



Hammond Housing Strategic Growth Study


Hammond, Louisiana
2022



Prepared for:
Housing Advisory Committee
Hammond, LA



Prepared by:
Civix



About Civix

At Civix, we bring innovative solutions to a public sector that faces significant challenges. Our name represents our civic commitment to helping clients succeed, because when they do, it enables them to make a positive impact in the lives of the people they serve. Civix delivers software and services to transform the public sector, including elections, ethics, business services, grants, disaster recovery, critical infrastructure and more.

Our planners offer in-depth industry knowledge and proven planning processes to deliver solutions to state and local clients throughout the United States. Civix's unmatched experience gives communities the opportunity to achieve their objectives and bring about transformative change.

Civix Corporate Headquarters | 3300 W Esplanade Ave | Metairie, LA 70002 | gocivix.com

Table of Contents

1. Introduction	6
2. Terms and Definitions.....	8
3. Hammond at a Glance.....	11
4. Demographics.....	12
5. Economy and Education.....	20
6. Employment.....	21
7. Housing.....	23
8. Enhancement Areas	45
9. Property Inventory	50
10. Enhancement Area Surface Infrastructure Assessment.....	57
11. Residential Property Assessment.....	63
12. Research and Recommendations	71
13. Review: Hammond Residential Property Regulatory Policies	73
14. Review: Hammond Residential Property Administrative Policies.....	90
15. Review: Developer Questionnaire.....	94
16. Review: Policies and Programs in Other Jurisdictions.....	98
17. Recommendations	111

List of Appendices

Appendix A: Census Block Groups with Council Districts.....	128
Appendix B: Property Field Survey Questions	129
Appendix C: Developer Questionnaire	131

List of Figures

Figure 1: Hammond Council Districts, 2022	11
Figure 2: Population over Time.....	13
Figure 3: Average Household Size, 2020	14
Figure 4: Median Age, 2020	15
Figure 5: Poverty by Race.....	17

Figure 6: Senior Population (65+) of Comparison Cities	17
Figure 7: Annual Household Income Hammond, 2020	20
Figure 8: Unemployment Rate, 2020.....	22
Figure 9: Percent Housing Inventory, Single Family or Duplex by Block Group, 2020	23
Figure 10: Percent Housing Inventory, Three Units or More by Block Group, 2020	24
Figure 11: Future Land Use for High Density Residential.....	26
Figure 12: Year Housing Units Built	27
Figure 13: Age of Housing, Owner-occupied and Renter-occupied, Hammond, 2020.....	27
Figure 14: Building Permits by Number of Units 2000-2020, U.S. Census.....	28
Figure 15: Building Permits by Number of Units in Single- and Multi-Family, U.S. Census.....	28
Figure 16: Building Permits, 2019 through May 2022.....	29
Figure 17: Hammond 5-Year Sales Data, 2022	31
Figure 18: Median Home Value Over Time	32
Figure 19: Median Gross Rent Over Time.....	33
Figure 20: Vacant Lots by Council District, 2020.....	36
Figure 21: Vacant Lots in a Regulated Floodway, 2020.....	37
Figure 22: Vacancy Rate by Block Group, 2020.....	40
Figure 23: Code Enforcement Cases by Council District.....	42
Figure 24: Tax Sale Purchases and Tax Adjudicated Properties, May 2022	44
Figure 25: Enhancement Areas by Block Group Score.....	48
Figure 26: Enhancement Areas by Council District.....	49
Figure 27: Surveyed Properties – Code Enforcement Violation.....	52
Figure 28: Vacant and Blighted Properties in Enhancement Areas.....	53
Figure 29: Surveyed Enhancement Areas.....	54
Figure 30: Location of Noteworthy Surface Infrastructure Conditions.....	59
Figure 31: Community Assets in Hammond.....	61
Figure 32: Projected Population Growth, 2027	63
Figure 33: Adjudicated Properties within Enhancement Areas	64
Figure 34: Property Assessment Flow Chart	68

Figure 35: Surveyed Properties – Property Assessment Improvement Approaches	70
Figure 36: Master Plan Development Tier Map.....	75
Figure 37: Master Plan Redevelopment Diagram.....	76
Figure 38: Hammond Zoning Districts and Enhancement Areas	80
Figure 39: Map of Hammond Overlay Districts	83
Figure 40: Off-Street Parking Requirements	87
Figure 41: Developer Questionnaire: Types of Development Experience	94
Figure 42: Developer Questionnaire: Residential Development Interest.....	95
Figure 43: Developer Questionnaire: Top 3 Most Costly Conditions/Regulations.....	96

List of Tables

Table 1: Family and Nonfamily Households, 2020.....	13
Table 2: Population Age, 2020.....	14
Table 3: Median Age Hammond 2010 v. 2020	15
Table 4: Race and Ethnicity, 2020.....	15
Table 5: Race and Ethnicity, Hammond 2010 v. 2020.....	16
Table 6: Population 65 and older Hammond, 2010 v. 2020.....	19
Table 7: Immigration, 2020.....	19
Table 8: Median Annual Household Income.....	20
Table 9: Employment by Industry, 2020.....	21
Table 10: Housing Type, 2020	24
Table 11: Hammond Housing Units Over Time	25
Table 12: Owner-occupied vs. Renter-occupied Housing Units	26
Table 13: Building Permits 2019-2022	29
Table 14: Individuals Living in Poverty in Hammond, 2020.....	34
Table 15: Monthly Owner Costs as a Percentage of Household Income	34
Table 16: Monthly Gross Rent as a Percentage of Household Income	35
Table 17: Vacancy Rates and Vacant Structures.....	39
Table 18: Code Violations by Type and Status, May 2022.....	41

Table 19: Tax Sale and Tax Adjudicated Properties by Council District.....	43
Table 20: Survey Results – Code Enforcement Violations	51
Table 21: Survey Results – Code Enforcement Violations by Case Type	51
Table 22: Survey Results – Property Status.....	55
Table 23: Survey Results – Structure Condition of Dilapidated Structures	55
Table 24: Survey Results – Landscape Condition of Vacant and Dilapidated Structures	56
Table 25: Survey Results – Condition of Vacant Properties.....	56
Table 26: Survey Results – Condition of Surface Public Infrastructure.....	57
Table 27: Surface Infrastructure Conditions.....	59
Table 28: Adjudicated Properties by Enhancement Area.....	64
Table 29: Surveyed Properties – Owner-Occupied	65
Table 30: Property Assessment Flow Chart Sources.....	69
Table 31: Surveyed Properties – Property Assessment Improvement Approach.....	69
Table 32: Summary of Overlay Districts	84
Table 33: Summary of Special Districts	85

1. Introduction

Under the leadership of Mayor Pete Panepinto and the City Council, the City of Hammond is actively working to evaluate the current challenges to single-family affordable housing development throughout the city. As the largest city in Tangipahoa Parish, Hammond hosts a charming historic downtown, a major University, a general aviation airport and an active freight and passenger rail line. Locally, Hammond has a reputation for being one of the cleanest cities in the state. Despite all the attributes that Hammond can claim, the City Council and City Administration has concerns about the challenge of revitalizing distressed residential areas that impact the city's economic stability and growth. The areas of greatest concern are those with substandard housing, clusters of unkept vacant lots and succession issues. It is believed that these conditions deter new housing development and diminish property values in the area. Furthermore, the City has stated that residents are primarily concerned with neighborhood safety, preserving community character, creating walkable streets and pathways, preservation of trees.

Despite the 2020 Census population estimate indicating nearly no change in population since 2010, the administration believes that the disruption to the Census data collection in 2020 due to the COVID-19 pandemic resulted in an inaccurate population count and Hammond is more likely growing. The number of housing sale transactions over the last three years, an increase in building permits, new multi-family development and the success of Southeastern Louisiana University's (SLAU) enrollment all point to reasons to believe that Hammond is attracting new residents. The combination of a growing population that will need housing and neighborhoods that have the potential to provide opportunities for infill development make this study even more relevant and useful now.

To get a better understanding of the current conditions that may be deterring new single-family housing development, the City Council approved the creation of a 16-member Housing Advisory Committee (HAC) in November 2020 charged with identifying opportunities and challenges related to housing, vacancy, and blight in Hammond. In 2021, the HAC began their search to find a consultant to help them identify target areas of the city that suffer from conditions that suggest decline but with focused investments, new policies and initiatives these same target areas offer the best opportunities for relatively short-term improvements.

By commissioning this study, the City aims to advance the following goals:

- Return undeveloped and blighted residential properties to the housing market;
- Rehabilitate, where feasible, the existing housing in identified areas;
- Provide affordable housing that is compatible to the existing residential character of the surrounding neighborhood;
- Capitalize on properties that could be redeveloped/developed for housing and provide surface infrastructure that would create more complete, connected, safe and attractive neighborhoods; and
- Develop programs to promote homeownership and assist low-income and senior homeowners with property repairs and upkeep.

The HAC proactively supports the City's goals while the Department of Grants and the Office of Code Enforcement through the Department of Building are the primary offices that may implement programs and/or practices to preserve affordable housing and tackle blighted conditions from structural integrity, overgrown landscaping, and abandoned vehicles to name a few. The Hammond Housing Authority is responsible for providing Section 8 Housing Choice Vouchers to households seeking residence in Hammond.

1.1 Scope of Work

1.1.1 ELEMENT I: HOUSING INVENTORY & ENHANCEMENT AREA IDENTIFICATION

In July 2022 the consultant team, in partnership with the Housing Advisory Committee members, completed a presentation to the Hammond City Council and provided a draft report summarizing the existing conditions in Hammond relevant to the Housing Study content. The team also proposed seven Enhancement Areas for further exploration of existing conditions in Hammond as they impact single-family housing development, blight and vacancy.

1.1.2 ELEMENT II: ENHANCEMENT AREA PROPERTY INVENTORY AND ASSESSMENT

On November 15, 2022, the Council received a presentation on Element II including the report as completed at the time and the survey database. In Element II the consultant team conducted an Enhancement Area field survey during which data was collected on over 400 properties. The surveyor also performed an assessment of surface infrastructure to prepare a statement about the type and condition of infrastructure in the Enhancement Areas that impacts safety, connectivity, and aesthetics. The team also developed a property assessment flow chart to help determine the most strategic approach for improvements of each of the surveyed properties but that can also be used citywide as the City develops new methods and programs to address their concerns with property vacancy, site control, and blight.

1.1.3 ELEMENT III: CURRENT GOVERNANCE, RESEARCH, & RECOMMENDATIONS

The team researched the current governance tools in place that impact single-family housing, blight and vacancy in Hammond. During this time the Master Plan, Unified Development Code, the workforce housing study and other policies and practices were reviewed. The team also issued a survey to local developers to collect opinions on partner perceptions and collected information from the Department of Grants and Office of Code Enforcement.

2. Terms and Definitions

2.1 Definitions¹

Abandoned – (residential context only)

(1) A nonconforming residential use other than a single-family dwelling that has not been occupied for a continuous period of six (6) months, for whatever reason, shall be considered abandoned and shall not be reoccupied except in conformance with all applicable provisions of this development code. Evidence of intent to abandon the nonconforming use is not required.

(2) A nonconforming single-family dwelling that has not been occupied for a continuous period of six (6) months or longer shall not be considered abandoned and may be reoccupied at any time, provided the structure has not been changed, legally or illegally, to a nonresidential use or multi-unit residential use.

(3) Removal of a nonconforming mobile home or manufactured home, not in a mobile home park, from its foundation or pad for a continuous period of six (6) months shall constitute abandonment of the use and placement of a new unit must comply with the provisions of this development code. Evidence of intent to abandon the nonconforming mobile home or manufactured home use is not required.

Adjudicated Property

Property that has been placed in state or local government hands because property taxes have not been timely paid. Tax sale title is acquired by a political subdivision pursuant to R.S. 47:2196.²

Blight

Physical and economic conditions within an area that cause a reduction of or lack of proper utilization of that area. A blighted area is one that has deteriorated or has been arrested in its development by physical, economic, or social forces.

Dilapidated

A unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is non-existent, not fit for human habitation in its current condition, may be considered for demolition or at minimum, or major rehabilitation will be required.³

¹ Abandoned, Blight and Multi-family Housing definitions are derived from the [City of Hammond's Unified Development Code](#).

² Louisiana Revised Statutes, R.S. 47:2122

³ City of Oakland. (2014). Housing Element 2015 – 2023, Appendix A: Housing Condition Survey Methodology and Results. Available at <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/policy/oak051102.pdf>.

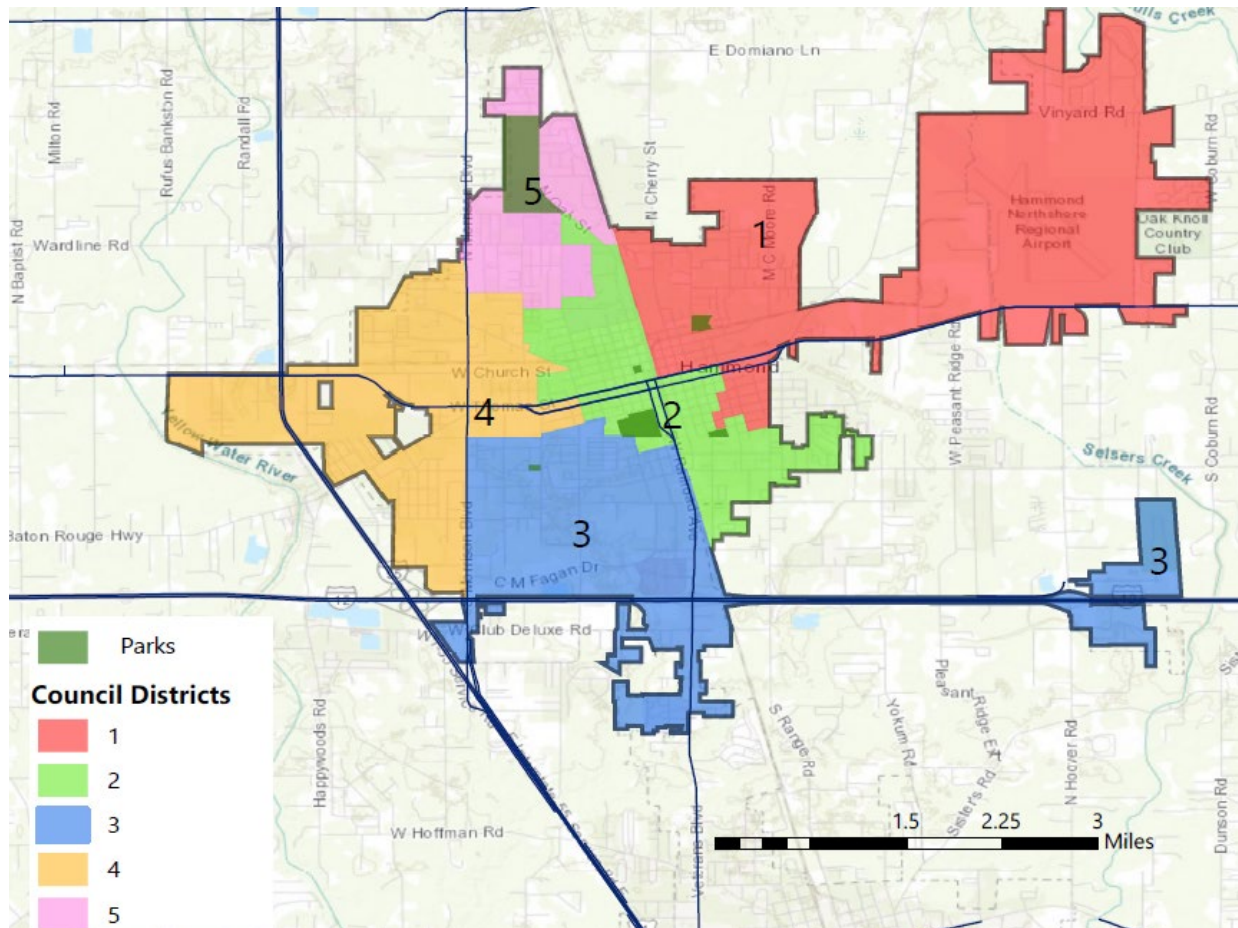
Multi-family Housing

A residential dwelling structure that accommodates three or more units. More specifically defined in Hammond's Unified Development Code as: *A development of three (3) or more contiguous two-family (2) or duplex dwelling sites or a single site with multi-family dwellings.*

3. Hammond at a Glance

Hammond is the 22nd largest city in Louisiana and the largest city in Tangipahoa Parish with almost 20,000 residents. Hammond is home to Southeastern Louisiana University (SELU) and less than an hour drive to Louisiana State University (LSU) in Baton Rouge. The community is governed by a mayor and five council members. Hammond boasts a downtown commercial corridor that is listed on the National Register of Historic Places.⁴ Based on information provided by the HAC, Hammond residents value the city's neighborhood safety, community character, walkable landscape, and an ample tree canopy.

Figure 1: Hammond Council Districts, 2022



Source: City of Hammond (2022), Civix

⁴ [District Maps – Hammond Historic District](#)

4. Demographics

This section reviews basic demographic characteristics in Hammond and compares them to two peer cities in Louisiana—Shenandoah and Gretna. The peer cities were selected due to their similar population size and proximity to at least one larger city.

4.1 Population Trends

The City of Hammond has a stable population with minor fluctuations over the past decade. Hammond is the largest city in Tangipahoa parish and has a slightly higher population than the peer cities used for comparison. According to the U.S. Decennial Census of 2010, the most reliable Census data collected every 10 years, Hammond’s population was 20,019 residents in 2010⁵; In 2019, the last population estimate by the Census before the COVID-19 pandemic, Hammond’s population was estimated at 20,668⁶. The 2020 Decennial Census indicates that the population decreased slightly between 2010 and 2020 (less than 500 people) to 19,584⁷. It is worth acknowledging that the 2020 Census presented special challenges to data collection due to COVID-19 causing unprecedented disruption to the traditional methods used by the government to collect accurate information. While the Census Bureau has released research that shows the data quality was mostly accurate, some groups remain concerned with undercounts of Hispanic, Black, and American Indian or Alaska Native populations and overcounts of White alone, non-Hispanic populations, as well as potentially incorrect counts of college students or other mobile populations.⁸ As of June 2022, two dozen localities had filed objections to the census numbers, including the City of Hammond due to evidence that suggests the population has increased since the 2010 Census.

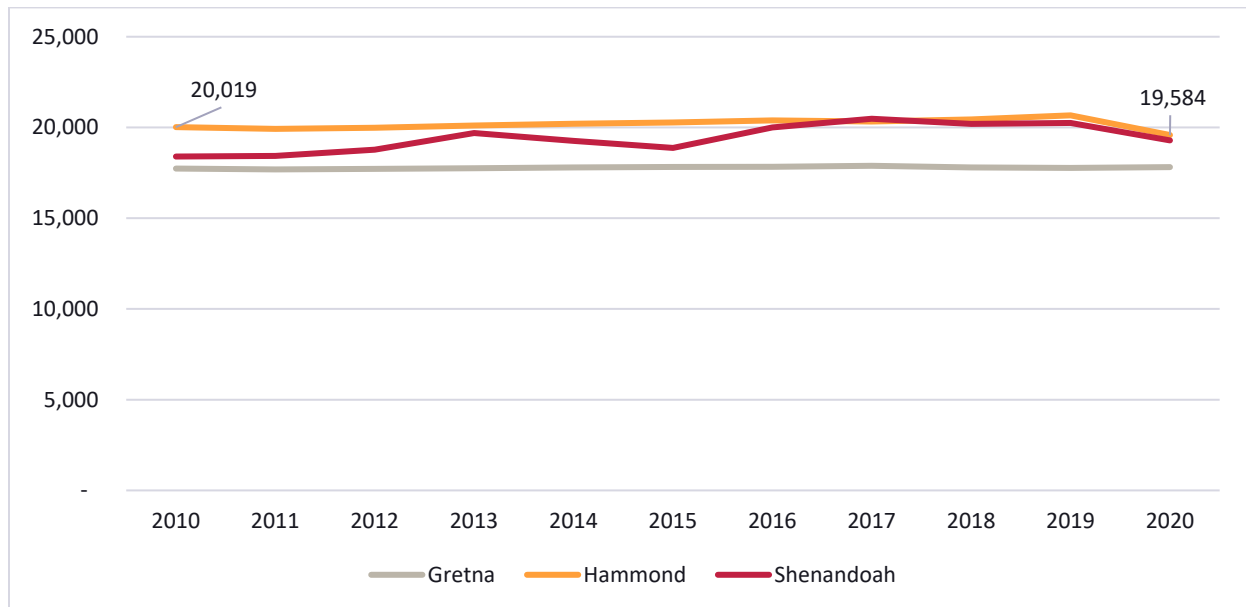
⁵ Data.census.gov, Decennial PL 2010. Available at: <https://data.census.gov/table?q=hammond+la+population&tid=DECENNIALPL2010.P1>

⁶ Data.census.gov, ACS 5-Year 2019 Demographic and Housing Estimates. Available at: <https://data.census.gov/table?q=hammond+la+population&tid=ACSDP5Y2019.DP05>

⁷ Data.census.gov, Decennial PL 2020. Available at: <https://data.census.gov/table?q=hammond+la+population&tid=DECENNIALPL2020.P1>

⁸ Pew Research Center (2022). Key Facts about the quality of the 2020 Census. Available at: <https://www.pewresearch.org/fact-tank/2022/06/08/key-facts-about-the-quality-of-the-2020-census/>

Figure 2: Population over Time



Source: 2010 DEC Redistricting Data, ACS 5-Year 2007 – 2011, 2008 – 2012, 2009 – 2013, 2010 – 2014, 2011 – 2015, 2012 – 2016, 2013 – 2017, 2014 – 2018, 2015 – 2019, 2020 DEC Redistricting Data

4.2 Households

Hammond is majority family households (58.2 percent) with 41.8 percent as nonfamily households.⁹ Hammond has a larger percent of households with children than Gretna and Shenandoah. While Hammond has a larger population, it has a smaller number of households (6,806) than the peer cities. The average household size in Hammond is 2.58 people per unit.

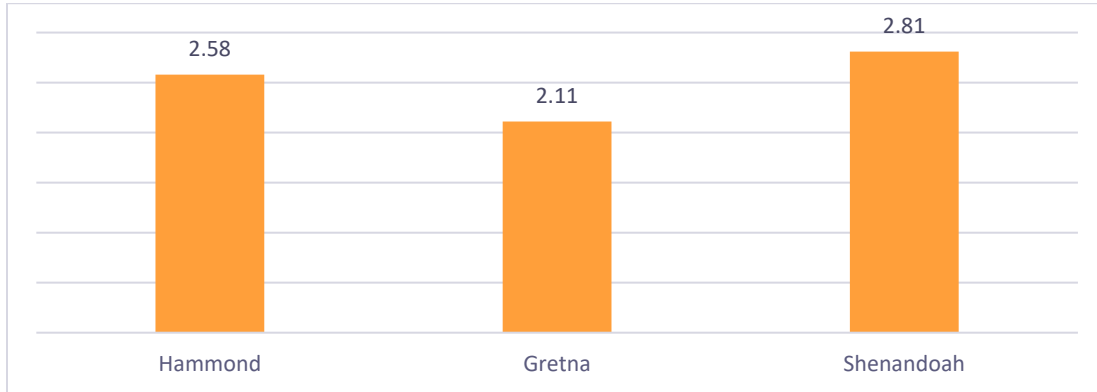
Table 1: Family and Nonfamily Households, 2020

	Hammond		Gretna		Shenandoah	
Total households	6,806		7,891		7,479	
Family households	3,962	58.2%	3,619	45.9%	5,654	75.6%
Households with children under 18	2,403	35.3%	1,941	24.6%	2,146	28.7%
Nonfamily households	2,844	41.8%	4,272	54.1%	1,825	24.4%

⁹ The U.S. Census defines a nonfamily household as: a household that consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

Source: ACS 5-Year 2016 - 2020

Figure 3: Average Household Size, 2020



Source: ACS 5-Year 2016 - 2020

4.3 Age

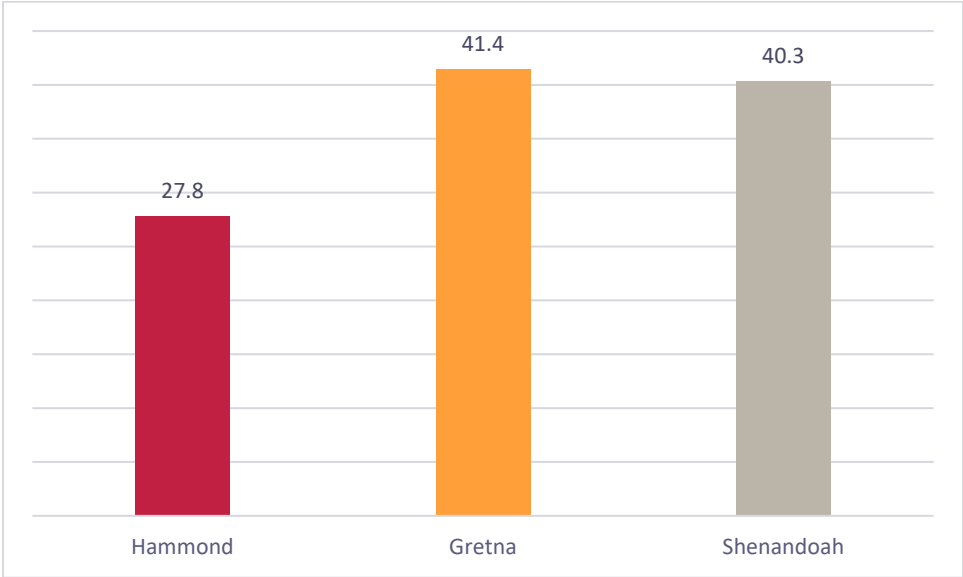
Of Hammond's 20,557 residents, 22 percent are children and 12.7 percent are over the age of 65. The largest share of Hammond's population (36.8 percent) are people between the ages of 18 to 34 which is more than 10 percent higher than both peer cities. Because of this skew of younger adults, Hammond also has a lower median age than Gretna and Shenandoah at 27.8 years old. Hammond has become increasingly younger in the last decade, with the median age decreasing from 29.9 to 27.8. The following Tables and Figure provide a snapshot of this data.

Table 2: Population Age, 2020

	Hammond		Gretna		Shenandoah	
Total	20,557	(X)	17,746	(X)	21,045	(X)
Under 18	4,513	22.0%	3,049	17.2%	4,975	23.6%
18 to 34	7,575	36.8%	4,128	23.3%	4,005	19.0%
35 to 44	2,314	11.3%	2,608	14.7%	3,142	14.9%
45 to 65	3,542	17.2%	4,410	24.9%	5,773	27.4%
65 to 79	2,153	10.5%	2,572	14.5%	2,439	11.6%
80 and older	460	2.2%	979	5.5%	711	3.4%

Source: ACS 5-Year 2016 - 2020

Figure 4: Median Age, 2020



Source: ACS 5-Year 2016 - 2020

Table 3: Median Age Hammond 2010 v. 2020

	2010	2020
Median age (years)	29.9	27.8

Source: ACS 5 Year - 2006-2010 and 2016-2020

4.4 Race and Ethnicity

The table below compares the racial makeup of the three peer cities. Hammond’s population is almost equally split between Black (45.3 percent) and White (43.8 percent) residents. Compared to the other two cities, Hammond has the smallest percentage of Hispanic population at only 5.3 percent of the population.

Table 4: Race and Ethnicity, 2020

	Hammond		Gretna		Shenandoah	
Total:	19,584		17,814		19,292	
Race						
White alone	8,584	43.8%	7,347	41.2%	13,161	68.2%

	Hammond		Gretna		Shenandoah	
Black or African American alone	8,865	45.3%	5,872	33.0%	3,292	17.1%
American Indian and Alaska Native alone	62	0.3%	84	0.5%	23	0.1%
Asian alone	327	1.7%	490	2.8%	957	5.0%
Native Hawaiian and Other Pacific Islander alone	6	0.0%	6	0.0%	6	0.0%
Some Other Race alone	58	0.3%	119	0.7%	71	0.4%
Population of two or more races:	635	3.2%	560	3.1%	678	3.5%
Ethnicity						
Hispanic	1,047	5.3%	3,336	18.7%	1,104	5.7%
Not Hispanic	18,537	94.7%	14,478	81.3%	18,188	94.3%
Source: ACS 5-Year 2016 - 2020						

In the past decade, Hammond's population has slightly fluctuated in racial makeup, seeing the largest decrease in "White alone" population and the largest increase in "two or more races". The city gained about four hundred Hispanic residents, even while the total population declined.

Table 5: Race and Ethnicity, Hammond 2010 v. 2020

	Hammond, LA			
	2010		2020	
Total:	20,019		19,584	
Race				
White alone	9,335	46.6%	8,584	43.8%
Black or African American alone	9,468	47.3%	8,865	45.3%
American Indian and Alaska Native alone	44	0.2%	62	0.3%
Asian alone	289	1.4%	327	1.7%
Native Hawaiian and Other Pacific Islander alone	11	0.1%	6	0.0%
Some Other Race alone	20	0.1%	58	0.3%
Two or more races:	189	0.9%	635	3.2%

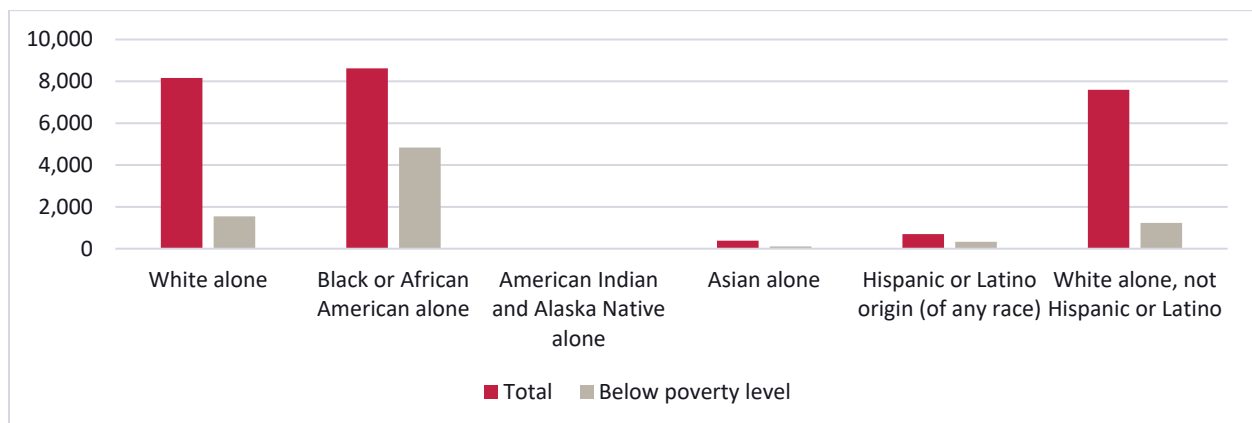
Ethnicity				
Hispanic	663	3.3%	1,047	5.3%
Not Hispanic	19,356	96.7%	18,537	94.7%

Source: ACS 5-Year 2016 - 2020

4.5 Segregation

Because Hammond is not a HUD entitlement recipient, there is not adequate public data available about dissimilarity or segregation. However, the difference in poverty rates between races can serve as a proxy of racial inequality. In Hammond, 18.9 percent of the White population lives in poverty while 56.0 percent of the Black or African American population lives in poverty. Likewise, the poverty rate among Hispanic or Latino origin (of any race) is 46.8 percent while it is 16.3 percent among the White alone, not Hispanic or Latino population.

Figure 5: Poverty by Race



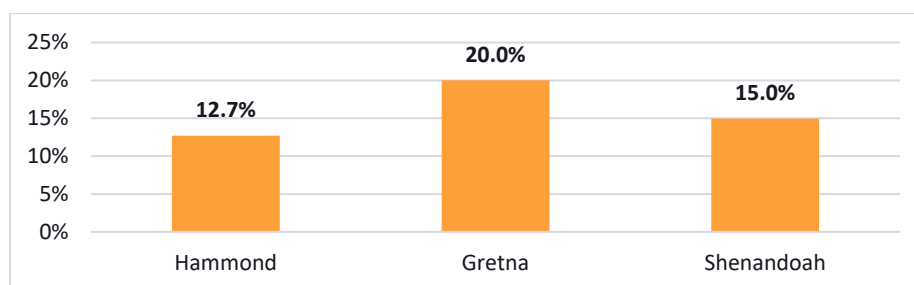
Source: ACS 5-Year 2016 - 2020

4.6 Sub-populations

4.6.1 SENIORS

As of 2020, 2,613 residents of Hammond were age 65 or older. This is an increase of about 300 people since 2010.

Figure 6: Senior Population (65+) of Comparison Cities



Source: ACS 5-Year 2016 - 2020

Table 6: Population 65 and older Hammond, 2010 v. 2020

	2010		2020	
	Total	Percent	Total	Percent
65 and older	2,310	12%	2,613	13%
<i>Source: ACS 5-Year 2016 - 2020</i>				

4.6.2 VETERANS

Veterans comprise 3.4 percent of Hammond’s population—a total of 552 residents according to ACS 5-Year 2020 data.

4.6.3 IMMIGRANTS

In 2020, Hammond had 663 immigrant residents, the majority of whom were not U.S citizens. This is a lower percentage than the peer cities chosen for comparison.

Table 7: Immigration, 2020

Immigration	Hammond		Gretna		Shenandoah	
Total population	20,557		17,746		21,045	
Native	19,894	96.8%	14,844	83.6%	19,953	94.8%
US Citizenship Status						
Foreign-born population	663	3.2%	2,902	16.4%	1,092	5.2%
Naturalized U.S. citizen	90	0.4%	676	3.8%	918	4.4%
Not a U.S. citizen	573	2.8%	2,226	12.5%	174	0.8%
<i>Source: ACS 5-Year 2016 - 2020</i>						

5. Economy and Education

5.1 Income

The median household income in Hammond declined 3 percent between 2020 and 2010. Hammond has the lowest median household income of the peer cities, and it is the only one of the three cities compared in this study that experienced a decrease in household income since the previous census.

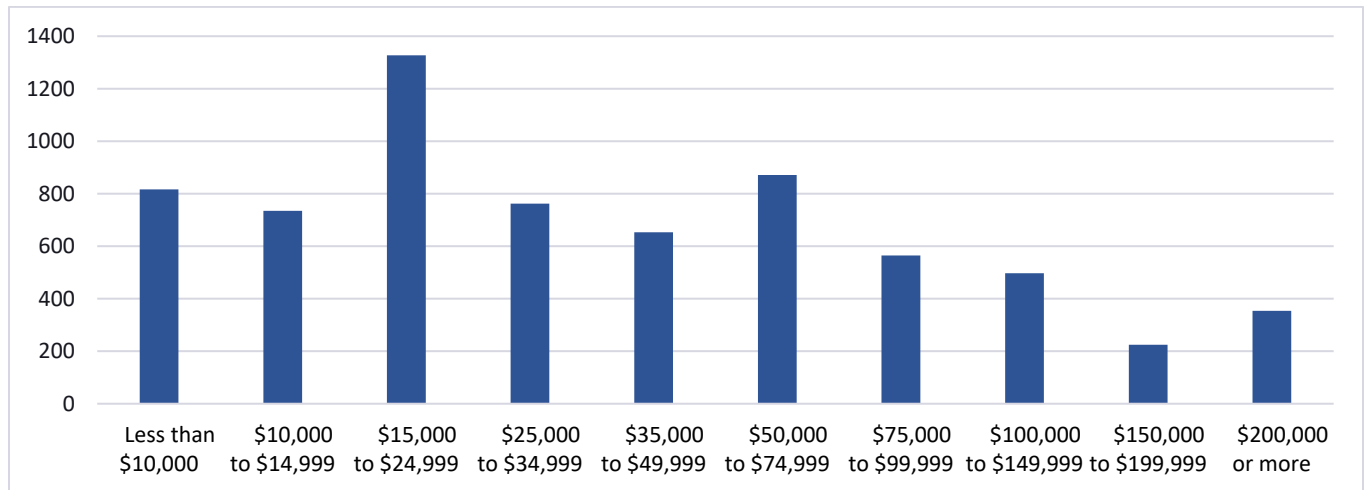
Table 8: Median Annual Household Income

	Hammond	Gretna	Shenandoah
2010	\$ 32,216	\$ 36,065	\$ 88,731
2020	\$ 31,250	\$ 41,409	\$ 93,760
Percent change	-3.0%	14.8%	5.7%

Source: ACS 5-Year 2016 - 2020

To further understand household income in Hammond, Figure 7 summarizes the most common annual household income range which is \$15,000 - \$24,999.

Figure 7: Annual Household Income Hammond, 2020



Source: ACS 5-Year 2016 - 2020

5.2 Education

Hammond is home to Southeastern Louisiana University (SELU), a public university of almost 15,000 students. The university is a top employer in the area and a substantial portion of Hammond's population is students, staff, and other university-related residents.

6. Employment

6.1 Industry and Business

Education services, health care, and social assistance are the largest employers in Hammond compared to other industries evaluated by the Census.

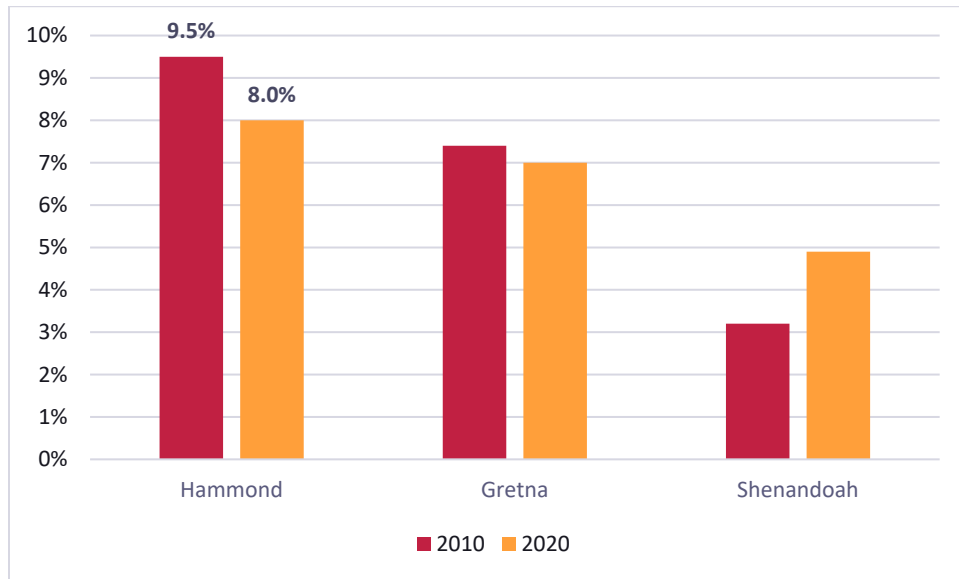
Table 9: Employment by Industry, 2020

Industry ACS 5-Yr 2020	Total	Percent
Full-time, year-round civilian employed population 16 years and over	5,142	
Agriculture, forestry, fishing and hunting, and mining:	69	1.3%
Construction	307	6.0%
Manufacturing	251	4.9%
Wholesale trade	100	1.9%
Retail trade	645	12.5%
Transportation and warehousing, and utilities:	309	6.0%
Information	42	0.8%
Finance and insurance, and real estate and rental and leasing:	186	3.6%
Professional, scientific, and management, and administrative and waste management services:	364	7.1%
Educational services, and health care and social assistance:	1,623	31.6%
Arts, entertainment, and recreation, and accommodation and food services:	767	14.9%
Other services, except public administration	209	4.1%
Public administration	270	5.3%
<i>Source: ACS 5-Year 2016 - 2020</i>		

6.2 Unemployment Rate

Since 2010, the unemployment rate decreased from 9.5 percent to 8 percent. Compared to the peer cities, Hammond had the highest unemployment rate in 2010 and in 2020.

Figure 8: Unemployment Rate, 2020



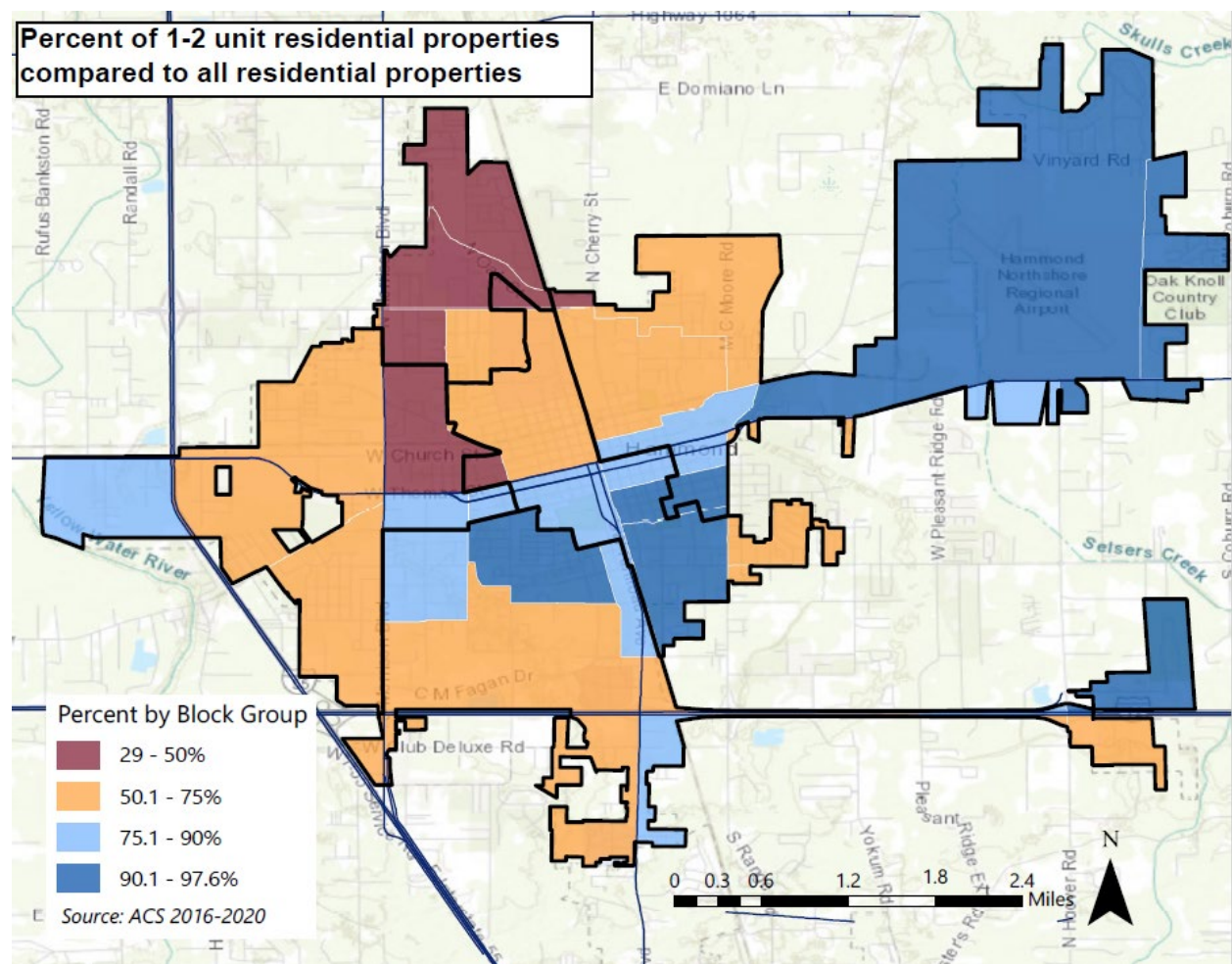
Source: ACS 5-Year 2016 - 2020

7. Housing

7.1 Existing Housing Types

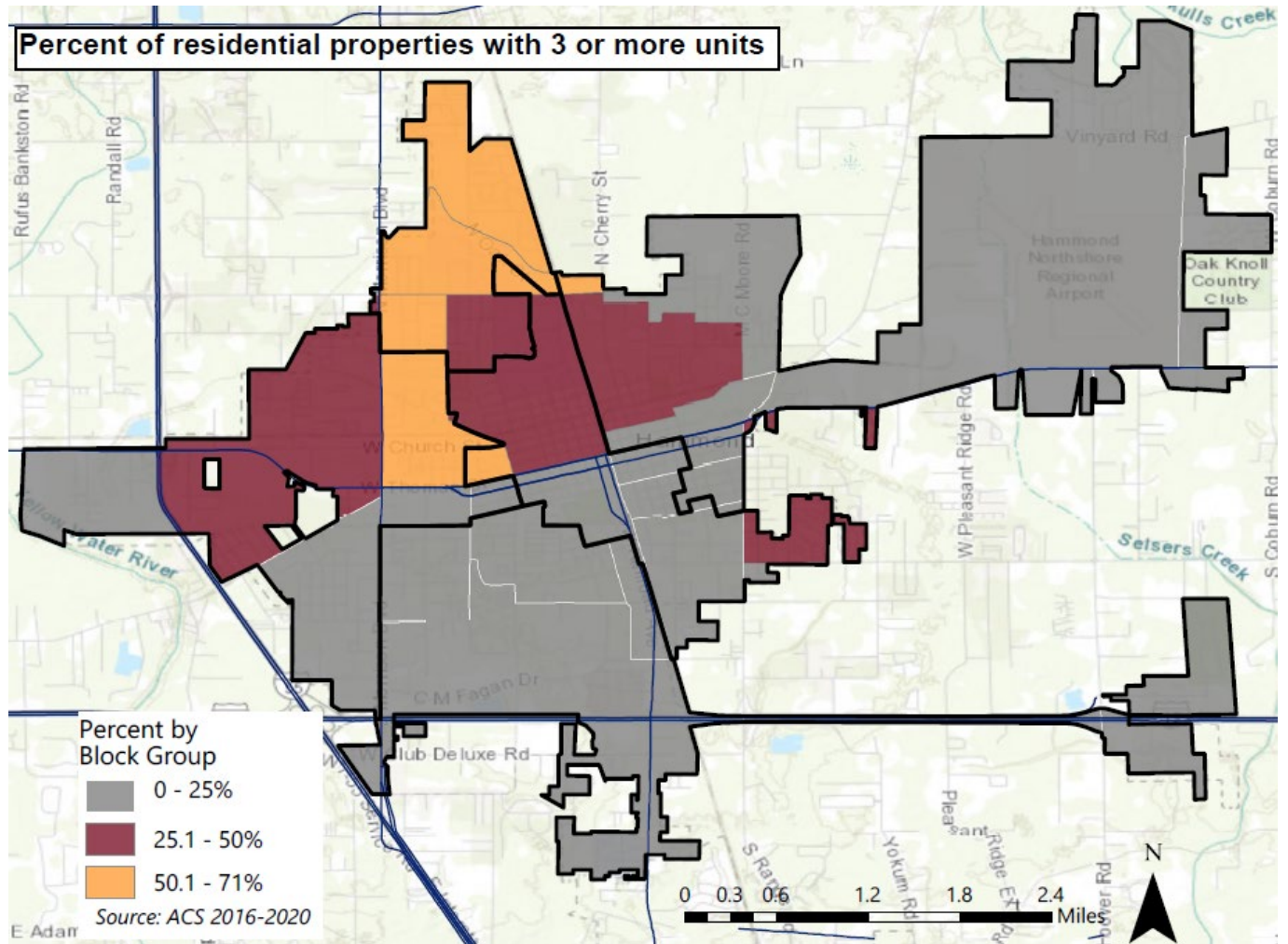
According to the 2015-2020 American Community Survey, the City of Hammond is primarily comprised of single-family housing, with a total of 4,472 single family residential properties citywide, constituting over 65 percent of residential units in the City. Multi-family properties (3 units or more) make up 1,463 properties in the city, or just over 21 percent, of all residential properties. Refer to the maps in Figure 9 and Figure 10 for the geographic breakdown of each housing type.

Figure 9: Percent Housing Inventory, Single Family or Duplex by Block Group, 2020



Sources: U.S Census Bureau, 2016-2020 American Community Survey 5-year Estimate, Civix

Figure 10: Percent Housing Inventory, Three Units or More by Block Group, 2020



Sources: U.S Census Bureau, 2016-2020 American Community Survey 5-year Estimate, Civix

Table 10 shows that the City of Hammond offers a variety of housing types but has fewer multi-family buildings (with 10 or more units) than Gretna and slightly more than Shenandoah. By comparison to the peer cities, Hammond offers more mobile homes. Hammond's predominant housing type is detached single-family housing at over 64 percent of the total housing types offered.

Table 10: Housing Type, 2020

	Hammond		Gretna		Shenandoah	
Occupied housing units	6,806		7,891		7,479	
Number units in structure						
1, detached	4,375	64.3%	5,026	63.7%	5,866	78.4%
1, attached (duplex)	97	1.4%	692	8.8%	169	2.3%

	Hammond		Gretna		Shenandoah	
2 units	383	5.6%	561	7.1%	37	0.5%
3 or 4 units	342	5.0%	182	2.3%	538	7.2%
5 to 9 units	697	10.2%	469	5.9%	451	6.0%
10 or more units	424	6.2%	772	9.8%	418	5.6%
Mobile homes	488	7.2%	189	2.4%	0	0.0%
Source: ACS 5-Year 2016 - 2020						

In the past decade, Hammond has lost about 342 total housing units. Data in a later section shows that housing construction has been consistent over the past decade, so the decline in units is likely attributed to homes that have been destroyed, abandoned, or torn down and replaced by fewer units. The largest housing loss was small apartments of three to four units.

Table 11: Hammond Housing Units Over Time

	2010		2020		Change
Occupied housing units		7,148		6,806	(342)
Number units in structure					
1, detached	4,446	62.2%	4,375	64.3%	(71)
1, attached	250	3.5%	97	1.4%	(153)
2 units (two-story)	436	6.1%	383	5.6%	(53)
3 or 4 units	650	9.1%	342	5.0%	(308)
5 to 9 units	457	6.4%	697	10.2%	240
10 or more units	508	7.1%	424	6.2%	(84)
Mobile homes	407	5.7%	488	7.2%	81
Source: ACS 5-Year 2016 - 2020					

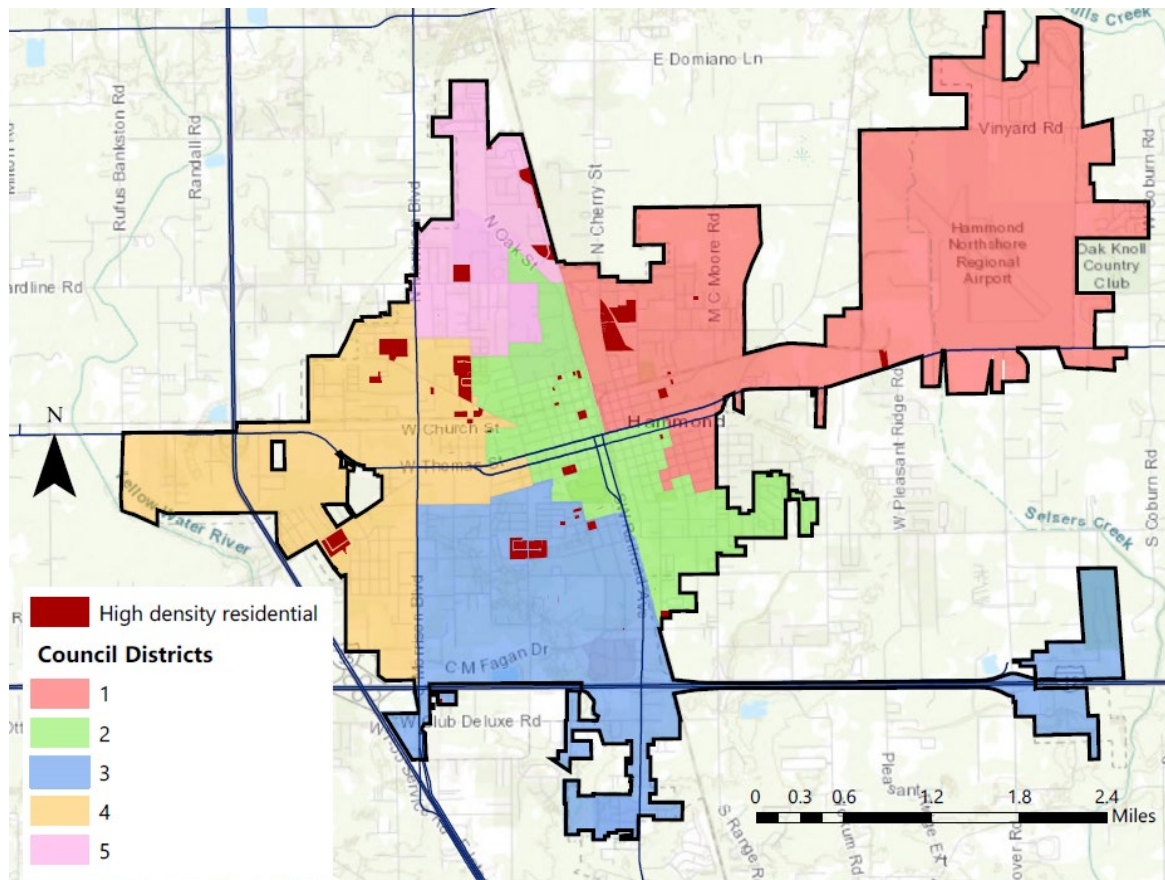
As of 2020, 55.5 percent of Hammond's housing stock is rental. Since 2010, the percentage of rental housing increased by 4.8 percent. Rental units can be found in both multi-family developments and single-family structures.

Table 12: Owner-occupied vs. Renter-occupied Housing Units

	2010		2020	
Total households	7,148		6,806	
Owner-occupied housing units	3,452	48.3%	3,029	44.5%
Renter-occupied housing units	3,696	51.7%	3,777	55.5%
<i>Source: ACS 5-Year 2016 - 2020</i>				

The map in Figure 11 depicts the proposed location of high density residential. This data was provided by the City's Department of Planning in March 2022 but it is unclear if this proposal is still current. If pursued, this plan will limit areas that allow multi-family complexes, but it is also unclear how many units on each site constitute "high-density" residential.

Figure 11: Future Land Use for High Density Residential



Sources: City of Hammond, Civix

7.2 Age of Housing

Figure 12 shows that most housing in Hammond was built between 1960 and 2009. The lowest percentage of housing was built in 2014 and later. Understanding the status and concentration

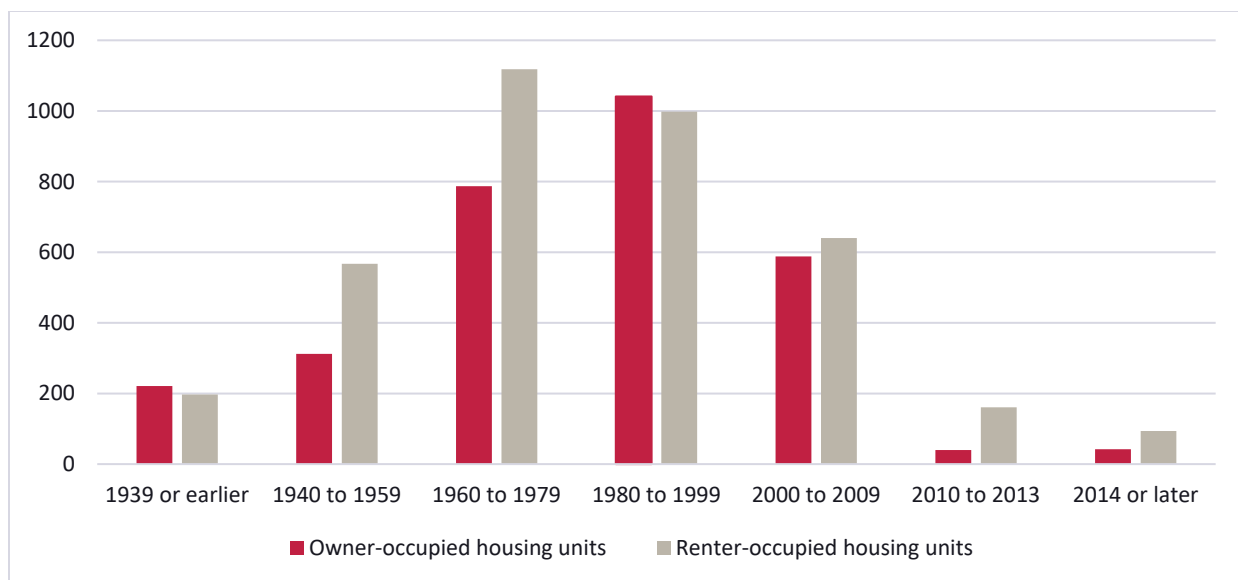
of older homes can inform policy recommendations about home repair and weatherization programs, especially for low-income homeowners.

Figure 12: Year Housing Units Built

	Housing units	Percent housing units
1939 or earlier	418	6.1%
1940 to 1959	879	12.9%
1960 to 1979	1905	28.0%
1980 to 1999	2039	30.0%
2000 to 2009	1228	18.0%
2010 to 2013	201	3.0%
2014 or later	136	2.0%

Source: ACS 5-Year 2016 - 2020

Figure 13: Age of Housing, Owner-occupied and Renter-occupied, Hammond, 2020



Source: ACS 5-Year 2016 - 2020

7.3 Housing Pipeline

According to the U.S. Census, the number of residential building permits have fluctuated since 2000 with a large spike between 2016 and 2018 and another spike in 2020. Figure 14 shows total residential permits by unit and does not differentiate between rental or owner-occupied units. However, Figure 15 gives a better indication that the spikes in building permits in 2016 and 2018 were likely due to permitting multi-family rental units.

Figure 14: Building Permits by Number of Units 2000-2020, U.S. Census

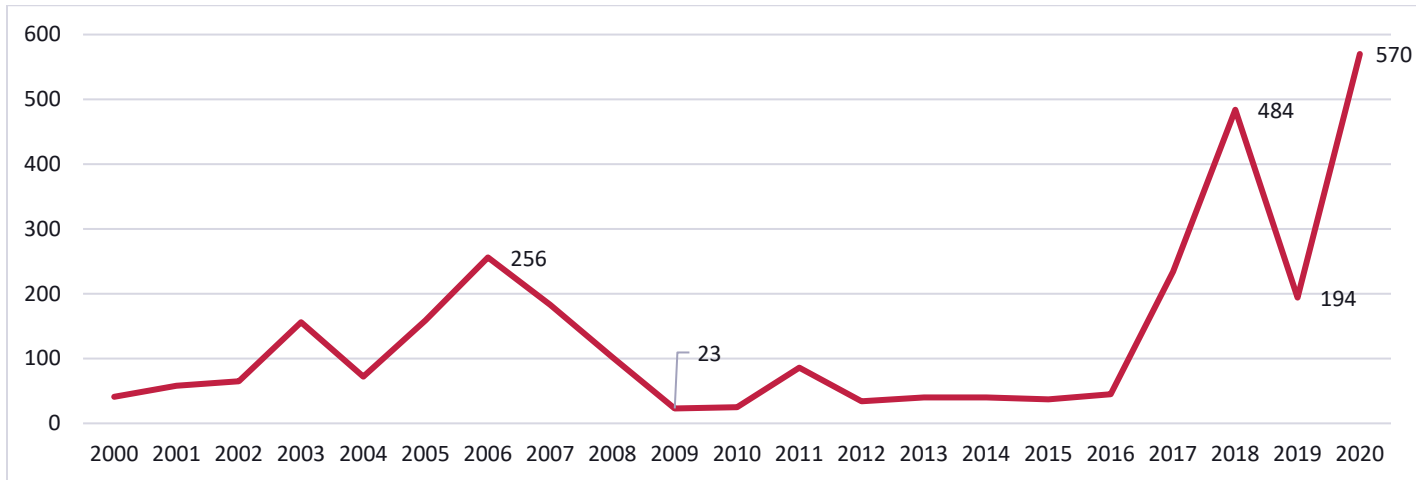
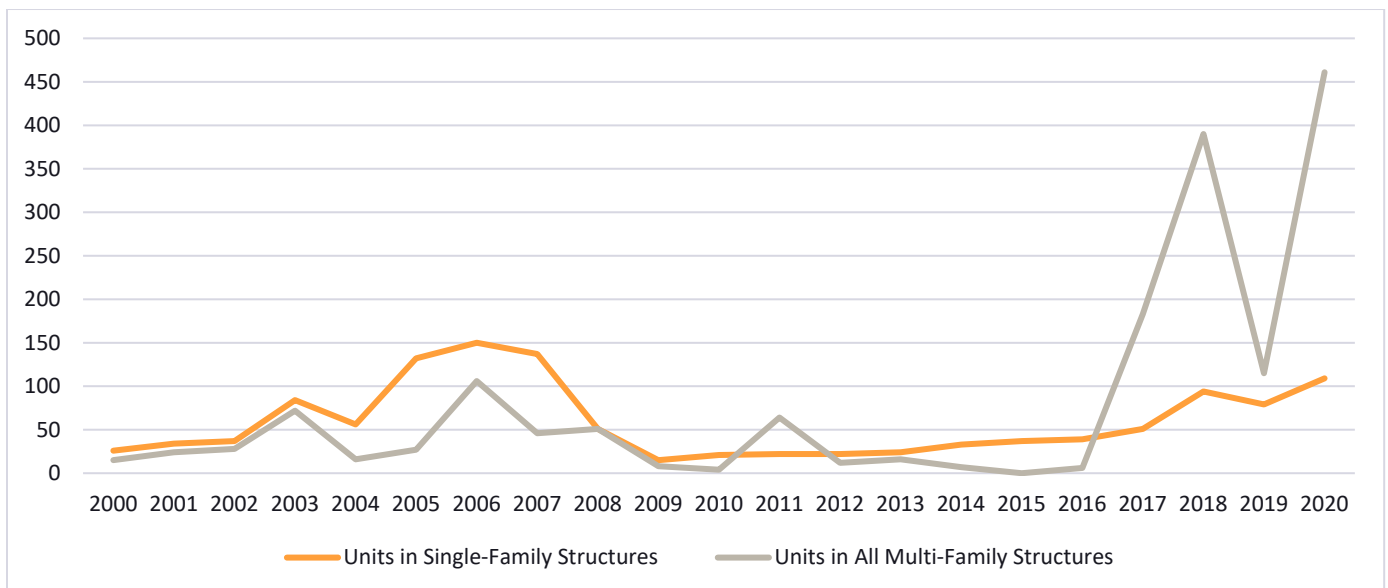


Figure 15: Building Permits by Number of Units in Single- and Multi-Family, U.S. Census



Source: HUD User SOCDS

The City of Hammond Building Department provided more recent information about residential building permits in June 2022 which is summarized in the map and table below with details provided to the City in a separate database. According to the City's data, between

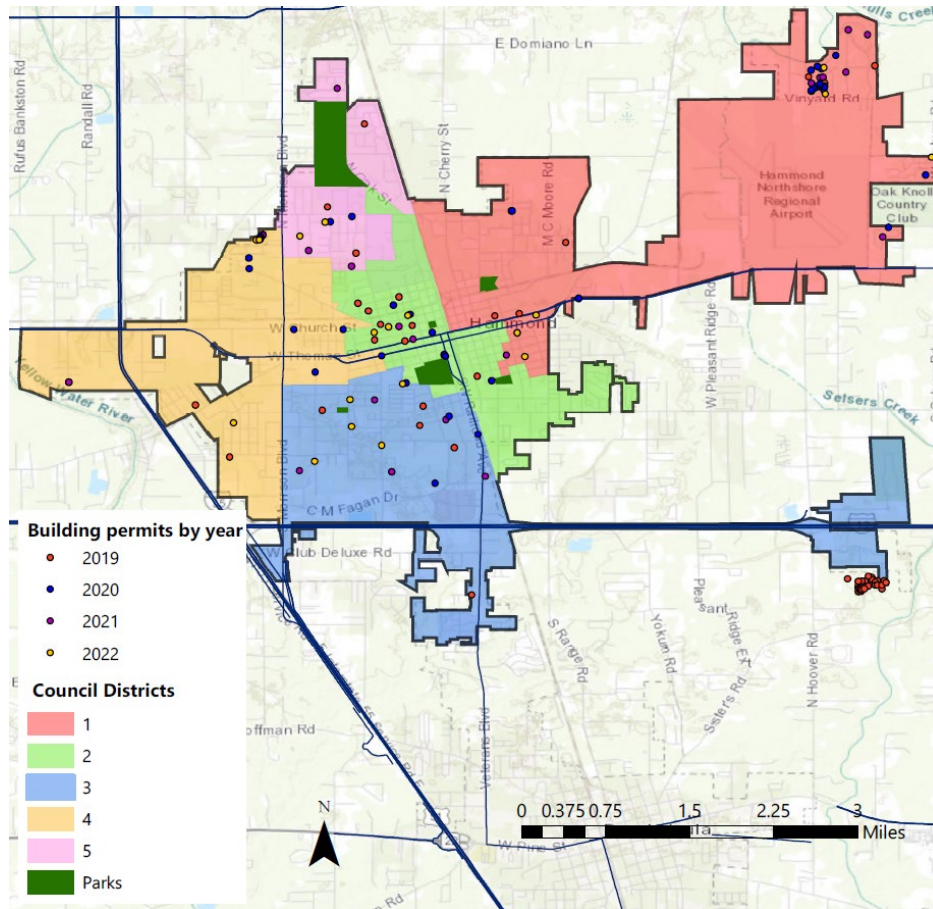
2019 and May 2022, 258 permits were issued for residential construction. Eight of the permits during this same time frame were for the construction of multi-family buildings that combined produced 546 units.¹⁰

Table 13: Building Permits 2019-2022

	2019	2020	2021	2022
Total units	454	226	102	25
Multi-family units (greater than 2)	391	107	48	0
Single or two units	63	119	54	25
<i>Source: City of Hammond Building Department</i>				

Figure 16: Building Permits, 2019 through May 2022

¹⁰ Building permit data does not currently does not currently include information on project completion. It's likely that a subset of the permits issued were never completed. Further data gathering is needed to determine which projects received a Certificate of Occupancy.



Source: City of Hammond, May 2022, Civix

7.4 Housing Sales

The following section uses Multiple Listing Service (MLS) data for the City of Hammond for the five years between May 2017 and May 2022. This data is aggregated to the level of U.S. Census Block Groups for analysis purposes.

Figure 17 provides a map of the following sales data from May 2017 to May 2022

- 861 single-family homes were recorded as sold,
- 149 vacant parcels were sold, and
- 29 sales were classified as multi-family

7.4.1 SINGLE-FAMILY HOME SALES

During the five-year period, among the 861 single-family home sales (some were sold more than once) the median listing price for single-family homes was \$179,900 or \$101.24/sq. ft. and median sales price was \$175,510 or \$99.51/sq. ft.

Among Block Groups, the median sales price of single-family homes ranged from \$39,950 in Block Group 0041 to \$305,000 in Block Group 2001.¹¹

Citywide, the median home sales price in Hammond increased during the five-year study period. Comparing the first year of data with the last year of data, the median single-family home sales price increased from \$152,900 in 2017-2018 to \$221,000 in 2021-2022. This \$68,100 difference represents a 45% price increase during the five-year period. The change in price per square foot generally matched increases in overall sales prices because the average size of homes sold did not change significantly during the five-year period. This increase also correlates with increases in rents as measured by the U.S. Census between 2015 and 2020. The subsequent two years of MLS data suggest that rents have likely increased beyond what was reported in the 2020 Census.

7.4.2 MULTI-FAMILY HOME SALES

The multi-family home sales data is less representative than the single-family data due to the small number of sales recorded during the five-year study period as well as ambiguities within the MLS system that make it difficult to parse whether a single unit of multi-family housing was sold or a building with multiple units.

Across the five-year period, according to the MLS data, the median sales price for multi-family properties was \$205,000.

Within Block Groups, the median sales price varied widely from \$62,500 in Block Group 4003 to \$1,550,000 in Block Group 0012. However, these major differences could be accounted for in the lack of specificity between units and buildings.

With few data points, measuring differences between the first and last years of the study period would not be representative, and the comparison is thus left out of this report.

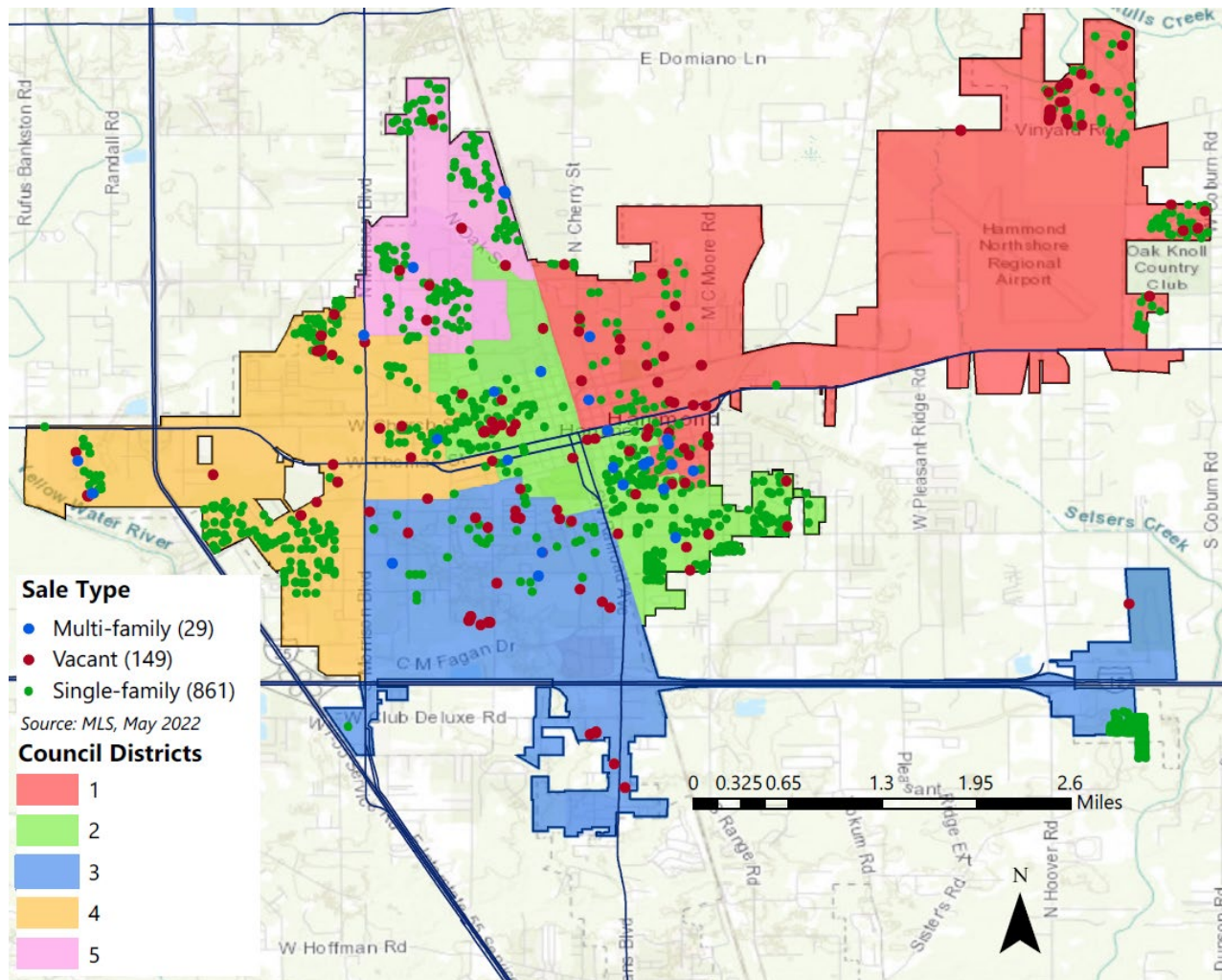
7.4.3 VACANT LAND SALES

During the five-year study period, 149 vacant parcels were recorded as sold via MLS. The median sales price was \$42,500. Over five years, the median price increased 12.5% from \$40,000 to \$45,000. The MLS data was not consistent in labeling parcel size, so there is not a reliable per square foot price for these sales.

Across Block Groups, the number of vacant properties sold varied from 1 in Block Groups 5041 and 6011 to 34 properties sold in Block Group 0032. High vacant property volumes can indicate strong market demand for speculative home construction.

Figure 17: Hammond 5-Year Sales Data, 2022

¹¹ See Census block group map for area reference in Appendix A

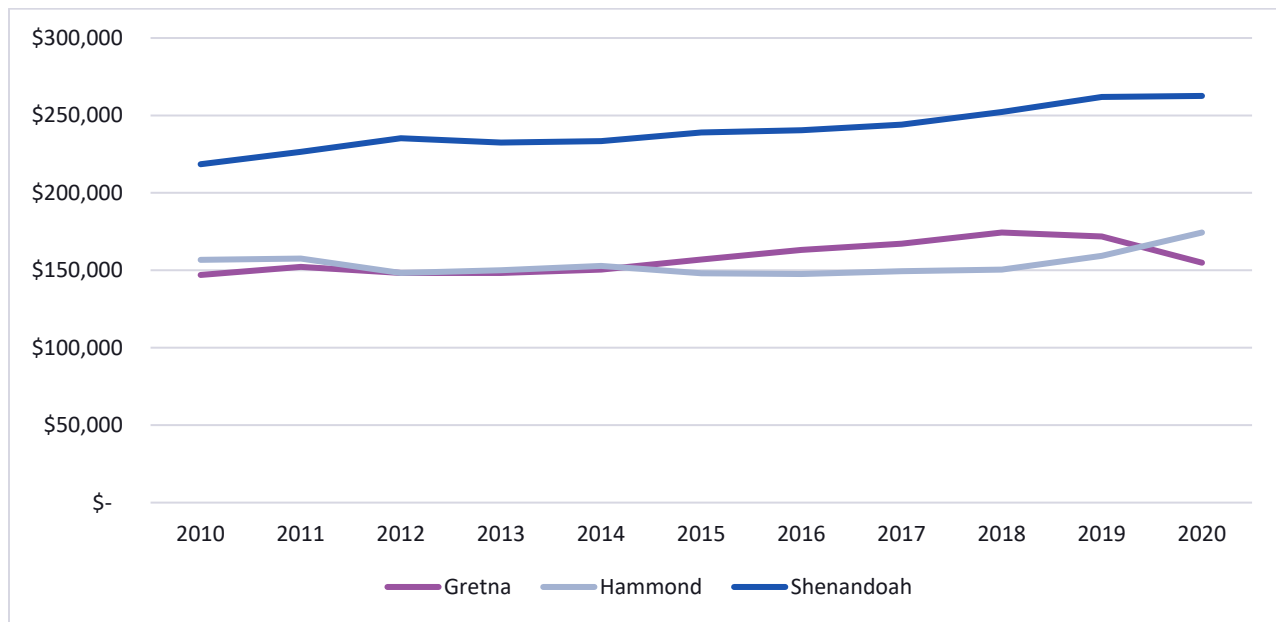


Source: Multiple Listing Service (MLS), May 2022, City of Hammond, Civix

7.5 Median Home Value

Using data from the U.S. Census American Community Survey, the median home value of Hammond increased about \$20,000 from \$156,800 in 2010 to \$174,400 in 2020. Hammond and Gretna home prices have remained consistently lower than Shenandoah.

Figure 18: Median Home Value Over Time

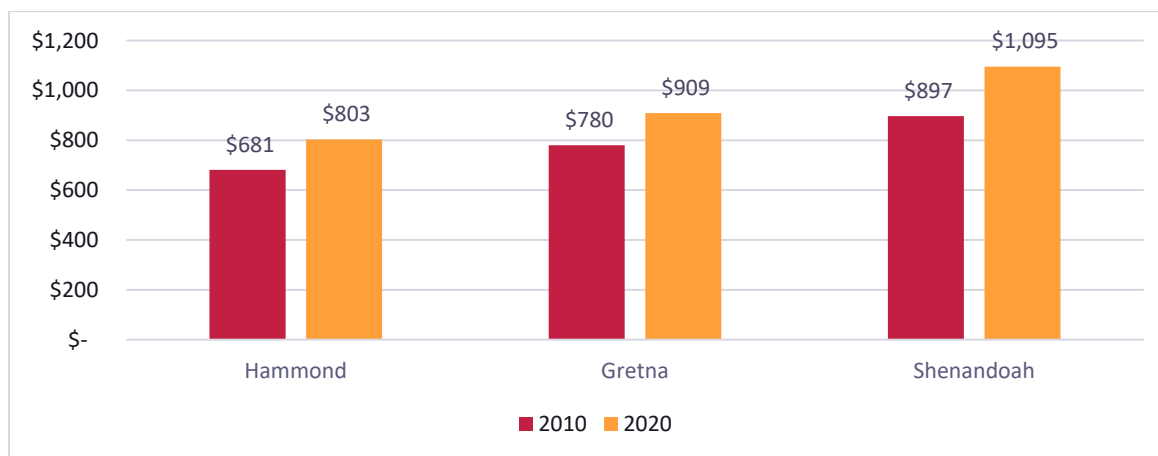


Source: ACS 5-Year 2016 - 2020

7.6 Median Gross Rent

While the chart below illustrates that rent in Hammond has increased by \$122 between 2010 and 2020, it has maintained the lowest rent compared to the peer cities.

Figure 19: Median Gross Rent Over Time



Source: ACS 5-Year 2016 - 2020

7.7 Poverty

Based on the U.S. Department of Health and Human Services 2019 Poverty Guidelines, the nationwide poverty level for a four-person household in 2019 was \$25,750¹². Based on the table below, an estimated 6,525 individuals in Hammond live in poverty, including 53.9 percent of all children under 18.

Table 14: Individuals Living in Poverty in Hammond, 2020

	Total	Below poverty level	Percent below poverty level
Population for whom poverty status is determined	17,404	6,525	37.5%
Age			
Under 18 years	4,298	2,318	53.9%
18 to 64 years	10,854	3,839	35.4%
65 years and over	2,252	368	16.3%

Source: ACS 5-Year 2016 - 2020

7.7.1 MONTHLY HOUSING COST AS A PERCENTAGE OF HOUSEHOLD INCOME

Housing cost as a percentage of income highlights the balance between housing costs and livable wages. People who spend more than 30 percent of household income on housing costs are considered cost burdened according to the United States Department of Housing and Urban Development (HUD).¹³ The Census defines homeowner housing costs to include property taxes, insurance, energy payments, water, and sewer service, and refuse collection. If the homeowner has a mortgage, the determination also includes principal and interest payments on the mortgage loan. For renters, housing costs include monthly rent and electricity and natural gas energy charges. As the following tables show, 21.2 percent of homeowners in Hammond are considered cost burdened while 66.9 percent of renters in Hammond are cost burdened.

Table 15: Monthly Owner Costs as a Percentage of Household Income

	Hammond		Gretna		Shenandoah	
Total Owner-Occupied Households	3,031		4,190		5,848	
Costs are less than 15 percent of income	1,453	48.0%	2,522	61.3%	2,852	48.9%

¹² ASPE Poverty Guidelines. 2019 Poverty Guidelines. <https://aspe.hhs.gov/topics/poverty-economic-mobility/poverty-guidelines/prior-hhs-poverty-guidelines-federal-register-references/2019-poverty-guidelines>

¹³ HUD User (2017). Housing Cost Burden Among Housing Choice Voucher Participants. <https://www.huduser.gov/portal/pdredge/pdr-edge-research-110617.html>

	Hammond		Gretna		Shenandoah	
15.0 to 19.9 percent	458	15.1%	365	8.9%	1,135	19.4%
20.0 to 24.9 percent	281	9.3%	430	10.5%	625	10.7%
25.0 to 29.9 percent	192	6.3%	309	7.5%	458	7.8%
30.0 percent or more of income (cost burdened)	641	21.2%	485	11.8%	768	13.2%
50.0 percent or more of income (severely cost burdened)	248	8.2%	263	6.4%	323	5.5%
Not computed	6	(X)	79	(X)	10	(X)
<i>Source: ACS 5-Year 2016 - 2020, Note that percentages are based off the number that can be computed, "not computed" households are not included in percentages</i>						

Table 16: Monthly Gross Rent as a Percentage of Household Income

	Hammond		Gretna		Shenandoah	
Total Renter Households	3,775		3,701		1,631	
Rent is less than 15.0 percent of income	158	4.9%	190	5.7%	307	19.1%
15.0 to 19.9 percent	327	10.2%	565	16.8%	145	9.0%
20.0 to 24.9 percent	180	5.6%	522	15.5%	308	19.2%
25.0 to 29.9 percent	395	12.4%	456	13.6%	292	18.2%
30.0 percent or more (cost burdened)	2,138	66.9%	1,626	48.4%	554	34.5%
50.0 percent or more (severely cost burdened)	1,319	41.2%	1,034	30.8%	76	4.7%
Not computed	577	(X)	342	(X)	25	(X)
<i>Source: ACS 5-Year 2016 - 2020, Note that percentages are based off the number that can be computed, "not computed" households are not included in percentages</i>						

7.8 Vacancy and Blight

Vacancy status is used as an indicator of a region's housing market and provides information on the stability and neighborhood quality of life. Measuring vacancy provides insight into the demand for housing and housing turnover within areas, and it helps a jurisdiction better understand the housing market over time. It's important to note prior to analyzing any data about vacancy that the term "vacancy" has two distinct definitions that impact the reviews and recommendations related to this type of property. For purposes of this report, vacant structures are properties with structures but no occupants. Vacant lots are properties that have no structure. If a property contains a structure, regardless of its condition, it is not considered a vacant lot.

7.8.1 VACANT LOTS

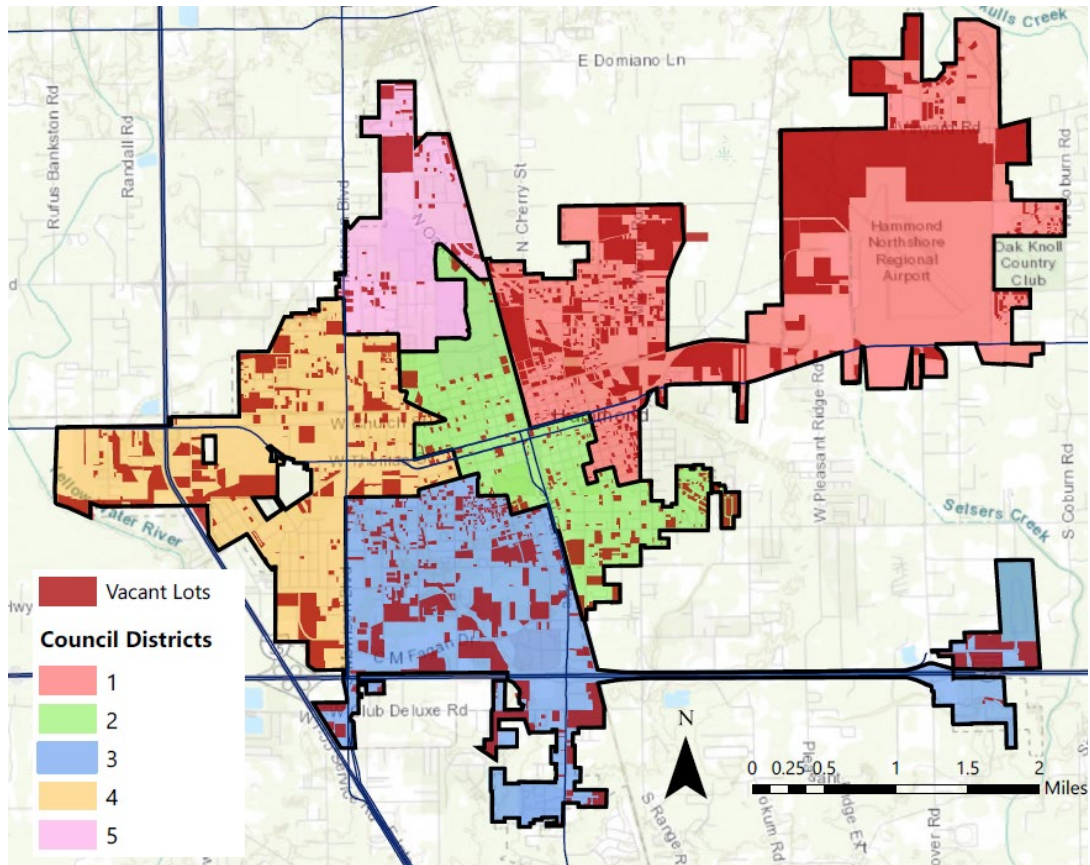
Based on information obtained from the City, prior to the property survey, we can estimate that roughly 19.5 percent of lots in Hammond are vacant lots (no structure), which equates to 26.3 percent of all land area in Hammond¹⁴.

Some vacant land is developable while other vacant land should remain vacant to avoid future ramifications such as, development in a FEMA regulated floodway.¹⁵ The maps in Figure 20 and Figure 21 indicate where vacant lots were identified in Hammond within each Council District and differentiates between vacant lots located in the regulated floodway. A regulated floodway is an area of land designated by FEMA as a, *channel of a river or other watercourse and the adjacent land areas that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height*.

Figure 20: Vacant Lots by Council District, 2020

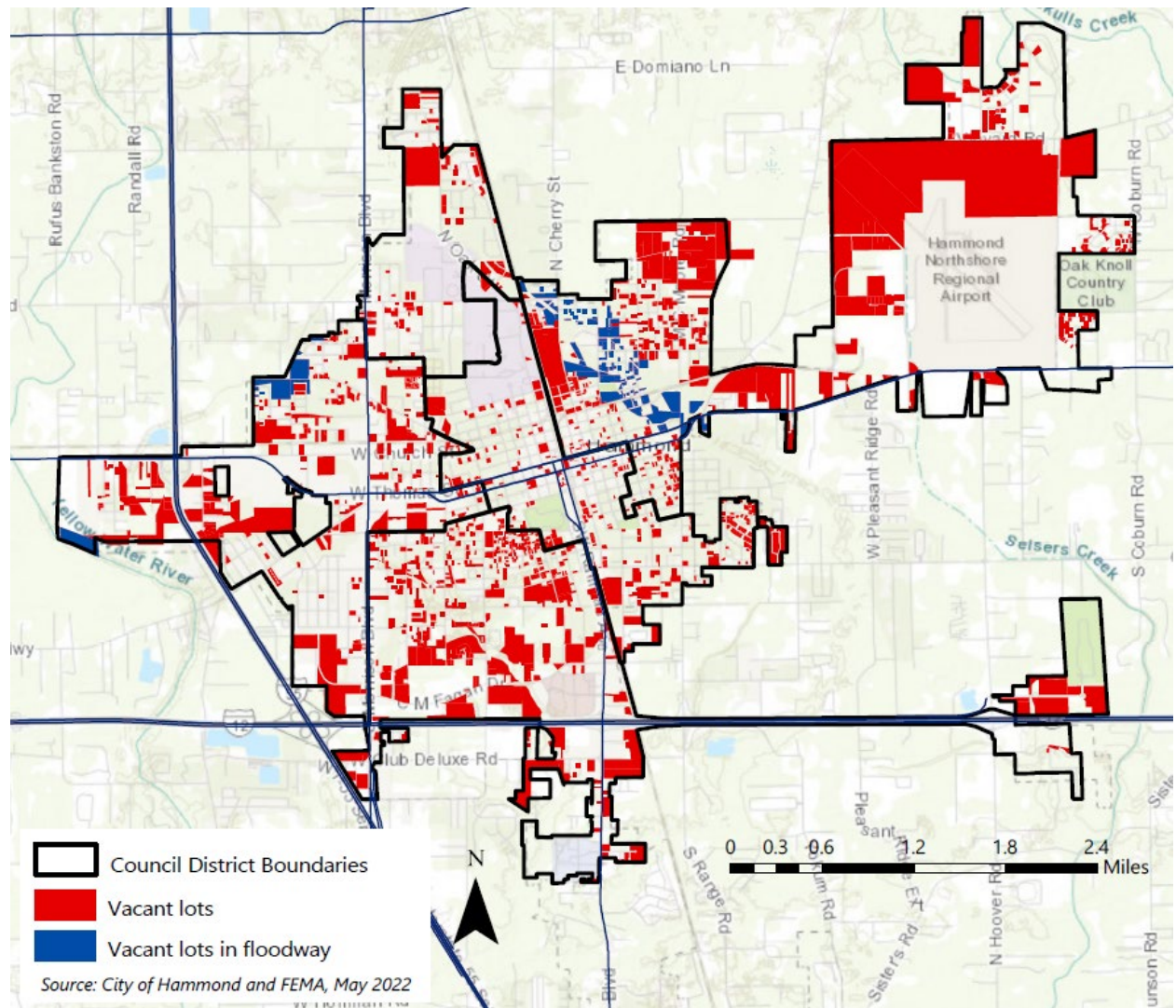
¹⁴ Data provided in this section about vacant lots is an estimate based on data received from the City in April 2022 via two sources; building footprints and tax assessor parcels. The two data sets were ultimately joined and analyzed to remove easements and other unbuildable lots. During this process discrepancies were noted that indicate the data is not 100 percent accurate but can be considered representative at the block group level.

¹⁵ FEMA (accessed 2022). Floodway. <https://www.fema.gov/glossary/floodway>



Source: City of Hammond (2022), Civix

Figure 21: Vacant Lots in a Regulated Floodway, 2020



Sources: City of Hammond, FEMA (May 2022), Civix

7.8.2 VACANT STRUCTURES

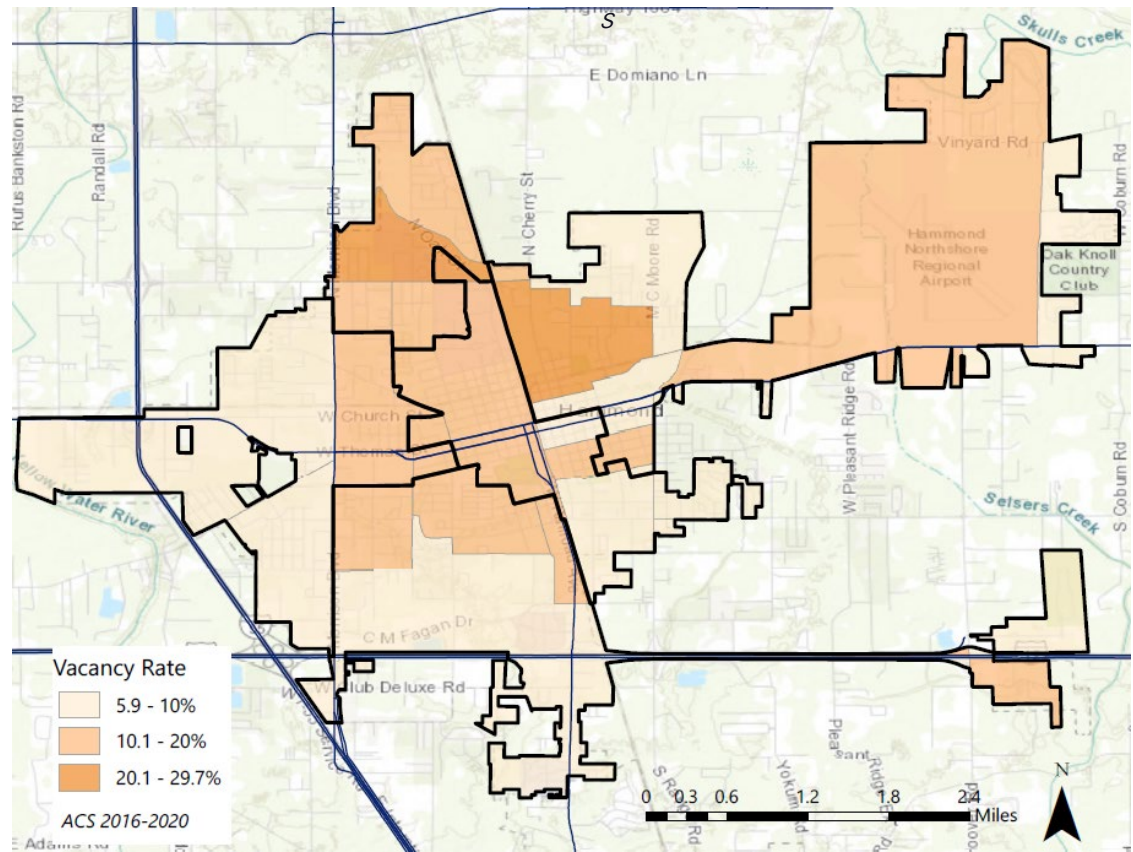
Contrary to vacant lots, vacant structures are properties that contain a structure but by all appearances and available data, nobody is living in the structure. According to the U.S. Census, Hammond's vacancy rate increased citywide between 2010 and 2020 by 3.9 percent and the number of vacant structures in 2020 was 1,235—more than Gretna and Shenandoah in the same year.

Table 17: Vacancy Rates and Vacant Structures

	Hammond		Gretna		Shenandoah	
	2010	2020	2010	2020	2010	2020
Total:	8,059	8,470	7,962	8,159	7,258	8,031
Occupied	7,194	7,235	6,968	7,283	7,014	7,660
Vacant	865	1,235	994	876	244	371
Vacancy Rate	10.7%	14.6%	12.5%	10.7%	3.4%	4.6%
Source: ACS 5-Year 2016 - 2020						

The map in Figure 22 shows that two areas in the central north part of Hammond have the highest vacancy rates in the city at more than 20 percent.

Figure 22: Vacancy Rate by Block Group, 2020



Sources: U.S Census Bureau, 2016-2020 American Community Survey 5-year Estimate, Civix

7.8.3 BLIGHT

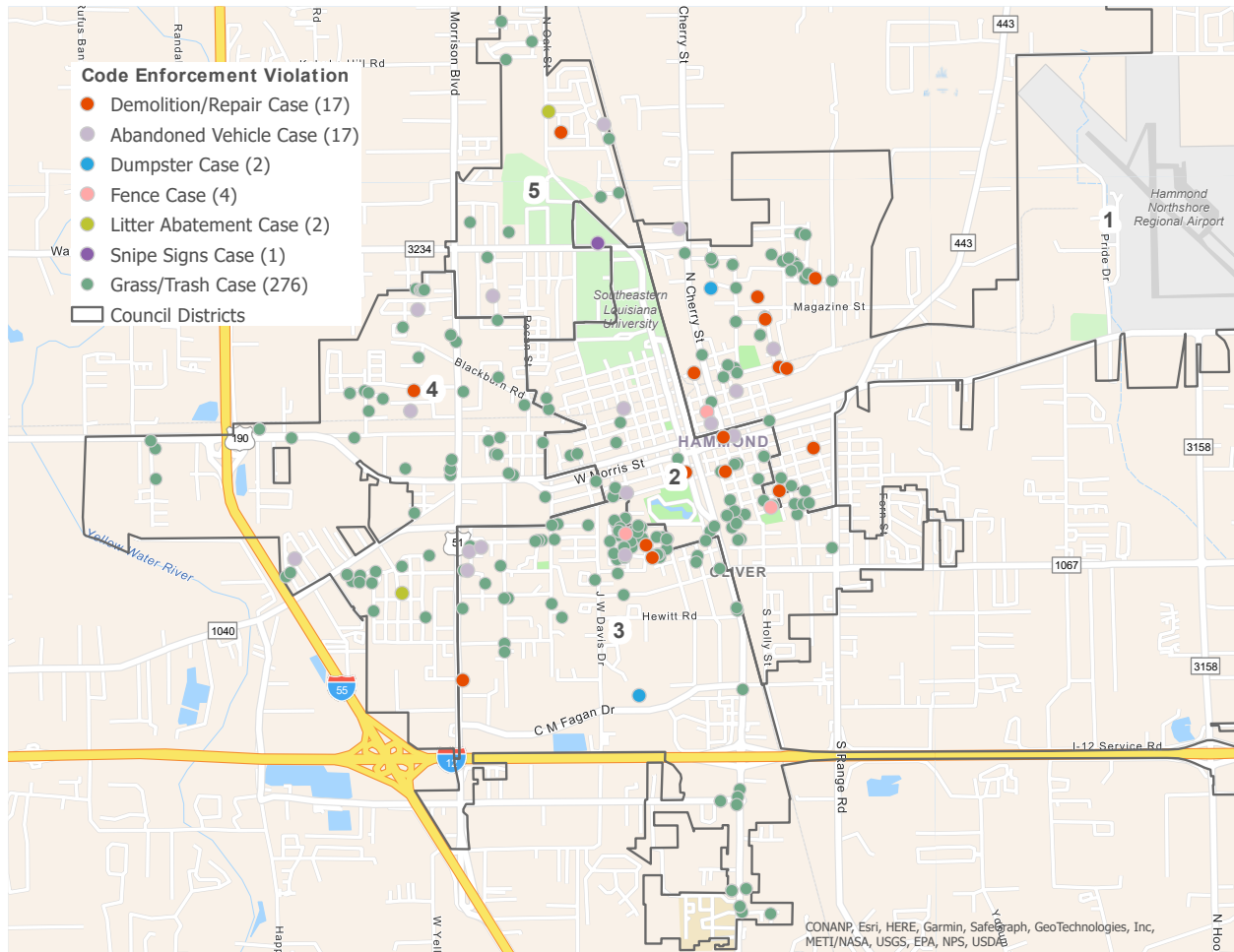
According to the City's Code Enforcement Division of the Buildings Department, as of May 2022, 320 properties have some level of active code violation and may be considered Blighted (see defined terms in Section II). However, there are seven categories of code violations that differentiate between minor infractions such as yard signs to more severe violations such as, demolition. The categories and cases in each category classified by status are indicated in Table 18.

Table 18: Code Violations by Type and Status, May 2022

Type Status	Count
Abandoned Vehicle Case	18
In Violation	12
Pending	5
Under Review	1
Demolition Repair Case	17
In Violation	12
Pending	5
Dumpster Case	2
In Violation	2
Fence Case	4
Pending	4
Grass Trash Case	276
In Violation	158
Pending	118
Litter Abatement Case	2
In Violation	1
Pending	1
Snipe Signs Case	1
Pending	1
Grand Total	320
<i>Source: City of Hammond, Code Enforcement Office, June, 2022</i>	

Figure 23 presents a map to indicate the general location of each active code violation type. Most demolition cases, 8 out of 17, appear in Council District 1.

Figure 23: Code Enforcement Cases by Council District



Source: City of Hammond (May 2022), Civix

7.8.4 ADJUDICATED PROPERTY

If a property owner is delinquent on property taxes to the Parish or City, regardless of the blighted condition, the property will be placed into an upcoming tax sale for buyers to bid on an interest in the property. One or more buyers may purchase a tax sale interest in a property, but this does not constitute a title transfer, thus the property title remains in the original property owner's name for at least 18 months.

If the property is blighted, the original property owner has 18 months to reclaim their property by paying back all taxes plus interest to the tax interest buyer(s). If the property is not blighted, the original owner has three years to reclaim their property by repaying all taxes plus interest to the tax interest buyer(s). If the property owner does not reclaim their property within the applicable redemption period, the property title may be transferred to a new owner that has maintained the taxes for three years. Alternatively, if a property's tax interest is not purchased

at a tax sale, the property is adjudicated to the City.¹⁶ In accordance with the redemption period stipulated by State law, the City maintains all adjudicated property until a new disposition or public use is determined.

Tax sale and tax adjudicated property data from Tangipahoa Parish was geocoded and cleaned to remove any properties with incomplete data. As of June 2022, there are 13 adjudicated properties with their tax interest purchased at a previous tax sale. The owners have time remaining to repay the back taxes and penalties prior to the ability of the tax interest buyer to pursue site control through legal means. Moreover, as of June 2022, 134 properties are adjudicated,¹⁷ and no buyer purchased the tax interest at tax sale for these properties so the City is now maintaining them and may dispose of them after the required redemption period is met (Table 19).¹⁸ Lastly, as of June 2022, there are no properties in Hammond currently scheduled for tax sale.¹⁹ Tax sales are hosted and managed by a third party, Civic Source. Figure 24 provides an overview of the location of tax interest purchased properties and tax adjudicated properties.

Table 19: Tax Sale and Tax Adjudicated Properties by Council District

Council District	Adjudicated Properties	Tax Sale – Redemption Status
1	60	4
2	5	2
3	50	5
4	16	1
5	3	1
Total	134	13

Source: Parish Tax Assessor, May 2022

Adjudicated property and tax sale policies are determined by state law. More details about the tax sale process and requirements and adjudicated property can be obtained by reviewing the Louisiana Revised Statutes beginning at RS 47:2122.²⁰

¹⁶ Adjudicated property means property of which tax sale title is acquired by a political subdivision pursuant to R.S. 47:2196 (<https://www.legis.la.gov/legis/Law.aspx?d=631506>)

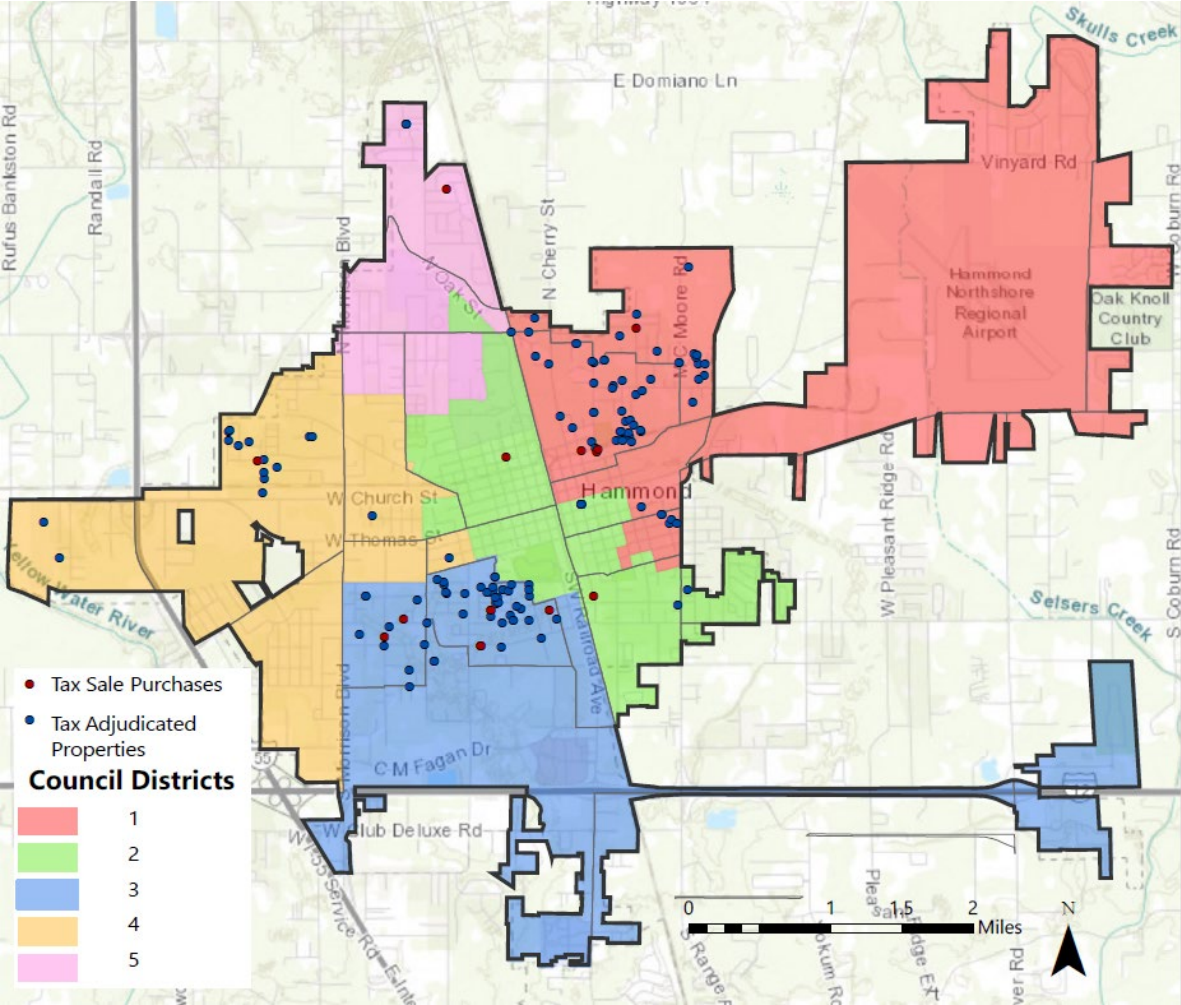
¹⁷ Tangipahoa Parish Assessor's office, adjudicated property list provided on June 16th, 2022

¹⁸ There may be overlap between properties that have a code violation and are adjudicated

¹⁹ City of Hammond online data. <https://www.civicsource.com/auctions/?state=22&politicalSubDivision=22105>

²⁰ Louisiana State Legislature. RS 47:2122. <https://www.legis.la.gov/legis/Law.aspx?d=631506>

Figure 24: Tax Sale Purchases and Tax Adjudicated Properties, May 2022



Source: Parish Tax Assessor, (May 2022), Civix

8. Enhancement Areas

One of the purposes of this study is to propose target areas within city limits to direct strategic interventions that can stabilize and encourage sustainable neighborhood growth. This section will describe in detail the data driven approach used to identify the Enhancement Areas.

8.1 Methodology

The Enhancement Area (EA) boundaries are based on aggregated U.S. Census Block Groups as reported during the 2020 Decennial Census. Not all Block Groups have significant amounts of land or population within Hammond city limits, which further narrowed the focus areas. As a result, twenty-three Block Groups in the City of Hammond were analyzed to determine the final proposed EAs.

Each of the block groups analyzed are represented using the factors below:

- **(Re)development Opportunity (What is available to develop or redevelop?)**
 - a. Vacant and developable (no structure, not in a regulated floodway) land via spatial analysis
 - b. Demolition/Repair code enforcement violations
 - c. Adjudicated properties via Tangipahoa Parish data
- **Demand (How is the market already shaping the area?)**
 - a. Overall Demand
 - i. Change in gross rent (Census)
 - ii. Population change (Census)
 - b. Single Family Demand
 - i. Single family sales (MLS)
 - ii. Five-year change in median price per square foot SF sales (MLS)
 - iii. SF building permits trend (City data)
 - c. Multi-family Demand
 - i. Five-year change in multi-family sales numbers (MLS)
 - ii. MF building permits trend (City data)
 - d. Vacant (and Developable) Land Demand
 - i. Five-year change in vacant lot sales numbers (MLS)
 - ii. Five-year change in median vacant lot sales prices (MLS)
- **Other HAC/City-specific Development Priorities**
 - a. Proximity to community assets
 - i. Parks and Master Plan

8.1.1 INDICATORS

Using a data-driven approach, the methodology used to identify the EAs begins with choosing available and descriptive indicators that highlight areas that are marketable but need additional investments. This section includes a description of the key indices that are used across the city to identify the most logical areas for growth opportunities.

8.1.1.1 Vacant and Developable Land

This data layer indicates where it is presumed that no structure is present on a parcel within city limits. Vacant land has fewer barriers to development or redevelopment than those parcels that have structures present. Additionally, the Regulated Floodway is used to exclude properties that face high flood risk and would likely have trouble obtaining flood insurance. These parcels were determined through a GIS spatial analysis based on layers provided by the City. The tax parcel and building footprint layers cannot be considered 100% accurate because there is no indication of the last update, but they can be used as representative of the Block Group level. The rankings are based on representative analyses of vacant land percentages within each Block Group, rather than a parcel-by-parcel census of vacant land.

8.1.1.2 Properties with Serious Code Enforcement Violations (Demolition/Repair Cases)

This data, provided by the City of Hammond, reveals areas of distress and areas of opportunity based on parcel data collected by the Building Department in 2022. Neighborhoods with many properties cited for demolition or repair could indicate disinvestment. However, this can also indicate an opportunity to redevelop properties for housing and commercial use or invest in other community assets such as green infrastructure and green space.

8.1.1.3 Adjudicated Properties

The list of adjudicated properties received from the City on June 16, 2022, is used to map redevelopment potential for the City because they indicate disinvestment by the private market and in certain cases, properties come under the control of the City, increasing the number of potential tools available for public sector-driven redevelopment.

8.1.1.4 Change in Gross Rent

Change in gross rent, collected by the U.S. Census American Community Survey (ACS) for 2011-2015 and 2016-2020, can indicate market demand for rentals and can suggest patterns of disinvestment or displacement when compared to population changes.

8.1.1.5 Change in Population

Demonstrates both the density of a neighborhood and the flow of people in or out of the neighborhood based on changes reflected in 2010 and 2017 ACS data. An increasing population indicates that an area has added housing units and/or is in higher demand. A decreasing population shows that individuals are leaving an area, possibly due to a lack of adequate housing, services, and perception of safety.

8.1.1.6 Home and Vacant Land Sales Data

Multiple Listing Service (MLS) real estate sales data was used to measure market demand across single-family home, multi-family home, and vacant land sales. This data is critical to understand how the market has already been shaping each Block Group over the past five years, which have seen significant market changes.

Some block groups had no sales during the five-year period and others did not have enough data to confidently demonstrate a change in median sales price or price per square foot.

Vacant land and multi-family data are not as prevalent as single-family sales, so as demand is mapped in more detail, these types of sales could be examined more closely to help inform specific interventions for each type of housing within the Enhancement Areas.

8.1.1.7 Building Permits Data

The City of Hammond provided data from 2018-2022 on building permits issued. This indicates existing development demand among the private market across Block Groups in city limits. Note that while the building permits were issued, we do not have data confirmation that construction was completed.

8.1.1.8 Proximity to Quality-of-Life Assets

Factors in the value of having access to nearby assets such as parks, libraries, public transportation stops, and commercial corridors. Homes that are within quarter mile radius of attractive assets are presumably more likely to attract investment. These factors will primarily influence possible intervention types across different Enhancement Areas.

8.2 Enhancement Areas Identification

The Block Groups are prioritized based first on redevelopment opportunity, then demonstrated market demand. Once ranked by those indicators, we can apply other factors to help understand which types of interventions could be recommended for specific area conditions.

Redevelopment opportunity helps us understand the land that could be available for development or redevelopment within city limits today. It is indicated by the presence of vacant land that is not in a FEMA-regulated floodway as well as serious code enforcement violations and adjudicated properties. Serious code enforcement violations are defined as those classified by the City of Hammond Code Enforcement team as “Demolition/Repair,” which could indicate blighted structures, and adjudicated properties are those under the care of the City that have not otherwise been disposed of via tax sale.

After classifying the Block Groups by redevelopment opportunity, they are sorted by market demand. Based on U.S. Census, private real estate, and City data, the Block Groups are analyzed to view overall housing market demand, which includes changes in gross rent and population, single-family and multi-family demand, which is viewed through the lens of sales data and building permit numbers, and vacant land demand, which is determined through land sales data.

Once the Block Groups were assigned scores based on trends within each factor, a weighting system is applied to determine an overall score. Redevelopment potential was given a higher weight because of the potential tools available to the City of Hammond for future interventions. The market demand scores for each Block Group were summed to indicate an overall market demand plus the demand for each type of housing and/or property.

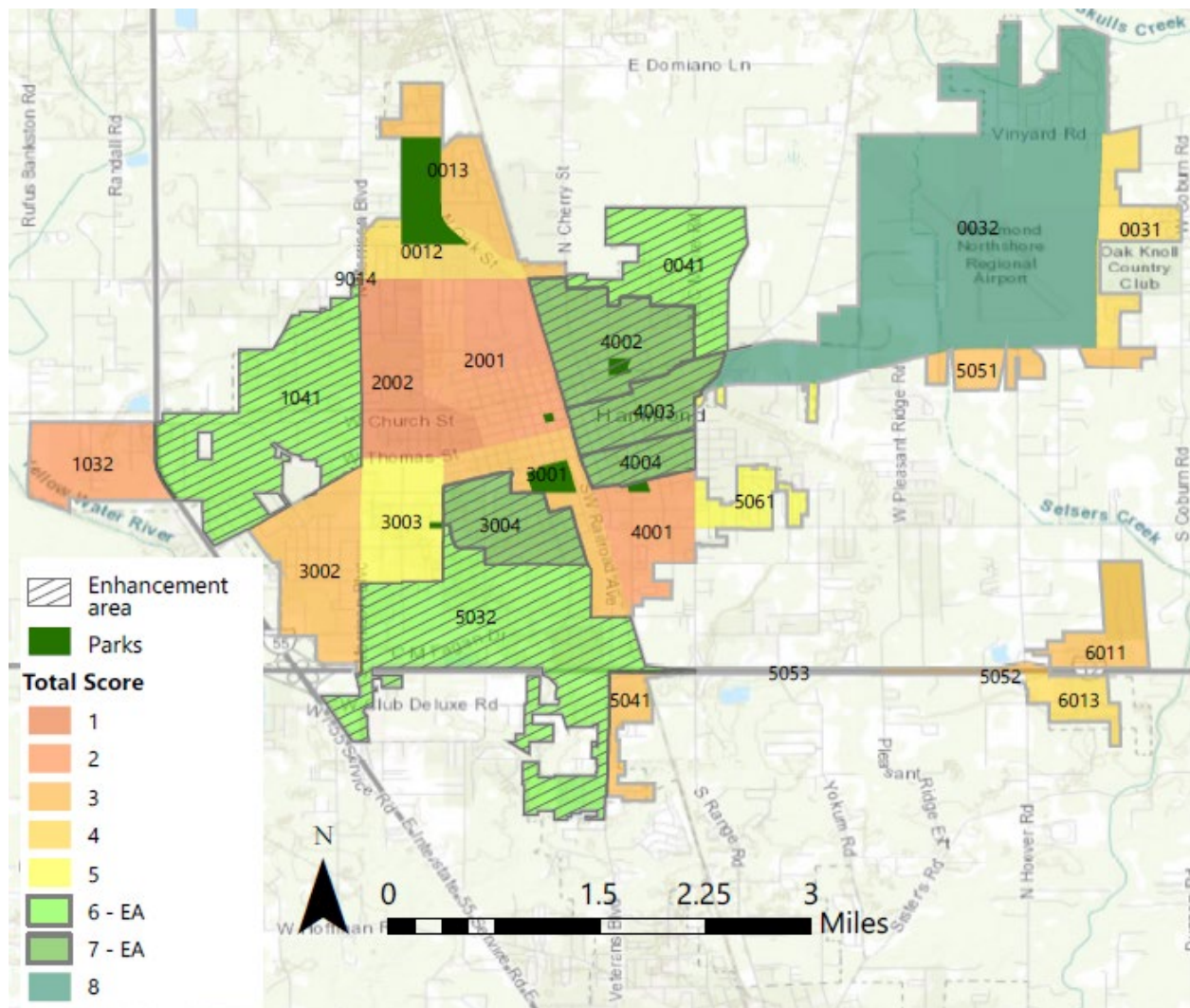
8.2.1 ENHANCEMENT AREA LOCATIONS

Based on layering redevelopment potential with market demand indicators, seven of Hammond’s 23 Block Groups were identified as scoring higher than other Block Groups and selected as the most appropriate Enhancement Areas. Figure 25 shows all 23 Block Groups

using the last four-digits of the Census code. The seven Enhancement Areas are displayed in green and carry a score of 6 or 7.

the EAs are located across the City of Hammond, particularly southwest and northeast of downtown as well as an area west of downtown between I-55 and North Morrison Blvd.²¹ Figure 26 displays the Enhancement Areas and Council Districts together.

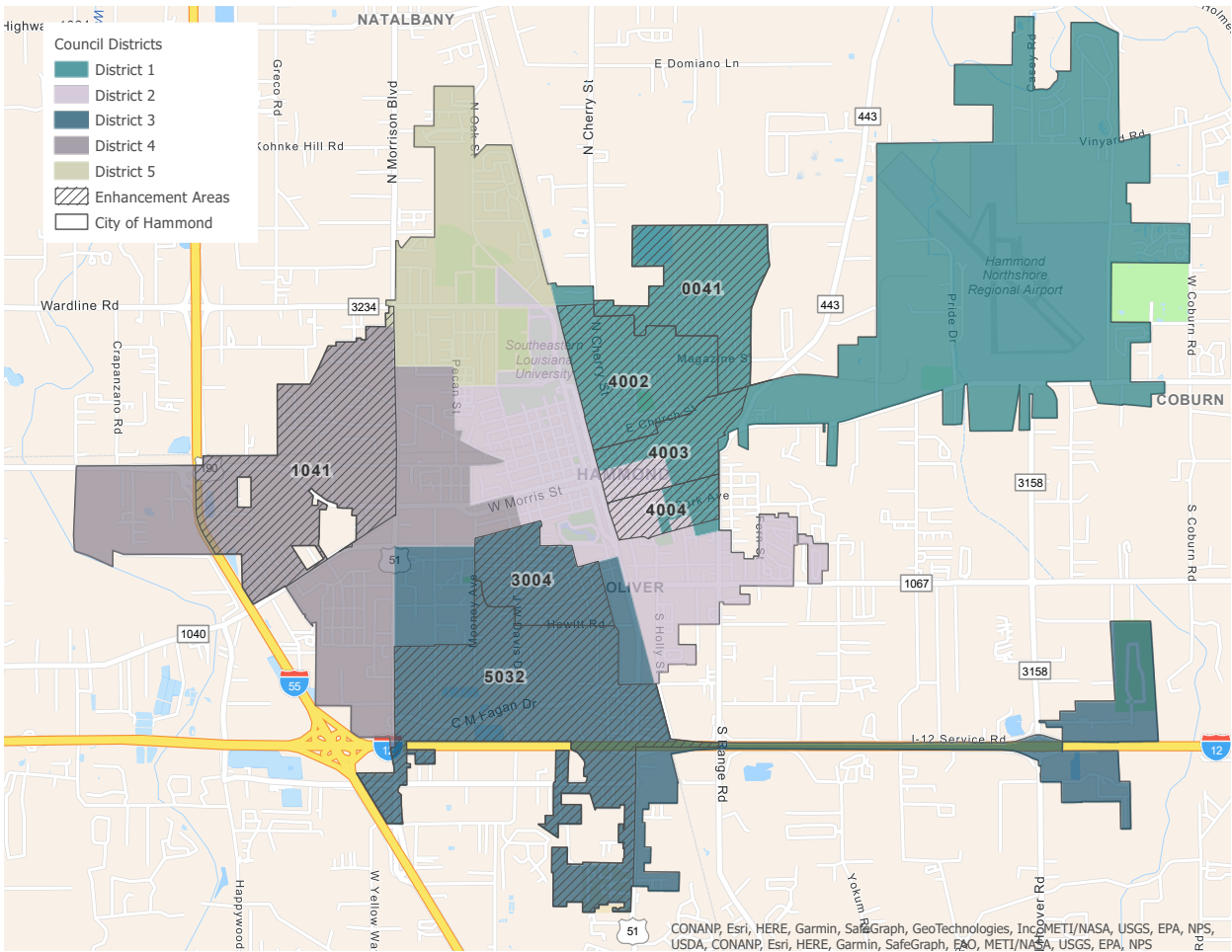
Figure 25: Enhancement Areas by Block Group Score



Source: City of Hammond, Civix (2022)

²¹ Note: Block Group 0032 (which includes the Hammond airport) had a high weighted score but was excluded from the EAs based on its score deriving primarily from new greenfield subdivision development and resale in the past five years. This means price and population increases are indicated as more extreme than other Block Groups.

Figure 26: Enhancement Areas by Council District



Source: City of Hammond, Civix (2022)

9. Property Inventory

Once the Enhancement Areas were identified, a field survey was conducted to collect current data about the magnitude and concentration of dilapidated and vacant residential properties in each EA. The next few sections and related appendices provide details about the vacant and substandard property conditions.

The data collected about vacant and substandard structures was collected through a combination of field surveys and existing city data. For field surveys, a windshield survey was completed to collect the following information about each vacant and substandard property in all or a portion of each of the seven Enhancement Areas:

- Property status (vacant, occupied dilapidated, unoccupied dilapidated),
- Property type (residential, commercial, etc.),
- Residential housing type (single or multi-family),
- Structure conditions,
- Landscape conditions, and
- Neighborhood-scale public infrastructure conditions.

It is worth noting that the term “dilapidated” is not defined in the Municipal Code of Ordinances but the Housing Committee specifically requested a review of dilapidate-substandard structures in addition to blighted property. For this study, *dilapidated* is defined as:

*a unit suffering from excessive neglect, where the building appears structurally unsound and maintenance is non-existent, not fit for human habitation in its current condition, may be considered for demolition or at minimum, or major rehabilitation will be required.*²²

It is unclear why a property may be dilapidated but does not have an associated blight violation notice from code enforcement. Most likely a dilapidated property that does not also have a blight violation has never been reported to Code Enforcement so inspectors are unaware of it but this reasoning would need further review to confirm accuracy and if there are other reasons that contribute to this discrepancy.

²² City of Oakland. (2014). Housing Element 2015 – 2023, Appendix A: Housing Condition Survey Methodology and Results. Available at <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/policy/oak051102.pdf>.

9.1 Existing City Data

Prior to conducting the field survey, existing City data was used to estimate vacant and blighted properties in the Enhancement Areas. Parcels with a building value of zero from the Parish tax assessor were presumed vacant and are shown in red in Figure 28. Blighted properties are shown in blue and are defined as any parcel with a code violation categorized as demolition or repair. Dilapidated property data was not estimated prior to the field survey as there is no available data to determine a logical estimate of dilapidated properties that do not also already have a code violation.

9.1.1 CODE ENFORCEMENT VIOLATIONS

Currently, there are 319 active code enforcement violations in the City of Hammond. Of the surveyed properties, 23 have a code enforcement violation (Table 20). Of those 23 code enforcement violations, seven are demolition/repair cases and 16 are grass/trash cases (Table 21).

Table 20: Survey Results – Code Enforcement Violations

EA	Code Enforcement Violation Properties – Surveyed	Code Enforcement Violation Properties - All
0041	0	14
1041	4	34
3004	12	65
4002	3	31
4003	1	34
4004	3	19
5032	0	17
Outside EAs	0	105
Total	23	319

Source: City of Hammond (2022)

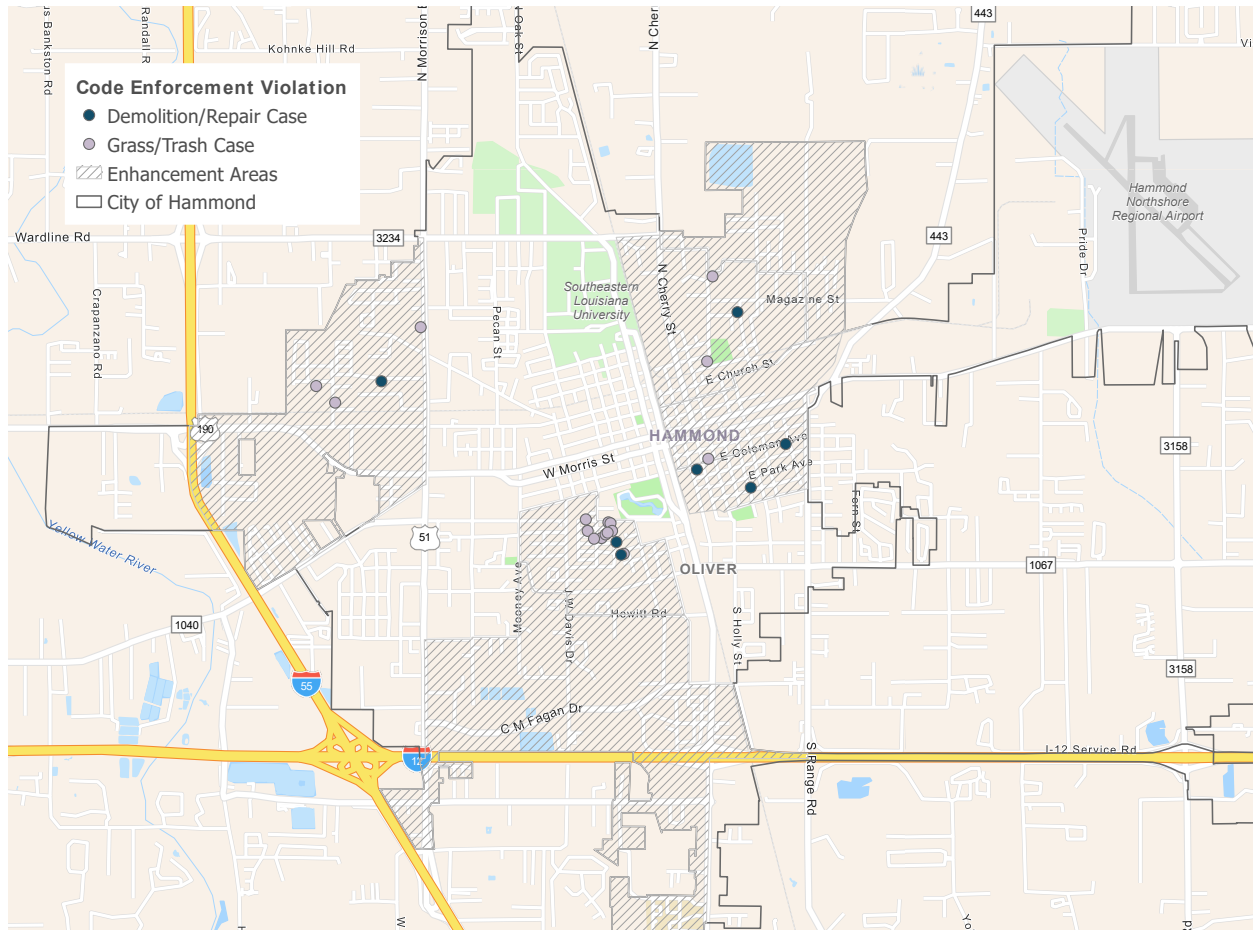
Table 21: Survey Results – Code Enforcement Violations by Case Type

EA	Demolition/Repair Case	Grass/Trash Case
1041	1	3
3004	2	10
4002	1	2
4003	0	1
4004	3	0
Total	7	16

Source: City of Hammond (2022)

The map in Figure 27 shows code enforcement violations at the surveyed properties in the Enhancement Areas.

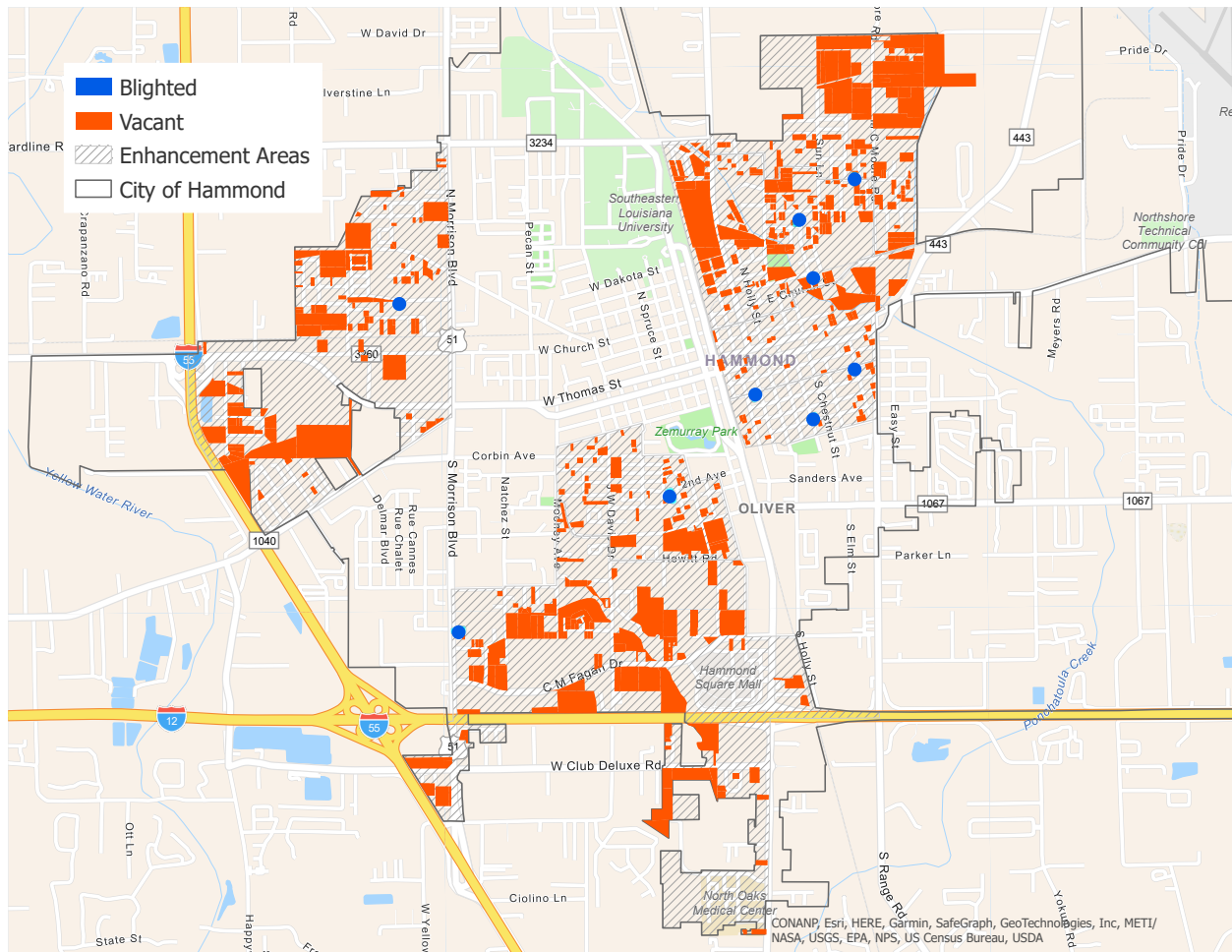
Figure 27: Surveyed Properties – Code Enforcement Violation



Source: City of Hammond, Civix (2022)

Prior to the field survey implementation, seven properties in the Enhancement Areas had a demolition/repair code violation, while 489 properties were identified as vacant (Figure 28). The data provided by the City was used by the field researcher to guide the survey and record inconsistencies between the condition estimates and the point-in-time field survey results.

Figure 28: Vacant and Blighted Properties in Enhancement Areas



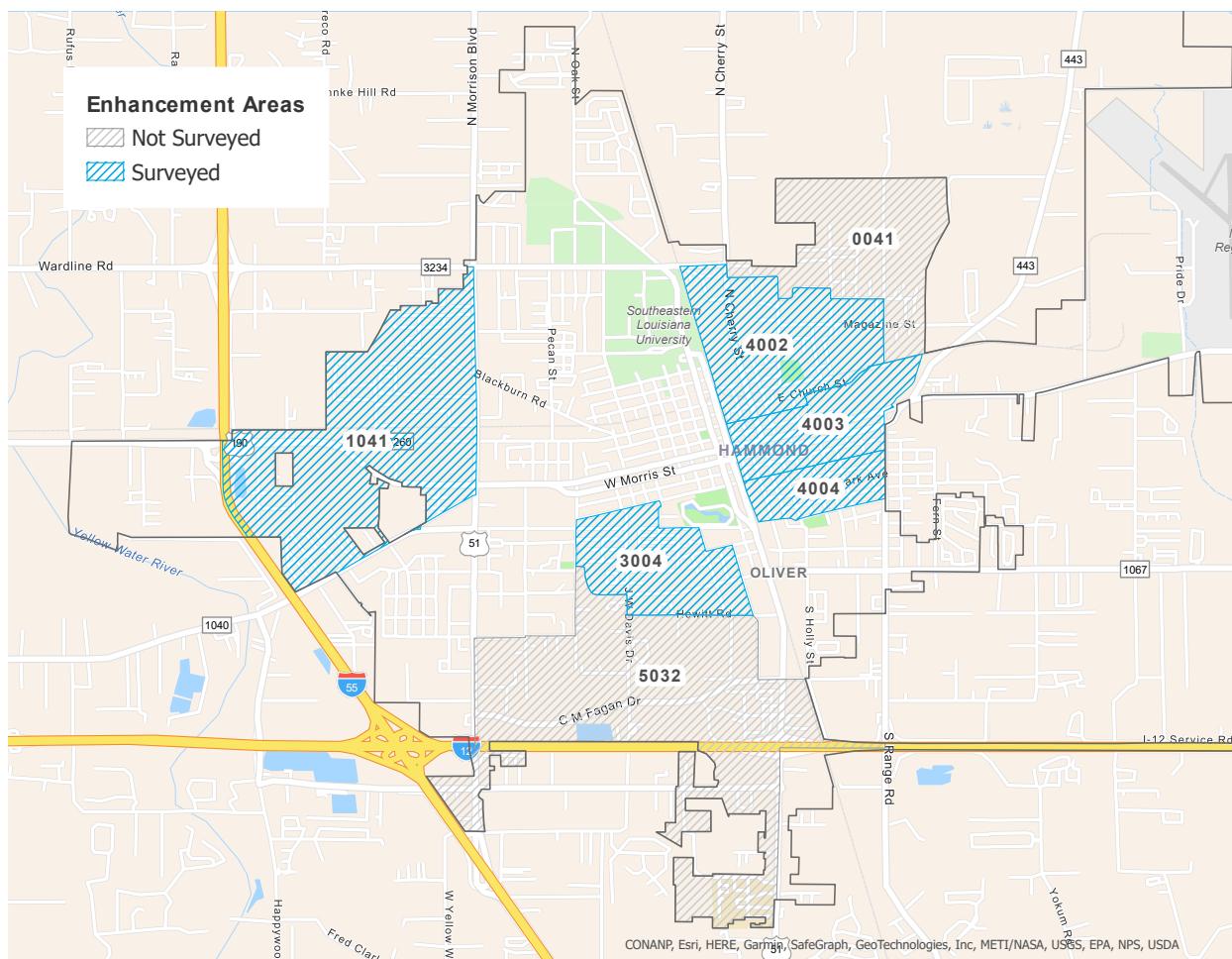
Source: City of Hammond, Civix (June 2022)

9.2 Property Survey

To get a more accurate picture of current property conditions in the Enhancement Areas, a windshield survey was conducted in September and October 2022 to identify vacant and dilapidated properties in Enhancement Areas 4002, 4003, 4004, 1041, and 3004. Enhancement Areas 5032 and 0041 were not surveyed in the field (Figure 29); however, an estimated count of vacant and dilapidated properties was developed based on existing data from the City and the field conditions in the other Enhancement Areas. Blighted properties are included in a survey results database, provided separately to the City, but the windshield survey does not

include additional data about these properties since they were documented by the City's Code Enforcement office prior to conducting the survey.²³

Figure 29: Surveyed Enhancement Areas



Source: City of Hammond, Civix (September 2022)

Property survey questions and responses available in the survey tool used for the windshield survey can be found in Appendix B.

Great care was taken to objectively apply the label “dilapidated” to a property. Boarded or uninhabitable buildings, structures with obvious and severe roof or exterior wall damage, and structures that were badly overgrown were identified as dilapidated. Structures that only had

²³ The surveyor used the ArcGIS Survey123 mobile application to collect georeferenced data on vacant and dilapidated properties in the Enhancement Areas. The survey data was then cleaned and joined with relevant City data, including future land use, tax assessor information, and code enforcement data.

roof tarps, but no other notable distress were not considered dilapidated. Photographs of the structures were taken when possible.

9.3 Survey Findings

More than 400 properties in Hammond were surveyed in five Enhancement Areas: 1041, 3004, 4002, 4003, and 4004. Table 22 below describes the property status of each parcel. The “Other” category denotes properties that were identified as vacant from the existing City data, used prior to the survey, but are not vacant as of the date of the survey collection.

Table 22: Survey Results – Property Status

Property Status	EA 1041	EA 3004	EA 4002	EA 4003	EA 4004	EA 0041*	EA 5032*	Total
Vacant lot (no structure)	40	54	148	61	47	103	147	600
Dilapidated structure, unoccupied	5	7	34	3	9	8	13	79
Dilapidated structure, occupied	1	0	5	0	1	0	0	7
Other	7	0	5	3	3	0	0	18
Total	53	61	192	68	60	111	160	704

*Vacant and dilapidated properties in EAs 0041 and 5032 were estimated based on existing City data and survey data collected in the other EAs

Of the dilapidated structures, 59 are identified as residential use, three are commercial, one was identified as a storage shed, and two dilapidated structures are unidentifiable. All the dilapidated residential structures are single-family housing. As outlined in Table 23, 49 dilapidated structures, or 76.6 percent, appear to need major or substantial repair, while 15 structures, or 23.4 percent, appear to need replacement or full reconstruction.²⁴

Table 23: Survey Results – Structure Condition of Dilapidated Structures

Structure Condition	Dilapidated structure, occupied	Dilapidated structure, unoccupied	Total
Appears to need major/substantial repair	7	42	49
Appears to need replacement or full reconstruction	0	15	15

²⁴ The difference between replacement and full reconstruction is that the former can equate to a different typology and use while the latter is reconstruction of what was existing before.

Total	7	57	64
--------------	----------	-----------	-----------

The survey also noted the landscape conditions of vacant and dilapidated properties. While 14 dilapidated properties have well-maintained landscape conditions, 183 parcels were overgrown, 24 had significant debris or trash on site, and 11 had abandoned vehicles present (Table 24) and it was not uncommon to identify multiple negative conditions on the same property. Surveyed properties can have multiple conditions at once. Most vacant lots surveyed had grass coverage, followed by forest/woods, some structural remnants, and some were bare (Table 25).

Table 24: Survey Results – Landscape Condition of Vacant and Dilapidated Structures

Landscape Condition	Dilapidated structure, occupied	Dilapidated structure, unoccupied	Vacant lot (no structure)	Total
Overgrown	1	32	150	183
Significant debris or trash	3	12	9	24
Abandoned vehicles present	0	2	9	11
Well- maintained	1	13	0	14

Table 25: Survey Results – Condition of Vacant Properties

Vacant Lot conditions	Vacant lot (no structure)
Grass	205
Forest/woods	112
Contains structural remnants (foundation, piers, porch steps, etc.)	25
Bare (mostly dirt)	7
Total	349

The survey acts as a point-in-time inventory of vacant and dilapidated properties in the Enhancement Areas, and supplements existing City data to capture parcel-level opportunities for the City to encourage redevelopment or rehabilitation of identified properties.

10. Enhancement Area Surface Infrastructure Assessment

The windshield survey assessed a subset of public infrastructure conditions around the surveyed properties. Surface infrastructure is the term used in this study to identify the sub-type of infrastructure that is important to highlight in relation to single-family housing enhancements. Surface infrastructure includes sidewalks, transit stops, streetlights and utility poles, street conditions and street connectivity. The results of the surface infrastructure assessment are shown in Table 26 and described further below.

As expected, Enhancement Areas located further away from the downtown core are more rural and do not have a traditional street grid. This, combined with both natural (Ponchatoula Creek) and manmade (railroad) barriers, creates several dead-end streets, which almost always result in the most substandard infrastructure that would otherwise help increase connectivity between residents and adjacent assets like parks, libraries, schools, shopping centers, transit etc. In addition, in areas where the survey noted higher concentrations of distressed properties, physical barriers further disconnected and isolated communities, such as the groves of trees blocking access to Jackson Park, or a fence on Haskins used to delineate the playgrounds for Greenville Park Leadership Academy. In general, commercial areas have more robust surface infrastructure related to safety and connectivity and fewer distressed and dilapidated buildings but were also much more automobile centric. Finally, drainage canals are common throughout the Enhancement Areas, but impact the ability to easily install safe and connected sidewalks in neighborhoods.

Table 26: Survey Results – Condition of Surface Public Infrastructure

Surface Infrastructure	Good condition	Poor condition	None identified
Sidewalks	61 (14%)	42 (10%)	330 (76%)
Transit stops	0	0	434 (100%)
Streetlights and utility poles	218 (50%)	53 (12%)	162 (37%)
Streets	348 (80%)	85 (20%)	0

Streets throughout the Enhancement Areas are generally smooth and in good condition. Eighty percent of surveyed properties had streets nearby in good condition. Instances where streets were not in good condition most often occurred on dead-ends. However, most streets were narrow with no shoulder, and in more rural—and often more distressed—areas, streets generally had a drainage ditch on one or both sides.



Streets were generally smooth and in good condition.

overgrowth is considered to be in good condition. If a pole was notably leaning or overgrown, this was considered poor condition. Fifty percent of surveyed properties had nearby streetlights and utility poles in good condition. There were very few damaged poles in surveyed areas and streetlights were present on approximately a quarter of poles.²⁶

Although there are public transportation bus routes within the Enhancement Areas, the public transit stops were notably hard to



Some utility poles were noticeably leaning.

Sidewalks are not found throughout all of the areas surveyed. Just 14 percent of surveyed properties had nearby sidewalks in good condition, with the majority of surveyed properties having no nearby sidewalks (76 percent). Generally, newer and more urbanized²⁵ neighborhoods and subdivisions were more likely to have sidewalks, while older, more rural, and physically distressed areas did not.

Utility poles are generally in good condition throughout the areas surveyed. A pole standing straight with no obvious damage or significant



Only some neighborhoods had sidewalks.

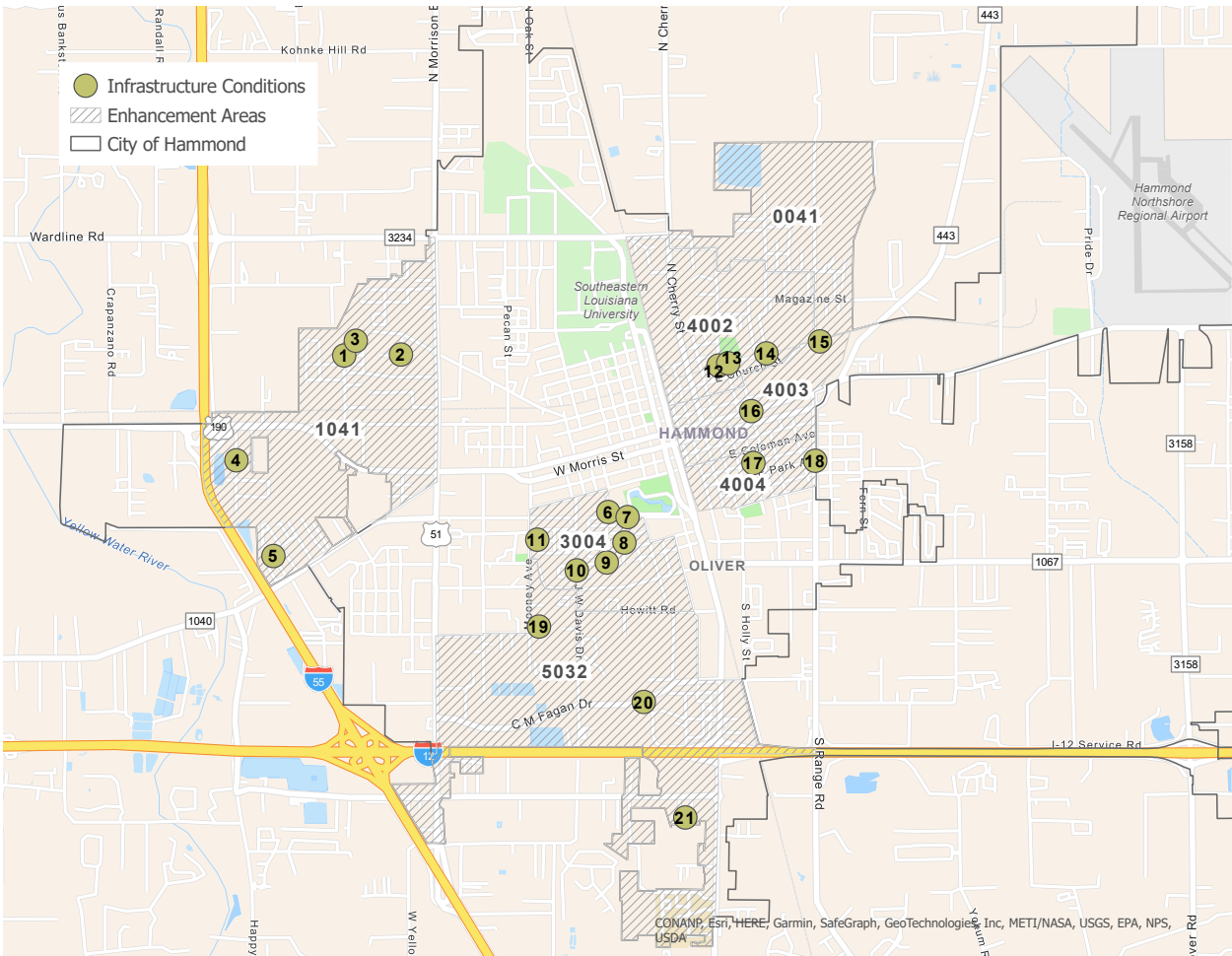
identify in the areas surveyed. This may indicate that none of the surveyed properties had a bus stop within a visible distance of the property, or that the bus stops were not readily apparent. Bus stops that lack signage or shelter are more difficult to identify, discourage ridership and possibly encourage negative perceptions about transit users or lack thereof. The only transport methods observed during the survey were personal cars, motorcycles, bicycles, or people on foot.

²⁵ “Urbanized” refers to the design of the built environment, including gridded streets, smaller, more uniform lots, more housing units per square block, mixes of land uses, and more dense provision of public infrastructure.

²⁶ Surveying did not take place at night so there is no data on which streetlights are working.

The following map and table show and describe areas within the EAs where poor surface infrastructure conditions were noted by the surveyor. The points on the map represent the general area of concern, rather than a specific location.

Figure 30: Location of Noteworthy Surface Infrastructure Conditions



Source: City of Hammond, Civix (September 2022)

Table 27: Surface Infrastructure Conditions

EA 1041

- 1 Jackson Park, at the end of Harden Dr., is largely cut off from the community with the exception of access from Harden itself. There is a small pathway from Barn St., but signage is lacking throughout. The bulk of the park is surrounded by trees/wooded areas which create a notable barrier and obscure sightlines.
- 2 Streets and utility poles are in particularly poor condition on Lever St and Lawrence Dr.
- 3 Flowood Dr. and Brentwood Dr. both terminate just past Cedarwood Lane. The additional street suggested on the map does not exist.
- 4 Westin Oak Dr and the surrounding area is auto oriented and not pedestrian friendly, limiting access.
- 5 Jodi Dr and the surrounding area lacks streetlights, though each home has a light post in their yard.

EA 3004

- 6 A wall cuts off access to Zemurray Park from E Stanley St and Center St. The wall extends to near E Coleman Ave.
- 7 There is a pedestrian bridge on E Stanley between Washington and Spruce that is overgrown and likely needs maintenance.
- 8 The road in Mary's Alley is in poor condition, has a steep decline on both sides, and has no sidewalk or pedestrian infrastructure.
- 9 There is no curb or divide on Washington Ave close to White St, the sidewalk directly abuts the street--pedestrians walking on the street.
- 10 The sidewalks on J.W. Davis between Kansas and Phoenix Square are very close to the street in a similar configuration as sidewalks on Washington Ave, forcing children to walk very near to traffic as the head to Greenville Park Leadership Academy.
- 11 Public infrastructure (particularly streets, utility poles and sidewalks), is often notably degraded near the blocked end of dead-end streets, including Kansas, George Perkins Sr., Maryland, and Florida St.

EA 4002

- 12 There are no crosswalks leading to Martin Luther King Jr Park.
- 13 E Robinson St is in poor condition in the area contiguous to Martin Luther King Jr Park, and it does not connect to the other section of the street (the Wilber Dangerfield side). Most properties along these blocks are abandoned and severely dilapidated.
- 14 In general, the railroad tracks create a barrier stretching between N. Cypress St and MC Moore Rd. Crossings are marked but not otherwise kept up. The tracks, besides disrupting E Robinson St, also create a dead end on Campo St.

EA 4003

- 15 The road at the end of E. Church St, after M.C. Moore Rd splits off, is in poor condition.
- 16 Sidewalks, from downtown Hammond, end on E. Thomas St around N. Chestnut St, and the speed and lack of shoulder make the area up to E. Range Rd very dangerous for pedestrians.

EA 4004

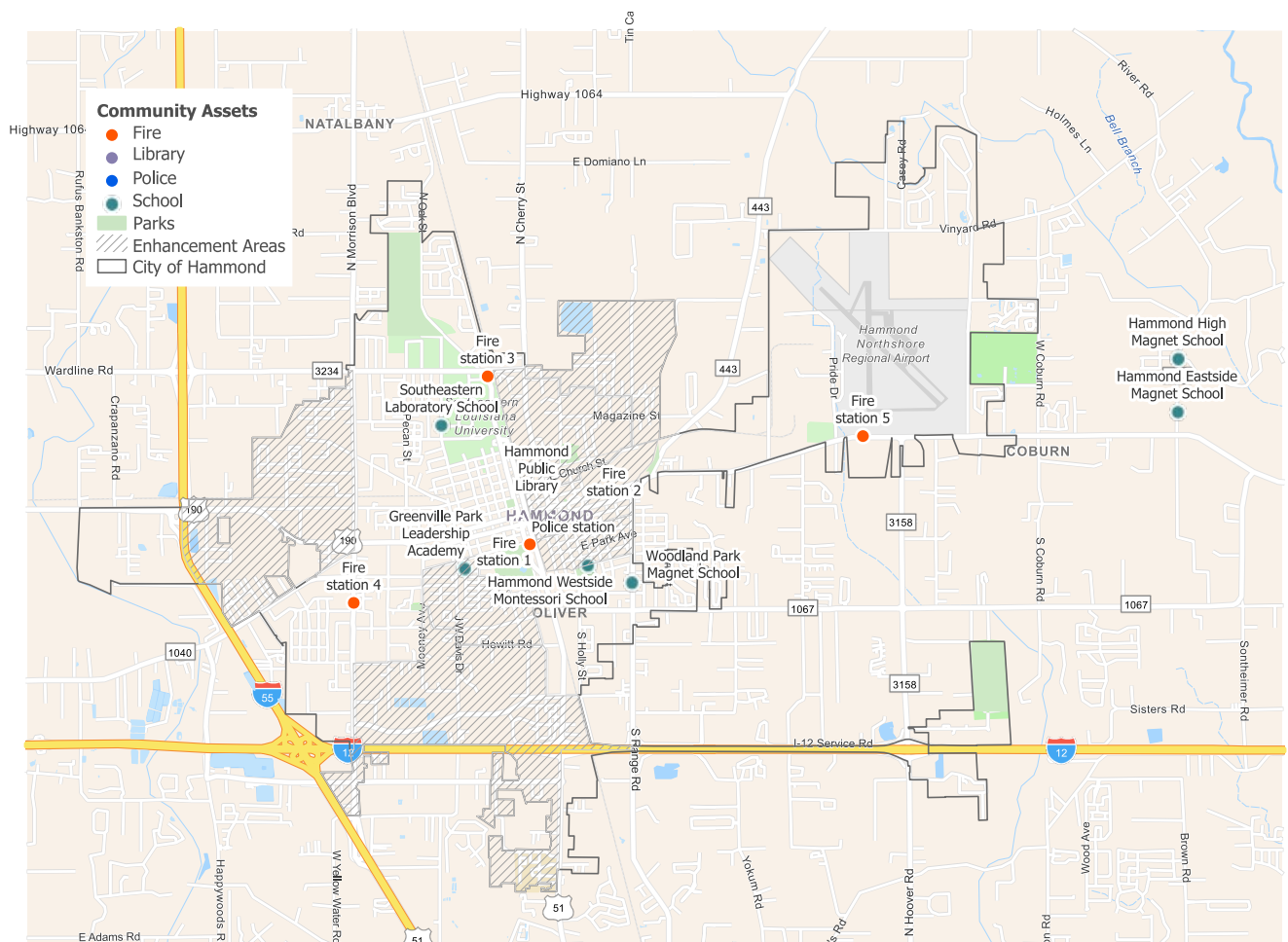
- 17 E. Merry St is under construction (at the time of the survey); when completed, it may no longer be in poor condition.
- 18 There are no crosswalks on Range Rd, and the speed of traffic can make crossing hazardous.

EA 5032

- | | |
|----|--|
| 19 | Litton Dr is only partially paved and is in very poor condition. |
| 20 | While C.M. Fagan has sidewalks, they end a few hundred feet before the Hammond Mall, limiting any pedestrian access. |
| 21 | There are some distressed utility polls in the vicinity of Professional Plaza. |

The condition of an area's surface infrastructure impacts neighborhood quality and consequently the financial feasibility of development. Neighborhood-scale public Infrastructure that improves the safety, connectedness, and aesthetics of neighborhoods is an important element of an area's conditions that help attract development to infill vacant lots, pursue improvements to existing housing and entice potential homebuyers to live there. Additionally, safe, connected, and visually appealing neighborhoods that connect people to employment and community assets such as parks, libraries, schools, and commercial corridors will fare better at retaining neighborhood character and attracting new residents to the area than neighborhoods with poor infrastructure and connectivity.

Figure 31: Community Assets in Hammond



Source: City of Hammond, Civix (2022)

The map above shows existing community assets in Hammond, including parks, schools, and libraries. Community assets are an important element of prosperous, attractive neighborhoods. According to the Trust for Public Land, 33 percent of Hammond residents live within a 10-minute walk of a park, compared to the national average of 55 percent.²⁷ Community assets like parks and libraries are attractive to developers, real estate agents, and buyers, and can foster a sense of community and neighborhood pride among residents. While these assets can draw residents to a neighborhood, neighborhoods with more people are better positioned to attract and support community spaces.

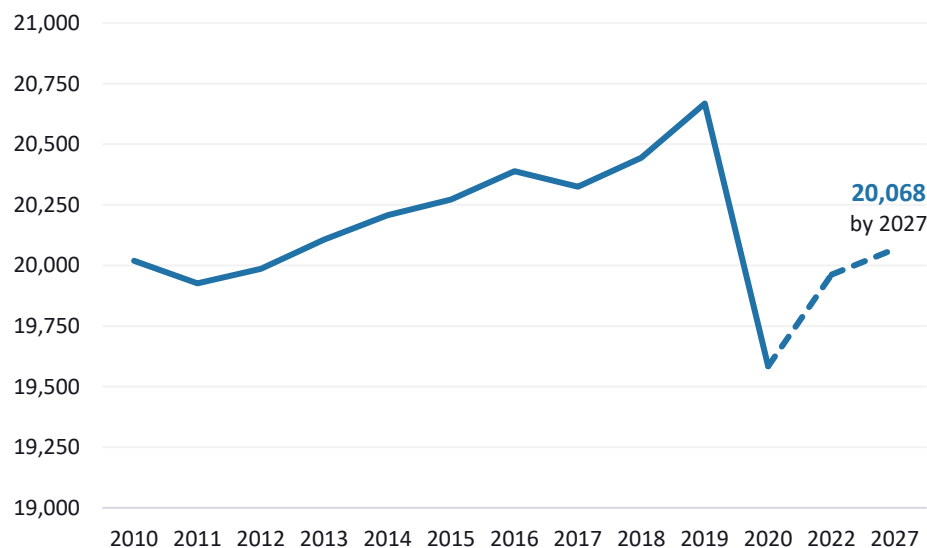
²⁷ Trust for Public Land. (2022). Parkscore: Hammond LA. <https://www.tpl.org/city/hammond-louisiana>.

11. Residential Property Assessment

With a sample of current residential property conditions in hand from the field survey, the next step was to build a property assessment tool that helps visualize strategic improvement approaches to various types of properties.

Hammond has lost about 342 total housing units in the past decade, and new residential construction has dropped off in recent years, with 136 housing units constructed since 2014.²⁸ Although there was a slight decrease in 2020, Hammond's population is expected to grow to 20,068 by 2027 (Figure 32).²⁹ With population growth outpacing development, the vacant parcels identified in the survey present an opportunity for the City to take steps to accommodate current and future residents of Hammond and address pocket blight and vacant lots at the same time.

Figure 32: Projected Population Growth, 2027



Source: U.S. Census, ESRI Business Analyst

In addition to some of the property specific conditions discussed earlier, the property assessment tool considers adjudicated properties and owner-occupied properties. Both discussed in more detail below prior to presenting the Property Assessment Flow Chart.

²⁸ U.S. Census. American Community Survey 5-Year, 2016 – 2020.

²⁹ U.S. Census. American Community Survey 5-Year, 2016 – 2020. ESRI Business Analyst (2022).

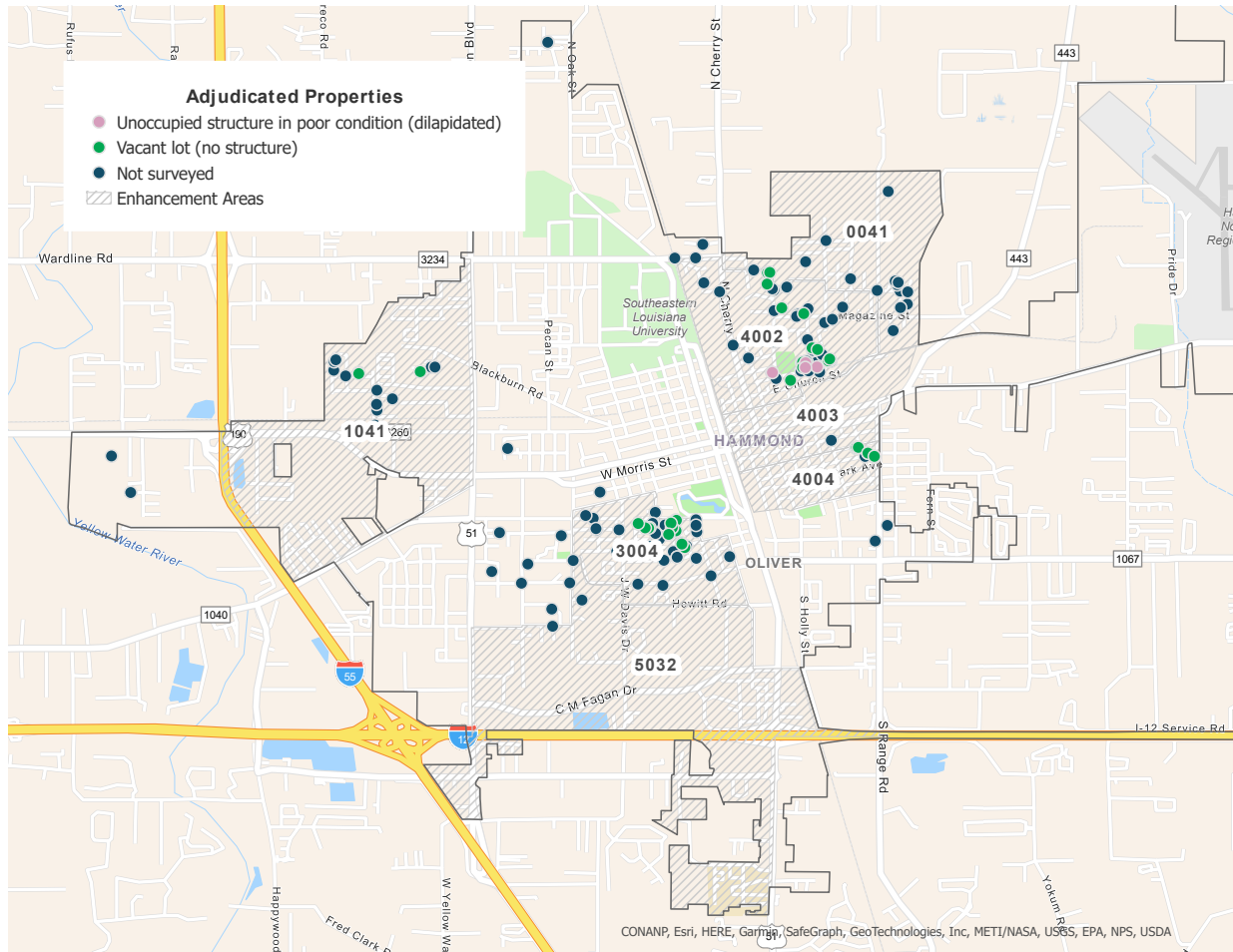
11.1 Adjudicated Properties

As discussed in Section 7, adjudicated property is property that is delinquent on property taxes and which tax sale title is acquired by a political subdivision. If the property owner does not reclaim their property within the applicable redemption period, the property title may be transferred to a new owner. Of the 134 adjudicated properties in Hammond, 113 are in the Enhancement Areas (Table 28). Of the adjudicated properties in the EAs that were surveyed, 33 were identified as vacant and four were identified as dilapidated and unoccupied (Figure 33). EAs 0041 and 5032 were not surveyed, so although there are 19 adjudicated properties in those EAs, we do not have related survey data for these properties.

Table 28: Adjudicated Properties by Enhancement Area

EA	Adjudicated Properties - All
0041	17
1041	12
3004	40
4002	35
4003	1
4004	6
5032	2
Outside EAs	21
Total	134

Figure 33: Adjudicated Properties within Enhancement Areas



Source: City of Hammond (June 2022), Civix

11.2 Owner-Occupied Properties

According to data provided by the city, 45 surveyed properties were considered owner-occupied through evidence of a homestead exemption (Table 29).³⁰

Table 29: Surveyed Properties – Owner-Occupied

EA	Surveyed Owner-Occupied Properties	All Owner-Occupied Properties
1041	9	367
3004	6	211
4002	21	160
4003	7	67

³⁰ In Tangipahoa Parish, a homestead exemption negates the parish property taxes due on the first \$75,000 of market value or \$7,500 of assessed value. To qualify for a homestead exemption, the property must be a primary residence and must be in the name of the applicant.

4004	2	70
Total	45	875

Source: City of Hammond (2022)

11.3 Multiple Properties with Same Owner

While owners of multiple dilapidated properties were not used as a property characteristic to assess for potential improvements, tax assessor data was used to examine surveyed properties that may have the same owner. If an owner with the same, or similar name was identified multiple times on the surveyed property list, this indicates that the property owner has multiple vacant or dilapidated properties in the Enhancement Areas. Because of differences in how the owner's name is recorded in the tax assessor data, it is difficult to pinpoint an exact estimate of owners with multiple vacant or dilapidated properties. However, based on available data it is estimated that 50 property owners are responsible for multiple vacant and/or dilapidated properties identified in the survey.

Overall, the data collected from the field survey as well as data from the Tangipahoa Parish Assessor and Office of Code Enforcement suggest that there is an opportunity in Hammond to address pockets of blight and vacancy.

11.4 Property Assessment Flow Chart

To help the City assess the inventoried properties, a property assessment flow chart was created (Figure 34), to consider the most strategic approaches for residential property improvements based on a property's characteristics. The property assessment flow chart shows the most feasible approach to improvements based on a few of a property's key characteristics such as adjudicated, owner-occupancy and location in a hazardous area. The flow chart was used to assess the surveyed properties, but it can be applied to any property in the city. The data sources for each property characteristic in the flow chart are presented in Table 30.

The flow chart is intended to be used as a general guide to visualize how a property's characteristics such as vacancy, location in a hazardous zone and ownership will impact the recommended approach to improvements outlined below:

1. **Conservation** – an improvement approach that indicates the property is located in a hazardous area, like a FEMA-regulated floodway but it can also include other hazards as the City deems appropriate. For this study, only vacant lots were considered for this potential outcome. This approach is intended to mitigate loss of life and property in the future as these properties come up for sale or improvements.

2. **Incentives for Improvements** – an approach that indicates the property is privately owned and may be vacant or occupied. This approach is best for those properties that may be difficult to control through regulatory measures alone, but improvements can be sought through incentive programs.
3. **Redevelopment/Disposition** – an approach that indicates the property was sent to tax sale and/or abandoned by the owners. With some additional administrative steps, some of these properties are the most readily available for introducing back into the market either through adjudication to the City or other programs that will transfer the property to a new private owner. For this study, only adjudicated vacant lots were considered for this approach.

The flow chart is not a prescriptive tool to dictate development decisions but can be used to consider recommendations based on the property characteristics. Moreover, there are a multitude of considerations for each property that have varying influences on the improvement approach potential. Any development decisions for scattered-site vacant, blighted or dilapidated parcels will need to consider ownership, occupancy, historical status, area demand, consistency with surrounding uses, development restrictions and construction costs to help ensure a timely and appropriate return to commerce. For future reference and planning, the City was provided with a property database, which lists each surveyed vacant lot, blighted and dilapidated property in the Enhancement Areas. The database includes address, property owner information, assessed value, owner occupied status, future land use category, code violation status, adjudicated status, current property conditions (as of fall 2022), and the property assessment flow chart designation.

The flow chart identifies potential pathways to strategic improvement approaches for vacant and blighted or dilapidated properties. For example, the chart recommends that vacant properties in a FEMA-regulated floodway should be considered for conservation. Most vacant, dilapidated and blighted properties are privately owned and will benefit from incentives for rehabilitation and development. However, there are some properties that with some administrative steps, the City could either obtain site control or facilitate disposition to a new private party; in these instances, the City has fewer barriers to disposition and/or redevelopment to return these properties to better use.

City data was used to identify the properties in a FEMA-regulated floodway, owner-occupied properties, and those under City site control, defined as any adjudicated property. Of the surveyed properties, 87 are recommended for consideration as future conservation, depending on ability to gain site control. Twenty adjudicated properties in the Enhancement Areas are recommended for disposition/redevelopment, and the remaining properties can benefit from incentives for rehabilitation or development (Table 31 and Figure 35).

Figure 34: Property Assessment Flow Chart

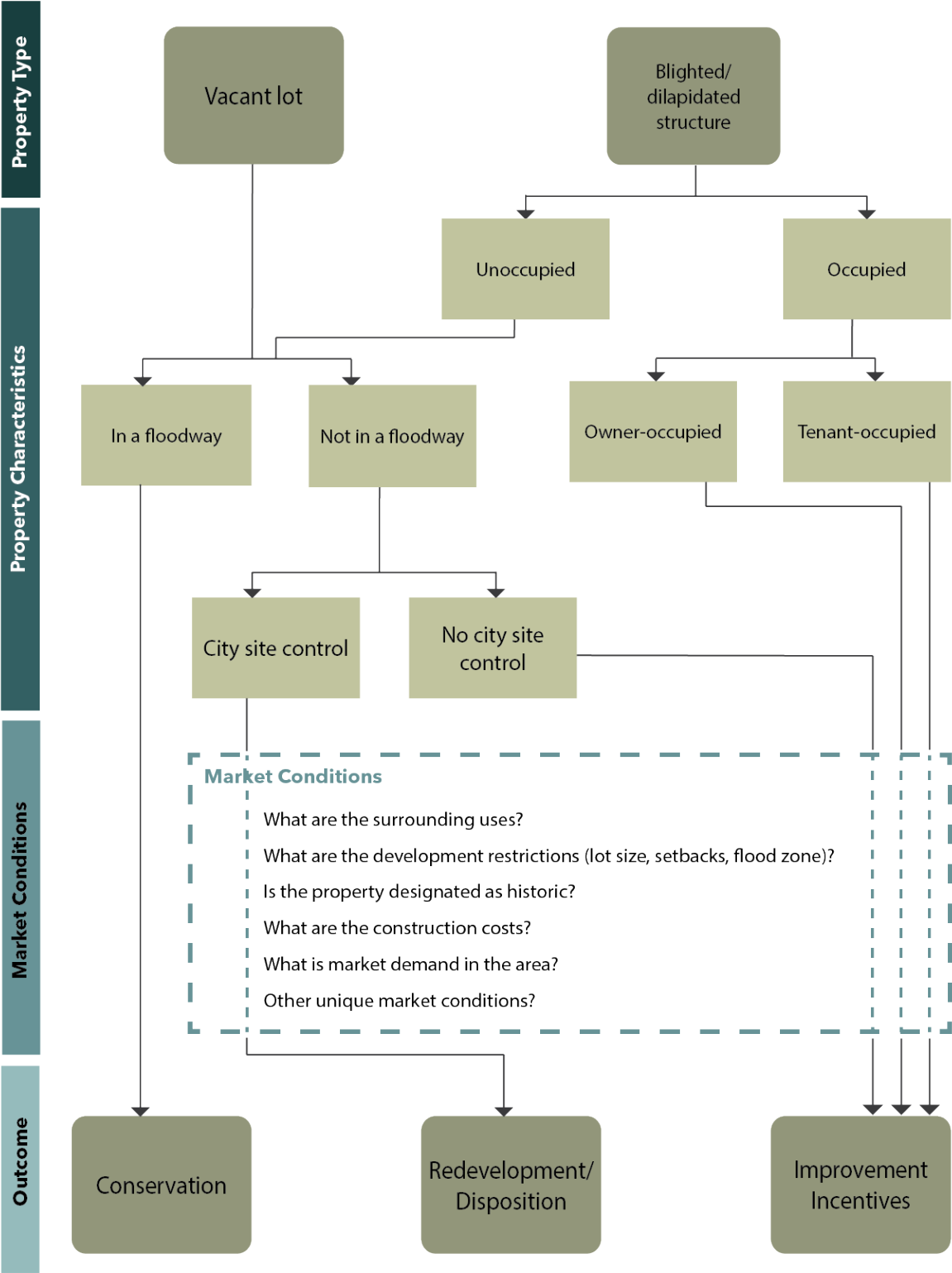


Table 30: Property Assessment Flow Chart Sources

Flow Chart Element	Data	Source
Property Status	Survey	Collected in field
Occupancy Status	Survey	Collected in field
Tenure	Homestead Exemption	Tangipahoa Parish Tax Assessor ³¹
Regulated Floodway	Regulated Floodway	FEMA ³²
City Site Control	Adjudicated Properties	Tangipahoa Parish Tax Assessor ³³

Table 31: Surveyed Properties – Property Assessment Improvement Approach

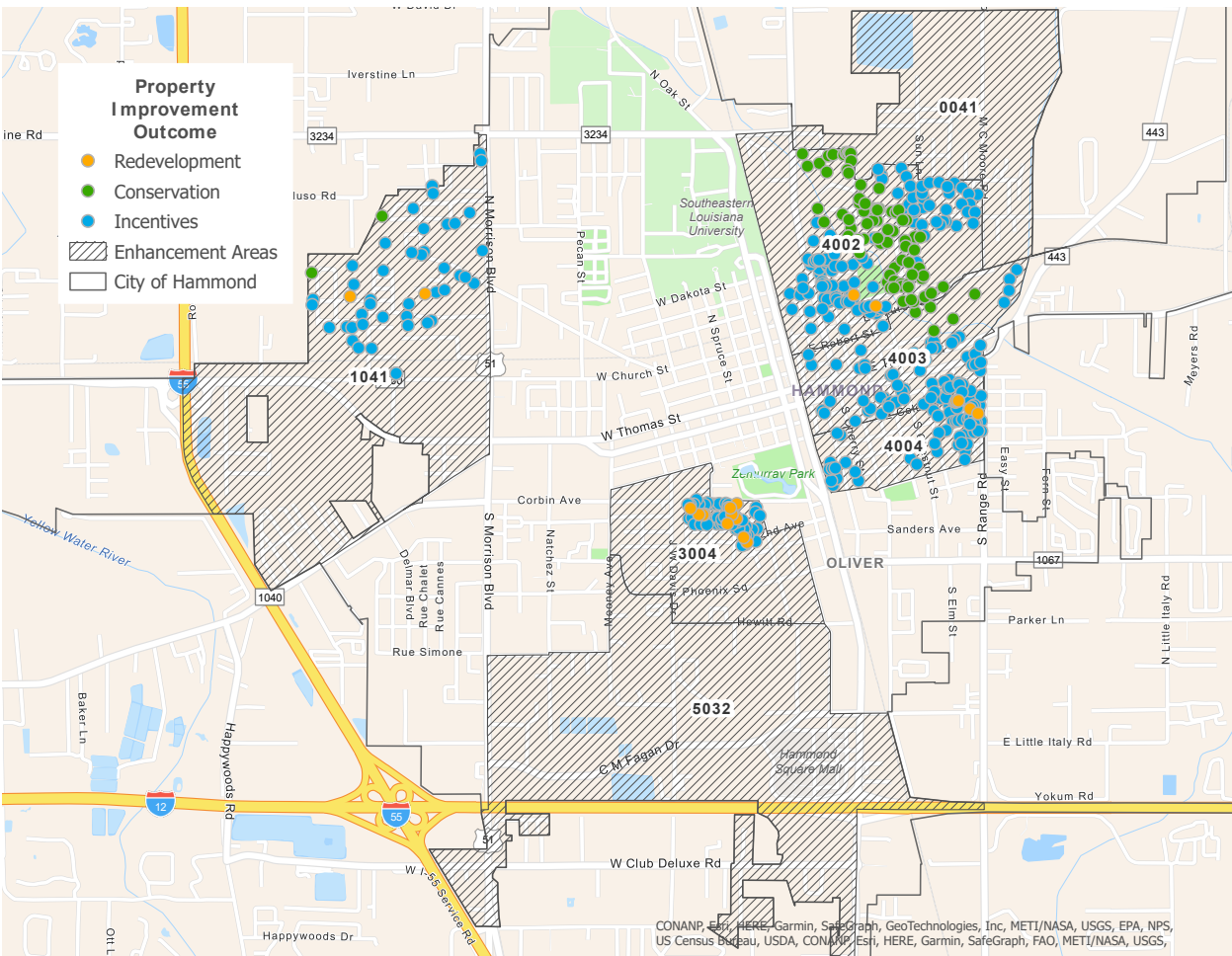
Property Assessment Approach	Count of Properties	Percent of Properties
Incentives	328	75.4%
Conservation	87	20.0%
Redevelopment	20	4.6%

³¹ Received via email on September 2022 from Hammond HAC member.

³² FEMA National Flood Hazard Layer published 05.04.2021 Version 1.1.1.0 using Flood Insurance Rate Map (FIRM) database.

³³ Received via email on June 2022 from Hammond HAC member.

Figure 35: Surveyed Properties – Property Assessment Improvement Approaches



Source: City of Hammond, Civix (November 2022)

12. Research and Recommendations

During the development of this study the consultant team met with the HAC Members regularly to collect data, assess current conditions, and discuss aspirations for sustainable, equitable and appropriate growth in Hammond. As expressed by the HAC since the beginning of the project, the City intends to use the results of this study to help achieve the following five goals, in no particular order of priority:

1	Return undeveloped and blighted residential properties to the housing market;
2	Rehabilitate, where feasible, the existing housing in identified areas;
3	Provide affordable housing that is compatible to the existing residential character of the surrounding neighborhood;
4	Capitalize on properties that could be redeveloped/developed for housing and provide surface infrastructure that would create more complete, connected, safe and attractive neighborhoods; and
5	Develop programs to promote homeownership and assist low-income and senior homeowners with property repairs and upkeep.

In Element I, the current demographic and housing market data in Hammond was reviewed and the Enhancement Areas were identified based on factors that indicated the areas of greatest challenge and potential. In Element II, over 400 vacant and blighted residential properties were inventoried in the Enhancement Areas then assessed based on property characteristics to apply one of three most suitable approaches to improvements, each outlined below:

- **Conservation:** most appropriate for vacant properties in a FEMA-designated floodway;
- **Incentives:** most appropriate for vacant and blighted properties that are privately owned and need rehabilitation or new development; and
- **Disposition/Redevelopment:** most appropriate approach for properties that the City could obtain site control of in the short term. Properties controlled by the City have fewer barriers to the desired outcome, such as affordable single-family homes. Currently, this approach applies to properties that are adjudicated but as other techniques may be introduced, this could include additional properties acquired through land banking (private market purchase) or lien foreclosures (a code enforcement tool that requires additional administrative steps).

The three approaches from the property assessment are intended to help visualize potential pathways to revitalize vacant or blighted properties in Hammond that support the stated goals of the study. The remainder of this report addresses the following portions of the contract scope of work:

- Review and summarize current policies and procedures that Hammond follows to regulate single-family housing, and

- Present examples of programs or policies from other jurisdictions that highlight innovative governance choices, affordable housing programs, homebuyer/owner programs and neighborhood stabilization strategies, and
- Propose recommendations for the City's consideration to achieve their stated goals.

13. Review: Hammond Residential Property Regulatory Policies

The documents summarized for this discussion regulate low-density residential development to include the Municipal Code of Ordinances (MCO) Unified Development Code (UDC) and the Comprehensive Master Plan.

13.1 Comprehensive Master Plan

A Comprehensive Master Plan, also known simply as the general plan or master plan is the foundational policy document for local government that is prepared with a 20-to-30-year outlook in mind. It establishes a framework to guide decisions about future growth, preservation, and change within a jurisdiction. Updates to the Master Plan are common around every 5 years to update demographics and any changes to physical conditions in the community. In accordance with the requirements of LA R.S. 33:106, Hammond's Master Plan³⁴ was adopted by the Planning Commission in 2011. However, the State statute does not dictate when the plan must be updated. Like all good Master Plans, it was developed based on community input over the course of six-days that garnered participation from over 150 residents. The public process revealed that residents felt that downtown was "attractive" (81 percent of those surveyed) but thought the character outside of downtown was mostly unattractive (55 percent) and the commercial area outside of downtown did not function well (88 percent). Residents also favor more road and trail connectivity (85 percent), multi-modal options (85 percent), shade trees (97 percent), connected streets and an extended grid (80 percent), protected open space (79 percent), a walkable mixed-use downtown (69 percent), increased workforce housing stock (61 percent), and infill housing (66 percent).

The Master Plan lays out the vision for the City that includes continuing ... "its role as an expanding regional hub of economic, transportation, higher education and cultural activity while growing in a sustainable manner that respects our history, enhances our quality of life and creates a stronger, more complete community for all residents while maintaining our city's character and appeal". The plan prioritizes mixed-use infill in the downtown and historic neighborhoods, conserving historic established neighborhoods while encouraging high quality infill development, densifying around the planned commuter rail stops, growing complete, walkable neighborhoods connected by local transit, maintaining farmland and other green space, and prioritizing development around existing public facilities and service access.

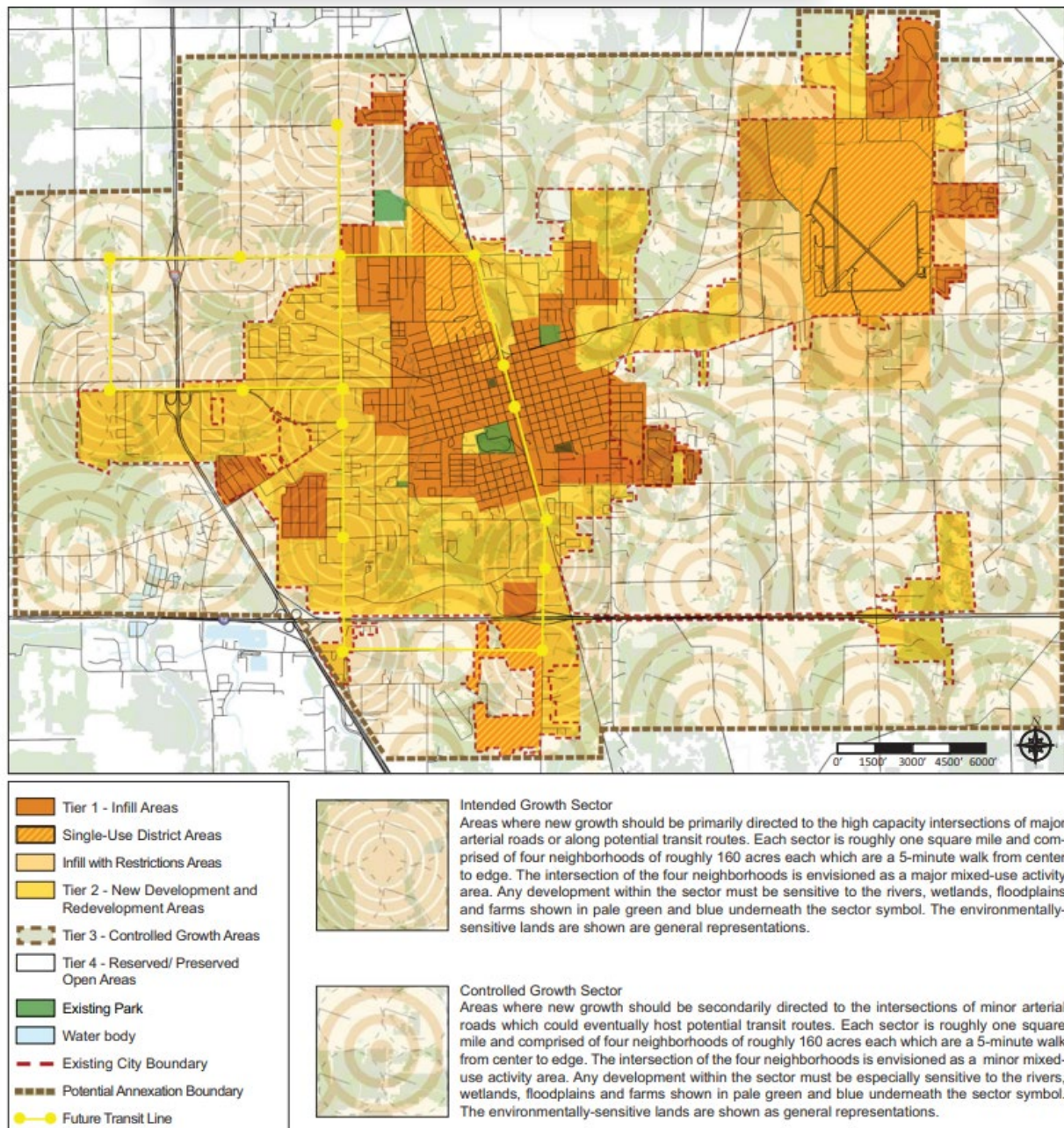
To propose locations that address these priorities, the Master Plan categorizes future development into four tiers, as shown in Figure 36 and described in greater detail below.

³⁴ City of Hammond Comprehensive Master Plan (2011). <https://hammond.org/wp-content/uploads/2013/01/masterplan.pdf>

- Tier 1 – infill areas defined as stable neighborhoods located on a street grid with high intersection density that should be targeted for infill and urban revitalization,
- Tier 2 – new development and redevelopment areas planned for the future which include suburban retrofits and may require new infrastructure,
- Tier 3 – controlled growth areas just outside the city boundaries which may be annexed in time and may require new infrastructure,
- Tier 4 – reserved/preserved open areas which are agricultural and natural lands where development should be limited. The tiers are shown in Figure 36.

Perhaps not surprising, Tiers 1 and 2 align with the goals and recommendations described in this study. The Enhancement Areas overlap with both tiers and similarly describe an opportunity for infill, redevelopment, and new development.

Figure 36: Master Plan Development Tier Map



Source: City of Hammond, Comprehensive Master Plan

Tiers 1 and 2 promote increased density which allows for more housing choices and by nature of more housing, demonstrates a purpose for greater connectivity to public assets and “traditional neighborhood design”. The plan uses traditional neighborhood design to describe a wider diversity of housing with well-designed public spaces that prioritizes compact, walkable, multi-modal oriented redevelopment (2.21). Tier 1 prioritizes infill and aims to create incentives for the private sector to encourage growth including public-private partnerships or other mechanisms for tax relief (2.20). It also encourages apartments, row homes, and multi-

story mixed use (2.21). Tier 2 also increases opportunity for creative redevelopment and infill through redesigning suburban development to traditional neighborhood design. For example, the diagram in the Figure below is from the comprehensive plan to demonstrate how re-designing 1-3 blocks in a Tier 2 district away from auto-oriented shopping centers with large front setbacks and buffers to more flexible pedestrian oriented mixed use, offers a more vibrant neighborhood with more residential units. Tier 2's emphasis on traditional neighborhood development discourages large lot cul-de-sacs, which decrease connectivity and increase costs to encourage smaller lot attached and detached units which allow for a variety of housing development opportunities and better connectivity throughout neighborhoods. Tier 3's-controlled growth emphasizes compact and clustered homes to maximize the use of public or semi-public open space while creating more affordable housing (2.22).

Figure 37: Master Plan Redevelopment Diagram



Source: City of Hammond, Comprehensive Master Plan

In housing specifically, the community concerns that were recorded during the planning process include:

- supporting affordable workforce housing for working professionals, seniors, and young families
- encouraging mixed-use development along Morrison Boulevard,
- repopulating unsafe neighborhoods,
- controlling the growth of greenfield subdivisions,
- limiting residential development around the airport, and
- providing more sidewalks and trails.

The comprehensive plan sets forth design recommendations as well as objectives to create diversity in the type and size of units, allow apartment complexes, live/work buildings, rowhouses, townhouses, and other forms of infill where appropriate.

13.1.1 BLIGHT

The Master Plan defines blight as the “Physical and economic conditions within an area that cause a reduction of or lack of proper utilization of that area” and a blighted area as “one that has “deteriorated or has been arrested in its development by physical, economic, or social forces” (D.1). The Master Plan recommends alleviating blight by providing adequate code enforcement (5.13), pursuing state and federal programs to improve conditions and redevelop potentially contaminated sites (Policy 7.4.7), subsidizing housing sparsely amongst market rate housing, encouraging the redevelopment of substandard mobile home parks, encouraging infill in depressed neighborhoods, working with non-profits to identify demand and opportunities for work force housing, constructing workforce housing close to job centers and transit, allowing live-work units, and encouraging cooperatives, faith-based organization, and CDCs to purchase or use existing land to create affordable housing (5.13).

13.2 Municipal Code of Ordinances

The Municipal Code of Ordinances is the codification of all ordinances of the City of Hammond, Louisiana of a “general and permanent nature”. The Code supersedes any other ordinance that is not listed within the Code of Ordinances. The municipal ordinance establishes the governance structures and oversight of the City of Hammond government. The administration section outlines the duties, powers, and meeting times of city council, officers, and employees, and public contracts and building procedures. Relevant to the work of this report, the municipal code establishes regulations around buildings and building regulations.

13.2.1 UPDATES

In 2021, Hammond passed emergency ordinances during Hurricane Ida including ordinance 21-5660 to allow temporary housing for emergency relief and ordinance 21-5661 to waive certain building permit fees and utility fees regarding repairs for damage by and emergency housing

relocation. These two ordinances serve as important emergency precedence for affordable housing. However, it should be noted that ordinance No. 21-5660 was still limited in its scope allowing FEMA-approved trailers for only six months with family members only related by blood or marriage.

In 2022, Hammond passed an ordinance (No.22-5674) to add the Suburban Highway Overlay district with the purpose to balance pedestrian connectivity with economic development. The Suburban Highway overlay allows a build-to line of 60 feet. This ordinance impacts six major thoroughfares throughout the city.

In 2022, Hammond passed ordinance No.22-5668 C.S. which placed a moratorium on all multi-family development and construction for 180 days. The stated purpose of the moratorium was to allow time for the Housing Advisory Committee to make recommendations that “promote the development of high quality, affordable single-family housing in the City, such as developer incentives, private/public partnerships, redevelopment authority implementation and similar projects are in the public interest”. In addition, the City “wants to ensure that the impact of future development of multi-family housing has an acceptable impact on the distinctive character of the single-family neighborhoods of the City”. Multi-family was defined as “a development of three (3) or more contiguous two family or duplex dwelling site or a single site with multi-family dwelling”. The original moratorium ordinance was passed in February 2022 and was extended for 90 days in August 2022.

A representative of the City indicated in December 2022 that until recently, the City was always contacted about proposed multi-family developments with funding administered by the Louisiana Housing Corporation for the City’s concurrence. Since 2020, no such notifications had taken place other than a requisite building permit application.

13.2.2 BUILDING STANDARDS

According to the Municipal Code of Ordinances, Article 9.2, building regulations in the city follow the Louisiana State Uniform Construction Code with the various codes (National Electric Code, International Mechanical Code, etc.) included therein. Additionally, Chapter 9 outlines all development permit regulations. This article outlines necessary development fees including Ord. No. 542 that stipulates any cost above \$25,000.00 for construction or repair cannot surpass a fee of one-tenth of one per cent of the total construction cost and building permits shall be granted for 60 days and may be extended to up to 12 months under proof of exceptional circumstances (Sec 9-7). Additional fees are needed for residential construction such as, certificate of occupancy (\$20), contractor license (\$150 for new license, \$75 for renewal), demolition (\$25), electrical permit (\$50), etc. (Sec 9-128).

13.2.3 STREETSCAPES

Sec. 28-4 of the MCO stipulates that it’s unlawful to establish any public street within the incorporated limits of the city at a width less than sixty (60) feet. This street width contradicts the Comprehensive Master Plan that encourages a more dense built environment and the Downtown Hammond Master Plan Update from 2019 that envisions building complete streets and safe intersections with pedestrian enhancements, bigger sidewalks, high visibility crosswalks, speed control – including curb extensions, etc. to connect all nearby parks and “reduce the impact of parking demand downtown, improve adjacent property values, and

encourage visitors to walk further from the downtown core, spending more time (and more dollars) in blocks immediately outside the core” (20)³⁵.

13.3 Unified Development Code

The Unified Development Code (UDC) is Appendix A of the Municipal Code of Ordinances. The UDC is used to guide development in accordance with the City of Hammond’s Comprehensive Plan. This section provides a review of the articles in the UDC that impact housing development and neighborhood stabilization in Hammond.

13.3.1 FLOODWAYS

As described in earlier sections, Hammond is home to two areas in the City that are designated by FEMA as Regulated Floodways, a channel of a river or other watercourse and the adjacent land areas that must be reserved to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height. Article 12.1 of the UDC outlines the City’s purpose to promote the public health, safety and general welfare and minimize losses due to flood conditions. With limited exception, construction, including substantial improvements and adding fill, are prohibited in the Regulated Floodways.

13.3.2 BLIGHT, DEMOLITION AND MAINTENANCE

Hammond’s UDC defines blight the same as the Master Plan, as the “physical and economic conditions within an area that cause a reduction of or lack of proper utilization of that area. A blighted area is one that has deteriorated or has been arrested in its development by physical, economic, or social forces” (A-13). It is less clear how a Hammond official identifies a contributing factor to blight in accordance with the code. Article 2.4 grants authority of enforcing the UDC to the Building Official. This same Article allows minimum fines of \$250 for code violations. Moreover, nothing in the provisions of the UDC limits the City’s enforcement remedies to file liens against property owners in violation of the UDC in accordance with LA R.S. 33.4754.

Homeowners, homebuilders, and developers who wish to demolish an existing structure in Hammond must apply for a demolition permit. Any redevelopment project that is 2.0 acres or greater undergoing demolition must comply with a Drainage Impact Study (UDC 12.2.1). The fees for residential demolition permits are \$25 (H-2).

Demolition by neglect is prohibited in residential preservation districts and historical districts (7.2.4 and 8.1.20). Cases flagged by the Building Official for reasons of demolition by neglect, will be provided notice to correct the identified problems. If no remediation has taken place after notice and a public hearing in front of the Council, the Council shall order repairs within 90 days, or the Building Official may bring misdemeanor charges against the owner of record or take other such actions as the council deems appropriate. Currently, there is no recourse for

³⁵ Downtown Hammond Master Plan Update (2019). https://assets.locable.com/pdfs/1060/attachments-original-1599232077-HammondMasterPlan_FINAL.pdf?1599232077

owners of a structure in a preservation district that is in default of the demolition prohibition who have an economic hardship. According to Article 7.2.4, Council shall require the submission of the same information as required under Section 17.3-20, 3(b) but this section of the Code was repealed. Owners of a structure in default of the demolition prohibition in a historical district may file for an unreasonable economic hardship by submitting information outlined in Article 8.1.20.

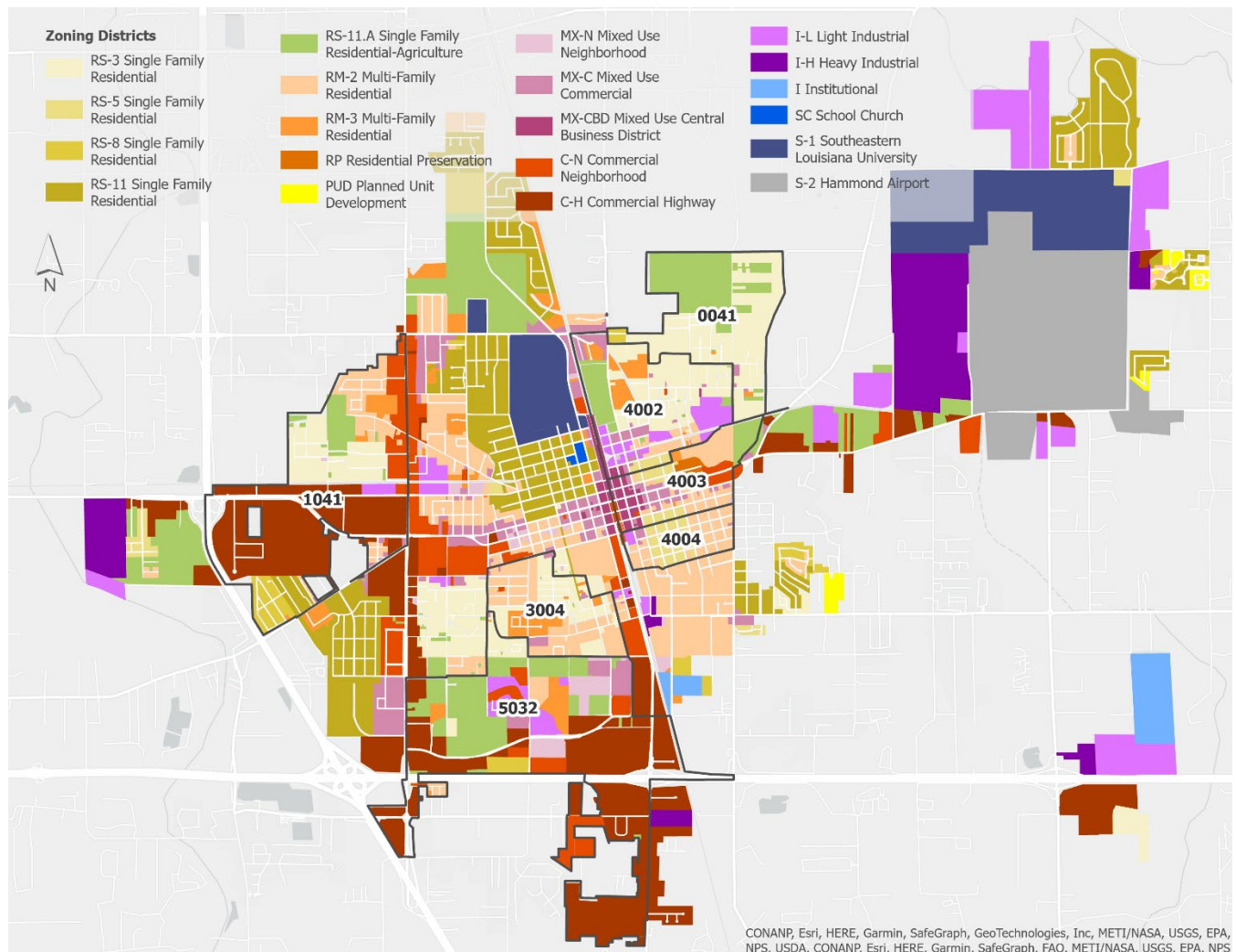
According to 7.2.4, if a building is condemned or destroyed for any reason in the residential preservation district then the new building erected may occupy an identical footprint to the previous building, including non-conforming uses, if the construction is completed within one year of demolition.

13.3.3 LAND USES AND HOUSING TYPES

The UDC is the guiding document that regulates the type of land uses and housing types throughout Hammond. Land uses in the UDC are generally categorized by three main district types, the traditional zoning district, overlay districts and special districts.

The map in Figure 38 shows the current location of the zoning classifications for residential, commercial, retail, industrial, and mixed uses.

Figure 38: Hammond Zoning Districts and Enhancement Areas



Source: GIS Layers provided by the City of Hammond (April 2022), Civix

This study was commissioned in part to show how current regulations impact neighborhood scale housing. With this end in mind, the housing typologies listed below are highlighted to show where each are allowed, or not, across Hammond’s zoning districts:

- Single Family Detached House - permitted in most of the zoning designations which makes single-family units buildable by-right in nearly 70 percent of the City’s land area according to the map above. Allowed in RS-11, RS-8, RS-5, RS-3, RS-11.A, RM-2, RM-3, MX-N, MX-C, C-N, and C-H zoning districts.
- Duplex/Attached House - Allowed in RS-11.A, RM-2, RM-3, MX-N, MX-C, C-N, and C-H.
- Attached accessory dwelling unit - Attached accessory units are an allowed use in RS-11, RS-8, RS-5, RS-3, RS-11.A, and RM-2. Detached accessory apartments are not permitted in any zoning designation.

- Triplex – No distinction between triplex and apartment complexes, permitted only in districts designated for multi-family, mixed use, and commercial. Allowed in RM-3, MX-N, MX-C, C-N, and C-H.
- Small Apartments – No distinction between large and small apartment complexes, permitted only in districts designated for multi-family, mixed use, and commercial. Allowed in RM-3, MX-N, MX-C, C-N, and C-H.
- Large Apartment Complex – Allowed in RM-3, MX-N, MX-C, C-N, and C-H.
- Live-work Units – While live-work are defined in the UDC and encouraged as a housing option in the 2011 Master Plan, there is currently no zoning district that explicitly lists this housing type as an allowed use. Of note, the commercial mixed-use classification (MX-C) “promotes” live-work units but it does not explicitly list the use under allowed uses.³⁶
- Manufactured homes- Allowed in RS-11.A.

In comparison, the future land use map (FLUM) from the Comprehensive Master Plan is intended to be used as a vision document and it projects the need for Hammond to increase dedicated land for mixed-uses. The comprehensive plan also defines the goal of mixed-uses in Hammond is to “allow for commercial growth that is walkable, transit-served, and connected to the community, rather than spread thinly along automobile-oriented corridors”³⁷.

13.3.3.1 Overlay Districts

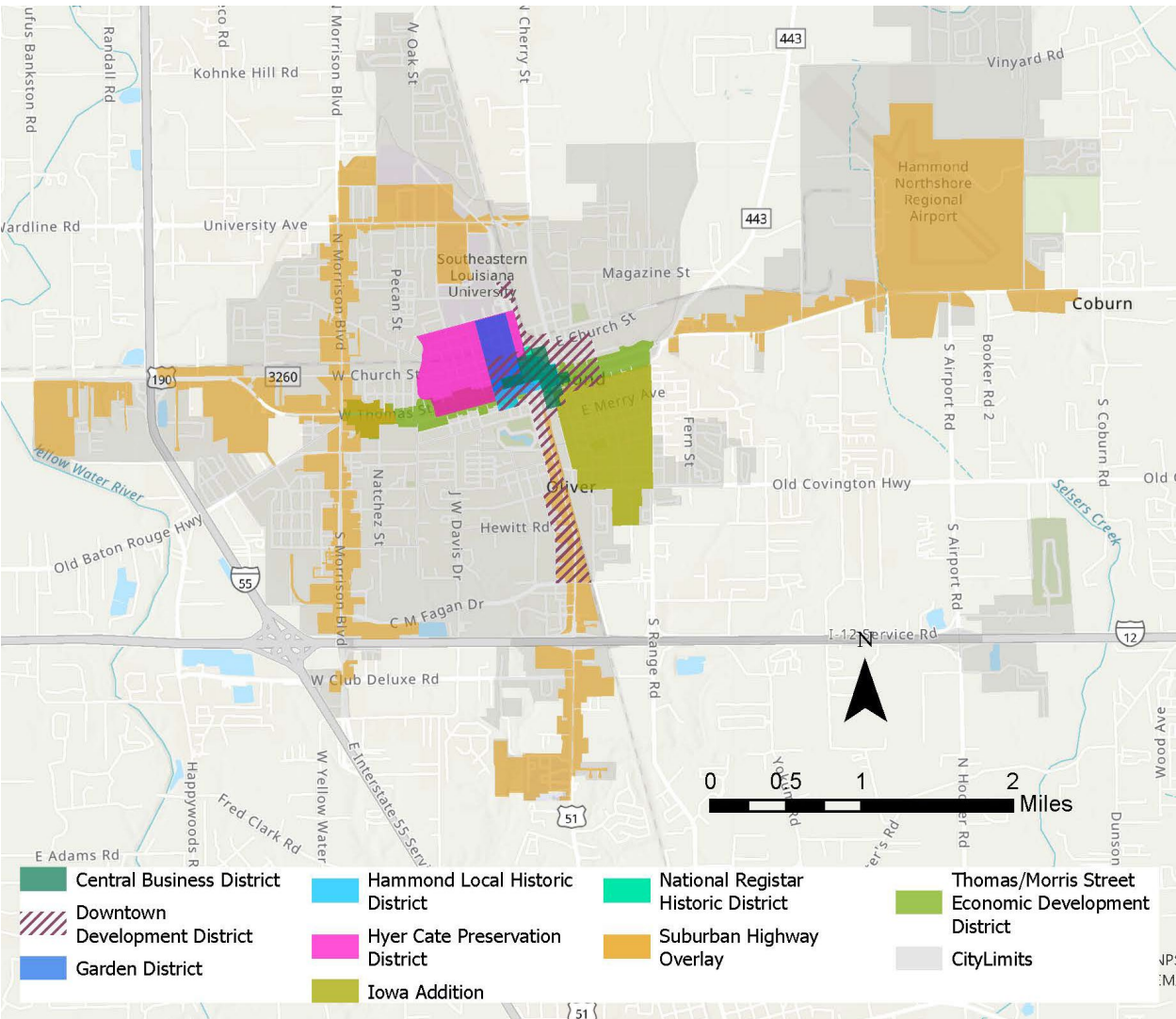
Article 8 of the UDC provides details about Hammond’s Overlay Zoning Districts. Overlay districts are special districts that superimpose additional regulations over one or multiple existing zoning districts to change the underlying zoning regulations, provide incentives or provide details on design criteria. They are generally used to address local conditions, issues, or protections.³⁸ The current Hammond overlay districts were introduced via ordinance as an amendment to the UDC and shown in Figure 39.

³⁶ Hammond Unified Development Code, Article 6.1.3.C. MX-C Commercial Mixed Use

³⁷ City of Hammond Comprehensive Master Plan (2011). <https://hammond.org/wp-content/uploads/2013/01/masterplan.pdf>

³⁸ Planetizen, What is an Overlay District?, <https://www.planetizen.com/definition/overlay-districts>

Figure 39: Map of Hammond Overlay Districts



Source: City of Hammond (January 2023), Civix

Table 32 summarizes the purpose of each Overlay District and the amount of Hammond land area that is included in the district.

Table 32: Summary of Overlay Districts

Name of Overlay District	Percent of City Land Area	Purpose of the Overlay
Central Business District	0.5%	<ul style="list-style-type: none"> Creates a mixed-use pedestrian scale development which allows for a mix of zoning.
Downtown Development District	3.2%	<ul style="list-style-type: none"> Sets up the governing authority of the district and dictates that any new development follows the Downtown Development Plan.
Garden District	0.7%	<ul style="list-style-type: none"> At the time of this report, there was no public information available regarding the standards and purpose of this district.
Hammond Local Historic District	0.6%	<ul style="list-style-type: none"> Sets forth standards for renovation, redevelopment, and demolition. Limits the type of development that would allow higher density than what currently exists. Add additional design and upkeep regulations Establishes tax abatement programs, property freezes, and other benefits.
Hyer Cate Preservation District	2.7%	<ul style="list-style-type: none"> Sets up historic districts with certain duties around renovation, redevelopment, and demolition Prohibits or adds barriers to the construction of any type of residential development at a higher density than what currently exists. Adds additional design and upkeep regulations and establishes tax abatement programs, property freezes, and other benefits.
Iowa Addition	3.3%	<ul style="list-style-type: none"> Sets up historic districts with certain duties around renovation, redevelopment, and demolition. Adds additional layers of regulation to stipulate 6,000 square feet minimum lot sizes and 60 feet of frontage. Prohibits or adds barriers to the construction of any type of residential development at a higher density than what currently exists. Adds additional design and upkeep regulations, and establishes tax abatement programs, property freezes, and other benefits.
National Registrar Historic District	0.3%	<ul style="list-style-type: none"> Sets up historic districts with certain duties around renovation, redevelopment, and demolition. Prohibits or adds barriers to the construction of any type of residential development at a higher density than what currently exists. Adds additional design and upkeep regulations but also establish tax abatement programs, property freezes, and other benefits.

Name of Overlay District	Percent of City Land Area	Purpose of the Overlay
Suburban Highway Overlay	22.4%	<ul style="list-style-type: none"> Establishes regulations around build-to lines, parking, and screening to encourage pedestrian connectivity near major thoroughfares.
Thomas/Morris Street Economic Development	1.9%	<ul style="list-style-type: none"> Establishes an area to leverage the State's Tax Abatement Program Benefits, and an enterprise zone, Regulates design standards around sidewalks, streetlights, and setback.

Source: Hammond GIS web portal: <https://experience.arcgis.com/experience/18e9f91f26d94e309ce25aededae5806/page/Page/>

13.3.3.2 Special Districts

Article 7 of the UDC outlines Hammond's Special Districts. A Special District is created by a special act or ordinance for the purpose of "creating, developing, or administering particular activities or regulations peculiar to that special district" (7.1). Special districts have their own zoning regulations, setbacks, etc.

Special residential preservation districts are unique amongst the special districts, in that they are created when 100 percent of the property owners in the proposed district agree to its creation in writing, the district is approved by the zoning commission, and then the district is presented and approved by City Council. The residential preservation district prohibits any uses other than residential uses, and any application to rezone must have at least 66% signed agreement from the property owners in the district as well as zoning commission and Council approval.

All special districts are listed in the table below according to Article 7 of the UDC.

Table 33: Summary of Special Districts

Name of Special District	Purpose of the Special District
Southern Louisiana University District	<ul style="list-style-type: none"> Sets up the district comprised by SLU property located on the original campus, its expansions, and includes the SLU property located north and west of the Hammond airport. Establishes the area covered by the SLU Master Plan or Land Use Plan and removes City duties to inspect or review building plans that are under State's improvements, as well as removing City fees associated with construction.
Hammond Airport District	<ul style="list-style-type: none"> Establishes the area covered by the adopted Airport Master Plan with the permitted uses allowed in the Airport Special Zone.

Name of Special District	Purpose of the Special District
Institutional District	<ul style="list-style-type: none"> • Sets guidelines for public and private institutional uses such as schools, cemeteries, and municipal uses like fire stations, police stations, nursing homes, etc. • Requires minimum yards and City fencing guidelines to buffer use.
Residential Preservation District	<ul style="list-style-type: none"> • Creates a single-family dwelling residential district of a historic nature and character allowing for large lots of at least 11,250 sq ft as well as 75 feet of frontage. • Set up historic districts with certain duties around renovation, redevelopment, and demolition. • Prohibits any demolition by neglect. • Prohibits or adds barriers to the construction of any type of residential development at a higher density than what currently exists.
School/Church District	<ul style="list-style-type: none"> • A zoning category established for churches and churches that also operate schools, as well as public and private schools. • Creates larger setbacks to buffer use. • Establishes regulations around nighttime noise and lighting. • Creates open-ended regulations around parking and traffic to allow for needed parking spaces, traffic flow analysis, or traffic studies. • Establishes maximum building height of 35 feet.
North Oak Hospital Special District	<ul style="list-style-type: none"> • Establishes the area covered by the Hospital Master Plan. • Establishes parking requirements (1 space/1000 sq ft.), landscaping requirements of preserved live oaks and road frontage, setbacks, etc.

13.3.3.3 Lot Sizes

The UDC regulates minimum lot area, width, and building coverage for each zoning classification and stipulates that “no tract or lot...shall be reduced in size so that the minimum(s)... are not maintained” (1-1). Hammond’s single family zoning districts, indicated by RS, have minimum square feet in area, ranging from 11,250 square feet in RS-11 to 3,000 square feet in RS-3. Moreover, the maximum building coverage allowed ranges from 40% in RS-11 to 65% in RS-3, and minimum front, side, and rear setbacks. The zoning parameters for single-family homes dictates that this type of land use will have relatively large front and back yards with homes covering 65 percent of the lot, at most.

13.3.4 TREE PROTECTION

Hammond's Tree and Urban Forest Preservation Standards are outlined in Article 9. The UDC requires a tree preservation plan for a proposed commercial, office, industrial, institutional, or multi-family residential development" (9.1.4). The preservation plan must give special consideration to live oaks and other mature trees. In accordance with Article 9.1.2, landscaping plans do not apply to single family development. Street trees are not required of any type of development.

13.3.5 PARKING REQUIREMENTS

Hammond's parking requirements are shown in the table below from the UDC. Note that more than one parking space is required per unit in every residential district.

Figure 40: Off-Street Parking Requirements

TABLE 14.2.2 B	
OFF-STREET PARKING REQUIREMENTS	
SF= Square Feet FA = Floor Area	
USE	PARKING REQUIREMENT
RESIDENTIAL	
Single Family	2.0 spaces per unit
Two Family (Duplex)	2.0 spaces per unit
Multi Family (1 bedroom)	1.25 spaces per unit
Multi Family (2 bedrooms)	2.5 spaces per unit
Multi Family (3 bedrooms)	3.5 spaces per unit
Multi Family (4 bedrooms)	4.0 spaces per unit + 10 % additional spaces
Dormitories & lodging houses (which includes rooming/boarding houses)	1.0 space per bedroom
Group homes, halfway homes, & special homes	1.0 space for each 3 beds
Fraternity & sorority houses	1.0 space/5 active members
Mobile Home Parks	2.0 spaces per unit

Image from: http://www.hammond.org/wp-content/uploads/2020/12/Amended-UDC_7.2020-1.pdf

13.3.6 ACCESSORY DWELLING UNITS

Accessory dwelling units (ADUs) are generally small independent homes that exist on the same lot as the principal dwelling unit. These units can be attached to the main home or exist as a separate structure (detached). Hammond allows for attached ADUs in every residential designation except for RM-3. The City does not allow for detached accessory dwelling units in any part of the city. Conversely, Hammond's code allows for detached or attached guest

houses, also considered accessory dwelling units but for non-paying/non-commercial guests of the occupants of the primary residential unit located on the same lot.³⁹

13.3.7 MANUFACTURED AND MODULAR HOMES

Both manufactured and modular homes are a type of factory-built home constructed offsite and transported to the housing site. Manufactured housing, formerly known as mobile homes, is housing built in compliance with the 1976 Department of Housing and Urban Development Manufactured Housing Code, while modular homes are a “form of manufactured housing which is built off-site in components, or modules, for later assembly on-site”.⁴⁰ According to the UDC, mobile home park developments and new manufactured housing are not allowed in the City, while grandfathered developments can be upgraded or modified. At the same time, modular homes without chassis are allowed in every residential zoning designation while modular homes with chassis are only allowed in RS-11.A and the industrial districts.

13.4 Property Taxes and Tax Sales

How the collection of property taxes is enforced and the follow up actions that occur when taxes are unpaid can impact neighborhood quality. If a property owner is delinquent on property taxes to the Parish or City, regardless of physical condition, the property will be placed into an upcoming tax sale for buyers to bid on a tax interest in the property. One or more buyers may purchase a tax sale interest in a property, but a tax sale purchase does not constitute a title transfer. After a property is purchased at a tax sale the property title remains in the original property owner’s name for up to 36 months, known as the redemption period. However, if the property is blighted, the redemption period is reduced to 18 months.

During the redemption period the property owner can reclaim their property by paying back all taxes plus interest to the tax interest buyer(s). If the property owner does not reclaim their property within the applicable redemption period, the tax sale purchaser must file a lawsuit against the owners to quiet title after which the property may be transferred to the new owner. Alternatively, if a property’s tax interest is not purchased at a tax sale, the property is adjudicated to the City.⁴¹

Properties purchased through a tax-sale process must be maintained and all taxes paid by the tax-sale purchaser during the redemption period. Properties that are adjudicated to the City will be maintained by the City to ensure minimal neighborhood quality until a new disposition or public use is determined. Currently, the City does not have a program or policy in place to

³⁹ City of Hammond Unified Development Code (Amended April 27, 2021). https://cityofhammond.wpenginepowered.com/wp-content/uploads/2021/05/Amended-UDC_4.2021.pdf

⁴⁰ American Planning Association (2001). APA Policy Guide on Factory Built Housing. <https://www.planning.org/policy/guides/adopted/factoryhousing.htm>

⁴¹ Louisiana State Legislature. R.S. 47:2196. <https://www.legis.la.gov/legis/Law.aspx?d=631506>

facilitate the disposition and re-use of adjudicated property but the cost of maintaining the properties is the burden of the city taxpayers.

13.5 Succession

In accordance with Louisiana civil code, succession, also known as probate, is the transmission of an estate from the deceased to their successors. Successors have the right to take possession of the estate after complying with the applicable provisions of the law.⁴² Depending on how title is held and whether the owner died with a will or trust will impact how title can be transferred. The lack of proper succession results in “cloudy” title issues which can impact neighborhood quality due to the challenges a cloudy title presents for anyone interested in improving, purchasing, or selling a property that was not formally transferred to rightful owner(s).

Through discussions with the members of the Housing Advisory Committee and City employees, the lack of completed successions, resulting in clear title transfer between property owners, continues to challenge the City’s goals to redevelop and improve the housing stock. As relayed by Hammond’s Grants Manager, the City recently concluded a home improvement grant that had enough funds to administer 10 grants to low-income homeowners, but the Grants office was limited to offer just six awards in part due to “cloudy” title, a common term used to describe property titles that either have liens or ownership is in someone’s name that is either deceased or has abandoned the property. Otherwise, unclear ownership makes it difficult for code enforcement and the taxing authorities to contact the proper owner(s) when violations or delinquency occur.

The reasons a resident ends up with a cloudy title are varied and nuanced but resolving it can be expensive and time-consuming. Often, an occupant may not realize they have a cloudy title until they seek a loan or try to sell the property, typically the worst time to address it. Research suggests that the populations hardest hit by cloudy title are predominately Black and the neighborhoods with the most title issues have the lowest housing values and highest poverty rates.⁴³

⁴² Louisiana Civil Code 871, <https://www.legis.la.gov/legis/law.aspx?d=111021>.

⁴³ PEW Charitable Trusts (2021). How ‘Tangled Titles’ Affect Philadelphia. <https://www.pewtrusts.org/en/research-and-analysis/reports/2021/08/how-tangled-titles-affect-philadelphia#:~:text=Without%20clear%20ownership%2C%20residents%20are%20unable%20to%20tap,for%20city%20programs%20aimed%20at%20helping%20low-income%20households>.

14. Review: Hammond Residential Property Administrative Policies

14.1 Hammond Code Enforcement Policies and Procedures

The office of Code Enforcement works to ensure compliance with Hammond's policies that regulate blighted property, demolition, and property maintenance. To this end the office uses written procedures aligned with requirements in the municipal code to combat blight violations throughout the city.

Before summarizing how Hammond's Code Enforcement office operates, it is worth noting that traditional code enforcement has typically been an ineffective tool any place where the blighted property owner is absent, financially, or legally crippled, or irrational. The premise of traditional code enforcement assumes that the property owner is physically present or at least identifiable.⁴⁴ When the code enforcement violations no longer serve the purpose of incentivizing owners to correct the issues on their property it could be an issue with the department operations or that the violations are no longer the right tool for the job. It could also be a combination of both wherein the operations need to be assessed and updated to meet the current needs and new methods need to be introduced to support traditional code enforcement measures.

One of the most critical regulatory points addressed in the UDC that impacts the implementation of code enforcement's duties and future actions to bring blighted property violations into compliance is the definition of blight. According to Hammond code, blight is defined as:

Physical and economic conditions within an area that cause a reduction of or lack of proper utilization of that area. A blighted area is one that has deteriorated or has been arrested in its development by physical, economic, or social forces.

There is no definition for a blighted property specifically. According to the Code Enforcement policies and procedures, an owner may be cited for blight based on conditions related to grass, trash, abandoned vehicles, structures, fences, snipe signs, mobile homes, and dumpsters. The municipal code further describes some of these violations in article 17-16 and Chapter 20.

The following steps are summarized from the Office of Code Enforcement's Administrative Policies and Procedures and outline how the office issues code violations related to all blighted conditions except structural (demolition)⁴⁵:

⁴⁴ Schilling, J. (2009). Code Enforcement and Community Stabilization: The Forgotten First Responders to Vacant and Foreclosed Homes. HUD Exchange online. Available at: <https://files.hudexchange.info/resources/documents/CodeEnforcementandCommunityStabilization.pdf>

⁴⁵ Administrative Procedures for Handling Complaints, June 2022, City of Hammond, Code Enforcement

- Complaint received with the address and name and address of property owner;
- CE officer investigates within 72 hours, takes photograph, and validates the need for enforcement.
 - If the complaint is not valid at this point it will be recorded with any photos or related documentation and filed as “invalid complaints”;
 - If the complaint is valid, then a file is created of the violation, and tracking procedures begin.
- At the point a complaint is valid, official notice is sent to the owner and address on city tax rolls by one of the following ways:
 - Certified Mail
 - Official journal of Hammond
 - Citation or Misdemeanor Summon
 - A courtesy call
- The owner has 10 days after receiving official notice to comply and another inspection will be made after 10 days. At that point, the CE Officer will document compliance and close out the case OR in the case the owner has not complied, the CE will hire a private contractor to complete the work. The site is then to be completed in seven days. The CE office files all documents of completion to the Tax & Revenue Department who will file a lien against the property in order to collect the necessary City compliance fees.

The same administrative policies and procedures outlined above include a separate section to handle demolition procedures for structures with blight violations. The primary difference between processing a structural code violation compared to all others is the notification and inspection process. Below is an outline of the procedural differences when structural blight cases are processed:

- Mayor’s notice to owner and occupant
- Building department report and recommendation on condition and suitability of demolition
- Proof of service: Mayor’s notice must be signed by owner to prove delivery
- Council meeting
- Mayor’s second notice to owner and occupant if Council approves demolition, including proof of service.
- Lien is filed with mortgage and conveyances to notify all subsequent owners of debt

As currently understood, the policies described above are the extent of the City’s code enforcement program.

14.2 Housing Rehabilitation and Development Programs

Currently, the City of Hammond does not administer housing rehabilitation or development programs. In the past the Department of Grants has administered a home repair program for seniors through the Affordable Housing Program of Federal Home Loan Bank of Dallas. One of the challenges noted by the City about administering the repair program was the ability to find eligible owners due to past inadequate title transfer which much evidence that the grant applicant is the current owner of the property. To complicate matters, households with limited income are often the same households battling title issues and other regulatory hurdles that make it difficult for the City to find eligible grant recipients.

The Department of Grants fields inquiries from Hammond residents about how to obtain or improve affordable housing and currently the staff directs inquirers to contact the United States Department of Agriculture (USDA) about Section 504 loans. Section 504 loans are not administered by the City and available only to seniors, 62 years and older that are low or very-low-income (household income does not exceed 30% or 50% of area median income) for home repairs. Section 504 loans are 1% fixed rate loans with a maximum 20-year amortization; monthly payments are \$4.60 per month for each \$1,000 borrowed.⁴⁶

The Hammond Housing Authority is active and administers HUD Section 8 vouchers to eligible households seeking affordable rental housing either through project-based vouchers (specified units built for the purpose of affordable housing) or tenant-based vouchers (tenant is issued a voucher directly to use at a rental unit of their choice). It is worth noting that at the time of this report, there are no state or local laws that make it illegal for landlords offering rental housing in Hammond to discriminate against applicants based on source of income, like Section 8. Thus, “tenant choice” can be considered a misnomer.

14.3 Other Administrative Policies

14.3.1 WORKFORCE HOUSING STRATEGIC PLANNING REPORT

Commissioned by the City in 2007, this report set out to propose ways to increase the amount of workforce housing being developed in the Hammond area. The report was reviewed and approved by a task force made up of technical experts from a cross-section of the local community including builders, non-profit leaders, housing advocates and business leaders. As defined by the report, the problem is that single-family housing for homeownership is out of reach for the workforce population in the Hammond area. To this end the task force defined seven goals to address different gaps in the workforce housing challenge. Of the seven goals, the fourth goal is perhaps part of the reason this current study was pursued. Goal four from the workforce housing report states: *Provide incentives to help encourage the construction of single-family workforce housing for homeownership.*

⁴⁶ 504 Single Family Repair Loans and Grants. <https://www.rd.usda.gov/files/vtnh504appattachment.pdf>

Section 17 provides recommendations in four topic areas, one of which is development of affordable single-family housing.

14.3.2 VACANT LOTS

Hammond does not currently carryout any policies or programs related to the development of vacant properties. If a vacant property is determined blighted by the Office of Code Enforcement, the owner can be cited for a blight violation and incur liens if the City has to perform any maintenance on the property.

Previous planning processes have made suggestions to the City about how to consider formally including vacant property campaigns in their regular operating procedures. For example, the Downtown Hammond Master Plan proposed two ideas for promoting infill mixed use development using vacant properties:

- Provide incentives for owners of vacant properties to make those properties available for public benefit, including for local organizations, arts, and other public space, and
- Connect property owners to financial resources for redevelopment such as the Louisiana Restoration Tax Abatement program.

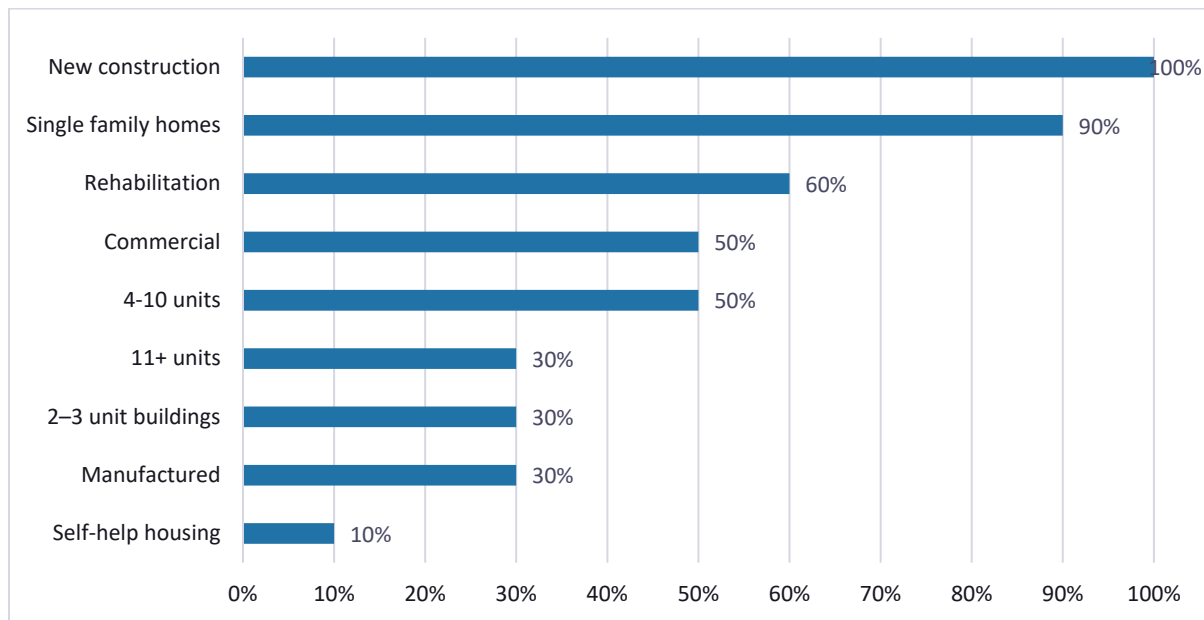
15. Review: Developer Questionnaire

In Fall 2022, local homebuilders and developers were asked to submit feedback about their experience and/or perceptions of developing housing in Hammond through a short questionnaire (Appendix C). The goal of the questionnaire was to better understand the developer’s perspective of building housing in Hammond. The questionnaire was distributed to relevant contacts by the Housing Advisory Committee members, the City Administration staff and the consultant team. Ten respondents submitted feedback through the questionnaire between September 22nd and October 19th. Following is an overview of the questionnaire context and responses.

15.1 Developer Experience

Six of the respondents had previously built units in Hammond, two had never built units in Hammond, and two did not answer whether they had built in Hammond. When asked what type of development they usually engaged with, all developers indicated new construction and 9 specified single-family homes (Figure 41).

Figure 41: Developer Questionnaire: Types of Development Experience



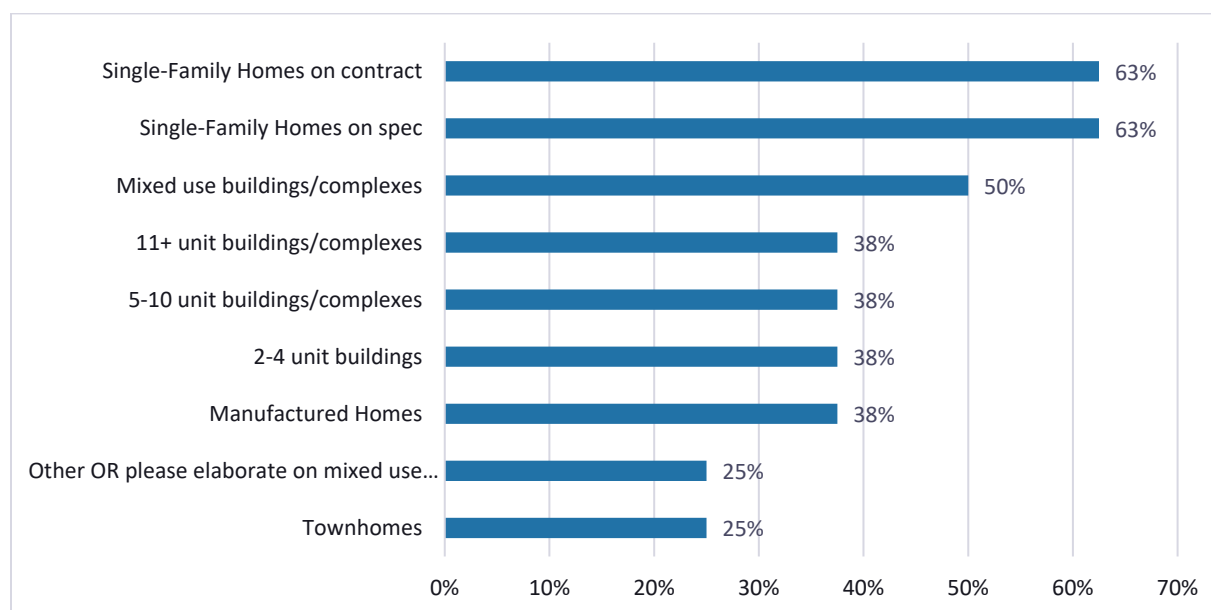
Source: Developer Questionnaire for Hammond Housing Growth Study, October 2022

15.2 Opportunities

The developers and homebuilders were interested in building a diversity of housing types as shown in Figure 42. When asked the reason for their interest in developing in Hammond, they said that “Hammond attracts a lot of different types of people” with a demand for a diversity of housing and Hammond is “a great market” with “opportunities for manufactured housing on infill lots and lots of opportunities for pedestrian-oriented infill in and around downtown”. The developers were also drawn to Hammond due to Hammond being their home, their “love

for the city”, less hurricane and surge risk compared to surrounding communities, the beautiful downtown, better soil conditions for the region, customer demand, strong demographics and community growth, expansion possibilities, etc. Two developers stated that they wanted to build in Hammond with the specific goals of “closing the wealth gap between minorities” and “(ensuring) that Hammond does not miss out or is left behind in having the healthiest built environment possible” in facing climate change.

Figure 42: Developer Questionnaire: Residential Development Interest

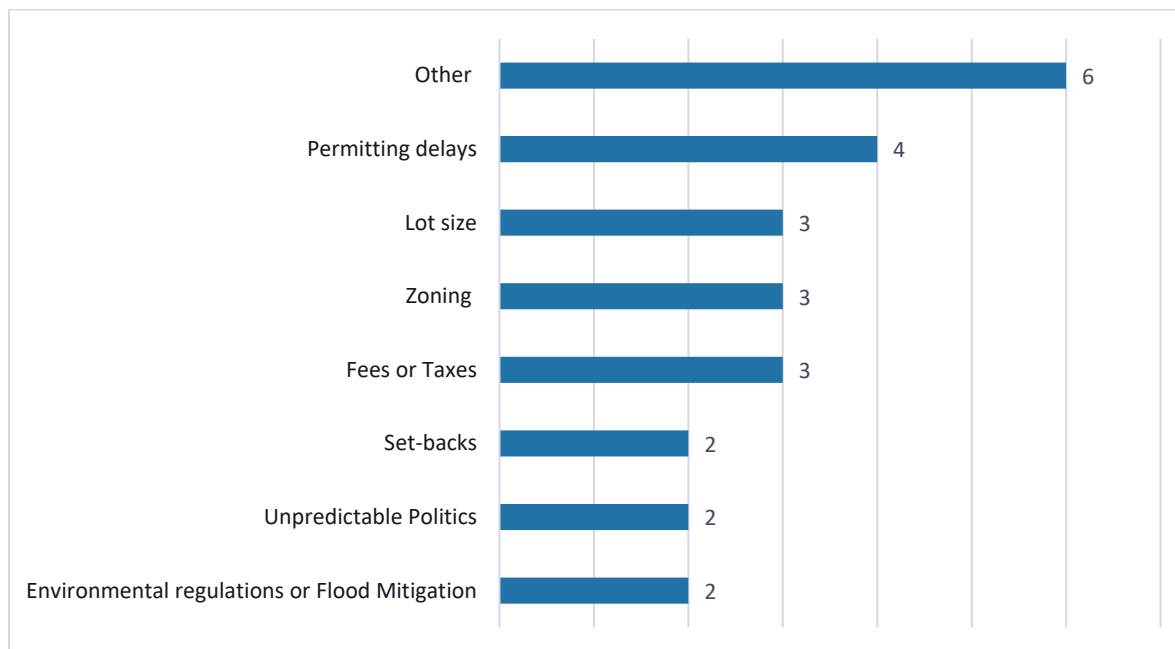


Source: Developer Questionnaire for Hammond Housing Growth Study, October 2022

15.3 Challenges

Respondents were asked questions about the most common challenges they confront when acting as a developer. The responses are summarized in Figure 43. The top response was “other” (6 responses) which when described this included: unpredictability of construction costs, S&WB process, survey requirements, foundation costs, utility tie-ins, and “Indian preservation approval”. After other, the next most common answers were permitting delays or other delays for approval (4 responses), lot size (3 responses) indicating mostly minimum lot size barriers, zoning (3 responses) including the ordinance and applying for variances, and fees and taxes (3 responses) including impact fees and future taxes.

Figure 43: Developer Questionnaire: Top 3 Most Costly Conditions/Regulations



Source: Developer Questionnaire for Hammond Housing Growth Study, October 2022

The barriers around lot size, zoning, and set-backs were echoed when developers/homebuilders asked about their most common reasons for needing a variance or rezoning. Six of the respondents answered something having to do with a lot size or setback requirement, mentioning that lots were often “too small” and mentioning a new law “requiring lots to be $\frac{1}{2}$ of an acre when they are outside the parish and are not a subdivision”. One developer wrote:

“The biggest thing is just squirrely peculiarities with the geometry of a particular lot that require some modification. From a zoning standpoint, the layers of requirements that impact the allocation of space on a lot can be tricky—e.g., not just setback and height requirements but also parking (which is a big one), open space requirements, FAR requirements, impermeable paving requirements, etc. Layering all of those on top of each other can make it hard to fit a project on a lot. While the market usually commands some degree of on-site parking, low parking requirements/flexibility around parking requirements/no off-street parking requirements would be welcome”.

Developers asked for minimum setbacks to be reconsidered due to Hammond’s small and irregular lot size, and they asked for zoning flexibility to allow manufactured housing.

15.4 Feasibility

To assess the feasibility of future development, the questionnaire asked “When considering development of single-family housing on scattered sites, what is the maximum total development cost (TDC) you can justify and still earn a fair profit? (When considering your TDC,

please include all costs such as acquisition, A/E, permitting, upgrades, financing fees, and closing costs). If you're willing to share any unique factors that make your TDC higher or lower than a traditional SF home, please indicate in your answer:”. There were four answers including two in which the developer could not give an exact amount due to costs varying greatly and variability in customer wants and needs. The other two responses stated that the maximum total development cost could vary “between \$128/sq ft - \$135/ sq ft depending on size, lot, location, etc.” and “\$250/ft. depending on the (fees related to) utilities”.

When the homebuilders/developers were asked about the most important development considerations to pursue development opportunities in Hammond, answered included land availability and land cost (5 responses), the cost of infrastructure (1 response), construction cost (1 response), and the city council politics (1 response).

15.5 Questionnaire Conclusion

The homebuilder/developer questionnaire was an important step to considering future policy and zoning requirements to foster affordable housing construction and redevelopment in the City of Hammond. Hidden barriers and costs might preemptively stop affordable projects in the City. The questionnaire indicates that homebuilders/developers see a myriad of opportunity to invest in Hammond including a diversity of people and opportunities. They are interested in developing single family homes and mixed-use buildings, with some developers interested in missing middle housing and apartment complexes. Homebuilders/developers view some of the greatest challenges to development as permitting delays. They also view the city’s setbacks and lot size requirements as a barrier to development that requires variances and rezonings.

16. Review: Policies and Programs in Other Jurisdictions

This section examines policies and programs from other jurisdictions in the U.S. that address residential property governance, housing development, and neighborhood revitalization and stabilization.

16.1 Residential Property Governance

Among the various regulatory tools that a community has at its disposal, code enforcement and zoning regulations are primary examples that have a big impact on single-family housing. Code enforcement is the process through which property conditions are upheld and by nature the related tasks are a reaction to current conditions. For instance, a code enforcement infraction is in response to a property violation. Code enforcement is a traditional penalty method used across the country to try and curb the negative impacts that blight has on our health, safety and economy. Typical problems addressed by code enforcement include, pest control, visual blight such as overgrown grass or dilapidated housing, and illegal dumping.

Compared to code enforcement, land use codes, like traditional zoning codes known as Euclidean zoning, are a proactive tool used by government to dictate the type and mix of land uses allowed in neighborhoods that offer complimentary uses and preferred development patterns. A comparison of land use codes across jurisdictions reveals how different communities use these codes to encourage or discourage specific land uses. Since around the 1990s, Euclidean zoning began garnering negative attention for the code's contribution to environmental degradation and social consequences. By separating uses, people have become more dependent on automobile trips for daily needs, causing air pollution and congestion. The social impacts of traditional zoning on housing discrimination and racial segregation are also documented widely. Below are two examples that offer perspectives and more recent best practices in code enforcement and zoning from other communities.

16.1.1 CODE ENFORCEMENT – NEW ORLEANS, LA

During the development of this study, the City of New Orleans was referenced several times as a model for other cities struggling to get a handle on blighted properties. Due to New Orleans historic housing infrastructure and high volume of blighted properties, the city is an obvious place to look for insight about how to address the chronic issues stemming from blight that plague so many communities.

The traditional tools to address blight are code enforcement violations and the related liens imposed by the local jurisdiction to remediate blighted conditions on private property. In post-Katrina New Orleans these tools no longer proved effective enough to control blight and abandonment. Under Mayor Landrieu's administration a more robust blight abatement

program was created to include monthly meetings with city partners and the public as well as a focus on code enforcement and lien foreclosure sales.

In New Orleans, a lien foreclosure (Sheriff Sale) may occur when a property owner does not respond to a health code violation and after administrative procedures, including public notice, the Sheriff's office can seize and sell the property at public auction. Moreover, New Orleans was one of the first cities in Louisiana to obtain "super priority" status at the public auction, meaning the code violations are treated equal to back taxes and trump all other mortgages and encumbrances.⁴⁷ Worth noting, the City does not take title to properties resulting from a lien foreclosure but partners with the Civil Sheriff to sell at a public auction for a private bidder to purchase and take title. As of 2013, the passage of Act 223 by the Louisiana State Legislature amended the state constitution to allow all municipalities and parishes in the state to pursue code enforcement foreclosures when the proper administrative processes are in place.⁴⁸

Further, the City of New Orleans and Orleans Parish are coterminous which allows them to operate as one parish-city government permitting easier coordination compared to other jurisdictions that must work with a separate jurisdiction to facilitate property transactions, such as multiple taxing authorities. Over the years New Orleans has pursued various measures to deal with blight aside from traditional code enforcement including Tax Sale, Sale of Abandoned Property (SOAP), Lot Next Door (LND) and Lien Foreclosure (Sheriff Sale). the City has other public entity partners at its side such as the New Orleans Redevelopment Authority (NORA) and the Housing Authority of New Orleans (HANO) to facilitate property disposition. These public entities often do not have the same limitations as the City when it comes to property acquisition and disposition.

Evidence of the continued work that New Orleans pursues to fine-tune their blight fight, at the time of this report draft, the city council is re-evaluating current code enforcement practices and considering the following changes to further improve efficacy⁴⁹:

- Setting daily fines hearing date at the initial violation hearing, speeding up the remediation process;
- Marking each violation on each structure separately, rather than as a whole lot. This would lead to more individual violations for slumlords in apartment buildings and multi-family structures;

⁴⁷ Nola.com (2011). New blight rules in New Orleans will try to bring order to haphazard process. https://www.nola.com/news/politics/article_4babfe2c-26eb-5f52-80f6-ba47fcdfa6cc.html

⁴⁸ Legis.la.gov (2013). Act 223. <http://www.legis.la.gov/legis/ViewDocument.aspx?d=857312>

⁴⁹ Email (Accessed 2022). Code Enforcement Updates from Councilmember Joe Giarruso. <https://myemail.constantcontact.com/Code-Enforcement-Updates-from-Councilmember-Joe-Giarruso.html?soid=1101890603744&aid=hLtk6j2UNzE>

- Requiring those with commercial licenses to keep their properties clean and in compliance with the city codes as a condition for license renewal;
- Focusing on commercial establishments and large-scale residential buildings that generate more litter and graffiti than single- or double-family homes; and,
- Expanding the definition of property owner to include “occupant” and “resident.”
- Amending the Home Rule Charter to create an independent code enforcement office with one Director to streamline administrative process.⁵⁰

16.1.2 ZONING — WALLA WALLA, WA

Jurisdictions have often use zoning as a tool to stimulate housing development and thus stabilize neighborhoods. In Walla Walla, WA, the growing city updated its zoning code to counter increasing home prices and a shortage of housing availability.⁵¹ In 2018, Walla Walla approved zoning reforms that streamlined accessory dwelling unit (ADU) regulations and provided for a greater mix of housing types.

With a need to grow responsibly as a community while also maintaining the character of its neighborhoods, the city adopted a Neighborhood Residential zoning designation, which allowed for greater density while still meeting existing standards like landscaping, setbacks, and height.⁵¹ The city also amended its ADU regulations to encourage development, removing its owner-occupancy requirements and special permit requirements. Developers in the city say that the new regulations allow them to profitably build homes for a variety of income levels and meet the needs of existing residents.⁵¹

16.1.3 ZONING – NEW ORLEANS, LA

Hammond has seen increasing demand for rental housing in recent years, including among “non-family” and student populations. The strong presence of Southeast Louisiana University (SELU) in Hammond is one important factor in the growth of this demographic sector, but nationally, according to the US Census, non-family households are at a 70-year peak.⁵² Towns and cities around the country have worked to address these increasing numbers and the demand they bring for smaller housing units and increased proximity to school or workplaces. For neighborhoods that were originally built with lower-density, single-family development typologies, adapting to increased demand for density and proximity can be a challenge.

Zoning Changes in New Orleans

⁵⁰ [New Orleans voters will likely decide on two more city charter amendments in 2023 | The Lens \(thelensnola.org\)](https://thelensnola.org/news/new-orleans-voters-will-likely-decide-on-two-more-city-charter-amendments-in-2023/)

⁵¹ Sisson, P. (2022). Zoning Reform Creates New Model for Smart Growth in Walla Walla, Washington. American Planning Association. Available at: <https://www.planning.org/planning/2022/summer/zoning-reform-creates-new-model-for-smart-growth-in-walla-walla-washington/>.

⁵² Figure HH-1, Percent of households by type. US Census Bureau. <https://www.census.gov/content/dam/Census/library/visualizations/time-series/demo/families-and-households/hh-1.pdf>

Recently, New Orleans attempted to address the challenge of increased demand for student housing in established Uptown neighborhoods by using its zoning code. The areas around Tulane and Loyola Universities have seen many renovations to single- or two-family houses that added presumed rental bedrooms or new constructions that include many more bedrooms than would typically be associated with one- or two-family dwellings. Some neighbors complained that the changes were out of character with the neighborhood or encouraged too many parties in an otherwise quiet neighborhood. At the same time, higher-density living arrangements can promote alternative, safer transportation, such as walking and biking, and encourage the development of more neighborhood-serving amenities. Opponents to the redevelopment trend have called it “doubles to dorms,” and the New Orleans City Council responded by creating an Interim Zoning District (IZD) designed to limit redevelopments based on a maximum number of bathrooms and a minimum number of parking spaces.

Minimum Parking Requirements

In October 2022, the New Orleans City Council elected to make the IZD changes permanent in the Comprehensive Zoning Ordinance (CZO), requiring the addition of a parking space for each additional bedroom added to a non-commercial, non-homestead exempt residential property in the areas around Tulane and Loyola Universities.⁵³ Manipulating minimum parking requirements has long been used to shape development types and density. Many communities have moved to reduce or eliminate minimum parking requirements to accommodate higher density, compact neighborhood development; encourage alternative transportation, including biking and walking; and promote more affordable development (parking spaces are major development expenses). The New Orleans City Planning Commission indicated that increasing minimum parking requirements in New Orleans could induce unintended consequences, such as higher housing costs and discrimination against renters. Others could include increased traffic and more impermeable surfaces that could contribute to flooding. While the permanent zoning change passed in New Orleans against the recommendation of the Planning Commission to tie bedrooms to parking spaces, any use of minimum parking requirements to influence development typologies should be studied carefully and when possible, opportunities to justify alternatives to achieving minimums should be considered.⁵⁴

Recognizing Co-living Arrangements in Zoning Codes

The demographic data in Hammond and national trends indicate that “non-family” households are at their highest numbers in decades and growing, but there are few examples of zoning codes that explicitly acknowledge deliberate co-living development types. Without accommodating the trend in the code, informal co-living arrangements are likely to persist

⁵³ “New Orleans City Council OK’s rules against ‘doubles-to-dorms’ conversions Uptown. nola.com. https://www.nola.com/news/politics/new-orleans-city-council-oks-rules-against-doubles-to-dorms-conversions-uptown/article_35538c9c-2865-11ec-9404-838fbc99bcc5.html

⁵⁴ A Business Case for Dropping Parking Minimums. American Planning Association. <https://www.planning.org/planning/2022/spring/a-business-case-for-dropping-parking-minimums/>

without regulation or appropriate neighborhood adaptation. As with most development types, if the zoning code explicitly addresses and accommodates higher-density development demand rather than ignoring it, there is a greater opportunity to shape the creation of community co-benefits, promote safe and resilient housing development, and encourage a wider range of housing choice for renters and would-be homeowners.⁵⁵

16.2 Affordable Housing Development

Most examples of affordable housing development programs will include one or both of the following tools, funding mechanisms, and/or locally specific ordinances or programs that incentivize the creation of affordable housing. These examples work to either remove barriers to affordable housing, usually by mitigating regulations that would otherwise engender higher development costs, or by incentivizing developers to build affordable housing by offering financial subsidy or administrative and regulatory waivers, such as streamlining the permit process or reducing parking requirements. Due to nationwide housing affordability issues, cities around the country are thinking creatively about how to encourage more housing development in their community. In addition to incentives and looser regulations, communities are beginning to expect that a small increase in density can help relieve a housing crisis and still be appropriate for low-density neighborhoods. Housing does not need to be either single-family or a large multi-family complex, there are housing types that fall between these two disparate housing types that not only address the need for affordable housing but help fill the small, vacant, disconnected spaces in historic cities and neighborhoods. The examples below illustrate housing types that are often highly restricted or outright prohibited from communities despite the potential to contribute housing development that can meet the diverse needs of housing demands in growing cities.

16.2.1 MISSING MIDDLE PATTERN BOOK – NORFOLK, VA

The City of Norfolk, VA offers a guidebook for developers to encourage the implementation of “Missing Middle” housing. Missing Middle housing is a term used to describe a range of house-scale buildings with multiple units- compatible in scale and form with detached single-family homes- located in a walkable neighborhood.⁵⁶ The Norfolk guidebook provides examples and technical assistance that aligns with the housing development goals of Norfolk, including floor plans and renderings, site plans, zoning guidance, and descriptions of approved materials and finishes.⁵⁷

Figure 44: Missing Middle Housing

⁵⁵ “Don’t Sleep on Coliving”. American Planning Association. <https://www.planning.org/blog/9260099/dont-sleep-on-coliving/>

⁵⁶ <https://missingmiddlehousing.com/> Accessed July 2022.

⁵⁷ City of Norfolk, Work Program Architects, GARC, Dills Architects. (2021). Missing Middle Pattern Book. <https://www.norfolk.gov/DocumentCenter/View/66555/MissingMiddlePatternBook#:~:text=Missing%20Middle%20is%20fundamentally%20about,lifestyle%20needs%20and%20mobility%20change>. Accessed 29 July 2022.



Source: *Opticos Design*

By proactively providing guidance about style, scale and form, Norfolk planners are educating developers and residents about how to fulfill the goal of more housing variety and lot infill while also meeting the regulatory requirements dictated by the city's plans and codes. The Missing Middle concept also helps Norfolk combat the negative impacts of scattered vacant lots by demonstrating options for infill development and increases housing type diversity on their terms.

16.2.2 MODULAR HOUSING

Modular housing communities are home to approximately 6.75 million American households but are an often-overlooked tool to increase affordable housing.⁵⁸ Although modular housing, a type of manufactured housing built in modules for assembly on-site, is commonly perceived as substandard, low-quality housing that is disconnected from the design of the surrounding neighborhood, other cities have demonstrated how modular housing can offer quality, design appropriate affordable housing. Modular housing can be attractive and look like any other traditional single-family home, but it costs less to develop than traditional housing, thus providing a lower price point for homebuyers and making it an attractive option for infill development.⁵⁹

⁵⁸ Zachary Lamb, Linda Shi & Jason Spicer (2022) Why Do Planners Overlook Manufactured Housing and Resident-Owned Communities as Sources of Affordable Housing and Climate Transformation?, Journal of the American Planning Association, DOI: [10.1080/01944363.2022.2038238](https://doi.org/10.1080/01944363.2022.2038238)

⁵⁹ NeighborWorks America. (n.d.) Manufactured Housing: Blueprint for Affordability and Community Impact. <https://www.neighborworks.org/getattachment/4bbeca87-4aa5-4f9f-a59a-4c8145b23fa4/attachment.aspx>. Accessed 03 August 2022.

16.2.2.1 Noji Gardens - Seattle, WA

Facing an affordable housing shortage in Seattle, WA, HomeSight, a community development organization focused on affordable homeownership, worked with the Manufactured Housing Institute to develop Noji Gardens, a 6.5 acre, 75-unit affordable housing development.⁶⁰ The development includes two-story single-family homes and townhomes that are consistent with the style and aesthetics of the housing types of the neighborhood.⁶¹ The homes look like typical single-family homes in Seattle, but with a lower selling price. HomeSight worked with the City of Seattle to include Noji Gardens in its property tax abatement program, saving buyers approximately \$15,000 to \$25,000 over ten years.⁶⁰



Noji Gardens (Source: University of Washington)

⁶⁰ Neighborhood Reinvestment Corporation. (2002). An Examination of Manufactured Housing as a Community- and Asset-Building Strategy. https://www.jchs.harvard.edu/sites/default/files/media/imp/w02-11_apgar_et_al.pdf. Accessed 03 August 2022.

⁶¹ University of Washington, College of Built Environments. Noji Commons, Spring 2004. <https://ndbs.be.uw.edu/project-archives/2004-noji-commons/>.

16.2.2.2 Cranberry Village – Carver, MA

Cranberry Village is a modular home community in Carver, MA for people 55 and older. It is a resident-owned community, which means that residents own the land, control the rent, and make decisions about community improvements and repairs.⁶² The community, which has



Cranberry Village (Source: Cranberry Village Residents Association)

280 modular single-family homes in a variety of layouts and sizes, provides an affordable pathway to homeownership and stable housing for its residents.

To purchase the land, residents partnered with ROC USA, a non-profit organization that helps communities buy their manufactured home communities from a private landlord through a mix of technical assistance and affordable financing.⁶³

16.3 Homeowner and Homebuyer Programs

Homeowner and homebuyer programs aim to create affordability from the consumer side. While the above programs and regulations deal with affordable housing development and upkeep in the private market, homeowner and homebuyer programs help residents overcome financial barriers to renting, purchasing, repairing, and maintaining homes. The following programs provide alternatives to private market borrowing or development options which may be out of reach for low- or middle-income residents. In the case of community land trusts and land banks, non-profits and government departments lead development efforts to maintain perpetual affordability as a community good in conjunction with or as an alternative to the private market which, due to land costs and other expenses, may fail to provide that good. Homebuyer and repair programs posit that stable ownership and regular upkeep is also a community good. While code enforcement and other policies which leads to aesthetically desirable communities are mentioned above, it should be noted that without providing pathways for low- or middle-income residents to make necessary repairs, code enforcement

⁶² Cranberry Village Residents Association. (2022). Cranberry Village: A Resident-Owned Community. <https://cranberryvillage.coop/>.

⁶³ ROC USA. Resident Owned Communities. <https://rocusa.org/>.

can serve as a mechanism for displacement. The following programs offer a few examples of the many government and non-profit backed initiatives across the country to make homeownership accessible to residents at all income levels.

16.3.1 COMMUNITY LAND TRUSTS AND LAND BANKS

A Community Land Trust (CLT) is a community-based organization that acquires, owns, and stewards land permanently thereby providing the community with a stable, affordable housing stock.⁶⁴

A CLT is often a private nonprofit that holds land in a trust, and constitutes a board and community membership⁶⁵. Both land trusts and land banks are typically most effective in areas where gentrification is expected to occur, and the cost of housing is expected to continue to rise above what the area median household



This bungalow-style home was acquired and renovated by the Cuyahoga Land Bank.
Photo courtesy: Cuyahoga County Land Reutilization Corporation

income renter or buyer can afford. These organizations can help increase the capacity of jurisdictions to identify, acquire, and return to commerce dilapidated or blighted housing.

A land bank is a public or non-profit organization focused on converting vacant land or dilapidated properties to productive use.⁶⁶ Land banks can acquire vacant or tax-delinquent properties to return them to productive use. Land banks can improve tax revenues, expanding housing availability, and promote economic development by turning abandoned and vacant properties into usable parcels. As discussed below, CLTs and land banks can often work together to identify, acquire, and return vacant or dilapidated properties to commerce.

16.3.1.1 Build Baton Rouge Land Bank – Baton Rouge, LA

Build Baton Rouge is the redevelopment authority for the City of Baton Rouge focused on creating equitable investment, innovative development, and thriving communities.⁶⁷ After struggling to address vacant and blighted properties in the city, Build Baton Rouge established a land bank to create a centralized process to acquire and manage blighted properties. The

⁶⁴ National League of Cities. (2021). Community Land Trusts: A Guide for Local Governments. https://www.nlc.org/wp-content/uploads/2021/08/Community-Land-Trusts_A-Guide-for-Local-Governments_Report-1.pdf.

⁶⁵ Shelterforce (2016). Land Banks and Community Land Trusts: Not Synonyms or Antonyms. Complements. Available at: <https://shelterforce.org/2016/11/09/land-banks-community-land-trusts-not-synonyms-or-antonyms-complements/>

⁶⁷ Build Baton Rouge. (2020). About Us. <https://buildbatonrouge.org/about-us/>.

⁶⁷ Build Baton Rouge. (2020). About Us. <https://buildbatonrouge.org/about-us/>.

land bank acquires and holds vacant and distressed properties in the city, which are then either developed by Build Baton Rouge or available for development through their Community Partners Program, in which individuals, non-profits organizations, or for-profit organizations can apply to purchase or lease properties.⁶⁸

16.3.1.2 Inclusive Neighborhoods Program – Albany, NY

The Inclusive Neighborhoods Program is a collaborative effort between the Albany Community Land Trust and the Albany County Land Bank. This partnership allows the Albany County Land Bank to make certain properties available for sale to the Albany Community Land Trust at a discount.⁶⁹ The land trust is then responsible for renovating or redeveloping the properties as needed and selling them as permanently affordable housing. This process ensures a steady affordable housing stock in Albany and a commitment to inclusive neighborhoods.

16.3.2 DIRECT HOMEBUYER ASSISTANCE PROGRAM – NEW ORLEANS, LA

First-time homebuyer assistance programs help increase the number of stable homeowners in a neighborhood, which in turn can help stabilize housing and support other development in that neighborhood. The City of New Orleans Office of Community Development oversees the Direct Homebuyer Assistance Program, which helps eligible first-time homebuyers cover upfront costs of their home.⁷⁰ Using federal funds through the Community Development Block Grant, the program provides down payment and closing cost subsidies for first-time homebuyers whose income does not exceed 80 percent of the Area Median Income (AMI).⁷⁰

16.3.3 MAKE IT HOME REPAIR PROGRAM – DETROIT, MI

Costly home repairs associated with inadequate housing can often overwhelm the already limited resources of low-income homeowners. A major financial burden for low-income homeowners, expensive home repairs many times go unaddressed, leading to neighborhood distress or instability. The United Community Housing Coalition in Detroit sought to address these concerns by creating the Make It Home Repair Program to cover the cost of home repairs for eligible low-income homeowners. Eligible participants in good financial standing on the purchase of their home could receive a \$6,000 grant if they participated in a homeowner education class and provided \$1,000 in matching funds.⁷¹ In a survey of program participants, one quarter reported that without the program, they would have had to leave their home permanently.⁷¹ Through emergency repair grants, repair coordination, and homeowner education, the Make It Home Repair Program helps low-income homeowners improve the

⁶⁸ Build Baton Rouge. (2020). Land Bank. <https://buildbatonrouge.org/our-work/land-bank/>.

⁶⁹ Albany County Land Bank Corporation. Inclusive Neighborhoods Program. <https://www.albanycountylandbank.org/inclusive-neighborhoods-program>.

⁷⁰ City of New Orleans Office of Community Development. (2022). City of New Orleans Direct Homebuyer Assistance Program. <https://nola.gov/community-development/direct-homebuyer-assistance-program/>.

⁷¹ Eisenberg, A., Wakayama, C. and Cooney, P. Reinforcing low-income homeownership through home repair: Evaluation of the Make It Home Repair Program. University of Michigan. <https://poverty.umich.edu/files/2021/02/PovertySolutions-Make-It-Home-Repair-Program-Feb2021-final.pdf>.

quality and safety of their home and supports their ability to stay in the home and neighborhood.

16.4 Neighborhood Revitalization and Stabilization Strategies

Neighborhood revitalization and stabilization strategies focus on improving the conditions of neighborhoods in distress. The goal of these strategies is to improve the physical conditions, connectivity, aesthetics, and safety of neighborhoods while avoiding displacement of current residents. Most often these strategies employ broad policy, programs, funding, and other mechanisms to address physical blight and other forms of degradation. Blight is tied to vacancy, displacement, trash, crime, and other forms of abandonment. Different methods of blight remediation are intrinsically tied to the revitalization and stabilization of neighborhoods which aids residents and business owners in maintaining stability. The below examples offer different approaches used to embark on neighborhood revitalization and stabilization.

16.4.1 REDEVELOPMENT AUTHORITY – NEW ORLEANS, LA

The New Orleans Redevelopment Authority (NORA) is a public entity created by the State of Louisiana in 1979 to work in partnership with the City of New Orleans to combat blight and vacancy throughout the city. The stated mission of NORA is to act as “a catalyst for the revitalization of the city, partnering in affordable and equitable strategic developments that celebrate the city’s neighborhoods and honor its traditions.”⁷² To do its work, the agency is comprised of leadership and staff that have experience and are qualified to facilitate land sales, acquisition, oversee property development, blight remediation and overall neighborhood stabilization. NORA is overseen by 10 board of commissioners that are selected by the Mayor of New Orleans and City Council.

At one time after Katrina, NORA maintained over 5,000 vacant properties that were donated to the City from the LA Road Home Corporation, the entity that purchased storm damaged property from victims of Hurricane Katrina. Today the agency continues to facilitate the disposition of property on behalf of the city through various programs. They also identify vacant properties for acquisition to pursue strategic projects that contribute to neighborhood stabilization and economic development. They work with property owners on green infrastructure improvements and developers through RFPs to provide infill affordable housing throughout the city.

Ideally a redevelopment authority will have access to a reliable funding source to reliably support important projects or programs that impact the agency’s mission. In NORA’s case, the agency is funded primarily with federal funding either from the City or directly from federal grants. Following NORAs success at returning over 3,000 properties back on the market in less than 10 years, the agency was chosen for a federal grant financed through the U.S Department of Housing and Urban Development (HUD) which spurred over 300 affordable single-family

⁷² New Orleans Redevelopment Authority on-line. Accessed January 13, 2023. <https://www.noraworks.org/about>.

units.⁷³ More recently the agency partnered with the City to apply to the U.S. Department of Housing and Urban Development grant, National Disaster Resilience Competition (NDRC), and was one of only 13 applicants nationwide to receive an award.⁷⁴ The agency is currently implementing a green infrastructure program on private property with the NDRC funding.

16.4.2 NEIGHBORHOOD CLEAN SWEEP PROGRAM – WARREN, MI

Founded in 2008, Warren, Michigan's Neighborhood Clean Sweep Program was created as a community-wide effort to halt blight in the city.⁷⁵ The Neighborhood Clean Sweep Program, administered by a task force of city staff from various departments including public works, public safety, planning, and inspections, used blight inspectors to "sweep" designated neighborhoods for code violations. After identifying target neighborhoods, informational brochures were sent to residents to inform them of the initiative.⁷⁶ Properties identified as having a code violation were given a five-day notice period to correct the violation to avoid a \$1,000 fine. As of 2014, the City had inspected 125,000 residential and commercial properties and administered over 30,000 notices, but only 800 fines had been issued. Most property owners have been able to correct the code violation within the five-day grace window.⁷⁵ Efforts like these are able to identify blighted properties faster than traditional code enforcement efforts and often have code violations corrected without fines.

16.4.3 STREET TREE REQUIREMENTS – PORTLAND, OR

In Portland Oregon the street tree canopy increased by 4 percent between 2000 and 2015. And one might think that they are adding that many parks or undeveloped land but Multnomah County, where Portland is located, is growing faster than almost any other time in its history so the economy is growing and the tree canopy is growing outside of the park areas, where the population is steadily increasing.⁷⁷ The reason for this growth in trees is due to Portland passing laws before their growth spurt that require street trees along new buildings and mandating minimum tree canopy density with new development. Street trees add costs to building so the benefits need to be weighed against the costs to affordable housing and economic development but with thoughtful laws that balance the extent of the requirements on developers it's possible to get both, development, and attractive, enjoyable streetscapes.

⁷³ New Orleans Redevelopment Authority. (2020). Neighborhood Stabilization Program (NSP2). <https://www.noraworks.org/programs/residential/nsp2>. Accessed August 03, 2022.

⁷⁴ U.S. Housing and Urban Development on-line. Accessed January 13, 2023. <https://www.hud.gov/sites/documents/NDRCGRANTPROFILES.PDF>

⁷⁵ International Economic Development Council. (2014). Case Studies in Addressing Neighborhood Vacancy and Blight. <https://restoreyoureconomy.org/clientuploads/2014/08/Addressing-Vacancy-and-Blight.pdf>.

⁷⁶ City of Warren. (2021). Summary: Operation Clean Sweep A Success. https://www.cityofwarren.org/wp-content/uploads/2021/01/2018.06.14_Operataion_Clean_Sweep.pdf.

⁷⁷ Anderson M. (2018). Housing Infill and Tree Infill Go Together in Portland. <https://www.sightline.org/2018/09/14/portland-housing-infill-and-tree-infill/>

16.4.4 JEFFERSON PARISH HOUSING STOCK ENHANCEMENT STRATEGIC PLAN

In 2017, the Jefferson Parish Economic Development Commission (JEDCO) partnered with Jefferson Parish to release the “Jefferson Parish Housing Stock Enhancement Strategic Plan: A Strategy for Neighborhood Revitalization”. Similar to the goals of Hammond’s Housing Study, Jefferson Parish and JEDCO sought to create a comprehensive approach to revitalize housing stock and meet housing needs in Jefferson Parish as well as better understand how existing land use and community development programs can better support affordable housing and other community needs in the parish.

The Jefferson Parish plan highlights two topic areas that overlap directly with Hammond’s interests in blight and land use. To address blight, the Jefferson plan recommends a two-part strategy of future action. First, funnel funding into the most blighted areas –areas that demonstrate the greatest need as evidenced by incomes, vacancy, blight, and crime. Second, any neighborhood revitalization strategy should prioritize quick “wins”. That is, focus on revitalization methods that are quick to implement, less expensive and that provide the greatest potential benefit from available resources.

Regarding land use, the plan authors recommend measures to reduce single-use zoning districts and reduce the cost of land and needed infrastructure when property is developed. The recommendations range from simple, short-term fixes like zoning changes to complex, multi-year programs. The more complex programs may require grants, new employees, or other administrative processes.

Short term land use interventions include changes to the zoning code to allow greater flexibility in lot size by-right to increase housing choices and reduce development costs, support higher density development along existing and planned transit uses, reduce parking minimums especially for developments served by transit and projects that are conducive to shared parking, create more mixed use zoning categories, allow for smaller units, propose design modifications to create context sensitive design standards, and provide density bonuses for developments that meet community goals like affordable housing. Long term land use interventions include creating infrastructure for pedestrian connectivity, supporting a wide range of mobility options, supporting public and land trust acquisition of vacant lands, and facilitating brownfield redevelopment for mixed use and residential developments.

17. Recommendations

The recommendations presented in this section offer a roadmap for the city's housing and neighborhood stabilization goals. Recommendations are categorized by the four topic areas shown below followed by the goal as indicated by the number and finally, property improvement approaches.

Topic Areas:



Residential Property Regulatory and Administrative Governance



Affordable Single-Family Housing Development



Programs for Low-Income Homeowners and Homebuyers



Neighborhood Revitalization and Stabilization Strategies

Goals:

1. Return undeveloped and blighted residential properties to the housing market;
2. Rehabilitate, where feasible, the existing housing in identified areas;
3. Provide affordable housing that is compatible to the existing residential character of the surrounding neighborhood;
4. Capitalize on properties that could be redeveloped/developed for housing and provide surface infrastructure that would create more complete, connected, safe and attractive neighborhoods; and
5. Develop programs to promote homeownership and assist low-income and senior homeowners with property repairs and upkeep.

Property Improvement Approaches:

- C - Conservation
- R/D - Redevelopment/Disposition
- I - Incentives
- All - C, R/D, and I



17.1 Residential Property Regulatory and Administrative Governance

These recommendations consider changes to regulations, laws, policies, and procedures. Some of the changes may be governed by the State and require extensive efforts to address, others will be under Parish or City control.

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Empower an existing City department head to champion the City's goals around blight remediation	1-5	Identify and empower a department overseen by the mayor's office to prioritize blight remediation and champion strategies to help control blighted conditions.	Department of Buildings or Department of Planning Mayor's Office
	All	Build off the City's goals for blight reduction to develop clear objectives, specific assessment criteria, and authority to identify blighted properties, determine or confirm the most appropriate improvement approach by site and neighborhood, and use resources to remediate the property based on suggestions in this report and in future, neighborhood-specific assessments. Conduct public outreach to identify and prioritize 3-5 challenges to blight remediation. Once determined, make the list public, and set performance benchmarks to stay accountable to meeting the challenges and addressing the stated goals.	
Maintain the Housing Advisory Committee (HAC) for long-term policy and strategy guidance	1-5	The City will benefit from a permanent, formal committee with representation from key agencies and departments within the City with the goal of breaking down silos between departments and the public, coordinating planning and implementation efforts, and leveraging existing city resources to support housing solutions. Membership on the committee should be reviewed annually to ensure geographic and the diversity of Hammond. The committee can lead on the following issues:	Office of the Mayor City Council

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
	All	<ul style="list-style-type: none"> Using this study to develop and implement a work plan Prioritization of housing-related policies and programs Proposing and confirming strategies to stabilize distressed residential areas Creation and management of homebuyer programs and assistance to low-income homeowners for repairs and upkeep Dissemination of information about available housing resources to promote fair access 	
Hire a full-time professional Planner to advance housing policy across planning documents and plan implementation	1-5	<p>Hire a Planner with at least 5 years of experience in the public sector and preferably with housing expertise.</p> <p>In addition to traditional planning functions, this position can help lead the City's efforts to advance its goals in housing policy, both single-family and multi-family by integrating goals into formal planning documents, like the Comprehensive Plan and Zoning Code; maintaining an open dialogue with housing developers to understand shifting market conditions and site standard requirements; as well as remaining up to date with local and national housing funding sources and incentive programs to promote fair and affordable housing.</p>	Department of Planning Office of the Mayor
	All		
Hire or identify a full-time Director of Community Development to lead housing goals	1 and 3	The City should hire or identify a lead to guide code enforcement and planning staff across housing needs. This position can manage housing goals and standards, administration of development incentives, and management of state and federal housing funding and compliance.	N/A
	All	A Director of Community Development could oversee both Departments of Buildings and Planning to ensure coordination and leadership in both areas and support the goals of the City.	

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Update the Comprehensive Master Plan to reflect the City's housing and connectivity goals	1 and 3	Hire a consultant to update portions of the Master Plan to ensure that it is still current with the community priorities and current conditions of the physical and social landscape of the city. The Master Plan should be reflective of City's housing and pedestrian connectivity goals, but not too restrictive to discourage all development. During the update process, relevant ordinances, Unified Development Code, and other administrative policy guidance should be analyzed to understand if it supports or contradicts each element of the Master Plan to harmonize goals, policies, and procedures.	Department of Planning
	All	Ensure that the Master Plan has a regular interim review process to keep leadership, staff, and the public up to date with overall City goals and how they can be applied through housing policy and programs.	
Update the Municipal Code of Ordinances (MCO) to prioritize the City's goals to remediate blighted conditions and ensure consistency across City documents	1	Currently the MCO defines blight as a condition and does not indicate how an inspector identifies factors that contribute to blight. Single-family property has a more lenient definition of abandoned which could complicate future efforts to enforce compliance with blight violations.	City Attorney Code Enforcement Department of Planning Director of Community Development (new)
	All	Define vacant lots and consider employing ramifications for long-term vacant lots in developed neighborhoods. Any updates must be done in coordination with code enforcement and the planning department.	
Develop administrative policies for the Department of Code Enforcement that outlines how fines are administered	1	To create public accountability and consistency with code enforcement, update the code enforcement policies and procedures to clearly illustrate the property code enforcement procedures, including definitions of blighted property and steps of the condemnation process. Fines will encourage violators with financial means to follow the code thus eliminating some of the perpetrators immediately.	Department of Building Department of Planning

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
	All	<p>Consider including waivers for low-income first-time offenders and other vulnerable populations who have limited means to address property maintenance.</p> <p>A written set of policies that covers all actions available to the City through the MCO should be included, including liens as allowed by LA R.S. 33.4754. After updating policies and procedures, ensure consistency across the MCO, building code, and other relevant ordinances with updates to these as necessary.</p>	
Automate administrative functions of code enforcement and create a public database of code violations	1	Develop a Public database of code enforcement violations to bring transparency, convenience, and awareness to the public of the process and requirements. This will allow the City a standard method of tracking and monitoring code enforcement violation and offer property owners a method to pay for violations.	Department of Buildings
	All		
Develop new strategy to allow lien foreclosures to address vacant and blighted properties	1, 3	To address vacant and blighted property with unresponsive owners develop a strategy that will allow the City to pursue lien foreclosures. LA Act 223 passed in 2013 to allow any municipality to pursue lien foreclosures of blighted property. This recommendation requires some administrative steps and a new ordinance in accordance with state and local laws. See La R.S. 13:2575.9 and 13:2576. ⁷⁸	City Attorney Office Code Enforcement Tangipahoa Sheriff Office
	R/D		

⁷⁸ Louisiana Revised Statutes – Title 13. Available at: http://legis.la.gov/legis/Laws_Toc.aspx?folder=87&title=13.

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Develop a strategy and legal pathway for site control of adjudicated property within the City	1, 3	The City of Hammond currently has over 100 adjudicated properties that are not generating property taxes and require city maintenance. To date the City has not identified a pathway to quiet title or transfer title to a third party. Adjudicated properties are a drain on City resources and are typically abandoned, adding to the City's challenges with controlling blight and vacancy.	City Attorney Office
	R/D	In accordance with State law the City can quiet title through a legal process and essentially obtain a clear title. Once the City has site control of adjudicated properties they can employ disposition programs, some of which are recommended in this study, to ensure these properties are placed back into the private real estate market.	



17.2 Affordable Single-Family Housing Development

These recommendations provide opportunities for increasing the development of affordable single-family housing while maintaining the character of the surrounding neighborhood. They focus on City policies to reduce barriers for local developers and incentivize appropriate development. Nearly all barriers to developing affordable, single-family housing are related to costs of design, development, permitting, and construction relative to potential rents or future sales prices. These recommendations seek to encourage private developers to build infill housing that maintains neighborhood character by streamlining the development process where possible, allowing other, more productive use types within neighborhood-scaled designs or bridge the gap between development costs and potential returns.

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Develop public awareness to build public acceptance of workforce housing in Hammond	3	The City and Council should use regular public meetings to talk openly about the need for affordable housing and what some of those options look like from small scale, contextually appropriate 2-unit structures to modular homes or traditional homes on smaller lots. To help visualize what these housing types look like the City can develop a portfolio of housing type examples from other locations that are considered appropriate and affordable.	Office of the Mayor City Council
	1		
Revise zoning designations and allowances in Enhancement Areas to attract development and reflect desired neighborhood housing	1 & 3	Revise single-family zoning districts to allow for low-density, neighborhood scale housing also known as the “missing middle” housing (i.e., housing typologies between single-family and large multi-unit complex described in the example from Norfolk, VA, Section 16.2.1). Updating the code to prioritize design and scale over the number of units will prioritize existing neighborhood context and offer more affordable housing options.	Department of Buildings Department of Planning
	1		
Address barriers to single-family housing development in the Enhancement Areas by updating	1, 2 & 3	To strengthen residential neighborhoods in Enhancement Areas, and mitigate challenges with blight and vacancy, the City should consider changing the single-family zoning code to allow a broader type of single-family housing such as modular homes, and detached ADUs, increase	Department of Planning

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
the single-family zoning code to allow more housing types	1	<p>minimum lot sizes and reduce parking requirements. These changes can entice some developers into the private market for scattered site development.</p> <p>See below for some specific recommendations to the zoning code that maintains single-family use zones.</p>	
Asses the advantages of updating requirements in the zoning code related to: lot size, parking requirements, accessory dwelling units, and manufactured homes in the Enhancement Areas.	1, 2 & 3	<p>By reducing or eliminating some of the restrictions in the single-family zoning districts the City may entice new housing development on underutilized lots. Owners who own vacant lots may find more interested buyers that are able to develop given lesser restrictions that will decrease the costs of construction which may in turn allow for a reduced sales price, opening the market up to more buyers. Some examples of restrictions that can decrease development costs and thus entice development on scattered sites include:</p> <p>1. Lot sizes: minimum lot size standards are associated with land costs and housing prices by limiting options for more compact housing development that are typically more affordable. Parcel size, building size, and setbacks are among the top zoning regulations that prohibit affordable</p>	<p>Department of Planning</p> <p>Department of Buildings</p>

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
	I	<p>housing construction by disallowing smaller, more affordable units.⁷⁹</p> <p>Increasing minimum lot size is associated with decreased housing permits and less affordable housing.⁸⁰ Pairing these changes in site requirements with neighborhood-specific aesthetic/design standards can enable neighborhood-scale development that still maximizes the real estate value of the land.</p> <p>2. Parking: Currently every dwelling unit, other than fraternities and groups homes, are required to offer more than one parking space, 1.25 is the minimum parking space requirement for a 1-BR in a multi-family development. Single-family homes are required to offer 2 spaces. Planning for space for parking adds cost to development and decreases the living space on smaller lots. To entice development on underutilized lots, consider decreasing parking requirements in the Enhancement Areas.</p> <p>3. Accessory Dwelling Units (ADU): Allow ADUs in the Enhancement Areas by right to entice more development and offer a pathway to alleviate financial constraints on current homeowner who may use the extra income to pay taxes, make repairs or pay their mortgage. Developers are attracted to properties that allow for ADUs by right because they can be developed at the same time as the primary house, allowing for economies of scale in construction, and can help find buyers that may use the rental income to underwrite a mortgage.</p>	

⁷⁹ Urban Land Institute (2014). Bending the Cost Survey: Solutions to Expand the Supply of Affordable Rental Housing. http://uli.org/wp-content/uploads/ULI-Documents/BendingCostCurve-Solutions_2014_web.pdf

⁸⁰ Glaser and Ward (2009). The causes and consequences of land use regulation evidence from greater Boston. https://scholar.harvard.edu/files/glaeser/files/the_causes_and_consequences_of_land_use_regulation_evidence_from_gr eater_boston_2009.pdf

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
		<p>For ADU providers and users, they offer affordable housing options, financial security by supplementing income, and greater independence to elderly or exceptional residents who need part-time nearby assistance. In a university town, scattered ADUs will lessen the burden of student housing on university-adjacent neighborhoods.</p> <p>4. Manufactured Homes: Allow new manufactured home construction. As housing costs continue to rise in parallel to inflation, manufactured home construction offers an affordable single-family home option by removing layers of contracting. Typical concerns over the aesthetics of modular housing can be regulated through design and minimum quality standards to ensure acceptable form and function.</p>	

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Attract homebuyers by offering mortgage or down-payment assistance for buyers with incomes between 80% and 120% Area Median Income	5	To attract homebuyers that are financially prepared to carry a note but still unable to afford a modest home due to high cost, the City can offer homebuyer incentives that reduce the cost of buying a home. Typically, these programs are designed for a specific buyer such as first-time homebuyers or buyers with a total household income between 80% to 120% of the Area Median Income. A homebuyer assistance program example in New Orleans is described in section 16.3.2, the City can fund homebuyer programs through federal, state or local funding.	Department of Grants 3 rd Party non-profit to underwrite and administer the assistance.
	I		
Develop a strategy to offer land subsidies for building affordable single family homes on vacant land	1 & 3	Land subsidy can be used to attract developers to build housing in accordance with the City's priorities. Once the City has site control of properties (through quiet title, blight liens or private market acquisitions) they can offer the lots for free to developers that will build affordable single-family homes for a specified sales price. To ensure compliance the City will need execute written developer agreements and file a resale restriction on the property to prevent an illegal sale.	City department chosen to champion housing programs
	R/D		



17.3 Programs for Low-Income Homeowners and Homebuyers

These recommendations could also be labeled programs for affordable housing. They will focus on ways to use the real estate market to incentivize homeownership for mortgage-ready households and programs that offer financial support for existing low- to middle-income homeowners to make repairs or improvements to their property. Note, “low-income” does not assume public-subsidized housing.

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
Apply for additional sources of funding for housing and community development to fund implementation recommendation in this plan	1-5	Utilize City resources and outside partners to design competitive housing and community development grant or forgivable loan programs that are eligible for funding from outside sources (Community Reinvestment Act, local housing trust fund, municipal bond, CDBG).	Department of Grants Department of Planning
	All		
Secure resources for a City or nonprofit led home repair program to address repair needs for homeowners	5	Assess how many Hammond residents have successfully participated in the USDA home repair program. The City should contact the USDA loan representative for Hammond to assess if applicants from Hammond are successfully applying to the USDA home repair program to determine if the city can be a partner to help increase participation or if another program is needed and how a new program could either leverage the USDA funding or fill a different funding gap that the USDA program cannot provide.	Department of Grants State Office of Community Development USDA 3 rd party legal services
	1	If more help is needed, seek funding through federal programs like CDBG or local funds set-aside. To address title issues that complicated past programs, solicit outside partners to participate by helping to clear title and aid in other eligibility criteria reviews as needed.	
Secure resources for and create a rental	3	Properties that are not owner-occupied are typically restricted from participating in incentive programs, but often rental properties are also in need of repair	Department of Grants State CDBG NOFA

Recommendation	Goal/ Approach	Description	Responsible Departments/ Partners
rehabilitation program to address rental properties in need of repair	I	or improvements. If landlords agree to offer affordable rental rates for a set period, this type of program would be open to more property owners to have a greater impact on substandard housing conditions.	
Establish protocols within future housing programs to address property title issues	2 & 5	Properties that have not been transferred in accordance with state and local laws result in cloudy titles, titles that do not document clear ownership of the property in question. Cloudy titles are a drain on resources for residents and the City and usually at a time when they are the hardest to resolve, when clear title is most needed for a loan or grant approval. If/when the City administers another housing program, carve out methods and funding within the program design to aid owners in clearing their property title issues. This will allow the staff and residents to plan for and mitigate delays before they occur.	Department of Grants City Attorney 3rd party/partner with expertise and clearing property title issues
	I		



17.4 Neighborhood Revitalization and Stabilization Strategies and Programs

These recommendations can be applied generally to an area or category of property to help improve neighborhood quality and incentive redevelopment of vacant or blighted properties.

Several of the recommendations in this category address the challenge of getting scattered site, vacant, and abandoned lots back in the market. In most cases, abandoned property cannot be adequately addressed until the City identifies a clear pathway to obtain site control of adjudicated and other vacant properties. In general, once the City has site control, disposition options are a critical next step to getting the properties back onto the market.

Recommendation	Goal/ Approach	Description	Responsible Departments/Partners
Develop a public campaign, in to promote infill development in Enhancement Areas	1 and 3	Vacant and underutilized parcels offer opportunities to leverage existing City resources such as technical assistance, fast track permitting, zoning changes and small grants to motivate private owners. Design a public campaign focused on addressing owners of vacant property in the Enhancement Areas. Use yard signs, private mail outreach and media outlets to inform the public about incentives to either develop or sell their property to someone who will develop. Incentives can be financial incentives, such as waiving code liens upon sale or administrative, such as reducing parking minimums on a case-by-case basis.	Department of Planning Department of Buildings Department of Grants
	1		
Recommendation	Goal/ Approach	Description	Responsible Departments/Partners
Establish a program to address abandoned vehicles and illegal dumping	4	Set up a task force that sets aside time annually to focus entirely on a specific blight concern, such as abandoned vehicles. During a period of 1-4 weeks staff can focus on inspecting every neighborhood to identify every violation.	Code Enforcement

	I	Designating a set period and utilizing all resources to address a single issue will help prioritize the solution and increase compliance. Proper notice and awareness to the community will encourage violators to comply prior to the inspection period to avoid fines which will help reduce staff efforts during the inspection.	
Establish a Lot Next Door Program (LND)	1	Enact a scattered method for disposition of vacant land to property owners that live adjacent to an adjudicated property and are interested in purchasing it to develop or add to their existing property. LND programs are one of several disposition options that work well for non-traditional lot sizes or lots in low-demand areas but still help alleviate underutilized vacant properties.	Department of Buildings
	R/D		
Establish a land bank to acquire vacant properties for maintenance and re-use	1 and 3	Consider creating a partner agency with separate governance that has more flexibility for acquisition and disposition of private and public property. See Section 16.3.1.1 for an example in Louisiana.	Land bank or Redevelopment Authority (new) Code Enforcement Department of Grants
	R/D	An agency that has staff with expertise in using real estate to mitigate the negative impacts of vacancy and blight in Hammond neighborhoods will employ best practices in community development and neighborhood stabilization. A landbank can work in partnership with the City to design and implement land management/disposition programs as appropriate.	

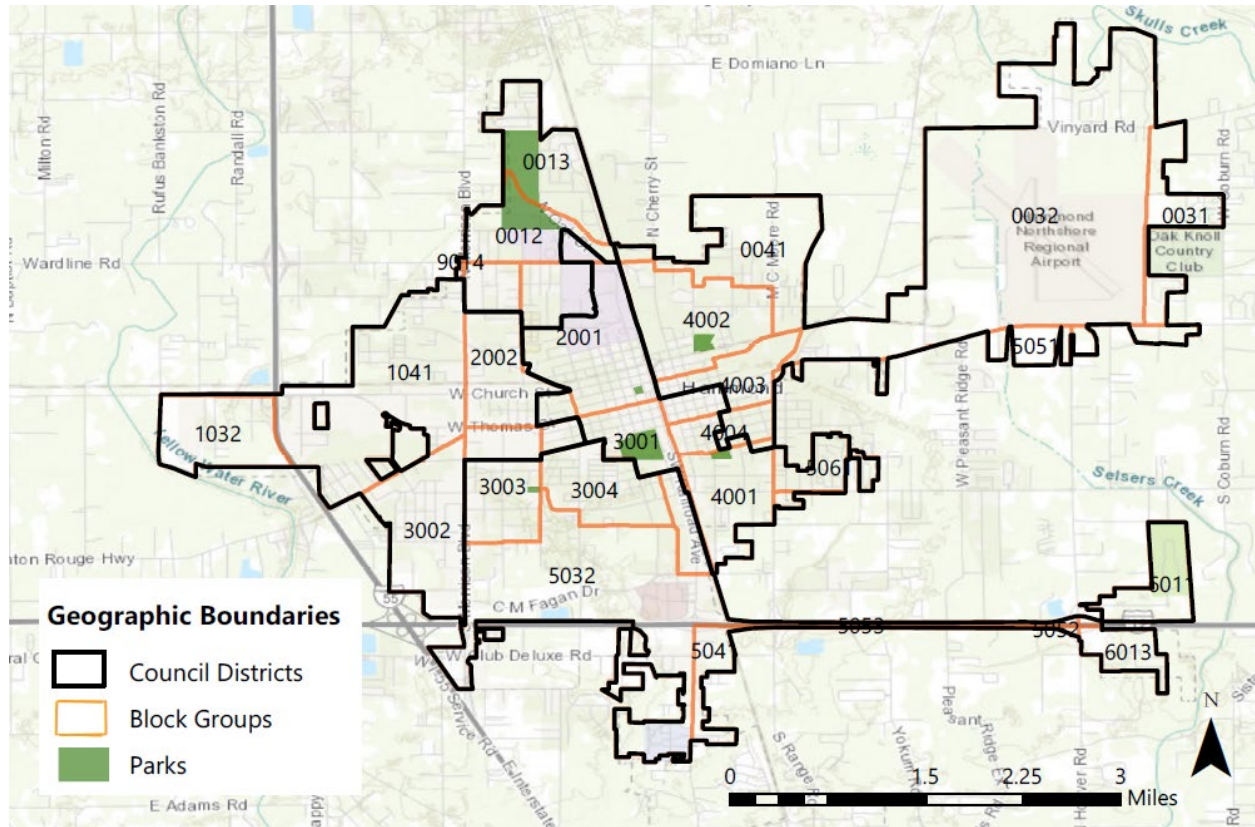
Recommendation	Goal/ Approach	Description	Responsible Departments/Partners
Establish a green infrastructure program such as rain gardens and low maintenance landscapes in flood prone areas	2 and 4	To incentivize landscaping improvements and improve drainage conditions in flood prone areas, the City can fund construction of green infrastructure methods on public and private property.	Department of Planning Department of Parks & Grounds
	I, C and R/D	1) Identify publicly owned properties in high hazard or flood prone areas appropriate for use as green infrastructure parks for public use. 2) Consider tax incentives for private property owners to convert to low maintenance landscaping and rain gardens.	
Add street trees to landscaping requirements to receive development permits for buildings on select corridors	4	Review existing streetscapes to determine where street trees would benefit the community. With consideration to added costs to development, considering adding street tree requirements for new development along these corridors.	Department of Streets Department of Planning
	I		
Maintain data about current sidewalk and streetlight conditions to use in seeking funding for improvements	4	To improve connectivity in the Enhancement Areas and elsewhere, continue to assess site conditions through data collection efforts that can be used for grant applications and City budgeting decisions.	Department of Grants State of LA grant programs
	I	Typically, infrastructure grants require that the area subject to the benefits be a low-moderate-income area. These are also likely the places in most need of infrastructure improvements but data to support this needs to be maintained and available when notices of funding opportunities are announced.	
Update the Suburban Overlay District to encourage walkability citywide	4	Because the suburban highway overlay purpose is to encourage pedestrian connectivity and covers a significant area of the City, updates that encourage or mandate street trees, bioswales and curb extensions could help accelerate the pedestrian condition improvements that are sought.	Department of Planning Department of Streets
	I		

Recommendation	Goal/ Approach	Description	Responsible Departments/Partners
Update street width and streetscape design to enhance neighborhood connectivity and walkability	4	The current street requirements in the MCO stipulate 60 feet width for all new streets. Conversely, a 10 feet width is appropriate in urban areas and provides a positive impact to street safety without impacting traffic operations. ⁸¹ Moreover, the current street width requirements may prohibit future street redesign to allow traffic calming and pedestrian connectivity measures.	Department of Streets Department of Planning
	I	Key strategies to enhance neighborhood character and attractiveness should include public realm improvements like enhanced streetscaping, reduced traffic volumes, reduced traffic speeds, more accessible public space, etc. While traffic calming is relegated to public works, requirements for new developments can facilitate streetscape improvement and better safety for all users. Extending complete street improvements throughout the city can create more connected, safe, and attractive residential areas.	
To address housing in high-risk floodways, consider participating in or creating a buyout programs for homeowners in high risk areas	N/A	Hammond should consider options that will reduce the number of structures in the high-risk Regulated Floodways.	Department of Grants State of Louisiana FEMA
	C	The City can designate a department to stay abreast of State and Federal programs that may offer buyout resources to help communities complete a buyout program. ⁸² A buyout program is a voluntary program that provides property buyouts in flood-prone areas. The program buys properties from eligible private owners at fair market value who relocate to areas of lower flood risk.	

⁸¹ NACTO Urban Street Design Guides: <https://nacto.org/publication/urban-street-design-guide/street-design-elements/lane-width/>

⁸² Louisiana Watershed Initiative. Statewide Buyout Program. Available at: <https://watershed.la.gov/buyouts>.

Appendix A: Census Block Groups with Council Districts



Source: U.S. Census Bureau (June 2022), City of Hammond, Civix

Appendix B: Property Field Survey Questions

Survey Question	Response Options
What is the status of the property?	<ul style="list-style-type: none"> -Vacant lot -Dilapidated structure, occupied -Dilapidated structure, unoccupied -City surface infrastructure only
Please select the property of interest on the map. For surface infrastructure only conditions, please select the general area of concern.	
What is the type of property?	<ul style="list-style-type: none"> -Residential -Commercial -Mixed Use -Other
If commercial or mixed-use, please list the type of business.	
If residential or mixed-use, what is the housing type?	<ul style="list-style-type: none"> -Single-family (1 unit) -Multi-family (2+ units)
For multi-family structures, estimate the number of units.	<ul style="list-style-type: none"> -Fewer than 5 units -5-10 units -11+ units
Note the structure conditions.	<ul style="list-style-type: none"> -Appears to need major/substantial repair -Appears to need replacement or full reconstruction
Please add comments to capture quality/structural concerns of specific elements (roof, siding, etc.), especially if you notice a trend in the area.	
Note the landscape conditions on the property.	<ul style="list-style-type: none"> -Well-maintained -Needs maintenance -Overgrown -Significant debris or trash -Seemingly abandoned vehicles present
Please add comments to capture any other landscape conditions.	
Note the vacant lot conditions.	<ul style="list-style-type: none"> -Bare (mostly dirt) -Forest/woods -Grass

Survey Question	Response Options
	-Contains structural remnants (foundation, piers, porch steps, etc.)
Note the condition of the sidewalks.	-Good condition -Poor condition -No sidewalks
Note the condition of the streetlights and utility poles.	-Good condition -Poor condition -No streetlights or utility poles
Note the condition of the nearby transit stops.	-Good condition -Poor condition -No transit stops
Note the condition of the streets.	-Good condition -Poor condition
Please comment on any quality/structural concerns of other visible public infrastructure or lack thereof.	
Please upload any relevant photos.	

Appendix C: Developer Questionnaire

To: Homebuilder/Developer
Why: Feedback Requested for Hammond, LA
What: Online Questionnaire
From: Civix on behalf of the City of Hammond
Deadline: Please respond by September 30, 2022

Thank you for your time and thoughtful responses. Your participation in this survey is greatly appreciated by the City of Hammond and the Hammond Housing Advisory Committee.

Purpose: To better understand market conditions and actors, encouraging factors, and barriers to residential development in the City of Hammond to inform the City's Housing Growth Study currently under development. Opinions and information are sought from various types of housing developers with any level of development experience in Hammond.

All responses are anonymous. Please respond to all questions that apply to you or your firm. If you have questions or are interested in discussing or commenting further, contact Lois Colson at Civix at lcolson@gocivix.com or 504-298-9907

About your business:

- 1) Do you build or develop housing on speculation or via contracts with the owner/developer or both?
Please elaborate, if possible:
- 2) What type of development do you typically engage in? (check all that apply)
☐ New construction ☐ Rehabilitation ☐ Manufactured ☐ Self-help housing
☐ single family homes ☐ 2-3 unit buildings ☐ 4-10 units ☐ 11+ units ☐ Commercial
Other (please specify):
- 3) What do you consider the top 3 most costly conditions/regulations to contend with in the context of your budget, schedule or other, regardless of the jurisdiction? I.e., minimum lot sizes, set-backs, impact fees, permit fees, permit delays/approvals.
- 4) What are the most common reasons you have needed to request a variance or re-zoning?

Development in Hammond:

(Hammond refers to the City of Hammond. If discussing areas outside city limits, please specify.)

- 1) Which types of residential development might you be interested in developing in Hammond?

Check all that apply:

- ☐ Single-Family Homes on spec
- ☐ Single-Family Homes on contract
- ☐ Manufactured Homes
- ☐ Townhomes
- ☐ 2-4 unit buildings
- ☐ 5-10 unit buildings/complexes
- ☐ 11+ unit buildings/complexes
- ☐ Mixed use buildings/complexes (please elaborate)
- ☐ Other (please specify)

- 2) Please elaborate about why you are interested in the development types above:

- 3) Have you ever built any residential units in the City of Hammond?

☐ Yes ☐ No

If yes, please elaborate on the year and number of units:

If no, please describe why not:

- 4) What is attractive to you or your firm about developing residential in Hammond?

- 5) What discourages you or your firm from developing residential in Hammond?

- 6) What is the preferred outcome of developing residential properties?

Check all that apply:

- ☐ Individual units/homes for rent (you or your firm to act as landlord)
- ☐ Individual units/homes for sale
- ☐ Multi-unit buildings for sale

- 7) When considering development of single-family housing on scattered sites, what is the maximum total development cost (TDC) you can justify and still earn a fair profit? (when considering your TDC please include all costs such as acquisition, A/E, permitting, upgrades, financing fees and closing costs). If you're willing to share any unique factors that make your TDC higher or lower than a traditional SF home, please indicate in your answer:

- 8) Please describe the most important development conditions for you or your firm to pursue development opportunities in Hammond (i.e., lot size, land availability/cost, infrastructure conditions, permit review times, minimum rents, etc.).
- 9) Please share any other thoughts, opinions, or suggestions you have related to developing in Hammond, the local real estate market, etc.
- 10) Please brag! If you're so inclined to share photos of your housing product(s) with us, please use the file upload option and tell us any details about the picture in the space below, i.e., is it multi-family, ADU, manufactured, pre-fab, manufactured, comply with a green building certification such as LEED or Energy Star etc.