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THE COMPREHENSIVE PLAN FOR NEW ORLEANS

*Do Not Destroy*

**H O U S I N G**

Officially Adopted:

CITY PLANNING COMMISSION

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## S U M M A R Y

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### Scope and Purpose

To delineate general problem areas and to outline policies and procedures in developing a housing program for New Orleans. Broad objectives are:

To insure safe, healthful living conditions for a growing population. This is not only for the protection of those who live in dwellings which fail to meet standards set by building and other regulatory codes but will bring benefits to people in all parts of the city. Disease and crime fostered in substandard areas strike in all parts of the city.

To stop the decline of property values and tax revenues in older neighborhoods and to lower the cost of furnishing city services to these deteriorating areas.

### Findings

Urban blight is a process that must be attacked at all stages of development. It is a potential threat to neighborhoods throughout the city.

Various areas of the city are characterized by type and degree of blight. For each area, generally speaking, there is a suitable treatment or combination of treatments. Types of areas include vacant, growth, and protection areas. Within the protection areas are "urban renewal areas" -- the problem spots. Types of corrective treatment include (1) neighborhood conservation and improved city services, (2) major and minor repairs to dwelling units and (3) demolition of totally inadequate structures.

All these types of treatment, as applied to appropriate areas, should constitute a comprehensive program for blight elimination and prevention.

The procedure, after a fact-finding survey directed by a committee of private citizens and public employees, will be the formulation of neighborhood plans, based on the master plan, with the help of public agencies and private associations interested in or responsible for neighborhood renewal action. The City Planning Commission will serve as an advisory and coordinative agency and will insure that these plans are sound, realistic, and practicable. Improvements will be scheduled in the Capital Expenditure Program, and specific actions will be outlined for the appropriate city agencies.

Each type of treatment utilizes certain city powers which must be applied, according to a coordinated program, in successive areas. In any one area, though a predominate condition will indicate the general approach, all treatments will be used as needed. This action must be coordinated on a city-wide basis. No feasible approach will be overlooked or disregarded.

It is important that this program "fit" actual conditions. Knowledge of conditions can be obtained only through a special survey, designed and conducted for this specific purpose.

### Recommendations

That a committee representing interested private associations and city agencies (such as the Division of Regulatory Inspections, the Housing Improvement and Slum Prevention Agency, the Department of Health, the City Planning Commission, Orleans Parish School Board, Urban Life Research Institute, New Orleans Census Tract Committee, Chamber of Commerce, and the Council of Social Agencies) be set up to initiate and organize a survey to determine in greater detail the actual conditions in the urban renewal areas, as well as other "problem" areas in the city.

That this survey be of the type developed by the American Public Health Association, suitably modified to meet local conditions and requirements.



That the findings of such a survey be available to all public or private agencies having a responsibility or interest in the development and implementation of neighborhood improvement plans.

That these agencies, with the City Planning Commission acting in a coordinative and advisory capacity, work together in the development and implementation of neighborhood renewal plans.

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## INTRODUCTION

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New Orleans' fundamental housing problem is the supply of adequate housing, in sound neighborhoods, for a growing population. The solution of this problem of adequate housing is complicated by factors causing deterioration of existing facilities, thereby reducing the number of units that meet reasonable standards in older neighborhoods, while private and public enterprise are striving to meet the growing demand for new housing. Therefore the city's housing problem has two specific aspects, each requiring the attention and concern of the total community. First, it is imperative that deterioration of individual structures -- and neighborhoods -- be reduced to a minimum. Second, new neighborhood construction must be adequate both in quantity and quality.

Both these aspects of the housing problem should be viewed in the framework of the neighborhood, primarily, with the Land Use Plan as a fundamental guide. In this report are presented the existing conditions, as they are known at this time, mapped by census tracts which are grouped as urban renewal areas; a description of

the objectives and approach that would be employed in a workable housing program; and a discussion of how the work should be done, through both public and private action, and the functions of the various agencies expected to contribute.

Attention is directed to the recommendation that the city make a survey of existing housing and neighborhood conditions in blighted areas so that specific plans may be prepared for the application of specific types and degrees of deterioration in older neighborhoods.

Housing is a phase of city development that demands far more attention and public concern than it has received in the past. While primary responsibility for the provision of housing should remain in the hands of private enterprise, the social, economic and physical problems connected with substandard housing conditions are obviously matters of vital concern to the community as a whole.

Commercial and industrial enterprises cannot prosper if a large segment of the population is poorly housed. Modern industries attach increasing importance to the availability of satisfactory housing and neighborhood conditions for their employees. Also the potentialities of New Orleans as a market for local products are largely dependent upon its attractions, to an increasing number of people, as a place to live and

rear children.

As in most other cities, the residential areas in New Orleans represent a far greater portion of the urban structure than any other type of development. The 1949 land use survey showed that of the total developed area exclusive of streets, slightly over 50% was devoted to residential uses. A large majority of public expenditures go to provide the necessary facilities and services for residential areas, and these areas in turn yield a substantial portion of the total revenue from property taxes. Studies conducted in other cities reveal conclusively that as residential development deteriorates it yields less tax income yet costs the city more for public services such as health, police and fire protection. The entire community has, therefore, a significant economic stake in the adequacy of its housing and its neighborhood facilities.

Mistakes of the past must be avoided in new developments through the exercise of reasonable public controls. Sound residential neighborhoods should be afforded the best possible protection, and blighted areas should be eliminated. The individual, working independently, is unable to protect his property from deterioration caused by the actions of his neighbors or to stimulate the renewal of those areas in which deterioration has occurred. Therefore, it is only as individuals join together through their private associations and in turn pool their

efforts with those of responsible public officials that these basic social conditions can be improved for the advantage of all our residents.

Amendments to the state legislation creating and empowering the Housing Authority of New Orleans and the Housing Improvement and Slum Prevention Agency were introduced during the current session of the Louisiana Legislature. At the present writing, this proposed legislation has not become law. Its practical effect on an urban renewal program such as that outlined in this report can thus only be surmised. In any case, however, the proposed legislation would not affect the conduct of the recommended housing and neighborhood survey, nor would the foreseeable administrative relationships be affected. In later stages of the housing program, after adoption or rejection of the present bills, a careful assessment of enabling legislation will be made and the Housing Report revised if necessary.

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## EXISTING CONDITIONS

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Residential growth in New Orleans has been generally similar to that found in other American cities. The older central areas have been allowed to deteriorate and have lost population to the suburbs. In the wake of this decentralization, blight spreads outward from the center and gradually infects the more recent development. Of the 173,608 dwelling units in New Orleans in 1950, the number that failed to meet a reasonable standard for human habitation is not known. The United States Census of 1950 reported 43,690 units dilapidated or having no private bath; 29,397 units dilapidated or having no running water; and 16,219 units occupied by more than 1.5 persons per room. These figures, though they obviously involve some duplication, certainly may be interpreted as indicating that New Orleans' problem of blight is a serious one.

A study relating known housing conditions to certain social and economic conditions has been made on the basis of census tracts, using the data presently available. These data fall into three categories: figures indicating substandard conditions of dwellings,

figures indicating poor health and juvenile antisocial behavior, and figures indicating below-normal economic conditions.

Substandard Dwellings -- 1950 Census Data

Included in this body of information are census figures on age of dwelling units, overcrowding, dwellings dilapidated or having no private bath and dwellings dilapidated or having no running water. These data have been mapped by census tracts, and the resulting maps are reproduced in this report. Anticipating more specific research on the condition of dwellings, occupancy, and neighborhood character, the presently available statistics are presented according to census tract boundaries. Because these data do not represent an adequate basis for precise delineation of blighted areas, the larger census tract units have been used to avoid a misleading appearance of precision for specific planning purposes.

Table 1 shows the total number and percentage of dwelling units in selected age categories.

Table 1  
AGE OF DWELLING UNITS

<u>Year Built</u>	<u>Number Reporting</u>	<u>Percent</u>
1919 or earlier	91,830	54.1
1920 to 1929	33,415	19.7
1930 to 1939	14,535	8.6
1940 or later	29,895	17.6
Total	<u>169,675</u>	<u>100.0</u>

Source: U. S. Census, 1950

More than 54 percent of the living units in New Orleans are now over thirty years old. The location of the older residential areas is shown on Plate 1. The oldest dwellings (thirty years or older) generally predominate on the higher land near the river, uptown a short distance beyond Napoleon Avenue and downtown as far as the Industrial Canal. Near the central business district the older development in general extends toward the lake as far as Claiborne Avenue on the uptown side and almost to Broad Street on the downtown side. Algiers and Carrollton also contain a significant proportion of dwelling units in the older age classifications.

Plates 2, 3, and 4, respectively, show census tracts having a high percentage of dwelling units which are overcrowded, units dilapidated or having no private bath, and units dilapidated or having no running water.

Collectively, the three maps provide an indication of major problem areas. The most extensive of these are near the central business district, though small but dangerous problem spots are found scattered through the uptown section and in parts of Gentilly. In addition to these areas where serious conditions are indicated, extensive portions of the uptown and downtown areas are affected to a lesser degree.



Table 2 shows the number and percentage of dwelling units reported by the 1950 census in each of three categories: (1) no private bath or dilapidated, (2) no running water or dilapidated, and (3) more than 1.5 persons per room. The number of dwellings overcrowded and the number of dwellings without private bath or dilapidated are particularly high by comparison with the incidence of these conditions in other cities.

These figures when totalled do not, of course, represent the number or percent of New Orleans' dwelling units that could be termed "substandard." Obviously some units were "counted" more than once, since a unit that was dilapidated, overcrowded and without running water would appear on all three lists.

Table 2  
NUMBER AND PERCENTAGE OF DWELLING UNITS HAVING  
SELECTED SUBSTANDARD TRAITS -- 1950\*  
NEW ORLEANS

	<u>Number</u>	<u>Percent of all units</u>
No Private Bath or Dilapidated	43,690	25.69
No Running Water or Dilapidated	29,397	17.28
1.51 or More Persons per Room	16,219	9.77

Source: U. S. Census, 1950

\* Caution: Since this method of reporting involves "counting" some units more than once, the sum of these figures will not produce the total number of "substandard" dwellings.

Plate 5 is a composite map showing, for each census tract, the percentage of dwelling units dilapidated or having no private bath or having no running water. This map is based on 1950 census figures.

#### Median Family Incomes and Median Family Rents

An important consideration in any comprehensive program for improvement of housing conditions is the family income or rent-paying ability of the families to be rehoused. The 1950 census gives the median family income and median family rent by census tract, shown on Plates 6 and 7. A comparison of these plates with Plate 5 reveals a close correlation between the areas of substandard housing and those areas where the median family income was less than \$2000 in 1949 and median family rent was less than \$30 per month in 1950. Under present conditions, families having annual incomes of less than \$2000 are generally forced to live in substandard accommodations. The census tracts where median family incomes were reported below \$2000 for the year 1949 contained 35.2% of the city's population and those where median family rents fell below \$30 per month in 1950 contained approximately 52% of the population. These figures partially reveal the tremendous scope, in economic terms, of New Orleans' housing problem. However, inasmuch as rent control was in effect at the time the 1950 census was taken, the \$30-per-month figure does not necessarily indicate the maximum rent these tenants

could afford to pay.

### Juvenile Delinquency, Venereal Disease, and Tuberculosis

Crime and disease are symptoms of poor housing conditions and inadequate neighborhood facilities. Statistics for 1953 show a high incidence in the substandard areas of such conditions as juvenile delinquency and communicable diseases. Juvenile antisocial activity and high disease rates represent a waste of human resources as well as high costs for police protection, delinquency treatment, and health services. Plates 8, 9 and 10 show relative numbers of cases of juvenile delinquency, venereal disease, and tuberculosis, by census tracts.

### Population Density

The prevalence of high population densities in areas not designed to accommodate high densities is both a cause and an effect of blight. Plate 11 shows population density, by census tracts, in 1950. A build-up of high population densities in areas that were originally developed for low densities generally means a high incidence of rear-yard dwellings and room overcrowding.

Loss of population by a census tract may be due, in large part, to an aging population in that tract or to a significant proportion of the dwellings being demolished to make land available for industrial or

commercial use. Large parts of some of the tracts that lost population between 1930 and 1950 are poorly suited to residential use and are indicated\* in the Land Use Plan, for eventual industrialization.

Number and Type of Dwellings, 1950

The number of dwelling units of each type, and the percentage of the total represented by each type, are presented in Table 3.

Table 3  
NUMBER OF DWELLING UNITS BY TYPE -- 1950  
NEW ORLEANS

<u>Type of dwelling unit</u>	<u>1940 CENSUS</u>		<u>Permits issued 1940 - 1949</u>	
	<u>No. of dwelling* units</u>	<u>Percent of total dwell- ing* units</u>	<u>No. of dwelling* units</u>	<u>Percent of total dwell- ing* units</u>
Single-family dwelling	32,356	23.6	9,336	40.1
Two-family dwelling	63,612	46.3	5,552	23.9
Three & four-family dwelling	15,027	11.0	724	3.1
Multiple dwelling	26,170	19.1	7,639**	32.9
	<u>137,165</u>	<u>100.0</u>	<u>23,251</u>	<u>100.0</u>

  

<u>Type of dwelling unit</u>	<u>1950 CENSUS</u>		<u>Permits issued 1950 - 1953***</u>	
	<u>No. of dwelling* units</u>	<u>Percent of total dwell- ing* units</u>	<u>No. of dwelling* units</u>	<u>Percent of total dwell- ing* units</u>
Single-family dwelling	45,339	26.1	9,347	58.0
Two-family dwelling	79,251	45.7	1,118	7.0
Three & four-family dwelling	21,023	12.1	124	.8
Multiple dwelling	27,995	16.1	5,508****	34.2
	<u>173,608</u>	<u>100.0</u>	<u>16,097</u>	<u>100.0</u>

\* A group of rooms having separate cooking equipment or a separate entrance, occupied or intended for occupancy by a family or by a person living along.

\*\* Includes 5,381 units in Housing Projects constructed by the New Orleans Housing Authority.

\*\*\* Figures through July 31, 1953.

\*\*\*\* Includes 1,494 units in Housing Projects constructed by the New Orleans Housing Authority.

Table 3 reveals that in 1940 only 23.6% of the living units in New Orleans were single-family detached houses. This figure had increased to 26.1% by 1950 but is still a low proportion of single-family dwellings when compared with figures for other cities of comparable size. The table also shows that since 1940 the trend in residential construction has been toward more single-family dwellings. This trend is nation-wide. While somewhat less pronounced in New Orleans than elsewhere, it indicated a distinct change in the type of living facilities now most in demand.

In 1940 there were almost twice as many living units in two-family dwellings as in single-family dwellings and by 1950 this ratio had decreased to approximately one and three-fourths. Field observation has shown that most of these two-family dwellings were the semi-detached type -- the so-called "shotgun doubles."

The land use survey indicated very limited areas completely occupied by multi-family development, except in the public housing projects and in the two or three recent large-scale private rental developments. In most cities there is a fairly solid pattern of apartment developments close to the central business district. In New Orleans, on the other hand, multi-family housing is generally spotty and the high density areas are characterized by a mixture of two-family and multiple-

family structures built on lots 30 to 35 feet in width with very little yard space. There are comparatively few buildings originally designed for apartment use. However, within the last few years several large apartment buildings have been constructed on St. Charles Avenue and Canal Street in which a new type of "efficiency unit" predominates. Climatic and ground conditions have probably retarded the construction of large apartment buildings in the past.

#### Owner Occupancy

In view of the low percentage of single-family dwellings in New Orleans it is not surprising that the 1940 Census showed approximately 24% of the total dwelling units as owner-occupied. This figure increased to approximately 32% by 1950 but is still a low ratio of owner-occupancy when compared with such ratios in other cities of similar size. The owner-occupancy ratio has increased considerably in recent years as it has throughout the country. The recent increase in the owner-occupancy ratio is probably due to two main factors. One is the housing shortage and the rent ceilings which have resulted in a situation influencing many families to buy homes whereas they would not have done so under ordinary circumstances. The other factor is the relatively easy credit terms requiring little or no down payment on home purchases, which in turn has resulted in the erection of a larger proportion of single-family units.

### Significance of the Study

The existing physical conditions of housing cited in this study correspond closely with the known health, economic, and social conditions, tract by tract. Blighting influences have not merely produced substandard houses but rather substandard environments and substandard neighborhoods, of which the individual house is only one facet. Lasting improvement must be based on treatment of neighborhoods and groups of neighborhoods.

The President's Advisory Committee on Government Housing Policies and Programs states in its report of December 1953:

A piece-meal attack on slums simply will not work -- occasional thrusts at slum pockets in one section of the city will only push slums to other sections unless an effective program exists for attacking the entire problem of urban decay. Programs for slum prevention, for rehabilitation of existing houses and neighborhoods and for demolition of wornout structures must advance along a broad, unified front to accomplish the renewal of our towns and cities.

That conclusion is the result of long experience and intensive study.

The attack must be broad and comprehensive; the important unit is the neighborhood, not the house; action must be based on neighborhood plans coordinated with a comprehensive plan for the city and its metropolitan region.



For New Orleans, as well as other large cities, the success of a broad attack on blighted areas may mean the difference between municipal solvency and virtual bankruptcy. A large proportion of the city's revenue is derived by ad valorem taxation of real property. When a neighborhood deteriorates and begins to lose population, its property values obviously decline and it yields less revenue to the city. Careful studies in several cities have shown that blighted neighborhoods require far heavier public expenditures for such services as health, welfare, police and fire protection than are required by areas of comparable size in sections of the city that are not blighted. The better residential areas, along with commercial and industrial areas, thus subsidize the blighted portions of the city.

New Orleans has, then, two main problems of housing: One is to build adequate new housing in acceptable neighborhoods; the other is to replace or rehabilitate housing units -- along with their neighborhoods -- that are now substandard or deteriorating, and to conserve the older neighborhoods that might be threatened by blight in the foreseeable future.

#### Desirable Neighborhood Characteristics

Every neighborhood should have the following characteristics:

1. By its size, location and facilities, the neighborhood

should promote a community of interests. It should be of sufficient size to maintain and protect its own environment. The area ordinarily tributary to an elementary school is a desirable neighborhood size.

2. Each neighborhood should be provided with all essential utilities including public sanitary and storm water sewers, water systems, gas, electricity and transit service.
3. Each neighborhood should be provided with the essential community facilities including properly located shopping districts and an elementary school located preferably near the center of the neighborhood. Certain rooms in the school building should be available for community use.
4. There should be adequate park and recreational areas in each neighborhood.
5. Wherever possible the neighborhood should have definite and recognizable boundaries such as major streets, railroads, or significant changes in land use.
6. Major traffic arteries should be designed to carry all

"through" traffic around the neighborhood and not through it.

As comprehensive planning proceeds, residential areas in the metropolitan region are considered as neighborhood units. In each neighborhood the comprehensive plan will call for the future provision of as many of the foregoing features as possible. These are fundamental requirements of all modern neighborhoods, and neighborhoods having these characteristics can and should be maintained indefinitely as desirable residential areas. Families living in such neighborhoods will not be inclined to leave their homes for newly developed areas but, having a definite stake in a stable environment, will tend to "stay put" and help assure stability of values and occupancy.

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## HOUSING PROGRAM AND POLICY

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In Chapter III on population, it was estimated that the future population of New Orleans would reach a total of 804,000 by 1975. Assuming that family sizes follow past trends, the population per occupied dwelling unit may be expected to decline from 3.72 for New Orleans in 1940 to about 3.30 in 1975. On this basis a total of approximately 244,000 dwelling units will be required to accommodate the 1975 population. This represents an increase of about 70,000 dwelling units over the 173,608 existing in 1950.

In that census year there were 91,830 dwelling units in structures built before 1920. Many of these structures were built of high-quality materials and with continuous maintenance, will not necessarily "wear out" during the next twenty-five years. On the other hand it is probable that nearly all of them will be considered functionally obsolete by 1975 unless substantial modernization is undertaken.

Technological improvements in such matters as ventilation,

heating and plumbing, together with changes in modes of living and family sizes, often prevent old residential structures from satisfying contemporary wants. Many of these structures become obsolete before they wear out. It is difficult to estimate the number of dwelling units that will need replacement or improvement by 1975, though it is likely that the number will be at least equivalent to the number built before 1920 -- approximately 90,000 units.

Lack of a firm housing policy in New Orleans, as in other cities, has resulted in a wasteful process of neighborhood deterioration. This process must not be allowed to continue unchecked, and to prevent its continuance a definite policy must be adopted and vigorously carried out.

Expressed in its simplest terms, the program proposed herein would involve three fundamental types of treatment: (1) neighborhood conservation, (2) major repairs and alterations, and (3) demolition and new construction, or any combination of the above three processes, as needed, in any urban renewal area or part thereof.

#### Classification of Housing Areas

All parts of the city are dependent at least upon enforcement of the Comprehensive Zoning Law, Subdivision Regulations,

and the Building Code if blight is to be either prevented or eliminated. Blight control in any particular area of the city is a matter of the degree and kind of law enforcement that is found necessary. The city has, therefore, been divided into the following areas which will be discussed below: vacant, growth, and protection areas.

Vacant Areas - Areas falling into this category are those which are predominantly undeveloped and which lie beyond the growth areas presently being developed. Such areas as Lower Coast of Algiers and the extensive low area between Lamb Road and the Rigolets are classified as vacant areas. Little enforcement activity is indicated in these areas within the primary planning period.

Growth Areas - Under this classification are included those areas where land is being subdivided for building sites. The growth areas are those with the following boundaries:

- 1) Florida Avenue, Bayou St. John, Robert E. Lee Boulevard and London Avenue;
- 2) City Park Avenue extended to the Jefferson Parish line, Pontchartrain Boulevard, Robert E. Lee Boulevard, and the Jefferson Parish line;
- 3) the Jefferson Parish line, Lake Pontchartrain, Franklin Avenue, and Robert E. Lee Boulevard;

- 4) Dwyer Road, Peoples Avenue, the Southern Railway tracks, and France Road;
- 5) those areas east of the Industrial Canal which are adjacent to Hayne Boulevard, Curran Road, Chef Menteur Highway, and Downman Road, and
- 6) those areas in Algiers which are adjacent to General Meyer and McDonogh Avenues.

Good housing conditions can be secured and maintained in these growth areas by enforcement of Subdivision Regulations, the Comprehensive Zoning Law, and the Building Code, along with the prudent acquisition of undeveloped land for schools, parks, and playgrounds and the construction of these facilities.

Protection Areas - Subtracting vacant areas and growth areas, the remainder of the city is classified into protection areas. Under this classification the subareas showing the existence of severe blight have been classified as urban renewal areas. Areas in which severe blight is not indicated by data now available are protection areas also. If more detailed research indicates the existence of severe blight in these areas, they will then be classified as renewal areas.

Areas in which severe blight is not presently indicated will

be subject to routine law enforcement including the enforcement of compliance with minimum housing standards. Those areas designated as urban renewal areas will require area inspection, area analysis, and area treatment. This process necessitates a detailed field survey on an area basis. Routine cases generally come to the attention of city authorities either through permit application or complaint. Area treatment, on the other hand, must be carefully planned after analysis and study of field surveys.

#### Urban Renewal Areas

The program as stated above applies primarily to those areas wherein extreme conditions of blight prevail; however, a comprehensive program for blight prevention and elimination must recognize that blight is a potential problem in all areas of the city.

One purpose of this report is to determine the major problem areas of New Orleans to be designated as urban renewal areas. As previously stated, the data used in this report are mapped by census tracts, whose boundaries were originally established as nearly as possible along fixed physical barriers such as canals, railroads, and major streets. Also, the tracts were established to include roughly homogeneous population groups where that was possible. However, with changes in land use, major streets, and dwelling occupancy,



many census tract boundaries have become somewhat artificial in recent years. Since the data used in this report are based on census tracts, the boundaries of the areas designated as urban renewal areas are identical with census tract boundaries. However, it must be clearly understood that blight does not conform to artificial boundaries; therefore the clusters of census tracts termed urban renewal areas are only general sections having severe blight within their boundaries. Also within their boundaries may be found whole squares or groups of squares that are as yet blighted very little.

It is also possible that small areas characterized by severe blight exist beyond the boundaries of renewal areas; these would be identified only after a detailed field survey. In such an event, these areas will be designated as urban renewal areas.

In previous pages of this report are discussed such indexes of blight as 1) age of dwellings, 2) overcrowding, 3) dwellings with no running water or no private bath or dilapidated, 4) family income, 5) family rent, 6) juvenile delinquency, 7) venereal disease, 8) tuberculosis, and 9) population density. Any census tract in which five or more of these nine indexes indicated a substandard condition, is classified as part of a renewal area. The criteria of "substandard," for individual indexes, is as follows:

1. age of dwellings - over 50%, 30 years old or older
2. overcrowding - 15% or more having at least 1.51 persons per room
3. dwellings with no running water or no private bath or dilapidated -- 60% or over
4. family income - under \$2,000 per year
5. family rent - under \$30 per month
6. juvenile delinquency - 25 or more cases in one year
7. venereal disease - 20 or more new cases in six months
8. tuberculosis - 5 or more new cases in one year
9. population density - more than 45 persons per acre.

The census tracts included in urban renewal areas are those in which, out of the total of nine characteristics examined, five or more indicate a substandard condition. (See Appendix D, "Characteristics of Urban Renewal Areas.") The arbitrary selection of what constitutes substandard conditions, and the inclusion of any census tract in which as many as five of these substandard conditions are present, appear to be justified according to the observed norms indicated by the available data. In any event the renewal areas so selected include more major symptoms of blight than do the other areas of the city. The urban renewal areas are shown on Plate 12.

The renewal process requires three fundamental types of treatment: conservation by providing adequate public facilities and services along with adequate law enforcement, major repairs and alterations, and demolition. All of these types of treatment may, and probably will, be required in each urban renewal area. In any one renewal area the types of treatment that will be required for various subareas must be determined through systematic inspections. Any treatment undertaken must be based on adequate legislative authority, which must be administered by the appropriate municipal agency with advisory coordination by the City Planning Commission. The existing legislation and the manner in which such a program as herein described can be implemented are discussed in the following section.

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DOING THE JOB

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New Orleans' urban renewal job, notwithstanding its complexity, can be done and done well. This judgment assumes, however, that the over-all job will be skillfully planned and programmed and that the various agencies expected to carry out the job will maintain reasonable cooperation.

The function of planning and general programming is clearly the responsibility of the City Planning Commission. The action, however, would be carried out by "operating" agencies. Directly concerned in urban renewal action, under present legislation, would be the Department of Safety and Permits (including its Housing Improvement and Slum Prevention agency) and the Housing Authority of New Orleans.

Department of Safety and Permits

An agency in this department is the former Department of Housing Improvement and Slum Prevention, whose title clearly indicates its general function. The agency was created August 28, 1953 by Ordinance 18,598 C. C. S. (see Appendix C) which set forth minimum standards for human habitation, provided for their en-

forcement, and authorized the Mayor to appoint a citizens' advisory committee to guide the new agency.

The responsibility of this agency, briefly, is to eliminate substandard housing conditions and prevent their future occurrence. When a dwelling does not conform to standards set forth in the ordinance, this department may require the owner to improve or vacate the "substandard dwelling". If the building constitutes a threat to the public safety, the demolition of the building may be ordered. Tenants, as well as owners, may be forced to help maintain reasonable standards by keeping the property free of rubbish, the plumbing in satisfactory condition, and the like.

It is essential that the work of this agency be carried out on a neighborhood basis and that the City make some contribution in providing facilities and services to bring the neighborhood up to a reasonable standard at the same time that the houses are repaired.

A principal problem of this agency is its general inability to accomplish a significant change in land use, for example in an area that is indicated by the Land Use Plan as best suited for industrial use but that is at present occupied by slum housing. Also a wasteful and obsolete street system in a neighborhood obviously cannot be altered

by the repair of dwellings. Thus an alteration in the fundamental considerations of land use and circulation are beyond the scope of the Housing Improvement and Slum Prevention agency, and for this reason it is imperative that an effective urban renewal program be based on a coordinated effort by various operating agencies of the city.

Let it be clearly understood, however, that the function of this agency is vital to any effective program of urban renewal. In the portion of an urban renewal area judged to be suitable for action by the Housing Improvement and Slum Prevention agency, this agency would make its detailed inspection of each dwelling unit and list the work necessary to bring the dwelling up to the prescribed minimum standards. The owner would then be notified of a private hearing in the Housing Improvement and Slum Prevention office. If the dwelling is not repaired satisfactorily within a reasonable time, the Housing Officer is authorized to take action against owner, agent, or tenant toward enforcing compliance with the minimum standards. In unusual cases the Housing Officer is authorized to take a lien against the property as a means of financing its repair.

#### Housing Authority of New Orleans

State legislation designates the Housing Authority of New Orleans as the agency primarily responsible for the construction and

management of low-rent public housing and also authorizes the Housing Authority to carry out slum clearance and urban redevelopment, along with rehabilitation of fundamentally sound buildings. Undoubtedly both of these functions will be essential in any effective process of urban renewal. After analysis of statistics produced by a detailed housing survey, it is possible that the City Planning Commission would delineate certain severely deteriorated portions of the urban renewal areas and designate them as suitable only for acquisition by the Housing Authority, thorough clearance, and reconstruction in accordance with a definite plan. It is probable that some of these areas would be small "pockets" in neighborhoods otherwise suitable for treatment through systematic repair and conservation.

It is clear that the Housing Authority would be a key agency in the relocation of families displaced by the urban renewal process. The program of the Housing Improvement and Slum Prevention agency will bring about a reduction, through enforcement of the population density standard of 1.5 persons per room, in the number of units available for occupancy in renewal areas that are now overcrowded. Elimination of "rock-bottom" slum dwellings will obviously reduce the number of available units, at least temporarily.

Other cities have found the relocation of displaced families

a complicated problem. While it is not the city's responsibility to actually furnish housing for those families, the city must certainly take systematic steps to facilitate their relocation in reasonably safe and sanitary housing. This will require the services of trained social workers.

It appears that a successful relocation scheme would involve three types of housing for occupancy by displaced families: low-rent public housing, for which the displaced families would reasonably be given priority; new housing constructed, perhaps with some public subsidy, by private enterprise expecting a minimal profit, and rehabilitated units. It should be noted, however, that by no means all of the families that might be displaced would require the assistance of a public agency in obtaining safe and sanitary housing.

#### The Planning Function

The function of the City Planning Commission in urban renewal, as in all other municipal activities, is to advise and help coordinate the "operating" agencies. (These agencies and their functions are given in Appendix B.) The planning function includes preparing a general housing plan as a chapter of the Comprehensive Plan for New Orleans, preparing specific neighborhood plans that would delineate areas for treatment through the urban renewal process, programming



this action, and helping to coordinate the agencies that will actually accomplish a renewal program.

To carry out this function the Planning Commission needs information in addition to the figures presented in this report. A worthwhile urban renewal program will be an operation of considerable scope and will be effective only to the degree that it is based on an accurate and detailed knowledge of the specific conditions which, when viewed together, clearly indicate not only the general substandard residential areas but the degree of deterioration in portions of these areas. For this reason, the information needed in advance planning stages of an urban renewal program cannot be taken from surveys conducted for another or more general purpose, such as the United States census enumeration. This judgment is borne out by the experience of other cities now engaging in renewal programs.

The American Public Health Association has developed since 1940 a type of survey that is designed to provide the information necessary for the planning and operation of a renewal program. This survey can be modified to meet the unique requirements of localities, and the value and practicability of this survey has been fully tested through use in various parts of the nation.

It is recommended that such a field survey be made in New Orleans, covering selected areas of the city. Since the results of the survey would be useful to various agencies, a committee representing such interests as the New Orleans Department of Health, the Division of Regulatory Inspections, the Housing Improvement and Slum Prevention agency, the Housing Authority of New Orleans, the Council of Social Agencies, the Orleans Parish School Board, the Urban Life Research Institute, the New Orleans Census Tract Committee, the Chamber of Commerce, and the Planning Commission should determine the specific classes of information that would be sought in the survey and the selection and training of personnel needed to conduct the survey.

The results of this survey, supplemented by all available social statistics, would be mapped and subjected to statistical analysis. Only then could it be determined, with any high degree of confidence, whether a specific city block should be treated and the type of treatment it should receive. Once the question of treatment is answered, a sketch plan for neighborhood renewal can be prepared in line with the recommendations of the Comprehensive Plan. Incorporated in this neighborhood sketch plan would be the facilities that will be needed if the neighborhood is to reach and maintain a reasonable standard of livability. If a school were needed, its proper size and location would be indicated. Similarly,

parks and playgrounds would be shown.

Street widenings or major street connections in line with the Major Street Plan would be sketched in. A feasible redesign of an obsolete pattern of access streets would be made, along with an estimate of needed improvement in these streets. The advisability of limited rezoning would be considered, as would the possibilities of resubdividing land to be cleared of severely deteriorated dwellings that could not be economically repaired. All these improvements would be shown on the sketch plan, their cost estimated, and the resulting figures compared with recommendations in the Capital Improvements Plan.

It is not to be assumed, of course, that the City Planning Commission would prepare this tentative plan without important aid from other agencies. When the sketch plan is in graphic form, it should be presented to the owners and tenants of the neighborhood in a public meeting or perhaps a series of public meetings. At this stage maximum discussion should be encouraged. These meetings will present an opportunity not only for the people to be heard but also for the public agencies to explain the plan's applicability. As urban renewal proceeds, it may be possible to employ a trained and experienced specialist in community organization to encourage continuing

neighborhood associations in urban renewal as well as other areas.

After full discussion by the people concerned, the Planning Commission would approve a plan for the neighborhood. The work called for by this plan would be programmed as to public expenditures, and the indicated treatment would then be carried out by the operating agencies.

It should be noted that such a plan, like any other plan, would not be considered unalterable. Practical difficulties encountered by the operating agencies might point up the advisability of changing the plan to exclude certain small portions from one type of treatment and include them in land designated for another treatment. These changes would of course be made by the Planning Commission on a comprehensive basis.

In its planning as well as its operation, an urban renewal program as described in this report would be considerably more complicated than any of the usual "slum clearance" attempts made by American cities in the past. However, it is the considered opinion of this Commission that effective treatment of "sick neighborhoods," like medical and surgical treatment of sick portions of the human body, are inevitably complex. No purpose is served by "patent medicine" oversimplification. Given the facts, we can produce plans. With these plans, and with reasonable cooperation, neighborhoods for New Orleans can be vastly improved.

## RESOLUTION

WHEREAS, The City Planning Commission, in accord with certain provisions of Act 2 of the Extraordinary Session of 1950, known as the Louisiana Revised Statutes (see Titles 33:101 through 33:119) and of the Home Rule of the City of New Orleans (See Chapter 5, Section 5-502) is authorized to adopt a Housing Plan covering the geographical section of the municipality of the City of New Orleans; and

WHEREAS, due notice of a Public Hearing was published in the New Orleans Item, a newspaper of general circulation in the City of New Orleans, on Sunday, April 18, 1954, stating that a hearing would be held on Wednesday, April 28, 1954, concerning the adoption of a Housing Plan for the City of New Orleans; and

WHEREAS, under date of Wednesday, April 28, 1954, such hearing was held in the Commission Council Chamber of the City Hall in accordance with the above notice:

NOW, THEREFORE, BE IT RESOLVED That the City Planning Commission does hereby approve and officially adopt as a Housing Plan for the City of New Orleans, covering the geographical sections thereof outlined in the map and descriptive matter as included in the document identified as "The Master Plan for New Orleans, Chapter 10, Housing, officially adopted by the City Planning Commission of New Orleans at a meeting held on Tuesday, June 22, 1954", which documents containing the official Housing Plan, maps and 67 pages of descriptive matter, numbered 1 to 71 inclusive, is further identified by the signed initials of the Chairman of this Commission on each page and said maps, showing date of the action herein taken, a certified copy of which said document is attached and made part hereof as though set forth in extenso.

RESOLVED FURTHER That the Chairman of the City Planning Commission of the City of New Orleans be and is hereby authorized to record this Resolution, maps, plan and descriptive matter as the official action taken by this City Planning Commission; to execute certified copies of said Housing Plan, and to file certified copies of the said Housing Plan with the Council of the City of New Orleans and the Clerk of the Civil District Court, Parish of Orleans.

I hereby certify that the above and foregoing is a true and correct copy of a Resolution duly adopted by a duly called meeting of the City Planning Commission of New Orleans, held on Tuesday, June 22, 1954, at the offices of the City Planning Commission, located at 535 St. Charles Street, at 4:30 p. m. , at which meeting 6 out of 9 members were present and all voted favorably for adoption.

  
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Gervais F. Favrot, Chairman

APPENDIX A

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FEDERAL HOUSING BILL PENDING

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Identical housing bills are, at present writing, under consideration by the United States Senate and House of Representatives. It is expected that a national housing and urban renewal act to replace the National Housing Act of 1949 will be passed by both houses of Congress by midsummer.

At present, the following provisions are included in the bill:

The general intent and purpose of Title IV of the proposed Housing Act of 1954 (S. 2938) is to improve urban living conditions by aiding urban communities to meet their overall problems of eliminating, and preventing the spread of, slums and urban blight, including action to rehabilitate or improve blighted, deteriorated, or deteriorating areas.

The Federal Government through its Housing and Home Finance Agency would provide aid in the following principal forms to the local housing agencies:

- 1) Advances, loans, and capital grants for urban renewal projects in urban renewal areas
- 2) "Temporary loans . . . for the undertaking of projects for slum clearance, rehabilitation, conservation, or any combination or part thereof"
- 3) Local grants-in-aid would include any work or improvement, at the cost thereof, which can be included as part of the urban renewal project
- 4) The Federal capital grant would be limited to two-thirds of the aggregate write-offs of all projects assisted, and
- 5) Under 3 and 4 above, the local community could count, as part of its contribution, up to one-third of the cost, and the Federal Government could contribute up to two-thirds of the cost, of parks, playgrounds, and public buildings, or other public facilities "required to make possible sound clearance and redevelopment or neighborhood restoration and renewal which are provided by the local community in an urban renewal area."

Federal assistance would be available for urban renewal projects



having the following characteristics:

- 1) any blighted, deteriorated, or deteriorating area,
- 2) "land which is predominantly open and which because of obsolete platting, diversity of ownership, deterioration of structures or of site improvements, or otherwise substantially impairs or arrests the sound growth of the community and which is to be developed for predominantly residential uses . . ."

Any of the above types of areas could be renewed in accordance with an urban renewal plan to achieve "sound community objectives for the establishment and preservation of well-planned residential neighborhoods".

One of the prerequisites for financial aid would be a finding by the local governing body that the renewal plan "conforms to a general plan for the development of the community as a whole." Also, it would be required to meet certain standards set up by the HHFA in this regard.

In granting financial assistance, the HHFA would be required by the Act to give "consideration to the extent to which local public bodies have undertaken positive programs to prevent slums and blighted

areas through the adoption and improvement of local codes and their enforcement". According to the December, 1953 report of The President's Advisory Committee on Housing, "New Orleans. . . has taken the essential first step in effective code enforcement by consolidating the housing law enforcement machinery in a single municipal agency".

The proposed Act includes detailed requirements concerning the relocation of families displaced from urban renewal project areas. In this connection Title V, which deals with low-rent public housing, would establish a first preference for admission to public housing projects of otherwise eligible families which had been displaced from urban projects aided under Title IV. Coordination of the two programs should be encouraged by this provision.

APPENDIX B

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STATE AND LOCAL LEGISLATION

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Housing Authority of New

Orleans - This agency is

authorized to acquire land through the exercise of eminent domain and to construct, maintain and administer low-rent public housing for the purpose of providing safe and sanitary shelter to persons whose low income precludes their securing adequate shelter from private owners.

The Housing Authority is also the agency authorized to carry out slum clearance and urban redevelopment under the National Housing Act of 1949 and thus may acquire slum land and buildings through the exercise of eminent domain, clear the land of slum dwellings, and dispose of the land at a fair market price for redevelopment in accordance with a comprehensive plan.

Department of Sanitation - This department is charged with the responsibility of enforcing ordinances for the keeping of streets, vacant lots, and other places free from weeds and deleterious matter.

This department shall cooperate with the Department of Health in the enforcement of these ordinances.

Department of Health - This department is charged with the responsibility of enforcing the State sanitary code and of adopting and enforcing local health and sanitary regulations. Also, this department is responsible for investigating the causes of, and instituting measures for the control of, preventable and communicable diseases.

Department of Police - This department has the responsibility of assisting the Department of Safety and Permits in the enforcement of the functions assigned to it.

Department of Fire - The functions of this department include the administration and enforcement of ordinances, regulations, and laws relating to fire prevention and safety of persons.

Department of Safety and Permits - The following functions are the responsibility of this department:

- 1) Administer and enforce the zoning and building code ordinances, and all laws, ordinances and regulations under which permits are required, as to all officers, departments, boards and governmental agencies and to all persons, firms and corporations, public and private, except as may be otherwise provided by the City Charter or by applicable State law.

- 2) Revoke, suspend, or cancel any permit which has been violated.
- 3) Undertake studies of housing accommodations in the City in cooperation with the City Planning Commission or any other appropriate agencies.
- 4) Devise and recommend means of improving housing accommodations.
- 5) Undertake programs for housing betterment when authorized by the Council.
- 6) Enforce ordinances prescribing minimum standards for human habitation, which ordinances may provide for the demolition of property when a hazard to the public welfare.

Board of Zoning Adjustments - This board shall hear and decide upon appeals where it is alleged it is an error in any order, requirement, decision, or determination made by an administrative official in the enforcement of the zoning ordinance of the city. This board has the power to permit exceptions to or variances from the zoning regulations in cases or situations and in accordance with the principles, conditions, procedures, and limitations specified in the Comprehensive Zoning Law.

Board of Building Standards and Appeals - This board shall hear and determine appeals on all matters arising under ordinances or regulations pertaining to the design, construction, alteration, and demolition of buildings.

City Planning Commission - This agency shall:

- 1) Prepare, adopt, amend and modify a Master Plan for the physical development of the City, which shall show the general location, extent, and character of streets, bridges, waterways, and other public ways; parks and open spaces; public buildings and structures; public utilities and terminals, whether public or privately owned; public housing, slum clearance, and redevelopment projects and areas; and any other physical public facility, with due regard to the aesthetic characteristics of all public structures.
  
- 2) Prepare, adopt, amend and modify regulations governing the subdivision of land, including platting and replatting, which regulations shall provide for the proper arrangement of streets and public utilities; open spaces for light, air and recreational areas; space for vehicular parking; the sizes and shapes of lots in order to avoid con-

gestion of population and to provide for the amenities of human habitation; and the manner and extent to which streets shall be paved and public utilities installed in such subdivision, consistent with the provisions of the City Charter.

3) Prepare and recommend to the Council:

(a) Plats, together with revisions and amendments thereof, showing the exact location of lines of recommended new, extended, widened, or narrowed streets, and the estimated time within which the land needed for future street development as shown on the plat should be acquired.

(b) The Official Map of the city and amendments thereto; upon which shall be shown all existing and established streets, recommended street lines, all streets or street lines located on final or recorded plats of subdivisions, and the location of existing or planned parks and other open spaces. Street locations on final or recorded plats of subdivisions shall constitute amendments to the Official Map and shall be placed thereon.

(c) A zoning plan and revisions and amendments

thereof for the purpose of promoting the public health, safety, morals, and general welfare of the city, which plan may contain regulations with respect to the location, height, bulk, size of buildings and other structures; the size of yards, courts, and other open spaces; the density of population; and the use of buildings, structures and land for trade, industry, business, residence, or other purposes.

(d) Plans for the clearance of slum areas, public housing developments, and the rehabilitation or re-development of blighted areas.

4) Prepare the capital program and assist the Director of Finance in the preparation of the capital budget.



APPENDIX C

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MINIMUM HOUSING STANDARDS  
AND ENFORCEMENT ORDINANCE

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No. 18, 584

Amended 18, 598, 18, 625, and 18, 697

AN ORDINANCE to remedy and eliminate slum conditions in the City of New Orleans; to establish the office of the Department of Housing Improvement and Slum Prevention (hereinafter referred to as Department), and to provide for a director of said Department and to establish a procedure by which the housing director shall enforce this ordinance; to establish and enforce minimum housing standards for the determination of dwellings unfit for human habitation; to provide for the service and posting of complaints and orders under this ordinance; to authorize the housing director to exercise powers necessary or convenient to carry out and effectuate the purposes and provisions of this ordinance; to provide for the budgeting of expenses and costs for the operation of the Department of Housing and to establish a Citizens' Advisory Council to aid and assist the Housing Director and to provide penalties for the violation hereof.

WHEREAS, it has been found by the Commission Council of the City of New Orleans that there exists within this municipality dwellings which are unfit for human habitation due to dilapidation; defects increasing the hazards of fires, accidents, or other calamities; lack of ventilation, light or sanitary facilities; and other conditions rendering the dwellings unsafe and unsanitary and dangerous or detrimental to health, safety, or morals; and that there are dwellings otherwise inimical to the welfare of the residents of this City;

WHEREAS, a major objective of the Commission Council of the City of New Orleans is to combat successfully slum conditions and prevent their future growth.

WHEREAS, experience in New Orleans has demonstrated that slum conditions result in large measure from improper maintenance of dwellings, inadequate sanitation, over-crowding of dwellings and general community neglect;

WHEREAS, experience has also shown that through well-planned and vigorous enforcement of minimum housing standards, these conditions can be relieved and prevented; and

WHEREAS, there has been developed in other cities a concentrated municipal effort for combating slum conditions by

vigorous housing law enforcements; and

WHEREAS, the Legislature of Louisiana by L. S. A. - R. S. 40:563 et seq. has recognized the existence of these conditions and empowered municipalities to take action against them;

SECTION 1. BE IT ORDAINED BY THE COMMISSION COUNCIL OF THE CITY OF NEW ORLEANS that whenever the following terms are used or referred to in this ordinance, they have the following respective meanings, unless a different meaning clearly appears from the context:

1. "Council" means the Commission Council of the City of New Orleans.
2. "Dwelling" means any building or structure, or part thereof, used or occupied for human habitation or intended to be so used, and includes any yard, garden, out-houses, and appurtenances belonging thereto or usually enjoyed therewith.
3. "Dwelling unit" means any room or group of rooms located within a building or structure and forming a single habitable unit with facilities which are used or intended to be used for living, sleeping, cooking, and eating.

4. "Habitable room" means a room which is designed or may be used for living, sleeping, eating or cooking. Storerooms, bathrooms, toilets, closets, halls or spaces in attics are not habitable rooms.

4a. "Basement" means any area covered by a dwelling and having a clearance of more than 16 inches between the overhead structure and existing grade.

5. "Owner" means the holder of the title whose interest is shown of record or who is in possession of a dwelling, or any person in control of a dwelling, or the agent of any such person.

6. "Parties in interest" means persons, other than mortgagees or holders of vendor's liens, who have an interest of record in or who are in possession of a dwelling.

7. "Public Authority" means any officer who is in charge of any department or branch of the Government of the City of New Orleans or of the State of Louisiana relating to health, fire, building regulations, or to other activities concerning dwellings in this city.

8. "Tenant" means any tenant, licensee, occupant, person in charge or in possession of any dwelling or part thereof.

9. "Housing Director" means the Director of the Department.

SECTION 2. BE IT FURTHER ORDAINED, ETC. , That there is hereby created the Department of Housing Improvement and Slum Prevention of the City of New Orleans, and that there is also created the office of the Director of the said Department who is designated and appointed to exercise the powers prescribed by this ordinance.

SECTION 3. BE IT FURTHER ORDAINED, ETC. , That whenever a petition is filed with the Housing Director by any Public Authority or by at least five residents of the City of New Orleans charging that any dwelling is unfit for human habitation, or whenever it appears to the Housing Director, on his own motion, that any dwelling is unfit for human habitation, he shall, if his preliminary investigation discloses a basis for such charges, issue and cause to be served upon the owner or the parties in interest in the premises, a complaint stating the charges in that respect and containing a notice that a hearing will be held before him or his designated agent at a place therein fixed not less than ten days or more than thirty days after the serving of the complaint; and that the owner and parties in interest may file an answer to the complaint and appear in person, or otherwise, and give testimony at the place and time fixed in the complaint.

If, after this notice and hearing, the Housing Director determines that the dwelling under consideration is unfit for human habitation, he shall state in writing his findings of fact in support of that determination and shall issue and cause to be served upon the owner thereof an order requiring him, to the extent and within the time specified in the order, to repair, alter, or improve the dwelling to render it fit for human habitation, or, at the option of the owner, to vacate and close the dwelling as a human habitation.

If the owner fails to comply with this order within the time prescribed, the Housing Director shall vacate and close the dwelling and post on the main entrance of the closed dwelling a placard with the following words: "This building is unfit for human habitation; the use or occupation of this building for human habitation is prohibited and unlawful."

If, after notice and hearing, the Housing Director determines that a dwelling is in such a condition that it is dangerous or injurious to the health and safety of the public, the occupants of the dwellings, or the occupants of neighboring dwellings, he shall issue and cause to be served upon the owner an order requiring him to repair, alter, or improve the dwelling to the extent and within the time specified in the order, or, at the option of the owner, to

remove or demolish the dwelling. If the owner fails to comply with this order within the time prescribed, the Housing Director may have the dwelling repaired, altered, or improved in accordance with the order. If the repairs, alterations, or improvements, cannot be made at a reasonable cost in relation to the value of the dwelling, the Housing Director may have the dwelling removed or demolished provided any and all mortgagees of record have been notified. For the purpose of this provision 50% of the fair market value of the structure is fixed as being a reasonable cost. The cost of the repairs, alteration, improvements, removal, or demolition shall be a lien against the real estate and shall be assessed and collected as a special tax by the City of New Orleans. If the building is removed or demolished by the Housing Director, he may sell the materials. He shall credit the proceeds of that sale against the cost of the removal or demolition and any balance remaining shall be deposited by the Housing Director in the registry of the Civil District Court for the Parish of Orleans. This balance shall be disbursed by the Court to the persons found to be entitled thereto by final award or decree.

Nothing in this ordinance impairs or limits in any way the power of the City of New Orleans to define and declare nuisances and to cause their removal or abatement by summary proceedings or otherwise.

SECTION 4. BE IT FURTHER ORDAINED, ETC. , That the rules of evidence prevailing in courts shall not be controlling in hearings before the Housing Director.

SECTION 5. BE IT FURTHER ORDAINED, ETC. , That the Housing Director shall determine the unfitness of a dwelling for human habitation on the conditions found therein which are unsafe or unsanitary or dangerous or injurious to the health, safety, or morals of the persons using it for human habitation or of the public. These conditions shall include: defects increasing the hazards of fire, accident or other calamities; lack of adequate ventilation, light or sanitary facilities; dilapidation; disrepair; defects; uncleanliness; or other conditions either of the main building or of detached structures on the lot inimical to the welfare of the public.

SECTION 6. BE IT FURTHER ORDAINED, ETC. , That there are hereby established the following standards to determine the fitness of a dwelling for human habitation and to constitute a basis for the enforcement and interpretation of this ordinance:

1. Cleanliness - All tenants shall keep every dwelling clean and free from accumulation of dirt, filth, rubbish, or similar matter and shall keep same free from vermin and rodent infestation. This shall apply to that portion



of the premises clean, the Housing Director shall send a written notice to the tenant to abate such nuisance and remedy such conditions within the time specified in said notice.

2. Rodent infestation - All yards, lawns, courtyards, terraces, porches, balconies, and accessory buildings shall be kept clean and free from rodent infestation and ratproofed according to existing ordinances.

3. Lighting and ventilation - Every habitable room in a dwelling or dwelling unit shall contain a window or windows, opening directly to the outside air, and the total area of such window or windows shall not be less than 10% of the floor area of such room. All window sash shall be glazed and provided with suitable hardware, and shall be made to open to the extent of not less than 5% of the floor area of such room.

4. Basement - The basement of any dwelling shall be dry and ventilated and shall be kept free from rubbish accumulation and rodent infestation.

5. Heating - Every dwelling and every dwelling unit shall be weather-proof and capable of being adequately heated, and the heating equipment in every dwelling or dwelling unit shall be maintained in good order and repair.

6. Basement dwelling units - No room in any basement shall be occupied as a habitable room unless:

(a) The clear inner height is at least 6'8", and

(b) The floors and walls are water and damp proof in accordance with an approved method, if in contact with earth.

7. Sleeping rooms - No room shall be used for sleeping purposes unless there are at least four hundred (400) cubic feet of air space and 50 square feet of floor space for each adult and at least two hundred (200) cubic feet of air space and 30 square feet of floor space for each child under the age of twelve years occupying such room. No room used for sleeping purposes shall have a floor area of less than 60 square feet.

8. Cooking of food prohibited in sleeping rooms - Where more than two persons occupy any dwelling unit, food shall not be prepared or cooked in any room used for sleeping purposes unless where so originally architecturally designed.

9. Water supplies and sinks - In every dwelling unit there shall be running water and at least one sink connected to the public sewer or to an approved sewage disposal system.

10. Toilet and bathing facilities - Each family occupying a dwelling unit shall have exclusive use of a flush type water closet and

bath or shower in the dwelling unit itself, provided that the occupants of not more than two dwelling units may share a single flush type water closet and bath or shower if neither of the two dwelling units contains more than two rooms.

11. Plumbing - All plumbing, water closets and other plumbing facilities in every dwelling or dwelling unit shall be maintained in good order and repair and in accordance with the requirements of existing ordinance and Rule and Regulations of the Sewerage and Water Board.

12. Illumination - Every dwelling unit and public hallway shall be provided with a safe and approved type of artificial light.

13. Cooking equipment - Every dwelling unit shall have a safe and approved type of cooking equipment.

14. Structural maintenance - Every dwelling and every part thereof shall be maintained in good repair by the owner or agent, and fit for human habitation. The roof shall be maintained so as not to leak, and all rain water shall be drained and conveyed therefrom so as not to cause dampness in the walls or ceilings.

15. Exterior repair - All structures used as dwellings shall be maintained in proper repair so as to give adequate protection from the elements. Windows and doors shall fit properly. All exterior wood surfaces shall be protected from the elements and decay by painting or other protective covering.

16. Garbage, rubbish and ash receptacles - Every dwelling or dwelling unit shall be provided with such receptacles to contain all garbage, rubbish and ashes as may be necessary, and all such receptacles shall at all times be maintained in good order and repair. Receptacles for garbage shall be made of metal, water-tight and provided with tight covers.

17. Entrances - There shall be for each dwelling unit a separate access either to a hallway, landing, stairway or street.

18. Drainage - All courts, yards, or other areas on the premises of every dwelling shall be properly graded and drained.

19. Fences - All fences in a dilapidated condition shall be removed or repaired as may be specified.

20. General - All of the aforesaid minimum requirements shall be constructed and/or installed in accordance with the applicable laws of the City of New Orleans and State of Louisiana regulating same.

SECTION 7. BE IT FURTHER ORDAINED, ETC., That complaints or orders issued by the Housing Director pursuant to this ordinance shall be served upon persons either personally or by registered mail. If the whereabouts of the persons are unknown and cannot be ascertained by the Housing Director by the use of reasonable diligence and the Housing Director makes an affidavit to that effect,

the complaint or order may be served by publication once each week for two successive weeks in a daily newspaper printed and published in this City. A copy of the complaint or order shall also be posted in a conspicuous place on the premises affected by the complaint or order. A copy shall also be filed in the Mortgage Office of the Parish of Orleans. This filing of the complaint shall have the same force and effect as the filing of lis pendens notices.

SECTION 8. BE IT FURTHER ORDAINED, ETC., That in order to effectuate the purposes and provisions of this ordinance, the Housing Director be, and he is hereby authorized to exercise any and all powers necessary or convenient thereto, including the following:

- (1) To investigate the dwelling conditions in this City to determine which dwellings therein are unfit for human habitation;
- (2) To administer oaths and affirmations and examine witnesses and receive evidence;
- (3) To issue subpoenas and subpoenas ducas tecum in the same manner and with the same effect as if issued by the Commission Council of the City of New Orleans;
- (4) To enter upon premises for the purpose of making

examinations, provided the entries are made in such manner as to cause the least inconvenience to the persons in possession;

(5) To appoint and fix the duties of the officers, agents, and employees of the Housing Department.

SECTION 9. BE IT FURTHER ORDAINED, ETC., That the Mayor shall appoint a Citizens' Advisory Council consisting of twenty-eight persons to assist the Housing Director in inviting and stimulating the cooperation, interest, and support of individual citizens, citizen groups, owners, occupants and tenants in the purposes of this ordinance. The Citizens' Advisory Council shall select five persons from among the membership of the Citizens' Advisory Council to serve as an Executive Committee and to aid and assist the Housing Director in program planning and the establishment of policy under this ordinance.

SECTION 10. BE IT FURTHER ORDAINED, ETC., That the Mayor shall immediately appoint the Citizens' Advisory Council in the following manner:

- (a) Seven members shall be appointed to serve for a term of one year.
- (b) Seven members shall be appointed to serve for a term of two years.

(c) Seven members shall be appointed to serve for a term of three years.

(d) Seven members shall be appointed to serve for a term of four years.

Upon the expiration of the term of a member of the Citizens' Advisory Council, the subsequent appointment shall be for a term of four years. Any member may be reappointed to the Citizens' Advisory Council, and the Mayor shall immediately fill all vacancies as they occur from a list of three names submitted by the Citizens' Advisory Council. No person holding a public office shall be eligible for appointment to the Citizens' Advisory Council.

SECTION 11. BE IT FURTHER ORDAINED, ETC., That prior to undertaking the systematic rehabilitation of any area involving more than two adjacent squares, the Housing Director shall submit the location of such area for consideration by the City Planning and Zoning Commission and shall in no case proceed with rehabilitation of such area until thirty (30) days shall have elapsed following the submission of such location.

SECTION 12. BE IT FURTHER ORDAINED, ETC., That any person or persons who rent, lease, or occupy or who permit any person to rent or occupy any dwelling found unfit for human habitation

under this ordinance shall be fined not less than \$10.00 nor more than \$50.00 or imprisoned not more than 30 days, or both, in the discretion of the Court, and each day such violation exists shall constitute a separate offense.

SECTION 13. BE IT FURTHER ORDAINED, ETC., That nothing in this ordinance abrogates or impairs the power of the Courts or any department of this city to enforce any provisions of the City Charter or other ordinances or regulations or to prevent or punish violations thereof.

SECTION 13A. BE IT FURTHER ORDAINED, ETC., That whenever provision of this ordinance shall conflict with Ordinance No. 14,538, C. C. S., as amended, the provision of the latter shall prevail.

SECTION 14. BE IT FURTHER ORDAINED, ETC., That if any section or part of this ordinance be for any reason held unconstitutional or invalid by a court of competent jurisdiction, such holding shall not affect the validity of the remaining portion of this ordinance, but such remaining portion shall be and remain in full force and effect.



SECTION 15. BE IT FURTHER ORDAINED, ETC., That all laws or parts of laws in conflict herewith are hereby repealed.

APPENDIX D

CHARACTERISTICS OF  
URBAN RENEWAL AREAS

Renewal Areas	Gross Acres	Population	Dwelling Units	Substandard Characteristics*
A	160	3,641	1,131	1, 2, 3, 4, 5, 6, 7
B	738	9,616	2,622	3, 4, 5, 6, 7, 8
C	1,236	8,639	2,194	2, 3, 4, 6, 7
D	198	3,824	1,115	1, 2, 5, 6, 7
E	380	19,427	5,455	1, 2, 3, 4, 5, 6, 7, 9
F	620	30,157	9,223	1, 2, 3, 4, 5, 6, 7, 8, 9
G	408	5,714	1,235	1, 2, 3, 4, 5, 7, 8
H	462	12,315	3,583	1, 2, 3, 4, 5, 6, 7, 8
I	469	12,534	3,997	1, 2, 3, 4, 5, 6, 7, 9
J	394	19,037	6,740	1, 2, 3, 4, 5, 6, 7, 8, 9
K	362	14,544	4,169	1, 2, 3, 4, 5, 6, 7, 8, 9
L	463	29,230	9,270	1, 2, 3, 4, 5, 6, 7, 8, 9
M	77	266	68	1, 2, 3, 4, 5
N	233	11,709	3,600	1, 3, 4, 5, 6, 7, 8, 9
O	94	4,364	1,259	1, 2, 3, 4, 5, 6, 9

\* Substandard Characteristics:

1. Age of Dwellings - over 50%, 30 years old and over
2. Overcrowding - over 15%, over 1.5 persons per room
3. No Running Water or No Private Bath or Dilapidated - 60% and over
4. Median Family Income - under \$2,000 per year
5. Median Family Rent - under \$30 per month
6. Juvenile Delinquency - 25 cases and over
7. Venereal Disease - 20 cases and over
8. Tuberculosis - 5 cases and over
9. Population Density - over 45 persons per acre