

GUIDELINES FOR GROWTH *in Central New Orleans*

RECOMMENDATIONS FOR THE GENERAL PLAN



THE NEW ORLEANS CENTRAL AREA COMMITTEE

NO
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CBD



GUIDELINES FOR GROWTH *in Central New Orleans*

Recommendations for the planning and development of Central New Orleans prepared for and adopted by the New Orleans Central Area Committee. Consultant: Barton-Aschman Associates, Chicago, Illinois. MAY, 1965

preface

WITHOUT QUESTION, Central New Orleans is entering a most progressive and exciting era. Plans already developed and projects underway will create more change than the area has seen in the lifetime of almost anyone now living.

Tremendous backlogs of obsolescence have created opportunities for new construction on a vast and unprecedented scale. Major improvements to access and public facilities, plus the growing marketable value of the area's history, culture, and colorful cosmopolitan environment, are awakening investors to the dramatic potentials inherent, but still vaguely dormant, in the area.

In their actions, the city and state also have shown an awareness of the importance of the area as a prime and growing center of employment, a key tax producer, an outstanding symbol of civic and regional heritage, and a vital generator of economic and cultural growth.

For over eight years, the New Orleans Central Area Committee has been working to create a greater awareness of the potentials and importance of Central New Orleans. It has financed and supported numerous studies designed to highlight the opportunities and needs of the area and to inaugurate needed projects and programs. Much has been accomplished, but much more must be done!

Three very great needs arise as a result of rapidly accelerating change:

1. The need to *preserve* and improve qualities that are the essence of the attractiveness and value of the area . . . qualities that help make New Orleans unique.
2. The need to assure *efficiency* in the arrangement of buildings, activities, and circulation . . . efficiency that will prevent self-strangulation and provide room for every needed and appropriate function.
3. The need to achieve *excellence* . . . superiority of service and appearance in all features affecting human reactions to the area. Examples of these features are streets, parks, buildings, pedestrianways, signs, lighting, and landscaping.

Skyrocketing increases in the freedom of personal and business movement and choice make it essential that these three needs be met if the importance of Central New Orleans in the national and world scene is to be maintained and increased. It is essential, therefore, that coming change be guided toward objectives, principles, and standards that will assure *efficiency*, *excellence*, and *preservation* of essential values in area growth. Without such guidance, strangling conflicts and conditions of confusing monotony and disorder will develop and unique attractive qualities will be lost. With proper guidance, anticipated growth will be only the first of many steps towards a future for Central New Orleans that can be prosperous and rewarding in every way.

introduction

RECOGNIZING the urgent need for guiding principles and objectives, the Central Area Committee has continued and expanded its work of past years to prepare the statement of policy and the recommendations set forth in this report.

Working over a period of almost two years, the Committee has reviewed and refined all past policies and has expanded the scope of its work to cover many additional details. The process has included review of all past activities, existing conditions and plans, and discernible future happenings; the drafting of papers for Committee review and discussion; and a large number of "task-force" and related meetings for the purpose of determining a "Committee" point-of-view.

The results of this work are summarized here. They consist of three basic parts:

1. Committee recommendations of *principles* and *objectives* for Central Area development.
2. Committee recommendations for the *application* of desired principles and objectives.
3. Illustrative studies of selected opportunities for achievement of principles and objectives and desired new growth.

It is intended that these recommendations and illustrations be used as a framework for guiding, evaluating, and stimulating new public and private programs and projects. All who are concerned with the well-being of Central New Orleans are urged to join with the Committee in perfecting and implementing the recommendations contained here—and in working for growth and achievement of lasting value.

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part **1**

SUMMARY OF PRINCIPLES AND OBJECTIVES

PRINCIPLES and objectives for long-range development of the New Orleans Central Business District have been developed by the Central Area Committee based upon the 14 papers issued under the title "Guidelines for Growth, New Orleans Central Area." These papers fall into three major categories:

Those which enunciate principles and objectives involved in the overall planning of the Central Area; i.e., the basic function of the area, access, land-use, cultural and meeting facilities, parking, truck service, details of design, and pedestrian facilities.

Those which enunciate principles and objectives involved in the planning of specific parts of the Central Area; i.e., The International Center, Poydras Street, Vieux Carré, Canal Street, the Retail District, and areas of "fringe" or supporting development.

One paper which deals directly with approaches that might be taken to more fully implement the stated principles and objectives and achieve large-scale new developments in the Central Area.

The major principles, objectives, and conclusions drawn up and adopted by the Committee deal with a total of 14 principal topics within these three major categories. They are summarized in the following section.

OVERALL CENTRAL AREA PLANNING

The Function and Importance of Central New Orleans

IT IS ESSENTIAL that clear concepts of the function of Central New Orleans be developed as a basis for the establishment of policies and plans for this area. In architectural design, it has often been stated that "form should follow function"; this relationship is equally valid in the design of Central New Orleans.

Central New Orleans should continue to serve as a great regional center, bringing to the city and the South Central Region the national and international advances of culture, science, education, and commerce. Central New Orleans may perform this role only by serving as an attractive and robust center of personal communication in which people may meet to exchange goods, services, ideas, and entertainment on an intra-regional, inter-regional, and international basis. Encouragement should be given to activities and services such as the following:

Administrative and headquarters offices of private, institutional, and public organizations, particularly those serving the entire metropolitan area and the region or which are of na-

tional importance. Especially important are offices related to the Port and international trade.

Financial institutions handling the flow and investment of money, credit, and securities on an intra- and inter-regional basis.

Professional and non-professional services, including especially those that can be performed effectively at one or, at most, only a few locations in the region.

Cultural, recreational, and educational activities that can be performed at only one or, at most, only a few locations within the region.

The display and marketing (though not necessarily storage) of merchandise for wholesale distribution.

The display and retail sale of merchandise that is highly specialized or that will help provide maximum opportunity for comparative shopping in Central New Orleans.

Hotels, motels, and other forms of transient housing with all of their attendant meeting, restaurant, and service facilities.

Activities and facilities that should be especially stressed and supported in Central New Orleans include:

Features of historic, architectural, and cultural importance to the Metropolitan Area, the nation, and the world.

International trade.

The Mardi Gras.

Features emphasizing New Orleans' seasonal advantages.

Entertainment and cuisine.

Other activities and facilities to be accommodated include:

Port activities, including especially those involving the transfer of people and high-value goods and the immediate use of the waterfront.

Housing, especially housing to accommodate Central Area employees and seasonal visitors.

Land-use and Zoning

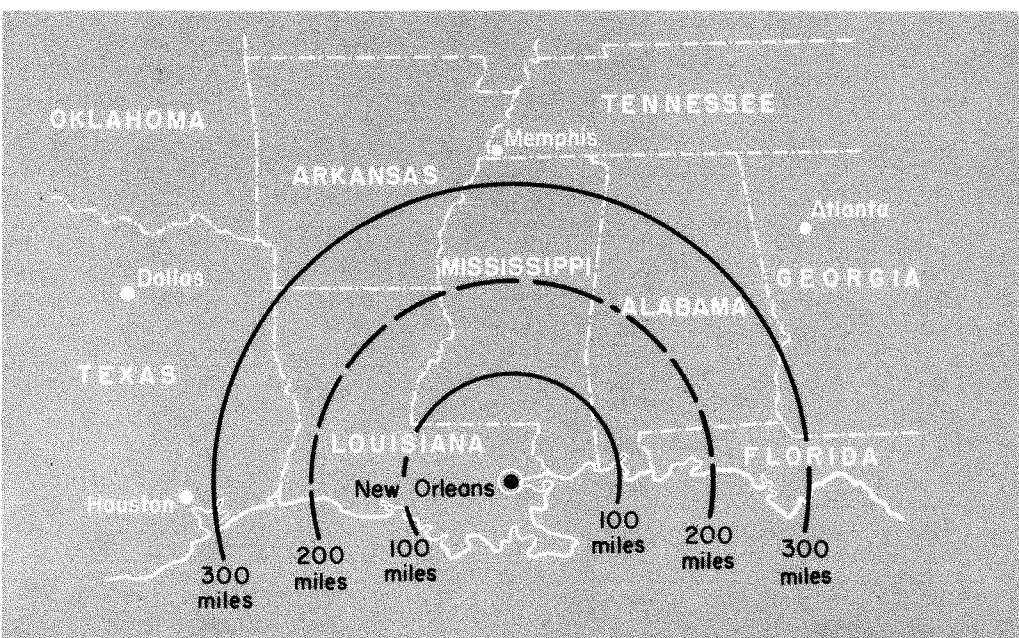
IF CENTRAL New Orleans is to grow, the role of "personal communication" must be emphasized. Increasingly, the vitality and value of the Central Area is dependent upon its ability to provide the opportunity and facilities for *personal contact* of customer with goods, services, or entertainment; visitor with points of interest; businessman with businessman; and professional with client.

To provide variety, richness, and ease of personal contact, it is recommended that the following important concepts be applied in the planning and zoning of Central New Orleans.

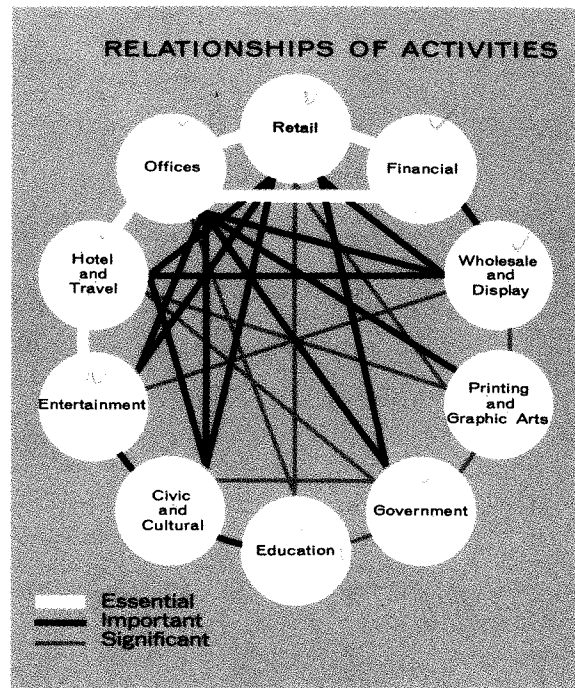
Central New Orleans should be viewed as consisting of a number of related but distinct districts, each with its own special environmental and building needs, and each susceptible to individual planning and zoning.



International trade, a tropical environment, the Mardi Gras, and entertainment are among Central Area features that should be stressed.



Central New Orleans is one of the most important parts of the entire South Central Region—an area containing almost 30 million people and over 600,000 square miles.



Land-uses allowed in each district should conform to the principle of *compatibility*—each should “help” the other.

The control of activities within the various districts should be accomplished by specifying activities to be *permitted* instead of activities to be prohibited.

Various building requirements, including those related to offstreet parking, intensity of development, building setbacks, etc., should be designed to support the principle of *compactness* in the development of Central New Orleans. Activities which have need for close proximity to each other and which exchange large numbers of customers, patrons, and employees should be arranged in compact, unified groupings.

Intense development should be allowed and encouraged within the main office, financial, and retail districts. The amount of parking within these districts should be limited so as to reduce conflicts between vehicles and pedestrians and promote the highest possible densities of office and/or retail space.

In areas outside of the main office, financial, and retail districts, overall development intensities should be held to relatively lower levels, and developments in these areas should be required to provide sufficient offstreet parking (excluding the Vieux Carré).

Density and setbacks should be controlled along routes providing access to the Central Area to protect the capacity of these routes and to assure a desirable standard of appearance.

Development intensity should be controlled chiefly through the use of “floor area ratio” standards.

Large-scale, multi-purpose development should be encouraged within the Central Area.

Land-use and zoning plans should require high standards of safety, convenience, and appearance.

Access to the Central Area

HISTORICALLY, transportation has been a key element in the growth and development of New Orleans and its Central Area. In fact, the early function of both the Central Area and the entire city was the transportation of people and goods. Today, as the center of a vast metropolitan region, the function of the Central Area has broadened, but transportation remains the key to its success and continued growth. The many regional activities which have gravitated to Central New Orleans must have an efficient and effective transportation system to bring patrons and employees to the area.

In order to assure continued good access and circulation, the following principles and objectives should be applied.

The city’s street and highway system should provide for primary access to the Central Area. The combination of access and bypass routes should produce an “outer ring” of high-capacity highways around the Central Area.

The location of connections from the “outer ring” and major access streets should provide for internal access at the corners of the intensively developed office and retail core area. These connections combined with high-capacity surface streets should provide an “inner ring” circulation system around the Central Area core.

The overall street system of the Central Area should consist of the following:

- An “outer ring” of expressways.
- An “inner ring” of high-capacity surface streets.
- A number of *primary access* and *penetator routes* connecting the outer and inner ring systems and connecting adjacent community areas to the Central Area.
- Local service streets providing access to buildings and facilities for bus and emergency vehicle circulation.

Cultural and Meeting Facilities

CULTURAL and meeting facilities are essential to the performance of the basic functions of Central New Orleans. These include (1) serving as a great regional center of personal communication in which people may exchange goods, ideas, and information, and also obtain services, recreation, and entertainment; and (2) maintaining the role of Central New Orleans as a colorful symbol of the city and of the entire region.

Because of the importance of cultural and meeting facilities in serving personal communication and in establishing symbolic qualities, the following are recommended as principles and objectives for their development.

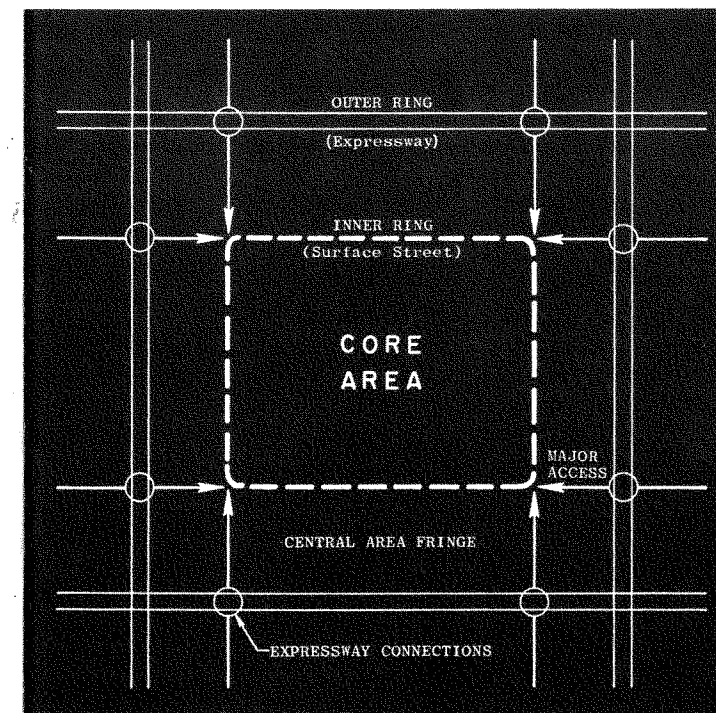
Substantial effort should be made to *develop* and *improve* New Orleans’ major cultural facilities. In making decisions concerning the location of such facilities, the possibility of locating them within Central New Orleans should be thoroughly explored.

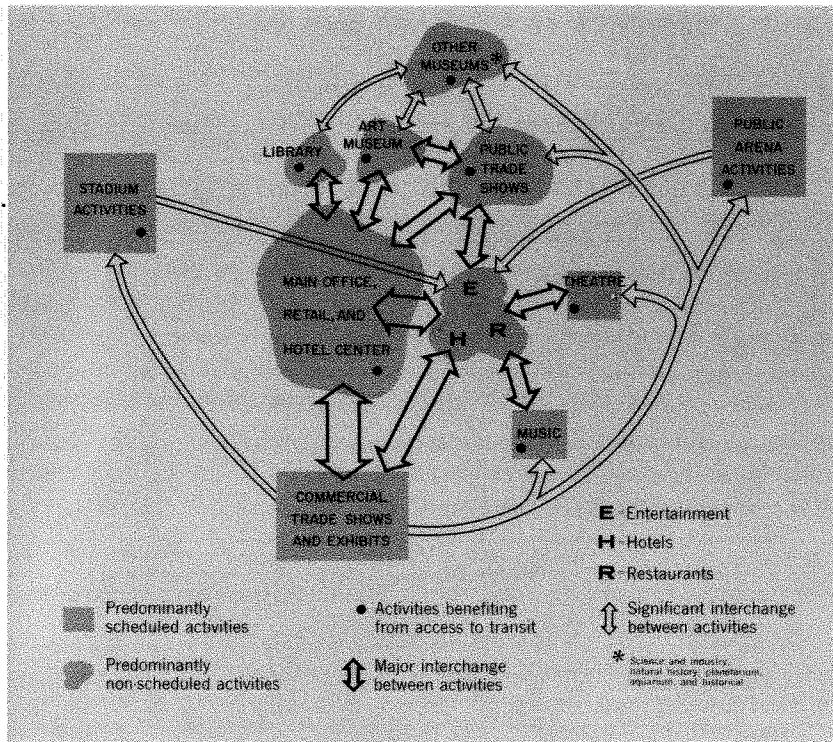
Cultural facilities should be carefully located in relation to *transportation and parking systems* in order to assure adequate service to customers and patrons and avoid excessive demands upon available circulation and access facilities.

Major cultural facilities should be located where they will help assure *compactness* and *compatibility* in the arrangement of activities within the Central Area. This means that in locating facilities consideration should be given to:

- The extent to which they could exchange significant numbers of patrons and customers with other cultural facilities or with other facilities of the area.
- Conflict with other facilities.
- The potential that individual facilities may have for contributing to the maintenance or improvement of surrounding areas.

Inner and Outer Ring System





Potential interchange between cultural and meeting facilities and other Central Area activities.

Great care should be taken in locating specific facilities within the Central Area. So far as possible, the *locational requirements of each facility should be considered individually* as follows:

□ Facilities depending on informal, unscheduled "impulse" patronage, such as the library and art museum, should be linked as closely as possible with the major office and retail center.

□ Facilities for theatrical programs, concerts, and operas should have good access to restaurant, hotel, and entertainment facilities and should be close to prime retail activities. Furthermore, these facilities should be located where there will be good access to public transit and where patrons may use major parking facilities developed for the general service of the main office and retail center. Since it is likely that these activities will operate simultaneously, they may be

separated so that they will not be competing for the use of the same street, transit, or parking facilities.

□ Facilities for public trade shows (auto, home, sports, and similar "exhibit type" shows whose patronage also may be rather unscheduled and on an "impulse" basis) should be located close to major office and retail activities and commercial entertainment and restaurant facilities.

□ Facilities serving major, scheduled activities (i.e., activities attracting or discharging large numbers of people simultaneously) should be located to assure that transit, parking, and street facilities are adequate. Because such activities frequently run concurrently, it will be desirable to separate them so that they may use separate portions of the transportation system.

□ Care should be taken in the design and location of all facilities to obtain maximum value from them as attractive landmarks and symbols and to assure that they will contribute to the enhancement of the areas in which they are located.

Parking in the Central Area

NEXT TO THE provision of access and the development of sound land-use patterns, the provision of adequate parking ranks as a most essential feature of Central Area development.

The following principles should guide the development of parking in Central New Orleans.

New parking facilities should be compatible with the overall plan for the Central Area with regard to placement of buildings, pedestrian circulation, pattern of transportation access, and attractive design.

New parking facilities should be designed to serve the needs of potential users; for ex-

ample, facilities in a self-parking operation should be designed with generous stalls and aisles. Parking in two broad categories should be provided:

□ Long-term parking for employees and other all-day parkers. This parking should be located adjacent to major access routes around the perimeter of the core area. It should consist of approximately 50 to 75 percent of the total Central Area parking supply.

□ Short-term or penetrator parking for shoppers, office visitors or patrons, and executives who demand convenient, close-in parking. These facilities should be located as close to major destination areas as possible. Small portions of the most strategically located parking of this type should be designated as short-term "errand" parking for high turnover use.

Enough short-term parking should be provided to accommodate normal peak periods of demand.

Short-term parking should be provided within approximately 600 feet of major destinations.

Major parking concentrations should have access to at least two streets to provide flexibility and ease of entrance and exit.

Traffic generated by parking facilities should not exceed the capacities of streets serving these facilities.

Major parking facilities should be located around the perimeter of the core so as to intercept traffic before it reaches destinations in that area.

Curb parking should be eliminated on many Central Area streets. Wherever it can be retained, use should be limited to short periods to encourage rapid turnover and make it available for high priority "errand" use.

Rates established for short-term parking should encourage rapid turnover for patron

use and should discourage long-term employee use.

Pedestrian links should be established between major parking facilities and major pedestrian destinations within the Central Area.

Truck Service Facilities

ALTHOUGH often overlooked, the provision of adequate and suitable truck service facilities in the Central Area is one of the most important planning requirements. Failure to provide adequate truck servicing not only obstructs the movement of goods, but it makes all forms of movement, including pedestrian and vehicular, more difficult.

These principles should guide the development of truck servicing facilities in Central New Orleans.

Unnecessary truck traffic in the Central Area should be eliminated by relocating those activities that do not need a central location or do not have a functional relationship to appropriate Central Area land-uses.

To the extent possible, terminal facilities should be established outside the Central Area where over-the-road cargos would be broken down and reassembled for delivery by smaller trucks.

Truck deliveries and pick-ups at the same Central Area point should be scheduled to allow both actions to be accomplished in a single trip whenever possible.

To the extent possible, deliveries should be scheduled before, between, or after normal peak hours of traffic flow.

Adequate offstreet truck service areas should be incorporated into the design of new Central Area developments. Large-scale developments which can contain consolidated service areas for several businesses or activities should be encouraged.



Pedestrian movements should be made with maximum convenience, pleasure, and safety.

Truck service areas should not block major pedestrian paths or create undue conflicts with street traffic flow.

Truck service areas should be screened from view and should not detract from the overall appearance of the Central Area.

Through truck movement should be prohibited on core area streets. Truck routes should be established to guide such vehicles around, rather than through, this area.

Pedestrian Facilities

PROVISION of an environment and the opportunity for personal contact with other people, merchandise, and services is a key, essential quality of Central New Orleans.

However, if the full potential of this quality is to be realized, it must be possible to make these personal contacts quickly, easily, and

spontaneously at prime office and retail locations during any significant business, shopping, or recreational trip. This need has produced the recommendations that primary activities of the area be compactly arranged, that new development be undertaken on a large scale, and that cultural, meeting, and other facilities be located with primary consideration to ease of access and interchange. However, in addition to implementation of these recommendations, it is equally necessary that good facilities for pedestrian movement be provided. Ease and safety of pedestrian movement greatly increases the ability and willingness of individuals to use the many facilities of the Central Area; although many movements can be made by elevator, taxi, or transit, the great majority of contacts must be on foot.

The following objectives and principles are recommended as a basis for improving pedestrian facilities within the Central Area.

The basic objective should be to permit pedestrian movements within the Central Area to be made with maximum convenience, pleasure, and safety. This means that:

- The time required to move between points in the Central Area on foot should be reduced as much as possible.
- The pedestrian should be confronted with as few obstacles and annoyances as possible.
- The environment for walking should be as pleasant as possible, providing protection from adverse weather and providing surroundings that can be enjoyed because of their variety, beauty, and interest. Conflicts between pedestrians and vehicular movements should be kept to a minimum.
- A closely-spaced network of pedestrian-ways should be provided.
- Wherever possible, pedestrian movements should be separated from those of vehicles.
- The development of pedestrian facilities on

at least two levels should be encouraged. One of these must be at the ground level, the other should be above grade.

Central Area Design Standards

ULTIMATELY, DETAILS of design (signs, street furniture, lighting, and landscaping) will be most important in determining whether New Orleans continues to be considered a great and beautiful city. Although major new buildings may be built, new streets laid out, and adequate parking, transit, and pedestrian facilities provided, the image of Central New Orleans will still be determined largely by the character of its signs, landscaping, streets, and other visible features.

It is extremely important, therefore, that substantial attention be given to such features and that meaningful standards and principles be applied in an effective system of guidance and control. The following principles and objectives are recommended.

Efforts should be made to improve three important aspects of design in Central New Orleans. These include *lighting, advertising and business signs, and street furniture and landscaping.*

A *lighting program* should be developed that will identify and provide for the lighting

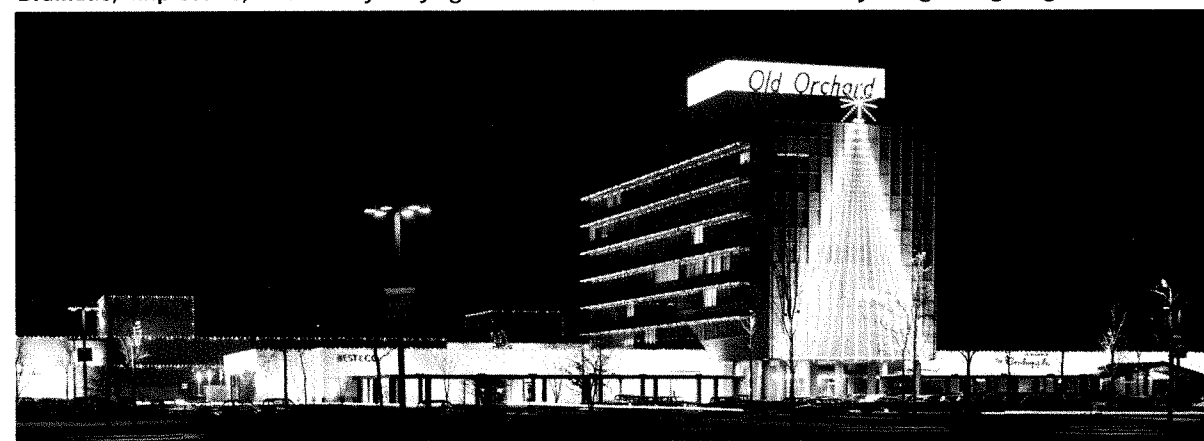
requirements of various parts of the Central Area. Some of the types of areas for which special lighting plans should be devised include:

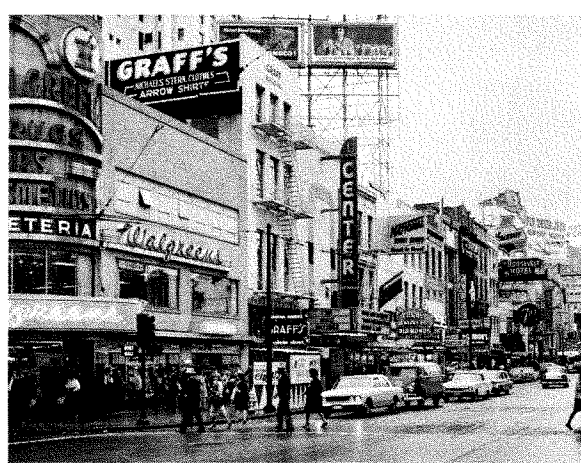
- Major vehicular, approach, and circulation routes where special, high-intensity lighting must be supplied.
- Areas such as the International, Civic, and Assembly Center where the exterior lighting of buildings and landscaping should be emphasized.
- Areas bordered by display windows where the lighting of interior areas and displays should be emphasized.
- Nighttime activity centers, such as theater, hotel, entertainment, auditorium, and exhibition hall areas, where building and parking entrances and pedestrian circulation facilities should be well lighted.

A policy and program of *sign control* should be adopted and implemented through zoning and other devices to achieve the following:

- Control of the design and location of all signs to minimize conflicts with each other and with the interests of the public and, at the same time, preserve the ability to transmit needed and desired information. Such control should

Dramatic, impressive, and widely varying effects can be achieved with skillfully designed lighting.





The unrestrained and garish use of signs destroys both the public view and the effectiveness of the signs.

recognize the preeminent importance of signs related to traffic safety, the high relative importance of informational and directional signs, and the primary need for identification of buildings and activities within the Central Area.

Variation in the size, design, and construction of signs in different parts of the Central Area, with due regard for the differing objectives and needs of the various areas.

Recognition of the time and duration of sign display to take into account the fact that signs giving information about specific events need relatively more prominence than signs advertising matters having no particular relation to time.

Recognition of variations in the need for advertising display by different types of businesses.

Every street and open public area within the Central Area should be treated as an opportunity to achieve a comprehensive landscape design.

Every consideration should be given to assure that the different elements of street furniture fit together, both functionally and in appearance. These specific objectives should be sought:

Individual elements (signs, light fixtures, etc.) should be tastefully, simply, and functionally designed.

The number of elements to be placed in streets should be minimized, commensurate, of course, with the desire for suitable landscape planting. Wherever possible, individual objects, such as signs and light standards, should be combined.

The functions of many items of street furniture should be provided from adjacent buildings or structures; for example, streets and walks may be lighted by fixtures mounted on adjacent buildings, and fire hydrants, benches, waste containers, newsstands, and street signs may be built into or affixed to adjacent structures.

The need to use signs for parking, pedestrian, and traffic control should be reduced through the basic design of pavements and landscaping. For example, the pavement of a pedestrian crosswalk should be specially marked to indicate its function, and landscaping devices should be used in place of signs to discourage or prevent curb parking and loading, jaywalking, etc.

New items of street furniture, such as canopies, bus stop shelters, or other protective devices, should be included as part of overall street design.

More generous use should be made of landscape planting.

Poor design or decay of certain street improvements (inset) detracts from the appearance of parts of Central New Orleans. Careful design of street and walk pavements (large photo) can create interest and also help define trafficways.



THE PLANNING OF OPPORTUNITY AREAS

The International Center Area

WITH THE START of construction on the new International Exhibition Hall and Trade-mark Tower, the rejuvenation and rebuilding of the great New Orleans waterfront has begun. However, if certain critical problems are to be avoided, and if maximum advantage is to be gained from the major effort and investment involved in developing the International Center, certain important planning principles must be observed.

Basic functions of the International Center Area should include:

A point of *major entrance* to Central New Orleans by way of the Riverside Expressway and the inner ring system of Camp, Magazine, Decatur, Peters, and Iberville and Bienville Streets.

A point of important *civic interest*, providing visual and actual public access to the river.

A point of termination for several of the most important streets of Central New Orleans, including especially Canal, Gravier, Common, and Poydras.

Other facilities and functions that should be accommodated in the International Center Area include:

A merchandise mart.

A theater-auditorium.

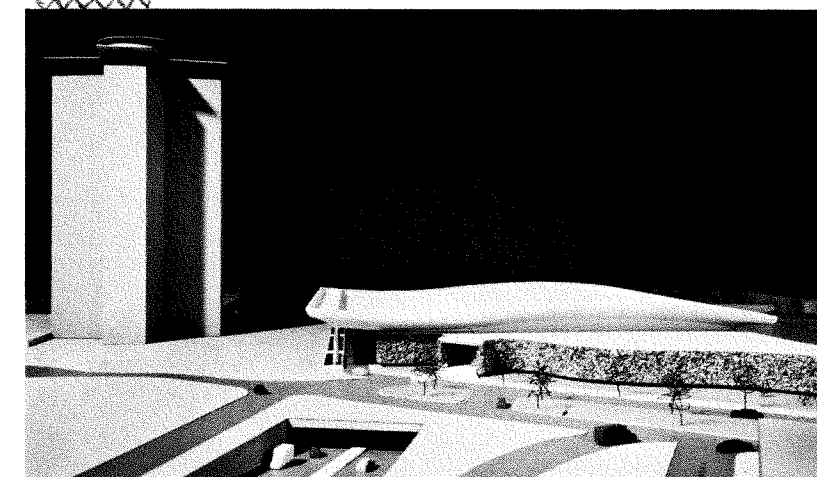
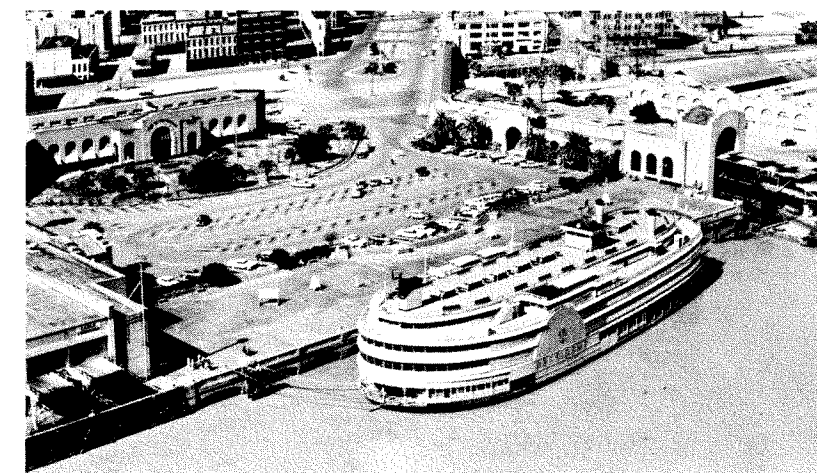
One or more hotels.

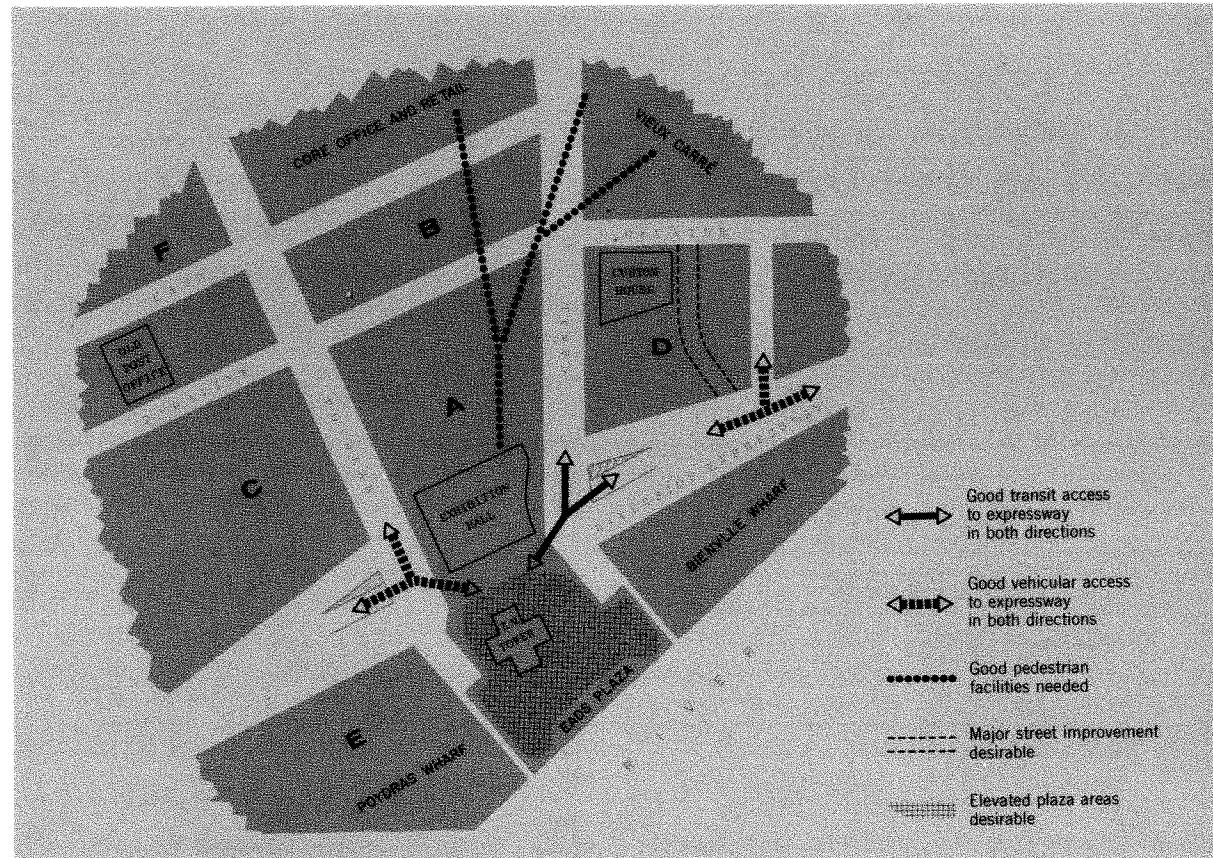
Restaurants, clubs, and similar facilities.

Both short- and long-term parking.

Special-purpose offices, especially including those that are not intimately related to activities in the financial and office core but that can benefit from and help create prestige qualities in the area.

Planning for the International Center Area should take place on a *large scale* and should





Development objectives within and around the International Center Area.

observe and should help to achieve basic principles of access as these apply to the Riverside Expressway and to the inner ring.

The location and design of buildings and other structures in the International Center should take into consideration the need to *terminate and/or extend views* toward the river from Poydras, Gravier, Common, and Canal Streets.

Good connections for *pedestrian movement* should be developed and maintained between the International Center and the core retail, hotel, and office center.

The design of the International Center Area should enhance and encourage new *high-quality* development in *adjacent areas*.

Parking provided in the International Center should be located and designed to serve both the center and the main retail-office core.

Poydras Street

POYDRAS STREET—and the lands along Poydras Street—should perform these three major functions:

- The uptown side of the “inner ring” system of major access and distributor streets.
- A *boundary* between different types and intensities of land development.
- A *grand boulevard* and vehicular “promenade.”

Specific objectives to be met in the development of the street—including the development of adjacent lands—are:

- The *traffic movement* capabilities of the street should be enhanced and preserved.
- The development of lands along the street should conform to a *high standard of attractiveness*; the street should be bordered by buildings of excellent design quality and by plazas, landscaping, and similar features that will add to its appearance and prestige.
- Lands along Poydras Street should be used for activities that are *related to adjoining land-use* districts. For example, lakeside of Loyola Avenue, adjacent to Poydras Street, facilities related to the Medical and Civic Centers should be developed. Activities related to the International Center should be developed along Poydras Street, riverside of Magazine Street.

The Vieux Carré

THE VIEUX CARRÉ is one of the most important features of Central New Orleans in terms of stimulating and supporting economic growth and employment; in maintaining the colorful, distinctive image of New Orleans; and in making Central New Orleans a desirable and delightful place in which to live and work. This fact is widely recognized in New Orleans and has been substantiated in more than one reliable, factual survey.

It is important, therefore, that the Vieux Carré be carefully preserved and developed. Recommendations for this area follow.

The Vieux Carré should perform these principal functions:

- The function of an important *residential area*.
- The function of a major *visitor attraction*.

The function of a major, distinctive, and *symbolic* feature of Central New Orleans and the city as a whole.

The function of a major *repository* of the *historical and cultural heritage* of the city, the region, the Mississippi River Valley, and the nation.

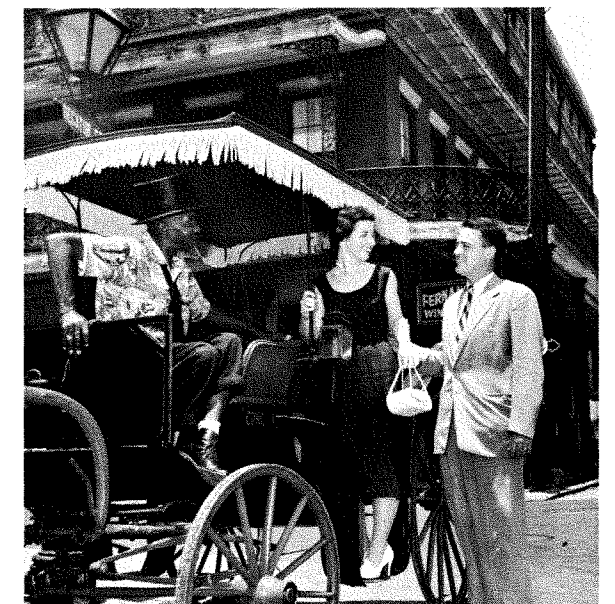
Principal qualities that should be maintained in the Vieux Carré include:

The Vieux Carré must continue to contain a *rich variety of activities*, including all of the types of activities that might have been found in the early French Quarter. However, *residential activities should predominate*.

The overall *scale and physical character* of the area should be preserved. The small, hand-made, pedestrian scale of the area is one of its most unique and distinguishing characteristics. This must be maintained.

Buildings and other features of *authentic historic value* and interest should be preserved and maintained to the fullest extent possible.

The Vieux Carré must continue to contain a rich variety of activities, including those that might have existed in the early French Quarter.





Canal Street

CANAL STREET IS ONE of the great streets of the world. The attributes of greatness include a grand scale in terms of width and length; historic tradition; substantial use and activity, particularly by pedestrians; pageantry; and variety and beauty in bordering facades. Few streets play as important and varied a role as Canal.

Because of its greatness, the character of Canal Street is of utmost importance to Central New Orleans. It is essential that sound underlying principles and objectives guide its development.

Canal Street must be designed to serve several important functions, including:

- The function of a *shopping street*.
- The accommodation of *major transit access*.
- The accommodation of substantial *vehicular movement*.

- The accommodation of major *entertainment facilities*.

- The role of an *actual and symbolic divider* between the Vieux Carré and the central financial and office district.

- The accommodation of major *pedestrian promenade and civic pageantry*.

The various functions being performed by Canal Street must be better accommodated and the conflicts between functions must be reduced.

The attractiveness and prestige of the street must be improved.

Canal Street should be de-emphasized as a major carrier of private vehicular traffic.

Retail Development in the Central Area

RETAIL ACTIVITIES of the Central Area are more visible and probably touch the lives of more people than all other activities combined. The opportunity to shop draws many people to the Central Area who would never otherwise come there. In addition, it is considered a major asset by most persons who come to the area primarily for another purpose. Thus, virtually any person visiting or working in the area will, on some occasion, make use of its retail facilities.

Although there may be little growth in retail activity, there is need for improvement of retail facilities. Recommendations for retail development are as follows.

The type, location, and design of retail facilities in the Central Area should be tailored to meet the needs of *all of the important market sources* available. These sources include core area employees, residents of New Orleans in general, residents of the South Central Region, and national and international visitors.

Specific principles of location and design should be followed in making improvements to the retail center:

- A good variety and depth should be maintained in the types of merchandise available.

- Greater compactness and compatibility should be fostered in the arrangement of shoppers-goods retail activities.

- The shopping district should be closely connected to major office, hotel, convention, and related facilities.

- Good access to parking and transit facilities should be maintained.

- Cultural, meeting, and similar types of facilities should be more closely integrated into the retail center.

- The retail center should be provided with outstanding amenities and made as attractive as possible.

- Dramatic and substantial improvements should be made in the design of Canal Street.

Supporting Development

MUCH OF CENTRAL NEW ORLEANS need not and should not be used to accommodate the prime activities of the area. The principle of compactness as well as numerous other considerations demands that basic activities be arranged in relatively small, intensively developed areas. Thus, all of the prime activities of Central New Orleans put together — that is, those involved in some major activity of personal communication — plus the Vieux Carré, should probably occupy no more than 35 to 40 percent of the area. Thus, almost 1,000 acres remain to be devoted to other uses.

The way in which non-prime portions of the Central Area are used is obviously extremely important. If properly used and developed, they are capable of contributing vital support to the basic functions and attractiveness of the

Central Area. If improperly used, they not only represent lost opportunities — they may actually create conflicts that detract from the overall vitality and strength of the area.

The following recommendations are made regarding areas of supporting development.

A program to encourage the replacement of conflicting or detracting activities with desirable and supporting ones should be undertaken in Central New Orleans. Three basic objectives should be used to guide such a program. These include:

- Activities *no longer needed* or appropriate in Central New Orleans should be encouraged to relocate elsewhere.

- Activities *that would enhance the area* and that would benefit the basic personal communication function of the area should be encouraged to locate and develop there.

- Activities *requiring* a Central Area location by virtue of present investments in the area, because of the need for access to Central Area transportation facilities, or for other reasons should be planned for and accommodated.

Pleasant walks and intimate plazas are a hallmark of modern new retail developments.



APPROACHES TO NEW DEVELOPMENT

THE NEED for efficiency and excellence in Central New Orleans necessarily leads to consideration of the requirements of modern business development and to the manner in which these qualities can be obtained. The following are conclusions regarding approaches to new development.

Technological and economic changes are creating more obsolescence in commercial areas than in any other aspect of the city, in-



cluding the ever-growing need for parking, the demand for larger commercial structures and sites, and rising consumer and patron expectations regarding appearance, spaciousness, convenience, and service.

The coordinated development of commercial facilities on a large scale has a number of very substantial advantages, including more efficient parking facilities, more efficient and flexible building design, consolidated service and loading, better pedestrian facilities, special pedestrian facilities, and multi-purpose use of sites.

Major efforts must be directed toward the assembly of sites that are suitable in size and location to meet modern building requirements and overall planning objectives.

Serious study should be given to these three basic alternatives of land assembly and new development:

- Continued primary reliance upon what can be accomplished through the use of private negotiations and resources.
- More extensive use of the combination of public powers and private negotiations including, for example, the exchange of easements, air rights, etc.
- The addition of the use of eminent domain and/or public monies or credit in the assembly and preparation of land for private development.

Many buildings like these in the heart of the Central Area have become obsolete for modern commercial use. Businesses that require efficient space are seeking other locations. Land assembly is required to make such areas suitable for new development.

part 2

APPLICATION OF PRINCIPLES AND OBJECTIVES

IN ADDITION to developing a number of basic conclusions regarding principles and objectives for the long-range development of Central New Orleans, the Central Area Committee arrived at a number of specific recommendations regarding the application of these principles and objectives in the planning of streets, land-use, and other features of the area. These recommendations fall into the same three categories as the committee's statement of principles and objectives, namely:

1. Those involved in the *overall planning* of the Central Area.
2. Those involved in the planning of *specific parts* of the area.
3. One dealing with *approaches to new development*.

Taken together, these recommendations provide the basis for a general Central Area plan, including the specification of development and operational standards and details. They also call for additional study to resolve and refine many elements of the plan and suggest actions to help in the achievement of policies and objectives.

Recommendations for the application of principles and objectives are made in connection with a total of 13 principal topics within the three major categories listed above. They are summarized in this section.

OVERALL CENTRAL AREA PLANNING

Land-use and Zoning

CENTRAL New Orleans should be viewed as consisting of a number of related but distinct districts, each with its own special environmental and building needs and each susceptible to individual treatment in planning and zoning. The major districts of the Central Area are identified below and defined in Figure 1. Figure 2 illustrates the manner in which zoning lines might be drawn to reflect them.

The *main office* and *financial* district where the chief objectives include:

- The development of large office buildings capable of serving multiple office functions and containing large numbers of employees.
- The provision of facilities for pedestrian circulation, including features such as bridges (or tunnels) between major buildings, arcades through blocks, buildings set back at the ground level along streets, etc.
- Provision of limited amounts of parking for executive and patron use.
- The maintenance of a prestige appearance for individual buildings and the area as a whole through the control of signs, the provision of small plazas and squares, and encouragement of attractive building and site design.
- Adequate, convenient services for patrons and employees, including restaurants and such establishments as drug stores, barber shops, and beauty salons.
- Safe, convenient access to public transit.

- Good pedestrian connections to retail, convention, meeting, and hotel districts.

The *retail district* where (in addition to the last four objectives above) important goals are:

- A pleasant, attractive environment in which to shop; it must be remembered that shopping has become a recreation and that the choice of a place to shop is becoming ever more dependent upon ability to provide people with a pleasant experience.

- Pedestrian convenience; direct, easy, safe connections between stores and between retail activities and major office, meeting, and hotel facilities.

- Adequate parking to meet normal peak customer demands.

The *International Center* area where important objectives are:

- Further development of the prestige "civic" qualities being created in this area.
- Support of the "grand avenue" role of Canal Street.
- The provision of adequate parking to accommodate the needs of the area and to help supply the requirements of the major office and retail core.
- Good pedestrian connections to the major office and retail core.
- The use of lands that are compatible with and, if possible, related to the International Trade Mart and Exhibit Hall. Desirable fa-

FIGURE 1
Recommended Principal Land-use Planning Districts

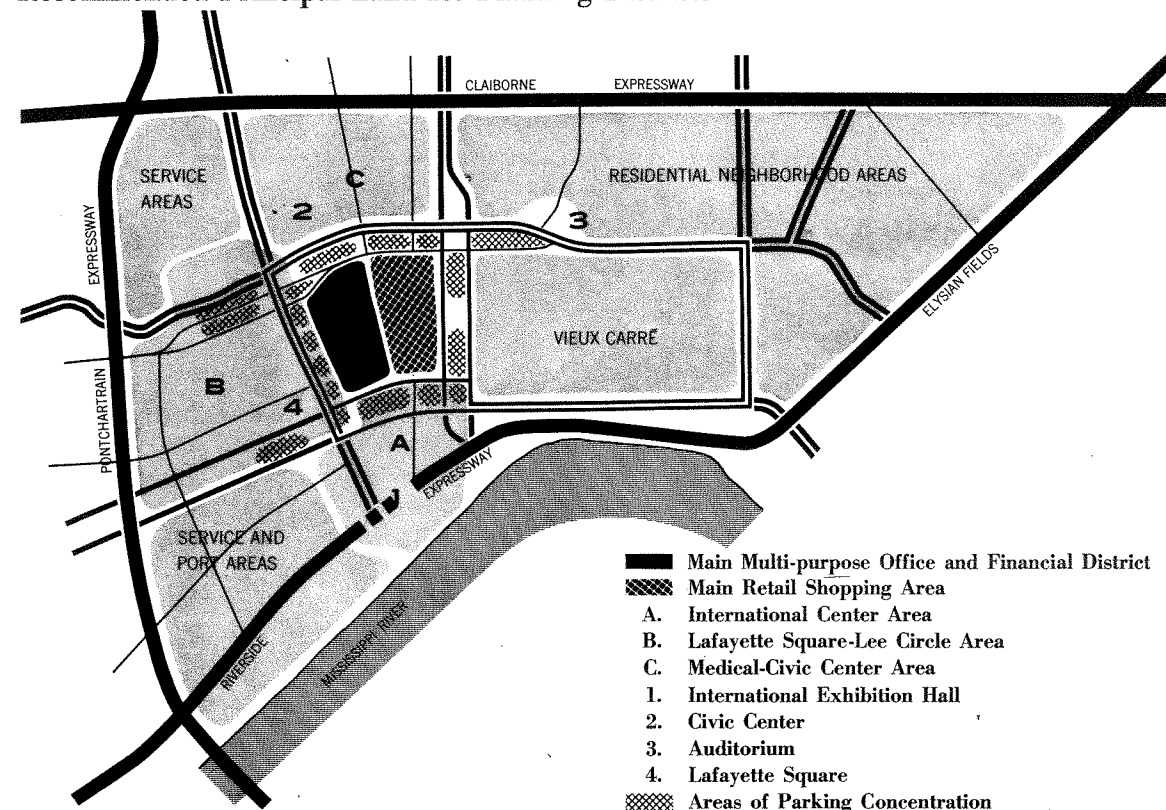
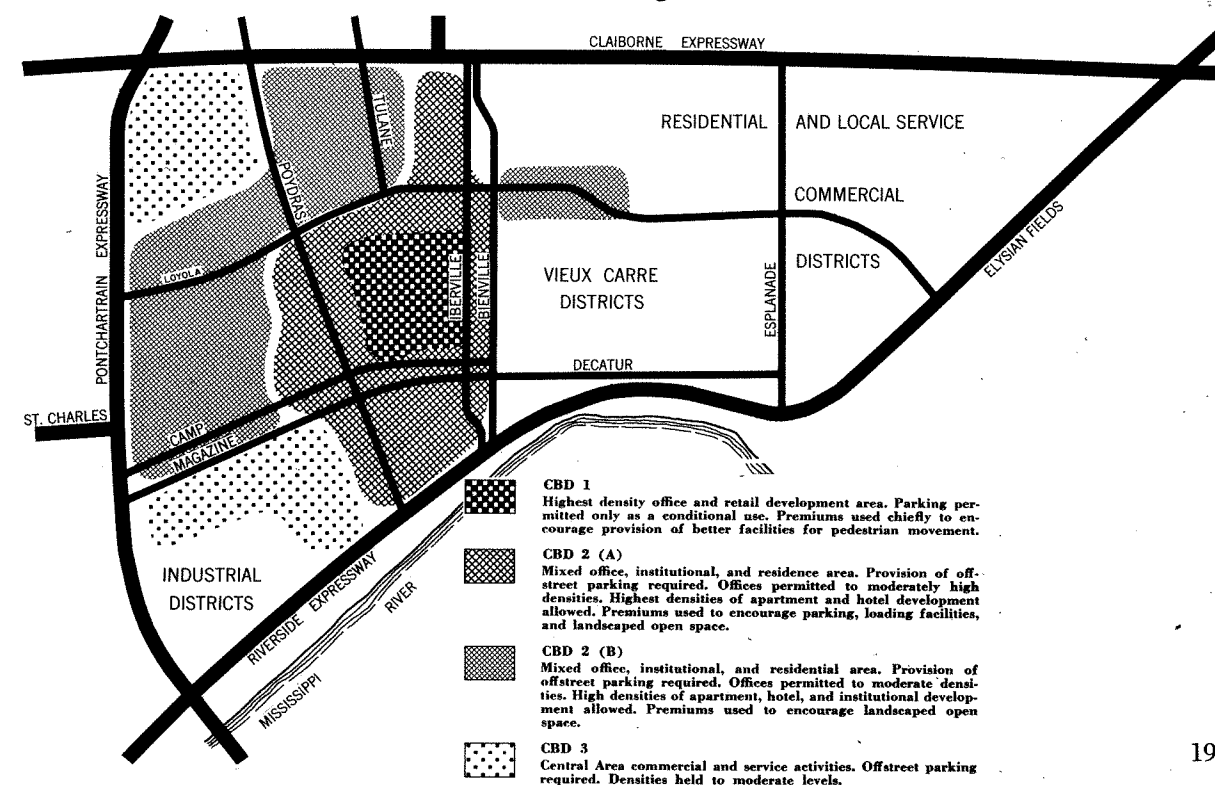


FIGURE 2
Recommended Generalized Central Area Zoning Districts



cilities would include special purpose offices, a merchandise mart, hotels, restaurants, and important communications facilities such as TV studios.

The *Medical Center* district where desirable qualities include:

- An attractive, quiet environment compatible with medical research, education, and hospital activities.
- Adequate parking to serve the needs of the district.
- Good pedestrian connections between principal research, teaching, and residential facilities.
- Transit and permanent housing to accommodate visitors, students, and employees of the Medical Center.
- Offices and research facilities compatible with, and related to, the Medical Center.

The *Lafayette Square-Lee Circle* area where the following objectives are important:

- The creation of a strong functional and visual tie between uptown Charles Avenue and Central New Orleans.
- The creation of an environment compatible with prestige residential, office, and institutional development.
- The provision of adequate parking to serve the area and to help meet the requirements of the main office and financial district.

The *Vieux Carré* where the chief objectives may be:

- The maintenance of an environment having irreplaceable historic, architectural, and aesthetic values. It has often been observed that the value of the Vieux Carré lies not in any one building or structure but rather in the total environment (*tout ensemble*) which this area

represents. Thus, the objective here must deal with all elements involved in the "character" of the area, including its age, history, architecture, street features, scale, and the nature and "mix" of activities in the area, both in buildings and in open spaces and streets.

- Emphasis in the area on residential activities that are compatible with, and give support to, its function as an area of great historic and architectural interest.
- The conduct of limited types of commercial activities compatible in scale and nature with the historic and architectural qualities of the area.
- Maintenance of an environment and general scale of development that are conducive to pedestrian use and enjoyment and to the area's basic residential character.

Areas of *Port, Industrial, and Residential* activity, including those generally downriver from Elysian Fields Boulevard, lakeside of Rampart Street (excluding the Medical and Civic Centers), and upstream from Poydras Street (excluding the Federal Center and Lafayette Square areas).

The districts enumerated above should be considered as illustrative of the different types that can be identified in Central New Orleans and the different planning objectives that might be sought in the zoning of each district.

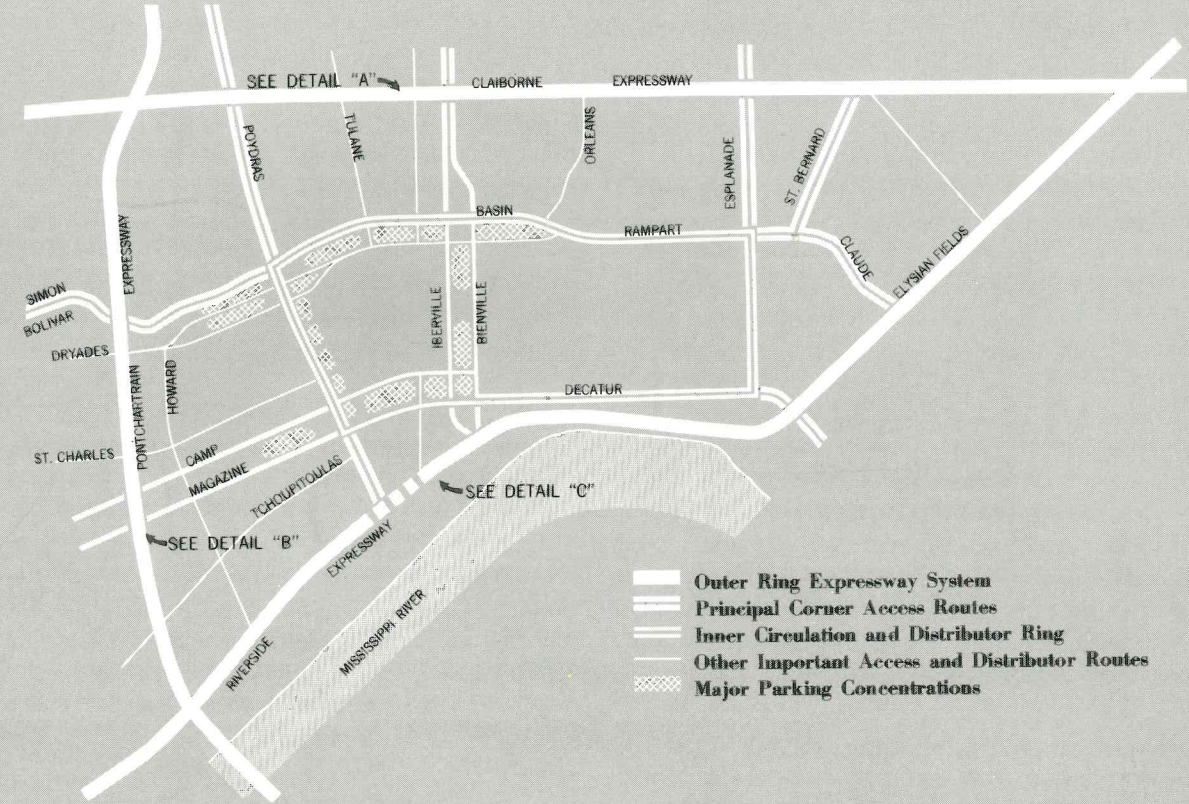
Further detailed study and planning should be employed in the application of these principles to public and private projects and in the refinement and amendment of the zoning ordinance.

Access to the Central Area

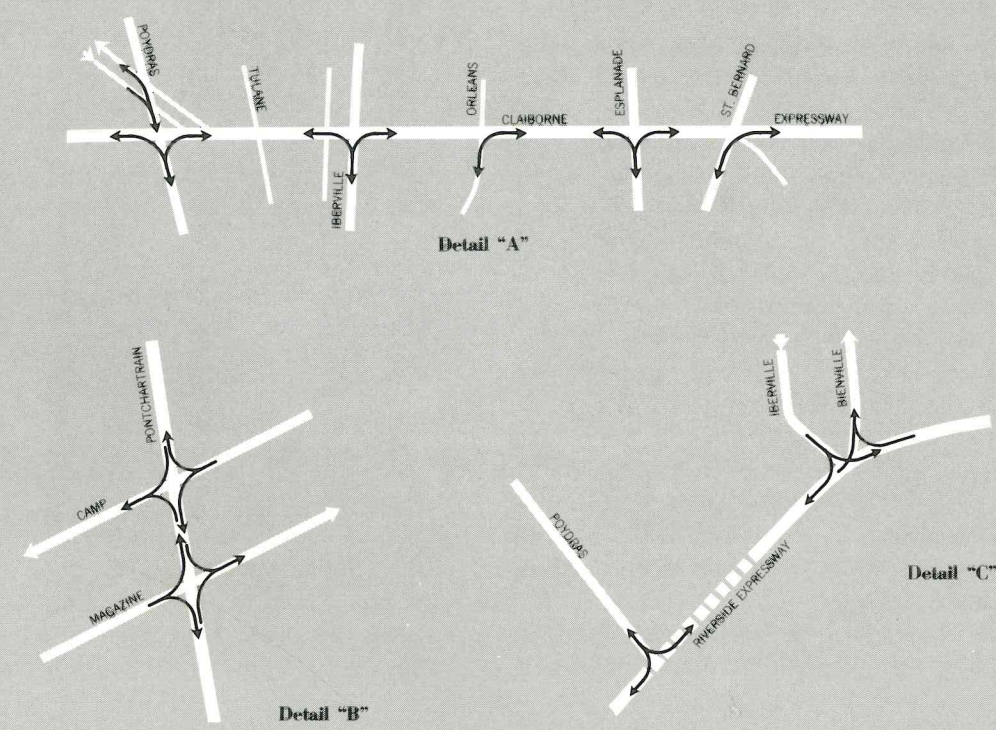
THE MANNER in which recommended principles of access and circulation may be applied to Central New Orleans is discussed below and illustrated in Figure 3.

The *outer-ring* system should include the

FIGURE 3
Recommended Principal Access and Circulation System



Desirable Traffic Movements



Pontchartrain Expressway, Claiborne Expressway, and the Riverside and Elysian Fields Expressways.

Proposed expressways can, with few modifications, function as an effective outer ring around the Central Area, if full interchange is provided at the corners of the ring. The proposed location of these expressways conforms quite well to the corner access principle and generally would seem to be appropriate. Additional study of certain proposed interchanges is recommended, however.

The *inner-ring system* should include Loyola-Basin-Rampart Streets (lakeside), Poydras Street (upstream), Esplanade and Bienville-Iberville Streets (downstream), and Camp-Magazine and Decatur Streets (riverside). Further study should be made of the role of Tchoupitoulas and Peters Streets.

The concept of an inner-ring system in the Central Area is not a new one. The 1957 "prospectus" proposed a similar ring system around the core area and the Vieux Carré. Current projects in the Central Area indicate that the concept of a ring route is already well accepted.

Two possible modifications to the earlier proposal are suggested here. One of these concerns the riverside leg of the inner ring. Decatur Street is acknowledged as the only acceptable distributor route along the riverside of the Vieux Carré. However, it is proposed that Decatur be connected to the Camp and Magazine Street one-way pair to complete this leg of the inner ring.

There are several reasons for proposing a Decatur connection to Camp and Magazine rather than to Tchoupitoulas. First, Camp and Magazine have a connection to Pontchartrain Expressway, the uptown leg of the outer ring, while Tchoupitoulas does not. Thus, Camp and Magazine would conform to the corner access principle.

Second, Tchoupitoulas has a very strong

and distinct function as a major service and collector route for the warehouse and dock areas, not only within the Central Area, but for a considerable distance upstream. The use of this route as a leg of the inner ring system would not only result in an undesirable mixing of different types of traffic, but might also double-load this facility and cause undue congestion. It is, therefore, recommended that Tchoupitoulas be terminated as a through street at Poydras.

It is also suggested that consideration be given to reversing the one-way directional movements on Camp and Magazine. This would greatly facilitate the connection of these two routes to Decatur Street and would provide a more natural pattern of approach to this corner of the core area. This revision may necessitate some modifications in the present ramp system at the Pontchartrain Expressway. It would also call for several fairly easily achieved modifications in the pattern of one-way streets, upstream of the expressway.

The second recommended revision of the earlier proposals for an inner ring would retain Esplanade as part of the system but would add Iberville-Bienville as a one-way pair to accommodate heavy access and distribution requirements. It is recommended that these routes be connected to both the riverside and lakeside legs of the outer ring through appropriate ramp systems.

The system of *access and penetrator routes* should include:

Corner connections of Poydras, Loyola-Rampart, Camp-Magazine, Iberville-Bienville, Peters-Decatur, St. Claude-St. Bernard, and Esplanade.

Other connections and penetrators, including Tulane, Canal, Orleans, Tchoupitoulas, and St. Charles Street.

The above streets are of two major types: one type provides a connection between the expressway outer ring and the surface street inner ring. The second includes major arterials

which do not connect to the outer ring, but which, nevertheless, carry considerable volumes of traffic to the Central Area.

Additional planning and engineering studies should be undertaken to assure the maximum possible application of principles, including feasibility analyses of:

Developing Iberville and Bienville Streets as part of the inner ring and corner connection system.

The use of Camp and Magazine Streets as part of the inner ring and corner connection system.

Designing the Riverside Expressway to provide complete ingress and egress at Poydras and at Iberville-Bienville.

Making ramp adjustments in the Pontchartrain Expressway to provide full connections to Camp-Magazine and to Loyola-Rampart.

Designing the Claiborne Expressway and Claiborne Avenue to provide maximum access to all intersecting corner connection and penetrator routes.

Providing special ramps or other means of connection for bus access from expressways to the transit routes in the Central Area.

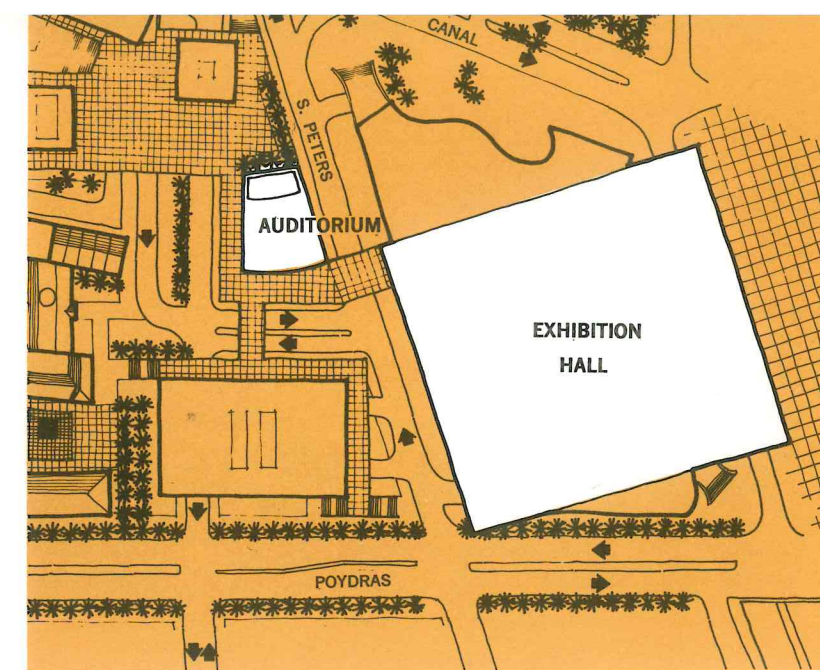
Various connections and improvements should be made and should be given priority, including:

Provision of a connection between O'Keefe and South Rampart Streets (as a one-way pair) and the two-way portion of South Rampart.

Completion of ramps connecting the Pontchartrain Expressway and the lakeside end of Poydras Street.

Cultural and Meeting Facilities

PLANS FOR THE renovation of the Municipi-

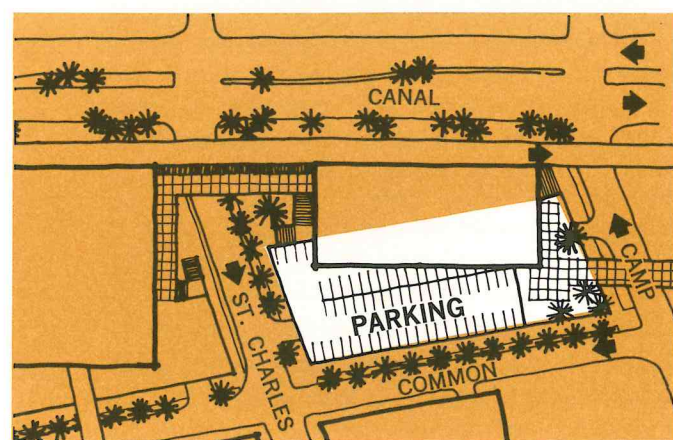
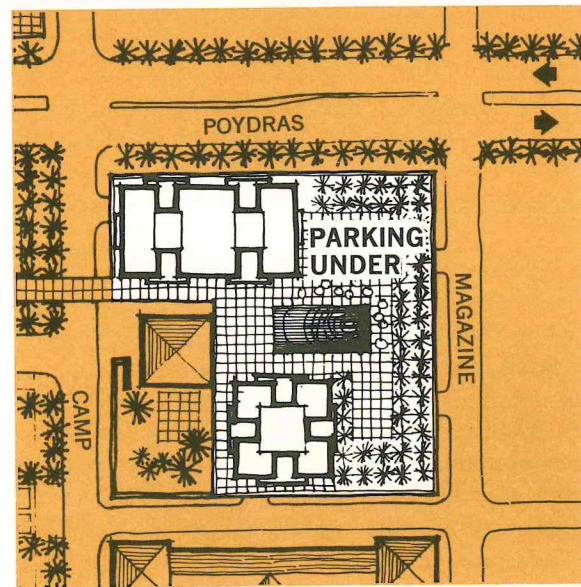
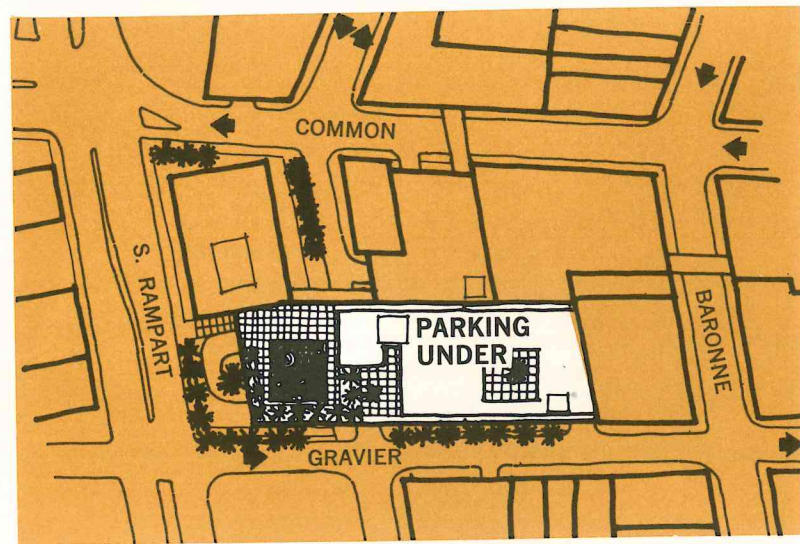


pal Auditorium and the construction of the Cultural Building and related parking for these two facilities should proceed expeditiously in the "cultural assembly area."

Steps should be taken to build an auditorium or theater type structure in close proximity to the Exhibition Hall in the International Center.

All other cultural or meeting facilities contemplated should conform to the principles and objectives outlined in Part I. This means, for example, that new facilities for theatrical programs, concerts, and operas should be located where there will be good access to parking and transit, to the main office, retail, and hotel center, and to restaurants. They should, preferably, abut such streets as Canal and Poydras to enhance the prestige of these thoroughfares. Likewise, if it is determined that museums of science and industry, natural history, and other special museums, as well as an aquarium and a planetarium, are to be built in New Orleans, then consideration should be given to arranging these facilities within one structure or within a closely related group of structures, again having maximum access to good public transit, hotels, and other services.

An overall plan should be prepared for the development of cultural facilities, including



It would be possible to provide substantial amounts of parking, closely integrated with other development, in a number of highly desirable locations, such as those indicated in these sketches.

all those that might be built within the area. The plan should serve as a guide to site acquisition and to development of plans for coordinated construction of facilities and other developments in the Central Area.

Parking in the Central Area

SHORT-TERM PARKING should be provided in such locations as the following:

- Between Iberville and Bienville Streets, near Chartres, Decatur, Burgundy, and North Rampart Streets.
- Generally in the area bounded by North Rampart, Burgundy-University Place, Bienville, and Gravier Streets.
- Between Poydras and Union Streets, from Camp to O'Keefe.

Recent parking additions in the Iberville-Bienville corridor have greatly strengthened the parking supply in this critical area which serves both the core area and the Vieux Carré. Any future additions to parking in this corridor should be located toward the edges of the core in the Chartres-Decatur Streets area and in the Burgundy-North Rampart Streets area.

Development of extensive parking facilities in the vicinity of Dauphine and Bourbon Streets should be avoided because it would tend to create an undesirable separation between the Vieux Carré and the core area activities along Canal Street.

Along the lake side of the core, patron parking should be developed in the North Rampart-Burgundy-University Place corridor, roughly between Bienville and Gravier. Major access should be provided by the Rampart-O'Keefe one-way pair and streets crossing the corridor, such as Tulane, Iberville, Bienville, Gravier, and Common. Little parking has been added along the uptown side of the core area, and this is a section where parking is needed. Short-term patron facilities should

be located on the downstream side of Poydras Street between Camp Street and O'Keefe Avenue. This parking should penetrate the core as far as Union Street in order to provide maximum patron convenience.

Long-term parking should be provided in such areas as:

- Between Loyola Avenue and Rampart-O'Keefe Streets.
- Near Poydras Street, between Loyola and Tchoupitoulas.
- Between Camp and Magazine and between Loyola and O'Keefe Streets.

Additional long-term parking may be provided in various outlying locations such as the Medical, International, and Assembly Center areas, the Port District, etc.

Major concentrations of employee parking should be located around the fringes of the core area. Although a considerable amount of parking is located in these fringe areas, it lacks permanence because it is in the form of surface lots and may not always be available for parking use. These areas should be closely observed in the future to assure that parking lost through the development of buildings on present parking lots is regained in the form of new parking structures.

Basic policies should be established regarding public and private responsibility in the provision of Central Area parking. These steps should be taken:

- A "meeting of the minds" should be reached in regard to public and private responsibility for the provision of needed Central Area parking.
- Present and future parking needs should be reexamined in the light of changes that have occurred since 1960 and in the face of new development proposals that are changing parking demands in Central New Orleans.

If deemed necessary, new or revised legislation should be secured to enable government participation and/or to establish any administrative framework for further techniques needed to deal with parking problems.

A continuing parking program should be established to deal with present problems and to plan for future parking needs.

Truck Service in the Central Area

THE PROBLEM of providing adequate truck loading and unloading facilities in the Central Area is likely to be of greater concern than the possibility of excessive truck traffic on streets. This problem is greatly complicated by lack of service alleys in most Central Area blocks. As a result, some truck service must be accommodated at the street curb. This practice creates obvious conflicts with pedestrian and vehicular circulation, particularly in view of the narrow pavements and rights-of-way of many Central Area streets.

The provision of adequate truck service facilities is vital to the welfare of Central New Orleans and merits immediate attention on the part of the city and business community. It is recommended that the following techniques be applied to improve truck service conditions in the Central Area.

Encouragement should be given to new development at a scale large enough to include central offstreet truck service facilities that can accommodate all of the loading requirements of each city block (or at least of each half city block).

Truck service to existing, permanent Central Area buildings should be improved through "spot" clearance of certain deteriorated or obsolete buildings within a block in order to provide access to the block interior and space for truck service courts.

Wherever other facilities cannot be provided, the operation of curb loading zones should be established and continued.

Adequate requirements and standards for offstreet loading should be incorporated into the zoning ordinance.

Development of pedestrian circulation systems at a second, upper, level should be encouraged to reduce conflicts between truck service activities and pedestrian movement.

Pedestrian Facilities

EVERY POSSIBLE device should be used for the improvement of pedestrian facilities. Many opportunities to improve the environment for pedestrian activity exist in Central New Orleans. The following actions should be taken:

Efforts should be made to improve the safety and appearance of sidewalks by relocating, removing, or consolidating obstructions such as parking meters, charity booths,

signs, sign standards, etc.; improving drainage; and providing safe, easily-mounted curbs.

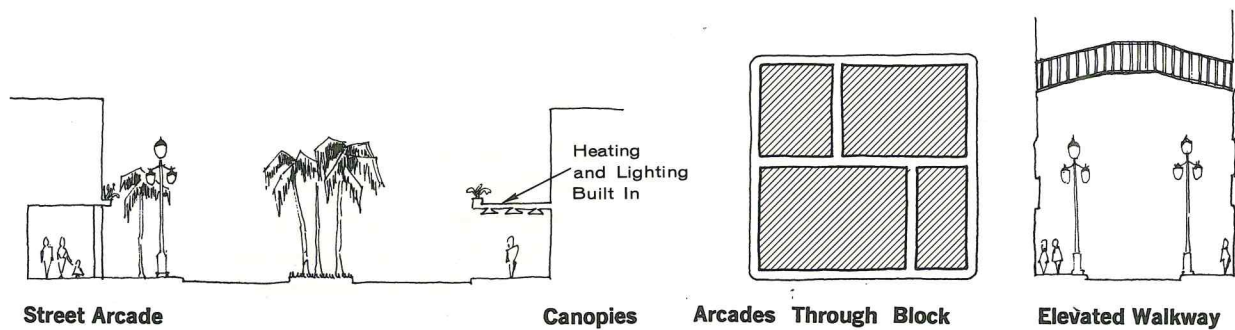
Canopies should be provided over some sidewalk areas, occasionally including heating devices and wind screens.

Arcades should be provided through some blocks.

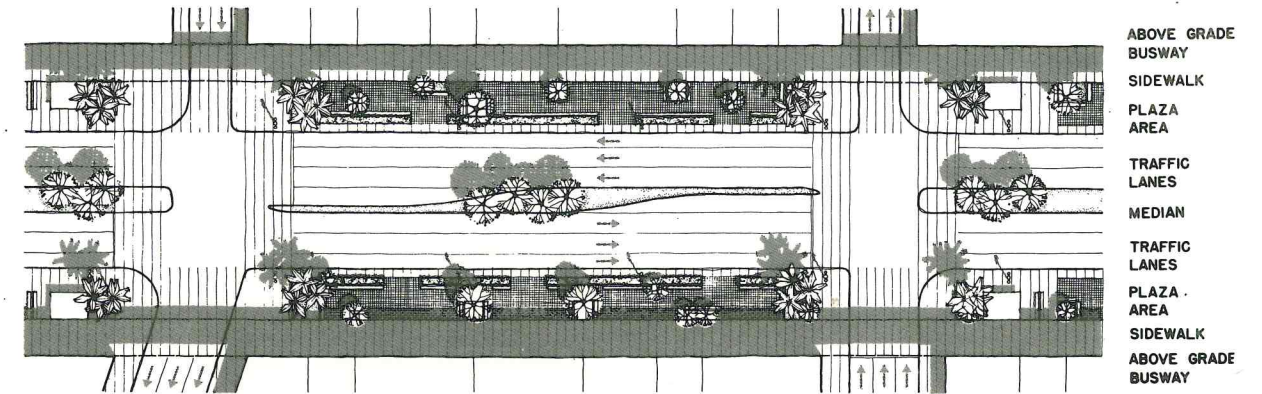
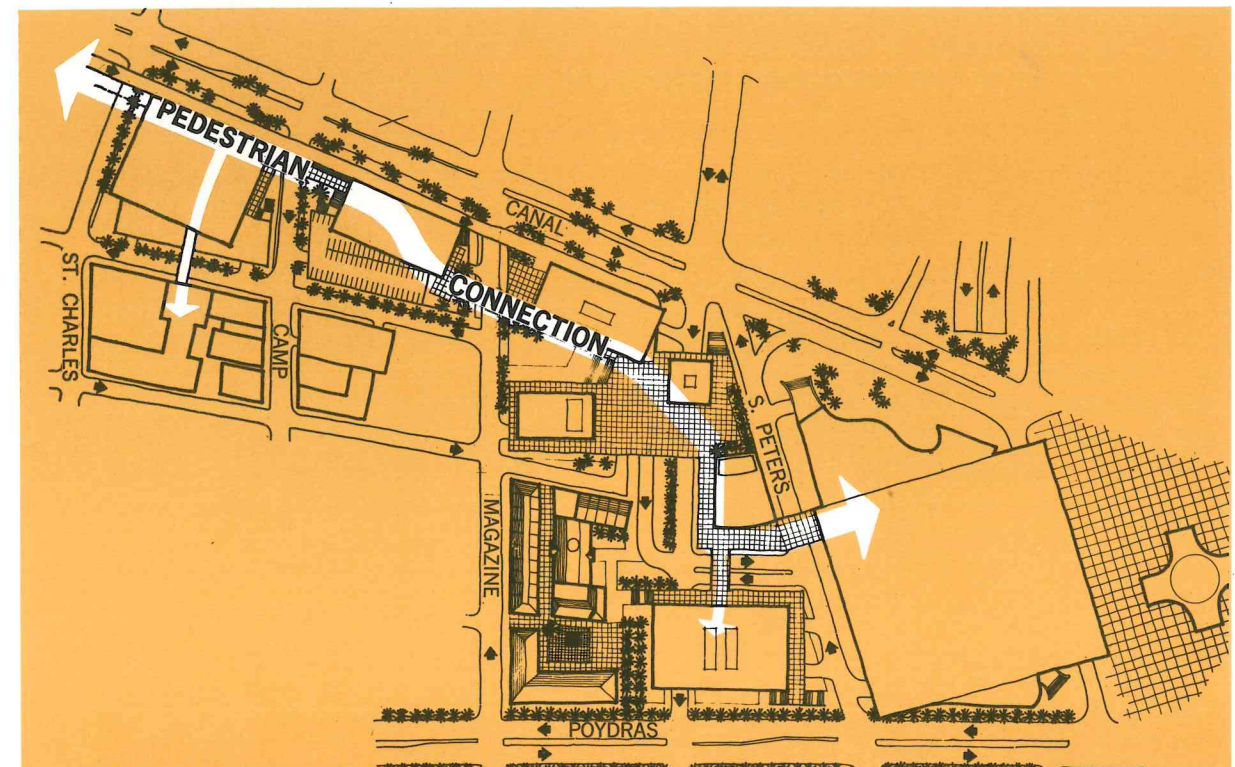
Street arcades, in which the ground level of a building is set back from the street, should be provided.

Interior building connections should be provided to allow direct, interior movement between two or more adjacent buildings.

Bridges or other structures should be constructed to provide elevated walkways between buildings and blocks.



Facilities that contribute to the safety and free movement of pedestrians should be given prime consideration.



Comprehensive design plans should be prepared for the development of certain streets and related public areas. (Canal Street is shown here.)

Elevated plazas should be built, possibly extending over streets and connecting various buildings, principally as a part of large-scale development.

A major policy regarding the free-flow of pedestrians in the Central Area and their right-of-way over vehicles should be enunciated and implemented.

Beggars and "pitchmen" should be prohibited from plying their trades on the sidewalks and streets of the Central Area.

Design Standards

THERE ARE innumerable opportunities to make improvements in such details as signs, street furniture, and landscaping. However, if significant overall improvements are to be made, several substantial programs should be undertaken. Two of these programs are:

Sign Control. A vigorous program designed to influence and regulate the location and design of signs should be pursued. This program should inform those who use signs of the advantages of restrained and dignified design, and it should regulate the size, location, and construction of signs and the type of sign lighting.

Especially effective control should be exercised along freeways and around freeway ramps; along Canal, Poydras, St. Charles, Decatur, and Rampart Streets; and along

Loyola and Tulane Avenues. In addition, of course, unique controls should be applied to the Vieux Carré.

Comprehensive Design Plans. Comprehensive design plans should be prepared for the development of certain streets and related public areas. These plans should incorporate as many sound principles of planning as possible, such as those discussed here. They should include:

- The designation of the type and location of lighting fixtures.
- The location and design of all sidewalk pavements and street crossings, including sheltered areas at transit stops.
- The location and design of all signs and signals.
- The location and general design of all landscape planting areas, with particular attention to significant focal points.

Full consideration should be given to traffic and pedestrian safety and convenience requirements, to opportunities for developing settings that will enhance adjacent building areas, to opportunities for the establishment of important and valuable focal points, and to the overall beautification of streets and public areas. Such plans should be prepared for every significant Central Area street and public area.

THE PLANNING OF OPPORTUNITY AREAS

The International Center Area

PRINCIPLES for the development of the International Center area require that several actions be taken:

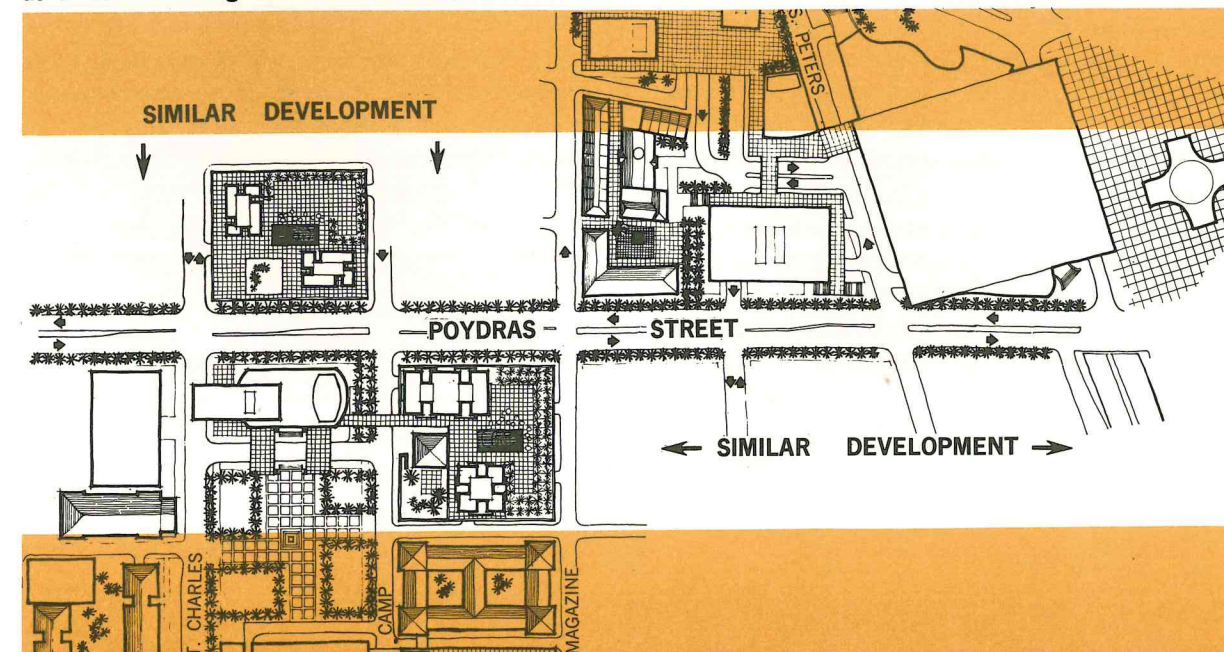
A comprehensive development plan should be prepared for an enlarged International Center area, including as a minimum the area bounded by Poydras, Magazine-Decatur, and Bienville Streets and the river.

Plans for the Riverside Expressway and for portions of the inner ring street system should be subjected to an engineering study to assure that they will be developed in accord with important access principles.

Plans should be developed to construct a major auditorium in the International Center area at an early date.

If possible, the need for connections between Poydras and Canal Streets and the Riverside Expressway should be met without including a roadway across the proposed International Center Plaza.

The potentials for superior development along Poydras Street are illustrated in this sketch. Opportunities such as these exist along most of the frontage of the street.



Poydras Street Area

IN ADDITION to the widening and reconstruction of Poydras Street, it is strongly recommended that two actions be taken:

Carefully tailored zoning and similar regulations should be prepared for the guidance of development along the street, and desirable development should be encouraged through concerted private action and through the exercise of zoning, access, sign control, and other regulations.

Consideration should be given to expanding public action in the assembly of lands for new development along the street.

The Vieux Carré

THE FOLLOWING specific actions are recommended for the Vieux Carré.

The nature and size of activities in the area should be controlled to assure that they will be compatible with the scale and the historic

function of the area. Those qualities that attract pedestrian use should be protected and improved. The use and storage of automobiles within the French Quarter should be vigorously curtailed. Zoning regulations applied to the Vieux Carré should be substantially revised to include:

More precise provisions regarding the type and location of activities in the area.

Control of the mixture of activities, allowing for great variety but assuring the predominance of housing.

Amortization and removal of activities that conflict and do not conform with the desired character of the area.

Protection of courts and interior open spaces from encroachment by parking or building space.

Maintenance of buildings and activities of a small scale.

A program of improvements to public facilities should be planned and carried out. Street features, especially, should be included in such a program.

A positive program of building acquisition and removal or renovation should be undertaken, possibly including:

Concerted action on the part of a private "community development" corporation.

Exercise of the powers of the Vieux Carré Commission to acquire, renovate, and otherwise control and develop property within the French Quarter.

Wider use of other existing or potentially available public powers in the provision of parking, the removal and replacement of unwanted buildings, the stimulation of rehabilitation, and the encouragement of desirable businesses and activities. Public control of parking is especially essential.

The establishment and continued operation of craft and artistic enterprises should be encouraged and, if necessary, underwritten.

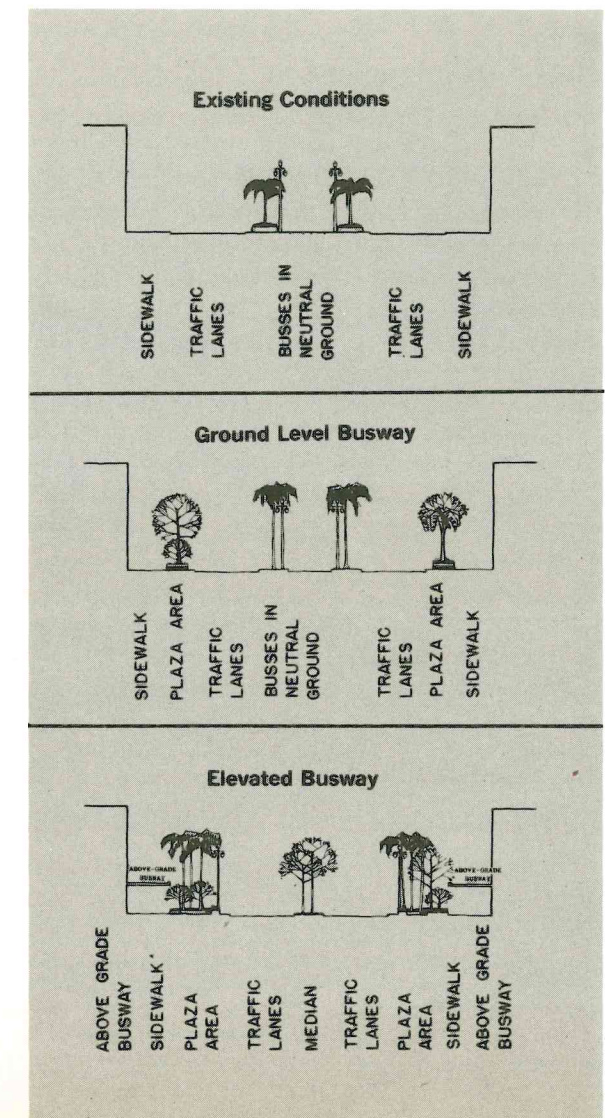
Vieux Carré Commission members should be appointed for staggered terms.

A building should be assigned for use as a tourist information center and Vieux Carré Commission offices. It should include facilities for conventions, movies and exhibits, artists' displays, and lounges.

Canal Street Area

A NUMBER of interlocking actions should be taken to improve Canal Street. (See the three sketches below.)

The ability of Canal Street to carry major transit volumes should be maintained and improved.



Pedestrian safety, comfort, and convenience should be greatly increased.

Canal Street should be redesigned to provide wider, more attractive sidewalk areas with more landscaping.

The indiscriminate use of signs and billboards along Canal Street should be prohibited.

Certain portions of the frontage along Canal Street should be rebuilt.

A major engineering and design study should be undertaken to determine how all of the principles and objectives for Canal Street can be achieved. This study should include an analysis of ways to achieve direct transit access to Canal Street from the Claiborne and Riverside Expressways, improve the accommodation of transit vehicles, widen sidewalks, and provide a more attractive street appearance.

Retail Development in the Central Area

SEVERAL ACTIONS should be taken to improve and strengthen the retail function of Central New Orleans. These actions would not only strengthen retail establishments, but they would increase the overall attractiveness and value of the Central Area, enabling it to provide greater and better service to the New Orleans metropolitan area and to the region as a whole.

Improved retail facilities should be provided in the retail core, including:

- The construction of one or more major new buildings for department stores and/or groups of speciality stores.
- The development of direct pedestrian connections between stores.
- The relocation in the core of certain es-



Retail core improvements might include new buildings for department stores.

establishments now at the periphery of the retail district to help create a more compact center.

- Additional improvements in the supply of parking.
- The development of additional cultural, meeting, office, and other facilities that would enhance and help support the retail district.
- The further development of housing in and around the Central Area.

Law enforcement in regard to panhandlers, jaywalkers, littering, the operation of collection booths, and similar matters should be strengthened.

Active collaboration between retailers and retail property owners should be promoted to achieve development objectives.

Supporting Development

A DEFINITE program of planning for the development and improvement of "supporting" portions of the Central Area should be undertaken. First, an overall plan and program should be established for each area, and then individual development and improvement actions should be carried out.

APPROACHES TO NEW DEVELOPMENT

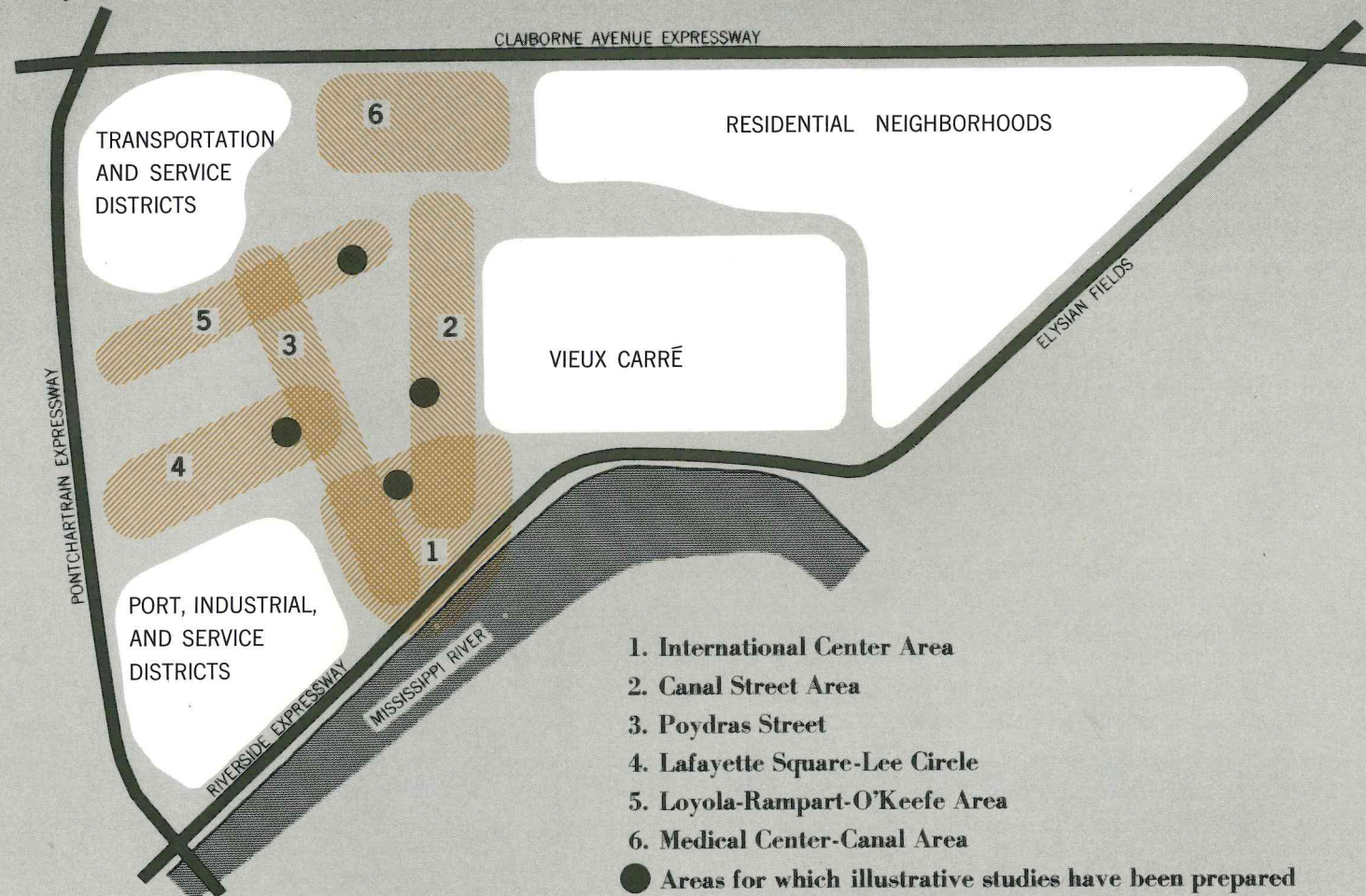
CONTINUED study should be made of the problems involved in obtaining efficient, attractive new development and good design. Included in such study should be methods and laws relating to land assembly and the elimination of blight and the development of

concepts for collaborative public and private enterprise.

Accompanying such study should be a program of public information designed to acquaint all concerned with the problems and the resources required to deal with them.



FIGURE 4
Major Areas of Development and Improvement Opportunity



part 3

OPPORTUNITIES FOR MAJOR ACHIEVEMENT

TREMENDOUS OPPORTUNITIES exist in Central New Orleans for major new development and improvement and for the achievement of excellence and efficiency in the area. Six major areas of opportunity are:

1. The International Center area.
2. Canal-Camp Street area.
3. The Poydras Street area.
4. The Lafayette Square-Lee Circle area.
5. The Loyola-Rampart-O'Keefe Street area.
6. The Medical Center area.

Additional, special types of opportunity exist in the Vieux Carré and in the various port, industrial, service, and residential districts of the area. These are discussed to some extent in preceding sections of this report and in the various *Guidelines* papers.

However, to further illustrate the potentials involved, sketches of possible types of development have been prepared for portions of five of the areas of opportunity listed above. These sketches are *general* and *illustrative* only. They are not proposals for specific plan detail or project action. They do, however, indicate the general types and character of development that would be appropriate and desirable in the areas involved. And they do suggest the manner in which the principles and objectives established by the Committee might be reached.

Although the sketch studies might be viewed as the first step in the undertaking or expansion of specific "projects," they should also be considered as a part of the larger areas in which they are involved. For example, the sketches of development around Lafayette Square include part of the entire corridor of potential new construction along St. Charles Street, from Poydras Street to Lee Circle. Likewise, sketches of the International Center area necessarily overlap and include portions of Canal and Poydras Streets. To take maximum advantage of the opportunities available, these sketches and the thinking they represent should be expanded to include all the areas of which they are a part.

Possible actions in these opportunity areas are described briefly below. Additional study should be given to the possibility of achieving developments similar to those shown, and every effort should be made to achieve the principles and objectives represented.

LAFAYETTE SQUARE-LEE CIRCLE AREA

THE POTENTIALS of the Lafayette Square area are strongly related to such things as:

- The existence of the Square and the potentials for creating the kind of attractive, open landscaped area that it represents.
- The reconstruction of Poydras Street.
- The anticipated vacation of the Times-Picayune Building.
- The construction of the new Federal Reserve Building.
- The proposed construction of a major new federal building.

All of these things serve as stimuli to additional development in the area. They should be supplemented with a substantial planning and promotional effort designed to maximize their impact and to induce additional new development in surrounding areas.

Figure 5 indicates the manner in which Lafayette Square might be developed. Some of the more important possible actions in the area are described below. Numbers refer to corresponding numbers on the drawing.

1. *Lafayette Square.* It has been redesigned to provide more open promenade, better viewing of its central statue from approaching streets, and a better setting for adjacent buildings.
2. *St. Charles Street.* This street has been developed into a broad, pleasant boulevard as a setting for new apartment and related development and to link Lee Circle, Lafayette Square, and St. Charles

Avenue into a unified promenade of prestige development.

3. *New Federal Reserve Bank.* This structure is shown with a possible ultimate expansion toward Poydras Street.
4. *Poydras Street.* It has been rebuilt with a wide, landscaped boulevard and generous walk areas. Curb cuts and vehicular access to blocks abutting Poydras Street should be avoided.
5. *Proposed new Federal Laboratory Building.* This structure could front on a mall leading to St. Patrick's Church and could share a truck loading area with the existing Federal Office Building.
6. *Gallier Hall.* This building is brought into much clearer view by widening St. Charles Street and setting back the buildings along the street. It is given a position of considerable visual importance.
7. *St. Patrick's Church.* At present the handsome facade of this building is difficult to see. The setting could be improved by construction of a mall between St. Charles and Camp Streets and by clearance of the corner of Camp and Girod Streets, as shown.
8. *Possible new opera hall and music school or office building.* This could be located on the block now occupied by the Times-Picayune. Generous mezzanine-level plazas give access to Lafayette Square and to main motor entrances.
9. *Major high-rise apartment developments.* These could top several floors of parking,

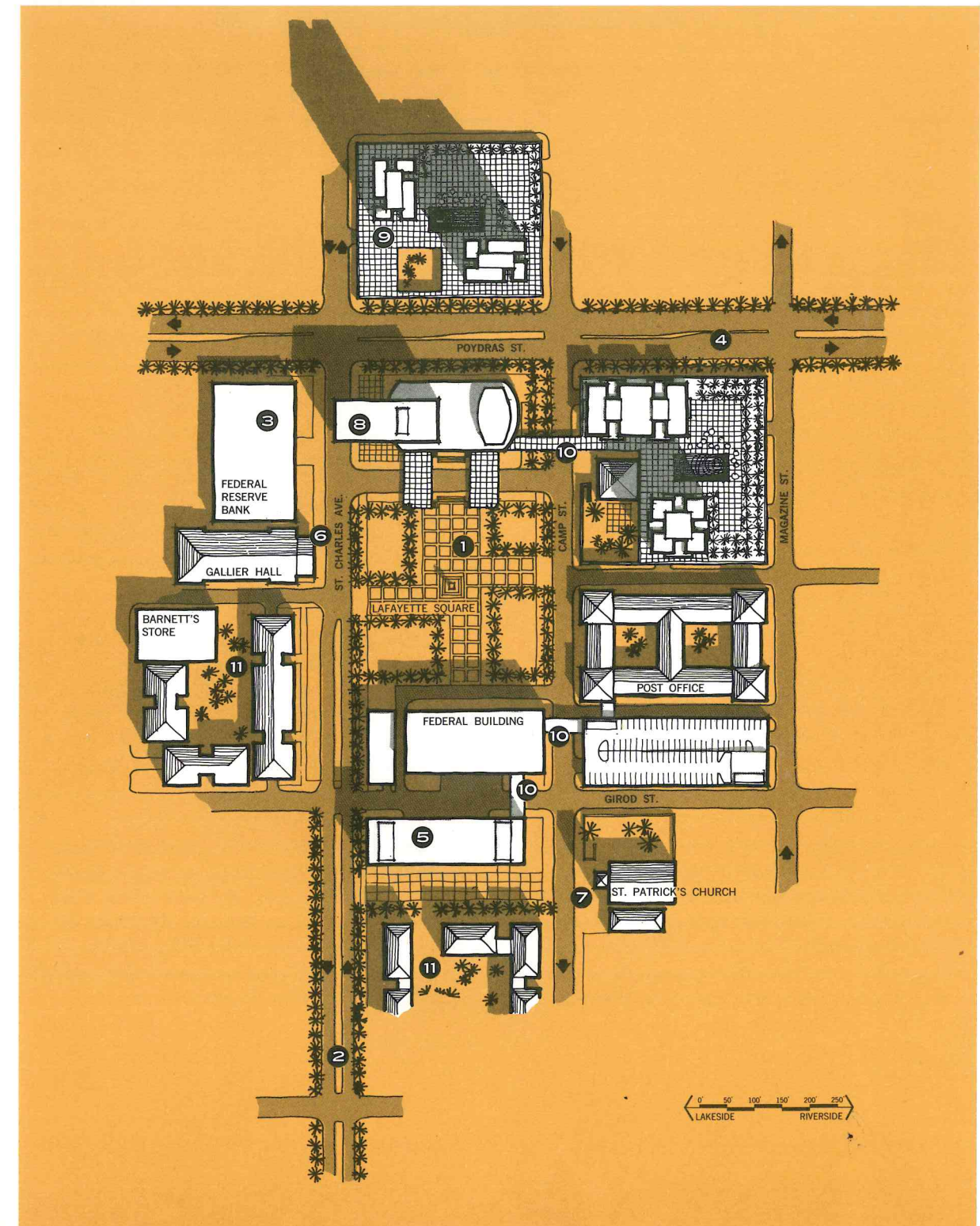
office, and related commercial development. Restaurants, club facilities, special-purpose offices, recreational facilities and related services may also be contained within these structures. Additional blocks of such development would be appropriate along Poydras Street.

10. *Upper-level pedestrian crosswalks.* These

should be provided between major, related developments and also connect the developments to parking.

11. *Moderate-density apartment development.* This type of development, interspersed with high-rise structures, may be appropriate in blocks along St. Charles Street.

FIGURE 5



THE INTERNATIONAL CENTER AREA

DEVELOPMENT in the International Center area is, of course, being stimulated by the construction of the International Exhibition Hall and Trade Mart Tower. It will be further encouraged by completion of the Riverside Expressway and Poydras Street widening. However, much obsolescence and deterioration will remain in the area, and the extension of new development to include additional lands will call for considerable land assembly.

Opportunities in the International Center involve both new building construction and the reorganization and improvement of streets and transit facilities. Some of the things that might be done in the International Center area are indicated on Figure 6 and are described below.

1. Traffic movement on Magazine Street is reversed so that it can be paired with Camp Street.
2. Traffic movements on South Peters and Tchoupitoulas Streets are converted to a paired one-way movement between Canal and Poydras Streets. This would discourage the use of Tchoupitoulas Street through the International Center area and would permit the development of better systems of access, circulation, and parking.

The roadway system, including this possible connection between South Peters and Tchoupitoulas Streets, should be designed to relieve Canal and Poydras Streets of heavy, left-turning movements and to provide ease of access and egress from the major parking ramp beneath the Exhibition Hall. In this design, roadways also serve to facilitate necessary bus movements.

3. Several sites for potential major new buildings established. These include such possibilities as:

A A major new auditorium to complement the International Exhibition Hall. This is located lakeside of South Peters Street where it might be reached easily from both the Exhibition Hall and areas toward the office-retail core. If possible, it should also be located (as shown) to help provide terminal views from Gravier Street.

B A small consulate or other similar-purpose office. This building might be located, as shown, astride Tchoupitoulas Street and in position to terminate views down Peters and Common Streets.

C A major building to be used as a merchandise mart.

D Other possible major buildings for hotel or special-purpose use, including such functions as construction or transportation industry offices, etc.

4. Major parking ramps extending from Magazine to Tchoupitoulas Streets and with access to both. These ramps would be in an excellent position to intercept traffic and to serve both the International Center and areas lakeside of Magazine. The roofs could be used as part of an upper-level plaza and walkway system, helping to connect the International Center with the core retail and office area.
5. Possible position for an upper-level pedestrian walkway connecting plazas in the International Center to development lakeside of Magazine Street.

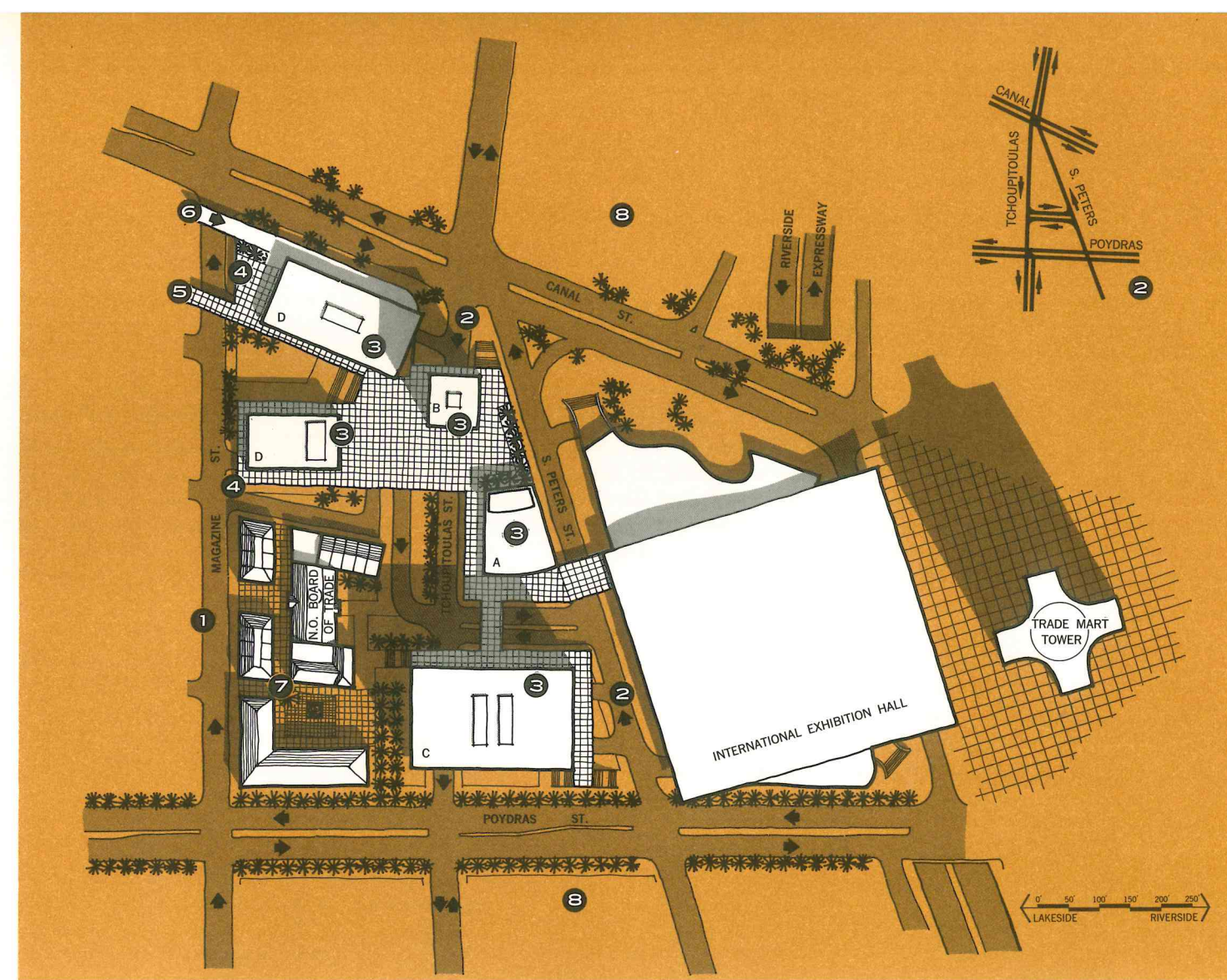


FIGURE 6

6. Continuation of upper-level, Canal Street busway system. With further study, ramp connections to the ground level could be provided in this area, possibly as shown. The development of the system should (as does this design) permit buses to loop and return on Canal Street in order to reach the main entrance of the Exhibition Hall or to move in either direction on the Riverside Expressway.
7. Possible reconstruction and rehabilitation of area surrounding the New Orleans Board

of Trade. Small buildings should be used for activities similar to those now in the area, including architectural, interior, and graphic designers of various types, etc.

8. Plans should be developed for rebuilding these adjacent areas to provide facilities comparable in character and supporting value to those of the International Center. Possibilities include hotels, major apartment and residential developments, buildings to accommodate the printing and graphic arts industries, etc.

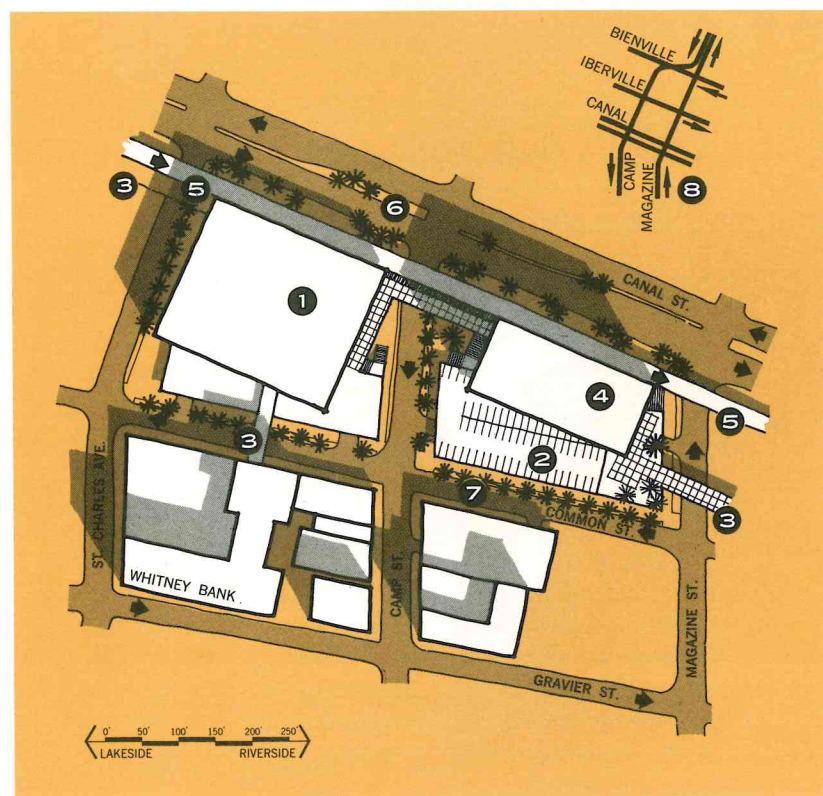
CANAL-CAMP STREET AREA

OPPORTUNITIES in the Canal-Camp area stem from the availability of a large vacant plot of ground in the block bounded by Canal, Camp, Common, and St. Charles Streets, and from the possible vacancy of the International Trade Mart Building. Other opportunities for new development along the street are created by extensive obsolescence in many blocks.

Figure 7 indicates some of the things that might be done in this area. These include:

1. Good site for potential new department store, a desirable addition to the Central Area.

FIGURE 7



2. Excellent site for potential new major parking structure with access from both Camp and Magazine Streets. A parking ramp in this location would be in an excellent position to serve development lakeside of Camp Street and portions of the International Center area.
3. Good potential for the development of an upper-level pedestrian system that could extend from the International Center Exhibition Hall to St. Charles Street and beyond. Note connection from the possible department store to the possible hotel-office parking structure and the Whitney Bank.
4. Excellent site for a major new hotel or office structure. It would be located to serve the office-retail core, Vieux Carré, and International Center areas.
5. Possible elevated busway. Subject to further study of feasibility, this structure could accommodate substantial increases in transit travel and could permit the redesign of Canal Street to greatly increase its attractiveness for pedestrian use.
6. Redesigned Canal Street.
7. Widen and landscape sections of Common Street.
8. Travel directions on Camp and Magazine Streets are reversed to allow the streets to serve as a complementary one-way pair, connecting properly to the Pontchartrain Expressway and discouraging the continued forcing of traffic from Camp Street through the Vieux Carré.

GRAVIER-COMMON-SOUTH RAMPART STREET AREA

POTENTIALS for new development in this area stem from such situations as:

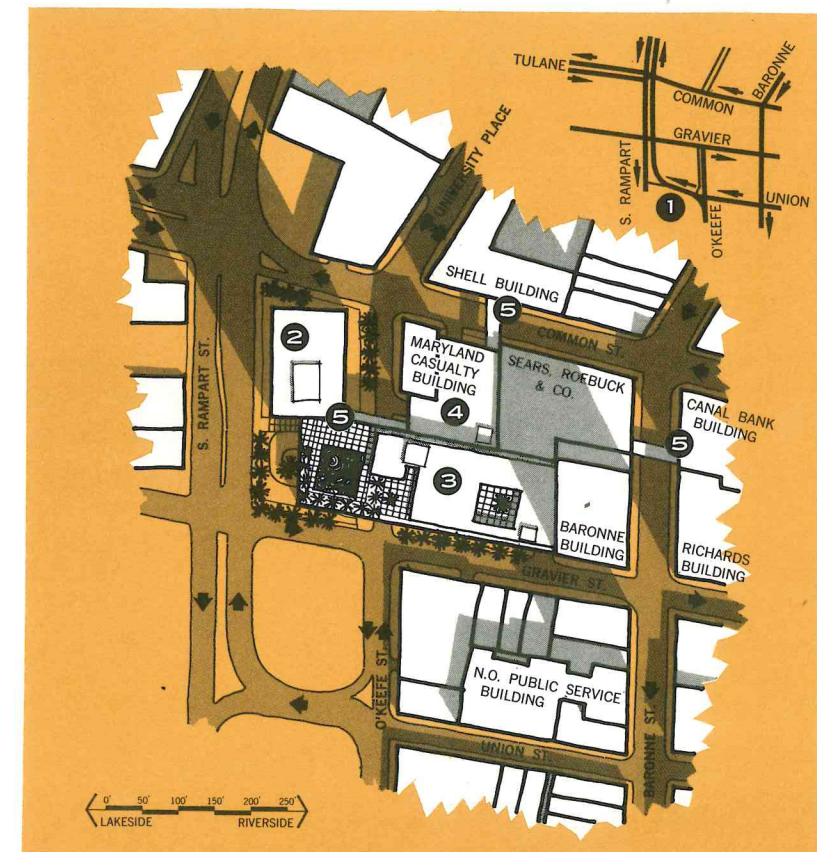
- The need to provide a connection between South Rampart and O'Keefe Streets.
- Under-utilized and obsolete property in the area.
- Recent proposals for major new construction in the area, including the impetus to development created by the relatively new Baronne Building.
- The probable need in this area for additional office, hotel, retail, and parking space closely associated with the intensively developed office-retail core.

Some of the things that might be done in this area are shown on Figure 8 and are described briefly below.

1. New connection is provided between O'Keefe and South Rampart Streets, and South Rampart is widened to accommodate O'Keefe traffic. These improvements could allow consolidation of all lands in the area bounded by South Rampart, Common, Gravier, and Baronne Streets. They would relieve congestion on University Place, permitting it to be returned to two-way movement, and would reduce the forcing of traffic from O'Keefe and University Place into Burgundy Street in the Vieux Carré.
2. An excellent site is provided for major new hotel or office construction. It is highly visible from all approaching directions, with enough land area to accommodate all vehicular access and reasonable landscaping.

3. This is an appropriate site for a major new parking structure with direct access from both Common and Gravier Streets and easily reached from O'Keefe and South Rampart. The site is large enough to accommodate an efficient, major parking structure that could serve all of the buildings in the block.
4. This existing (or potential new) building could be connected to the parking structure and designed to provide centralized truck loading facilities for all development in the block. Space for expansion of the Sears store might also be provided here or as a part of the parking structure.
5. An upper-level pedestrian system could be developed to connect the Baronne Building to the proposed new hotel or office structure on South Rampart Street, to Sears, and to the parking structure.

FIGURE 8



additional steps required

ALTHOUGH much planning for the improvement of Central New Orleans has been done, much remains to be accomplished. It is intended that the summary of principles and objectives, the sketch plans, and the suggested opportunities areas may serve as a framework for stimulating new projects and programs by both public and private interests and evaluating such projects to determine whether they are desirable, undesirable, or in need of some modification to speed accomplishment or maximize value.

It should be noted, however, that this work is only part of a long-term, on-going effort to improve the Central Area. Accomplishments of the recent past have provided a valuable base for the recommendations contained here and for future accomplishment. These include the actions listed separately under the heading "Past Accomplishments."

The recommendations and illustrations presented here cannot and do not stand alone. Not only do they stem from substantial work already completed in New Orleans, but they are dependent upon additional, continuous planning and action. Some of the additional steps required include:

1. Further review of the Committee recommendations and official adoption of policies and objectives for the future development of the area.
2. Further work on plans illustrating the results that might be expected from the application of adopted policies and principles. Especially needed are definitive plans for land-use, transportation and circulation, and public facilities.
3. Study and adjustment of detailed plans now being prepared for freeways, the International Center, Poydras Street, and other current developments to reflect the recommended principles and policies.
4. Preparation of more detailed or expanded plans for specific portions of the area, including, for example, the International Center area, the Vieux Carré, the St. Charles Street and Lafayette Square area, Poydras and Canal Streets, and the Medical Center area.
5. The development and adoption of implementing ordinances and legislation, including especially new zoning, sign, and related controls.

Also, a possible inclusion would be legislation that would assist in land assembly.

6. The development of specific project-type plans for, and the promotion and financing of, new developments, including both public and private projects. Of particular importance would be projects for the completion of freeway and major highway improvements, cultural and meeting facilities, the relocation of the wholesale food market, and the renovation of Canal Street.
7. Continuing review and revision of policies and plans for the development and improvement of the Central Area and of related areas.

Maximum effectiveness of the Committee's work in developing these recommendations can only be obtained if they are considered to be a part of an *on-going* planning and development effort. It is strongly recommended that the additional steps outlined above be taken to insure the continued growth and improvement of the Central Area, the preservation and enhancement of sound, existing values, and the maximum achievement of efficiency and excellence in the area.

PAST ACCOMPLISHMENTS

The establishment of the International House and the International Trade Mart during the 1940's.

Publication of the *Director's Report, Preliminary Draft, and Public Buildings Report* in 1957.

Publication of *A Prospectus for Revitalizing New Orleans Central Business District* in 1957. This report set forth a number of valid principles and recommendations for the location of public buildings, major streets, and land-uses. It has been a useful guide to actions ever since it first appeared.

The release of the *Preliminary Proposal for International Center of Trade and Culture for the City of New Orleans* by a civic committee in October, 1957.

Completion of *The Economic Survey of the Central Area of New Orleans* (frequently referred to as the *Down's Report*) which was released in April, 1959. This report provided both a detailed survey of the economic potentials and needs of Central New Orleans and a number of recommendations for action. It gave a solid base of information on which to mount a detailed planning and improvement effort.

Publication of *A Traffic Improvement Plan for Canal Street* in 1957, which examined in detail the present use of

Canal Street, its problems, and possible solutions.

Publication of *Preliminary Report on Feasibility of a Riverside Expressway Route* in 1960, which established the feasibility and general design character of the Riverside Expressway.

Publication of *Parking Study — Central Business District* in 1960, which produced substantial detailed information concerning present parking conditions and parking needs in the Central Area and made recommendations concerning parking policies and programs.

Publication of the *New Orleans Metropolitan Transportation Study* in 1960, which produced detailed information concerning traffic movement in New Orleans and estimated future traffic requirements.

Publication of *A Basic Concept for Rapid Transit Planning* in 1962, which set forth a basic plan for transit facilities in the Metropolitan Area and provided the basic framework for transit planning.

Publication of *Market Study and Economic Analysis of the Proposed Exhibition-Convention Facility for New Orleans* in 1961, which prescribed certain characteristics of the exhibition and convention facility and the International Center.

Plans have been prepared and carried out for the establishment of the Civic Center, in which a number of old and deteriorated structures have been removed and replaced with several major, new, government office buildings.

Plans have been developed for the construction of several major new Federal Office buildings.

The Mississippi River Bridge and Pontchartrain Expressway have been completed.

Detailed plans have been prepared for the Claiborne Avenue and Riverside Expressways, and schedules for their construction have been established.

Detailed plans have been prepared for the International Exhibition Hall and Trade Mart Tower, and work on the construction of these buildings has begun.

Detailed plans have been prepared for the improvement of Poydras Street and for other streets in the Central Area, and a number of street improvement projects are scheduled or underway.

Detailed plans have been prepared for the Assembly Center.

Over 2,000 offstreet parking spaces have been provided.

Actions have been taken to improve transit service on Canal Street.

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DESIGN STANDARDS

This report and the series of 14 GUIDELINES papers upon which it is based deal with matters of importance to the planning and improvement of Central New Orleans. The purpose of this series is to assist the Central Area Committee in the following activities: First, to establish a body of policy and a general or schematic plan that will represent the point of view of the Committee concerning those elements of Central Area development — land-use, circulation, and public facilities — that are essentially dependent upon public action and subject to public control; and second, to promote private investment and a high type of development in several "opportunity areas" that appear to have significant and timely potential; and, third, to develop a program of action that can be undertaken by the Committee, itself, to achieve its stated objectives. For the purpose of this series, "Central New Orleans" is defined generally as that area bounded by North Claiborne and Elysian Fields Avenues, the Pontchartrain Expressway, and the Mississippi River.