfront Overlay District.

Revise the Waterfront Overlay District provisions of the code to allow three or four residential units to be clustered around a common courtyard and serviced by a common elevator and upper level stairs and boardwalks.

Revise the Waterfront Overlay District provisions of the code to reduce current minimum yard, lot coverage and lot width requirements and to raise current height and density...
limits by appropriate amounts (or percentages of the current standards) for projects that are deemed consistent with the adopted town center vision at the time of project approval.

Revise the Waterfront Overlay District provisions of the code to require common elevators, upper level boardwalks, landings (for fire protection), at grade walkways, open space, street frontage improvements and design review where applicable.

Superimpose the Waterfront Overlay District on the current zoning regulations applicable to each zoning classification to give each parcel owner a pair of zoning district classifications from which to choose: (a) the existing or base zoning designation and (b) a special waterfront zoning district designation (with different sets of allowable uses, standards, requirements and procedures based on the adopted town center vision).

Allow property owners who wish to rebuild to follow the limitations and requirements of either (a) their existing (base) zoning designations or (b) their Waterfront Overlay District designations. See the accompanying Table of Base & Overlay Zoning for the Town Center for the expanded range of uses to be allowed under each recommended site plan alternative.

Invite property owners who choose to follow the Waterfront Overlay District regulations and who would presumably benefit from higher densities, a wider range of allowable uses, elevated boardwalks and/or lesser yard requirements (for example), for “aid in construction” (or in-kind assistance in the form of street frontage improvements, open space or easements, for example) to help implement the adopted town center vision.

Formulate and adopt rules to insure that the assistance rendered is legally enforceable, reasonable, equitable, consistently applied and used in a timely manner for the specific projects for which the assistance is requested.

<table>
<thead>
<tr>
<th>Base Zoning</th>
<th>Approximate Location of Parcels</th>
<th>Overlay 1: Historic Center</th>
<th>Overlay 2: Harbor Market</th>
<th>Overlay 3: Marina Promenade</th>
</tr>
</thead>
<tbody>
<tr>
<td>C-2 general commercial</td>
<td>lumber yard corner: N of Bayview St. &amp; E of US 90</td>
<td>condo-hotel</td>
<td>condo-hotel</td>
<td>condo-hotel</td>
</tr>
<tr>
<td>C-2 general commercial</td>
<td>Annie’s corner: E of 3rd Av. &amp; S of Bayview St.</td>
<td>mix of commercial &amp; townhouses</td>
<td>residential clusters</td>
<td>residential clusters</td>
</tr>
<tr>
<td>C-2 general commercial</td>
<td>Mallini’s corner: W of 3rd Av. &amp; S of Bayview St.</td>
<td>mix of commercial &amp; townhouses</td>
<td>mix of commercial &amp; townhouses</td>
<td>residential clusters</td>
</tr>
<tr>
<td>C-1 neighborhood commercial</td>
<td>block N of 9th St., E of 3rd Av. &amp; SW of US 90</td>
<td>residential clusters</td>
<td>residential clusters</td>
<td>residential clusters</td>
</tr>
<tr>
<td>R-2 medium density residential</td>
<td>most parcels N of 9th St. (except frontage), W of 3rd Av. &amp; S of US 90</td>
<td>residential clusters</td>
<td>residential clusters</td>
<td>residential clusters</td>
</tr>
</tbody>
</table>
Capital Improvements Plan

Formulate a capital improvements plan for the town center to identify, finance, design, construct and maintain the public improvements needed to achieve this vision. The plan should specify: (a) the location, alignment or possible locations/alignments of each improvement, (b) its size or capacity, (c) its estimated costs for site acquisition, planning and design, construction, operation and maintenance, (d) its probable sources of funding, (e) current commitments to implement each or any phases or components of the project, (f) its priority for county funding and (g) the likely timeframe for project completion. The following capital improvements are needed to implement this vision.

Breakwater and Marina
Funds are available to construct and acquire boat ramps, breakwaters, marinas and piers, to repair harbors and for other public access projects from Public Trust Tidelands Act Grants administered by Mississippi State Commission on Marine Resources/Dept. of Marine Resources.

Public Services & Community Center
Potential use and source of funding: Henderson Point-Pass Christian Isles Sewer District

Elevated Boardwalks
Potential source of funding: aid in construction.
Green (Open Space) for Farmers Market & Other Special Events
Potential source of funding: aid in construction.

Street Frontage Improvements (for curbs, gutters, sidewalks and/or landscaping)
Potential source of funding: MDOT and aid in construction.

Waterway improvements, including elevation of the two bridges on Third Ave. and Bayview St. Funds are available to construct and acquire boat ramps, breakwaters, marinas and piers, to repair harbors and for other public access projects from Public Trust Tidelands Act Grants administered by Mississippi State Commission on Marine Resources/Dept. of Marine Resources.

Emergency Evacuation Route for Pass Christian Isles
Potential sources of land and funding: MDOT and FEMA.

Public/Private Partnerships

Local public officials, business leaders and property owners need to enter into and sustain partnerships for the following purposes.

1. to secure, maintain, design and acquire easements for the upper level boardwalks and at grade walkways needed to make the elevated town center functional;

2. to formulate and aggressively implement a marketing strategy to turn the town center into a regional destination for boaters and other visitors (from other Gulf Coast communities) as well as a local gathering place for community residents;

3. to join public officials, business leaders and property owners from other Gulf Coast communities (like Bay Saint Louis, Pass Christian, Long Beach and Ocean Springs) in creating a “necklace” of water-oriented destinations that would draw boaters and other visitors to these communities from a much larger market (from greater distances) and for longer lengths of stay.

4. to help the community name the town center; to promote it with effective signage and landscaping; and to review the design of condo hotel and mixed use projects before they are presented for county review and approval;

5. to advocate for federal and state appropriations for capital improvement projects.

Supply (in Harrison County) can create its own demand (Say’s Law) through effective leadership, marketing and advocacy.

Other Implementation Measures

Harrison County needs to conduct a fiscal impact analysis of the town center and to devote county resources to fund some of these public improvements.
Harrison County needs to identify wetland mitigation measures for developers to implement as conditions of project approval.

Developers need to incorporate the adopted town center vision into their plans, to design their buildings to be small enough (under roof) to qualify for wind insurance, to devise innovative financing solutions (presumably based on GO Zone tax benefits) in their financial feasibility studies and pro-formas.

Community residents and leaders need to agree about what they wish to embrace, not just about what they wish to avoid.

According to Christopher Swope, it’s a lot easier for a community to agree on what it wants to avoid than on what it wishes to embrace…One year after the storm, the adrenaline of crisis has worn off and frustration is setting in…”Time is moving too fast, and time is moving too slow,” says Alison Anderson, a Gulf Coast architect. “Too slow because we don’t yet have guidance documents and regulatory actions that will help us rebuild in the way we want. And too fast because developers are taking advantage of this and moving quickly to get stuff done before regulations come into play that will limit their options. It’s an age-old issue: Who will build the first and worst?” (Christopher Swope, “Mississippi’s Urbanist Odyssey,” Governing, September 2006, p. 38)

The guidance documents and regulatory actions recommended in this report will hopefully help the good people of Henderson Point-Pass Christian Isles to embrace what they wish and to rebuild in the way they want in the face of unprecedented challenges.
Henderson Point, Mississippi is an unincorporated community in Harrison County. Henderson Point prior to Hurricane Katrina had a year-round population of approximately 1,000 and a peak population of approximately 6,000. Hurricane Katrina completely wiped out Henderson Point. Virtually every structure at Henderson Point was completely demolished by the hurricane; all that stands are the piers and foundations of the homes and businesses. Henderson Point and the County want to create a community rebuilding plan that will guide the redevelopment of the area over the next 20 years. The community is facing three major problems for which it needs technical planning assistance.

1) Building permits have just been authorized by the County, however the Advisory Flood Elevations are between 18 and 25 feet, with an average of 22 feet. The current land elevation varies, with higher points at 10 feet. This means that the typical property owner will have to rebuild at anywhere from 12 to 20 feet above the ground. Prior to Hurricane Katrina, most of the homes were elevated, but not as high as they will be required to be now. The community needs help in identifying suitable housing designs that will meet the flood elevation requirements.

2) Prior to the hurricane the community had a small town center. This was wiped out by the hurricane and is now threatened by the Mississippi Department of Transportation’s plans for the rebuilding of the Bay St. Louis bridge. The plans call for the bridge to be elevated as it comes into Henderson Point and moved into the area that was the town center. The community needs assistance in determining how to build a town center that is elevated and is built around the new US Highway 90.

3) The community is facing land speculation by developers interested in high-rise condominium development. Prior to Hurricane Katrina the condominiums in the area were of modest size. The County has agreed to not support any rezonings for condominium development until a community plan can be developed. The community
needs assistance in determining effective strategies to stop or at least minimize condominium development at Henderson Point.

Up to this point this community has received no planning assistance. The community is well organized, but needs professional assistance to help solve the community’s rebuilding problems. The Harrison County Board of Supervisors and the Zoning Director Patrick Bonck are fully supportive of AICP’s involvement. The County has appointed a three-person steering committee to help the team as they prepare for and make the trip to Mississippi.

**OSU’s involvement**
Harrison County has a partnership with Ohio State University to provide ongoing technical assistance which started in October 2005 and will continue through March 2008. This effort has been funded through a grant from Ohio State University and the US Department of Housing and Urban Development. The Mississippi, Ohio, and Hawaii Chapters of APA have also contributed to this effort.

The first phase of the planning effort in Harrison County included developing community plans for Saucier and DeLisle, Mississippi. The second phase of the planning effort will include Henderson Point and Pineville, Mississippi.

I will have twelve graduate students, myself, a teaching assistant, and two professional planners that will serve as the team leaders for the projects in Pineville and Henderson Point. Six students and one professional planner will be specifically working with Henderson Point. This team will be responsible for creating the community plan for Henderson Point. The students will begin their background research this summer and will complete the community plan following a community meeting in Henderson Point in December.

Myself and the team leader for Henderson Point will serve as the project managers for this project.

**PAT Involvement**

The PAT would provide whatever level of assistance possible. The work of the technical assistance team would fit into the full community plan that will be generated for Henderson Point.

The PAT would participate by assisting in facilitating a meeting with the residents of Henderson Point, which will be held on Saturday September 16th. The goal of this meeting is gain an understanding from the community of what they want for their future. This would include the use of a visual preference survey, a community survey instrument, and focus group discussions. The team can provide input into the best methods for gaining citizen input. The team would also assist in creating renderings and concepts for the town center.
The PAT members need to have excellent design skills that would allow for the preparation of conceptual plans for the town center and residential housing types that would meet the flood elevation requirements. The team members should also have skills in facilitating community discussion. Beyond these skills it would be very helpful if the team members have experience with significantly elevated housing and businesses, techniques for preventing high-rise condominium development, and working with second-home owners.

The PAT would provide the critical technical assistance addressing the issues of building an elevated community. The products of their week in Mississippi will be integrated into the Community Plan for Henderson Point.

The PAT members have the option of participating in the September trip or participating in on an ongoing basis throughout the fall as the plan for Henderson Point is created.

**Dates**

The process will begin with the assistance team traveling to Henderson Point for the week beginning on September the 13th and running through the 19th. These dates are inflexible, due to my own travel schedule and commitments to Henderson Point.

During December we will travel back to Henderson Point to host a town hall meeting with the community to focus on implementation of the community plan. If available the planning assistance team could participate. Team members would be welcome to participate throughout the community planning process.

**Funding**

Harrison County has absolutely no money. At the beginning of the year all budgets were cut by 15 percent with an anticipation of cuts of 25 percent expected this coming fiscal year. The Zoning Department lost a planner position in the cut and no funds are being expended for food, travel or anything else. Harrison County is willing to provide limited financial assistance. The County Board of Supervisors is willing to provide some limited support, likely in the form of providing food for public meetings.

Through the HUD grant, OSU would be able to cover the cost of lodging for the planning team. AICP and the participating members would be responsible for covering the cost of airfare to Mississippi, food, and rental cars while in Mississippi (although I will have some room in the rental vehicles I will be renting through the HUD grant).

**Contact**

Jennifer Evans-Cowley, PhD, AICP
Ohio State University
614-247-7479
Cowley.11@osu.edu
Background

Henderson Point-Pass Christian Isles, Mississippi is an unincorporated community in Harrison County. The population of Henderson Point-Pass Christian Isles in 2000 was 812 according to the US Census Bureau. Hurricane Katrina completely wiped out Henderson Point. Virtually every structure at Henderson Point was completely demolished by the hurricane; all that stands are the piers and foundations of the homes and businesses. A survey in July 2006 found that there were 28 homes left standing of which 8 were being lived in. A total of 28 FEMA trailers were on residential properties. Only one business was left standing, Point Lumber. Henderson Point and the County want to create a community rebuilding plan that will guide the redevelopment of the area over the next 20 years. By the end of 2006, the community in partnership with Harrison County and Ohio State University will create a Community Plan for Henderson Point.

The Henderson Point Town Center was underdeveloped prior to Hurricane Katrina, but offers the potential for redevelopment. The Planning Assistance Team will be formulating three redevelopment alternatives for the town center. The Town Center includes the area south of US 90 between the Bay of St. Louis and US 90. The key intersection for redevelopment is located at 3rd and Bayview. Commercial historically was limited to Bayview and then a small pocket at US 90 and 3rd. For the purposes of this redevelopment study Bayview and 3rd should remain the center point of the town center. The town center includes the area from US 90 on the north to the bayou on the south. The bay on the west and US 90 on the east.

The team should develop three alternative town center redevelopment options. The options should reflect what the citizens of Henderson Point will support (at least one option should reflect what the citizens have communicated that they would like). Within the town center there are several considerations that need to be addressed.

1) Building permits have just been authorized by the County, however the Advisory Flood Elevations are between 18 and 25 feet, with an average of 22 feet. The current land elevation varies, with higher points at 10 feet. This means that the typical property owner will have to rebuild at anywhere from 12 to 20 feet above the ground. Prior to Hurricane Katrina, most of the homes were elevated, but not as high as they will be required to be now. Commercial structures are not required to be elevated if they include wash through construction. Proposals for the town center should consider the elevations of surrounding residential structures, the potential for elevated commercial, and/or at grade commercial construction. For example, could an elevated boardwalk be developed to allow parking below and maximize the view of the bay/ocean.
2) US 90 prior to Hurricane Katrina was an at-grade bridge and upon entering on land had at grade street crossings. Following Hurricane Katrina the bridge is being reconstructed at 85-feet in height. The bridge is still elevated on the north side of the town center. Third street will now be an underpass with no access to US 90. Bayview will become the primary access point into the town center and all of Henderson Point. Proposals for the town center should consider access at Bayview. Are the proposed plans from MDOT adequate for traffic that may be generated by a redeveloped town center? What can be done to minimize the visual impact of the bridge in the town center?

3) The community is facing land speculation by developers interested in high-rise condominium development. Prior to Hurricane Katrina the condominiums in the area were of modest size. The County has agreed to not support any rezonings for condominium development until a community plan can be developed. As part of a redeveloped town center, should condominiums be incorporated? What densities would be appropriate?

4) What is the market potential for a town center at Henderson Point? Will the market support retail, restaurants, and/or condominiums at this location? What will the construction costs be to redevelop wash through or elevated construction? What type of commercial and residential uses could be supported at the estimated construction costs?

5) What is the market potential for creating a marina along Bay St. Louis adjacent to the town center? What type of community space could be created under US 90? How can boat access be integrated in the town center area?

Most important is that the alternatives proposed are buildable, insurable, and functional.

Community Input

Three citizens from Henderson Point have been appointed by the Board of Supervisors to assist the PAT. These members will be guiding a tour of Henderson Point on Thursday morning September 14th. They are available to answer questions the team members may have.

A town hall meeting for Henderson Point will be held on Saturday September 16th at 10:30 am. The town hall meeting will include a visual preference survey. The PAT is welcome to submit images for the community to rate to determine the types of densities that would be supported in the town center. Additionally, a written survey will be provided to attendees. PAT members are welcome to modify the questions to meet their needs.

Project Management and On the Ground Team

Jennifer Evans-Cowley serves as the liaison between the PAT and Harrison County. Cowley will be responsible for collecting data and setting appointments in advance of the teams arrival in Harrison County. Team members are encouraged to make
information requests as soon as possible in order to ensure that Harrison County can meet your needs.

Patrick Bonck is the Zoning Administrator for Harrison County. Once on the ground he will provide local information and provide supplemental information as required by the team. Supervisor Marlin Ladner is the elected official for Henderson Point. He will participate in the town hall meeting and can provide valuable background information on Henderson Point.

The community planning team for Henderson Point includes six OSU students and Vince Reddy a planner with Cleveland Public Arts. Vince serves as the team leader. In advance of your trip the community planning team is preparing a background research package that will be provided to the PAT to help familiarize yourself with the pre- and post-Katrina conditions in Henderson Point. This information will be delivered to the team by September 4th. The team will be participating in tours, the town hall meeting, and other activities that the PAT will be participating in.

The primary communication mechanism in advance of the trip will be Basecamp, a web-based project management software. All needed files and messages will be posted through Basecamp. Additionally, an itinerary is posted there as well. The web address for Basecamp is http://mississippi.updatelog.com Your user name is the first initial of your first name and your last name. The password is Mississippi.

Contact
Jennifer Evans-Cowley, PhD, AICP
Ohio State University
614-247-7479
Cowley.11@osu.edu
APPENDIX C

APA PLANNING ASSISTANCE TEAM (PAT) PROGRAM

Planning Assistance Teams

Planning Assistance Teams (PATs), a component of the Community Assistance Program, offer planners another opportunity to give back to communities in need of special planning support. A Planning Assistance Team is defined as a small group of volunteer planners focused on addressing a technical planning task, typically in one host community, over the course of three to five days. The planning tasks that need to be addressed typically require team members to possess technical planning skills, which will vary from team to team depending on the needs of each host community.

Due to the highly technical nature of the planning work, PATs are geared toward experienced planners who are able to "hit the ground running" thanks to their formidable planning skills. This is possible due to the efforts of the team leader and the host community, who provide background information to the rest of the team and set the team schedule. The day-to-day functioning of a PAT tends to be fast-paced and results-oriented.

In addition to the work completed in the host community during the event, PATs are expected to produce a final report that host communities may use to inform local decision makers and continue their own work in addressing planning issues. In many cases, PATs may offer a limited amount of planning support beyond the initial three to five day visit. In fact, some PATs revisit their host communities on a multi-year basis to provide further guidance on planning solutions.

The American Institute of Certified Planners (AICP) will concentrate its 2006 PATs in Gulf Coast communities facing special planning challenges in the wake of Hurricane Katrina.

* * * * * * * *

Planning Assistance Teams Process and FAQ

Planning Assistance Teams (PATs) consist of approximately five planners working on a pro-bono basis, to solve specific problems in communities facing planning challenges. PATs are generally in the field from three to five days and in some cases, multiple-year visits occur.

Volunteer Planners

To volunteer for a PAT, begin by completing your online resume and answering supplemental questions at www.planning.org/resume/disasterrelief. Note that your resume will not be shared or combined with our Jobs Online resume posting feature.

The resume and supplemental questions require detailed information about the potential volunteer's background, experience, and availability. PAT volunteer applicants may also indicate their interest in becoming a PAT leader.

APA staff and the PAT Task Force will review and match the skills of the potential
volunteers with the needs of the host communities. PATs are geared toward planners who currently possess a high level of expertise in the planning profession in general and in one or more planning specialties.

Selection criteria for volunteer planners include:

- In selecting planners to be on a PAT, the task force will choose a from the pre-qualified pool of volunteers those planners who currently possess a high level of expertise in the planning profession in general and in one or more planning specialties which match those of the potential host communities.
- Each selected team member will have clearly demonstrated how he or she gained expertise in the claimed areas of specialization.
- Each selected team member will possess the requisite level of professional experience and education to effectively contribute to the team in addressing the problem statement.
- Each selected team member will have demonstrated an ability to be a team-player.
- Each selected team member will have shown the ability to serve in the role of an unbiased observer, capable of undertaking a critical evaluation and problem solving.
- Each selected team member will have demonstrated skills in written and oral communication and be able to listen effectively.
- Each selected team member must possess these important qualities: broad knowledge of many aspects of planning; open-mindedness; fair-mindedness; acceptance of responsibility for completing work in a timely way; ability to argue from evidence; and thoughtfulness.
- Each selected team member will have made the personal pledge to the time and place and commitments necessary to complete the PAT assignment; will have agreed to behave as a responsible ambassador of APA/AICP and the CAP program; and, will have agreed to abide by the program's guidelines regarding conflicts of interest, liability, and procedures.
- Planning practitioners applying to the PAT's Pool of Team Leaders must be current AICP members. In addition to the criteria for volunteer planner selection stated above, team leaders must possess these additional characteristics:
  - Have 10 or more years of full-time or equivalent experience in planning practice that encompasses a range of planning activities and projects, to the point that their influence is recognized well beyond the local confines in which they work.
  - Be highly responsible individuals with the utmost professional integrity, able to represent APA, AICP, and the CAP program in highly visible circumstances.
  - Have demonstrated experience in project management, a variety of public participatory forums, and have been a team member of a TAT, PAT, RUDAT, or similar site visit team organized under ULI, CRE, or ASLA.

Planners who are accepted to become PAT team members will be notified of their selection on a rolling basis. Remaining resumes in the volunteer resume bank will be considered for future PATs.

**Host Communities**

Host communities for PATs currently face a specific planning problem but lack the capacity to solve the problem without assistance. Specific planning problems will vary from community to community and may include those areas affected by recent emergencies such as natural disasters. In some cases, the local planning departments may not possess the technical capabilities to address particular planning issues. In other
cases, no planning department exists or department resources may be insufficient to address an unexpected or overwhelming planning problem.

Typical host communities will need to submit an application form, materials, and fee to AICP staff. Information contained in the application package will need to include a clear description of the planning problem to be addressed, an explanation of the scarcity of resources to address the problem, information about what kind of product the community expects, and an affirmation of ability to cover direct expenses of the PAT.

NOTE: The application fee will be waived, and the selection process may vary, for Katrina PATs taking place in 2006. Application forms and guidelines for non-Katrina PATs will be available at a later date.

Considerations in selecting a host community include:

- Has the host community presented a clear definition of the problem to be solved and the project's objectives?
- Can the problem or issue identified realistically be addressed in the allotted time?
- Is the geographic area too big or too small to be feasible for study if the problem statement is a spatial one?
- Has the community demonstrated its capacity to carry out its obligation to the project (including financial ability to pay for all direct expenses of non-Katrina PATs, commitment of support staff or volunteers, political support if applicable)?
- Does this project address issues of social equity?

Frequently Asked Questions (FAQs)

What is the Community Assistance Program (CAP)?
The primary goal of the Community Assistance Program is to aid local communities in addressing social equity issues. The CAP program showcases the roles and skills of professional planners and their value in problem-solving.

What are Planning Assistance Teams (PATs)?
Planning Assistance Teams are part of the Community Assistance Program and are groups of volunteer planners who are sent to specific communities to address real, local, specific issues through their expertise. PATs offer local communities the resources of a skilled team of volunteer planners using a time limited, event-based problem solving approach.

How do PATs operate?
PATs provides a team of skilled volunteers who conduct a well orchestrated planning and problem-solving event in the community, typically as a three- to five-day effort. APA assembles the team from a qualified list of members who volunteered to be on a PAT. Program coordinators work with the community to define and refine the project, and to prepare for the event. The program provides logistical support to the community and guidance on how to assure event success and follow-up.
place?
The program has identified its selection criteria and makes that available to communities to promote a good match between CAP and local objectives. CAP is distinguished from other professional assistance programs by focusing its work with communities on social equity issues. The initial screen of a project will be to determine if the proposed project does address issues of social equity. A major criterion to be evaluated by the selection committee is whether the described project can realistically be addressed in the time period allotted. Factors evaluated by the selection committee include:

- Size of the geography to be studied (too big?)
- Clear definition of the project objectives
- Are the objectives achievable in the time allotted?
- Demonstrated capacity to carry out community portion of the project (staff or volunteers, commitment to pay for project expenses, etc.).

How can I volunteer?
Using a form on the APA website, volunteers provide a list of their skills and experiences that may contribute to team and project success.

What kind of products can I expect a team to produce?
Most teams produce a presentation of their findings on the last day of the event. Most teams produce a summary report of findings and significant recommendations, including recommendations for follow-up, within three weeks of completing a PAT. The nature of the team product is related to the nature of the problem: sometimes graphic, sometimes organizational, sometimes the foundation for a much broader plan, but, always based on an agreement between the PAT and the local host community made in advance of the PAT site visit. Communities have found that the excitement and interest stirred by the arrival and attention of a team of national experts has leveraged real local change in expectations, involvement and priorities. The CAP program need not, however, be a one time event. The PAT may be available for limited follow-up consultation for up to three years after the initial visit.

Are there any products or services that a team can't or shouldn't be asked to produce?
We can't build things. We cannot produce whole comprehensive plans or other products which require the development of community consensus through the rational approach and an extended series of public meetings. In general, products and services have to be achievable within a three- to five-day intensive investigation, analysis, and reporting period.

In general what kinds of costs should host communities anticipate?
Costs will vary depending on the duration of the event and the relative cost of travel, food and accommodations in the local community. Volunteers do not travel, work or eat in luxury, and the program aims to keep costs low. As a result, it is may be practical to achieve a three-day event for costs of less than $15,000.
How will you solicit volunteers? Will you be asking for more than just a resume?
Volunteers must provide evidence of the skills, background and expertise they possess, applicable to the focus of the program, as guided through a web-based resume builder, the submission of three references, and a short summary of their availability, commitment and interest in becoming a member of the volunteer pool.

How long will it take once I put a request in to get a team?
We expect to deploy at least two PATs to Katrina-impacted communities this year. We therefore expect that the process of application, project definition, project selection and team selection can be achieved within six months.

Is CAP just for Katrina-impacted communities?
No, it happens to be one of the vehicles that APA hopes to use to deliver assistance to Katrina-impacted communities. CAP has been a working program for several years, providing real assistance on real projects as it continues to evolve.

What is the distinction of Katrina PATs?
The main distinction is that Katrina PATs will be part of APA's overall response to Katrina. Funding for these PATs will come from APA's Planning Foundation in addition to AICP.

©Copyright 2006 American Planning Association All Rights Reserved
APPENDIX D

ITINERARY FOR HENDERSON POINT TRIP (Version 23 )

September 13-19, 2006  (with the APA-AICP Team’s scheduled work items underscored)

DAY 1. WEDNESDAY SEPTEMBER 13

6:15am Arrive at Columbus Airport for Departure

11:00am Arrival into Gulfport (NW 5917 with Sutirtha, David and Angela, NW 3389 with OSU team and Delta 6151 with Fleming, Vince and Bob)

11:45am Check into Magnolia Plantation Inn

12:00 pm Depart Magnolia Plantation Inn for quick lunch.

1:00 pm All participate in tour of Gulfport Hurricane Damaged Region with area planners meet at Harrison County Zoning Office 15309-C Community Road (Pat Bonck and Smokey Johnson from the Zoning Office, Beth Ousley Southern Mississippi Planning and Development District)

Following Tour: A few Pineville team members take a few pictures of Single Family housing for Visual Preference Survey

Following Tour: Jennifer and Rickie go grocery shopping

4:00 -5:30 pm Dry run for planner’s day in school event. School team and others to play role of students. Meet in Conference Room at Hotel. (Planners Day in School team: Angi, Cara, Jen, Radhika, Jennifer, Pat, and Regina)

4:00 – 5:30 pm. PAT Meeting #1 to discuss the team’s mission, approach, scope of work, milestones, schedule, logistics and delegation of responsibilities.

6:00 pm Vince Reddy and Lauren and APA team dinner at Martha Murphy’s home to discuss HP Town Center and other land that she owns. 969 East Scenic. Take Menge Ave south almost to US 90. Turn left on E Scenic Drive. 228-586-9544

6:30 pm Meet at cottage to pickup group dinner. (Meghan will cook pasta and salad)

7:30 pm Trial run trough of town hall meeting. Meet in Conference Room at Hotel.

DAY 2. THURSDAY, SEPT. 14
8:30 am **PAT Meeting #2** including PAT, Angi, Michael, and Liviu to discuss scope of work, milestones, schedule, logistics and delegation of responsibilities. Meet in lobby of Magnolia Plantation Hotel.

8:30 am Pineville team members drop off copies of flyers at the Pineville Elementary School about town hall meeting and post flyers for HP and Pineville on Civic Center door. (Take tape for door)

9:00 am Pineville Team (Jennifer will be at initial welcome): Tour of Pineville with Steering Committee. Meet at Our Lady of Peace Church parking lot.

9:15 am HP Team and Jennifer meet with Rod Steiffel with Village at HP and Doug Johnson with Caremia Builders to discuss Village at HP project. Meet at Harbor View Cafe in Long Beach 19099 Pineville Road (Canal Road s to 28th Street, turn left on 28th. Then left on Klondyke Rd, right on Park Lane, right on Pineville Rd)

10:30 am Henderson Point Team, PAT, and Jennifer: Tour of Henderson Point with Steering Committee. Meet at Annie’s Restaurant at Bayview and 3rd (Supervisor Ladner, Nonnie DeBardeleben, Martha Murphy, and Johnny will guide the tour)

Afternoon Fieldwork for HP and Pineville teams

1-4 pm. **PAT Meeting #3** with PAT, Angi, Michael, and Liviu (a) to discuss different ways to redevelop the Town Center that would be buildable, insurable and functional (brainstorming) and (b) to devise half-a-dozen or so preliminary redevelopment alternatives for which we will draft renderings (two per alternative) for small group discussions at the Henderson Point Town Meeting.

1:00 pm Two Pineville Team members, Lauren from HP and Jennifer: Harrison County Superintendent Henry Arledge 11072 Highway 49 Gulfport (Just north of community road on east side)

2:00 pm Jennifer, Meghan and Rickie meet with Allison Beasley and SMPDD staff at 1st floor conference room at the Harrison County Courthouse.

Dinner on your own

4:30pm Pineville Team and Jennifer leave for Pineville Town Hall Meeting – to arrive by 5:00 pm for projector set up, hang maps, meeting prep, etc.

4:45 pm All other teams meet in lobby of hotel to depart for Pineville Town Hall meeting

5:30pm Greeters at Pineville Town Hall meeting in place for Meet and Greet

6:00pm **Town Hall Meeting in Pineville** at the West Harrison Civic Center 4470 Espy Avenue Long Beach, MS
9:00pm Debriefing of town hall meeting. Meet in hotel lobby.

DAY 3. FRIDAY, SEPT. 15

8:30 am Two Pineville team members meet with Bill Hessell with Harrison County Development Commission to discussion Long Beach Industrial Park. I-20 East to Lorraine/Cowan Road. Stay in right hand lane. At the first stoplight, take a right on Intraplex parkway. Follow Intraplex parkway to the end of the cul-de-sac, they are in a trailer.

8:30 am Interview by two PAT members and Ryan with Doug Mullin of Grubb & Ellis, 14116 Customs Blvd., Gulfport. Take 49S to Airport Blvd and turn left into Customs Rd.

9:00 am Meghan meets with Jaff Taylor in D’Iberville.

9 am – 2 pm. PAT Work Session to draft renderings and graphics for Saturday’s Town Hall Meeting. Fleming will lead the session. Angi, Michael, Liviu and PAT members not conducting interviews or other field work should be there. Meet at Saucier Community Center for design work.

10 am. One PAT members and Ryan meet with Ray Palmer and others of BanCorp South in Gulfport to discuss lending for new construction/rebuilding. 2909 13th Street, 3rd Floor Downtown (49 to 13th Street. R on 13th lookup on left 6 story building BanCorp South Building

10 am. One PAT, Cara and 1 Pineville team member meet with Theresa Hydrick Harrison County Flood Plain Administrator to discuss flood elevation requirements. 15309 Community Road (same building as Pat Bonck’s office)

12:10 pm Planner’s Day in School setup at Pineville Elementary for Planners Day in School. (Angi, Cara, Jen, Radhika, Jennifer, Pat, and Regina)

12:30 pm – 1:30 pm Planners Day in school Team Members: Planner’s Day in School with 4th and 5th Graders at Pineville Elementary School. 5192 Menge Avenue

3-5:00 pm. Team Meeting #4 (a) to review renderings/graphics produced in the work session, (b) to review the interview findings and© prepare for Saturday’s Town Hall Meeting. PAT, Angi, Michael and Liviu in attendance. Meet at Saucier Community Center.

4:35 pm Jennifer pickup Randy Gross from Delta Flight 4887

6:00pm Jennifer and Meghan attend Saucier Town Hall meeting at Saucier Community Center
7:00pm Meet at Cottage to get food for Group Dinner (Vince Reddy will cook Lasagna and salad)

8:00 pm Trial Run of Town Hall Meeting. Meet in Conference Room at hotel.

DAY 4. SATURDAY, SEPT. 16

9:00 am Henderson Point Team, PAT, and Jennifer leave for HP Town Hall Meeting – to arrive by 9:30 am for projector set up, hang maps, meeting prep, etc.

9:15 am all remaining team members depart for town hall meeting.

10:30 am Town Hall Meeting for Henderson Point at the West Harrison Civic Center
4470 Espy Avenue Long Beach, MS

1:30 pm–6:00pm Group Work

1:30-4:30 pm. PAT Meeting #4 (a) to debrief from Town Hall Meeting, (b) to choose three alternatives (from the six or so preliminary alternatives presented) and© to devise zoning, capital improvement and partnership strategies to implement each alternative.

6:30pm Happy Hour/Dinner with Mississippi APA Location TBA

DAY 5. SUNDAY SEPT 17

8:00 am Pineville team, Jennifer, Rickie, Cara meet with Jerry Landrum, Pineville property owner, for a canoe tour of the bayous and discussion of development potential for his 40 acre property. Take Menge Avenue south of Red Creek Rd 1st driveway on left south of Bayou Portage on Menge Avenue.

9:00 am Meghan meets with George Carbo.

9am-noon. PAT Work Session, led by Angela, to revise renderings, compile photos, captions, other graphics, spreadsheets, maps and narrative descriptions of town center alternatives and implementation strategies. Angi, Michael and Liviu should be there, too. Meet at Saucier Community Center.

12:30-2:15 pm. PAT Meeting #5 (a) to present and review work products, (b) to make revisions and© to prepare for the team’s public presentation of recommendations to the Board of Supervisors on Monday. Angi, Michael and Liviu should be there.

3:00 pm Jennifer and Meghan attend Saucier Informal Design Workshop at Saucier Community Center.

3:00 pm PAT member Drop off David Boyd at Airport for 4:30 pm flight on NW 389
6:30 pm Dinner with SMPDD, Harrison Co. Zoning, OSU, APA Team and Andrews University, Lookout 49 Restaurant

DAY 6. MONDAY SEPT. 18

8:00am – 5:00 pm Group Work
9:00 am PAT departure for Harrison County Courthouse

9:30 am PAT presentation to Supervisor Ladner and Supervisor President Rockco. Presentation of the team members & mission, three redevelopment three alternatives and implementation strategies to the Board of Supervisors (County Executive/Administrator, local steering committee and/or news media). Angi, Michael and Liviu should be there, too. Jennifer and Vince will also attend. Harrison County Courthouse.

9:00 am Meeting (Jen W. and Pineville team member) with Dennis Carver of Our Lady Lourdes Church concerning the new school to be built (St. Vincent de Paul)

Tentative Meeting requested interview by two PAT members and one HP team member with Charles Gant of Gant and Shivers Homes of Mississippi homebuilder to discuss costs of construction. (Note: Need to call on Monday morning to try to setup time for Mon or Tues 228-868-3090)

1-2:30 pm. PAT Meeting #7 to debrief and assess the results of the public presentation, resolve outstanding issues, finalize recommendations, add to the list of people and organizations to acknowledge and outline the narrative sections of the draft report pertaining to the three alternatives and three implementation strategies.

1:00 pm One Pineville and One HP team member meet with Ken Holland and Martha Farez with Gulf Regional Planning Commission 1232 Pass Road Gulfport (take 49 south to Pass Road. Left on Pass Road. GRPC is at corner of 28th and Pass Road).

2:00 pm Meghan meets with Pat Bonck at Barnes and Noble coffee shop.

3:30-6:30 pm. PAT Work Session (a) to finalize the narrative sections of the draft report pertaining to the three alternatives and implementation strategies under the leadership of Angela and (b) to finalize and integrate all of the graphic and documentary elements of the draft report (photos, captions, maps, renderings, other graphics, spreadsheets and documents) under the leadership of Fleming. Angi, Michael and Liviu should be there, too. Meet at Magnolia Plantation Inn lobby.

3:30 pm HP Team member Drop off David for Delta 4266 (error)

3:30 pm Jennifer and Meghan meet with Pat Southard of the Mississippi State Coastal Research and Extension Center. Potts-Ferry Road in Biloxi. I-10 exit the Cedar Lake Exit to right. Go down to 2nd red light. R on Potts-Ferry Road. Mississippi Coastal Research and Extension Center. 228-546-1021.
7:00 pm Pickup Dinner from Cottage (Cara will cook)

7:30 pm Jennifer dinner with David Preziosi with Mississippi Heritage Trust and Gretchen Loftus with Neel-Schaffer.

DAY 7. TUESDAY SEPT. 19

8:30 am PAT member drop off Fleming at airport for Delta 4644

9:00 am. 1 HP and 1 Pineville team member, Meghan and Jennifer meet with Kamron Panlavan Director of the Harrison County Utility Authority 14108 Airport Road (49 South to Airport Road, across from airport)

9-10:30 am. PAT Meeting #8 to review, modify and correct the draft report.

10 am PAT member and HP member (Jennifer will arrive late) meet with Niki Butterworth manager for Annie’s Restaurant regarding plans to rebuild in HP town center. Meet at her new restaurant at NW corner of Cuevas-DeLisle Road and Kiln-DeLisle Road. (From I-10 exit Kiln-DeLisle Road south to Cuevas-DeLisle)

11:30 am Tentative Meeting Cara and Chen with Judy Speckler with the Land Trust for the Mississippi Coastal Plain

1-6 pm. Tim drafts the introduction and issues & opportunities sections of the report.

3:00 OSU and Angela Departure for airport NW 389

4:30 pm Vince return rental car and depart for airport on AirTran 658

6:00 pm Bob return rental car and department for airport for Delta 4826

DAY 7. WEDNESDAY SEPT. 20

Tim prepares for departure, delivers a copy of the draft report (if it is ready) to Patrick Bonk for review, returns the rental car by 1 pm and departs from Gulfport.
APPENDIX E

RESUMES OF APA-AICP TEAM MEMBERS

WILLARD TIM CHOW
PhD, LAI, AICP
P.O. Box 371, Sierra City, CA 96125-0371
willard_chow@hotmail.com

Strengths: Building Teams & Partnerships, Managing Change, Achieving Results

Professional Experience

Pro bono service in leading the American Planning Association/American Institute of Certified Planners’ Planning Assistance Team to help redevelop the Henderson Point Town Center of Harrison County, MS (in the aftermath of Hurricane Katrina), 2006.

Director, Environmental Resources Agency, County of Santa Clara, CA, from November 2000 to February 2005 (1.7 million residents, 15 cities and 1,315 sq. miles). Reported to the County Executive. Responsible in FY 05 for an operating budget of $85 million and 489 (FTE) employees in four departments: (1) Planning & Development (planning, code enforcement, building inspection, land development engineering, surveying); (2) Environmental Health (consumer protection, hazardous materials, vector control); (3) Parks & Recreation; and (4) Agriculture & Resource Management (agriculture, weights & measures, animal care & control, waste reduction & recycling, pollution prevention, support for fire prevention).

Director, Department of Planning & Development, City of Las Vegas, NV, from April 1999 to November 2000. Reported to a Deputy City Manager. Managed 50-55 employees engaged in comprehensive, current, park and regional planning. Commended for “outstanding service” by the City of Las Vegas. Sustained the fast pace and heavy volume of current planning and launched major comprehensive planning initiatives. Won four awards from the Nevada Chapter of the American Planning Association for the City’s 2020 Master Plan, Downtown Centennial Plan, Title 18 Subdivision Ordinance revision and Lewis Avenue Corridor and two national Awards for Publication Excellence for Planning & Development’s quarterly newsletter & annual report.

Director, Community Development Agency, County of Nevada, CA, from November 1997 to March 1999. Reported to the County Administrator. Responsible for the performance of three departments (Planning, Building Inspection and Environmental Health) and the County’s permit processing center. Managed 50-55 employees and led the agency in the face of uncertainty and without increases in staffing or financial support.
Principal and owner of Tim Chow Planning Consultant, Honolulu, HI, from February 1985 to November 1997. Provided public agencies and private clients with personalized, hands-on planning and real estate services, often as part of a consulting team. Created plans (including master plans for multi-phased, mixed-use developments) and strategies (economic development and asset management), secured entitlements and conducted studies (market, zoning and financial feasibility analyses, environmental assessments and a statewide planning review). Helped with community & governmental relations and as an expert witness. Chaired the Citizen’s Advisory Committee of the Oahu Metropolitan Planning Organization. Charter member of the Board of Directors, including service as President, of the Kaka’ako Improvement Association.

Director of the Department of General Planning and Chief Planning Officer of the City & County of Honolulu, HI, from January 1981 to January 1985 (then the nation’s 11th largest municipality). Reported to the Mayor and served on the Mayor’s Executive Staff. Led a comprehensive planning staff of 50-55 employees. Prepared and presented action plans to revitalize Waikiki and Downtown Honolulu and chaired Honolulu’s cabinet-level Executive Planning Committee. Conducted a comprehensive review and revision of the Oahu General Plan; prepared (parcel-specific) Development Plans for all of Oahu and established the rules for their amendment. Commended for achievements by the Mayor, City Council, Hawaii State Congress of Planning Officials, Hawaii State Plan Policy Council and Lambda Alpha International.

Associate Professor, Dept. of Urban & Regional Planning and Dept. of Geography (joint appointment), University of Hawaii at Manoa, Honolulu, HI, from August 1975 to January 1981. Reported to the Chair of the Geography Dept. (then ranked #12 in the nation) and Chair of the Urban & Regional Planning Dept. Offered courses in geography and planning and wrote a book, journal articles, chapters in books and consulting reports, primarily on urban redevelopment, managing urban growth, tourism, economic development and natural hazards. Professional Associate of the East-West Center and a member of the Geography Affiliate Faculty until December 1998.

Instructor, Laney College, Oakland, CA, from August 1971 to August 1975. Reported to the Chair of the Geography Department from August 1971 to August 1974 and to the Dean of Instruction (as Acting Chair of the Geography Department) from August 1974 to August 1975. Taught part-time at San Francisco State University.

Professional Affiliations

Full member of the Urban Land Institute (ULI); member of its San Francisco Bay Area District Council and its Urban Development/Mixed Use Council (Silver Flight), 2001-05.

Member of the American Institute of Certified Planners (AICP), American Planning Association and its California Chapter; previously active in the APA’s Nevada Chapter and as a Director-at-Large (serving two terms) of the APA’s Hawaii Chapter.
Member of Lambda Alpha International (LAI), an honorary land economics society. Inactive since 2005; previously active in the Sacramento Chapter and before then as a charter member, Secretary-Treasurer and President of the Aloha Chapter.

Member of the Board of Directors of the Silicon Valley Pollution Prevention Center (appointed by the Board of the Santa Clara Valley Water District) until 2005.

Higher Education


DAVID S. BOYD, FAICP
6713 South Avenue
Middleton, Wisconsin 53562-3254
608-824-9199

PROFESSIONAL EXPERIENCES

MSA Professional Services – Madison, Wisconsin
Senior Planner/Team Leader/Project Manager (6/03–present)
Serves as the Principal responsible for managing MSA’s Planning and Design Studio. The Design Studio conducts a wide variety of planning programs for public, private, and non-profit clients. Responsibilities include marketing, project management, and providing overall quality assurance/quality control to the Madison-based planning team. Examples of projects include: community-based comprehensive plans, land use planning, community development (including HUD/CDBG planning), park and recreation planning, transportation planning, zoning, economic development and growth management projects. Provides strategic planning, facilitation, and organizational capacity-building services to clients.

University of Wisconsin – Madison, Wisconsin
Lecturer (8/04-6/06)
Responsible for teaching graduate level coursework in the Department of Urban and Regional Planning. Recent assignments include Public Participation for Planning & Policy Making (URPL 590) and Central City Planning & Development: Issues & Approaches (URPL 761).

FOCUS St. Louis – St. Louis, Missouri
Director of Citizen Engagement (10/00–6/03)
Was responsible for the design and implementation of public engagement and dialogue projects for the regional citizens league serving the greater St. Louis metropolitan area. Also oversaw the civic enterprise (fee-based) activities for the organization. Duties included conducting a variety of capacity-building projects for clients in the business, governmental, academic and civic sectors. Examples of projects include strategic planning activities, facilitation/mediation, organizational assessment, and policy analysis.
Also responsible for designing and leading a variety of training programs in areas such as leadership skill development and for producing a wide variety of community and member-oriented events. Established and maintained relationships with key local and national organizations, wrote grant proposals, and made key presentations on issues of regional concern. Worked as the senior staff member to assist community policy staff and executive director in formulating agency positions and conducting analyses of topics of regional concern and interest.

**Saint Louis University – St. Louis, Missouri**

**Adjunct Instructor** (8/01-6/03)
Was responsible for teaching graduate level coursework in the Department of Public Policy Studies. Most recent assignment was as lead instructor for the Development Processes studio course series within the Master of Arts in Urban Planning and Real Estate Development and the Masters of Business Administration programs.

**East-West Gateway Coordinating Council - St. Louis, Missouri**

**Director of Planning, Information & Environmental Services** (8/97-10/00)
Was responsible for directing the general planning activities of a large regional planning council/metropolitan planning organization. Provided services in the following general program areas: Information and Technology Services, Environmental Quality, Regional Decision Support Systems, and Member Services. The responsibilities of the position included providing leadership and direction for: GIS development and implementation; providing on-call technical assistance to member agencies; development, maintenance, and analysis of demographic, socioeconomic, and land use data bases; support for general MIS functions; administration of various environmental quality programs, conducting regional project reviews, developing regional and community-based plans and public engagement programs (including management of numerous special events, conferences, seminars and workshops). A particular emphasis was placed on developing sustainable, policy-oriented responses to region-wide and metropolitan problems. Daily responsibilities included personnel management, programmatic financial/budget administration, computer resource management, project development and management, grant applications and administration, and other administrative aspects of a multi-governmental planning and programming agency.

**Ithaca-Tompkins County Transportation Council - Ithaca, New York**

**Executive Director** (4/93-8/97)
Was responsible for the initiation and direction of operations for a newly designated Metropolitan Planning Organization (MPO). Responsible for all agency operations and activities associated with conducting regional transportation and development studies. Managerial responsibilities included: personnel management, financial/budget administration, computer resource management, project development and management, grant
applications and administration, and other administrative aspects of a multi-governmental planning agency.

**Cornell University** - Ithaca, New York

**Visiting Assistant Professor** (8/95-8/97)

Was responsible for teaching undergraduate and graduate-level course work in the Department of City and Regional Planning in the School of Art, Architecture and Planning. Assignments included teaching a seminar in contemporary transportation planning and facilitating various independent-study student projects.

**Lafayette Areawide Planning Commission** - Lafayette, Louisiana

**Planning Manager** (12/89-4/93)

Functioned as the deputy Executive Director and Chief Financial Officer for a consolidated regional planning commission. Was responsible for directing the operations and activities of the Comprehensive Planning Division, including the administrative operations of the Metropolitan Planning Organization and the Council of Governments. Other duties included: personnel management, financial/budget preparation and administration, computer resource management, project development and management, grant applications and administration, development review, and other tasks as necessary.

**North Central Texas Council of Governments** - Arlington, Texas

**Transportation Analyst** (9/86-12/89)

Performed a wide variety of planning tasks in transportation, economic development, and environmental areas. Examples of activities included: travel demand and demographic forecasting, project management, field surveys, and preparation of technical reports and presentation graphics. Served as an agency representative to regional GIS and Economic Development groups. Included daily use of mainframe and personal computers utilizing a wide variety of software applications.

**South Central Library System** - Madison, Wisconsin

**Administrative Project Assistant/Driver** (1/84-6/86)

Provided technical analysis and support for a variety of grant-funded library programs serving municipalities throughout southern Wisconsin. Also served as the Coordinator for the Children's Summer Film Program and provided other delivery and special services as necessary.

**EDUCATION**

**Bachelor of Arts** - May, 1986

University of Wisconsin, Madison, Wisconsin

- Majors: Political Science and American Urban History
- Emphasis in Public Administration and Community Development
- Minor: Technical Theater (Lighting Design/Stage Management)

**Masters of City and Regional Planning** - December, 1989

University of Texas at Arlington, Arlington, Texas

School of Urban and Public Affairs
- Core Curriculum in Economic Development
- Recipient Institute of Urban Studies Scholarship
- Recipient 1990 American Institute of Certified Planners Award
- President, Student Chapter, American Planning Association, 1988-1989

**APPOINTMENTS, OFFICES & AWARDS**

**American Institute of Certified Planners**
- Certification #8075 (issued 1990)
- Inducted as a Member of the College of Fellows 2006
- AICP National Nominating Committee, 1999
- Multi-Media/Casebook Task Force, 1997-2004

**Planning Accreditation Board**
- Member, Site Visitor Pool, 2000-Present

**Journal of the American Planning Association**
- Member, Editorial Advisory Board, 2002-Present

**American Planning Association**
- At-Large Representative, Wisconsin Chapter, 2005-present
- Hurricane Katrina Planning Assistance Team, Henderson Point, Mississippi, 2006
- APA National Nominating Committee, 2003
- Recipient Distinguished Leadership Award, Missouri Chapter, 2001
- President, Missouri Chapter, 1999-2001
- Chair, Grants Committee, Chapter Presidents Council, 2000
- President, St. Louis Metro Section, 1998-1999
- Secretary, Transportation Planning Division, 1995-1998
- Professional Development Officer, Louisiana Chapter, 1989-1993
- Awards Chair, Louisiana Chapter, 1990-1992

**City of Middleton Public Works Committee (Middleton, Wisconsin)**
- 2004-2005

**Attain Dane (Dane County, Wisconsin)**
- TDR/PDR Subcommittee, 2004-2005

**Transportation Research Board/National Research Council**
- Committee on Public Involvement (A1D04), 1997-2004
- NCHRP Review Panel “Best Practices to Enhance the Land Use/Transportation Connection in Rural America”, 2004-Present

**Grassroots Leadership College (Madison, Wisconsin)**
- Board of Directors, 2003-2004
- Executive Committee, 2003-2004

**International Association for Public Participation (IAP2)**
- Annual Conference Fundraising Committee, 2003-2004
City of Brentwood, Missouri
  Board of Alderman, Ward 1, 2002-2003
    Public Safety Committee
    Parks & Recreation Committee
    Public Works Committee
    County Municipal League Liaison
    Tax Increment Financing Commission
    Planning & Zoning Commission, 2000-2002

St. Louis Empowerment Zone
  Member, Board of Directors, 2003

Saint Louis University Urban Planning & Real Estate Development Graduate Program
  Member, Executive Advisory Committee, 2003

Planner-In-Charge
  State of Missouri Certification, 1997

National Archives and Record Administration
  RESOLVE Program Mediator, 2001-Present

Alliance for Regional Stewardship
  Member, 2001-Present
    Committee on Regions, 2001-2002

Urban Land Institute
  Associate Member, 2002-2003

Southern Growth Policies Board
  Representing the State of Missouri, Council on the Southern Community, 2002-03

Congress for the New Urbanism
  Member, 1996-2001

National Neighborhood Coalition
  Advisory Committee Member, Neighborhoods, Regions and Smart Growth Project, 1999-2002

Cornell University Program on Environmental Conflict Management
  Steering Committee, 1996-1997

Ithaca Community Dispute Resolution Center
  Volunteer Mediator/Trainer, 1995-1997

City of Ithaca Economic Development Forum
  Member, 1996-1997

Tompkins County
  Environmental Management Committee, Associate Member, 1994-1997
  Airport Master Plan Committee, 1996-1997

Upstate New York Transportation Enhancement Advisory Committee
  Member, 1993-1997

Louisiana Bicycle Advisory Committee
  Member, 1990-1993
    Chairman, 1992
Acadiana Railroad Development District  
Member, 1991-1993  
Chairman, 1992

Lafayette Areawide Transportation Policy Committee  
Member, 1992-1993

Lafayette Parish Environmental Control Commission  
Member, 1991-1993

Louisiana Planning Council  
President, 1992  
Vice President 1991

FLEMING A. EL-AMIN II, AICP
68 TW ALEXANDER DRIVE, SUITE 1000  
RESEARCH TRIANGLE PARK, NC 27709  
(919) 485-7521  
EMAIL: FLEMING.ELAMIN@GMAIL.COM

EDUCATION
UNIVERSITY OF NORTH CAROLINA AT CHARLOTTE,  
Charlotte, NC. Bachelor of Arts (B.A.), Architecture and  
Geography, December 1997; MORGAN STATE UNIVERSITY,  
Baltimore, MD, Master of City and Regional Planning  
(M.C.R.P), May 2002

WORK HISTORY
LAND USE PLANNER  
Triangle Transit Authority (TTA), Research Triangle Park, NC  
9/2004 – Present  
Coordinate TTA’s long-range transit corridor planning efforts in  
the Triangle Region of North Carolina. Help promote and increase  
public awareness of the regional rail project – 3 phase regional rail  
transit system, initial phase including 12 planned stations linking  
Durham, Research Triangle Park, Cary, and Raleigh. Develop  
strategies that facilitate transit-oriented development in the ⅛ and  
½ mile radius of regional transit stations. Assist local governments  
with the development of station area plans and design guidelines.  
Examine future rail extension possibilities and work with  
municipalities to ensure land uses adjacent to rail corridors are  
planned for future TOD. Develop various studies examining the  
relationship between transportation and land use, and present such  
studies to the TTA Board of Trustees, business, community and  
other interest groups. Work with the Durham Chapel Hill-  
Carrboro MPO and the Capital Area MPO to develop long range  
transportation plans and high capacity transit corridor analyses.  
Represent TTA on various committees, workgroups and project  
teams on the design of transportation facilities. Help prepare and  
implement transit station area joint development policies. Review  
and prepare comments on subdivisions proposals and land use  
plans that affect the transit system. Assist with the preparation of  
annual work programs. Research current industry trends and  
opportunities, examining local, state and federal programs and  
resources and incentives for transit oriented development.
COMMUNITY DEVELOPMENT PLANNER, North Carolina Department of Commerce: Division of Community Assistance, Piedmont Regional Office Winston-Salem, NC. Provided planning and project management assistance to counties, municipalities, and economic development organizations in a 19 county area of the Piedmont region of North Carolina. Assisted local governments with land use planning, zoning, growth management, downtown revitalization, urban design, historic preservation, and economic development planning. Planned and facilitated a county planners’ forum including planning directors and staff from non-metropolitan counties served by the DCA Piedmont Regional Office. Areas of lead responsibility included community surveys, streetscape plans, community appearance, downtown revitalization, Geographic Information Systems, social capital, recreation and affordable housing. Sample work projects: Town of Walnut Cove existing housing conditions survey, Wilkesboro Land Use Plan, Town of Staley Zoning Ordinance, Information Resource Guide for Piedmont Counties, City of Monroe local historic district expansion study, Stanly County zoning ordinance rewrite, Town Biscoe Commercial Corridor Plan and Caswell County Economic Situation Analysis.

SENIOR PLANNER, Maryland National Capital Park and Planning Commission: Prince George’s County Planning Department, Upper Marlboro, MD. Conducted planning research and analysis of land use patterns, housing, employment, economic and demographic trends in Prince George’s County. Reviewed reported estimates, analysis and projections related to the County’s work force, jobs, and economic development. Worked in collaboration with local and regional governments in the Washington D.C. region to produce an agreed set of economic and demographic forecasts for use in metropolitan planning programs. Prepared County demographic profiles and employment outlook reports and presented reports to elected and appointed officials, municipalities, businesses, and the public at large. Reviewed land development proposals for gasoline stations and convenience stores requiring a special use permit. Determined if the proposed development was justified through critical examination of the market study and needs analysis then reported such findings to the Planning Board for the zoning hearing. Responded to information and research request from the public and from other agencies. Supervised the planning intern and oversaw the work of entry-level planners.

DISASTER PREPAREDNESS PLANNER (PLANNER III) Maryland Emergency Management Agency Reisterstown, MD Developed plans and planning strategies, training programs and presentations to help protect Maryland citizens and their property from natural hazards and disasters. Provided technical assistance on various aspects of emergency planning to State agencies, local governments, and private organizations. Organized and facilitated meetings, educational workshops, seminars, and training courses on emergency management issues for State agencies and local jurisdictions. Performed as lead planner in developing a statewide donations management plan, Western Shore Emergency
Coordination Action Plan and Foreign and Emerging Animal Disease Plan. Established Memoranda of Understanding between state agencies and between local jurisdictions for emergency management coordination projects. Crafted grant proposals for emergency planning resources. Conducted presentations on donations management, dam safety, animal disaster planning, hurricane and earthquake preparedness, and inter-jurisdictional resource coordination.


COMMUNITY DEVELOPMENT RESEARCH ASSISTANT, Institute for Urban Research at Morgan State University, Baltimore, MD. Assisted Research Associates with data compilation and analyzing statistical data such as population, housing, income, crime, and health for various Baltimore neighborhoods. Documented existing transportation networks, zoning and land use patterns. Conducted field studies to document the resources and physical appearance of neighbourhoods throughout the city. Prepared various charts, graphs, and maps illustrating community characteristics. Executed rigorous calculations of various data and provided advice and technical assistance to a number of community and neighborhood agencies.

COMPUTER SKILLS: AutoCAD 2000; ArcGIS; TransCad 3.5; Quattro Pro; Lotus for Windows; SPSS, Corel Office Suite; Microsoft Word; Microsoft Excel, Microsoft Access; Power Point; Adobe Illustrator; Photoshop and Quark Express.

AWARD-HONORS: AICP Outstanding Student Achievement Award (2002); Maryland Emergency Management Agency Notable Employee Award (2001); Maryland APA Student Academic Achievement Award (2000); APA Planning Fellowship Award 1998-1999; National Collegiate Design Award (1998); bibliography printed in the National Collegiate “Deans List” (1998); DeCosta Scholarship 1998-2001.

ACTIVITIES/PROFESSIONAL AFFILIATIONS/LEADERSHIP
American Planning Association (APA); American Institute of Certified Planners (AICP); Conference of Minority Transportation Officials (COMTO); APA Planning and the Black Community Division Co-Chair, North Carolina APA Ethnic and Cultural Diversity Committee (term: 1/06 – 1/08); Vice Chair for Programs, APA Planning and the Black Community Division (term: 4/06 - 4/08) Member, City of Raleigh Appearance Commission (term: 11/05-11/07)

RANDALL B. GROSS
Randall Gross has 20 years’ experience providing strategic economic and development consulting services for local, regional and national governments; private companies; and non-profit agencies. He has worked on over 350 projects to enhance their capacity for sustainable community and economic development, citizen participation, asset management, and policy formation.

Mr. Gross brings particular expertise in market and development feasibility analysis to test the economic viability of projects; fiscal and economic impact analysis to gauge the public costs and benefits of projects; and public policy analysis to evaluate and monitor policy decisions. He also provides comprehensive implementation strategies that form the basis for industrial & economic development, tourism, and community revitalization.

Mr. Gross has consulted on projects in 29 states and five foreign countries. Since forming his own company in 1997, Mr. Gross has worked on diverse projects ranging from neighborhood industrial redevelopment in Baltimore to airport expansion in South Africa. Increasingly, he is working with communities to determine the best ways to manage growth and maximize the economic and fiscal return from development.

Mr. Gross is a former Division Chair for the American Planning Association (APA) and now serves on the National Capital Area APA Board and on the Board of the Georgetown Public Policy Institute. He has worked in local government, deciding real estate tax appeals cases in Chicago for the world’s largest tax appeals agency. He also worked for state and federal government and in the non-profit sector, before entering consulting.

Education
Masters in Public Policy, Georgetown University - Graduate School of Government
Bachelor of Arts & Sciences, Northwestern University - Poli. Sci. & Urban Studies (Honors);
Certification in Urban Politics, Northwestern University.

Professional Memberships and Honors
Mr. Gross is active in many community and national organizations.

· Division Chair, American Planning Association (APA), 1998-2003
· Board Member, Georgetown Public Policy Institute, 2005-
· At-Large Board Member, APA National Capital Area Chapter, 2004-
· Comm. Member, American Economic Development Council (AECD), 1996-1998
Professional Experience

Proprietor, Randall Gross / Development Economics, Washington, DC (1997-present);
Director, African Development Economic Consultants (ADEC), Johannesburg, S Africa
Consultant specializing in community development economics, strategic planning and local
government. Provides economic and tourism development strategies, policy analysis, fiscal &
economic impact assessments, industrial and employment generation strategies, real estate market
& financial feasibility analyses, and community development/revitalization strategies. Provides
training and management services for local governments. Clients are local, regional and national
governments; universities; private/corporate developers; and non-profit agencies.

Senior Associate, Hammer, Siler, George Assoc., Silver Spring, MD (1988-1997)
Managed, directed and/or consulted on over 110 economic consulting assignments for public and
private clients ranging from the Town of Appalachia to the U.S. Department of Defense and
XEROX Corporation. Specialized in project feasibility & fiscal impacts, urban revitalization,
military base reuse, university research & development, tourism & economic development
strategies. Assisted governments with program budgeting, financing strategies & asset
management. Planned/managed conference events, directed membership development & edited
newsletter as founder and chairman of APA Division. Edited Military Newsletter for the

Edited Research in Progress, the international compendium of research on the not-for-profit and
voluntary sectors. Identified and assessed research activities relating to the management, tax &
legal status, development, financing, and impacts of NGOs and the non-profit sector throughout
the world.

Provided modeling & policy analysis for the National Survey of Public Participation in the Arts.

Case Analyst & Assistant to the Commissioner, Cook County Board of Tax Appeals,
Chicago, IL (1984-1986)
Decided over 100 individual property tax appeals cases ranging from single family homes to large
commercial investment properties. Conducted citizen outreach as Board representative. Wrote
press releases and acted as Media Liaison. Managed tax impact and investment studies. Assisted
with program policy and strategy as Assistant to Commissioner.

Research Director, Democratic Campaign for Illinois State Treasurer, Chicago (1986)
Managed/directed research on consumer banking & financial institution policy. Assisted in
determining campaign strategy & electioneering. Developed the Illinois Citizens Insurance
Board to represent insurance consumers before State government.