

FILE
CBD

City of
New Orleans
Central
Business
District

**IMPLEMENTATION
STRATEGY,
PROGRAM
AND
ZONING
PLAN**

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Central
Business
District

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Introduction

This report on the proposed New Orleans Central Business District Implementation Strategy, Program and Zoning Plan represents the final product under our contractual obligations with the City of New Orleans.

Basically it is a continuation and extension of the planning and implementation program starting in 1973 and resulting in the New Orleans Central Area Growth Management Program, including the following on which implementation has begun:

1. The Special Public Works Program
2. The need for the establishment of an agency to administer the program
3. The Historic Districts Program
4. The Special CBD Tax District Program

Accordingly, the Implementation Strategy and Zoning Plan has been developed to relate to, mesh with, and support each of these other Program elements. It is important that these continue to be implemented and administered as one coherent, integrated Program.

New Orleans, attractive and interesting to the citizens of the City and Nation alike (as demonstrated by the number who visit it), is at a critical point in its development. Facing it are a number of important decisions regarding its greater Central Business District (CBD), which will decide its long term as well as short term future. Aside from the national interest and concern, these decisions are vital to the CBD, the City, and Region as a whole. It is not an overstatement to state that this may be its last chance to determine what kind of CBD it will be. If left unchecked, another decade of unguided development and change will alter the character of the CBD to such an extent that its unique character, architectural heritage and many other assets may be appreciably lost.

In addressing the various problems facing the CBD, the Zoning Plan drew extensively on a number of new approaches and tools that have emerged in the last ten years. Combined with other plan implementation devices, these new approaches constitute a breakthrough in plan implementation, providing the basis for a greatly improved quality of new development. The techniques can not only improve the quality of new development but also be used to achieve an increase in needed public improvements and amenities made possible by improved coordination of public and private investments.

The basic organization of the report consists of a Summary of Findings and Conclusions designed to give a quick overview followed by a statement of the Zoning Plan's relationship to the Growth Management Program and an analysis of the existing Ordinance's deficiencies. The balance of the report consists of an explanation of the philosophy, concepts and rationale underlying the proposed Implementation Strategy and Zoning Plan and technical descriptions of the individual elements.

In the course of completing this assignment, it has been our pleasure to work with several City agencies and policy groups who provided us with policy directions and technical review of the individual development control recommendations. In this context, we would like to express our ap-

prectation to Mr. Harold R. Katner, Director-Secretary of the City Planning Commission, and Mr. Anthony Gagliano, the Mayor's Executive Assistant, and their respective staffs. Their assistance and inputs at various policy and technical levels contributed greatly in the translation of the general goals and objectives into specific and tailor-made recommendations applicable to the unique conditions of New Orleans.

Having worked with these dedicated people and organizations gives us confidence that New Orleans has the capacity to act affirmatively and implement the various proposals of the Implementation Program and Zoning Plan.

Part 1—Summary of Findings and Conclusions

1. Assets and Opportunities

Central New Orleans has unique remaining assets and opportunities which it would be wise to protect and take full advantage of including the following:

1. A compact Central Business District (CBD) which functions well and is one of the important assets and characteristics to be valued and retained. A closely related asset is its comparatively good transit service which makes compactness possible.
2. In the greater CBD, in addition to the Vieux Carré, there is a continuity of a rich historic heritage in the form of an unusual number of historic areas and buildings interwoven into the fabric of the CBD which are important to tourists, the working population and the resident population.
3. The Riverfront is both the City's primary natural environmental feature, and in a real but unusual sense its most historic feature or landmark. There is both great potential and need for providing for multiple uses of the Riverfront involving in addition to the port, facilities for recreation, "visual participation" in the fascinating port facilities of the second largest port in the United States, and prime, new diversified development. Spanish Plaza, International River Center and Canal Place are important steps in starting to achieve this potential.
4. The Canal Street Retail Center, in spite of its problems, is a major asset including its fortunate location between the Office Core and the Vieux Carré, where it provides a wide range of pedestrian oriented retail services for day and nighttime population. It also acts as an excellent transition and buffer between the high-rise Office Core and the low buildings of the Vieux Carré.
5. The Superdome and related development in the area is one of the key factors in the future growth of Central New Orleans.

2. Problems and Deficiencies

Along with these and other assets and opportunities, there are some serious problems and deficiencies to be dealt with by means of effective, problem solving implementation programs, or some or all of the following types of adverse effects will result: 1) Many or all of the Central Area's opportunities for future enhancement will be partially or totally lost; 2) Many of the area's assets and unique characteristics will be changed for the worse; 3) Many of the deficiencies of existing development and of the recent quality of development will not only be unimproved, but also, perhaps, will be allowed to become larger problems.

The specific problems can be briefly summarized as follows:

1. The quality of many of the new developments in the CBD is poor because of inadequate relationships with adjacent buildings and activities in their areas, inadequate pedestrian facilities, services and amenities such as retail facilities and really functionally usable open spaces and landscaped areas. "Bare bones" buildings with such facilities either lacking or poorly designed are less mar-



Fig. 1. Aerial Photograph of the Central Area of New Orleans

- ketable — certainly over the long run. Buildings containing such facilities designed in relationship to their environment constitute enlightened real estate investment both from the point of view of the marketability of individual buildings and of increasing the economic potential and viability of the Central Area.
2. The net result of the construction of most new office buildings and many hotels is for existing retail and service facilities to be removed as a part of the demolition of existing structures but replaced by none or appreciably fewer of such facilities to serve a much larger working or resident population in the new buildings. Of equal or greater importance the street scene of the surrounding sub-area suffers, becoming less vital, interesting and attractive as well as less functional for serving both the day as well as nighttime populations.
 3. There is danger that unless the present zoning regulations are appreciably modified the present, cohesive compact prime office and commercial core will be destroyed or appreciably changed into one of several undesirable urban forms. The nature of this process and reasons for these very undesirable end products are described in great detail in the body of the report.
 4. For many of the same reasons, the present process of inadequately managed change and growth will also result in the loss of historic continuity in the CBD. New and different zoning approaches and systems are required. These new approaches should be carefully meshed with historic preservation regulations and programs utilizing the new sources of financing from the new special purpose tax district.
 5. A concomitant result will be the excessive massing of buildings with the consequent loss of light and air, excessive congestion of streets, sidewalks, and transit facilities and increases in the ecological problems of air pollution.
 6. At minimum, there will be extreme congestion of streets surrounding some squares developed at excessive densities and attracting automobiles to new parking facilities.
 7. Perhaps of equal importance to all other problems and potential dangers of the CBD are those of the following four primary areas of the greater CBD, which may never reach their full potential or with the wrong type of new development may have adverse impacts on vital adjoining areas: 1) The Riverfront; 2) The Superdome Area; 3) The Canal Street Retail Center; and 4) The Vieux Carré. These problems and potential dangers are summarized in the next four items.
 8. In the Riverfront Area, the essential interests of the public may not be achieved because key elements of an efficient transportation and pedestrian system, including separating pedestrian and vehicular traffic for adequate vehicular and pedestrian flow, are not likely to be provided effectively if left to individual developers or the present public implementation programs and tools. Similarly, the objectives of achieving adequate public access to the Waterfront, appreciable increase in other public facilities and amenities, and harmonious relationships and tie-ins — both visual and functional — to the fabric of the old City are not likely to be fully achieved for the same reasons.
 9. The Superdome Area with the present levels of permitted density has great danger of experiencing development which will generate excessive traffic congestion.
 10. The Canal Street Retail Center including the Canalberville transition area has very real problems of the likely loss of retail establishments, demolition of retail structures to be replaced by high-rise hotels, multi-story garages, and perhaps, office buildings with the resultant change in the retail strength, character and scale of Canal Street and added congestion and conflict with the scale of the low buildings and special character of the adjoining Vieux Carré. The final serious set of problems is the need for additional non-zoning programs of conservation, stabilization and enhancement including programs of street lighting, street furniture and other improvements as proposed in the Growth Management Program. These should be implemented in close coordination with the approaches recommended in this report.
 11. The Vieux Carré is subject to serious dangers because of the present lack of controls of both density as well as type of development on its borders particularly with regard to Canal Street and the Riverfront where possible future high-rise hotel, office, and multi-story garages are likely to be both out of scale and sources of excessive traffic generation, congestion and noise in conflict with the special character of adjoining parts of the Vieux Carré.
 12. Under the present zoning regulations no constraints are placed on speculation and land price inflation or on the process of demolitions.
 13. There is a strong possibility that no new residential development will occur in the CBD with incentives for residential development lacking in the present zoning regulations.
 14. Inadequate sign regulations over a lengthy period of time have resulted in an excessive number of unsightly signs — especially along Canal Street. In potential development areas including around the Superdome and around the Waterfront, as well as in other areas recommended for preservation and enhancement, there is danger of the spread of this problem.
 15. In addition to the various serious deficiencies in the 1970 Zoning Ordinance noted earlier, there are a number of other deficiencies which are evaluated in detail in Part 3 of this report. The inescapable conclusion is that these regulations are neither designed for nor are they capable of being adapted and used as a growth management tool.
 16. Finally, there is at present no complete Growth Management and Administrative System which involves workable, equitable procedures and effective zoning administration operating in coordination with the management of other phases of the Growth Management Program. As a part of this deficiency there is no system for monitoring problems, growth and change and taking appropriate action when and where required.

3. Proposed Detailed Implementation Strategy and Zoning Plan and Program

The proposed implementation strategy including the zoning plan will provide a detailed implementation program in "how to do it terms" to manage and coordinate the growth and development of both private and public developments and improvements. It is important to recognize that the zoning plan was designed as a part of an overall strategy and program to be used in collaboration with other non-zoning programs, including special CBD tax district funds, parking programs and perhaps historic preservation districts.

The zoning plan has placed maximum emphasis on innovative techniques with strong reliance on incentives and encouragements to involve the private sector and business groups more fully and creatively in a coordinated public and private implementation process. These new techniques can be especially effective in developing a system of pedestrian amenities, facilities and services.

The recommended approaches, techniques and devices for achieving the related goals of enhancing the quality of new development in the CBD, more creatively managing change, including rehabilitation of existing development, and maintaining more of the existing historic character and continuity of the CBD are not simple ones. Almost by definition, a whole new system is called for. We are recommending such a system. The remainder of this section consists of a summary of the five primary components of the proposed new zoning system, followed by brief reviews of selected approaches, elements and types of regulations comprising this system:

4. Summary of Proposed New Zoning System

The five primary components of the system are as follows:

1. A new system of zoning districts and regulations consisting of new and revised zoning districts and tailored to the characteristics of the various areas in the CBD with special emphasis on their planning opportunities and problems. This involves the five following major sub-elements: a) a new system of recommended F.A.R.'s by district, b) revised detailed use regulations, c) revised district height and area controls, d) a new system of off-street parking approaches and regulations, and e) a new system of special retail requirements and contrasted to permitted retail uses. Perhaps the most basic and important element is the recommended reduction of permitted F.A.R. levels since these establish one of the key parameters for growth and changes, constitute one of the primary tools for determining the shape of the CBD (a desired cohesive and compact prime Office Core) and set limits on the overloading of public streets, sidewalks and transit facilities. Also of importance is the fact that density controls provide one of the important bases for the level of accessory parking facilities,

including parking density limits. Finally, appropriate F.A.R. levels are basic to establishing parameters of scale as related to maintaining more of the existing character for both new buildings and historic preservation.

2. A proposed system of zoning maps for the application of the proposed new and revised zoning districts.
3. A proposed urban amenity system to improve the quality of new development by requiring or encouraging pedestrian oriented facilities, services and amenities (see Map 6). It includes required retail facilities, pedestrian amenities supportive of this particular land use and other related facilities. This "amenity network" is a system consisting of: a) mandatory requirements (without F.A.R. bonuses) related to height and cornice limits or controls by area (see Map 6), and b) a series of elective or optional features which can contribute significantly to the quality of the environment including the following: (1) arcades, (2) second level walkways, (3) mini-parks and (4) gallerias. This proposed system has been evolved as related to existing, committed and recommended additional public amenities or improvements as shown on Map 5.
4. The development of special approaches for unique or special areas of the CBD which after careful evaluation appear to be amenable to "new zoning" approaches including the following: a) the Riverfront, b) the two proposed historic areas and c) the Canal Street Retail Center, including the transitional tier of blocks between Canal Street and Iberville — the boundary of the Vieux Carré.
5. Proposed revisions in the system of zoning administration in order to use zoning more effectively as a growth management tool.

5. Review of Selected Key Approaches, Elements and Types of Regulations

A brief review of selected approaches, elements and types of regulations comprising the components summarized earlier follows.

Retaining a Compact CBD

The objective of a compact CBD is supported by limiting the mapping of proposed districts where very high development intensities are permitted to areas in and near the present Office Core. The area mapped still provides ample room for expansion of high-rise office construction with good latitude for choice of sites.

Retail Viability in the CBD

The goals and areas for which approaches were developed for retaining and enhancing the retail viability of the CBD are as follows: 1) protecting, stabilizing and enhancing the important retail function of Canal Street, and 2) maintaining a lively and interesting environment for pedestrians as new development occurs in the remainder of the CBD. For Canal Street, a new CBD-3 District is proposed which requires a suitable amount of retail development to be provided in any

new building or enlargement. In areas of high development intensity in the remainder of the CBD, it is proposed that a modest amount of ground floor space as specified be allocated to retail and pedestrian-oriented uses.

Canal Street Retail Center

In addition to the proposed retail requirement for Canal Street, the new CBD-3 District is designed to preserve and enhance the Retail Center and protect the adjacent Vieux Carré by a number of new approaches which: 1) limit building heights to 85 feet; 2) limit permitted F.A.R.'s to 6.0; 3) retain the traditional building facade line; 4) make rehabilitation and conversion of existing structures easier by liberalizing regulations; 5) permit the transfer of development rights from historic buildings; 6) prohibit new hotels, motels, parking garages and lots which will displace existing buildings and retail activities, as well as create excessive traffic generation, congestion and noise for both Canal Street and the adjoining Vieux Carre; and 7) require the removal of projecting signs within a year in order to improve the appearance of Canal Street.

Historic Areas

To preserve the important attribute of historic continuity, a combination of features is proposed in the new regulations: a) limiting development intensity to moderate levels in historic areas, b) limiting new construction in historic areas to building heights which do not greatly exceed the existing scale of development, c) preserving street line continuity and maximum cornice height continuity in areas where each is important, d) liberalizing regulations to permit rehabilitation and conversion of old structures and e) providing for development rights transfer from landmark sites to development sites with proceeds from sale of development rights to be used for landmark maintenance.

The Riverfront

The Urban Design Plan shown on Map 8 is designed to achieve the objectives of public access to the Waterfront, maximum public amenities, adequate traffic flow, separation of pedestrian and vehicular traffic and a harmonious relationship to the fabric of the old City.

In terms of improving the quality of new development the plan should have great utility in the following ways:

1. Achieving visual and functional tie-in with the old City including visual easements or corridors, and providing pedestrian access to the Waterfront.
2. Requiring key elements of the public infrastructure which is not likely to be provided effectively if left to individual developers. These vital elements of infrastructure are: a) pedestrian ways including a second level pathway system and pedestrian bridges, b) the overall pedestrian access system to parking, c) access and prohibited access to individual parking area, d) truck access and, e) rail access.
3. Providing criteria for design review of amenities provided under the plan.

4. Providing the basis for special use, density and off-street parking controls related to the capacity of the infrastructure and other important design considerations.

Additional Methods of Alleviating or Improving Transportation Problems Including Guiding New Parking Facilities

The recommended approaches for achieving this goal consist of a combination of three approaches: 1) the proposed Off-Street Parking Regulations, consisting of a new system of guiding new parking facilities including the location and size of both new public and accessory parking facilities, the level of permitted and required accessory parking facilities and density limits on permitted and required accessory parking facilities and density limits on permitted parking spaces (a limit on the number of parking spaces in relation to lot area for new uses or activities in certain areas), 2) the recommended reduction of F.A.R.'s in the CBD, and 3) the control of new curb cuts for off-street parking and loading facilities on designated streets.

Assist in Encouraging New Residential Development

The recommended approaches for meeting the goal of encouraging new residential development in the CBD will consist of the following: 1) recommended incentives to encourage new residential construction, and 2) removing the various existing penalties and restrictions on new residential construction or rehabilitation in the existing zoning regulations.

Signs

It is proposed that the present prohibition of roof signs and general advertising signs now in the existing CBD-1 District be extended throughout the CBD. It is also recommended that the present limits on sizes of signs and projecting signs in the present CBD-1 District be extended to the Loyola O'Keefe Corridor and the H.E.A.L. Civic Center Area. In addition, it is recommended that the flashing signs be prohibited in the up-river area (the CBD-7 District). Finally, to improve the appearance of the Canal Street Retail Center, it is proposed that projecting signs be removed within one year.

Administration

A number of changes in zoning administration are proposed, including new provisions for large scale developments. For this purpose a new Central Business Planned Community (CBPC) District is proposed to assist in achieving improved quality of development and to permit more than one landowner to be involved, with the probability of improved coordination between adjoining developments. Also, the developer or developers would be given greater flexibility in the distribution of floor area, dwelling units and parking space, as well as permitted valid modifications of yard requirements and height controls.

Part 2—How the Zoning Plan Relates to the Growth Management Program

The Growth Management Program for the Central Area of New Orleans was submitted to the Steering Committee representing both public and private interests in April 1975. The program presented an eight point strategy oriented to monitoring the growth of Downtown. The strategy could be summarized in two objectives:

1. Encourage quality growth and development in Central New Orleans.
2. Preserve historic continuity and quality pedestrian environment.

The Growth Management Program for the year 2000 set a framework for development action with high growth areas on the Riverfront, near the Superdome and along Poydras Street. Areas of reinvestment were recommended along Canal Street and in the historic Office Core. The market program developed by Gladstone Associates called for eleven million square feet of additional office space, twelve thousand hotel rooms and 1.2 million square feet of retail by the year 2000. Of this program, 1.8 million square feet of office space was announced by completion of this study. Also included in this "Probability I" category were 5,150 hotel rooms and 318,000 square feet of retail space.

The Plan however must contain an implementation strategy to achieve success. This concept of strategy and tactics was presented in part 3 of the GMP report and is summarized as follows:

Tactical Moves for Growth Management

1. Encourage growth to the Poydras/Riverfront Corridor, by establishment of stricter controls over rezoning in the CBD and Lafayette Square Historic Districts as the first steps.
2. Create new environments at multi-purpose sub-centers (now underway) and disperse convention hotels away from the Vieux Carré.
3. Rehabilitate the public elements of the Canal Street Retail Core — sidewalks, street furniture, landscaping, lighting — and infill new retail to strengthen area.
4. Strengthen residential communities of the Vieux Carré, Faubourg Marigny and Faubourg Tremé. Rezone the latter two to eliminate commercial encroachment which will also help confine the market for commercial to the CBD.
5. Designate Lafayette Street a Mall and improve Lafayette Square as steps toward encouraging infill development of housing and smaller hotels. Integral parts of this tactic are: the creation of a Detoxification and Rehabilitation Center for Skid Row; and the development of parking garages as part of the residential development.
6. Rehabilitate buildings in the CBD and Lafayette Square Historic Districts using funds from the Special CBD Tax District. The new environment on Poydras Street and multi-purpose centers on the Riverfront will help make this economically feasible as well as infilling with appropriate new development.

7. Capitalize on the Lafayette Square and Mall development to extend new high rise residential development along St. Charles Street toward the Lower Garden District.
8. Capitalize on (7) above and on the new Riverfront Boulevard and Riverfront development to initiate a new-town-in-town major residential community mixed with the best of the warehousing and manufacturing.

The Urban Design Concept Plan for the year 2000 allocated the development program for new construction to sites which were considered susceptible to change.

Clearly the element of Growth Control and Zoning is of critical importance in guiding growth of the Central Area. In general the Steering Committee endorsed the continuing Growth Management Program. The Committee recommended a reduction in permitted development and an increase in amenities developed on private property. The specific controls and guidelines, however, were subject to extensive discussion and study. Upon the conclusion of this study, the Steering Committee determined that a more detailed zoning study was required before final new zoning recommendations could be accepted.*

This zoning study has been charged with the investigation of how controls should be modified, what bonus provisions should be encouraged and where zoning should be changed.

It is important to recognize that the Zoning Plan was developed as a part of the overall strategy, plan and program contained in the Growth Management Program including the following on which implementation has begun:

- 1) The establishment of an agency to administer the program
- 2) The historic districts program
- 3) The Special CBD Tax District Program
- 4) The special public works program

The Zoning Plan and its administration were developed to relate and mesh directly with each of these areas. It is important that these continue to be implemented and administered as one coherent, integrated program.

*In the spring of 1975, the Committee passed the following resolution: "This Growth Management Program Steering Committee acknowledges that a floor area ratio of 20 for the New Orleans Central Business District may be excessive to provide managed growth, but that the proposed floor area ratios of 6, 10 and 14 may be too restrictive and may have a detrimental effect on the value of downtown New Orleans real estate; but that this Steering Committee does approve the concept of a reduction in the floor area ratio in downtown New Orleans if simultaneously therewith a bonus program is adopted whereby the reduced floor area ratio would be increased on a particular project in exchange for items, uses and amenities beneficial to the City of New Orleans."

"If a bonus program is adopted, said program should include definite standards and provisions, whereby bonuses may be granted upon application to the legally established entity created for that purpose, which entity should include representation of downtown business interests."

"This matter should be pursued further, by the City of New Orleans through zoning experts and consultants with input from the private sector in order to design a program establishing reasonable zoning regulations with appropriate bonuses in not such a complicated fashion that would stifle development."



Map 1

THE CBD CORE
THE CBD FRAME
YEAR 2000



Part 3– Deficiencies of the 1970 Zoning Ordinance

The CBD District Controls of the 1970 Zoning Ordinance can be generally characterized as extremely loose in regulating those aspects of development most in need of regulation and relatively strict in the regulation of activities and uses which are least in need of regulation, having less economic viability and posing no special dangers or problems. The inescapable conclusion is that, so far as the CBD is concerned, zoning is neither designed for nor is it operating as a growth guidance tool. There are nevertheless some details in the 1970 Ordinance provisions that have a clear, if in some cases flawed, rationale, such as the setback requirements for tall buildings and for buildings on narrow streets. We are here concerned primarily with the zoning regulations' major deficiencies.

Extremely Loose Controls on Building Size

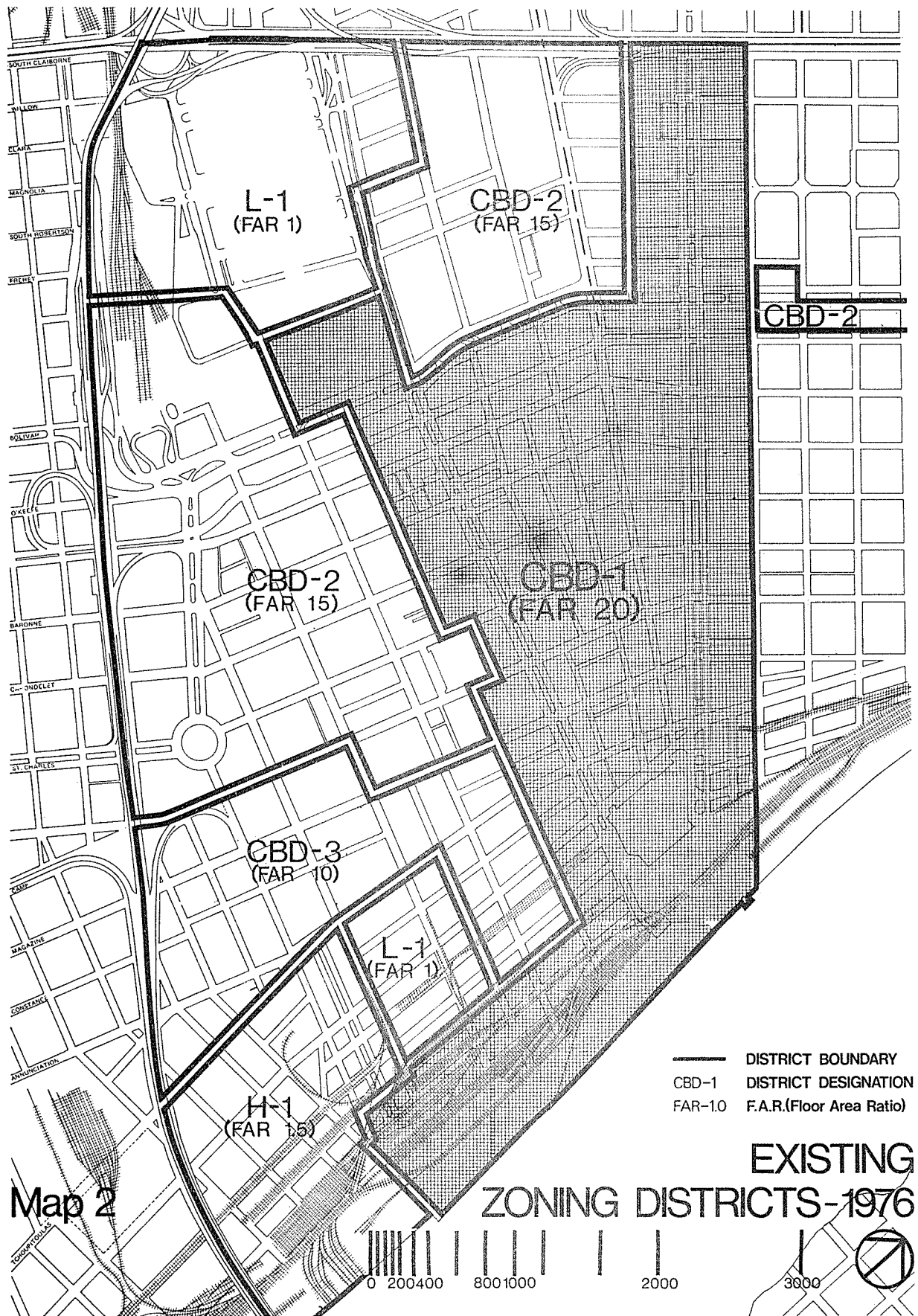
The floor area ratio controls of the 1970 Zoning Ordinance are far too loose to provide any kind of planning guidance. The present CBD-1 District permits F.A.R.'s as high as 20.0, and if this is not enough the City Council can grant a higher F.A.R. without limit under conditional use procedures. The present CBD-2 District permits a maximum F.A.R. 15.0 and the CBD-3 a maximum F.A.R. 10.0.

Under existing controls, over 68 million square feet of floor space could be built on sites considered to be susceptible to new development in the CBD-1 District alone. Of this amount nearly 30 million square feet is permitted along the Riverfront. While, fortunately, no one foresees this kind of market demand, a massively over-built CBD could conceivably result in the long run.

Continuation of some recent trends under these loose bulk controls would have very damaging consequences, including areas of severe traffic congestion, pedestrian overcrowding with lack of suitable amenities, land speculation and building demolition, destruction of scale, character and historic continuity, and loss of the compact, convenient form which is still an important asset of the present CBD.

If any part of the New Orleans CBD were developed extensively at F.A.R. 20 the congestion of pedestrians and vehicles would be staggering. Anyone who has seen New York City's World Trade Center at rush hour would have a fairly good idea of the pedestrian traffic jams, but should bear in mind that the World Trade Center's F.A.R. is only about 18 and its towers are only partially occupied.

Areas Affected: The CBD-1 District is not confined to a small core area. As indicated on Map 2, it covers an immense area, in any part of which a mammoth office building could be erected and in much of which speculation has been rampant. The vulnerable areas include the Canal Street Retail Area, where a 40-story hotel has gone up next to the Vieux Carré, the Historic Core (Inner Wholesale Service Area) and the Riverfront from Iberville to Calliope Street. The Historic Area near Lafayette Square is also vulnerable under the F.A.R. 15 zoning of the CBD-2. F.A.R. 15 is also permitted across Poydras from the Superdome regardless of potential traffic consequences and through the H.E.A.L. area to the CBD-1 boundary on Cleveland Street.



The practical consequences of these loose bulk controls will be outlined in more detail in Part 5 on Proposed F.A.R. Levels, which deals with the specific needs to be addressed by the recommended building size limitations.

Parking

A good transit system with ridership far exceeding that of most cities its size has been one of the factors enabling New Orleans to retain a compact Office Core. Parking policy and regulation of parking by zoning are of key importance in relation to the transit system and to the traffic capacity of the street system.

The CBD-1 District does not require accessory off-street parking for new development. In the Core, where traffic conditions are constrained, the absence of a requirement makes good sense. However, accessory parking is permitted without limits, and commercial parking lots and garages are also permitted as of right. In the other CBD Districts parking facilities are also permitted without restriction, and higher than necessary accessory parking requirements apply as well. The Board of Adjustments can reduce the requirements by special exception.

The failure to control the size and location of parking facilities has many detrimental effects.

1. Traffic volumes generated by parking facilities in core locations burden the street system beyond its capacity.
2. Parking facilities in the wrong location disrupt retail continuity and other sensitive land use arrangements.
3. Parking facilities replace historic buildings and damage historic areas.
4. Parking lots disrupt the scale of development and blight the environment.
5. It is impossible to implement a parking policy and plan.

Parking requirements are lacking throughout the CBD-1 District and while this is appropriate in congested core locations, developments elsewhere in the District should provide parking to take care of the parking demand they generate.*

In the CBD-2 and CBD-3 Districts excessive parking requirements mandate competition with public transit. The Board of Adjustments has the power to rectify this policy error in individual cases, but the Board is not the appropriate agency for making and implementing parking policy.

Residential Use Penalized

In all existing CBD Districts, residential buildings are limited to F.A.R. 4.0, which is quite low for central area apartment developments. However, if a mixed building has more than half its floor space in non-residential use, the building can be treated as non-residential. In that case the residential portion of an F.A.R. 20 building could be as much as F.A.R. 10, which is a very high density indeed. The only conceivable rationale for these regulations is to prevent residential development from becoming the predominant CBD use or pre-empting land

best suited for commercial development. There is no danger of this happening, but there are certainly less clumsy ways of controlling the remote possibility of its happening. The net effect is to discourage residential development anywhere in the CBD, which directly conflicts with Growth Management Program policies.

Urban Design Considerations

The environment and urban design are almost completely neglected by the 1970 Ordinance. Existing provisions for protecting the environment can be summarized as follows. Set-backs from interior lot lines are required for portions of buildings more than 125 feet above grade, and sidewalk arcades are also required for buildings exceeding that height, though the arcade requirement can be avoided by setting the whole building back. Buildings are required to set back so that they are at least 30 feet from the center line of a narrow street.

The present Ordinance would be of no use in implementing the urban design proposals of the Growth Management Program. In fact it would be counter-productive. The following deficiencies are especially noteworthy:

1. There are no regulations that would assist in the preservation of historic areas or buildings and no regulations for preserving the continuity of street facade lines and cornice lines. On the contrary, as already noted, the extremely high development intensity permitted by the CBD-1 District's F.A.R. 20 encourages land speculation, building demolition and the proliferation of parking lots.
2. There are no means for protecting or enhancing the Riverfront, the CBD's prime remaining natural environmental resource and one of its most important areas for potential growth. Instead of relating new development along the Riverfront to the older upland development, functional and visual connections between the upland areas and the waterfront could be destroyed by a Chinese Wall of immense buildings. Equally important, no provision is made for public access to the waterfront and pedestrian amenities along it.
3. There is no protection for Canal Street as a retail center.
4. There is no assurance that new office developments in the CBD will provide the required restaurants and shops needed by the working and visiting population.
5. There are no incentives for the provision by developers of urban pedestrian amenities such as mini-parks and galleries, which are particularly needed in areas of high development intensity. In fact the existing Ordinance allows much higher densities than most developers need or want, so that extra densities in return for the provision of important amenities would be of no interest.
6. There is inadequate protection for the Vieux Carré from future development in the adjoining Canal Street Area and the Riverfront. It could be overwhelmed with high bulk buildings, uncontrolled parking and congestion permitted by the present CBD-1 District.

*At F.A.R. 20 they would generate too much parking traffic for the street system to handle, but as previously noted F.A.R. limits should be much lower.

Part 4 – Introduction to Proposed Implementation Strategy and Zoning Plan

The five primary components of the proposed new system of growth management guidance through zoning were summarized on page 7 of the Summary of Findings and Conclusions. The detailed elements of each of the five components of this system are listed in Table 1 and described briefly as follows:

The first and second components, The New Zoning Districts, Regulations and New Zoning District Mapping, were evolved from four principal study processes, as follows:

1. Development of a system of use regulations to guide future locations and functions in line with the Growth Management Program (See Part 9).
2. Development of a system of controls on the intensity of developments geared primarily to the capacity of the street system, to retaining a compact and efficient office center and to preserving the scale of the CBD's historic areas (See Part 5).
3. Development of a system of parking requirements and controls which is consistent with the objective of encouraging transit ridership and 1) prohibits new parking in the oldest and most congested areas, 2) limits permitted parking to minimal amounts in the high density Office Core, 3) requires new development in less congested areas outside the Core to take care of the parking demand it generates, and 4) permits the development of intercept parking facilities in outlying parts of the CBD to meet excess parking demands generated by Core development (See Part 8).
4. Preparation of maps representing each of the three above systems of controls — use, development intensity and parking — and adjusting and reconciling the mapped systems into a set of 10 new, proposed zoning districts: CBD-1 through CBD-8 (See Part 10).

The third component, Special Approaches for Unique Areas, involved a varied combination of the following approaches or sub-systems adapted to the characteristics of each area: 1) the unique urban amenity network designed to increase the quality of pedestrian facilities, services and amenities; 2) regulations to preserve historic continuity and neighborhood scale, including the protection of street facade lines and limits on building heights and densities; 3) regulations to establish harmonious functional and visual relationships of developing areas to the fabric of existing adjoining areas; 4) various proposed new districts and their regulations designed and applied with sensitivity to the characteristics of these areas; and 5) special administrative approaches. The Special or Unique Areas are discussed in Part 7.

The fourth component, The Urban Amenity Plan, was developed as a complete system or network. The Public Elements in the system and the Mandatory Private Elements are both locational or site-specific in nature, while the Elective Private Elements are those which developers would be encouraged to provide on any development site under the proposed system of bonus incentives. (See Part 6.)

The fifth component, New Administrative Provisions, is designed to adapt the administrative mechanisms to the new concepts and techniques of the proposed implementation program. These are explained in Part 13.

Table 1 Primary Components of Implementation Program

New Zoning Regulations for 10 New Districts

1. New F.A.R. System Including Bonus Incentives for Amenities
2. New Use Regulations
3. New Regulations for Implementing Off-Street Parking Strategy
4. New Height and Area Regulations
5. New Sign Regulations.

New Zoning District Mapping

- 10 New Districts Mapped to Apply New District Regulations
- 2 Existing Districts Retained with Minor Boundary Modifications

Special Approaches for Unique Areas
(Implemented by New District Regulations and/or Amenity Plan Provisions)

- Canal Street Retail Center
 1. Build-to Street Line Regulations
 2. Special Height Limits
 3. Retail Requirement
 4. Special Sign Controls
- Riverfront Area
 1. Urban Design Framework Plan
 2. Planned Community District Regulations
- Historic Areas
 1. Build-to Street Line Regulations
 2. Special Height Limits
 3. Transfer of Development Rights
 4. Liberal Open Space Requirements

New Administrative Provisions

- Special Permits for:
 1. Amenity bonuses
 2. Transfer of development rights
- Conditional Use Permits: Detailed criteria for approval of non-accessory parking facilities
- New provisions for Central Business Planned Community Districts
- Changes in Board of Adjustments Powers in CBD Districts

Urban Amenity Plan Elements

- Public Elements
 1. Pedestrian Ways and Malls
 2. Pedestrian Streets
 3. Pedestrian Overpasses
 4. Second Level Pedestrian Ways
- Private Elements (Mandatory)
 1. Building Walls along Street Lines
 2. Special Height Limits for Designated Street Frontages
 3. Retail Use Requirements
 4. Curb-Cut Prohibitions
 5. Visual Corridors
- Private Elements (Elective)
 1. Arcades
 2. Mini-Parks
 3. Gallerias
 4. Through Arcades
 5. Elevated Pedestrian Ways
 6. Elevated Pedestrian Plazas
 7. Residential or Mixed Buildings

Part 5--Proposed F.A.R. Levels

1. Adverse Effects of Present F.A.R. Controls

Perhaps the most serious deficiency of the 1970 Zoning Ordinance is that the Floor Area Ratio (F.A.R.) controls establishing the limits on density or intensity of land use activities are set so high and mapped over such a wide area that they provide virtually no growth management guidance. (See Map 2 on page 13) Under existing controls, over 68 million square feet of development could occur on sites considered to be susceptible to change and development in the CBD-1 District alone.

It is important to recognize that the possible impact and violation of basic goals and objectives is much more than the potential sheer volume of new building construction (in black and white terms). The potential dangers are much more wide ranging and pervasive and would result in appreciable changes in some of the more desirable aspects of the CBD. As one result of the recent wave of demolitions, the citizens of New Orleans have recently had occasion to become harshly aware of how fragile and subject to rapid changes is their CBD. They have also gained fresh perceptions and appreciation of its uniqueness, vitality, human scale and diversity of business, shopping, cultural and entertainment facilities and other pedestrian oriented amenities.

It is difficult to overstate the importance of the proper level and type of density controls as a part of a new zoning system designed for encouraging the improved quality of new development, preserving historic continuity and maintaining and enhancing amenities and other aspects of the pedestrian environment. There follows a brief listing of the various kinds of potential adverse effects of the highly excessive levels of F.A.R.'s permitted by the present system, which can be corrected by the proposed new F.A.R. levels and related system of urban design controls:

1. It makes the preservation of the continuity of historic areas and buildings much more difficult.
2. It is a factor in the process which encourages the demolition of all types of buildings. With lower proposed F.A.R.'s, some constraints on land price speculation and speculative property acquisitions may decrease the building demolitions.
3. It would permit the destruction or appreciable disintegration of the present cohesive, compact prime Office and Commercial Core, which functions well and with maximum convenience for the working, resident and visiting populations. Under the present system depending upon the market demand and the actions of individual developers, two possible alternative development patterns are an over-built massive Office Core or a sporadic series of sprawled high rise developments over a larger area.
4. Again depending upon the market demand and the actions of individual developers, another and very likely possible development pattern would be massive congestion in and around two or more squares while the remainder of the CBD stagnates without new development or other neces-

sary elements for revitalization. Aside from the projects already committed or planned, the projected office space demand from now until 1990 (estimated at 3.6 to 4 million square feet) could be met on just two 300 foot by 300 foot squares under present F.A.R. 20 zoning.

5. The loss of the present scale and character of many areas of the CBD with excessive massing of buildings and the resulting loss of light and air.
6. Excessive congestion of sidewalks, streets and transit facilities in certain locations and the general decline of pedestrian convenience and amenity.
7. Additional congestion of streets by an appreciable increase in the number of automobiles especially those attracted to new parking facilities resulting in the extreme congestion of surrounding streets. Along with this would occur an increase of the ecological problems of air pollution.
8. Without a retail requirement, the continuation of the present trend whereby retail and other pedestrian services such as restaurants and shops are displaced by new office buildings totally lacking or seriously deficient in such facilities.

2. Supply and Demand for CBD Land

Introduction — A detailed and definitive analysis of the supply versus the demand for land for new development was a key factor in preparing the overall implementation strategy, the zoning plan and the zoning maps.

This factor was considered so important that the greatest amount of time and care went into this analysis involving the following technical steps:

1. The evaluation of the Growth Management Plan and Program and the role of density limits in its implementation.
2. The tentative establishment of proposed levels of F.A.R.
3. The evaluation of the economic feasibility of these F.A.R. levels in terms of development economics.
4. The preparation of preliminary, proposed zoning maps involving intensive field work and the testing of the various F.A.R. levels.
5. The calculation of the amount of land proposed to be zoned for the CBD as a whole as well as by sub-areas and the comparison with the projected demand for land.
6. Revisions of both the F.A.R. levels and zoning maps as a result of the above steps and the preparation of the final proposed F.A.R. levels and zoning maps.

Analysis of Present and Proposed Supply of Land and Floor Space Short Range

The proposed zoning maps contain 3.4 million square feet of land very susceptible for development, not including sites for projects already "in the pipeline." The proposed F.A.R. limits and zoning maps would accommodate 24.5 million square feet of office and related commercial floor area on this land. The distribution of the very susceptible sites by sub-area within the CBD, their land area and their development potential under the proposed F.A.R.'s are shown in Table 2.

Table 2 Commercial Development Potential in Main Sub-Areas of New Orleans CBD (includes only soft sites¹ not slated for Probability I and II Projects)²

Sub-Area	Land Area	Potential Commercial Floor Area ³
Mid Poydras	279,100 sq. ft.	3,907,400 sq. ft.
Loyola-Rampart (north of Lafayette)	354,900 sq. ft.	3,903,900 sq. ft.
Loyola-Rampart (south of Lafayette)	225,400 sq. ft.	1,352,400 sq. ft.
Upper Canal Street	421,700 sq. ft.	3,373,600 sq. ft.
Office Core	137,900 sq. ft.	1,930,600 sq. ft.
Riverfront Area	1,800,000 sq. ft.	7,907,000 sq. ft. ⁴
Lower Canal St., etc.	195,400 sq. ft.	2,149,400 sq. ft.
TOTAL	3,414,400 sq. ft.	24,524,300 sq. ft.

¹Only sites which are very susceptible to change, not sites which are moderately susceptible to change.

²As defined in the GMP Technical Report, Probability I Projects are those under construction or firmly committed. Probability II Projects are those proposed and planned with a good chance of being financed or budgeted, but not yet designed in detail.

³At proposed F.A.R.'s inclusive of bonuses.

⁴Does not include floor area in Probability I and II Projects (Canal Place and International Rivercenter).

In addition, there are many other sites in the CBD which are moderately susceptible to development and change. Finally, as related to the long term process of change, aging and deterioration of building stock, and private (and also possibly some public) redevelopment, additional sites will become available for development over time.

Demand for Land

As a part of the technical work in the preparation of the Growth Management Program estimates were made of the floor space demands of the three primary types of land uses in the CBD — office, hotel and retail. These estimated demands for the years 1990 and 2000 are given in Table 3 and exclude floor space in Probability I and II projects to allow comparison with the development potentials presented in Table 2.

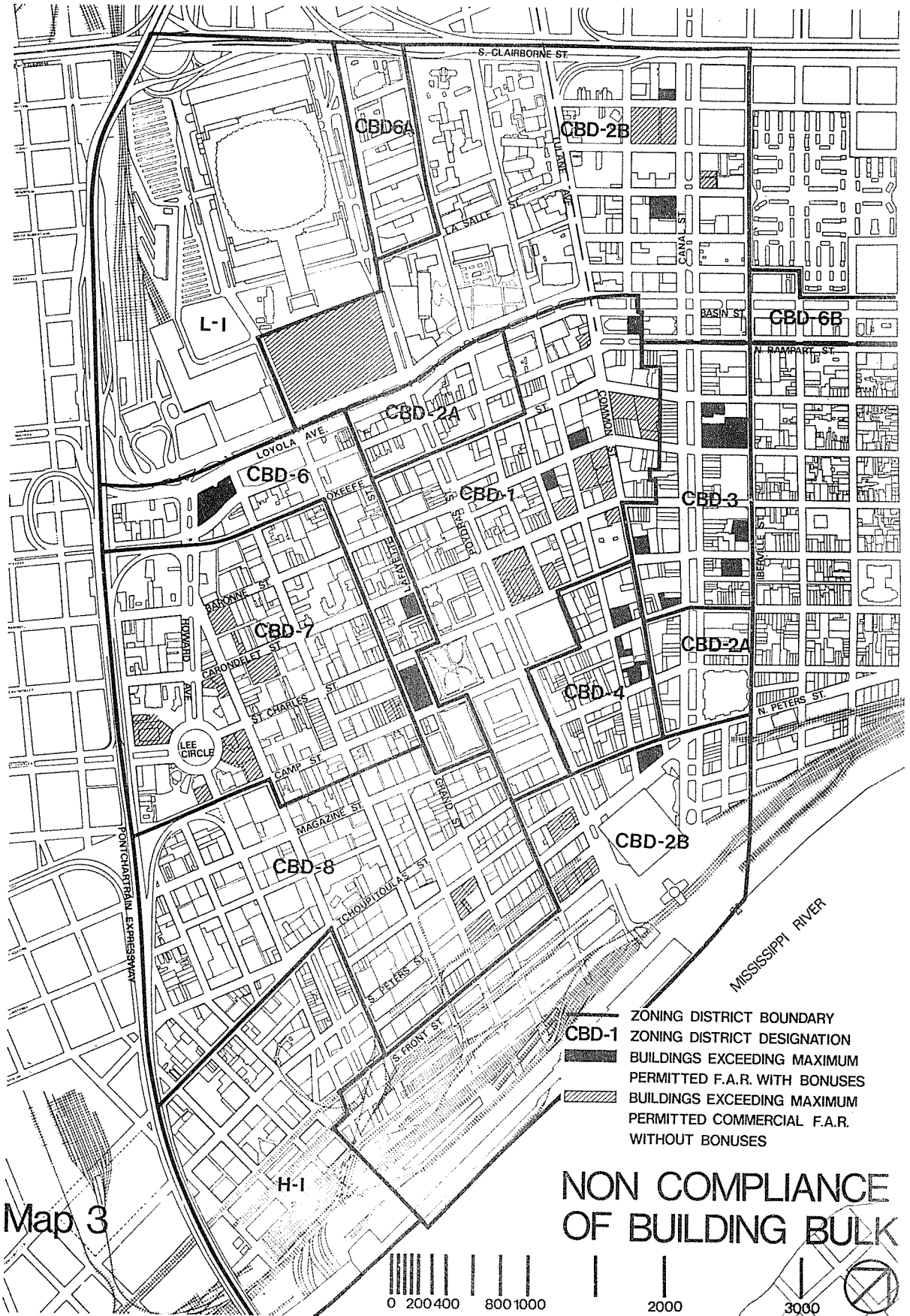
Table 3 Estimated Commercial Space Demands (not including Probability I and II Projects)¹

	FLOOR SPACE (square feet)	
	1990	2000
Office Floor Space	3,600,000-4,000,000	6,600,000-7,000,000
Hotel Floor Space	1,005,000	2,100,000
Retail Floor Space ²	320,000	663,000
TOTAL	4,925,000-5,325,000	9,363,000-9,763,000

¹As defined in the GMP Technical Report, Probability I Projects are those under construction or firmly committed. Probability II Projects are those proposed and planned with a good chance of being financed or budgeted, but not yet designed in detail.

²Deducting 250,000 square feet estimated to be in Probability I and II Projects.

The consultant team is aware that there has been considerable discussion of these projected demands for floor space in the business community of New Orleans and that some of these groups think that the projections are too low. After a thorough reevaluation, the conclusion of the consultant team is that the amount of space available is so great that debates over the precision of the projections become academic based upon the brief summary of supply and demand for land given below.



Summary of Supply and Demand

The 24.5 million square feet of floor space capacity on sites very susceptible to development is four and a half times the most optimistic projected demand by the year 1990, the time span of the proposed zoning controls. In addition, there are many sites in the CBD which are *moderately* susceptible to development and change as well as more sites to be created by the long term process of change and redevelopment noted earlier.

The above studies and conclusions are reinforced by three additional analyses which can be briefly summarized as follows:

3. Analysis of Recent Development

Developments which have taken place in New Orleans in recent years and those planned as Probability I or Probability II Projects have not generally approached the F.A.R.'s permitted by the present zoning. One Shell Square's F.A.R. is 14. The F.A.R.'s that exceed 14 have usually been on small sites and violated good open space standards, including two developments which exceeded F.A.R. 20.

Some F.A.R.'s of development recently or currently being planned have been estimated as follows, and only one of these is substantially in excess of F.A.R. 14.0:

Rivercenter 6.4

River Place 6.0–11.0 (range depending on various factors)

Noro Plaza 8.7

Elk Place Medical Plaza 14.2

Howard Johnson (enlarged) 6.8

Poydras Plaza 10.0

Southern Savings and Loan 10.0

Pan American Life Center 8.2

Grand St. Charles Development 22.4

Boggs (Federal) Office Building 5.7

4. Analysis of Potential Non-Conformity

The buildings which would be made non-conforming under the proposed F.A.R. limits are shown on Map 3. This map shows both those buildings which exceed the proposed F.A.R.'s with and without the proposed F.A.R. bonuses. It is clear that only a comparatively few existing buildings would be made non-conforming under the proposed F.A.R.'s and many of these just exceed the recommended density limits by an insignificant amount.

5. Economic Feasibility

Economic viability is a consideration in setting F.A.R. limits, and where other valid considerations do not prevail it is an important test of the control's reasonableness.

The proposed F.A.R. levels have been tested for each part of the CBD by comparing the prevailing land prices with land

prices a knowledgeable buyer would pay for land to be developed for a particular use subject to the proposed F.A.R. controls.

Data on land prices assembled by WMRT in 1973 showed for the Office Core a range in prices from \$40–\$60 per square foot and for Poydras Street frontage from \$50–\$80 per square foot. Residual land value analyses, the results of which appeared in the Investment Feasibility Model in the Appendices of WMRT's Technical Report on the Growth Management Program, indicated that a developer would be willing to pay \$5.84 for land for each square foot of office floor area he developed. The residual land value is derived by subtracting estimated construction cost per square foot from total supportable development cost per square foot, which in turn is based on net income the developer may expect from his building.

The land price payable for each square foot of office floor area (\$5.84) may be multiplied by the proposed building's F.A.R. to determine the land price payable per square foot of land area. The results when multiplied by proposed F.A.R.'s were generally consistent with prevailing land prices. The residual land value was generally consistent with values which have been derived for office developments in the CBD's of other cities of comparable size, including Miami (\$4.50) and Baltimore (\$5–\$7). For a section of Lower Manhattan a 1970 study showed a residual land value of \$6.61.

6. Proposed F.A.R.'s and Zoning Maps

The proposed F.A.R. levels and zoning district maps which implement these F.A.R. levels were evolved and then modified and refined in accordance with the goals and principles enunciated earlier. Some of the more important of these are: 1) Retaining a compact and functionally coherent high rise Office-Commercial Core; 2) Limiting excessive congestion; and 3) Preserving the scale of the CBD's historic areas. In this technical work careful attention was paid to: 1) Land supply and demand for future development; 2) Economic feasibility or development economics; and 3) The amount of non-conformity of existing buildings which might be created by re-zoning.

Table 4 presents a summary of the bulk regulations for each of the proposed districts, giving the district name and the proposed F.A.R. levels for commercial, residential and "mixed" buildings, the latter including residential and non-residential portions. Where a range is shown, the maximum figure is the proposed F.A.R., including incentive bonuses; the minimum figure is without bonuses.

The proposed F.A.R. district structure as shown on Map 4 is represented by maximum F.A.R.'s for commercial buildings inclusive of bonuses. A brief explanation of the mapping of each district follows:

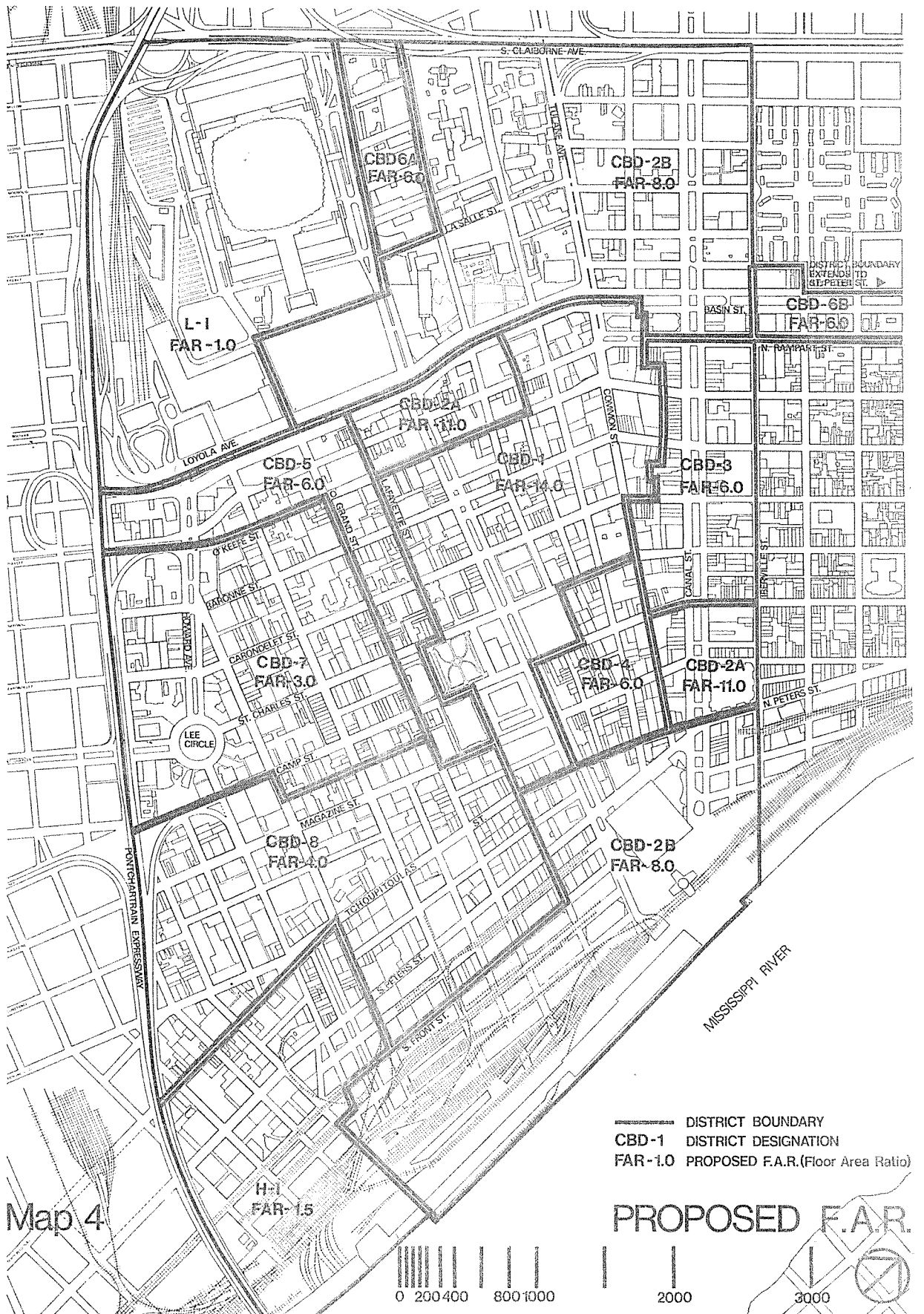


Table 4 Proposed Maximum Floor Area Ratios by District

District	Commercial	Residential	Mixed Building
CBD-1	11-14	6	13-17
CBD-2A	8-11	6	10-14
CBD-2B	6-8	6	8-11
CBD-3	6	4.5	6
CBD-4	6	4.5	6
CBD-5	6	4.5	6
CBD-6A&6B	3-6	3	3-6
CBD-7	3	4.5	6
CBD-8	4	4	4
LI	1	1	1
HI	1.5	-	1.5

CBD-1 - The proposed CBD-1 District has the highest proposed F.A.R. and is designed to accommodate high rise office buildings and a wide range of other activities. It is mapped in a compact area comprising the present larger Office Core and the developing Poydras Corridor — allowing for growth and expansion in the greatest existing concentration of high bulk office buildings. Some of the other prime considerations in setting F.A.R. limits and mapping the district were: 1) Limiting excessive congestion in the prime Office- Commercial Area; 2) Higher F.A.R.'s would permit excessive concentration on a few prime sites and weaken development prospects in the remainder of the District ; 3) F.A.R. 14 permits economic development in line with land prices and other aspects of development economics; 4) Only a few existing buildings in the District now exceed F.A.R. 14.

CBD-2A - This district is proposed to be mapped adjacent to the Office Core, permitting high rise development and growth but at somewhat lower density to hold down the concentration of employees in these areas. It is mapped along the Loyola-O'Keefe Corridor (between Lafayette and Union Street) where limiting excessive traffic concentration is important and in the Lower Canal Street Area where proximity to the Vieux Carré was a consideration.

CBD-2B - This District is mapped in two locations:

1) Along the Riverfront, where higher densities than proposed would seriously overload the street system as explained in detail in Part 7, Section 2; 2) West of Loyola Avenue including the Civic Center, H.E.A.L. and the Upper Canal Street Area. Proposed densities are based on limited street capacities and on the need for meeting generated parking demand within the district. The district must accommodate parking facilities for the Riverfront developments, H.E.A.L., the Civic Center as well as accessory parking for developments along Upper Canal Street.

CBD-3 - As explained in detail in Part 7, Section 1, this district is designed specifically for the purpose of protecting and enhancing the Canal Street Retail Center, including appropriate densities and height controls to prevent worsening of traffic congestion, preserve human scale for large numbers of people, preserve historic buildings and provide a suitable transition to the lower building heights of the Vieux Carré as explained.

CBD-4 - This District is designed to assist in conserving the important historic area between St. Charles and Tchoupitoulas Streets with the proposed F.A.R. limited to 6.0 and building heights to 85 feet.

CBD-5 - This District is designed to permit commercial and residential development at moderate densities (thereby limiting the spread of high bulk office buildings).

CBD-6A, CBD-6B - These Districts are proposed along upper Poydras Street and North Rampart Street with a proposed F.A.R. of 6.0 to limit traffic congestion in these two critically important corridors to the CBD.

CBD-7 - This District is mapped upriver from Girod Street, between O'Keefe and Camp Streets where residential, hotel, and mixed buildings (residential and other activities) are favored and encouraged. Mixed buildings have a proposed F.A.R. of 6.0, residential 4.5, and commercial 3.0. This system of F.A.R.'s is designed to limit the spread of commercial development, especially high-rise buildings and preserve the present human scale, especially along uptown-downtown streets. F.A.R. 6.0 and 4.5 will permit high-rise and mid-rise mixed buildings and residential developments in block interiors and is the maximum building bulk consistent with good residential open space standards. Figure 2 illustrates a prototype development in this district.

CBD-8 - This District is mapped in the Warehouse-Manufacturing Area, extending toward the River from Camp Street and encompassing roughly the same area now zoned as CBD-3 and LI. The proposed F.A.R. of 4.0 is not restrictive on such activities and will permit conversions while preserving the existing scale of development and discouraging speculative acquisitions.

LI and HI - These two existing Districts are proposed to be continued in the two following locations: 1) The area adjacent to the Superdome and Union Passenger Terminal, which is in public ownership, should retain the present LI with F.A.R. 1.0. Possible future changes in density should await further assessment of the impact of traffic generated by the Dome and an approved development plan; 2) The area adjoining the bridge approach which is presently zone HI with F.A.R. 1.5 should retain this density limit, which appears to be appropriate (at least for the immediate future) for the activities in the Area.

Prototype Building in the CBD-7 District

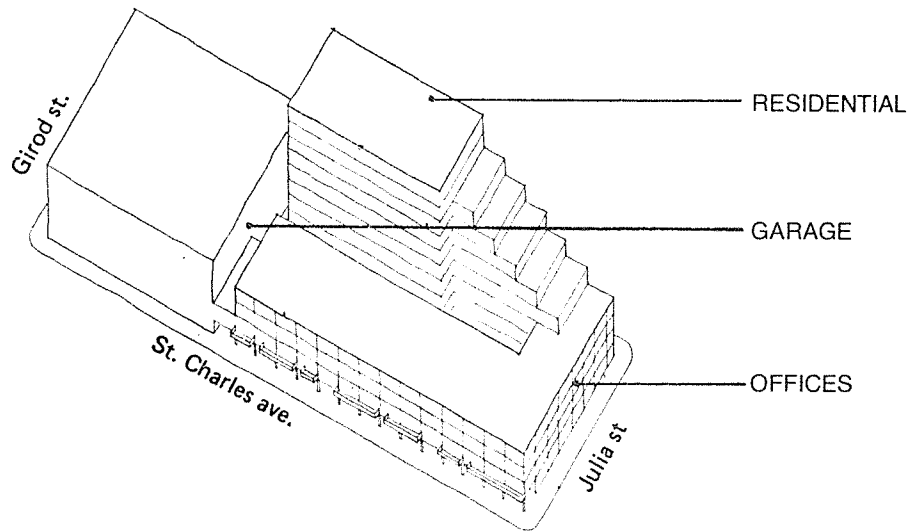


Fig. 2.

CBD-7,
Maximum F.A.R.-6
(414,000 sq. ft.)

This figure shows a development on St. Charles Street with concern for the building height and street character. Even though the maximum F.A.R. in CBD-7 is only 3 for commercial uses, addition of residential units can increase F.A.R. for the entire building to 6. At F.A.R. 6 with height control on St. Charles Street a total of 414,000 square feet can be built on the prototype block between Girod and Julia Street. Parking garages are encouraged in this block. Thus a development of offices and residential apartments with a parking garage base could occur as illustrated. The higher structure is set back from St. Charles to permit a continuous cornice line on the street.

Part 6 – Amenity Plan Implementation and Incentive Systems

1. Implementation of Proposed Amenities Plan

The Central Business District of New Orleans along with the Vieux Carré is an area which can and should be enjoyed by pedestrians. Part of the CBD's unusual flavor and vitality is the pedestrian orientation of its ground floor uses. Another part is the human scale of much of its development and the quality of its architecture. These are advantages to be built upon. Pedestrians, workers and visitors alike, are the principal group we should be planning for in physical terms.

The Urban Amenities Plan is a plan for pedestrians. It includes some elements such as pedestrian malls which would be provided by public agencies and some to be provided privately on individual parcels by developers. The latter include some features which are mandatory and others which may be provided at the option of the developer. The proposed zoning ordinance determines the process whereby developers can provide the elements falling within their sphere. The elements of the Plan are summarized as follows:

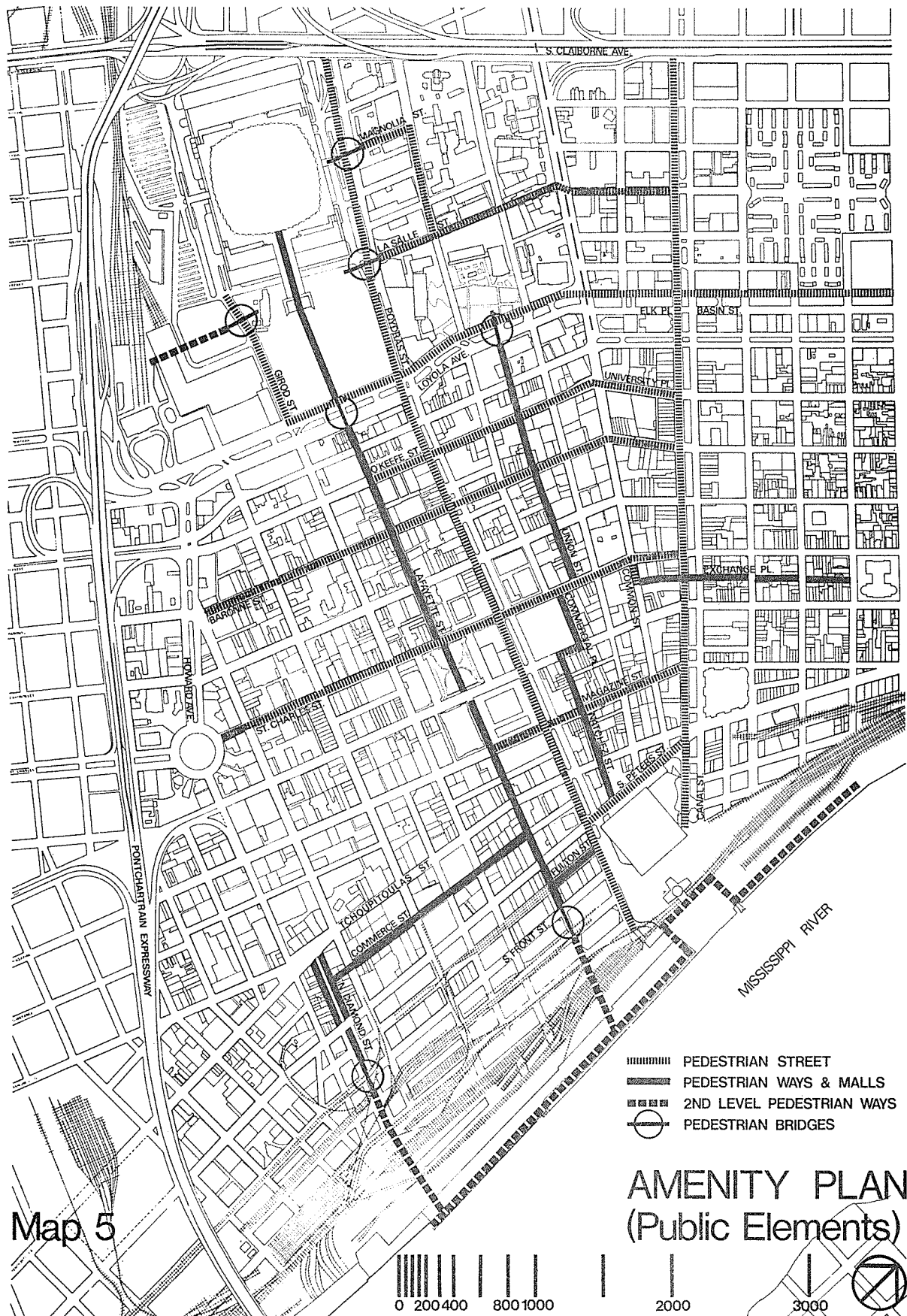
Table 5 Urban Amenity Plan Elements

Public Elements	Private Elements	
	Mandatory	Elective
Pedestrian Ways and Malls	Building Walls along Street Lines	Arcades
Pedestrian Streets	Special Height Limits for Designated Street Frontages	Mini-Parks
Pedestrian Overpasses	Pedestrian-Oriented Ground Floor Uses	Galleries Through Arcades
Second Level Pedestrian Ways	Curb Cut Prohibitions	Elevated Pedestrian Ways
	Visual Corridors	Elevated Pedestrian Plazas Residential or Mixed Buildings

Public Elements

The public elements all relate to pedestrian circulation. This pedestrian circulation network is designed to accommodate the highly concentrated pedestrian movements to and from such important destinations as Canal Street, the Vieux Carré, the Riverfront and the Superdome. Pedestrian bridges and second level pedestrian ways are proposed for access to the Riverfront, Superdome and Civic Center. The pedestrian malls and pedestrian streets are proposed as the major circulation elements at grade. The malls would be closed to most vehicular traffic. The pedestrian streets would not be closed. These two elements would be the focus of special public programs such as landscaping, lighting and street furniture. Two immediate actions which can be taken to enhance the pedestrian experience are introduction of adequate *street lighting* while preserving the historic fixtures now existing, and *planting trees*. In a climate such as New Orleans', it is disappointing to find so few trees planted along streets in the core of downtown.

Some of the privately provided amenities, such as arcades, which the proposed zoning regulations either mandate or encourage with bonus incentives, are closely tied into this pedestrian circulation system.



Map 5

- PEDESTRIAN STREET
- PEDESTRIAN WAYS & MALLS
- 2ND LEVEL PEDESTRIAN WAYS
- PEDESTRIAN BRIDGES

AMENITY PLAN (Public Elements)



Mandatory Private Elements

The features in this category should be provided by developers without any bonus incentives. They entail no additional expense and are vitally important for maintaining the urban fabric.

Building to property lines: On many streets of the Central Business District, notably most of those crossing both Canal and Poydras, front walls of buildings have generally been built to the street line. The resulting strong definition of street lines is one of the CBD's important design assets. Under the proposed Ordinance, new construction would be required to be built to the street line along the designated streets to maintain continuity of the pedestrian experience. The traditional character of these streets would be destroyed by allowing the existing building facade line to be broken by new buildings with a variety of setbacks. Plazas or mini-parks could have this effect unless properly controlled. For this reason mini-parks along these streets are restricted by the proposed regulation to an entrance width not exceeding 20 feet (See Figure 3). The entrance should preferably be covered by a continuous building facade with the mini-park in these instances taking the form of a courtyard in keeping with a New Orleans tradition.

Special height controls along designated streets: On some of the same streets, such as Canal, Camp and Magazine Streets, existing development, including many historic structures, is quite uniformly six stories or less in height and in some

cases not more than four stories. Along such streets, building height is part of the pedestrian experience as well as street line continuity. Visual continuity is interrupted when historic facades are broken by tall buildings and setbacks at grade. Some of the streets crossing Canal have special importance for the visual linkages they offer with the uniform heights of the Vieux Carré. To maintain the low scale visual perspective and historic continuity it is proposed that new construction be limited to heights of 70 feet along some of these streets and 50 feet along others. These height limits would apply at the street line. Above the height limit buildings would be required to set back 20 feet or more from the street line as shown on the accompanying diagram (Figure 4).

Pedestrian-oriented ground floor uses: Retail and other pedestrian-oriented ground floor uses are an important part of the New Orleans CBD's special attractions. New office buildings developed at the intensities likely to be utilized in the Core are capable in themselves of supporting substantial amounts of retail development. Requirements for developments to include sidewalk-oriented retail and other uses along certain streets are discussed in Section 4 below.

Curb-cut restrictions are proposed along streets which are planned as pedestrian malls and also along a very small number of streets which are not proposed to be converted to full-fledged pedestrian malls but which function as important pedestrian routes. These restrictions are included in the offstreet parking and off-street loading regulations. If no alter-

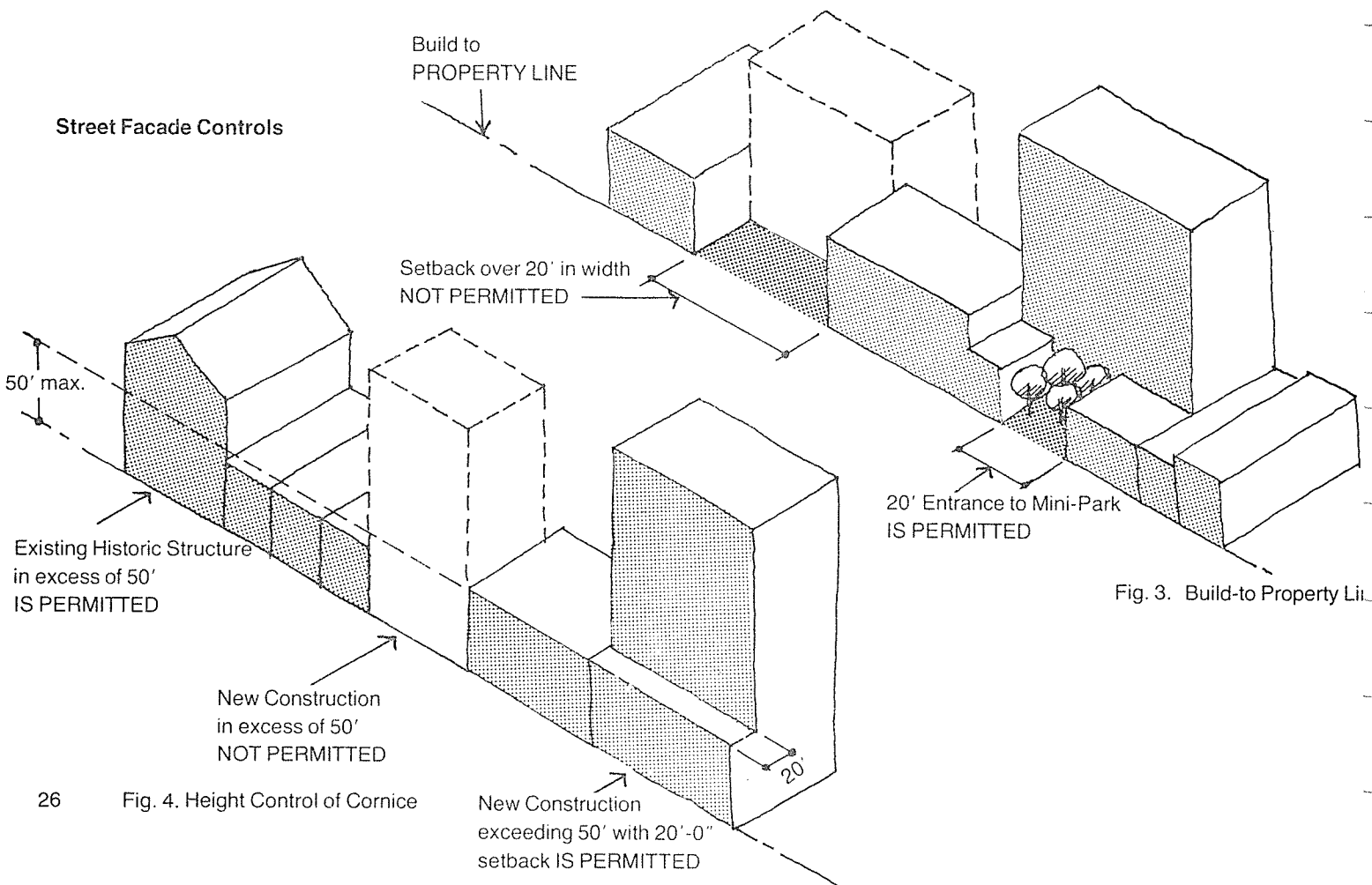







Fig. 3. Build-to Property Li...

26 Fig. 4. Height Control of Cornice



Map 6

-  HISTORIC DISTRICTS
-  ZONING DISTRICT BOUNDARY
-  STREET WITH RETAIL FRONTAGE REQUIREMENT
-  STREET FRONTAGE WITH SPECIAL HEIGHT LIMIT
-  VISUAL CORRIDOR

AMENITY PLAN (Mandatory Private Elements)



native access is possible from another street, off-street parking requirements would be waived and no off-street parking would be permitted. However, the curb-cut prohibition would be waived where no alternative access to required loading berths is possible. The regulations are designed to assist in establishing a system of pedestrian routes where interference with pedestrian movement is minimized. Along some streets vehicular as well as pedestrian movements would be benefitted.

Visual corridors: The proposed urban design plan for the Riverfront Area includes visual corridors.* These are corridors of space extending existing streets to the Riverfront. As the Riverfront is developed, it is important that the visual linkage between the older upland areas and the Mississippi River be maintained. This would be the wrong place for a "Chinese Wall." Under the provisions of the Plan no building could block these open corridors to the Riverfront.

Private Elective Elements

The elective elements consist of (a) urban pedestrian spaces provided by the developer on his property and (b) residential use. Both categories are discussed and explained in this Section because, while they are quite different, they both represent important elements of CBD development, which should be encouraged by bonus incentives. The floor area bonus system is illustrated in Figure 5.

The urban pedestrian spaces include arcades, mini-parks, gallerias, through arcades, elevated pedestrian ways and elevated pedestrian plazas. A developer can provide any of these amenities, and others too, in any district, but to qualify for a floor area bonus the amenity must meet standards and criteria designed to ensure that it will serve the public as intended. The minimum requirements for each of these public amenities are set forth in the footnotes to the table of bonuses (Table No. 5 in Article 5 of the Proposed Ordinance). Appropriateness of location and design would be verified under special permit procedures and criteria set forth in Article 15. Depending on its location and design a particular kind of amenity may contribute in a very significant way to the network of pedestrian amenities, contribute less significantly, or actually detract from the overall pedestrian experience. The criteria in the proposed

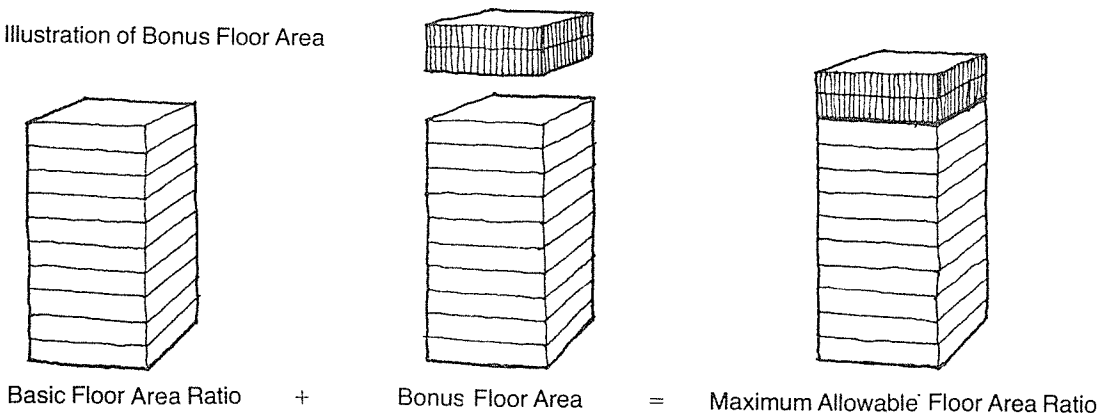
Ordinance are intended to guide developers and City staff in determining which kinds of amenities will be most successful on a particular site and where a particular feature would be so lacking in appropriateness and public benefit that a bonus could not be justified. A pre-application conference between the developer and the planning staff would be a useful first step in the review and approval process.

Bonuses are allowable in the CBD-1, CBD-2A, CBD-2B, CBD-6A and CBD-6B Districts, which comprise those parts of the CBD where strong development potential co-exists with public policies favoring increased development intensity.

The administrative provisions relating to special permits for urban pedestrian space bonuses include a provision that "where a plan has been adopted for an area which includes the lot for development, the urban pedestrian space shall conform to such plan." This very important provision would permit the City Council to legislate a planned system or network of amenities for a particular sub-area. Urban pedestrian space bonus applications would still be optional with the developer but approval would be conditioned upon compliance with the plan.

Arcades: (See Figure 6) The purpose of the arcade provisions is to provide in a sheltered setting additional pedestrian space to supplement the sidewalk area. On the busiest of the downtown streets arcades are needed to relieve sidewalk congestion. Design standards and controls are simple and straightforward. The only reason for having any special review is to verify suitability of location. The streets on which pedestrian circulation is of overriding importance so that arcade bonuses can be claimed without special review are listed in Article 10, Section 17 of the proposed Ordinance and are generally the same as those indicated on Map 5 as pedestrian malls or pedestrian streets. Arcades on other street frontages would require a special permit to qualify for a bonus. The main purpose of the special review would be to determine whether the architectural treatment of neighboring building facades has any historic value that should be considered before encouraging an arcade that might be out of character.

Fig. 5. Illustration of Bonus Floor Area



*See also Map 8 and discussion of Riverfront Area in Part 7, Section 2 (below)

Through arcades: This element is intended to function primarily as a useful link in the pedestrian circulation system taking the form of an enclosed passageway. How well it serves pedestrians is the general criterion for approval or disapproval of bonus applications. Accordingly its usefulness as a circulation element and the treatment of its frontages would be the important considerations. A through arcade providing access to a mini-park is illustrated in Figure 7.

Mini-Parks: Even a very small landscaped public open space can be a great asset for the central business district, and this fact is reflected in the dimensional requirements of the proposed Ordinance. A liberal bonus incentive of eight square feet of floor area for each square foot of mini-park area will make the provision of mini-parks attractive to developers. However, it is important that the siting and design of mini-parks be handled sensitively and with a view toward maximum public use and enjoyment. Many of the streets in the office area will have street facade controls with frontage for mini-parks limited to 20 feet per development parcel. How the 20 foot entrance is handled in relation to the objectives of the street facade regulations as well as those of the mini-park bonus provisions is of key importance. (See Figure 8.) On other streets, such as Loyola Avenue and Poydras and Lafayette Streets, the possible cumulative effects of wider mini-parks strung out on a series of sites have to be considered in the context of the modest scale and intimate character of open spaces appropriate to New Orleans. (See Figure 9.) To ensure that mini-parks will materialize as the useful and attractive public amenities they can and should be, it is particularly important that the granting of bonuses be subject to a special permit procedure administered with the aid of stated criteria, as we propose. Design flexibility is important and this requires a minimum of rigid standards and maximum reliance on criteria for design review.

Arcades on Private Property

Fig. 6.

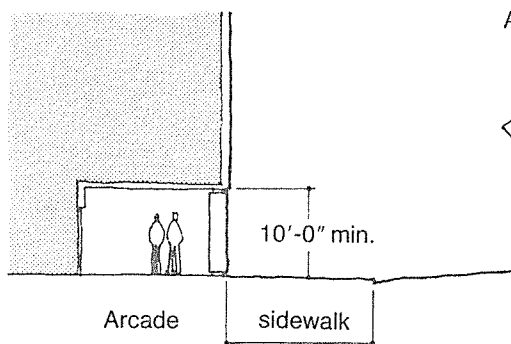
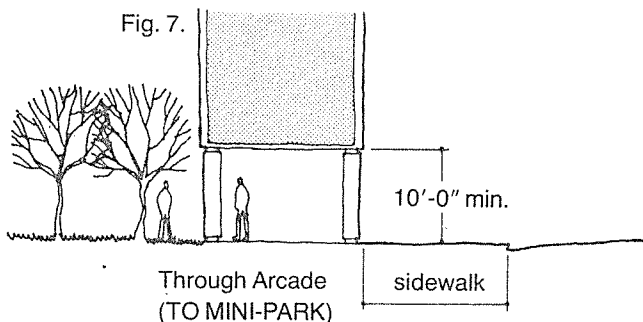


Fig. 7.



Mini-Parks

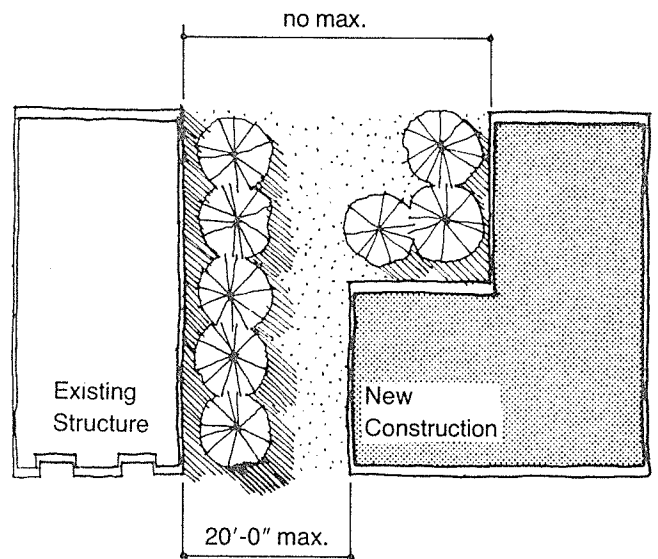


Fig. 8. Mini-Parks — On Build-to Street

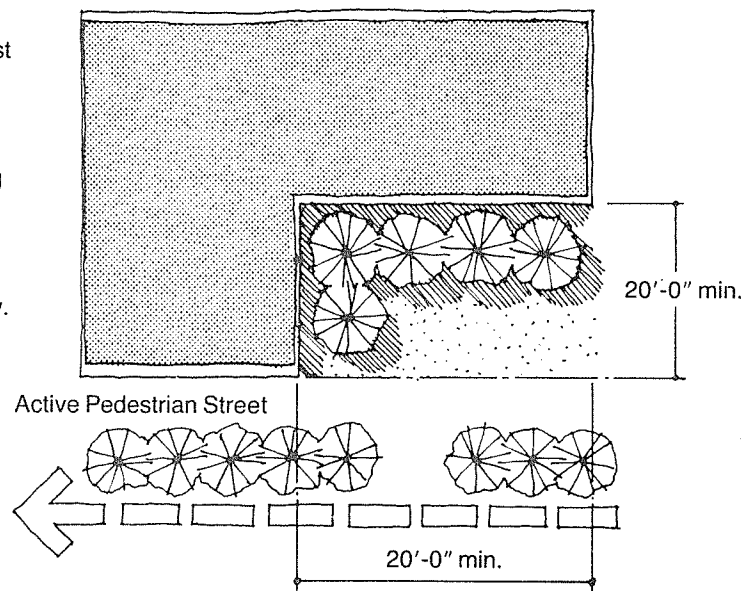


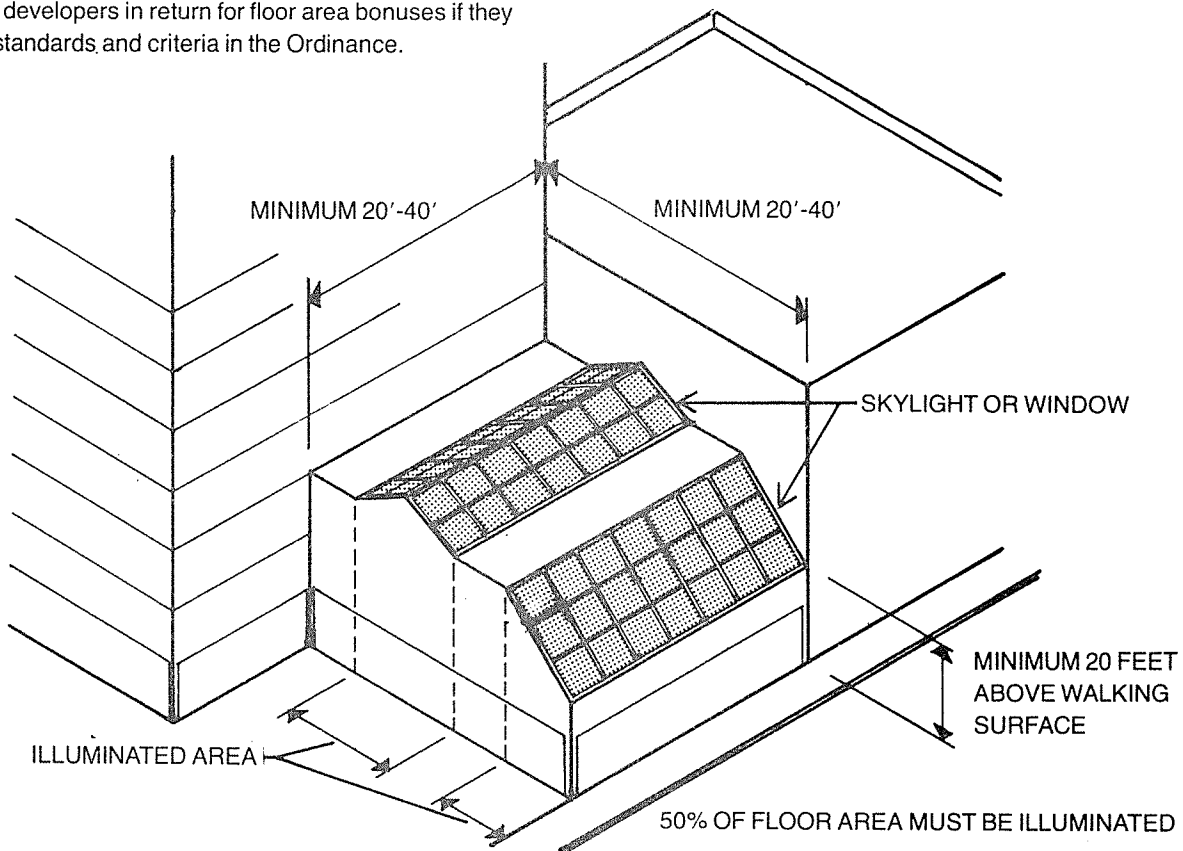
Fig. 9. Mini-Parks — Not on Build-to Street

Galleries: The intent of this urban pedestrian space is to accommodate pedestrian oriented uses and activities in a sheltered and attractive environment. Accordingly, at least forty percent of the galleria's frontage is required to be devoted to specified types of uses which cater to pedestrians throughout the day. Access of daylight by windows or skylight is another feature of this amenity. (See Figure 10.) Dimensional requirements are modest, but special review is required to determine that locational and design criteria are satisfied.

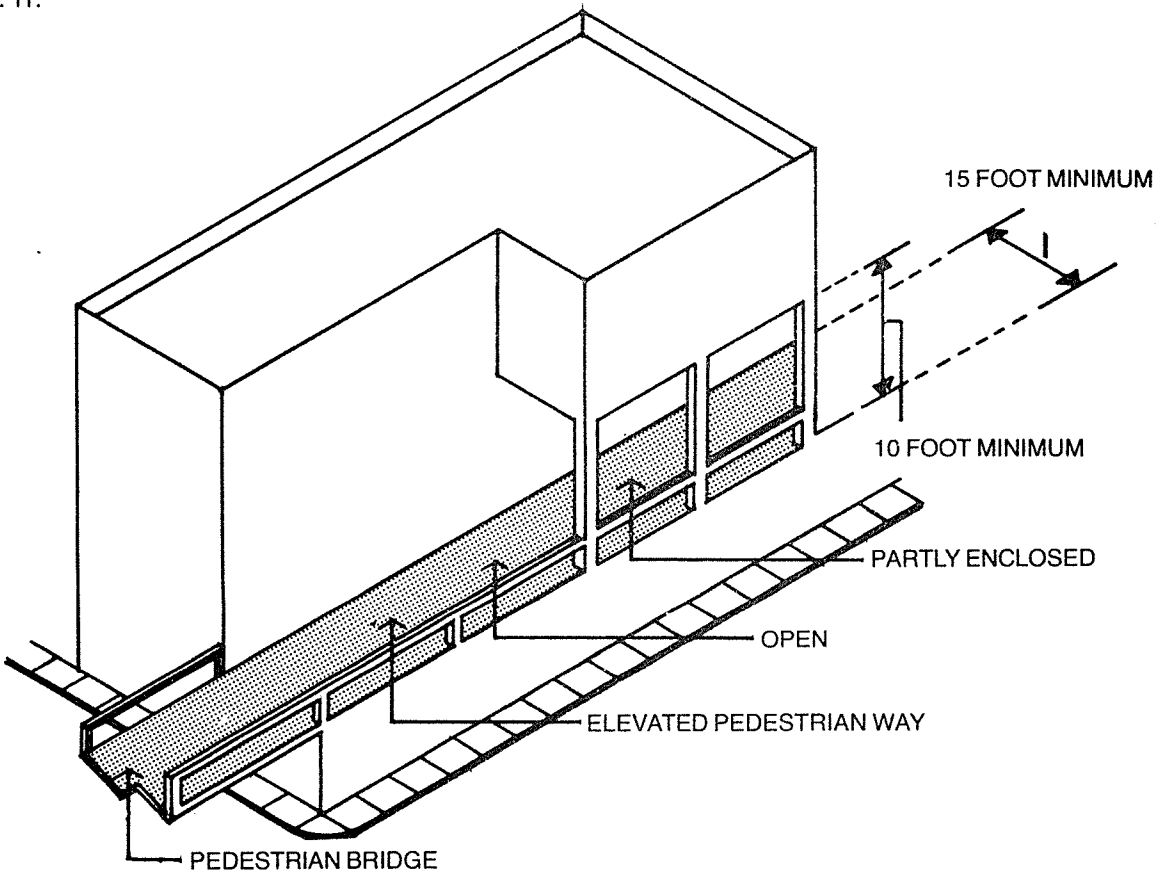
Elevated pedestrian ways: (See Figure 11.) This element by definition connects with pedestrian bridges. A number of pedestrian bridges are proposed as public elements of the amenity network. These bridges are for the purpose of providing pedestrian access to major destinations such as the Superdome and the Riverfront. Elevated pedestrian ways will be especially useful in the Riverfront Area, where they will connect the bridges over South Front Street and over the waterfront rail facilities with a proposed elevated promenade along the Riverfront. Wherever located, an elevated pedestrian way would be required to connect with a pedestrian bridge at one end and with a bridge or other pedestrian circulation element or a major pedestrian amenity at the other. Plans for elevated pedestrian ways would be reviewed to determine conformity to an adopted plan (if any), usefulness for circulation purposes, adequacy of vertical connections to grade and design treatment in relation to adjacent development. Elevated pedestrian way systems are included on the Public Elements Plan (Map 5), but the links in these systems may be provided by private developers in return for floor area bonuses if they meet the standards and criteria in the Ordinance.

Elevated pedestrian plazas: (See Figure 12.) This is a feature whose usefulness in serving the general public depends on its being directly accessible from an elevated pedestrian circulation system. Its ability to draw large numbers of people should be on the same order as that of a mini-park at grade level. This pre-supposes that it will be part of an extensive and heavily utilized upper level pedestrian network. Although somewhat like a mini-park, its location on an upper level offers the opportunity to include beneath it space producing substantial economic returns. Its popularity should be considerable, which makes it important to ensure that its usefulness to the public will be correspondingly great. Special reviews of bonus applications should stress this aspect. Seating, landscaping and lighting are important, and such amenities as open air cafes, art shows, sculptures, fountains or waterfalls should be included to enhance its attractiveness.

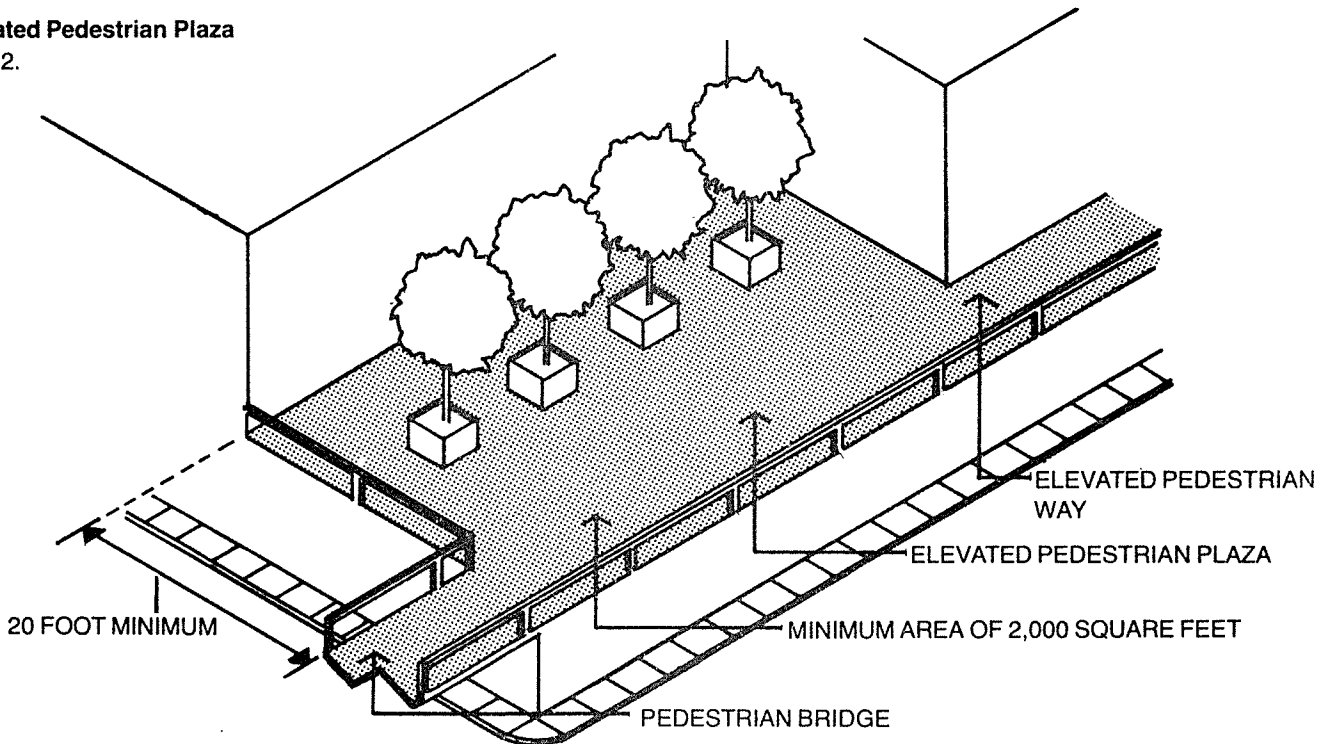
Galleria
Fig. 10.



Elevated Pedestrian Way
Fig. 11.



Elevated Pedestrian Plaza
Fig. 12.



2. Incentive Systems

Incentives for Residential and Mixed Building Developments

One of the important objectives of the Growth Management Program is to strengthen and expand residential development in and near the CBD. Existing residential development in the Vieux Carré, Marigny and Tremé should be protected and renovated where necessary. In addition, residential development should be encouraged in the CBD itself. By getting more people to live in the Central Area the quality of life of residents, visitors and workers alike can be enhanced.

The objective of a gain in residential population in the New Orleans Central Business District is supported by new features in the proposed zoning regulations, including the following:

Table 6 Residential Incentive Features

Feature	Districts Where Applicable
1. District's maximum residential F.A.R. is greater than maximum non-residential F.A.R.	CBD-7
2. Residential floor area amounting to 2.0 F.A.R. can be added to maximum floor area for non-residential uses.	CBD-1 CBD-2A CBD-2B
3. Bonus floor area for entire building can be earned at rate of one square foot for each two square feet of residential floor area in excess of F.A.R. 3.0.	CBD-1 CBD-2A CBD-2B
4. One extra F.A.R. point can be added to building's maximum F.A.R. achievable with bonuses, if residential portion of building has F.A.R. 4.5 or more.	CBD-1 CBD-2A

This section of the report will discuss the bonus incentives (items 2, 3 and 4 above). These provisions encourage mixed residential/non-residential buildings or residential buildings in large mixed use developments.

The largest incentive is actually the allowance of 2.0 F.A.R. for residential use without reducing the allowable floor area in non-residential use. However, mixed buildings with such a low proportion of residential use are not likely to be built very frequently, if at all. The incentive will be most useful in combination with the other incentives discussed below. The second incentive applies to buildings with at least 3.0 F.A.R. in residential use and offers one extra square foot of floor area for the entire building for each two square feet of residential floor area over F.A.R. 3.0. This will encourage a substantial amount of residential use, without which a mixed building is unlikely to be feasible. The selection of the bonus rate will be discussed in the next section on bonus economics.

A ceiling is set in each district on the total amount of bonus floor area that can be earned for any one development. This establishes the tolerable limits of overall development intensity no matter how many desirable features the development may have. The final incentive for residential use raises this tolerable density limit by one F.A.R. point for any development that includes at least 4.5 F.A.R. in residential use. This will make it possible for a development to earn the maximum bonus for residential floor area and still have enough bonus capacity left

so that it is able to earn a substantial amount for amenities such as mini-parks and arcades, which the City is also interested in having developers provide.

Computation of Bonus Floor Area. It is in the City's interest for developers to understand and utilize the system of bonus incentives. The Appendix of this report includes a suggested form to assist developers in computing proposed and allowable bonus floor area in a three step process.

Bonus Economics and Degree of Incentive

Floor area bonus rates for the various features discussed in the preceding pages are shown in Table 7.

Table 7 Floor Area Bonuses

Allowable In Following Proposed Districts	Feature	Amt. of Bonus Floor Area for Feature Provided	
		For Unit of Feature's Length or Area Listed Below	Bonus Floor Area for Entire Building (square feet)
CBD-1 CBD-2A CBD-2B CBD-6A CBD-6B	Mini-park	For each square foot	8
	Galleria	For each square foot	6
	Arcade	For each square foot	4
	Through Arcade	For each square foot	5
	Elev. Pedestrian Way	For each linear foot	120
	Elev. Pedestrian Plaza	For each square foot	8
	Residential Use	For each square foot of residential floor area in excess of F.A.R. 3.0	0.5

In developing a bonus system the recommended scale of bonuses is the result of two main determinants:

1. The public benefits of the various features and
2. The cost to the developer of providing these features.

The public benefits of urban pedestrian spaces and residential development have been considered in previous sections. To make the provision of these features by developers attractive, the scale of the bonus must be great enough to more than offset the added costs or other diseconomies incurred. In order to determine how much bonus floor area is required to defray the cost of providing some feature such as an arcade, the estimated value to the developer of a unit of bonus floor area is related to the estimated cost of providing a unit of the feature.

Residual land value analyses provide a useful indication of the value of a square foot of floor area. If a developer will pay \$5.50 to \$6.00 for the land required to build a square foot of office space he will presumably be willing to incur a similar cost for providing a public amenity that entitles him to build a square foot of bonus floor space.

Construction costs and in some cases maintenance and operating costs are items to be considered in estimating total costs of each kind of feature to developers. Space inefficiencies in the building itself are another kind of cost caused by provision of some features — a cost which is subject to considerable variation depending on the size and shape of the site.

Bonus floor area should be enough not only to compensate the developer for these costs but also to give him an incentive to provide the amenity. The incentive for residential

use is a special case. Two points of residential F.A.R. are granted outright in addition to the maximum F.A.R.'s for non-residential development (with or without bonuses for urban pedestrian spaces). If there were no incentive beyond the two free points of residential F.A.R., a developer who wants to build more than the free residential floor area would have to give up as much commercial space as the residential space he adds. Under the proposed system of residential incentives, the developer would have to give up only half as much commercial space as the residential space he gains. Where there is a market for apartments, the square foot value of residential space is not much less than that of office space. When combined with the two free points of residential F.A.R., the total value of the residential space is about twice the value of the commercial space given up. This is a generous incentive, but not excessively so.

The various features eligible for bonuses can be viewed as competing with one another for a limited amount of total bonus floor area. The incentive factor should not differ greatly among the different pedestrian features unless the City determines that some features have far greater public benefits than others. An overly generous bonus for one kind of amenity will tend to result in the infinite repetition of that amenity to the exclusion of all others. For example, plazas are if anything too plentiful in New York City while arcades are a rarity. Especially because of the need for imposing a ceiling on total bonus floor area, bonuses must be scaled with a view toward the competition among various amenities in the bonus floor area market.

For incentive zoning to be effective, the base floor area ratio must be sufficiently restrictive to interest developers in seeking a bonus. The proposed incentives could not work under any bulk controls approaching the loose controls of the present CBD Districts. Building sizes have rarely approached the F.A.R.'s permitted in these Districts. For this as well as the more basic reason of avoiding the undesirable overcrowding resulting from high densities with no compensating features, development intensity must be restricted by realistic bulk controls.

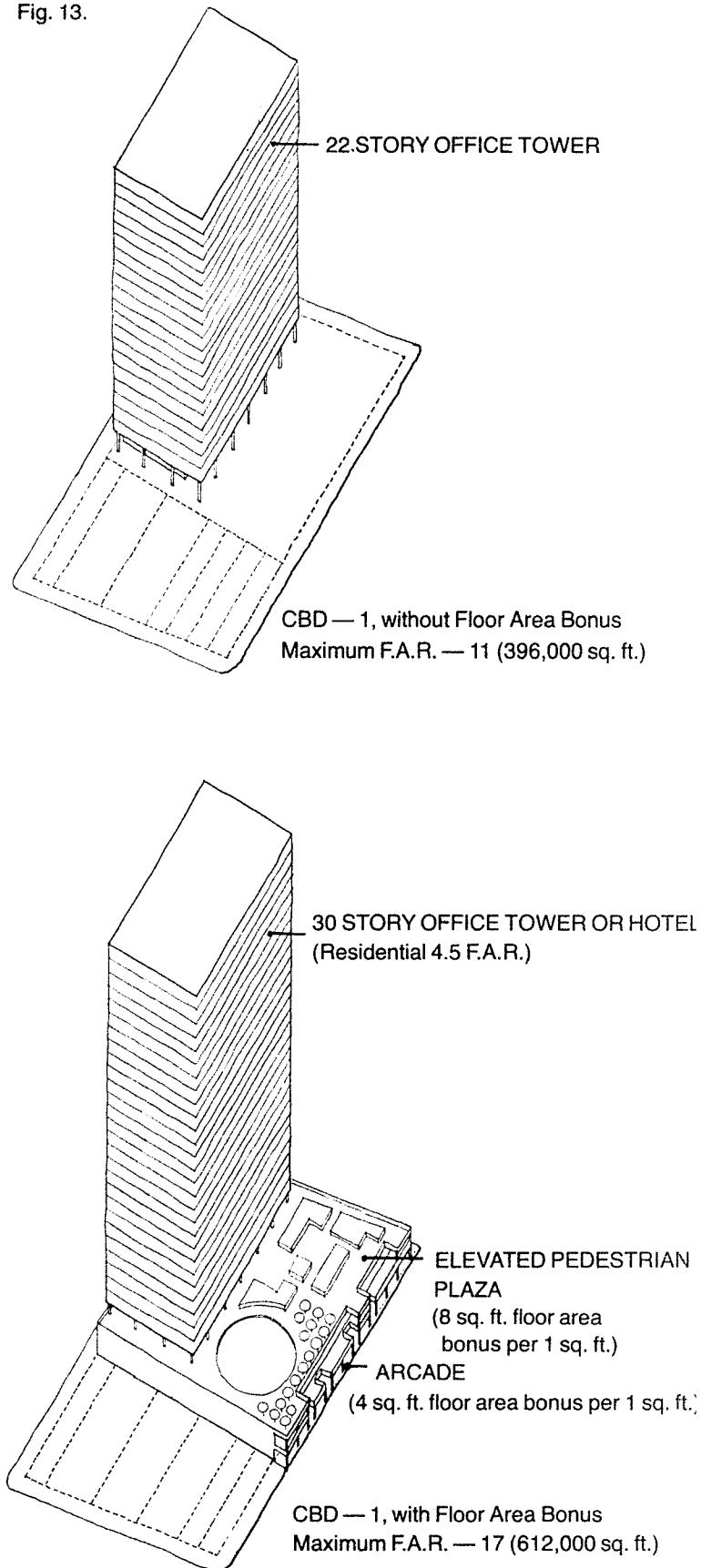
It is also important that floor area bonus rates, while generous, be no larger than realistically required to interest developers in providing the features the City wants to encourage. After all, the total amount of bonus floor area a developer builds will be limited by the Ordinance if not by the market. Squandering bonus floor area by overly generous Ordinance provisions would unnecessarily limit the construction of the urban pedestrian spaces and the living units which the City wants to encourage.

3. How Controls Would Affect Developer Options

Figures 13 and 14 describe the effects of controls on two prototype development sites in the Central Area. Under the proposed bonus provisions both public and private interests can benefit.

Figure 13. The CBD-1 site illustrated in Figure 13 has a total area of 36,000 square feet. The controls of CBD-1 permit

Prototype Buildings in the CBD-1 District
Fig. 13.



396,000 square feet on the site or a 22 story office structure on 50% of the land. By including residential development on upper floors amounting to 4.5 F.A.R., the site could be developed with 495,000 square feet, and by providing appropriate amenities, the total development could reach a maximum of 612,000 square feet. The illustration shows a tower rising to 30 stories from a two-story base which includes a ground level arcade with retail frontage. Atop the two-story base is an elevated pedestrian plaza, which would be directly connected with an elevated pedestrian system including bridges over one or more streets. In the CBD-1 District minimal on-site parking would be permitted.

Figure 14. The site illustrated in Figure 14 is at the corner of Canal Street and Camp Street. The concept for Canal Street includes continuous retail at the street level and height controls on both Canal and Camp Street. In the CBD-2A District an office or hotel structure would be limited to a floor area ratio of 8. However, including residential development and amenities such as arcades, gallerias and mini-parks would produce a maximum permitted development intensity of 14. The illustrations show what this means to a prototype development on this site.

Without the bonus, on a site of approximately one acre (43,500 square feet) a total of 344,000 square feet can be constructed. Additions of a galleria, a mini-park and residential units on upper levels will permit an additional 261,000 square feet of development. No parking is required on site in CBD-2A, however, a minimal amount of accessory parking is permitted. In any case entrance to parking should not be from Canal Street.

The diagrams shown here illustrate the possible richness produced by adding pedestrian amenities. The addition of residential development will help support the street activity and Canal Street retail.

4. The Philosophy and Approach to Special Retail Requirements

Retail and related activities in the New Orleans Central Business District should be maintained and strengthened with special efforts directed toward strengthening the Canal Street area as a major retail center and toward maintaining a lively and interesting environment for pedestrians in the rest of the CBD.

Canal Street Retail Center

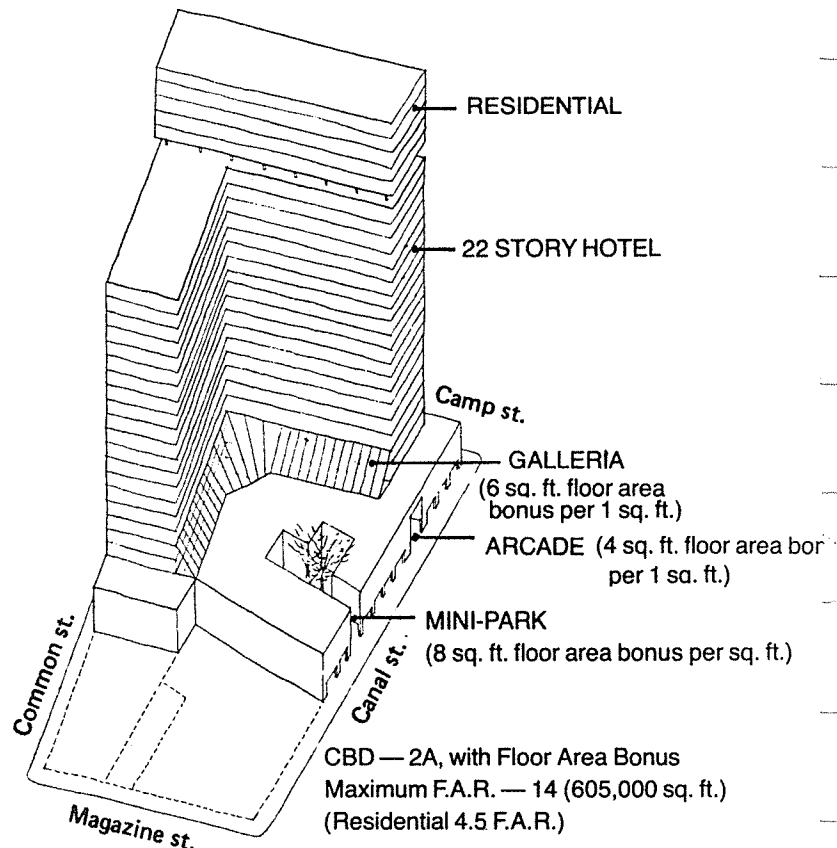
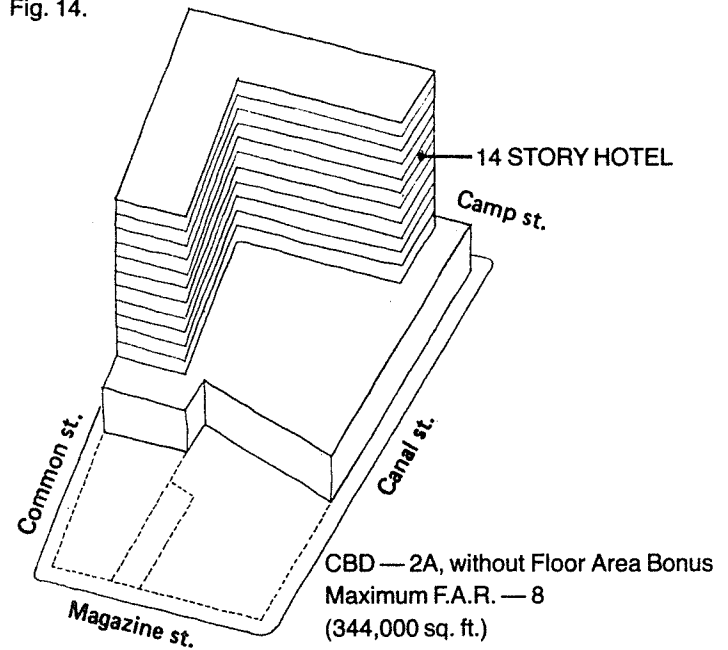
Advantageously located between the Office Core and the Vieux Carré, the Canal Street Retail Center is one of the CBD's important assets. In the future it should help to anchor office building growth and maintain a compact Office Core. The zoning regulations should be aimed at maintaining or increasing the level of retail activity. The proposed requirements for retail and related uses are explained in Part 7, Section 1.

Elsewhere in the CBD

In other parts of the CBD the concern is largely about the

Prototype Buildings in the CBD-2A District

Fig. 14.



environment created by new developments. Cities throughout the United States have seen shops and eating places serving the needs of the daytime population demolished and not replaced when their sites were redeveloped for office buildings. One or more banks and sometimes a coffee shop occupy the ground floors of the new buildings. The result is clean, sterile, deadly monotony.

This is what we want to prevent from happening in the New Orleans CBD. In areas of high development intensity it is practical and logical to allocate ground floor space to retail and other pedestrian-oriented uses. New office buildings, in addition to generating more business for Canal Street merchants, can be expected to generate a demand for two and a half to three square feet of new retail space for each 100 square feet of office space.* Buildings developed at F.A.R.'s of 8.0 to 14.0 should thus be able to support a substantial quantity and variety of ground floor retail activities and eating establishments.

It is proposed to require minimum frontage allocations to retail and related uses in the high density districts of the Core. This approach is more appropriate than any other to the objective of maintaining a good level of pedestrian oriented activities. Stores need not be deep and total floor space in the required uses can be quite small. But with a rather modest commitment to devote 40 percent or more of his total frontage to these uses, a developer will at least be interested in making successful use of this frontage for stores of whatever depths are best suited to market conditions in his location. Remaining frontage could be devoted to other uses permitted in the district, such as banks and offices, and to entrance lobbies, loading dock access, and amenities generating bonus floor area. Along certain streets specified in the proposed Ordinance, such as Baronne, Carondelet and the proposed malls, a 60 percent frontage allocation would be required. Pedestrian volumes on these streets warrant an especially high concentration of activities along them.

The proposed requirement is reasonable and practical, but if it should fail to receive the necessary support, a compromise might be worth considering, namely a reasonable minimum floor space allocation to the required uses. This would be two percent of the building's total floor area, and the requirement would apply only to buildings over a certain size such as 300,000 square feet.

*See Technical Report by WMRT on *Growth Management Program*, pp. 23-25

Part 7 – Special Areas

There are three categories of unique or special areas of the CBD which are stressed several times in earlier sections of this report and are of the utmost importance to the future vitality of the CBD. These are: 1) the Riverfront; 2) the two proposed Historic Areas; and 3) the Canal Street Retail Center, including the transitional tier of blocks between Canal and Iberville Streets at the boundary of the Vieux Carré. The proper management of the growth and change in these areas is of the greatest importance; the lack of management or mismanagement would have a serious negative impact on the CBD's future.

The characteristics, opportunities, problems and recommended approaches for each of these three types of areas are presented in this Part of the report.

1. Canal Street Retail Center

The Importance of Canal Street

The Canal Street Retail Center is one of the key elements in the continued strength and viability of the CBD. The preservation and enhancement of the Canal Street Retail Center is one of the most important CBD goals as highlighted by the Growth Management Program and this subsequent planning and implementation effort. Its importance to the present and future of the CBD is based upon a number of factors, including its economic contribution in jobs and taxes and its functional contribution in providing a wide range of pedestrian oriented retail activities and services for day as well as night time populations. Its location between the Office Core and the Vieux Carré makes it ideal for serving the retail and related shopping needs of three categories of population: 1) The present and the projected future increase in the working population in these areas and the remainder of the CBD; 2) Present and future residents of these areas and greater New Orleans; 3) The booming tourist population, which creates the basis for the No. 2 industry in the City. Finally, its character and scale with relatively low buildings, many having historic and architectural value, provide an excellent transition and buffer between the high rise Office Core and the low buildings of the Vieux Carré.

Potential Problems

Canal Street shares some common problems with core retail centers in many other cities: 1) The need for stabilization and, if possible, enhancement; 2) The threat of displacement through the private redevelopment process by high rise office and hotel buildings and multi-story garages.

Two prime retail centers as different as New York's Fifth Avenue and Miami's Flagler Street have been threatened by this second phenomenon. In the case of Fifth Avenue, even large prime retail stores with high sales volumes were being displaced by high rise office uses with even higher economic returns until the process was arrested by an amendment of the City's zoning ordinance for this area.

A common shortcoming of most new office buildings and many hotels constructed in the central business districts of American cities is the lack of space allocated for retail services. The typical pattern is for existing buildings with retail and



- CBD-3 DISTRICT BOUNDARY
- RETAIL FRONTAGE REQUIREMENT-70%
- ▨ RETAIL FRONTAGE REQUIREMENT-50%

- ▨ PEDESTRIAN MALL
- ▤ STREET FRONTAGE WITH 70 FOOT HEIGHT LIMIT

AMENITY PLAN FOR THE CANAL STREET RETAIL DISTRICT CBD-3

Map 7



other facilities to be removed and replaced by a much larger working population but frequently with no or appreciably fewer retail services. The needs and wants of the working, resident, and tourist populations are frequently ignored and the street scene becomes monotonous, dull and unattractive for pedestrians. Thus, the vital or critical mass of retail and service activities, which have increasingly come to be recognized to be important to the vitality of a CBD, are appreciably reduced.

Proposed CBD-3 District

To promote the objective of preserving and enhancing the Canal Street Retail Center, a new CBD-3 District is proposed. This District is designed to deal with both the Canal Street Center itself and its relationships to the larger CBD in terms of such critical aspects as function, scale and traffic generation.

The primary as well as secondary goals can be briefly summarized as follows:

1. To preserve and enhance Canal Street by requiring retail and consumer service establishments on the lower floors as a condition of new development.
2. To preserve and enhance the pedestrian related activities, pedestrian scale and other aspects of the pedestrian environment, including avoiding excessive traffic generation in a variety of ways to be described below.
3. To maintain the scale and height of existing development by reducing the present high levels of permitted intensity of development and imposing height limits for three primary reasons: 1) To preserve and foster a sense of historic continuity on this historic street as a whole; 2) To assist in the preservation of individual historic buildings; and 3) To protect the adjacent Vieux Carré from tall and massive buildings or its boundaries, which in addition to the loss of scale, would create excessive concentrations of activities, traffic and noise.
4. To further maintain the traditional character of Canal Street by respecting the existing building facade line and preventing new buildings with a variety of setbacks from breaking this facade. To do so a proposed "build-to property line" requirement is specified.
5. To prohibit new parking garages and lots and new hotels and motels which would have the following adverse effects on two areas: 1) Canal Street Frontage — The continuity of its retail activities would be broken up along with the creation of excessive traffic generation, congestion and noise; 2) The Vieux Carré — Such activities should not be allowed to concentrate on its doorstep for the same reason of traffic generation, congestion and noise, but should be guided to other more appropriate locations.
6. To improve the appearance of Canal Street by a program for terminating the large number of unsightly projecting signs.

The proposed CBD-3 District regulations include special retail requirements for new construction and urban design controls contained in an "Urban Amenity Plan" preserve the area's scale and character. The proposed District boundary and the four elements of the Amenity Plan are shown on Map 7.

It is proposed that designated types of retail and related service establishments be required on the lower floors as a condition of new development, including the horizontal enlargement of existing structures. The consultants have recommended that this requirement also apply to reconstruction and that alterations and changes of use in existing buildings not be permitted to increase any present deficiencies or create new ones.

The required uses consist of a fairly wide range of pedestrian oriented uses listed in the proposed zoning regulations. A number of other uses are also listed as being permitted in any space in buildings as long as the minimum required space is allocated to uses on the required retail list.

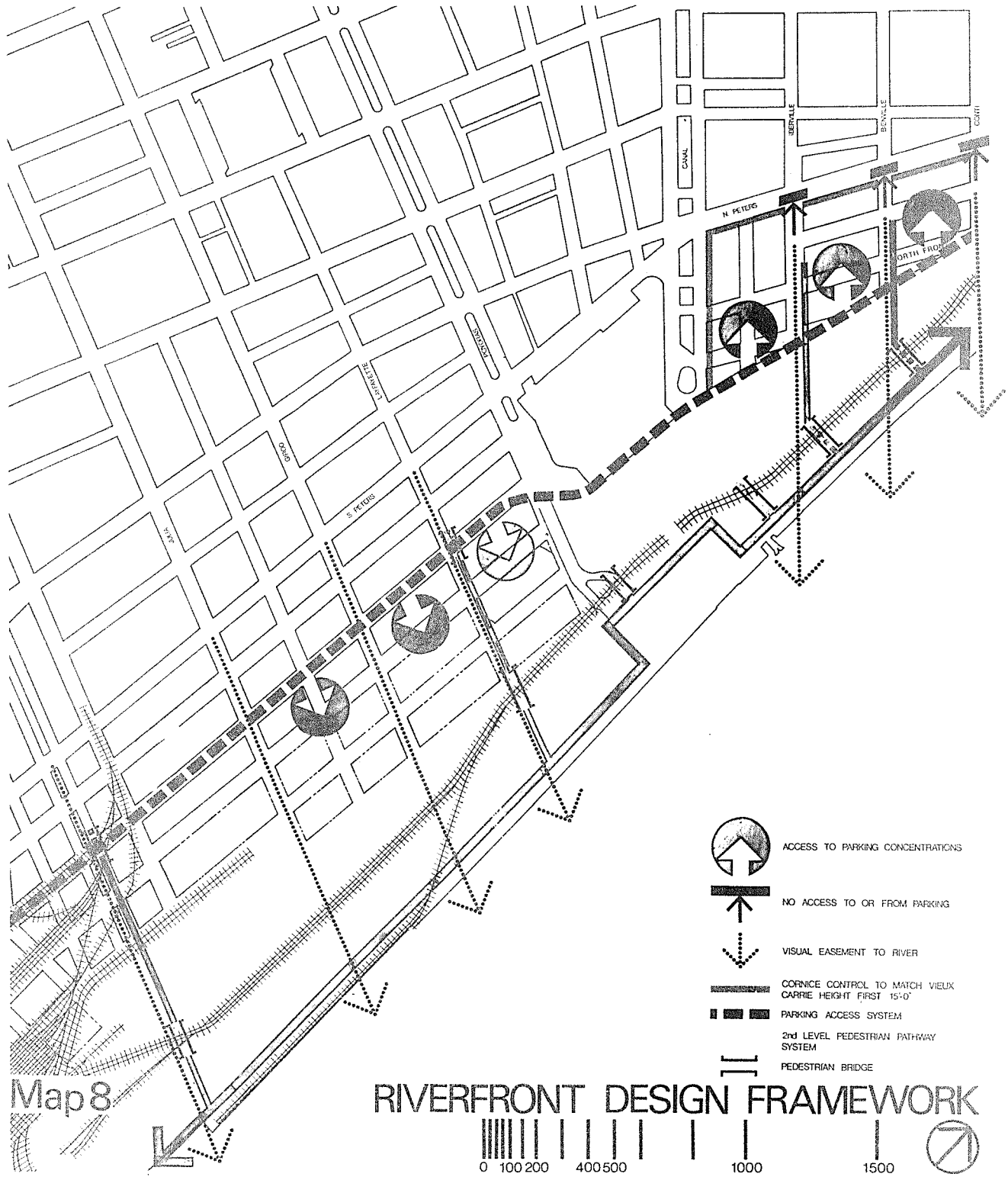
The proposed required net floor space (not including corridors or other spaces used in common) to be occupied by such uses is the equivalent of the lot area. For buildings with frontage on Canal Street is also proposed that at least 70 percent of such frontage on the ground floor must be occupied by the required uses and at least 50 percent of ground floor frontage on streets intersecting Canal must be so occupied. (See Map 7)

In order to maintain the present scale of Canal Street, assist in the preservation of individual historic buildings, as well as meet the threat of displacement by high rise office and hotel buildings, it is proposed that overall building heights be limited to 85 feet and that front building walls along Canal Street be limited to 70 feet. It is further proposed that building bulk be limited to a Floor Area Ratio of 6.0. These provisions will retain the present scale of Canal Street and provide a suitable transition to the low building heights of the Vieux Carré.

Finally, it is proposed that new hotels and motels and new parking garages and lots not be permitted to locate in the Canal Street District and be guided to more appropriate locations in the CBD.

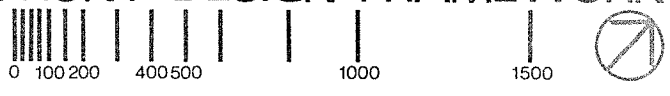
2. The Riverfront Area








Although some of the most important land for development in the Central Area of New Orleans is along the Riverfront, the development policies and land controls here are presently lacking or confusing. It is important that a set of development policies and controls be determined and clearly enunciated to guide public and private decision-making and facilitate cooperation in the development of the Riverfront Area. In addition to appropriate zoning district regulations on use, development intensity and off-street parking, we propose an Urban Design Plan with a set of development criteria to ensure optimum design relationships with the Port and with the upland areas including the Vieux Carré. The principal objectives to be achieved by the Plan are: public access to the Riverfront, maximum public amenities, adequate traffic flow, separation of pedestrian and vehicular traffic and a harmonious relationship to the fabric of the old City. The Plan's urban design guidelines are general in nature but would protect the essential interest of the public while providing a range of choice for developers.



Map 8

RIVERFRONT DESIGN FRAMEWORK



-  ACCESS TO PARKING CONCENTRATIONS
-  NO ACCESS TO OR FROM PARKING
-  VISUAL EASEMENT TO RIVER
-  CORNICE CONTROL TO MATCH VIEUX CARRIE HEIGHT FIRST 15'-0"
-  PARKING ACCESS SYSTEM
-  2nd LEVEL PEDESTRIAN PATHWAY SYSTEM
-  PEDESTRIAN BRIDGE

The proposed Urban Design Plan (Map 8) and recommended criteria are discussed further starting on page 41. Such a plan with criteria should be considered and adopted by the City.

This Section of the report outlines existing and future uses in the Riverfront Area, identifies development constraints, presents an Urban Design Plan with recommended criteria for amenities and infrastructure elements and explains how Planned Community District regulations would apply to the Riverfront Area's development.

Existing Land Use

With the exception of some 30 acres of private land, the area on the Riverfront from Howard Avenue (extended) to Conti Street is all in some form of public ownership. This includes dock area, railroad, streets, parkland and N.O.P.S.I. property as well as the City property between Howard Avenue and Julia Street. The total land in public ownership riverside of Front Street from Howard Avenue to Poydras and riverside of Peters Street from Poydras to Conti is about 60 acres (including Rivergate).

The Design Constraints

Most land at the Riverfront is vacant or at a low intensity. However, certain functional needs serve as critical design constraints for any development. The Levee upon which the Poydras Wharf and Bienville Wharf are built serves as the flood protection for the CBD and thus becomes the most critical design constraint. The Wharves themselves are a critical part of the Port and until replaced in the future must remain. Access to the Wharves by both auto, truck and rail is a part of the port function and should be considered a given as long as the wharf area remains. The N.O.P.S.I. substation on Canal Street occupies 2.2 acres and the right-of-way of the power line occupies a great deal more. In theory the power line could be relocated, but the station should be considered at least a short range given. Spanish Plaza is a public investment along the Riverfront and should be considered part of any design concept. The Vieux Carré extends to the River, however, the existing built environment ends at Peters Street. The scale and height of development on the River should respect the character of the Peters Street architecture. Canal Street also has a scale and character which should be respected in Riverfront development. Poydras Street has a newly emerging character and thus is less a constraint than Canal Street. Automobile Access along both Poydras and Canal as well as Peters, Decatur and Front Streets becomes a critical design constraint since those streets are nearly at capacity now — ANY NEW DEVELOPMENT WILL SERIOUSLY AFFECT TRAFFIC ON EXISTING RIVERFRONT INFRASTRUCTURE. Pedestrian Access to the Riverfront presently is very poor. Pedestrian connections to the Riverfront from the Vieux Carré, Poydras and Canal Streets, as well as the existing warehouse district, should be a major factor in the design concept for the Riverfront Area. The Rivergate has a very special function which serves as both constraint and opportunity. Combined with the Trade Mart,

Spanish Plaza and Ferry Landing, this could be the Nucleus of an outstanding tourist center. However, the typical pedestrian and auto congestion associated with this area must be considered a design constraint. Existing Structures in the area include wharf area, International Trade Mart, warehouse structures (including the converted warehouse on Iberville), a parking garage and Rivergate; these structures were all shown as givens in the GMP report. Utilities for new development must be carefully tested with respect to system capacity. Storm drainage is especially critical in an area so prone to flooding. Special equipment for storage may be required in new developments or new public pumping facilities may be needed to supplement the existing equipment. Bus lines presently terminate at the end of Canal Street. Transit service could be constrained by intensive auto movement from new development. Mass transit could also represent an opportunity for moving people through the Riverfront Area from parking areas to pedestrian paths. River ferry facilities interfere with auto, bus and pedestrian paths at the foot of Canal Street. This constraint also serves as an opportunity for coordinated multi-mode transfer if carefully designed.

The Development Intensity

Under existing controls with an F.A.R. limit of 20.0, permitted development, assuming half of it to be residential, would generate enough parking demand to fill eight levels of parking covering the entire Riverfront development area. About seventy percent of the spaces would be for peak hour arrivals and departures. Even with the most efficient traffic controls the existing infrastructure could not handle the loading and unloading of these cars. The solution of this problem involves two primary options. Either increase the infrastructure to permit more cars, or lower the allowable intensity of development. There are strong reasons for doing both in this important area. Under the proposed CBD-2B District controls a maximum F.A.R. of 8.0 inclusive of bonuses would be allowed for office, hotel and retail development. For mixed residential/non-residential developments an F.A.R. as high as 11.0 would be allowed. Thus the demand for parking would be reduced by almost a half. Even so, the equivalent of four decks of parking covering the entire Riverfront development area would be required to meet this parking demand. This implies immense peak hour traffic volumes. To handle this traffic it will be essential to build additional parking access roads. Primary exits from parking facilities should be away from the congestion of the Vieux Carré. Transit service paralleling the River will also be essential. With good transit service, there would be justification for providing parking at the minimum level required in the CBD-2B District (20 percent below demand level). With these measures and assuming residential development to be a major component of the total Riverfront development, the parking increase could probably be handled.

The Future Land Use

If development plans follow those which have been proposed, the Riverfront can become an exciting and busy environment for people as well as port activities. The programs for an International River Center and Canal Place add office, hotel and residential uses. This growth, however, requires public infrastructure, services and cooperation. In return the public will receive increased tax revenue, public amenity and increased tourist interest.

Criteria for Amenities in Riverfront Development

The primary requirement for new development in the Riverfront Area is adequate infrastructure to meet created demand. This very general outline suggests criteria for testing new development.

1. Parking demand in the Riverfront Area should be balanced by supply although not necessarily on the site of the demand. Access roads will be more constrained on the down-river side of Rivergate, suggesting that overflow parking in off-site facilities be located on the up-river side.
2. Access to parking should be from newly constructed streets with no parking exits permitted onto North Peters Street from Iberville to Conti. (The Rivergate Tunnel could be linked to a parking exit system parallel to the river.)
3. Bus service should continue along Canal Street and parking shuttle service should be added parallel to the River and along Poydras to the Superdome.
4. Pedestrian movement at grade should be linked to upper level pedestrian movement incorporated in new development. At points of traffic or rail congestion the pedestrian movement paths should bridge the area:
 - (a) From Lafayette Street to the 2nd level of International River Center and across the railroad to the air rights development on the Girod Street Wharf.
 - (b) From Canal Street over the tracks to the 2nd level ferry terminal and then to air rights over the Bienville Wharf.
 - (c) From Poydras Street over the tracks to a 2nd level system connecting the Girod Wharf with the Bienville Wharf.
 - (d) From Iberville and Bienville across the tracks to the air rights over the Bienville Wharf.Unless developments are built at less than the maximum permitted intensity, pedestrian access to the Riverfront may have to be between parking structures rather than over them. The design impact of parking structures should be an important consideration in the review of development plans.
5. Pedestrian plaza areas or gallerias should be accessible by public pedestrian walkways at grade and at upper levels.
6. Service movement should be channeled to the existing corridor adjacent to the wharf area and include trucks, rail and perhaps a relocated N.O.P.S.I. right-of-way.
7. Canal Street and North Peters Street adjacent to the Vieux Carré should be subject to cornice line controls within 20 feet of the street line.
8. Visual easements from the Vieux Carré streets to the river should be maintained, as well as easements along

Iberville Street, Lafayette Street, Julia Street and Howard Avenue.

9. Development intensity should be greatest near the intersection of Canal Street, Poydras Street and the Public Spanish Plaza with gradual decrease of intensity both uptown and downtown from this point. However, parking and access should not follow this principle but instead locate more toward the Poydras side of the intersection than Canal.
10. Individual structures should not greatly exceed the height of the existing Trade Mart, which serves as the symbolic "entrance" from the Mississippi River.

The accompanying Urban Design Plan (Map 8) diagrams these design criteria in the Riverfront Area but does not specifically locate any facilities. These locations require more detailed investigation and feasibility analysis.

Legislating and Administering the Plan

As noted earlier in the Summary (Part 1), the essential interests of the public, including an efficient transportation system and pedestrian amenities as shown in the Proposed Plan in Map 8, are not likely to be achieved if left to individual developers or the present zoning controls and other implementation tools. The consultants have given careful attention to both the nature and content of the Special Plan for the Riverfront and the zoning approaches developed in tandem with the Plan to guide use, development intensity and off-street parking. Equal attention has been given to how best to legislate and administer the proposed Plan. To be successful in achieving the unusual potential of the Riverfront Area an innovative system of legislating and administering the Plan is vitally important. The following alternative approaches were developed by the consultants:

Alternative 1 — A Special Design District For The Riverfront. The best way of legislating and administering a plan for an area of the complexity and importance of the Riverfront is a Special Design District which requires new development to conform to the rather simple but basic urban design guidelines contained in the Plan, as described earlier. This Special District Plan would be contained in the Special Purpose Zoning District, which would be mapped as an overlay district over the proposed new zoning districts controlling use, density and parking. This system is general in nature but would protect the essential interest of the public while providing a wide range of planning and design options for developers. It could operate with a minimum of administrative action after the initial approval of the overlay district by the City Planning Commission and City Council. The elements of the Plan would be described in sufficient detail in the Special District Zoning Plan to obviate both design review and the individual approval of design bonuses by public action. Therefore, additional public hearings would not be required, and the open-ended delays which tend to discourage development would thereby be avoided. This new type of planning guidance

system has a number of advantages for such developing areas where high quality of development and coordinated public services, facilities and amenities are important.

Alternative 2 — Adoption as Part of The Comprehensive Plan — A second alternative approach is for the proposed Riverfront Plan to be officially adopted as a part of the Comprehensive Plan and used in the traditional way as a guide to supplement the proposed new zoning regulations for the Riverfront. This alternative should be used in conjunction with both Alternatives 3 and 4 as described below.

Alternative 3 — Special Overlay District Requiring Design Review — This alternative involves the mapping of a Special Zoning Overlay District by the Planning Commission and City Council which would contain a mandatory requirement that all developments in this unique area be submitted to the Planning Commission for design review. This overlay district would not contain a Special District Plan as in Alternative 1.

Alternative 4 — The Proposed Central Business Planned Community (CBPC) District — This alternative is the proposed Central Business Planned Community (CBPC) District for large scale developments, which would be used at the option of one or more developers. It has advantages as explained below, but has the prime disadvantage for large areas containing several large projects that it would be used only at the option or discretion of each developer, and the desirable degree of coordination and linkage between developments and the full potential of the area are not likely to be achieved — i.e. adequate public access to the Riverfront and optimum public facilities, services and amenities, including joint or shared open spaces and pedestrian ways.

The Regulations for Large-Scale Developments in Article 9 of the Zoning Ordinance are proposed to be expanded by adding to the RPC Residential Planned Community District a new (CBPC) Central Business Planned Community District. The new District can be applied as an overlay district in any one of the CBD Districts and would be especially appropriate for the Riverfront Area.

Under the Planned Community District procedure, one landowner, or more than one subject to proper controls and assurances, can submit a development plan to the Planning Commission and City Council for approval. When the CBPC District is established, the development plan constitutes the set of regulations for the District. The underlying district's controls on development intensity, use and off-street parking apply to the development as a whole, but flexibility is permitted in the distribution of floor area, dwelling units, parking spaces, etc. Yard requirements and height controls can also be modified.

Under the Planned Community District procedure, development plans for the Riverfront Area should be reviewed for consistency with a Riverfront Plan. The Riverfront Plan should be binding and to that end should be adopted by the City Planning Commission and the City

Council as part of the Comprehensive Plan, as noted earlier. Elevated pedestrian ways, visual corridors and points of parking access and egress are important elements of this Plan. Features not shown on the Plan, such as elevated pedestrian plazas, would be reviewed as parts of the development plan and when approved be eligible for bonuses along with elevated pedestrian ways and any other eligible features shown on the Plan. Residential incentives as part of the underlying district regulations would also apply. The importance of the Riverfront Area cannot be overstressed, and the best possible use should be made of the Planned Community District device to achieve results which will be most beneficial to the CBD and the City.

3. Historic Areas

As stated in the earlier sections of this report, the preservation of historic continuity in Central New Orleans is one of the two primary objectives at the core of the Growth Management Program. The objective is further supported by the detailed implementation strategy presented in this report. It was a key requirement of the consultants' contract that the implementation strategy should detail "which devices or combination of devices should be used in various parts of the New Orleans CBD . . . and how the proposed zoning relates to each, with or without a new Historic District or Districts."

Historic Preservation Districts and the Role of Zoning

Maintaining historic continuity or historic conservation or preservation are not simple subjects and require sophisticated analysis and innovative approaches. What most cities' historic preservation programs have lacked are: 1) financial programs; 2) urban design plans for historic districts (New York City has 26 historic districts designated throughout the City with not a plan for any of them, and the Vieux Carré appears not to have a plan). The result is that the historic preservation agencies tend to oppose all demolition and change because they do not have a plan or they make decisions piecemeal as problems arise without an overall planning framework, and 3) modern zoning legislation which permits the desirable and necessary bringing together of growth management concerns and preservation concerns of a given city's planning agency, as well as its historic preservation agency, in a balanced planning and preservation effort.

New Orleans has the chance to supply these three missing ingredients in an integrated program and move ahead of all other cities or areas. This is particularly important for unusual districts as complex and diverse as those in the CBD of New Orleans. This point will be expanded on later in the section.

The following brief summary constitutes our additional frame of reference, conclusions and recommendations on historic districts and the role of zoning.

1. The nature of the two proposed historic districts in the CBD is very different from the Vieux Carré and most other historic districts in the U. S. in that there are great variations in the height, mass and scale of buildings and diversity of

activities within each of the areas. Because of these differences, there is need for a different kind of approach emphasizing district continuity or historic "conservation" in contrast to historic *preservation* — as the latter term is usually defined. Under the historic conservation approach, change would be permitted, but under controlled conditions which would ensure historic continuity. This approach also requires a very different zoning system from the traditional attempts focused primarily on rigidly regulating new development rather than flexibly managed change. To be successful an innovative system of zoning and modern zoning administration are vitally important.

2. As noted earlier in this report, our recommended F.A.R. limits and height limits are of great importance in conserving historic areas and buildings.
3. Permitting a reasonable amount of new construction in such areas in the CBD can best be achieved by a combination of historic preservation legislation and modern zoning approaches. It is of vital importance that the zoning approaches be carefully developed in relation to the historic legislation approaches, and vice versa, so that the two sets of regulations reinforce each other rather than create conflicts or constraints upon either desirable conversions or new construction. This is also important in order to obtain the most effective management of such areas where two different agencies are involved with different jurisdictions and implementing tools, with somewhat different points of views, goals and concepts and also with different kinds of skills and experience of technical staff. The two approaches should be considered and designed to be not competitive but supportive and supplementary.
4. Perhaps of equal importance is the fact that an urban planning and urban design staff in a Planning Commission is likely to have more competence to do a comprehensive evaluation of proposed new buildings as they relate to the fabric of a district or area of the City than the typical staff of a Historic Preservation Agency, which has one legal responsibility, that of preservation, and often has little or no urban planning and urban design competence or experience.
5. The transfer of development rights constitutes a powerful tool, which with the new Louisiana state enabling legislation should be of value in the CBD. The purchase of development rights or the purchase of facade easements could be accomplished with the Special Tax District Funds, other public funds or private funds (such as from the National Trust for Historic Preservation and other foundations). For those owners or developers wishing to use (i.e. to build upon) development rights, zoning regulations can permit the purchase of the rights from the owner of one or more historic buildings or from a Fund which has acquired the rights. Such approaches are especially useful if the historic building owner undertakes restoration or lesser remodeling work approved by the appropriate agency. Clearly, the transfer of development rights system, by offering compensation for the loss of development potential, constitutes a

very powerful series of arguments and inducements for skeptical and opposing owners or developers.

Alternative Approaches

In the light of the complexity of the problems and the current controversy and uncertainty as to the future of the various proposed historic districts in the CBD, the consultants have developed three alternative approaches which are briefly summarized as follows:

Alternative 1 — A Special Purpose Zoning District and a Special CBD Historic District — The best or preferred alternative is a new type of special purpose zoning district carefully meshed with a new type of historic district and guidelines for the CBD Historic Areas. The former would involve design review of new development, conversions and other changes geared to the continuity of scale, the fabric of the area and related characteristics under clearly specified urban design guidelines and criteria. There are adequate and successful precedents for such special purpose zoning districts which contain clear statements of purpose and well-defined administrative procedures.

Alternative 2 — A Special Purpose Zoning District Only — While Alternative 1 is the best solution, a new type of special purpose zoning district in and of itself is a very useful approach where new development is expected and will need to be guided in historic areas by means of design review within the context of district continuity or "conservation." It is also considerably less controversial and more acceptable to developers and property owners than traditional rigid historic preservation regulations, whether incorporated in zoning regulations or separate historic legislation, with the sole objective of achieving "total" preservation at all costs.

Alternative 3 — A New Zoning System without Design Review — This third alternative involves special zoning approaches and systems for these areas but with less teeth than a special purpose zoning district, including the lack of design review.

Proposed Zoning Regulations for Historic Continuity

Alternative 3 is incorporated in the proposed zoning regulations released in March 1976 and is briefly described as follows:

Lower F.A.R. Limits — The CBD-3, CBD-4, CBD-5 and CBD-7 Districts all have recommended F.A.R. limits of 6.0 to protect the existing historic character of these areas, which is mostly low bulk in intensity of development. The section of the CBD Historic Area in the Office Core is proposed for the higher bulk of the CBD-1 in line with higher bulk and high rise characteristics of existing development.

District Height Limits and Height Limits on Designated Street Frontage — F.A.R. controls alone would not preserve the scale of these districts. Therefore, height limits are also recommended. For example, the proposed height limit for the Canal Street Retail Center (CBD-3 District) and the CBD-4 District is 85 feet and for the Lafayette Square Area

(CBD-7 District) is 125 feet within 20 feet of the street.

In order to preserve the scale and consistency of height on designated streets containing an appreciable number of buildings of old architectural quality, the following urban design guidelines are proposed:

1. A *minimum* of two stories at the street line;
2. Height limits of 50 or 70 feet depending on location;
3. The portions of buildings set back at least 20 feet can go higher subject to district height limits.

Build-To-Lines — To preserve the facade lines along designated streets of historic character, "build-to-lines" (i.e. the line of the street) are specified for these streets, with a proposed *minimum* height of at least two stories (no one-story buildings permitted) and proposed limits of 20 feet on the widths of interruptions for mini-parks, gallerias or through arcades.

Parking Facility Controls — To prevent the demolition of historic buildings for parking facilities and avoid the aggravation of traffic congestion on constrained local streets with limited capacities, the following controls are proposed:

1. No new parking facilities are proposed to be permitted in the CBD-3 and CBD-4 Districts.
2. No new commercial parking facilities would be permitted in CBD-1 and only minimal amounts of accessory parking.
3. In such districts as the CBD-5 and CBD-7 Districts, which include the Lafayette Square Historic Area, new commercial parking facilities would be permitted only as conditional uses, with historic preservation being included among important criteria and considerations guiding decisions to approve or disapprove.

Waiver or Modifications of Open Space Requirements — To allow remodeling of historic buildings for residential use, proposed provisions are included for waivers of such requirements, as explained in Part 11.

Transfer of Development Rights — The proposed ordinance includes provisions that would permit the owner of a designated landmark building to sell unused development rights on his property to one or more owners of property in a CBD-1, CBD-2A or CBD-2B District. These development rights are defined as "the maximum floor area allowed by the applicable district regulations, exclusive of any additional bonus floor area, less the total floor area of all the buildings on the landmark lot."

The exercise of these rights by the purchaser would be permitted only by special permit issued by the City Council and would be subject to the district's overall limit on total F.A.R. achievable by earning bonus floor area. The permit would be conditioned upon an approved program for the continuing maintenance of the landmark building. A report from the Historic District and Landmarks Commission would be required to accompany the application.

If tax revenues of the Core Area Development District are used for purchasing facade easements of historic buildings, it should be possible to incorporate provisions that would also allow CADD to function as an intermediary in the transfer of development rights, in other words as a development rights

bank with power to sell as well as buy development rights from landmark sites. The special tax funds at CADD's disposal could be supplemented in this way and go further.

Part 8—Proposed Parking Regulations

The development of parking regulations for the Central Business District of necessity took into account journey to work patterns, parking demand, the existing street system's capacity, future office space projections and the Growth Management Program's objectives and policies.

1. Goals, Issues and Policies

Parking policy must focus on the generation of parking demand by new development and the impact of parking facilities on the capacity of the street system. In the New Orleans CBD, even with its relatively good transit service, each ten stories of an office building will generate a demand for six stories of parking. Obviously in the CBD's high intensity Core, where it is proposed to permit office buildings with F.A.R.'s as high as 14, the capacity of the street system would not permit parking demand approaching this order of magnitude to be satisfied on the development site itself.

Policies on parking and development intensity have to be evolved with full consideration of one another. Given this relationship, the key task in formulating a parking policy is 1) to determine how much of the demand in Core areas and areas outside the Core can be met on the development site and 2) how and where to accommodate remaining demand. In reaching such determinations, the proposed parking policy takes into account several important goals, as follows:

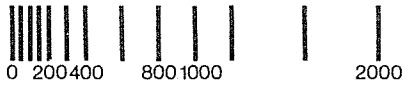
Parking Convenience: An available supply of parking spaces at or near the place of employment is clearly an important convenience, especially for those whose occupations require the use of a car at various times during the business day. An area without at least a modest supply of conveniently accessible parking facilities would be handicapped in competing for office building construction with other areas having a good supply of parking. In the New Orleans Central Business District, success in achieving the goal of a compact Office Core partly depends on the maintenance of a modest supply of conveniently accessible parking. The supply will of necessity be limited by the conditions of constrained traffic circulation.

Encouragement of Transit Riding: A whole complex of issues centers around the relationship of mass transit service to automobile parking. There is no simple resolution to these issues. In fact, it is quite clear that regulations designed generally to support either mode exclusively would be harmful to the CBD as a whole. Good transit service and a compact CBD are mutually beneficial. Estimates of future parking demand have been based on the assumption that the present journey-to-work modal split between private auto users and public transit riders (65%–35%) would not change. Future parking supply should be controlled by the City's parking policy. This policy should generally be aimed at achieving a somewhat higher percentage of transit riders. A modal split of 55%–45% is suggested as a reasonable goal at this time, and the proposed parking regulations are consistent with this goal. Traffic and parking conditions should be monitored on a continuing basis to determine in the future whether changes in this modal split goal are desirable and whether changes in the administration of conditional use provisions or in the parking regulations



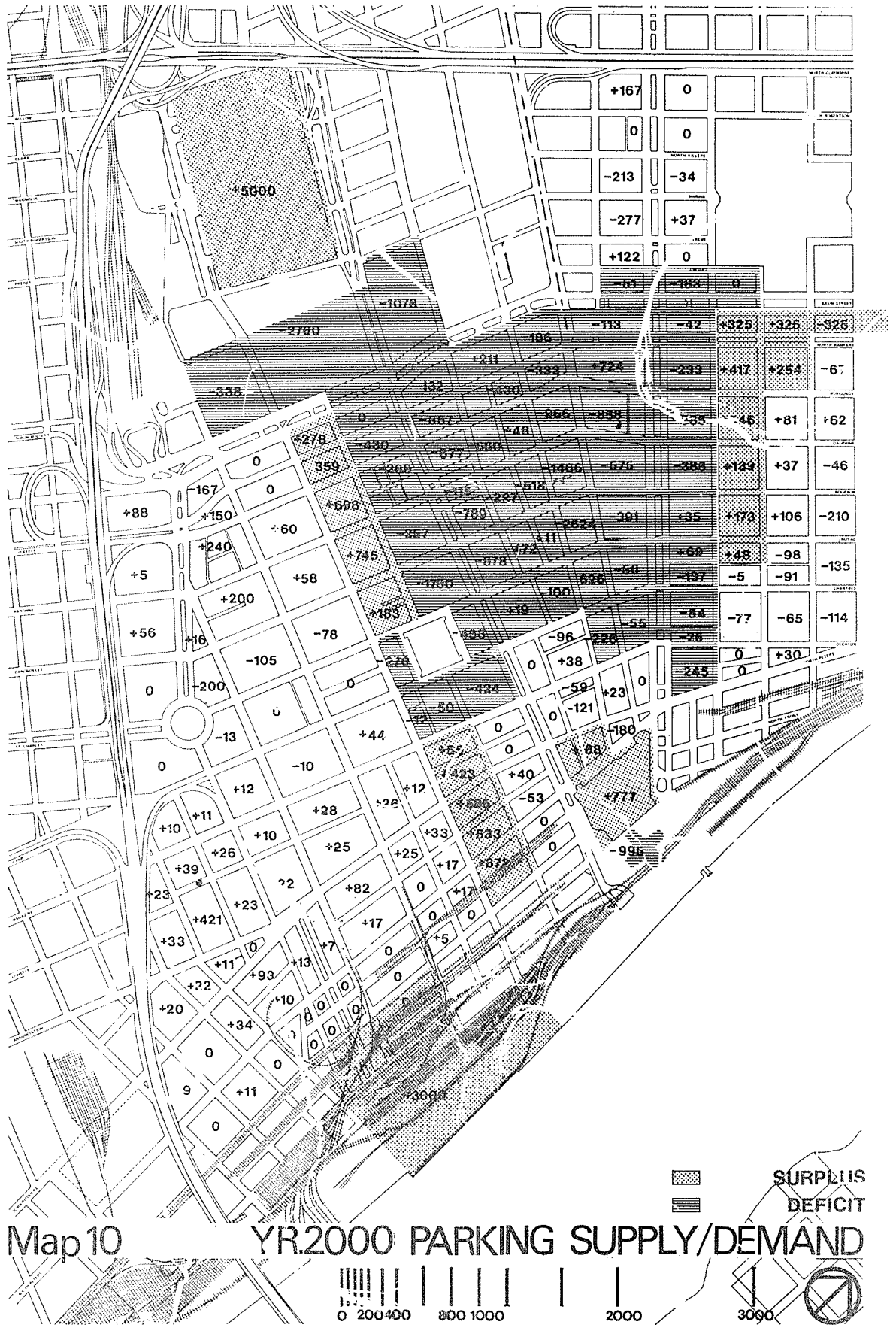
Map 9

1974 PARKING SUPPLY/DEMAND



SURPLUS
DEFICIT





Map 10

YR.2000 PARKING SUPPLY/DEMAND



themselves are warranted for better implementation of parking policies.

Preservation of Environment, Character and Scale:

Open lot parking outside the Core has been provided in the past to meet a large part of the parking demand generated by office building development further in. As the Office Center has expanded into those parking areas, more open lot parking has been provided further out. Surface parking lots are an economic use for vacant land offering their owners a high net return on their investment while they are being held for speculative purposes or for eventual development. Unfortunately, as pointed out in the Growth Management Program Report, surface parking presents "a severe environmental problem, eroding the character of much of the Central Area and making streets appear desolate, particularly at night."

Many old buildings, some of them historically and architecturally significant, were demolished to provide surface parking in the months and years immediately preceding the demolition moratorium. Many more of these buildings are currently under strong pressure for demolition, particularly near the Poydras growth corridor. The Central Area's historic tradition is threatened by this pressure. This implies a need for careful regulation of the location and amount of surface parking.

Apart from the more dramatic damage to the man-made environment caused by surface parking, the uncontrolled destruction of buildings for replacement by parking structures as well as lots can over time change the character of a central business district by replacing activities and services which support primary functions and encouraging the dispersal of these functions into outlying areas with good highway access. This destructive force must be recognized before irreparable harm is done to the New Orleans CBD as it already has been to the CBD's of many other U. S. cities.

2. Present and Future Distribution of Parking Facilities

Existing parking demand, calculated on the basis of estimated employment distribution and car use along with other lesser factors, has been estimated for each square and compared with the supply of parking spaces. Although a large number of spaces are provided in the Office Core itself and even in the squares bordering Canal Street, these inner parts of the CBD show parking demand to be far in excess of supply. Deficits in Core squares are balanced by surplus parking outside the Core and serving Core employees. The area surveyed extended from St. Louis Street in the Vieux Carré to the Pontchartrain Expressway and from Claiborne Avenue to the River. As of 1974 the supply of parking spaces in this area exceeded demand by 35,051 to 30,866 spaces.

Estimates of the future distribution of parking spaces were based on the proposed policy described in the next section and to be implemented by the proposed district regulations. Estimated parking demand by the year 2000 totaled 58,510 spaces. Projected parking supply totaled 64,848 spaces. The

projected supply was based on the assumption that the peripheral parking and intercept parking facilities of the GMP Year 2000 Plan will be built and that on-street parking will be eliminated for the sake of traffic flow. Parking demand was based on growth projections of the Year 2000 Plan and assumes that ferry service will obviate the need for 2,500 spaces and walk to work trips will increase to 9,382, this increase being largely accounted for by new CBD residential development.

The above figures indicate that parking demand can be met by supply over the next 25 years. And this includes the assumption that the modal split between auto users and transit riders does not change! The thing not obvious from the above figures is that while *overall* supply figures are larger than *overall* demand figures, supply is frequently not in a location to easily satisfy demand. If a very efficient shuttle system is built, that people want to use, it should be possible to get large numbers from the intercept and peripheral facilities into the concentrated areas of demand.

3. Parking Policies by Area

Five different parking areas or zones are proposed, each with its own parking policy and set of parking regulations. The five areas are shown on Map 11. Proposed parking policies and controls for these five areas are summarized on Table 8 and explained below.

Area No. 1 — No New Parking

This Area comprises the Canal Street Retail District and the Historic Inner Wholesale-Service District. Traffic movement is severely constrained in this Area. In addition, the sensitive land use concentrations and the need for protecting the Area's scale and character and its historic buildings require strong controls prohibiting new parking facilities. With relatively low bulk permitted by proposed zoning regulations, the Area is not expected to generate any substantial increase in parking demand.

Area No. 2 — Minimal Parking

This Area includes the old Office Core and the developing Poydras Corridor. Additional office buildings should be anticipated and encouraged here. It is an area generally characterized by high intensity development and constrained traffic conditions. In spite of these conditions, it is important and we believe feasible that a minimal amount of parking be permitted with new development. Otherwise much new development would likely be dispersed into areas where parking is permitted, and the benefits of a compact office center would be sacrificed. Because of what is known about the constrained traffic conditions reenforced by an in depth study of a prototype square in the Core Area, it is important that the zoning regulations limit or ration the amount of accessory off-street parking that can be provided for new buildings. Otherwise one or two large new parking facilities could exhaust the street system's capacity before the area's full development potential can be realized.

Under the proposed minimal parking allowance, an office building could provide one space per 5,000 square feet of floor area, enough to accommodate about ten to fifteen percent of its employees. Limited use of cars by key personnel would thus be facilitated.

Area No. 3 — “Parking Equals Demand”

This is an Area where traffic is generally less constrained than in the Core. It includes the Riverfront District, Civic Center, H.E.A.L., Upper Canal Street and areas bordering the Superdome.

Parking should be required in Area No. 3. Requirements are proposed to be set 20 percent below estimated parking demand levels, but parking may be provided up to demand levels. With permitted floor area ratios substantially lower than those in the Core, this is an area where development should be able to take care of the parking demand it generates without producing intolerable traffic congestion. However, it is worth noting that an office development at the full permitted F.A.R. 8, inclusive of bonuses, would require four parking levels at full coverage to meet the parking requirements.

Non-accessory or public parking facilities may be justified in some parts of Area No. 3 (unlike Areas No. 1 and No. 2) to provide intercept parking for employees or visitors to the Core. Under the Proposed Ordinance these facilities would be permitted only by conditional use permit of the City Council after review by the City Planning Commission against stated criteria. Most intercept parking facilities should be provided in

other areas where the permitted intensity of development is lower.

Area No. 4 — “Parking Encouraged”

The general policy for Area No. 4 will be to encourage parking, including public (non-accessory) parking facilities. This Area comprises the large area extending up-river from Lafayette Street (mapped CBD-5, CBD-7 and CBD-8) and the North Rampart-Basin Street Corridor (mapped CBD-6B). Area No. 4 is relatively free of traffic congestion and, with development intensity generally limited to F.A.R.’s of 6 or less, could supply intercept parking for people with destinations in the Office Core. The Growth Management Program has proposed intercept parking facilities in this Area.

Proposed accessory parking requirements are set at levels approximately 20 percent below the estimated demand levels the same as in Area No. 3. However, accessory parking may be provided up to a maximum of 50 percent in excess of the estimated demand level as a matter of right. A conditional use permit would be required for accessory parking exceeding demand level by more than 50 percent, for non-accessory parking facilities or parking accessory to existing development. There are also historic preservation concerns in the CBD-5, CBD-7 and CBD-8 portions of the Area. These concerns, together with the objective of encouraging residential development, especially in the CBD-7 District, are reflected in the proposed criteria for granting conditional use permits.

Table 8—Off-street Parking Policies and Controls by Area

Districts	Policies	Accessory Parking Permitted	Accessory Parking Required	Public Parking (Non-Accessory)
Area No. 1 CBD-3 CBD-4	<ul style="list-style-type: none"> ■ Prevent worse traffic congestion. ■ Protect present activities and functions from disruption by parking facilities. ■ Preserve historic buildings. 	None	None	Not Permitted
Area No. 2 CBD-1 CBD-2A	<ul style="list-style-type: none"> ■ Limit traffic increase. ■ Encourage office buildings and hotels by allowing but not requiring minimal parking. ■ Encourage mass transit use. 	Minimal	None	Not Permitted
Area No. 3 CBD-2B CBD-6A	<ul style="list-style-type: none"> ■ Development should accommodate parking demand it generates. ■ Present level of transit ridership should be maintained or improved. 	CBD Demand Level	20% Below CBD Demand Level	Permitted as Conditional Use
Area No. 4 CBD-5 CBD-6B CBD-7 CBD-8	<ul style="list-style-type: none"> ■ Provide for intercept parking and peripheral parking under suitable controls backed by continuous monitoring and policy review. ■ Preservation of historic buildings. 	50% Above CBD Demand Level	20% Below CBD Demand Level	Permitted as Conditional Use
Area No. 5 H-I L-I	<ul style="list-style-type: none"> ■ Plenty of parking for areas and uses heavily oriented to automobile users. 	Unlimited	High (Existing Regulations)	Permitted as of Right

Area No. 5 — Existing Parking Regulations

The policy for this Area is to encourage parking as in Area No. 4. Historic preservation concerns are less important than elsewhere, so that zoning need only be concerned that new development meets high parking requirements. The regulations of the existing LI District mapped around the Superdome and the HI District between the Riverfront District (CBD-2B) and the bridge are therefore appropriate. These areas and the uses located in them are heavily oriented to automobile users.

4. Parking Policies and Controls Common to CBD Districts

Various regulations affecting the type of parking facility, design, location and use are common to several or all CBD Districts. Three sets of controls which implement important policies are briefly summarized as follows:

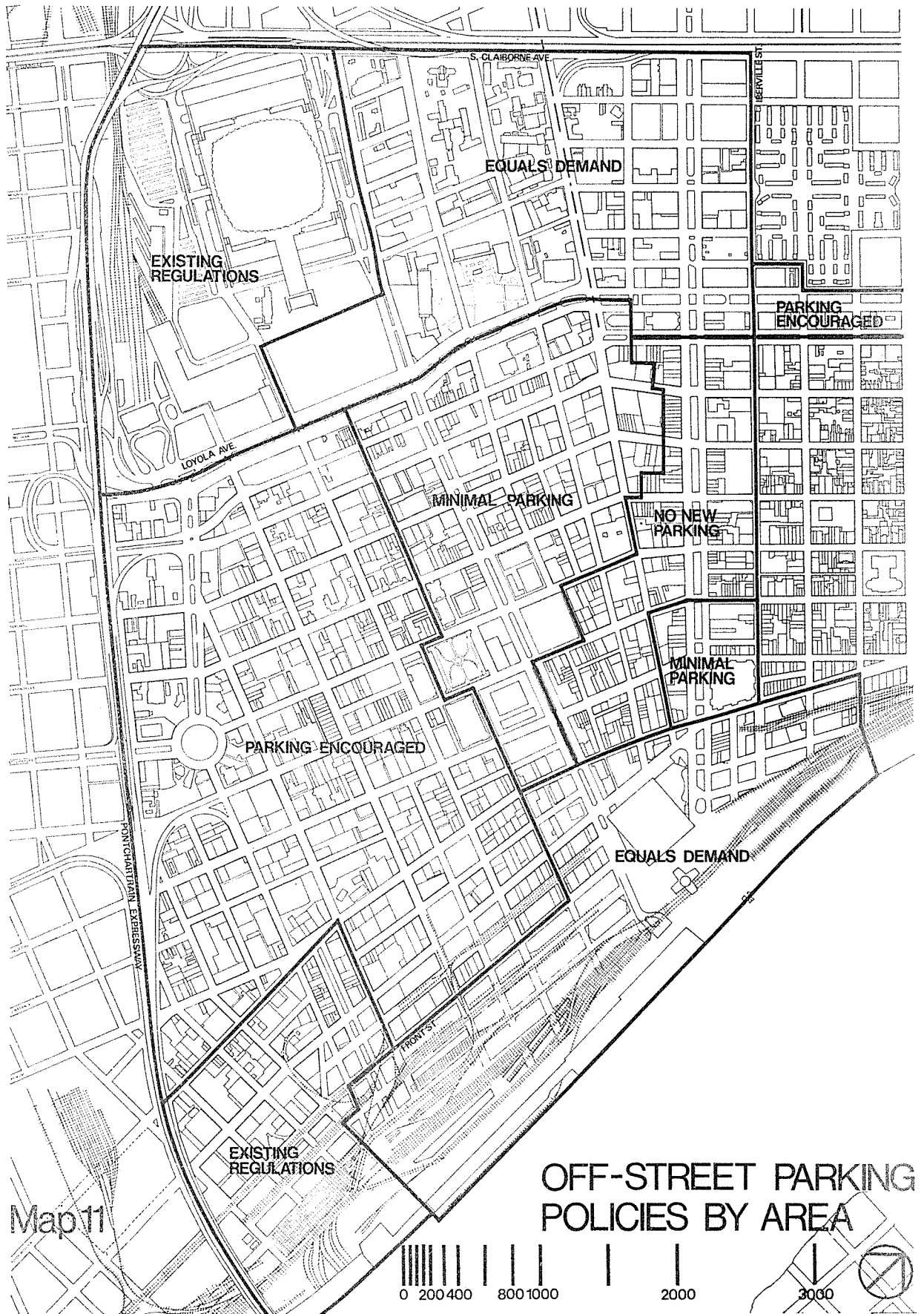
Parking Lot Control: The proliferation of parking lots near the high density Office Core is largely the by-product of speculative acquisitions of property held for resale or possible future development. On sites outside the Core they usually offer a better net return than parking structures. However, in areas of established character and scale their impact on the environment and indirectly on the tourist oriented economy is very damaging. The recommended provisions on street facade alignment, which are designed to preserve an important urban design feature characteristic of New Orleans at its best, could be reduced to shambles by repeated instances of parking lot intrusions. For these reasons we propose that new parking lots, accessory and non-accessory, be prohibited in the central portions of the CBD, that is generally between Loyola Avenue-Basin Street and the Riverfront District. This could be accomplished by mapping a Special Conservation (Overlay) District, which would include among its regulations the parking lot prohibition and other regulations or incentives appropriate to the purpose of conservation. Alternatively, the parking lot prohibition could be incorporated in the regulations of the districts where parking lots would be a serious problem. These would include all except the CBD-2B, the CBD-6A, the LI and HI Districts.

It can be argued that parking lots offer cheaper parking than garages can. However, preservation of the environment is important enough to justify the extra expense incurred by those who prefer parking close to their destination to transit riding or to peripheral parking with a shuttle bus system.

Shared Residential Parking: A modest proportion of the accessory parking spaces for residential uses may be expected to be vacated each weekday by those living in the CBD and working elsewhere. There is no reason why these spaces cannot be made available to CBD office workers during the day. Therefore, for mixed developments of residential and non-residential uses the proposed zoning regulations permit up to 15 percent of the parking spaces for residents' cars to count toward meeting the parking requirements for the non-

residential portion of the development. This is one of several incentives for encouraging dwelling unit construction in the CBD.

Control of Parking Facility Location: It is anticipated that many applications will be submitted for construction of non-accessory parking facilities, some of which may be part of the City's program. These will be required to obtain approval as conditional uses, and the proposed criteria for approval or disapproval are set forth in some detail in Article 15 (Administration). Generally these criteria are designed to assure reasonable compatibility with surrounding development and to verify whether the streets are capable of accommodating traffic entering and leaving the facility. The criteria include design considerations especially in relation to surrounding buildings and areas of architectural or historical significance. Along streets which are proposed as pedestrian malls or which carry especially heavy volumes of pedestrian traffic, the proposed regulations would prohibit curb cuts for parking garage entrances and exits.



Part 9—Proposed Use Regulations

A great variety of commercial activities must be accommodated in a Central Business District, such as New Orleans, which serves a large metropolitan population. Although various kinds of commercial activities permitted in these Districts would be considered incompatible with residential development in other parts of the City, in the CBD residential can be juxtaposed with most commercial development without serious compatibility problems. Residential use is allowed and encouraged in all the proposed CBD Districts.

There are a number of differences in the use regulations of the present and proposed CBD Districts. Generally the proposed regulations are at least as liberal as the present ones. However, public (non-accessory) parking garages and lots, which are permitted as of right in all the existing CBD Districts, are prohibited altogether in some of the proposed CBD Districts and listed as conditional uses in the others. This has been explained in the discussion of the proposed parking regulations in Part 8. Drive-in restaurants and gasoline stations are also treated more restrictively in the proposed use regulations.

There follows a brief summary of the proposed use regulations by district or group of districts.

CBD-1, CBD-2A, CBD-2B and CBD-5 Districts

These Districts are designed to accommodate primary concentrations of office buildings, hotels, hospitals, apartment buildings and a large variety of ancillary uses. Development intensity and off-street parking regulations are different in the four Districts, but the use regulations are the same. They are generally more restrictive on service uses than are the other CBD Districts. There are special requirements for allocation of frontage to retail and other pedestrian-oriented uses, which are explained in Part 6, Section 4. Retail stores are limited to not more than 10,000 square feet per establishment to prevent dispersion of major retail outlets.

CBD-3 District

This District, which is designed specially for the Canal Street Retail Center, permits the same uses as the CBD-1, CBD-2A, etc. except for the prohibition of hotels and the allowance of retail stores without size limitations. A special retail requirement applies in this District as explained in Part 7, Section 1.

CBD-4 District

This district is designed especially for the service and wholesale uses which presently serve the Office Core and Retail Center from the enclave of historic buildings between Tchoupitoulas and St. Charles Streets down-river from Poydras Street. The use regulations are quite liberal in order to permit a wide latitude for potential occupants of converted or restored buildings.

CBD-6A, CBD-6B and CBD-7 Districts

These Districts mapped along entrance corridors and in an extensive area uptown from Girod Street permit, in addition to the uses allowed in the CBD-1 District, a large variety of service uses catering to residents as well as business. The bulk regulations of the CBD-7 District favor residential development.

CBD-8 District

This District, which is mapped in the Warehouse-Manufacturing Area, permits the same uses as the CBD-4 and a number of other industrial activities as well.

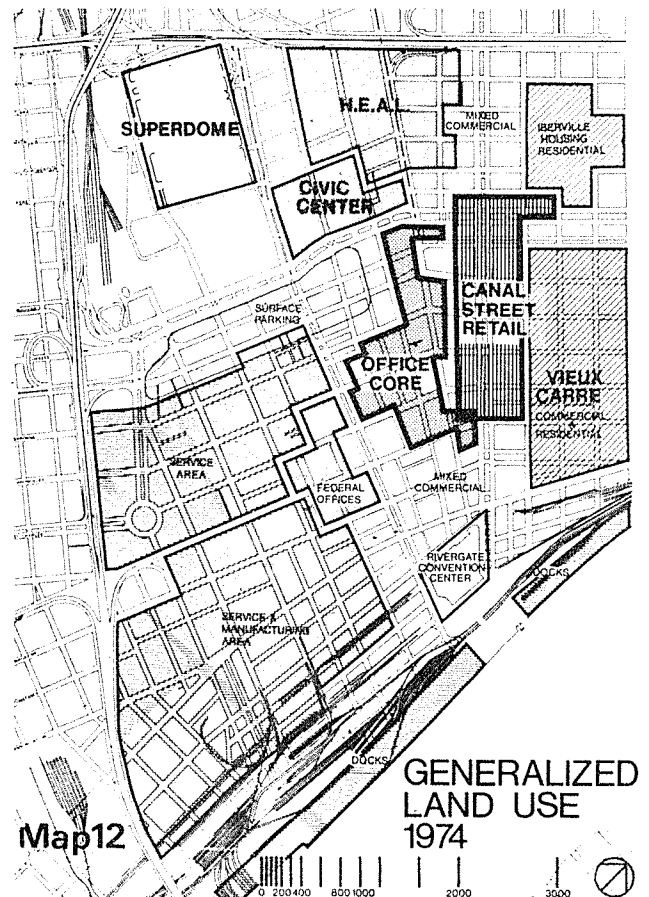
Part 10–Proposed Districts and Their Mapping

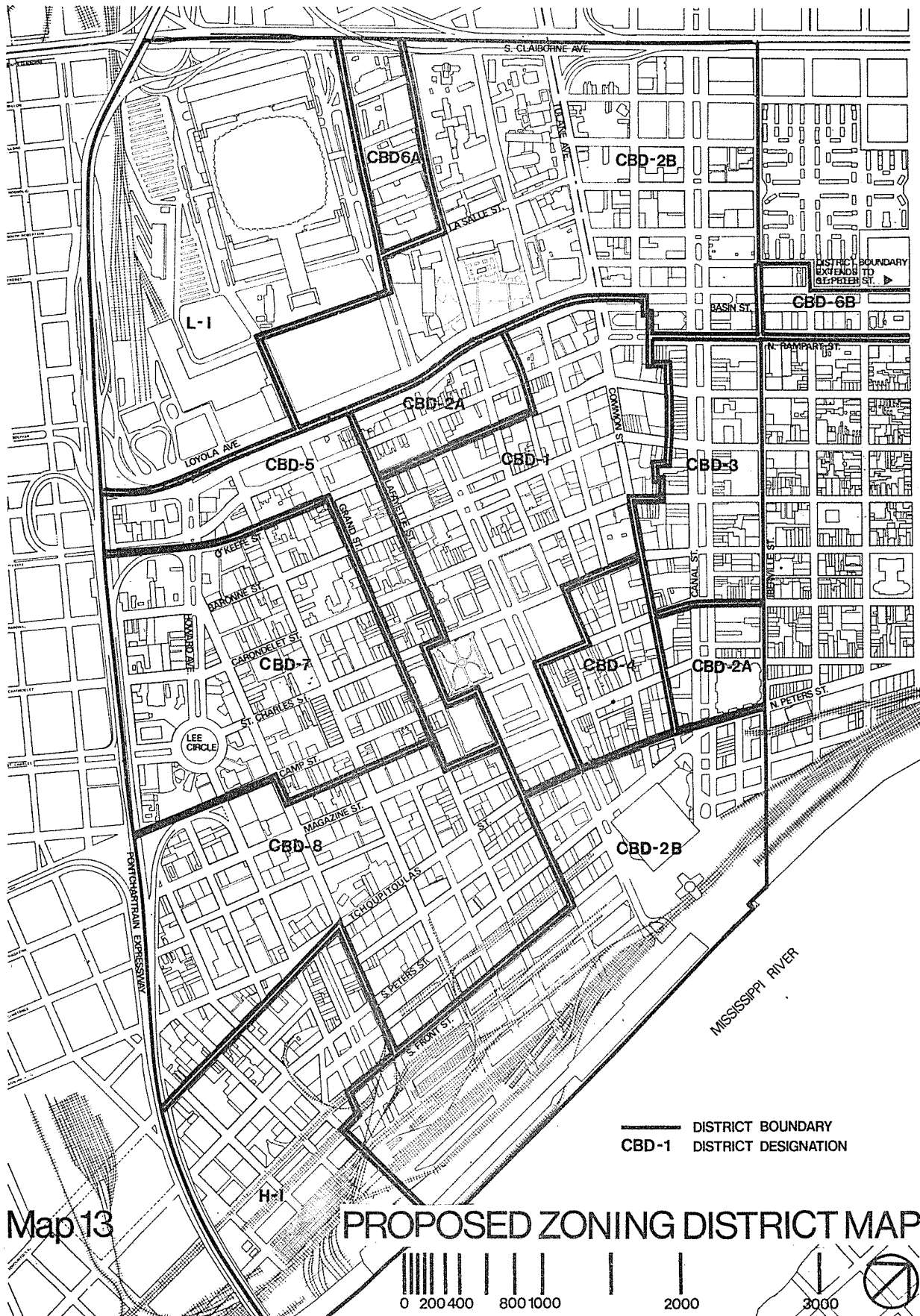
The existing land use pattern for the CBD in generalized form is shown on Map 12. The mapping of the proposed zoning districts is shown on Map 13. Comparing the two maps will highlight some features of the proposed zoning plan, especially the mapping of the proposed CBD-1 and CBD-2A Office Districts compared to the Office Core's present configuration. Brief summary explanations of each district's regulations and how it is mapped are presented below.

The proposed CBD-1 District has the highest permitted F.A.R., no parking requirement and only minimal permitted parking. It is designed to accommodate office developments and related uses and is mapped in a compact area comprising the present Office Core and the developing Poydras Corridor.

The CBD-2A District is intended to provide for Central Business District growth in areas near the Office Core and at slightly lower intensities than are justified in the Core itself. Use and parking regulations are the same as for the CBD-1 District. It is mapped along lower Canal Street adjoining the river end of the CBD-3 District and along the Loyola-O'Keefe Corridor between Lafayette Street and Union Street.

The CBD-2B District differs from the CBD-2A in permitting and requiring accessory parking that will accommodate the car trips generated by the use. The permitted development intensity (F.A.R.) is lower than in the CBD-2A, so that parking facilities large enough to meet generated parking demands will not overload the street system. The District is mapped in the Riverfront Area and in the larger area extending from the

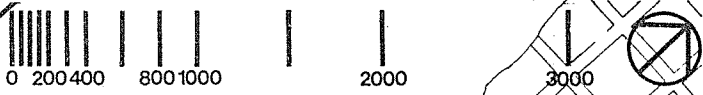




Map 13

PROPOSED ZONING DISTRICT MAP

——— DISTRICT BOUNDARY
 CBD-1 DISTRICT DESIGNATION



Poydras Plaza site through the Civic Center and H.E.A.L. to and including Upper Canal Street.

The CBD-3 District is designed specially for the purpose of protecting and enhancing the Canal Street Retail Center. Building bulk is limited to a Floor Area Ratio of 6.0 and no parking is required or permitted. Building heights are limited to 85 feet to control scale and retain a suitable transition to the low building heights of the Vieux Carré. The proposed District extends along both sides of Canal Street from Rampart to Camp and Chartres Streets.

The CBD-4 District is designed to preserve an important historic area containing a wide variety of service uses supporting development in the adjacent Office Core. Use regulations permit wholesaling and many kinds of services uses. Parking is proposed to be neither required nor permitted, the purpose being to protect the historic area and the existing service activities and to prevent aggravation of traffic congestion in this and adjacent districts. Bulk is limited to F.A.R. 6.0 and building heights to 85 feet. This District is mapped in an area between St. Charles and Tchoupitoulas Streets where buildings worthy of preservation are heavily concentrated.

The CBD-5 District is designed to permit central commercial and residential development at moderate intensities. Permitted uses are the same as in the CBD-1 District. The District is mapped along the Loyola-O'Keefe Corridor from Lafayette Street to the Pontchartrain Expressway and along the tier of blocks between Lafayette and Girod Streets extending from O'Keefe to Magazine Street. Parking facilities are encouraged to accommodate employees and customers of firms and stores in the nearby Office and Retail Cores as well as in the District itself. However, their location should be carefully controlled with particular attention to avoiding adverse impacts on the proposed Lafayette Street Mall and the Lafayette Square Historic Area.

The CBD-6A and CBD-6B Districts are designed to provide facilities and services along two entrance corridors to the CBD, one along Poydras Street and the other along North Rampart Street. New large places of assembly are not permitted in this District. Otherwise a large variety of uses is permitted. Because of high traffic generation in adjacent areas, development intensity is limited to F.A.R. 6.0. Parking is encouraged in the CBD-6B along North Rampart Street, but restricted to demand level in CBD-6A across Poydras Street from the Superdome. Intercept parking facilities are certainly appropriate along North Rampart, but would be inappropriate along Poydras, pending further study of traffic conditions resulting from Superdome events.

The CBD-7 District is mapped upriver from Girod Street between O'Keefe and Camp Streets. As in the CBD-6 Districts, a large variety of uses is permitted, but no new large places of assembly. Parking facilities are encouraged, but the location of large facilities is proposed to be carefully controlled with particular attention to historic buildings. Development intensity for commercial uses is proposed to be limited to F.A.R. 3.0, as residential and hotel developments are favored in this District. Maximum F.A.R. for a mixed building is 6.0.

The CBD-8 District permits warehousing and limited manufacturing, servicing, repair and other commercial activities. It is mapped in the Warehouse-Manufacturing Area extending toward the River from Camp Street and encompasses roughly the same area now classified as CBD-3 and LI. Development intensity is limited to F.A.R. 4.0. Parking is encouraged, but controlled as to location with special attention to historic buildings.

Part 11-Height and Area Regulations

Scope and Purpose of Height and Area Regulations

Rounding out the bulk controls for the CBD Zoning Districts are a few provisions relating to building heights and open space requirements. These types of controls are generally for the purpose of assuring adequate access of light and air. However, the proposed height controls in the New Orleans CBD are designed primarily for preserving scale where this is important. Floor area ratio limits provide adequate assurance against streets being excessively darkened by the shadows of bulky buildings. In general, the objective has been to minimize the impact of these types of zoning controls on building design.

Open Space Requirements for Non-Residential Buildings

No yard requirements are proposed for non-residential buildings in any of the CBD Districts. Where height limits apply at the street line, portions of buildings exceeding the height limit would be required to set back 20 feet. Aside from this, no open space requirements of any kind would apply to non-residential buildings. No setbacks from interior lot lines are required. *

Open Space Requirements for Residential Buildings

For the relatively high densities and urban living environments in the CBD Districts, only small amounts of usable open space should be required with residential or mixed buildings. A minimum open space ratio** of .07 is proposed in the highest density districts and .10 in those with lower density limits (see Table 9). As proposed, only half of the required open space would have to be provided at ground level or, in the case of a mixed building, at or below the floor level of the lowest residential story. The rest can be located on upper level roofs or decks. It is anticipated that a large proportion of the living units built in the CBD will be provided on the upper floors of mixed buildings.

For the historic area comprising the CBD-4 District, open space requirements take the form of building coverage restrictions similar to those in the Vieux Carré Districts, so that in this District 30 percent of a parcel's area, or 20 percent in the case of a corner lot, must be left uncovered by buildings.

Yards and Window Outlook Requirements for Residential Buildings

The proposed regulations require a rear yard of not less than 20 feet for residential buildings or portions of buildings, and require any residential building walls having windows to be set back from interior lot lines at least 20 feet or one-sixth of the height of the wall, whichever is more. These regulations would only apply above the lowest residential floor of a mixed building.

*Present Ordinance requires setbacks from interior lot lines for portions of buildings exceeding 125 feet in height.

**Open space ratio is the ratio of usable open space to residential floor area.

Modification of Open Space Requirements

In order to permit the renovation and conversion of historically valuable old buildings to residential use, it should be possible to waive or reduce open space, rear yard or window outlook requirements in appropriate cases. This could be done administratively by certification of the City Planning Commission. However, this kind of provision could not be put into effect without criteria for determining areas and conditions where the regulatory modifications would be appropriate. A first step would be to determine areas where this kind of flexibility would warrant consideration. These areas could be mapped as Special Conservation Zoning Districts overlaid upon the regular CBD District or Districts. Within the overlay district criteria and procedural rules would be established for permitting residential conversions which do not comply in every respect with the normal open space standards. In the same overlay district, prohibition of parking lots would also be appropriate.

Height Controls

In most of the CBD Districts building heights would be unlimited by the proposed regulations except for the special height limits on designated street frontages (discussed in Part 6 Section 1). District-wide height controls would apply in the CBD-3 and CBD-4 Districts, where overall height limits of 85 feet are proposed to maintain the Districts' present character and scale, and in the CBD-7 and CBD-8 Districts, where

heights are only limited within 20 feet of the street line, to maintain appropriate scale from street level perspectives.

Relationship to F.A.R. Controls

The proposed open space requirements and height controls are quite liberal in their overall effect and would not have an inhibiting effect upon development. How the key regulations relate to the basic F.A.R. controls can be seen on Table 9, which summarizes the key bulk regulations.

Table 9 Key Bulk Regulations

District	Maximum Floor Area Ratios			Residential Open Space Requirement (1)	Maximum Height Limits (2)
	Non-Residential	Residential	Entire Building		
CBD-1	11-14	6	13-17	OSR .07	No limit
CBD-2A	8-11	6	10-14	OSR .07	No limit
CBD-2B	6-8	6	8-11	OSR .07	No limit
CBD-3	6	4.5	6	OSR .07	85 feet
CBD-4	6	4.5	6	20-30% of lot areas	85 feet
CBD-5	6	4.5	6	OSR .10	No limit
CBD-6A&6B	3-6	3	3-6	OSR .10	No limit
CBD-7	3	4.5	6	OSR .10	125' within 20' of street line
CBD-8	4	4	4	OSR .10	60' within 20' of street line
LI	1	1	1	OSR .30	75 feet
HI	1.5	—	1.5	—	No limit

(1) Where OSR (Open Space Ratio) is indicated, this represents the minimum ratio of open space to floor area.

(2) Except for special height limits on street frontages designated in Article 10, Section 5.

3. Administering the Zoning Plan

The Department of Safety and Permits has ongoing responsibilities of administration and enforcement. These will include some new features, such as the bonus for residential use and the bonus for arcades along designated streets, which are permitted as a matter of right with no special permit requirement.

The responsibilities of the City Planning Commission and the City Council would be extended primarily in the two areas of special permit and conditional use administration.

Special Permits

An old procedure with a new name is proposed for the following kinds of actions requiring the exercise of planning judgment.

1. Bonus authorizations for urban pedestrian spaces, such as mini-parks, gallerias, etc.
2. Transfer of development rights.

The procedure is identical with the conditional use procedures but involves development intensity authorizations rather than use authorizations. Therefore, the term "special permit" is used. As in the case of conditional uses, approval may or may not be appropriate depending on local conditions and design considerations. Not every urban pedestrian space will be appropriate in every location. The criteria for approval of bonus applications are designed to make sure that these spaces will be useful and attractive public amenities.* They are included in Article 15 of the proposed Ordinance provisions and will provide guidance for developers and reviewing authorities alike.

A similar procedure is proposed for transfer of development rights applications, which would be reviewed with two primary objectives in mind:

1. The basic public objective of preserving the historic building and
2. The objective of minimizing impact on surrounding areas of the extra density transferred to the development site.

Administration of the special permit provisions will make slight additional demands on Planning Department staff. Pre-application conferences would be a desirable first step in an application process which can and should be expeditious. Ultimately, under an improved system of zoning administration, the requirement of City Council action in an essentially administrative process should no longer be required.

Conditional Uses

The uses which are listed as conditional uses in the proposed district regulations are for the most part not significantly different from those presently listed, a few having been removed and a few added.

Parking facilities are the most important addition to the conditional uses. The proposed parking policies as outlined in Part 8 cannot be successfully implemented without heavy re-

liance on conditional use procedures. Special criteria for the approval of parking facilities are proposed to be added in the conditional use section of Article 15. In general the criteria are addressed to the following concerns:

1. Implementation of the City's parking policy for the CBD and individual CBD zoning districts.
2. Preservation of historic buildings, historic areas, and street facade lines.
3. Compatibility with surrounding development.
4. Impact on pedestrian traffic flow.
5. Impact on the street system's vehicular traffic capacity.
6. Special impact of large parking facilities.

The City's parking policies for the CBD should be articulated in public documents.

The results of development under the CBD zoning regulations and of any public initiatives such as the provision of large peripheral facilities with shuttle bus service should be regularly monitored and assessed in relation to public transit service and traffic conditions, to determine whether the policies and their implementation are satisfactory or in need of modification. Some modifications might only affect the administration of the conditional use provisions. Other modifications might involve changes in the district regulations on off-street parking or new public initiatives.

*For further explanation of design considerations see Part 6, Section 1, above, dealing with individual amenities.

APPENDIX A — FORM FOR COMPUTING BONUS FLOOR AREA

STEP I BASIC INFORMATION

AREA OF LOT: _____ sq. ft.

For mixed buildings only: Proposed residential floor area _____ ÷ lot area = RESIDENTIAL F.A.R. _____

DISTRICTS AND PERMITTED F.A.R.'s: on chart below circle District and maximum F.A.R.'s — basic and with bonuses — that would limit proposed development.

	District:	CBD-1	CBD-2A	CBD-2B	CBD-6
Base Maximum F.A.R.'s					
Non-residential building or portion of building		11	8	6	3
Residential building or portion of building		6	6	6	3
Entire (mixed) building (containing both residential and non-residential portions)		13	10	8	3
Maximum F.A.R. Achievable by Earning Bonus Floor Area					
Non-residential building or portion of building		14	11	8	6
Residential building or portion of building		6	6	6	3
Entire (mixed) building					
a. Where proposed residential F.A.R. is less than 4.5		16	13	11	6
b. Where proposed residential F.A.R. is 4.5 or more		17	14	11	6

STEP II PROPOSED BONUS FLOOR AREA

Urban Pedestrian Spaces

1	2	3	4
Feature	Bonus Floor Area (sq. ft.) per unit of Feature's Area or Length	Area or length of Proposed Feature in sq. ft. or ft.	Bonus Floor Area Allowance (sq. ft.) (Col. 2 × Col. 3)
Mini-park	8 (per sq. ft.)	_____	_____
Galleria	6 (per sq. ft.)	_____	_____
Arcade	4 (per sq. ft.)	_____	_____
Through Arcade	5 (per sq. ft.)	_____	_____
Elevated Pedestrian Way	120 (per linear ft.)	_____	_____
Elevated Pedestrian Plaza	8 (per sq. ft.)	_____	_____
Total bonus floor area for proposed urban pedestrian spaces			_____

Residential Use

	Bonus Rate	Bonus Floor Area Allowance (sq. Ft.)
Proposed floor area _____ sq. ft.		
Less lot area x 3 _____ sq. ft.		
Difference _____ sq. ft.	x 0.5 =	_____
Grand Total proposed bonus floor area for urban pedestrian spaces and residential use		_____

STEP III TOTAL PROPOSED AND ALLOWABLE FLOOR AREA

Building Type (check): Non-Residential Mixed Residential/Non-Residential

Note: Floor areas proposed and allowable should be for the entire building in the case of mixed buildings.

Allowable floor area

1. Base maximum F.A.R. × Lot Area (sq. ft.) from Step I _____
2. Total proposed bonus floor area from Step II _____
3. Total 1 and 2 _____
4. Maximum floor area achievable by earning bonuses (maximum achievable F.A.R. × lot area) from Step I _____

Proposed total floor area (may not exceed the lesser of line 3 and line 4 above) _____

Part 12– Sign Regulations

Existing Sign Regulations

The sign regulations of the present CBD Districts are very liberal, especially in the CBD-2 and CBD-3 Districts. Although full advantage of these loose controls is fortunately not taken on many CBD parcels, there are enough instances of excessive numbers, sizes and attention grabbing to cause concern about potential spread.

Proposed Changes

Roof signs and general advertising signs: These are now prohibited only in the existing CBD-1 District. With the construction of the Superdome, the coming development of the Riverfront, the objective of more residential development in the uptown direction and the historic preservation concerns in much of the remainder of the CBD, we propose that the prohibition of these categories of signs be extended throughout the CBD.

Sign Area. For the same reason we propose to reduce the excessive amount of accessory sign area now permitted everywhere but the existing CBD-1 District, so that the present sign area limits of the CBD-1 District will apply in all the new CBD Districts.

Projecting Signs. These signs are presently prohibited in the extensive area covered by the existing CBD-1 District. We propose to extend the prohibition of projecting signs to the Lafayette Square, Loyola - O'Keefe Corridor and H.E.A.L. - Civic Center Areas, so that they would not be permitted in the proposed CBD-1, CBD-2A, CBD-2B, CBD-3, CBD-4 and CBD-5 Districts.

Flashing Signs. These signs, presently prohibited only in the existing CBD-1 District, would be prohibited as well in the upriver area proposed for CBD-7, where an important goal is the attraction of residential development.

Termination of Projecting Signs in CBD-3. A special provision in the proposed CBD-3 District would require the removal of projecting signs within a year. This should greatly improve the appearance of the Canal Street Retail Center.

Part 13—Proposed New Administrative Provisions

1. The Importance of Effective Zoning Administration

The basic prerequisites for success of the CBD implementation strategy and zoning plan are:

1. Legality
2. A plan with appropriate objectives and means
3. Workable, equitable procedures in the zoning plan
4. Effective administration

The new zoning system and special zoning approaches we have recommended, especially those involving incentives as well as special approaches for unique areas, depend upon the success of each of the above four factors.

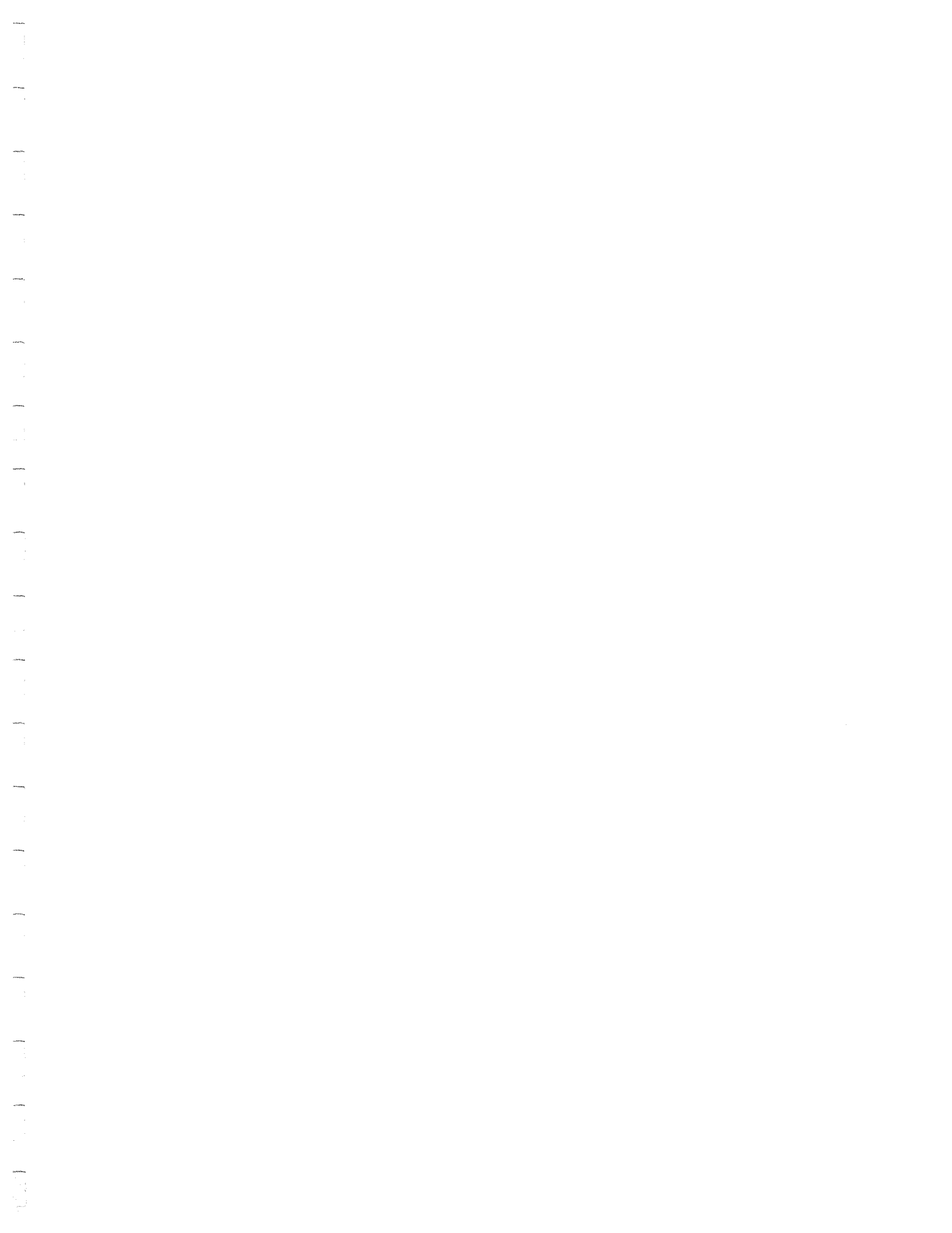
These prerequisites are all closely interrelated. In particular, effective administration requires each of the other three. Good design is particularly important for the New Orleans CBD, and for this a modern system of discretionary decision making is needed.

The decisions are essentially administrative. They are judgments formulated in accordance with criteria legislated as part of the Ordinance and they implement rather than make policies. The matters decided are generally of a technical nature and some are only minor details. But decisions of this kind are presently made by the City's policymakers — the City Council — after review and recommendation by the City Planning Commission. Some of the lesser decisions — not always so small in terms of their impact — are made by the Board of Adjustments. A better system of zoning administration is needed. Pending its availability the proposed CBD Zoning Ordinance provisions are written for administration within the present framework.

2. Board of Adjustments

The variance and exception granting powers of the Board of Adjustments should not be exercisable in situations where they could undermine site plan reviews or the implementation of plans and urban design policies. The Ordinance presently prohibits Board waivers, variances or exceptions to development standards for large-scale developments or conditional uses. The proposed amendment would add the following limitations in CBD Districts.

1. No floor area ratio variances would be permitted because of obvious conflicts with floor area bonuses for elective amenities and residential construction and also with transfer of development rights.
2. No special height exceptions would be permitted along the designated street frontages where special height limits are established to implement an important feature of the Urban Amenity Plan.
3. No variances or exceptions would be permitted for waiving or reducing parking requirements. Parking policy in the CBD should be made and implemented by the City Planning Commission and the City Council.



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