Plan for the 21st Century

NEW ORLEANS 2030 VOL. 2 | STRATEGIES AND ACTIONS

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

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dedication

To the Memory of Rev. Marshall Truehill

When members of the Planning Commission, its staff, and the consultant team first asked one another if New Orleans' *Plan for the 21st Century* should include a dedication, the answer was immediate and unanimous: The plan should be dedicated to the memory and life of the Reverend Marshall Truehill, Jr.

Marshall, who grew up in New Orleans' Calliope public housing development, inspired New Orleanians from every neighborhood and livelihood to understand each other better and to work together for a better city. A lifelong advocate for public housing residents, pastor of an interracial congregation, chair of the City Planning Commission, and founding member of City-Works, an organization that fosters civic engagement, Marshall moved all of us who worked on this plan to pursue an equal commitment to "every person and every place" in New Orleans. He was deeply committed to inclusive planning, and planning team members were honored to be present when Marshall received his Ph.D. in planning from the University of New Orleans in December, 2008. His life, which came to an untimely end on Christmas Day that same month, will inspire generations of New Orleanians to cross lines of diversity and collaborate to build a better community for all.

VOLUME 2

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PART 1: 'THE FORCE OF LAW'
WHAT DOES IT MEAN?

The 2008 charter amendment ensures that City decisions on land use and the expenditure of funds on capital improvements will reflect the recommendations in the Master Plan.

The element of the Master Plan called the *Land Use Plan* is the centerpiece of "force of law" in the Master Plan.

- All land use actions *must be consistent* with the goals, policies and strategies in the element (section) of the Master Plan called the "Land Use Plan." The strategies include a set of land use principles, an urban design framework, urban design principles, and zoning principles, all designed to implement the land use goals and policies. ***(See Volume 1, pp. 37–47; Volume 2, Chapter 14).***
- Land use actions include:
  - > Comprehensive Zoning Ordinance and all zoning amendments
  - > Preliminary and final approval of subdivision plans and plats
  - > Site plans
  - > Approval of planned unit development or other site-specific development plans
  - > Variances
- *"Consistency"* means that the land use actions must further, or at a minimum not interfere with, the goals, policies and strategies in the Land Use Plan section of the Master Plan. In practice this means that land use actions must reflect the distribution of land use categories, densities and intensities on the Future Land Use Map and be informed by the land use, urban design, and zoning principles in the Land Use Plan.
- For all land use actions, the City Planning Commission will make written findings about the consistency of the proposed land use action before rendering its opinion. The findings must include specific reference to the Land Use Element of the Master Plan, in the following categories: Future Land Use Map, goals, policies, and strategies including land use, urban design and zoning principles.

The requirement for land use consistency gives "force of law" to other elements of the Master Plan.

- Implementation of strategies and actions to achieve the goals of other elements of the Master Plan, such as Transportation, Neighborhoods and Housing, Green Infrastructure, and Enhancing Prosperity and Opportunity, will require land use actions that must be consistent with the Master Plan.
- All public projects, and all utility projects (publicly or privately owned) cannot be authorized or significantly altered unless they are consistent with the Master Plan. This conformity will occur through the operation of the Comprehensive Zoning Ordinance and other land use actions—all of which must be consistent with the Master Plan.

- The Future Land Use Map, through the distribution of land uses and densities across the city, will shape the way that these recommendations must be implemented. For example, the Future Land Use Map provides for mixed-use centers with sufficient density to support new transit stations and corresponding zoning consistent with the Future Land Use Map.
- Through enforcement of the consistency requirement in land use actions as related to urban design, the character and design of physical development that results from implementation of strategies and actions to achieve the goals in any element of the Master Plan will be required to be consistent with the Master Plan.

All City-funded capital improvements must be consistent with implementation of the Master Plan.

- The city government's 5-year Capital Improvement Program and the annual capital budget must be consistent with the goals, policies and strategies in one or more of the Master Plan's elements. For example, capital improvement projects that involve acquisition of land for parks or transportation rights of way, improvements to community centers, or city investments in capital improvements funded by other entities must be consistent with the Master Plan.
- If a city department proposes a project for the capital improvement program, that project must further or, at a minimum not interfere with, the goals, policies and strategies in the various elements of the Master Plan. Similarly, the annual capital budget must not contain projects that interfere with the goals, policies and strategies of the Master Plan. If a capital improvement is recommended in the Plan, the City is not obligated to fund that capital improvement, but to fund any capital improvement, whether or not it is in the Plan, it must be consistent with the Plan.
- The City Planning Commission will certify that proposed capital projects are consistent with the Master Plan before they are considered for inclusion in the capital improvement program. ***(See Volume 1, pp. 51–53; Volume 2, pp. 16.12–6.13)***
  - > The Master Plan provides that City Departments proposing a capital project must prepare a narrative explanation of how the proposed project furthers or does not interfere with specific goals, policies and strategies in the Master Plan. CPC staff will review the narrative and prepare a consistency certification, if warranted.
  - > The CPC staff will provide the consistency certification to the CAO's office before the capital improvement program is presented to the CPC.
  - > No project will be considered for the city capital program if it is not certified as consistent with the Master Plan.
- The annual capital budget must reflect the approved capital improvement program.
- The City may fund capital improvement projects that do not appear in the Master Plan as long as they are consistent with the Master Plan goals, policies and strategies.
- The Master Plan does not directly govern capital investments made by the state or federal governments, though they typically will consult with local government to make projects consistent with the Master Plan. As Louisiana is a strong home rule state, the City of New Orleans has the authority and may adopt and enforce zoning and building ordinances that affect state projects within city boundaries.[1]

1 See City of New Orleans v. Board of Commissioners of the Orleans Levee District, 640 So.2d 237 (La 1994)

The charter amendment requires public and neighborhood participation in land use planning and land use decision making.

- Public participation is required during the preparation and review of the Master Plan and amendments to the Master Plan. The minimum required level of participation was exceeded many times over in the preparation of this Master Plan, including planning district meetings, other forms of neighborhood involvement, citywide public meetings and official citywide public hearings.
- The charter requires establishment by ordinance of a system for effective and meaningful neighborhood participation in decision making about land use and quality of life issues.

The Master Plan incorporates requirements for public and neighborhood participation in planning and decision making.

- The Master Plan includes a section titled "Community Participation Program," which recommends a basic structure for the neighborhood participation requirement now in the City Charter. The details of this section do not have the "force of law" because the charter requires that the neighborhood participation system be established by ordinance. The Master Plan recommendations on a Community Participation Program (CPP) focus on moving forward to begin institutionalizing a process for neighborhood input on land use decisions. ***(Volume 1, pp. 42–44; Volumes 2 and 3, Chapter 15.)*** An ordinance will be required to make any CPP legally required.
- If the City Council is not ready to adopt a Master Plan that the CPC has adopted by resolution, it must refer the Plan back to the Commission for revision and a public hearing and comment before it returns to the Council for a final vote.

What else is in the charter amendment that is related to the Master Plan and has the force of law?

- The Master Plan may only be amended once a year and the amendment process must include public meetings and public hearings in the same process used when the Plan was first adopted.
- The Master Plan must undergo a review, with at least one public hearing, every five years to see if amendments are needed.

Full achievement of some aspects of the Master Plan Vision depends on partnerships with groups outside of city government whose actions are not directly controlled by the City Charter.

- Although much of the Master Plan is focused on city government activities, the scope of this Master Plan is much broader.
- Many Master Plan chapters contain goals that can be fully achieved only through collaboration with private, institutional, non-profit and citizen groups outside of city government, as well as other governmental bodies. For example, many of the Plan's health and human services goals are in this category.

- In many cases, the Master Plan recommends that city government work with non-municipal groups, despite the fact that these actions do not come under the umbrella of the "force of law" charter amendment. For example, establishment of the Public-Private Partnership (PPP) for economic development and implementation of recommendations for the activities of the PPP will involve the actions of partners independent of city government.
- The Master Plan also contains recommendations for actions by non-municipal groups that would contribute to achievement of Plan goals and the overall vision and encourages city collaboration and incentives to encourage these actions.
- Through land use actions and capital improvements that must be consistent with the Master Plan, as well as other municipal activities, the City can shape some of the activities of non-municipal groups.
- Full achievement of the Master Plan requires "force of law," leadership, and partnerships.

VOLUME 2

chapter 1

A VISION AND A PLAN FOR ACTION

Plan for the 21st Century: New Orleans 2030, the official citywide master plan, has emerged from the cauldron of a recent history unique among major American cities. Leading the way as the sponsors and stewards of the plan, the citizen members of the City Planning Commission called for a plan centered on New Orleanians' hard-won experience and their aspirations for the future. This citywide master plan builds on the foundation of the intensive, neighborhood-based planning that followed Hurricane Katrina. Every aspect of the master plan was also rooted in a new round of vigorous public participation: more than 5,000 people from every neighborhood and walk of life participated in shaping this plan. The Commissioners also called for a plan that could be put into action—aspirational yet practical, focused on the long-term 20-year horizon yet recognizing that New Orleanians were hungry for short-term, visible progress in recovery. The planning process and this document were designed to meet those goals.

It is important to remember that the Master Plan is neither a prediction nor a projection of the future. It is a ***plan***. All the New Orleanians who participated in the planning process shared their hopes and goals for the city's future. They talked about what they want to happen in the city they love. Sometimes they also voiced understandable cynicism, resignation, pessimism, distrust or bitterness. Built on aspirations for the future, the citywide plan recognizes the existence of obstacles and unresolved practical questions. It provides strategies for overcoming the obstacles and answering the questions. But no plan is self-implementing. Ultimately it will be New Orleanians who must work together to achieve the goals of the plan.

While New Orleans is famed worldwide as a crucible of jazz, and for its historic architecture, delectable cuisine and genial people, it is also a city that encompasses a fishing village, a wildlife refuge, suburban family lifestyles, lakefront beaches—and life science researchers, space ship builders, and digital media entrepreneurs. This plan recognizes New Orleans' many identities and its future potential. The plan is completed at a time of great transition and promise.

Four years after Hurricanes Katrina and Rita, New Orleans' population is estimated at more than three-quarters of its pre-storm total[1]. Structural improvements to ensure levee protection to the 1 in 100 year storm level will be completed in a few years, bringing greater protection to the city. Investment of federal disaster funds in public facilities and infrastructure is accelerating. New mixed-income housing and neighborhoods are being completed. The city's unique culture is alive and vibrant. Because of mayoral term limits, elections will bring a change in political leadership. Much still remains to be done and many improvements are needed. New Orleans' recovery from the nation's greatest urban disaster may still continue for another five or six years, but this recovery period is the opportunity to lay the foundation for new opportunities and enhanced livability, making New Orleans a leading world city and a sustainable community building an exciting future for all its residents—all the while continuing to preserve and nurture the physical and cultural legacy of the past.

Today, the stories the people of New Orleans tell are deeply bound in family, religion, music, race, art, and the city's river delta setting. People share a cultural memory that blends legacies from Europe, West Africa, and other parts of the world. Every aspect of the city's life is shaped today by the strength and richness of this heritage, unique among American cities. The purpose of this master plan is to carry New Orleans' stories into the future.

[1] Brookings Institution/Greater New Orleans Community Data Center. "New Orleans Index." August, 2009. Available at: www.gnocdc.org. Retrieved August, 2009.

Moving forward begins with the recognition that the years of economic stagnation that followed the oil and gas bust created pessimistic stories, as some New Orleanians lost confidence. Many residents saw the city as a place with a golden past it could never hope to recapture. Competition over a shrinking economic pie eroded New Orleanians' sense of shared destiny.

Yet with effective government, a new era of partnerships, and the shared political will to make tough decisions, New Orleans is poised over the next twenty years for a transformation that brings new economic growth, opportunity, and innovation into a city that continues to honor its roots. By 2030, the city can achieve the promise of this vision, adding to its story in tangible, visible and subtle ways.

How will this happen? Hurricane Katrina could have broken the city's spirit, but it did just the reverse. In houses of worship, at dinner tables, and in the aisles of grocery stores in Houston, Memphis and Atlanta, New Orleanians told their Hurricane Katrina stories to each other—often complete strangers—who in turn shared, listened, and were moved. As people found common threads in their stories, they returned and wove them together, finding the collective will to write a remarkable new chapter together. This master plan contains their voices, hopes and determination. It sets the stage for the stories to come.

VISION:

New Orleans in 2030...

LIVABILITY | ENHANCED QUALITY OF LIFE FOR EVERYONE THAT PRESERVES THE CITY'S CHARACTER

By 2030, New Orleans will be one of the most livable cities in America as neighborhoods are knitted together by convenient and walkable mixed-use neighborhood hubs that replace faded shopping centers and long-vacant industrial sites and by transforming barriers like the I-10 Claiborne expressway into tree-lined boulevards.

In 2030, New Orleans is a city of unique historic character and ethnic and cultural diversity. The hard work of recovery and resettlement has restored the city's neighborhoods. Rehabilitated and new homes fill once-empty lots in "dry" and "wet" neighborhoods alike. Known as one of America's most walkable cities, New Orleans is a place where everyone can walk to transit, shopping and parks. Bikeways and excellent transit service offer appealing alternatives to the car. A new generation of mixed-use neighborhoods has replaced faded shopping centers and long-vacant industrial sites. These new neighborhoods incorporate stores, small businesses and restaurants, and offer expanded housing choices for people of all economic circumstances and at all stages of life. Many people choose to live downtown, now a thriving center of intensified urban living, business and a "common ground" that draws people together from across the city. Visitors from around the world mix with residents in downtown's restaurants and shops.

By 2030, New Orleans' role as the economic engine of its region will be strengthened by comprehensive workforce development opportunities and a diversified economy based on traditional and new economic sectors that will include a new generation of creative and knowledge-based entrepreneurs.

OPPORTUNITY | EXPANDING OPPORTUNITY AND ENSURING THAT EVERYONE HAS AN EQUITABLE CHANCE TO SHARE THE BENEFITS

In 2030, New Orleans has built on its rich legacy of place and culture and its established industries to strengthen its role as the creative core of its region. It has become an incubator of innovation among river delta cities worldwide. Recognizing that modern economies depend first and foremost on people and their skills, New

Orleans has invested in lifelong workforce training, effective and cost-efficient government, and enhanced quality of life. Better education, expanded job training, workforce readiness, and similar programs have extended new opportunities to native New Orleanians. From culture, tourism, and maritime trade, to life sciences and media, to alternative energy and coastal protection and restoration technology, New Orleans has diversified and created a new era of jobs, built in part on the skills brought by new residents attracted to the city's creativity and quality of life.

SUSTAINABILITY | A MORE RESILIENT CITY WITH SHARED ENVIRONMENTAL RESPONSIBILITY AT EVERY LEVEL

By 2030, New Orleans can become a city that celebrates its relationship to water and uses water-management strategies to provide amenities to neighborhoods wherever possible.

In 2030, New Orleans has become one of America's greenest cities: resource-efficient, environmentally healthy, and resilient. The city's building and zoning codes are national models for preservation and sustainability. The city's success has drawn new regional growth, contributing to enhanced neighborhoods from Audubon to a thriving New Orleans East, and reversing regional sprawl. A global center of knowledge about managing natural and man-made systems to prevent flooding in low-lying cities, the city now boasts landscaped canals, parks with water features, and shady, tree-lined streets that contribute to its unique beauty while reducing subsidence and managing water from storms.

Livability, opportunity and sustainability—the overall themes of this master plan—are at the foundation of all communities in the 21st century. As New Orleans turns the corner from post-storm recovery planning to long-range planning for the next several decades, this plan seeks to provide guidance in addressing several fundamental questions:

- How do we keep the city safe from flooding and natural hazards?
- How do we fund and rebuild our infrastructure?
- How do we grow the city's economy to provide opportunity for all residents and a prosperous future for our children?
- How do we ensure that all residents can fulfill basic needs for decent and affordable housing, quality education, reliable health care, a robust transportation system, diverse parks and open spaces, varied recreation and useful community facilities?
- How do we preserve and nurture New Orleans' cultural, artistic and architectural heritage and sustain its cultural traditions (among them the traditions of ingenuity, inventiveness, cultural diversity, and the ability to adapt to change) for future generations?
- How do we meet the needs of current residents while making a place for residents displaced by Hurricane Katrina who still have not been able to return home and attracting new residents from around the country and the world?
- How do we provide predictable land use and zoning guidelines that both preserve the city's historic character and encourage new development and economic growth—meeting the needs of developers and neighborhoods alike?
- How do we ensure fair and meaningful public participation in implementing this plan and in future investment decisions—both public and private—that affect local quality of life?

In answer to these questions, the plan provides:

- A summary of the context that shapes the master plan.
- A practical set of citywide goals and policies to guide civic leaders and public agencies in making decisions about public investments and priorities, including capital budgets.
- Clear, step by step strategies and actions that public and private actors can take to achieve the goals.
- A future land use map that describes the kinds of places we want to preserve and create, and guides the zoning regulations that will help to achieve them.
- A framework for meaningful public participation in decision making about land use and development.
- Benchmarks for the public to use in monitoring progress of the plan's implementation.
- A basis for advocacy for state and federal resources to support projects that the city cannot carry out on its own.

Just having a plan can help make it a reality. A good plan supported by a community consensus and a government committed to implement the plan attracts funding and private investment:

- **A plan shows that the community knows what it wants.** Funders and investors like to know what to expect and what is expected of them, because it means that their investments can go to work more quickly
- **A plan shows that the community is willing to invest some of its own resources to achieve its goals.** For example, when a community makes public improvements or works hard to improve its effectiveness, it demonstrates its seriousness about making the plan a reality.

In 2008, the City Planning Commission launched a master planning process to create a vision for New Orleans in 2030.

A process of extensive community input identified recommendations, goals and strategies for...

livability...

- **A plan shows that a community knows what to do with new resources.** Federal funds increasingly come with requirements for coordinated planning. Without a plan, funds can go unspents, even though needs are evident in the community. A citywide plan provides a framework of policies and strategies for using resources to accomplish goals.

The plan has three parts:

- **Vol. 1—Executive Summary** is a condensed version of the longer, technical plan. It presents the essential points of analysis and recommendations to tell the story of the plan.
- **Vol. 2—Strategies and Actions** contains more detailed analysis, recommendations, maps and graphics in 16 chapters. This is the volume you are reading now.
- **Vol. 3—Context and Appendix** includes additional background analysis, other materials prepared for this plan, and information resources.

This document, the Technical Plan, is organized in five parts:

- **Part One, "Setting the Stage"**—provides the context for the plan, background information, a review of existing conditions, and a description of the Master Plan participation process.
- **Part Two, "How We Live"**—focuses on four elements critical to the daily quality of life of everyone who lives in New Orleans now and who may come to live here in the future: Neighborhoods and Housing; Historic Preservation; Green Infrastructure—Parks, Open Space and Recreation; and Health and Human Services.
- **Part Three, "How We Prosper"**—concerns economic development. The chapter focuses on important existing, emerging and potential industries and sectors, and analyzes the environment for economic development, including workforce development, research capacity and technology commercialization, entrepreneurial culture and resources, and business-friendly government.
- **Part Four, "Sustainable Systems"**—embraces the citywide systems that support residents and business: city facilities and services; water, sewer and drainage infrastructure; and transportation infrastructure and services. This section also incorporates a focus on managing storm and flooding

opportunity...

sustainability...

and action.

risks and creating a resilient community that can bounce back quickly from stressful events thanks to a clear understanding of risks and how households, businesses and governments share responsibility for managing risk. The Environmental Quality element concerns enhancement of New Orleans' energy-efficiency, understanding and adapting to diverse aspects of climate change, and promoting "green" practices of all kinds, including support for locally-based food systems.

- **Part Five, "From Plan to Action"**—provides specific recommendations on how city government and other agencies can organize to implement the plan. It includes the Future Land Use Map (which must be reflected in zoning and land use decisions following the 2008 charter amendment), including conceptual plans for opportunity sites; a framework for the Citizen Participation Program (also mandated by the charter amendment); and a set of recommendations for improving organization, coordination and communication, information-sharing, accountability, and for making city decision-making and actions consistent with the Master Plan. This includes a newly strengthened requirement that the capital improvement plan and capital budget reflect the recommendations contained in the Master Plan.

At the end of each of the chapters in parts Two through Five, there is an implementation matrix headed by a brief section, "Getting Started," which lists a few quick actions that can be taken to get going on the recommendations of that chapter. Many of them are organizational and do not require new funding. The implementation matrix is a more detailed list of short-, medium-, and long term actions that will lead to achieving the goals.

This Master Plan is prepared for use by residents, businesses and developers, nonprofit organizations, elected and appointed officials, the City's administration and staff, and others with a stake in the future of New Orleans. Implementation will depend not only on government but on partnerships across the city. New Orleans residents can use this plan to further their understanding about how their neighborhoods fit into the broader patterns of community throughout the city. The plan's vision and recommendations for the future combine respect for the city's past and its established way of life with exciting new opportunities for New Orleans in the 21st century. As a citywide framework, the Master Plan outlines a picture of the future, but the details have to be filled in by New Orleanians working together.

Frequently asked questions about the Master Plan

How can I be sure that the Master Plan includes improvements for every neighborhood in the city?
As a citywide plan, this Master Plan is committed to the principle of "every place and every person," and shows future improvements for every part of the city. Every planning district will have a planner assigned to work with the residents and businesses of that district, identify the improvements needed, and coordinate with public and private agencies to get the work done. Community centers, parks and recreation areas, schools and libraries will be the civic heart of every district and accessible from every neighborhood.

How will the master plan be approved and how can we change it after it is approved?
Approvals: The master plan has to go through two rounds of public hearings and approvals before it becomes official. First, the City Planning Commission (CPC) will hold public hearings on the plan, make any needed revisions, and then approve the plan. The CPC then sends the plan to the City Council. The Council will hold public hearings and then decide if it wants to send the Plan back to the CPC for further revision or approve it. If it is sent back, the CPC will resolve any questions that came up and send the revised version to the Council. On approval by the Council, the plan is officially adopted.

Changes: The law allows and requires opportunities to change the Master Plan to make sure it stays relevant to New Orleans. The Master Plan may be amended once a year through a process that requires public hearings. The Master Plan must be reviewed and, if needed, updated every five years, with even more public participation required.

What role do the Mayor and City Council have in the implementation and management of the Master Plan?
Elected officials will lead the implementation of the Master Plan. The Mayor and the administration will use the goals and strategies of the Master Plan as a guide in setting priorities and allocating resources to make improvements in the city. The authority to make zoning changes and any other laws will continue to reside with the City Council. As the Council exercises its powers to approve the city budget and the capital plan, the Council will also be making decisions about how the Master Plan is implemented.

How can implementation of this plan make a difference to me and my neighborhood?
The Master Plan calls for a park within walking distance of every resident; strategies to make sure that new development fits in with existing neighborhoods; more transportation alternatives –bike routes and expanded transit—as well as better roads and sidewalks; planting enough trees along sidewalks, in neutral grounds, and elsewhere to bring half the city under shade; and more retail and services to support neighborhoods. The plan contains a framework for implementing a system of neighborhood and community participation in decisions about private and public development, so residents can make their voices heard through a mandated and structured process.

How does the plan give everybody the chance to share in economic opportunity?
The Master Plan focuses on strengthening the "building blocks" of a successful economy, linking education and workforce development, support for small businesses and the cultural economy, cultivation of an entrepreneurial culture, promotion of potential new industries with health science and green jobs, and support for the existing successful sectors of the economy.

How will the plan help our city bounce back quickly from hurricanes, floods and other disasters?
First, the Master Plan recommends that the City take the lead, through a strong Department of Environmental Affairs, in understanding, communicating, and coordinating everything to do with protecting the city from natural disasters, adapting to climate change, and becoming more resilient. The Plan calls for making evacuations a thing of the past with public facilities that can withstand a 1 in 500 year storm at a minimum and a community discussion on the role that every level of government and every household can do. The new agency will explore the feasibility of following Dutch models of living with water through a system of beautiful open canals. Finally, the Plan calls for New Orleans to lead American cities in securing a new minimum 1 in 1,000-year storm standard of protection and resilience comparable to the minimum standard in Europe and Japan.

How does the Master Plan have the "force of law" and how does it get approved?

In November 2008, voters approved a city charter amendment that provides specific language that links the Master Plan with the Comprehensive Zoning Ordinance, the capital improvement program and the annual capital budget, and land use actions such as approvals of subdivision plans, site plans, and so on. The amendment states that zoning, the capital improvement program and capital budget, and land use actions must be consistent with the goals and policies of the

plan. The Master Plan itself does not contain any zoning regulations. Detailed zoning is separate from the plan and simply has to be generally consistent with the plan. The City Council still has final authority over and right of approval of the capital improvement program, the capital budget, and all zoning changes.

Approval and amendment process

The 2008 city charter amendment did not approve this Master Plan or any other specific plan. To be approved, a master plan has to be based on a process of community participation; it has to go through public hearings at the City Planning Commission and be approved by the CPC; and it has to go through public hearings at the City Council and be approved by the City Council. An approved master plan can be amended once a year, again going through a process of public meetings, public hearings before the CPC and approval by the CPC; and public hearings before the City Council and approval by the City Council.

VOLUME 2

chapter 2

NEW ORLEANS YESTERDAY AND TODAY: POPULATION AND LAND USE TRENDS

See Volume 3 for Chapter 2.

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chapter 3

THE CONTEXT: PREVIOUS PLANNING AND THE CHARTER AMENDMENT

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chapter 4

THE COMMUNITY SPEAKS AND SHAPES THE PLAN

See Volume 3 for Chapter 4.

VOLUME 2

chapter 5

NEIGHBORHOODS AND HOUSING

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
NEIGHBORHOODS			
1	***Enhanced character and livability for all neighborhoods, with investments to improve quality of life***	• Preserve and enhance the physical, economic, social and cultural character and diversity of existing residential neighborhoods. • Continue to support and promote a diversity of public social and cultural events throughout the city. • Promote neighborhood associations and community activities to encourage neighborhood identity, sense of ownership, and advocacy. • Promote proactive planning on the district and neighborhood level.	5.15
2	***Redevelopment of blighted and vacant properties in all neighborhoods, including accelerated redevelopment of flooded neighborhoods***	• Give high priority to a comprehensive, coordinated program to eliminate blight and redevelop vacant properties.	5.21
3	***Access to retail and services for all neighborhoods***	• Revitalize existing neighborhood commercial districts and create new, walkable mixed-use districts on underutilized commercial or industrial land. • Locate civic and cultural uses within or adjacent to neighborhood commercial districts to act as anchors.	5.26
HOUSING			
4	***Reinvented housing policies to support quality neighborhoods and meet the diverse housing needs of all households***	• Establish a housing policy group made up of stakeholders from government, the nonprofit sector, and the private sector. • Create quality housing to meet the diverse needs of New Orleanians at all income levels and all stages of the life cycle.	5.31
5	***High capacity public sector and community-based groups, such as community development corporations, to provide housing responsive to the changing housing needs of current and future residents***	• Build public sector capacity in housing policy implementation. • Build nonprofit sector organizational capacity to safeguard neighborhood interests and promote equitable recovery.	5.36

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet
HOUSING

Pre-Hurricane Katrina Housing Facts (Census 2000)

- 215,091 housing units of which 188,251 were occupied
  - > 57% single family
  - > 23.2% of units in 2–4-family buildings
  - > 9.8% of units in buildings with 5–19 units
  - > 9.6% of units in buildings with 20 or more units
- 60% of housing units were built before 1960
- 46.5% of occupied units were owner-occupied
- 53.5% of occupied units were renter-occupied
- 32% of occupied rental units were low-cost, unsubsidized, market rentals
- Approximately 11% of total rental units were federally subsidized or in public housing (11,000 units)
- Approximately 9% of total rental units were rented with Section 8 vouchers (9,000)

Post-Hurricane Katrina Housing Facts

Homeowner

- 61% of owner-occupied homes suffered major or severe damage from Katrina.
- 80% of homeowners with damaged homes received insufficient funds to cover rebuilding costs.
- Home values have increased while median household incomes adjusted for inflation have remained flat. In 2000, the majority of homes were valued below $80,000. In 2006, the majority of homes were valued over $100,000.

Rental

- 51% of renter-occupied housing suffered major or severe damage from Katrina.
- 80% of subsidized affordable housing suffered major or severe damage from Katrina.
- 40% increase in rents, and 26% increase in wages, 2005–2008.

Increase in costs

- Construction of a 1,300-square-foot energy-efficient house cost more than $200,000 in 2009.
- Homeowner's insurance costs up 300%.

WHAT DOES IT MEAN?

Pre-Katrina:

- New Orleans' 46% owner-occupancy rate was comparable to other cities in 2000:
  - > Atlanta – 40%
  - > Boston – 32%
  - > Dallas – 43%
  - > Houston – 45%
  - > San Francisco – 35%
- Most rental housing was in buildings containing 1-4 units.
- Many of the large-scale subsidized housing projects were poorly designed and managed, with a negative impact on surrounding neighborhoods.

Post-Katrina:

- Housing costs have increased and housing has become expensive for the some 49,000 households estimated to have incomes below 80% of the median income.
- Lack of sufficient funds for rebuilding has slowed recovery by many homeowners and the majority of small landlords.
- The 2008–2009 credit crisis may slow or eliminate financing for multifamily developments.

Sources: Brookings Institution/Greater New Orleans Community Data Center; Policy Link; US Census; New Orleans Redevelopment Authority

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FINDINGS

- New Orleanians identify strongly with their neighborhoods and want to retain the city's unique qualities.
- Neighborhood conditions in 2009 vary considerably depending on the previous circumstances and degree of flood damage.
- New Orleans has many small commercial areas, but there is a lack of neighborhood-serving retail and services in many parts of the city.
- Blight is a critical problem, both in pre-storm disinvested neighborhoods and in neighborhoods still in recovery from the storm.
- Most of the city's housing stock is in one- to four-unit structures owned by families and individuals.
- The majority of funding made available for residential recovery has been targeted to individual homeowners or to large-scale, subsidized multi-family rental properties.
- Housing sale and rental prices increased substantially in the three years after the storm but prices moderated in 2009. Some costs, such as construction and insurance, remained significantly higher than before the storm.
- The number of non-subsidized and subsidized affordable housing units declined substantially after the storm, but some 8,000 federally-subsidized units are projected to open by 2012.
- Homelessness remains a serious problem.
- Neighborhood and housing development, blight removal, and housing programs are spread among numerous city agencies and authorities and are not effectively coordinated within New Orleans or in relation to state or federal agencies.
- Detailed data is not available on all segments of the housing market, including housing need, housing cost burden, affordability of non-subsidized units, and similar issues, but is being developed as of 2009.

CHALLENGES

- Creating an integrated housing policy that invests resources to enhance neighborhoods and to meet the diverse housing needs of all New Orleans households.
- Tailoring neighborhood planning and housing policies and resources to address a wide variety of neighborhood conditions.
- Developing, funding, staffing and implementing a comprehensive approach to blight eradication.
- Improving programs and technical assistance to assist owners in restoring housing, including small rental properties with 1–4 units.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

AMI	Area Median Income	**GO Zone**	Gulf Opportunity Zone
CAO	Chief Administrative Officer	**HDLC**	Historic District Landmarks Commission
CDBG	Community Development Block Grant (federal)	**HOME**	Home Investment Partnership Program (federal)
CIP	Capital Improvement Program	**HRCN**	Housing Resource Center Network
CLT	Community land trust	**HUD**	U.S. Department of Housing and Urban Development
CPC	City Planning Commission	**LHFA**	Louisiana Housing Finance Agency
CZO	Comprehensive Zoning Ordinance	**NCDC**	Neighborhood Conservation District Commission
D-CDBG	Disaster Community Development Block Grant (federal)	**NORA**	New Orleans Redevelopment Authority
DPW	Department of Public Works	**ORDA**	Office of Recovery and Development Administration
EAH	Employer-Assisted Housing	**PPP**	Public-private partnership for economic development
FANO	Finance Authority of New Orleans	**RFP**	Request for proposal
FEMA	Federal Emergency Management Agency	**UNO**	University of New Orleans
GIS	Geographic information system	**UNOP**	Unified New Orleans Plan

A Introduction

New Orleans is famously a city of neighborhoods—crucibles of culture and cuisine, and networks of family roots. A vibrant network of grassroots activists emerged to rebuild the city in the aftermath of Hurricane Katrina. Neighborhood protection, enhancement and revitalization is the cornerstone of New Orleanians' vision for the city's future. Investment in a high quality of life for all neighborhoods is also an economic development strategy, creating the foundation of inviting, safe, diverse and enjoyable places to live that will help retain and attract businesses and the labor force they need.

Strategies for neighborhood livability must be comprehensive and integrated, taking into account neighborhoods' differing needs:

- Stable neighborhoods that need vigilance to maintain that stability
- Recovering neighborhoods that were doing well before the storm but are still working toward recovery
- Revitalization neighborhoods that faced challenges before the storm and, in some cases, also experienced storm-related damage.

Master Plan strategies to accelerate recovery and provide a foundation for continued enhancement of livability into the future focus on four key issues:

- **A comprehensive approach to eliminating blight.** New Orleans had over 20,000 blighted properties before Hurricane Katrina, with another 30,000–40,000 vacant or blighted properties added since the storm. This is a complex challenge of widespread patchwork blight combined with disinvestment that predates Hurricane Katrina. Because the scale of the problem is so great, the city needs a multifaceted but highly coordinated approach that combines traditional tools with innovative solutions.
- **Reinvention of the city's approach to housing.** The city needs a housing policy focused on building community and neighborhoods rather than projects or developments—whether for market-

rate or below market rate housing. This will require a thorough understanding of the new dynamics of all segments of the New Orleans housing market since the storm; an inclusive approach to setting policy that reaches out to neighborhoods and housing professionals; a planning context that sets the physical framework for housing activities; and capacity building for both the public sector and community-based groups such as community development corporations. Housing policy should be multi-faceted taking into account the needs of residents who have returned since Hurricane Katrina, welcome and facilitate the return of former residents who wish to come back to the city, and welcome newcomers to New Orleans.

- **Enhancing neighborhood commercial districts and residents' access to retail and services.** Strategic location of civic uses to anchor local commercial areas, recruitment of supermarkets to better serve residents, provision for neighborhood corner stores where they are desired by residents, support for small business and merchants, and public investments that promote walkability can enhance neighborhood commercial areas.
- **Neighborhood-level plans and audits tailored to specific areas.** A system of district planners will work with residents, businesses and other stakeholders to create plans, coordinate implementation, and organize community process around development proposals.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 5.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
Enhanced character and livability for neighborhoods, with investments to improve quality of life	Tailor policies and programs to maintain and enhance the physical, economic social and cultural character and diversity of existing residential neighborhoods.	Use zoning to guide the scale and character of new infill to fit in with the character of established residential areas.	CPC; City Council	first five years	CZO rewrite project	5.15
		Use zoning to ensure appropriate transitions between established residential areas and redevelopment of underutilized sites.	CPC; City Council	first five years	CZO rewrite project	5.15
		Create design guidelines to assist existing and new property owners in improving, expanding or constructing new development.	CPC through area plans; CPC and City Council through zoning	first five years (CZO); short to medium (area plans)	CZO rewrite project. Area Plans—see below	5.16

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Explore adoption of incentive zoning to provide community benefits from large developments.	CPC	first five years	CZO rewrite project	5.16
		Create sidewalk notification, enforcement and betterment programs.	DPW; possible small consultant contract	first five years	Staff time; general fund; CDBG	5.16
		Continue to upgrade streetscapes of major streets.	DPW with planning review from CPC	first five years	Bond funding; CDBG; federal transportation funds	5.17
		Create a program to notify property owners about their sidewalk maintenance responsibilities and offer a betterment program to promote sidewalk repair and maintenance in neighborhoods.	DPW	first five years	Staff time; fines	5.17
		Continue to support and promote a diversity of public social and cultural events throughout the city.	Mayor's Office	first five years	Staff time—various departments; neighborhood groups; nonprofits	5.17
		Promote neighborhood associations and community activities to encourage neighborhood identity.	Mayor's Office: City Council; CPC	first five years	Staff time	5.17
	Establish systems to enforce quality of life regulations and eliminate nuisance businesses.	Create a ticketing system with fines for quality of life offenses.	Mayor's Office; City Council; Police Department	first five years	Staff time; fines	5.17
	Develop a protocol for dealing with businesses that are incompatible with residences and with "nuisance businesses" while appropriately protecting due process.	Convene meetings between business owners and neighborhood residents to seek resolution of issues.	CPC (District Planners)	first five years	Staff time	5.18
		Enhance industrial and commercial performance standards (limits on noise, dust, vibration and other impacts) in the zoning code.	CPC	first five years	CZO rewrite project	5.18

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Change the code to tie alcoholic beverage outlet licenses to both location and operator /owner to require new approval at a transfer of operation or ownership.	CPC; City Council	first five years	staff time	5.18
		Disseminate information to neighborhood associations on potential legal approaches.	CPC	first five years	Staff time	5.18
	Fund and staff a system for proactive planning on the neighborhood and district level.	Enhance the Comprehensive Planning Division with an Area Planning Program with district planners.	CPC	first five years with grant funding; thereafter permanent funding	General fund; CDBG planning funds; developer fees	5.19
	Engage neighborhood residents, businesses and other stakeholders in proactive planning connected to the citywide Master Plan and citywide policies.	Create Area Plans for planning districts and neighborhoods.	CPC; neighborhood associations; District Councils (when formed)	first five years	CPC funded plans—general fund, CDBG, state and federal grants. Other funding for associations, *etc.*—foundations, donations, university studios (in-kind), volunteers.	5.19
		Engage neighborhood groups and students to perform "Neighborhood Audits" of the public realm to aid in targeting resources for public improvements.	CPC (set framework, some coordination); neighborhood alliances and other nonprofits; neighborhood groups; District Councils when formed	first five years	Volunteers; limited funding needed from donations, foundations	5.20
		Provide a structured community information and participation process.	CPC; City Council (ordinance)	first five years	See Volume 2, Chapter 15 for details	5.21

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Hold public hearings, when needed, in the evening to enhance the opportunity for public participation.	CPC	first five years	Staff and commissioner time	5.21
Redevelopment of blighted and vacant properties in all neighborhoods, including accelerated redevelopment of flooded neighborhoods	Accelerate redevelopment of blighted and vacant sites through a comprehensive blight elimination program under unified management.	Coordinate and organize the blight eradication programs and activities of the several agencies involved in the Mayor's office—with a specific person reporting directly to the Mayor focused on this goal.	Mayor's office	first five years	Staff time; general fund	5.22
		Improve code enforcement activities.	Safety & Permits	first five years	Staff time; enforcement fines	5.22
		Substantially increase staff and funding for NORA and other relevant agencies.	Mayor and Council; NORA funding applications	first five years	State and federal funding including stimulus funding; explore limited-period millage or bond for enforcement, land bank and redevelopment programs	5.23
		Create a comprehensive city property information database that includes information on blighted and vacant properties as well as other data.	Information Technology to expand on NORA project to be available to all relevant departments	first five years	D-CDBG; expand with grant or general fund; CDBG or general fund to sustain	5.23
		Establish annual inspections for rental properties and for houses at time of sale.	City Council (ordinance); Safety and Permits; Code Enforcement;	first five years	Fees to be paid by landlords and sellers	—
		Establish a registry of properties vacant for six months or more.	City Council (ordinance); Safety and Permits	first five years	General fund; fines for non-registration	5.23
		Expedite procedures for site control of blighted and vacant properties: including the code enforcement lien foreclosure process.	Mayor's Office; legislative delegation	first five years	Staff time	5.23

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Provide incentives, such as a limited-period tax abatement, to owners to assemble (including scattered site assembly) and redevelop sites in recovery and revitalization areas with reasonably strong markets.	Mayor's Office; City Council	first five years	General fund (foregone income for limited period)	5.23
		Pursue land assembly to create larger, contiguous parcels for community amenities or efficient development, and to facilitate targeted block-by block redevelopment.	City Attorney's Office; NORA	first five years	Staff time; D-CDBG; other federal funding	5.23
		Explore land readjustment as a land assembly and redevelopment option.	City Attorney's Office; NORA	first five years	Staff time; D-CDBG; other federal funding	5.25
		Work with neighborhood groups, nonprofits and faith-based organizations establish Community Land Trusts to act as land banks and potential affordable ownership developers.	CPC; NORA; neighborhood and nonprofit groups	first five years	Staff time; D-CDBG; foundation funding	5.24
		Continue the Lot Next Door Program, including credits for fencing or landscaping adjacent properties.	NORA	first five years	Staff time; D-CDBG; other federal funding	5.24
		Explore the pros and cons of property tax initiatives or vacant property purchases to promote redevelopment of vacant properties.	Mayor's Office; City Attorney; Finance Department; City Council. Possible consultant contract	first five years	Staff time; general fund	5.24
		Require property liability insurance for all owners.	City Council (ordinance); Safety and Permits (enforcement)	first five years	Staff time	5.25
		Place redevelopment covenants, design and performance standards, and any special use or other appropriate restrictions on properties sold at tax sales by NORA or other government entities for redevelopment.	CPC; NORA; City Attorney's office	first five years	Staff time	5.25

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Clarify through public process the criteria for historic property rehabilitation or demolition using the Neighborhood Character Area Study to inform decisions.	HDLC; NCDC	first five years	Staff time	5.25
		Use neighborhood audits (see above) to prioritize problem properties for code enforcement or demolition.	CPC (coordination) ; neighborhood groups; appropriate city agencies	first five years	Staff time; neighborhood volunteers	5.26
Access to retail and services from all neighborhoods	Revitalize existing neighborhood commercial districts and create new compact, mixed-use neighborhood centers on underutilized commercial and industrial land.	Fast-track the creation of a one-stop shop and comprehensive resource guide to opening and operating a small business in New Orleans.	Community Development Department; Economic Development Public-Private Partnership (PPP)	first five years	D-CDBG funds; PPP operational funds	5.26
		Facilitate "Rapid Reconnaissance Plans" for neighborhood commercial districts to identify and prioritize immediate needs.	CPC (template and coordination); business and neighborhood volunteers	first five years	CPC staff time; volunteers	5.26
		Locate civic uses within or adjacent to neighborhood commercial districts to serve as anchors when feasible.	CAO and CPC through Capital Improvement Program (CIP) process)	first five years	CAO, CPC, with other departments; variable funding depending on project	5.27
		Focus cultural uses, events and development opportunities to strengthen neighborhood commercial districts, where feasible.	CPC and Community Development	first five years	Staff time	5.27
		Promote the development of business or merchants' associations to serve as the voice of business owners in specific commercial districts.	Main Streets' Program; Cultural Products District programs; Community Development; economic development PPP; neighborhood associations and alliances	first five years	Staff time; volunteers	5.27

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Create opportunities for context-sensitive commercial reuse of underutilized commercial buildings.	CPC/ Council—appropriate zoning; CPC—Area Plans ; incentives such as TIF program	first five years	Staff time; TIF	5.28
		Develop a façade improvement matching grant program or revolving loan fund for neighborhood commercial areas.	Community Development; PPP; Main Streets programs	first five years	CDBG; Main Street commercial partners	5.28
		Develop design principles and standards for all districts that permit a mix of land uses and neighborhood commercial districts.	CPC	first five years	CDBG; Main Street commercial partners	5.28
	Launch a supermarket/ grocery store recruitment program.	Commission a market analysis for supermarkets stores with a plan illustrating feasible sites and identifying potential incentives (including the Fresh Food Retail Incentives Program).	Community Development with CPC; NORA	Community Development with CPC; NORA	$35-40,000; General Fund; CDBG; Economic Development Administration or similar grant.	5.29
	Include neighborhood commercial development in activities of the proposed economic development public-private partnership (PPP).	Establish a PPP group that would focus on marketing, programming and other approaches to revitalization of neighborhood commercial districts.	PPP	first five years	PPP funding	5.29
Reinvented housing policies to support quality neighborhoods and meet the diverse housing needs of all households.	Create a New Orleans Housing Working Group to guide and coordinate City housing strategy.	Bring together people knowledgeable about housing as a working group charged with advising on housing policy for the city.	Community Development Housing Policy office, with a diverse stakeholder group	first five years	Staff time	5.31
		Collect and analyze housing data to monitor the market and housing needs.	Housing Policy office; Greater NO Community Data Center	first five years	Staff time; foundation funding in first five years; eventual partial funding by the city from CDBG	5.31
		Develop performance measures to monitor housing needs and the extent to which needs are being met for reporting in a monthly cross-agency meeting and annual public reporting.	Housing Policy Office	first five years	Staff time	5.31

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Establish an annual public meeting on housing policy and priorities.	Housing Working Group	first five years	Staff time	5.32
		Work with state and federal housing agencies, as well as national nonprofits, to communicate local housing needs and priorities.	Mayor's Office; Housing Policy Office	first five years	Staff time	5.32
	Provide resources to restore housing in all affected neighborhoods, with appropriate flood protection measures.	Seek additional federal funding to close gaps between Road Home funding plus insurance and recovery needs for homeowners.	Mayor's Office; Community Development	first five years	D-CDBG; additional federal funds	5.32
		Support restoration of single-family housing and return to commerce of rental housing in 1- to 4-unit buildings, with appropriate flood protection measures.	Community Development; nonprofit housing organizations	first five years	D-CDBG; additional federal funds	5.32
		Monitor the progress of the Small Property Owners Road Home and facilitate technical assistance to property owners.	Community Development; nonprofit housing organizations through Housing Resource Center Network	first five years	Staff time; CDBG	5.33
		Identify key indicators of neighborhood revitalization, monitor the indicators and hold quarterly cross-agency Neighborhood Coordination Meetings.	Housing Policy Office (conveners); CPC, NORA, FANO, Community Development, enforcement agencies, *etc.*	first five years	Staff Time	5.33
	Aggressively implement and enhance existing funded housing programs.	Expend housing funding already allocated to the city as expeditiously as possible, using the advice of the Housing Working Group when it begins working.	Community Development; NORA	first five years	Staff time; D-CDBG	5.33
		Implement a system of performance standards and strict monitoring for developers, contractors and others who receive housing and community development funds from the City.	Community Development	first five years	Staff time	5.33

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Strengthen the City's home repair program through technical assistance to property owners, staff training, program marketing, and contractor certification.	Community Development; Housing Resource Center Network	first five years	Staff time; CDBG; federal HOME funds;	5.33
		Establish a One Stop Homeownership Center.	Community Development	first five years	Staff time; CDBG; general fund	5.34
		Monitor the status of affordable homeownership programs to appropriately target funds.	Community Development; Housing Working Group	first five years	Staff time; federal HOME funds	5.34
		Support development of supportive and transitional housing for homeless or at-risk households.	Community Development; UNITY of New Orleans and member nonprofits; NORA	first five years	Federal McKinney grants for transitional and supportive housing for homeless persons; federal project-based vouchers for supportive housing; stimulus funding	5.34
		Pursue additional housing funds if needs continue after expenditure of current funding.	Community Development; NORA	first five years	Potential sources: additional GO Zone tax credits and mortgage revenue bonds; five-year increase in HOME and CDBG funds; project based vouchers for supportive housing	5.34
	Maintain and expand market-rate housing choices.	Provide zoning for a wide range of market rate housing choices.	CPC; City Council	first five years	current CZO project	5.35
	Evaluate the full toolbox of housing production strategies as conditions warrant and as appropriate to particular neighborhoods.	Assess the value of management bonds, incentive zoning, transfer of development rights, a local affordable housing trust fund, employer assisted housing programs and similar strategies.	CPC and City Council (zoning); Housing Working Group; Housing Policy Office	first five years	current CZO project; staff time	5.35

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
High capacity public sector and community-based groups, such as community development corporations, to provide housing responsive to the changing housing needs of current and future residents	Provide training for city housing staff and for members of the Housing Working Group.	Send staff to national housing conferences; organize staff participation in webinars and similar activities; provide informational materials and training for the Working Group.	Community Development; Housing Policy Office	first five years	Seek foundation funding in the first five years; budget (CDBG) for training in the medium to long term	5.36
	Foster a network of strong neighborhood-based community development corporations through capacity building efforts.	Facilitate training for non-profits who already produce or could have the capacity to produce housing.	Community Development	first five years	CDBG; foundations; national community development programs, such as Local Initiatives Support Corp.	5.36

Getting Started

These items are short-term actions that can be undertaken with existing funding, or relatively little expenditure, and will help lay the groundwork for the longer-term actions that follow.

- Incorporate development standards and design guidelines in zoning to guide the character of infill development in existing neighborhoods.
- Coordinate all enforcement and blight eradication programs from the Mayor's office to provide high-priority attention.
- Create a Housing Working Group with diverse stakeholders to advise on City housing policy and strategy.
- Seek additional federal funding for blight eradication and redevelopment activities.
- Create performance standards and strict monitoring of recipients of City housing and redevelopment funds.
- Create a comprehensive property database for use by all City departments.
- Collect and analyze housing data to monitor the market and needs for all types of housing.
- Notify property owners of their obligation to maintain sidewalks.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

1. NEIGHBORHOODS

GOAL 1

Enhanced character and livability for neighborhoods, with investments to improve quality of life

1.A Tailor policies and programs to maintain and enhance the physical, economic, social and cultural character and diversity of existing residential neighborhoods.

The diversity of New Orleans neighborhoods must be respected when new development is proposed for infill, for underutilized sites on the edges of neighborhoods, or for public facilities and investments. This means that new development and redevelopment should be designed and tailored to the physical environment, preserving the general scale and character of existing residential areas. This does not mean that infill development must copy older architectural styles but that it must fit into the existing neighborhood and the way it addresses the street and its neighbors.

Neighborhood character is not simply a function of the privately-owned buildings and lots along streets. The "public realm"—sidewalks, streets, and public spaces—contribute to the function, safety, and attractiveness of neighborhoods. While many New Orleans neighborhoods are outfitted with sidewalks, pedestrian-scale lighting and street trees, others have no sidewalks and no trees. Property owners are technically responsible for sidewalk installation and upkeep, which can account for the variable conditions to be found across the city. In practice, the City's streetscape projects on major streets, some of which are underway as this plan is being written, include sidewalks, trees, and pedestrian amenities paid for through funds available to the Department of Public Works or other entities such as the Downtown Development District. Another variable on residential streets is the drainage system. Many residential streets have curbs and hard drainage infrastructure, while others have drainage swales or small ditches. As discussed in later chapters, natural drainage can be beneficial—but it also can be made attractive as well as functional. The public realm also includes publicly-owned parking areas, plazas and parks. The design and maintenance of these areas is crucial to an attractive public realm. Design principles for neighborhood commercial areas can be found later in this chapter.

ACTIONS

- *Use the zoning ordinance to guide the scale and character of new infill development to fit in with the character of established residential areas and to ensure appropriate transitions from those areas to redevelopment of underutilized sites on neighborhood edges.*
  Zoning should set parameters on infill development so that desired neighborhood character—whether existing or identified in a community-based plan—remains consistent with neighborhood expectations. Where a variety of scales, building types, and housing unit types may coexist within a few blocks or even on the same block, base zoning that recognizes this heterogeneity will make it easier for property owners to improve and, within limits, expand their property as a matter of right. The current zoning code makes many buildings unnecessarily nonconforming, sometimes creating a burden on property owners. However, the diversity of housing types in older neighborhoods means that it is unlikely that all nonconformities can be eliminated, because that would require such a permissive zoning district that the majority of property owners would be unlikely to accept it. Also, the zoning

ordinance under preparation in association with this Master Plan will include development standards to guide development. Additional design principles and guidelines can be developed through specific area or neighborhood plans and as part of site master plan design guidelines for redevelopment of larger sites. Non-conformity based on use can be regulated by requiring new permission for the non-conforming use when there is a change of tenant or owner.

- *Create design guidelines to assist existing and new property owners in improving or expanding buildings, or in constructing infill development.*
  Design guidelines for neighborhoods or for particular neighborhood character types can promote compatible design. Although this is a particularly important issue for neighborhoods in historic districts and is discussed in Chapter 6 – Historic Preservation, it is also worthwhile for other neighborhoods. The need for design guidance in building elevated structures is especially important to creating attractive neighborhoods as property owners rebuild. Experience in other communities has shown that even voluntary guidelines, when well-presented and communicated to property owners, architects, and developers, can result in more compatible design. These guidelines should not prescribe architectural styles but rather focus on compatibility in terms of bulk, height, orientation on the lot and similar issues.

  The Planning Commission could provide seed funding through a competitive grant process and a framework for neighborhood associations and similar groups to work on guidelines of this type, assisted by universities and professional organizations. This could be part of an area plan, or a stand-alone project, in which case the Commission could establish procedures for incorporating the design guidelines into regulations, if desired. A number of cities set aside some CDBG funds or grant funds every year for small grants to neighborhood groups for planning or localized projects.

- *Explore adoption of an incentive zoning program to encourage provision of community benefits from large developments.*
  Incentive zoning is a method for communities to leverage private investment for community benefits. It allows a developer to build a somewhat larger, higher-density project than would be permitted under existing zoning. This encourages compact development as part of an overall smart growth strategy. In exchange, the developer provides something that is in the community's interest that would not otherwise be required (*e.g.,* open space, streetscape improvements, special building features, like public plazas, public art, affordable housing, *etc.*). Incentive zoning is typically associated with more urban corridors, transit access areas, and development nodes and is most successful in areas with strong markets. One of the first incentive zoning programs was established in New York City to gain public plazas and other public spaces in large development projects. Chicago's list of public benefits linked to additional floor area includes parks and public plazas, wide sidewalks, arcades, water features, green roofs, off-site contributions to open space, streetscape, transit station improvements, concealed parking—among others. In downtown Minneapolis, the amenity list also includes benefits such as public art, energy efficiency, through-block connections, and street-level retail. The City Planning Commission's zoning subcommittee should evaluate the potential for implementing incentive zoning in the stronger market areas of the city to attract benefits valuable to New Orleans.

- *Continue to upgrade the streetscape of major streets with public funding and in coordination with commercial corridor revitalization plans and Main Street programs.*
  The $13 M Canal Street streetscape project completed since Hurricane Katrina will soon be joined by an Oak Street streetscape project and, in 2010, commencement on 22 streetscape projects with $20 M in CDBG funds in Gentilly, New Orleans East, the Lower 9th, Uptown, and Lakeview. Streetscape improvements and maintenance should be a continuing program.

- *Create a program to notify property owners about their sidewalk maintenance responsibilities and offer a betterment program to promote sidewalk repair and maintenance in neighborhoods.*

Public funding for neighborhood streets is currently focused on urgently-needed roadway rebuilding and repair. Many property owners do not know that they are responsible for the sidewalks in front of their property. Annual notification in the property tax bill or other City communication should also include information on required standards for sidewalks that contractors must meet if property owners wish to contract for repairs. Liens or payments on the property tax bill could be used as enforcement mechanism.

Another approach is to offer a betterment program. In a betterment program, property owners are assessed all or partial costs for the installation of new sidewalks or repair of existing sidewalks. The work is done by the City and the betterment fee is typically calculated using a formula that takes into account the length of frontage and the size of the lot, and assessed through the property tax bill. The program could be voluntary—in which case a majority of property owners along a street would agree to pay the fee and petition the City to get on the list. The program could also be initiated by the City when sidewalk installation or upgrades are needed to meet code requirements or as part of a broader project. The fees to be paid could vary according to whether the project was resident-initiated (in which case the residents could be asked to pay the entire cost) or city-initiated (in which case the costs could be shared). The legislation creating the City's security and neighborhood improvement districts could also be amended to allow temporary increases in the fees charged to each property owner in order to pay for sidewalks.

- *Continue to support and promote a diversity of public social and cultural events throughout the city.*
  Neighborhood character is cultural as well as physical. Many cultural activities are rooted in specific neighborhoods and support for activities and events can strengthen neighborhood identity, enhancing safety and community cohesion.

- *Promote neighborhood associations and community activities to encourage neighborhood identity, sense of ownership, and advocacy.*
  The Citizen Participation Program described in Volume 2, Chapter 15 will give community groups an incentive to organize and be involved.

1.B Establish systems to enforce quality of life regulations and eliminate nuisance businesses.

ACTION

- *Create a ticketing system with fines for quality of life offenses such as littering and illegal dumping, junk cars, lack of mowing, noise, and so on.*
  Many communities have developed ticketing systems with fines for quality of life offenses.[1] Not only do these programs improve neighborhood conditions, there is considerable evidence that they also help cut crime. The funds from the fines can help pay for increased police time. In the long term, after recovery, New Orleans may want to consider the model from Charleston, SC, which has established a "Livability Court" to handle quality of life offenses, so they do not get delayed in the general court system with other offenses.[2]

[1] For example, Buffalo, NY found that ticketing for quality of life offenses cut crime, "Quality-of-life policing helps cut crime in Buffalo's Northeast District," *Buffalo News*, July 31, 2008

[2] www.charlestoncity.info/dept/content.asp?nid=703

1.C Develop a protocol for dealing with businesses that are incompatible with residential uses and neighborhood complaints about "nuisance businesses" while appropriately protecting due process.

ACTIONS

- *Residents and the business owners can be brought together to see if better ways to manage business activities can mitigate or eliminate adverse impacts on residents.* Examples would be changes to truck routes or parking and prohibition of truck idling, landscape or other buffers, installation of cut-off lighting that illuminates only business areas, and so on. CPC planners assigned to Planning Districts could help with these meetings. ***(See Strategy 1.C below for more information on implementing a system of District Planners.)***
- *Performance standards (limits on impacts such as noise, dust, vibration, and so on) can be enhanced within the zoning code.*
- *The city can help find an appropriate site within the city limits and assist in business relocation.*
- *State and federal regulators can be brought in to deal with pollution and similar issues under their jurisdiction.*
- *The master plan land use map and the associated zoning code can make the use nonconforming so that the use cannot continue after the current enterprise leaves.*
- *Occupancy permits and business licenses could be subject to sanctions in the case of proven criminal activity.*

Neighborhood residents sometimes find that businesses located in residential areas cause problems by attracting or facilitating crime or by other adverse impacts on neighborhood life. A particular focus of concern has been businesses that sell alcohol and permit criminal activity to occur. A change in the code to tie licenses for alcoholic beverage outlets to the location and the owner or operator would make it possible to require new approval of alcoholic beverage licenses when there are new operators or owners. It is also the case that neighborhood residents can disagree on what constitutes a "nuisance" and on expectations for activities in areas where businesses are located in close proximity to residences. This is particularly the case in disputes revolving around noise and activities related to music clubs, restaurants, and similar businesses. The rights of business owners also need to be respected in these disputes.

When the CPC is able to assign planners to each Planning District, that planner can serve as the point person for these complaints. The planner should become familiar with the law regarding public nuisances of various types and the steps that neighborhood residents may take if they wish to pursue action against a business they regard as a nuisance. The District Planner may first attempt to bring the business owner together with residents and/or the police department to see if a mutually acceptable solution can be reached. New actions are possible under the Louisiana Public Nuisance Law, the New Orleans Noise Control Program and Littering Ordinance, and the Louisiana Alcoholic Beverage Control Law. The burden of proof lies with those who wish legal action to be taken against a business. The Tulane Public Law Center has created a step by step guide to the requirements and actions under the four laws named above.[3]

[3] http://www.law.tulane.edu/assets/0/260/262/8171BA98-8CBE-4BDF-B788-1BFB69A87ACB.pdf

1.D Fund and staff a system for proactive planning on the neighborhood and district level.

ACTIONS

- *Enhance the Comprehensive Planning Division of the CPC with an Area Planning Program, hire district planners, and secure permanent funding for these positions.*
  The city should provide dedicated staff planners for Planning Districts who could bring other specialized skills, such as urban design or transportation planning. As of 2009, planner positions have been funded for a limited time. Permanent funding will be needed in the future.

  The district planners would be responsible for coordinating city activities across departments in each neighborhood and for being the liaison between the city and the community. They would work with residents, neighborhood associations, business and commercial property-owners, institutions, and other stakeholders in each district. Their responsibilities would include:
  > Keeping district stakeholders informed about private and public developments, physical improvements, regulatory changes and similar activities that affect the district.
  > Keeping the Planning Commission and other city departments informed about issues and concerns in the district.
  > Coordinating activities of separate city departments in the district.
  > Working with stakeholders on creating Area Plans, either directly or by overseeing and participating in planning processes led by entities other than the Planning Commission.
  > Convening meetings for developers or other project proponents to meet with neighborhood stakeholders.
  > Providing staff analysis and opinions to the Planning Commission on district issues.

1.E Engage neighborhood residents, businesses and other stakeholders in proactive planning connected to the citywide plan and citywide policies.

As part of the recovery process, neighborhood and district recovery plans were created under the auspices of the Neighborhood Rebuilding (Lambert) planning process and the Unified New Orleans Plan process. These plans were focused on recovery and rebuilding, particularly in order to secure funding, and, as noted in the Volume 3 context discussions, were consulted at the beginning of this planning process as a foundation for this plan. However, the planning horizon of the Master Plan is twenty years. Although many recovery projects are still in process and the city faces challenges, many observers have noted that New Orleans' recovery in terms of repopulation and investment has exceeded expectations. The recommendations below provide mechanisms for integrating existing or future neighborhood plans that meet Master Plan criteria into the Master Plan itself through the annual amendment process, and guidelines for creating a range of potential area plans for Planning Districts, neighborhoods, and smaller areas, such as neighborhood commercial areas. These recommendations provide planning options with differing levels of support and funding from CPC staff, as well as differing levels of detail appropriate to a variety of planning needs—a planning toolbox available to the CPC and to neighborhood stakeholders over the long term. Not all would be suitable for adoption into the city's official master plan.

ACTIONS

- *Create Area Plans for planning districts and neighborhoods.*
  In many cities, individual plans are prepared for planning districts or neighborhoods according to a framework developed by the city's planning department and then they are adopted by the planning commission and the City Council as official parts of the city's master plan. With the present document, New Orleans will have a Master Plan that covers the entire city and provides policy direction for revitalization, preservation, development and growth. The Planning

Commission can adopt criteria and procedures for submission and approval of area plans as part of the Master Plan. The UNOP district plans and existing or in-process neighborhood plans would be suitable for this process.

The City Planning Commission's Administrative Rules, Policies and Procedures contains a section on "Local Renaissance District Policy" that sets forth procedures and criteria for creation and adoption of a Renaissance District Plan. (Before Hurricane Katrina, two such plans were completed, one for the Lower Garden District and one for New Orleans East.) These procedures are similar to the framework recommended below for Area Plans that could be suitable for adoption as part of the Master Plan. Amendment of this policy to conform to the framework suggested below would provide the CPC with sufficient oversight of these plans, while allowing for flexibility in funding and execution of the plans. The District Councils proposed later in this plan as the vehicles for the Community Participation Program would need to be included in the process of initiating and approving these plans.

The framework for creating and adopting Area Plans can be based on the steps below.

> **Initiation of the area plan.** A neighborhood association or other organized group of residents and stakeholders can request that Commission staff prepare a plan, provide funding to hire an outside consultant to prepare the plan, hire their own consultant (or seek assistance from universities or similar sources), or even organize themselves to prepare the plan themselves. The CPC can prioritize which areas are most in need of new plans or which existing plan are most suitable for adoption as part of the Master Plan. The Planning Commission, the City Council or the Mayor can also request that a plan be prepared. In order for a plan to be adopted, the Planning Commission staff will need to approve the boundaries of the planning area, and the basic structure of the plan.

> **Public participation.** The planning process will need to be overseen by a stakeholder committee representing all affected interests and include at least three public workshops or meetings. The first public meeting must be towards the beginning of the planning process, to elicit ideas for the future of the neighborhood or district. The second public meeting must present interim ideas for the plan for feedback. The third public meeting must occur when a full draft of the plan is available, so that the public can review it and provide comments.

> **Elements of the plan.** The area plan must conform to the goals and policies of the City's adopted Master Plan. At a minimum, the area plan must include sections on existing conditions, including zoning and other regulations; overall goals; housing; public realm (parks and public spaces, including sidewalks); mixed-use or nonresidential areas, including market support; urban design; circulation, parking and transportation. Other relevant sections can be added at the discretion of the planning group. An implementation plan must be required that identifies actions, responsible parties, proposed timeline and potential funding sources.

> **Adoption.** In order for the plan to be adopted as part of the City's Master Plan, the plan must be reviewed by Commission staff (if they did not prepare it directly) for conformity with area plan guidelines and for conformity with the overall goals and policies of the citywide Master Plan. If Commission staff did not prepare the plan, they might ask for changes to make the area plan consistent with the City's Master Plan and capital plan. Then the area plan will be submitted to the City Planning Commission for a public hearing and adoption. After adoption by the Planning Commission, a similar submission with a public hearing should be made to the City Council for adoption as an official part of the Master Plan, during the annual master plan amendment process.

- *Engage neighborhood groups and students to perform "Neighborhood Audits" of the public realm to aid in targeting resources for public improvements.*
  Neighborhood Audits provide information and promote priority-setting about how to target resources for public improvements. The Planning Commission can work with CityWorks,

Neighborhoods Partnership Network, UNO students, neighborhood associations or other groups to develop a consistent format for neighborhood based inventories of the condition of sidewalks, streets, lighting, street trees, drains, blighted properties, and so on. Regularly scheduled annual Neighborhood Audit Walks, in which neighbors walk a particular route and note issues of concern, would be a way to make this a consistent process. With today's handheld computers, it can also be easy to enter information into a spreadsheet, obviating the need to enter data later. Neighbors could then prioritize the issues that need attention. Although some of this is going on in an informal way throughout the city, there is no formal mechanism to provide this information to the city and to integrate it into the planning process for public improvements. The City must also be willing to respond to neighborhood groups about progress being made on neighborhood priorities, including explanations of any barriers to implementation.

- *Provide a structured method for neighborhood associations, residents, and other stakeholders to be informed about forthcoming redevelopment and development projects beyond the scale of four-unit dwellings, and to provide comment.*
  The 2008 master plan charter amendment mandates a neighborhood public participation process related to land use and development decisions. Volume 2, Chapter 15 of this plan discusses this requirement and proposed structure in more detail.

- *Hold public hearings on development projects and planning issues in the evening, when needed, to enhance the opportunity for public participation.*
  Many citizens cannot attend public hearings held during the working day because they cannot leave their jobs during that time. It is common practice in larger cities to schedule public hearings when there is strong public interest in projects.

GOAL **2**

Redevelopment of blighted and vacant properties in all neighborhoods, including accelerated redevelopment of flooded neighborhoods

As described in Volume 3, Chapter 5, in 2008 the City began refocusing and reorganizing housing code enforcement and other blight eradication strategies and allocated significant D-CDBG funds to eliminating blight. While the City is beginning to take steps to enhance success in attacking blight and increasing redevelopment, the multiple agencies, programs, and approaches to blight eradication and redevelopment remain inadequately funded and coordinated. The scale and critical role of blight eradication and redevelopment in the future success of New Orleans require an integrated approach and more staff and funding.

2.A Accelerate redevelopment of blighted and vacant sites through a comprehensive blight elimination program under unified management that coordinates the efforts of city agencies.

While New Orleans' blight challenge is unique in scale because of the damage from flooding, many cities have been facing the problem of vacancy and blight. Successful best practices identified by the National Vacant Properties Campaign combine comprehensive code enforcement tools and strategies with neighborhood rebuilding through rehabilitation and redevelopment.[4] These practices include:

- Access to a sufficient variety of strategies and regulatory, civil and criminal tools to promote and enforce compliance.

[4] www.vacantproperties.org

- Identification of the right remedy for the circumstances of each property and each neighborhood. A one-size-fits-all approach will not be successful.
- Unified or closely coordinated management of code enforcement activities.

The emphasis during the next decade (2010–2020) should be to remove blight and stabilize neighborhoods, which will serve as the foundation for yet more future growth and development in the second decade (2021–2030). All efforts and resources should be carefully coordinated to enhance current code enforcement, blight removal, and redevelopment efforts. The simplest way to remove blight is for government to purchase properties, wipe out any liens, and then sell or donate the properties for redevelopment by new owners. The scale of the problem in New Orleans makes that a prohibitively expensive solution. A combination of strategies, with a strong emphasis on code enforcement, must be pursued. In New Orlean's special conditions, promoting voluntary compliance by homeowners with few resources also needs attention.

RICHMOND'S NEIGHBORHOODS IN BLOOM (NIB) PROGRAM

After a long history of scattering funds across a large number of high-poverty neighborhoods and seeing very few positive results, the City of Richmond, VA, decided in 1999 to target its resources to a few carefully chosen neighborhoods. The resources included the bulk of the City's federal entitlement funds (CDBG and HOME) as well as significant amounts of capital-improvement dollars and other resources (*e.g.*, aggressive code enforcement and accelerated vacant and abandoned property disposition). This initiative—Neighborhoods in Bloom—focused significant resources on seven neighborhoods with the goal of achieving a critical mass of public investment needed to stimulate self-sustaining, private-market activity there. LISC (Local Initiatives Support Corporation), through local community development corporations, aligned its grants and loans with those of the city. The program focused on improving existing owner-occupied units, rehabilitating blighted properties, and constructing new housing to create mixed-income homeownership opportunities.

After five years, a detailed study, funded by the Federal Reserve Bank and using both quantitative and qualitative methods, showed that the targeted strategy worked. House prices in the NiB communities grew 10 percent faster over the project period than the city average. The investments also had a spillover effect on nearby areas, which similarly benefited from higher-than-average house price appreciation. The study also quantified the benefits of the strategy and found that the increase in property taxes in these neighborhoods, if projected over a 20-year period, would cover the city's $15 million investment.

www.scribd.com/doc/1401230/US-Federal-Reserve-nib-research

ACTIONS

- *Coordinate and organize the blight eradication and redevelopment programs and activities of the several agencies involved in the Mayor's office to give this initiative the highest priority.*
  Centralize coordination of blight elimination and redevelopment activities in the Mayor's office, to clarify roles, ensure that the CPC, NORA, the code enforcement agencies, and HDLC all work together in a coordinated way, and make regular public reports on progress.

- *Improve code enforcement activities:*
  > Use an open and public process to establish clear criteria for targeting blight-removal and code enforcement activities.
  > Establish performance standards to monitor progress at the city and neighborhood levels.
  > Create an ordinance requiring that properties that have been vacant for six months or more register with the city or face a fine.
  > Establish annual inspections for rental properties and for houses at time of sale, to be funded by landlords and sellers through fees.
  > Review how the existing code enforcement fine schedule performs to determine if higher fines are merited for failure to comply with code standards, including building codes.

- *Substantially increase staff and funding for NORA and other relevant agencies.*
  Although additional, non-recurring funding has been allocated to the enforcement agencies and NORA, resources for blight remediation remain very constrained given the extent of the challenge. Even with streamlined processes, gaining title to blighted property can be extremely time consuming. Allocate additional funding for expansion of code enforcement sweeps, for occupied as well as vacant buildings. Fines and other revenues received as the result of code enforcement activities should be used to fund code enforcement. Similarly, NORA and other agencies should receive program revenues to support their activities. Although bond issues for operational expenses are not allowed, it may be possible to structure a bond to provide additional funding for a specified period to support more staff and funds for accelerated code enforcement, blight removal and redevelopment.

- *Create a comprehensive city property information database that includes information on blighted and vacant properties as well as other data.*
  NORA has funding to create a property database for its work. However, city agencies in general lack a comprehensive property database linked to GIS, which is a basic planning and community development tool. Information is currently available only on the basis of individual parcels, so staff cannot analyze overall patterns of land use, value, and so on. Comprehensive, GIS-based property information systems should be made available not only for properties of interest to NORA, but for all properties and for all city agencies. Much of this information should eventually be made available to the public in a data warehouse on the City's website.

- *Expedite procedures for site control of blighted and vacant properties*
  Streamline the code enforcement lien foreclosure process, waving liens and/or establishing low reserve prices, for code enforcement auctions in order to expedite passage of properties in violation with clear title to new owners.
  > Use by NORA of the streamlined quiet title procedure for tax adjudicated properties.
  > Amendment of Louisiana law to allow immediate foreclosure on liens after the City records them; to make tax sale and adjudication a judicial process; to allow the City to place redevelopment covenants on properties sold at tax sales.[5]

- *Pursue land assembly to create larger, contiguous parcels for community amenities or efficient redevelopment, and to facilitate targeted, block-by-block redevelopment.*
  Land assembly to create larger developable parcels and clusters of individual scattered lots creates the opportunity for economies of scale in redevelopment and where appropriate, land suitable for parks or other community amenities, multifamily housing, and commercial uses.

- *Provide incentives to owners to assemble sites in recovery and revitalization areas with reasonably strong markets.*
  Small incentives in reasonably strong markets can attract private investment. Incentives could include a tax abatement for a

Land readjustment is an innovative tool can accelerate redevelopment of significantly blighted areas.

[5] Bureau of Governmental Research, *Mending the Urban Fabric – Blight in New Orleans, Part II: Procedures for Successful Redevelopment* (April 2008).

defined period. Major public investments can then be focused in the more difficult and weaker-market areas.

- *Explore land readjustment as a land assembly and redevelopment option.*
  The pattern of vacancy and blight in some areas of the city inhibits recovery and revitalization. ***(See Volume 3, Chapter 5 for more information on current blight and vacancy conditions.)*** Land readjustment is a strategy in which landowners pool their land and temporarily give control to a government agency, developer, or trust. That entity then takes steps to make redevelopment easier and more efficient, such as redividing the land. Then the land is reassembled and the original property owners get it back in proportion to their original property interests. This land assembly tool can accelerate redevelopment of significantly blighted areas. It is likely to be easiest in commercial areas, but should be explored for residential areas as well. Legislative changes may be needed to make this strategy viable.

- *Use community-based organizations, including faith-based organizations, to establish community land trusts as vehicles for land banking and interim uses while appropriate redevelopment options are identified, and for preserving housing affordability.*
  Community land trusts are well known as a strategy for creating affordable housing and ensuring its continued affordability, where the land remains the property of the trust which leases it to the purchaser of the house on the land. Neighborhood-based land trusts could also serve an important role in maintaining vacant land that is not quickly redeveloped; establishing interim or permanent community uses for the land, such as community orchards and gardens; and working with the planning department, nonprofit organizations and others to develop plans that meet neighborhood needs for the vacant land. The Ford Foundation is working with the City as of mid-2009 to develop support for a community land trust initiative to create affordable homeownership.

- *Coordinate a variety of strategies and tools to accelerate land disposition and redevelopment*
  > *Continue the Lot Next Door program, including credits for fencing or landscaping adjacent vacant properties.*
  The Lot Next Door program, a program administered by NORA which offers vacant properties to abutting property owners at a low price, has attracted some interest, but some abutters are reluctant to pay the price. As an alternative, abutters who fence, landscape and maintain adjacent properties for a period of years could be given credits to eventually gain title to the land.

  >*Explore the pros and cons of property tax initiatives or vacant property surcharges to promote redevelopment of vacant properties.*
  In order to move long-vacant and blighted properties into the market, New Orleans should explore the potential of using the property tax system as a way to incentivize development. Studies that examine and model the likely effects of these concepts within the New Orleans context should be undertaken.
    - A split-rate (two-rate) property tax structure in revenue neutral, but taxes land at a higher rate than the improvements to land and could motivate owners of vacant properties to make improvements or sell to a private or public entity for redevelopment. It is structured to function as an incentive for infill development and to build and maintain improvements. A number of Pennsylvania jurisdictions have two-rate site value tax systems and Pittsburgh's revitalization since 1980 has been partially attributed to its two-rate system. The benefits of a split-rate system (also called a land valuation tax) also include capture of the value that public investments in infrastructure and facilities bring to nearby land. [Footnote with reference: For more information on land valuation tax systems see Jeffrey P. Cohen and Cletus C. Coughlin, "An Introduction to Two-Rate Taxation of Land and Buildings," Federal Reserve Bank of St. Louis Review, 87(3), May/

June 2005, pp. 359-74 at www.research.stlouisfed.org/publications/reveiw/05/05/CohenCoughlin.pdf, www.urbantools.org and www.lincolninst.edu.

- Surcharges on vacant or blighted property may promote sales or development. Washington, D.C., doubled the tax rate on unoccupied residential buildings and vacant lots in March 2009, and then replaced this initiative in September 2009 with a more targeted higher tax rate to apply only to blighted properties. There was some evidence that the tax rate had incentivized redevelopment of buildings that had been vacant for many years. However, whether this could be successful under New Orleans conditions would need to be investigated.
- Limited-period property tax abatements (for five years, for example) could be combined with surcharges or offered independently in designated areas to incentivize redevelopment of blighted properties.

> *Require property liability insurance for all owners.*
Requiring property liability insurance also encourages owners to make decisions about their property, rather than leaving it vacant for an extended period.

> *Place redevelopment covenants, design and performance standards, and any special use or other appropriate restrictions on vacant or blighted properties sold at tax sales, by NORA or other entities for redevelopment.*
Government's purpose in selling adjudicated properties back to the private sector is to see those properties redeveloped to make positive contributions to neighborhoods or commercial areas. It is therefore important that buyers of these properties be required to show progress towards redevelopment within a certain period, such as two years, and that good design standards be part of the sales agreement. NORA requires demonstration of financial capacity, includes reversion clauses in its sales agreements, and is beginning to attach design guidelines to the RFPs that it is issuing, initially working with neighborhood groups. Ideally, the development of these design guidelines should be led by planning commission staff in collaboration with neighborhoods. The City and NORA should also require bidders to demonstrate good stewardship of their currently owned properties.

> *Establish and maintain clear and transparent criteria for identifying vacant or blighted properties with historic or community fabric value for rehabilitation rather than demolition, as well as criteria for demolition.*
The passage in 2008 of Chapter 28 of the city code clarified the criteria for health and safety takings. Similarly, demolition criteria should be established that include assessing the rehabilitation potential of demolition candidates for historic value as a structure or as a contribution to community fabric and the ensemble of buildings on a block. The list of demolition candidates are now listed on the city web site for review. To encourage the retention of as much of New Orleans' architectural heritage as feasible, the City should identify those properties with special historic character that should be renovated rather than demolished. The Neighborhood Character Studies prepared for the Master Pan can inform this process. Also, the HDLC has FEMA data that can help in making those determinations, and the preservation community and neighborhood associations should also be included in the development of criteria. Salvage and deconstruction opportunities should be identified for those properties that will be demolished. Once the criteria are agreed upon, there should be fewer disputes about demolition decisions. A separate program should be developed to fund restoration efforts on buildings deemed suitable for rehabilitation and, where appropriate, to relocate historic structures to selected areas to recreate the pattern of housing development in the neighborhoods. Funds have been allocated to NORA for historic building rehabilitation. ***(See Volume 2, Chapter 6 – Historic Preservation for more information).***

- *Partner and collaborate with other groups to accelerate blight eradication and redevelopment.*
  > *Establish a formal process for neighborhood associations to prioritize code enforcement and/or demolition and submit them to the city and to perform neighborhood audits of needed public improvements and problem properties.*
  Blighted properties and conditions have the most impact on neighbors and neighborhoods, who know first-hand if criminal activity or inappropriate behavior is occurring in or around derelict properties. There should be an easy and transparent formal process for neighborhoods to prioritize what blighted properties should be targeted for code enforcement and/or demolition. Some neighborhood groups already do this but a standardized process is process for submitting priorities and receiving information on where the neighborhood list stands in terms of citywide priorities.

  The Neighborhood Audit recommendation in the Neighborhoods section of this chapter ***(see Strategy 1.D, above)*** would be an appropriate vehicle for this task. The CPC district planner could work with a representative of the code enforcement department to create a form that includes check off criteria, a photograph, and any other information that the City needs in order to assign enforcement priority. After neighborhoods submit their lists, there should be a meeting with the CPC district planner and a representative of code enforcement to discuss the likely schedule for action.

GOAL **3**

Access to retail and services from all neighborhoods

3.A Revitalize existing neighborhood commercial districts and create new compact, mixed-use neighborhood centers on underutilized commercial and industrial land.

ACTIONS

- *Fast-track the creation of a one-stop shop and comprehensive resource guide to opening and operating a business in New Orleans.*
  While work is reportedly proceeding on this process, it should be fast-tracked and put into operation as soon as possible.

- *Facilitate Rapid Reconnaissance Plans to be implemented by volunteers in the short term for neighborhood commercial districts that have received special designations and more developed Area Plans in the medium term.*
  Simple Rapid Reconnaissance Plans should be undertaken for neighborhood commercial districts that have received special designations, such as Cultural Products Districts. ***(See Volume 3, Chapter 5 for more information on Cultural Products Districts.)*** With Planning Commission staff oversight, these Reconnaissance Plans should be based on a common, simple template that can be used by business and neighborhood volunteers and organizations (or students or others from whom they can obtain free or low-cost assistance) to identify strengths, weaknesses, opportunities and threats ("SWOT" process) and prioritize the needs in their districts. The Planning Commission should then coordinate dissemination of the results of these Reconnaissance Plans to city departments (for use in developing work plans), economic development entities, cultural entities, and other groups to help attract attention to the opportunities in these districts.

  More sophisticated Area Plans, either stand alone or within larger neighborhood or district plans, can also be prepared for commercial districts. Central to these plans should be a market analysis that includes an evaluation of how the district fits into the broader network

of commercial districts within the city. The plans should include robust community participation events and coordination with Main Street programs—which provide resources for the comprehensive redevelopment of historic, neighborhood-scale commercial areas—neighborhood associations, Stay Local (a New Orleans-based organization that promotes locally-owned businesses) and other appropriate groups. The plans should include analysis of markets; transportation, circulation and parking; urban design; development opportunities; management issues; and impacts on and transitions to adjacent residential areas.

- *Locate civic uses within or adjacent to neighborhood commercial districts to serve as anchors.*
  The City can help bring customers to commercial districts by locating civic uses such as libraries, police and fire stations, schools, clinics, and similar facilities in commercial districts. This strategy is already underway in the City's 17 Recovery Target Areas. ***(See Volume 3, Chapter 5 for more information and a map of the 17 Target Areas.)*** The Mid-City library, opened after Hurricane Katrina in previously used commercial space in a retail-office facility on Carrollton Avenue, is well situated along a major street car line and within a neighborhood commercial district. The Norman Mayer library will be rebuilt near the new neighborhood center proposed at Gentilly and Elysian Fields. Other efforts underway include renovation of the Sanchez Center in conjunction with a new neighborhood center in the Lower Ninth Ward, the Keller Community Center at Magnolia and Felicity located near the Oretha Castle Haley recovery zone, and NORA's future office building on O.C. Haley Blvd. New or renovated public facilities should be pedestrian-friendly and compatible with surrounding development, for example, locating parking to the side or rear of the building and providing windows and articulation on the street façade.

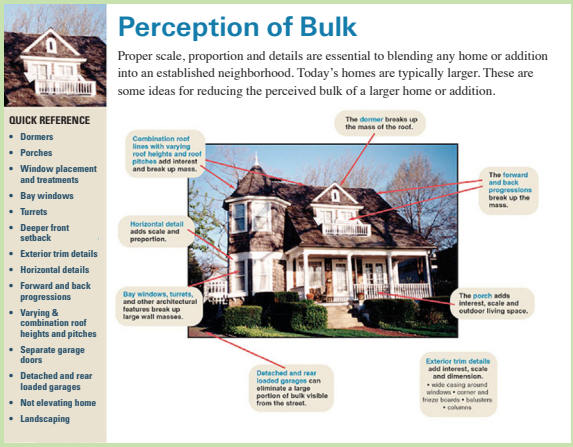
  The disposition of publicly-owned properties, including schools, that are located in or near commercial districts, should be preceded by an evaluation of potential uses and urban design strategies that can contribute to strengthening the commercial district. The school district should work with the CPC and the neighborhood to plan for preferred outcomes. If disposition and private-sector development of the property is desired, the school district should prepare an RFP that provides criteria for the desired range of uses and the urban design strategy preferred. Transfer to other public entities should also require a commitment to suitable urban design strategies.

- *Focus cultural uses, events, and development opportunities to strengthen neighborhood commercial districts, where feasible.*
  Artists are known for their propensity to create neighborhood clusters of activity. In New Orleans, many traditional arts and cultural expressions are historically rooted in neighborhoods. Cultural businesses and events bring vitality to neighborhood commercial areas and can effectively anchor these districts. Galleries, music venues, artists's studios and workshops, and similar businesses can help attract customers from beyond the immediate neighborhood, helping to support other small businesses, as do events such as monthly gallery walks, festivals, and so on. Promotion of New Orleans' nineteen Cultural Products Districts can stimulate development of cultural businesses and activities in neighborhood commercial corridors. ***(See Volume 3, Chapter 5 for more information on Cultural Products Districts.)*** Local governments who designate the Cultural Products Districts are required to report on the impact to their community annually.

- *Promote the development of business or merchants' associations to serve as the voice of business owners in specific commercial districts.*
  A business or merchants' association organizes business owners to identify and prioritize the issues of most concern to them and serves as the voice and advocate for business interests in a neighborhood district. The existence of such organizations is also beneficial both for the city and neighborhood residents during neighborhood and commercial district planning processes.

VOLUNTARY DESIGN GUIDELINES: COMMUNITY FIRST

An example of effective voluntary efforts is the workbook created by Community First, a citizens' group in the Chicago suburb of Naperville. The group was founded as an educational nonprofit by builders, architects and citizens and is supported by both the City of Naperville and the local chamber of commerce. The group prepared an award-winning booklet with simple illustrations that takes builders, property owners, designers and citizens through the process of understanding the character of a particular neighborhood and street, with special attention to what constitutes more harmonious and less harmonious relationships among houses, relationships to the street, and so on. The workbook also provides advice on ways to design additions and renovations to provide the desired space without impinging on the character of the street and neighborhood.



Despite the fact that compliance is entirely voluntary, the booklet has had a significant impact. The City hands out the workbook at all pre-demolition meetings with builders and owners. The group influenced over 250 projects in four years and presents workshops for builders and City staff. The City also collaborates with City staff on an annual design award, with city residents voting on the finalists. More information is available at ***www.communityfirstinc.org.***

- *Create additional opportunities for context-sensitive commercial development in buildings historically used for commercial purposes.*
  Develop and implement an incentive program to rehabilitate or replace existing commercial buildings provided that they contribute to the architectural character of the neighborhood. Work with the neighborhood to identify restrictions and incentives to promote specific compatible commercial activity.

- *Develop a façade improvement program for neighborhood commercial areas.*
  Funds were allocated in the 2009 ORDA budget for façade improvement programs. Successful models for this kind of program typically involve provision of free design assistance and matching funds for construction of the improvement, or a very low or no interest revolving loan fund. The City can contract with architects or with design schools to provide a pool of designers to be assigned to façade projects, or alternatively, from which the property owner can choose.

- *Develop design principles and standards for all districts that permit a mix of uses and neighborhood commercial districts to be included in the zoning ordinance for public and private development, and more detailed guidelines for the public realm (streets, streetscape, public spaces, etc.) through area plans.*
  Design principles for neighborhood commercial districts are based on the human-scaled, fine-grained physical environment found in successful traditional commercial districts in New Orleans. These principles have also proven to be successful around the country in redevelopment of suburban-style commercial strips and shopping centers, where people are looking for pedestrian-friendly environments in their shopping experience, even if they initially arrive by car.

3.B Launch a supermarket/grocery store recruitment program.

Several New Orleans neighborhoods are underserved by fresh food outlets, grocery stores and supermarkets. ***(See Volume 3, Chapter 5 for more information.)*** A program to recruit supermarkets in key locations will have the added benefit of attracting other neighborhood-serving retail and services. NORA's commercial revitalization program would be an excellent vehicle for this program.

GROCERY STORE RECRUITMENT: ST. PETERSBURG (FL)

Goal: recruitment of a grocery store, post office or bank to the Midtown neighborhood

Strategies:

- Market analysis demonstrated sufficient demand at target site but perceptions of neighborhood a problem
- City wants to resolve perception issues
- Market data and economic data made available

City Leadership:

- City established Community Redevelopment Area
- Direct recruitment by city mayor
- Financial incentives:
  - > New Market Tax Credits
  - > Federal Home Loan Bank EDGE Grant
  - > CDBG funds/land write-down
  - > Office of Community Service grant

Project Results:

- $9.2 million project
- 47,000 sf retail center
- 38,000 sf grocery
- City Business Assistance Center—technical assistance for small retail tenants
- Funds for build-out of small tenant spaces

The Institute for a Competitive Inner City, led by Michael Porter of Harvard Business School, has found in several studies that lower-income neighborhoods are very underserved by all kinds of retail. Households of modest means have significant purchasing power in the aggregate. Cities like Columbus (OH), San Diego, Denver, and Oakland have increased grocery and other retail offerings in urban neighborhoods by active recruitment.[6]

ACTIONS

- *Commission a market analysis for supermarkets with a plan that illustrates the feasibility of potential sites.* A market analysis should be prepared for use in soliciting development of grocery stores.
- *Identify incentives to attract supermarkets to underserved areas of the city.* Incentives could include fast-track approvals, fee waivers, grants and loans, land assembly and land discount, site preparation assistance, and operational incentives through programs such as the Enterprise Zone program.
- *Implement the Fresh Food Retail Incentives Program.*

3.C Include neighborhood commercial development in the activities of the proposed economic development public-private partnership (PPP).

ACTIONS

- *Establish a section that would work to organize neighborhood commercial district businesses and implement a variety of approaches, programming, and marketing designed to revitalize the neighborhood commercial districts.* This initiative could include:
  - > Helping to organize merchants' or business associations
  - > Re-establishing the City role in the New Orleans Main Street Program, and strengthening the program. ***(see Volume 3, Chapter 5 for more information on New Orleans Main Street program.)***
  - > Supporting the development of arts and cultural programs, exhibits, and farmers' markets in neighborhood commercial districts.
  - > Providing limited public funding to support initiatives to encourage residents to shop at locally owned stores.
  - > Support the development and capacity of farmers markets to increase access to fresh, local foods; to build community; and to support local agriculture and economic development.

[6] James Miara, "Retail in Inner Cities," Urban Land (January 2007), pp.98–105; see also www.icic.org.

DESIGN PRINCIPLES FOR NEIGHBORHOOD COMMERCIAL DISTRICTS

Mixed-use or commercial blocks:

- Building entrances should be oriented to the street.
- Blocks with commercial uses should have a consistent street edge.
- Commercial uses in general should be built to the sidewalk edge or with small setbacks of 5 to 15 feet for cafés, benches or small open spaces. Larger setbacks may be suitable to create plaza-like spaces that accommodate street furniture, street trees or wider sidewalks.
- Street-level façades should include active uses, such as residential entrances; shops, restaurants, and cafés; services for the public or for commercial offices, such as fitness centers or daycare centers; community spaces, such as exhibition or meeting space; art exhibition space/ display windows; commercial lobbies and front doors.
- Where there are residential uses over retail, separate street-level lobbies for residential entrances should be created.
- Office uses should be discouraged from occupying extensive ground-floor frontage.

- Ground floor nonresidential uses should have clear windows to provide transparency (at least 50 percent) and provide articulation and details to provide interest at the human scale.
- Corners should be emphasized with buildings, ideally with taller elements such as towers, turrets and bays, or with open spaces that include public art, fountains, or other attractions. Parking lots, loading areas, or service areas should not be located at corners.
- Variations in height and architectural elements such as parapets, cornices and other details should be used to create interesting and varied rooflines and to clearly express the tops of buildings.
- Drive-through facilities should be discouraged. If necessary, they should be permitted only at the rear of the building.
- Awnings and canopies should be encouraged to provide shelter and enliven ground floor façades.
- Driveway turnaround and vehicle drop-off facilities should be avoided because they create obstacles and safety issues to continuous pedestrian ways.
- Loading and other service areas should ideally be inside the building and screened from adjacent residential areas.
- Blank walls should be avoided along all streets and pedestrian walkways.
- Parking:
  - > Shared parking should be encouraged instead of on-site parking minimums for each lot; ideally, parking should be managed for the entire commercial district.
  - > Locate surface parking preferably to the rear and secondarily to the side of buildings.
  - > Parking lots along the street should be small and few in number and visually and functionally separated from the sidewalk by walls, fencing and/or landscaping.

  - > Parking lots should include trees that, at maturity, will shade 50 percent of the lot.
- Streetscape:
  - > Sidewalks should be wide enough to allow at least two people to walk together.
  - > Pedestrian lighting should use low-intensity, pedestrian-scale light standards, and distribute light evenly, so that there are no areas of intense shadows.
  - > Wayfinding signage should be created as a system, with simple, legible design.
- Public spaces:
  - > Public spaces should be surrounded with uses that create an active environment throughout the day and evening and increase safety for park and plaza users. Examples include shops, cafes and other public uses that enliven the street.
  - > Public spaces should be located to provide multiple points of entry and be designed to allow passers-by to see into the space.
  - > Public spaces should provide many seating opportunities as well as other amenities such as plantings, public art, fountains, lighting, trash receptacles, and other elements to welcome and encourage use.
  - > Activities should be programmed for public spaces.

2. HOUSING

GOAL 4

Reinvented housing policies to support quality neighborhoods and meet the diverse housing needs of all households

New Orleans needs a multi-faceted approach to restoring existing housing and developing new housing that meets the needs of a diverse population. Population growth, economic development, and housing are inextricably linked and market conditions are dynamic. Close monitoring of how the housing sector is recovering will be required, and housing priorities and policies will need to quickly adapt to these changing conditions.

4.A Create a New Orleans Housing Working Group to guide and coordinate City housing strategy

ACTIONS

- *Bring together people knowledgeable about housing as a working group charged with advising on housing policy for the city.*
  The working group should include representatives of key city agencies; housing providers (for profit and nonprofit); bankers; realtors; local housing economy researchers; tenant and homeowner beneficiaries of housing programs; housing advocates; neighborhood associations (through the District Council system proposed for formal citizen participation). The City's housing policy staff should coordinate the working group. It should meet quarterly to receive a report on the local housing market and housing needs, housing production, and the progress of publicly-funded programs and to discuss and recommend housing policy for the City. The Housing Working Group would be advisory only, with final decision-making power resting with the City.

- *Collect and analyze housing data to monitor the market and housing needs*
  Monitor all segments of New Orleans' housing market quarterly, including market-rate rental and for-sale units, subsidized units, vouchers, waiting lists, and identification of strong and weak submarkets. Make this information publicly available. As a beginning, the Greater New Orleans Community Data Center has a grant to provide housing data and analysis starting in late 2009, but the City should have ongoing regular access to good housing, employment and income data in order to understand affordability needs. Although the city itself may not be collecting and creating the data sets itself, it should contribute to the funding, in order to be able to influence the kind of data and analysis produced.

- *Develop performance measures to monitor housing needs (housing for elderly, disabled, low- and moderate-income workforce, homeless persons, and so on) and the extent to which those needs are met (overall housing costs as percent of income for rental, for-sale, repair and rehabilitation, etc.)*
  The City should identify and annually update the need for affordable rental and for-sale housing and progress being made towards meeting these needs. This information should include units produced by program, units in process, funds expended, and a schedule for future production. This standardized set of measures should be reported monthly in a cross-department housing meeting to coordinate activities and identify challenges to timely implementation.

- *Create housing policies that build community, meet housing needs for all New Orleanians, and attract private investment.*
  Based on the housing market and income data and the analysis of housing needs in the City, as well as the resources available and potentially available, create priorities for investment as market conditions change and as appropriate to specific neighborhoods that work together to benefit residents across income and age groups, serve the city's workforce, and support the local economy.

- *Establish an annual public meeting on housing policy and priorities and regular communication with neighborhood, business and other groups.*
  On an annual basis, the City and the Housing Working Group should facilitate a public meeting to review progress made (per the performance measures) and next year priorities. The City should establish a process, working with the working group, for shifting financial resources, if needed, to address the gaps in meeting the housing needs of certain households. The City should also develop a detailed information dissemination and feedback program on housing and community development issues. The District Council structure for citizen participation discussed in ***Volume 2, Chapter 15*** would be an appropriate vehicle for bringing these issues to neighborhood-based groups, but business, institutions, nonprofits and other groups should also be part of a communications plan because of the importance of housing for the workforce and strengthen communication between city departments, neighborhood organizations, and residents.

- *Communicate local housing needs and priorities to state and federal housing agencies, as well as national nonprofits, and work with LHFA to develop selection criteria for tax credit projects.*
  With better information and clear policies in place, the City will be able to advocate effectively to state and federal housing agencies, national nonprofits and others to target resources to the type and amount of housing and housing programs needed, the locations where needed, and with the design standards and management appropriate for New Orleans neighborhoods.

4.B Provide resources to restore housing in all affected neighborhoods, with appropriate flood protection measures.

ACTIONS

- *Seek additional federal funding to close gaps between Road Home funding and recovery needs for homeowners.*
  Homeowners whose insurance and Road Home proceeds were insufficient to rebuild their homes after Hurricane Katrina had to find other resources as best they could to fill this gap, do partial work only, or wait as they pursue more resources. Many homeowners faced additional challenges such as contractor fraud, a high-cost environment, inability to access additional credit or insurance, and title problems that delay or deny funding. Elevation of homes can be particularly costly in relation to the funds available. Some D-CDBG money has been allocated to assist property owners whose insurance and Road Home proceeds and borrowing capacity has not made it possible for them to rebuild. Soft-second loans and the "Welcome Back Home Fund" administered by the New Orleans Finance Authority are expected to be available starting in 2009. Additional funding for rebuilding would benefit the city as a whole by accelerating rehabilitation of damaged properties. FEMA hazard mitigation programs can be a source of funding for some costs, such as elevation of houses. ***(See Volume 2, Chapter 12–Resilience.)***

- *Support restoration of single-family housing and return to commerce of rental housing in 1- to 4-unit buildings, with appropriate flood-protection measures.*
  Gap funding mentioned above for homeowners will help restore single family housing in

areas like New Orleans East, Gentilly and Lakeview that were particularly hard hit by flooding. The City should also monitor the progress of the revised Small Property Owners Road Home program by reviewing on a quarterly basis the status of the applications, loans, and expenditure of funds. The City should work closely with the new administrator of this program to identify ways that the City can assist in accelerating the restoration of as many of these units as possible, for example by providing technical assistance to property owners to expedite the financing and rehabilitation of small rental properties.

- *Continue to target strategic housing and neighborhood investments of public funds to the 17 Target Areas and 9 Housing Opportunity Zones identified by ORDA during the recovery process.*
  Many of the target areas will require continued and substantial public investment to stabilize the area and to serve as a catalyst for private investment. The City should identify key indicators of stabilization and monitor each target area for these indicators. Examples of key indicators include: home mortgage approval rates, value of home mortgages, number of building permits, number of businesses, reported crime rates, and so on.[7] As these target areas improve, the next set of investments should be focused on the neighborhoods immediately surrounding the target areas to reinforce and bolster previous private investments, eventually expanding further over time.

  These neighborhood investments should be coordinated across all agencies and departments through regularized 'Neighborhood Coordinating Meetings' that include the CPC, NORA, FANO, ORDA (or a successor Community Development department), the Housing Policy Director, and other departments that target resources to neighborhood recovery efforts. To the extent possible, new infill housing should be encouraged near existing homes and residential properties and not in isolated locations on vacant blocks.

4.C Aggressively implement and enhance existing funded housing programs.

ACTIONS

- *Expend housing funding that has already been allocated to the City as expeditiously as possible.*
  Special allocations of disaster-related funds exceed the City's annual entitlement funding for HOME and CDBG by a multiple of at least four times. These funds should be expended as quickly as possible to get the money into neighborhoods to restore and improve housing, to leverage additional funds in related construction activities and bank loans—and to provide jobs. The City should provide adequate staffing to oversee program implementation, monitor the effectiveness of these programs, and identify remaining program and funding needs in advance of the expenditure of current funding. Programs include owner occupied and rental property repair funds for elderly and disabled persons and homebuyer assistance, including closing financing gaps due to insufficient Road Home and insurance proceeds.

- *Implement a system of performance standards and strict monitoring for developers, contractors and others who receive housing and community development funds from the City.*
  Performance standards, regular progress reports before payment, and site visits to projects should be established and city staff assigned to monitor progress. Reports on performance and progress should be made at the monthly cross-agency meetings above.

- *Strengthen the City's home repair program.*
  Individual homeowners and small property owners often have no experience with rehab or contractors. The City should enhance its existing programs to provide direct technical assistance to property owners. Additional funding, training of staff, marketing of the program, and certification of licensed contractors are also recommended. A HUD consultant is currently

[7] See George Galster, Chris Hayes and Jennifer Johnson, "Identifying Robust, Parsimonious Neighborhood Indicators", Journal of Planning Education and Research, 24:265-280 (2005).

working with the City to develop an internet application process and selection criteria that focuses on the city's identified target areas. This will help expedite the application and review processes.

- *Establish a One Stop Homeownership Center.*
  Many cities have established one-stop centers for all programs available to homeowners and homebuyers to serve as a clearinghouse for all homeownership issues. The numerous homeownership programs funded by the City and the State and administered by different agencies create a confusing array of bureaucratic programs to navigate for owners and potential owners. A One-Stop Homeownership Center can expedite access to these programs, accelerating resettlement. Staff can identify the program most appropriate to the owner or homebuyer, and refer them to the appropriate representative. This center should also include referrals to programs related to homeownership readiness (such as credit counseling), financial literacy, Individual Development Accounts (IDAs), foreclosure prevention, contractor assistance, *etc*. As of mid-2009, the Greater New Orleans Foundation and the City are discussing funding of such one-stop center.

- *Continue to increase affordable homeownership opportunities for all households below 120 percent of AMI.*
  The City currently has over $100,000,000 in state and local funding for homeownership programs targeted at a variety of households including families with incomes below 80 percent AMI, households with incomes at 80–120 percent of AMI, first time homebuyers, and the elderly/disabled. The City should monitor the status of each of these programs to ensure funding is targeted to households with the greatest need. If the grant/loan per homeowner averages $40,000, approximately 2,500 homeowners can be served with existing funding. The data and market analysis to be performed for the Housing Working Group will provide information on the segments of the population that can support homeownership on current income but need downpayment or closing costs assistance. First-time homebuyer training and programs for moderate-income households should be expanded in order to help more households in the city's workforce become homeowners. According to city staff, residents with incomes at 80–120 percent of AMI have the most difficulty finding homes within their price range.

- *Support the development of supportive and transitional housing for residents who are at risk of homelessness and/or are living in substandard housing.*
  UNITY of Greater New Orleans is coordinating the development of housing opportunities for the most vulnerable populations. Vouchers are a primary source of housing for this population. UNITY has an initiative to develop about 500 units of supportive housing in mixed-income developments. The City should actively encourage and support the delivery of these units where possible.

- *Pursue additional state and federal supplemental funding to address any identified housing needs in New Orleans after current funding is expended.*
  Should the data and affordability analysis to be provided to the Housing Working Group indicate further need for affordable housing funding, the City should seek additional funding beyond annual entitlement funding. Possible supplementary monetary incentives include additional GO Zone tax credits for a period of five years; an allocation of GO Zone Mortgage Revenue Bonds to promote homeownership and rental housing in the GO Zone; an increase in HOME and CDBG funds for a five year period; project-based Permanent Supportive Housing vouchers for households in need of supportive housing.

- *Monitor the performance of the Housing Resource Center Network (HRCN) after it is in operation.*
  The Housing Working Group should receive information on the performance of the NRCN and make recommendations for any needed improvements. Clients of the HRCN should be asked to complete evaluation forms about their experience in the center.

4.D Maintain and expand market rate housing choices.

ACTIONS

- *Provide a wide range of market-rate housing choices, with amenities, that reflects the increased diversity of ages, household types and backgrounds in the city, while maintaining the land use guidelines in the Master Plan.*
  A housing market study prepared for this plan indicates that a large proportion of moves within and to New Orleans within the next decade will be made by people with smaller households that want an urban, multifamily living experience. They seek walkable neighborhoods with amenities nearby and will not be looking for detached single family homes. Identification of mixed-use areas allowing higher-density housing through the land use plan and zoning will make it possible to diversify the city's housing stock. Some mixed-income housing of this type is beginning to enter the market on Tulane Avenue and other developments are in the planning stages.

- *Preserve the diversity of housing types within New Orleans neighborhoods (singles, doubles, multi-family, etc.).*
  Maintaining a diversity of housing types throughout the City is a top priority for New Orleanians. In addition to providing resources for rehabilitation and repair, and zoning standards that allow infill development to reflect this diversity, the City should adopt design standards for rehabilitated or new housing that receives public dollars. For example, design standards that might apply to multifamily developments would focus on quality design, neighborhood compatibility, and enhanced security.

4.E Evaluate the full toolbox of housing production strategies for deployment as conditions warrant and as appropriate to particular neighborhoods.

As the Housing Working Group ***(see Strategy 4.A, above)*** has access to detailed housing market and housing needs data and develops priorities to meet city housing needs, and as neighborhood resettlement and revitalization proceeds, the working group should begin evaluating which housing tools should be used in New Orleans, including:

ACTIONS

- *Management bonds to ensure appropriate management of multifamily developments.*
  The City could establish a requirement for management bonds for owners of multifamily developments, so that there would be resources to correct problems in case of failures to maintain the property well, to take reasonable measures to ensure security and deter crime, and so on.

- *Transfer of development rights and incentive zoning in suitable locations and market conditions.*
  Transfers of development rights provide additional development capacity in a desired location by transferring it from a location where it is not desired to preserve scale or historic character for other reasons. Incentive zoning provides a limited amount of additional density to developers in return for a range of community benefits. The benefits could include parks, a percentage of permanently affordable units, and other options as discussed earlier. Both of these tools function better in strong market areas.

- *Local affordable housing trust fund*
  A local Affordable Housing Trust Fund can receive on-going revenues from dedicated sources of funds such as real estate recording fees, state or federal government funds, and private and non-profit contributions through grants. The Housing Trust would be governed by an appointed board representative of city agencies, service providers, housing advocates, private industry, neighborhoods and others. It would be appropriate to include members of the Housing Working Group on this board to ensure a linkage between the policy directions

established by the Working Group and the priorities for expenditure of funds recommended by the Trust's board, with the final decision on expenditure to be made by the Mayor or City Council.

- *Employer-assisted housing programs*
  Employer assisted housing (EAH) is any housing program — rental or homeownership — that an employer finances or assists in some way for employees. Employers generally provide funds to an employee that are used for a portion of the down payment, closing costs, or a permanent interest rate buy-down on the employee's first mortgage. The most common benefits are grants, forgivable loans, deferred or repayable loans, matched savings, interest-rate buydowns, shared appreciation, or home-buyer education (provided by an employer-funded counseling agency). An EAH benefit may be available to all employees or limited to specific segments of the employee population, such as non-management staff or first-time home buyers. An EAH may be available for all homes, or homes that meet specific criteria, such as primary residences or homes located in specific neighborhoods

GOAL 5

High capacity public sector and community-based groups, such as community development corporations, to provide housing responsive to the changing housing needs of current and future residents

5.A Provide training for city housing staff and for Housing Working Group members.
Staff training should include collaboration with the CPC for better understanding of neighborhood planning objectives, as well as focus on performance standards and monitoring. Housing Working Group members will need training to understand complex affordable housing funding sources and options. ***(See Strategy 4.A above for more information on forming a Housing Working Group.)***

5.B Foster a network of strong neighborhood-based community development corporations through capacity building efforts.
The task of rebuilding New Orleans' neighborhoods is monumental and will require the coordinated efforts of the public, private and non-profit sectors. The non-profit sector (*e.g.*, community-based organizations and community development corporations) currently lacks the capacity to expeditiously develop housing and other community amenities. The City should target a portion of its annual entitlement funds for capacity building activities and approach foundations and community development intermediaries (*e.g.*, Local Initiatives Support Corporation [LISC], Enterprise, NeighborWorks, *etc.*) for additional assistance, including training for community-based organizations. The goals of this training include: creating neighborhood-level capacity to identify, prioritize, and assist with implementation activities with most impact in that community, for example, developing neighborhood associations where they do not exist; and (2) building the capacity of local nonprofits to increase their housing production efforts. Alternatively, the City could provide funding through an RFP process to nonprofits and ask them to seek foundation funding as a match for public funds for capacity training. The Housing Resource Center Network under development as this plan is completed may fulfill the goal of training existing non-profit technical assistance providers, but this would be only one aspect of the program recommended here, which is more focused on strengthening organizations that actually provide housing units.

VOLUME 2

chapter 6

HISTORIC PRESERVATION

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***Historic preservation initiatives are supported by a broad range of constituents who share a common vision.***	• Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests. • Ensure that historic preservation values and interests are coordinated with economic development groups, and ethnic and cultural groups.	6.8
2	***Historic preservation initiatives support and invigorate neighborhood revitalization.***	• Support and develop cultural heritage destinations in less-traveled areas of the city. • Support and promote preservation-based economic development in historic areas. • Foster partnerships among historic preservation advocates and community organizations, small business groups, and other revitalization groups. • Encourage adaptive reuse of existing historic structures that contribute to overall neighborhood character and quality of life.	6.11
3	***New Orleans is a model of "green," sustainable historic preservation.***	• Develop a "Sustainable Preservation" plan and pilot project. • Support and promote deconstruction as an alternative to demolition.	6.15
4	***Acquiring and renovating an historic structure is feasible and affordable for a broad range of property owners and investors.***	• Provide accessible, user-friendly information and resources on preservation of historic structures. • Ensure that building materials and components that are appropriate for historic renovation are accessible and affordable. • Provide rehabilitation assistance for low-income owners of historic properties. • Support workforce development initiatives in traditional crafts that support preservation such as traditional construction and artisan trades.	6.16
5	***Historic preservation information and administration is enhanced and streamlined.***	• Communicate regularly with property owners in regulated historic districts about the benefits and responsibilities of being located in an historic district. • Consider co-locating the HDLC office and staff with that of CPC.	6.17

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet

HISTORIC PRESERVATION

Historic Districts

- An historic district is a defined, geographical area designated for its cultural, social, economic, political and/or architectural significance.
- In New Orleans there are 19 historic districts and over 140 landmarks on the National Register and 14 that are locally-designated (in addition to the French Quarter, which is a National Landmark and has no local protection). (Their boundaries often overlap.)
- National Register districts are designated by the National Register of Historic Places. In Louisiana this program is administered by the Office of Cultural Development, Department of Culture, Recreation and Tourism Division of Historic Preservation.
  - > National Register Districts: Esplanade Ridge, New Marigny, Parkview, Mid-City, Bywater, Faubourg Marigny, Vieux Carre, Holy Cross, Carrollton, Upper CBD, Algiers Point, Uptown, Lower CBD, Central City, Lower Garden District, Garden District, Irish Channel, Gentilly Terrace, Broadmoor, South Lakeview
- Locally-designated districts are designated by the New Orleans City Council and administered by two local historic district commissions: The New Orleans Historic District Landmarks Commission (NO HDLC) and the Central Business District Historic District Landmarks Commission (CBD HDLC); the French Quarter was designated by the state and is administered by the Vieux Carré Commission.
  - > Local Historic Districts include Algiers Point, Bywater, Canal Street, Esplanade Ridge, Faubourg Marigny, Irish Channel, Lafayette Square, Lower Garden District, Picayune Place, St. Charles Avenue, Tremé, Vieux Carre (state-designated historic district), Warehouse District.
- There are over 400 designated or nominated local landmarks.

Historic Landmarks

- An historic landmark is a building, structure, site, or object that is recognized for its cultural, social, economic, political, archaeological, and/or architectural significance. Generally they are at least 50 years old.
- There are approximately 37,000 buildings within New Orleans' National Register Districts.

WHAT DOES IT MEAN TO BE ON THE NATIONAL REGISTER?

- Federal projects must mitigate impacts on National Register properties.
- It is an honor.
- Eligibility for tax credits for a portion of qualifying renovations for all uses except private residences.
- There is no impact on property rights. Owners may alter or even demolish the property.
- Owners must agree to nomination for National Register status.

WHAT DOES IT MEAN TO BE IN A LOCAL HISTORIC DISTRICT?

- Local historic district designation does not affect the usage or zoning of any property.
- Changes to the exterior visible from the public way are regulated for properties in local districts. All exterior changes to local landmarks are regulated.
- Owners must file a request for permission to perform new construction, routine maintenance work, or demolition that affects the exterior of the property.
- Owners within an Historic District can be cited for "demolition by neglect" if a property owner fails to maintain a building and allows deterioration to occur to the point where it is demolished through neglect. This may result in legal action and/or a fine if the owner fails to correct the violation.
- The Commissions do not have the authority to force a property owner to restore or renovate his property.
- There are no tax benefits of local district designation, but historic districts have been proven to have a positive and stabilizing effect on property values.
- The HDLC offers technical assistance and advice to property owners on making changes to their property. HDLC also provides free reference materials on the HDLC rules and regulations and guidelines for new construction.

- The National Register currently lists 140 historic landmarks in Orleans Parish, including houses, neighborhoods, churches, cemeteries, public plazas, statues and monuments, the campuses of Xavier, Tulane, and Dillard Universities, the St. Charles streetcar line, and two steamboats!

WWW.NOLAMASTERPLAN.ORG

FINDINGS

- New Orleans' rich heritage is well known throughout the nation and the world and has potential to be a tremendous asset in the city's global economic competitiveness.
- New Orleans' physical historic fabric encompasses a wide variety of structures and landmarks, including housing, commercial buildings, maritime industrial buildings and structures, cemeteries, cultural landmarks, steamships and streetcars.
- New Orleans' cultural heritage includes unique varieties of music, cuisine, festivals, and visual and performing arts, and is a vitally important aspect of historic preservation.
- Historic New Orleans neighborhoods are characterized by mixed-use, pedestrian-friendly environments that continue to appeal to residents of all walks of life and enhance the city's livability and global attractiveness as a place to live.
- Most historic architecture in New Orleans was designed to be compatible with the local climate, providing for cross ventilation and often raised above street level to avoid flooding.

CHALLENGES

- Linking preservation of historic buildings and neighborhoods to cultural preservation in order to broaden the constituency for historic preservation.
- Raising awareness about the potentially powerful link between historic preservation and the global identity and economic competitiveness of New Orleans.
- Making historic preservation and conservation more affordable for all residents.
- Enhancing partnerships to coordinate preservation with neighborhood revitalization, economic development, and sustainability.
- Addressing the vacancy and blight that threaten much of New Orleans' historic architecture.
- Overcoming the perception that preservation is overly restrictive, impractical, bureaucratic, and a factor in the city's stagnant economy.
- Increasing the capacity of local preservation agencies and groups.
- Ensuring the availability of skilled artisans and contractors, and appropriate building materials necessary to achieve high-quality rehabilitation of historic structures.
- Ensuring that all property owners in historic districts understand the benefits and obligations of being located within an historic district.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

AIA	American Institute of Architects	**HDLC**	Historic District Landmarks Commission
CAO	Chief Administrative Officer	**NCDC**	Neighborhood Conservation District Commission
CBD	Central business district	**NORA**	New Orleans Redevelopment Authority
CPC	City Planning Commission	**ORDA**	Office of Recovery and Development Administration
CZO	Comprehensive Zoning Ordinance	**PRC**	Preservation Resource Center
FEMA	Federal Emergency Management Agency	**USGBC**	United States Green Building Council

A Introduction

In 2018, New Orleans will celebrate 300 years as a unique and vibrant urban place. Few American cities match New Orleans' extensive and living historic character. As of June 2009, New Orleans had over 140 landmarks and 17 districts listed on the National Register of Historic Places. Recognition by the US Department of the Interior for listing on the National Register is an honor, but it does not have any effect on a property owner's right to modify or even demolish a listed property. There are approximately 37,000 buildings in the National Register Districts. The French Quarter is a state-designated historic district under the jurisdiction of the Vieux Carré Commission, while the Historic District Landmarks Commission has jurisdiction over 14 locally-designated historic districts and landmarks. As of mid-2009, there are 406 designated or nominated local historic landmarks. Buildings in the Vieux Carré and local historic districts, as well as local historic landmarks, are subject to design review of proposals for exterior alterations. A larger area, comprising land south of I-610 on the East Bank, the historic districts on the West Bank, and all present and future National Register historic districts, has been designated as the Neighborhood Conservation District. Proposals to demolish buildings in the Conservation District must be reviewed for historic significance and other characteristics.

The Master Plan focuses on expanding the meaning, constituency, and overall benefit of historic preservation:

- Embrace preservation of cultural heritage within the mission of historic preservation.
- Provide opportunities to make preservation affordable to property owners in all neighborhoods with buildings of historic or "conserving" value.
- Strengthen partnerships to coordinate historic preservation initiatives with neighborhood revitalization, economic development, and sustainability.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume III, Chapter 6.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Historic preservation initiatives are supported by a broad range of constituents who share a common vision.	Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests.	Convene a Preservation Plan Committee.	HDLC	first five years	Staff time	6.8–6.9
		Consultant assistance and committee of stakeholders including non-preservation groups from traditional neighborhoods.	HDLC, Committee and partners	first five years	Grants	6.8–6.9
	Ensure that historic preservation values and interests are coordinated with economic development groups and ethnic and cultural groups.	Ensure cross-representation of interests in initiatives, redevelopment efforts, in advisory committees and planning events.	HDLC; public-privated economic development partnership; others	first five years	Staff time	6.10
	Develop principles or guidelines for contemporary design in historic areas.	Convene a committee of architects and preservationists to advise regulatory and neighborhood groups.	HDLC; AIA-New Orleans; PRC; National Trust	medium term	Staff time; volunteers	6.11
Historic preservation initiatives support and invigorate neighborhood revitalization.	Support and develop cultural heritage destinations in less-traveled areas and expand visitor access.	Convene a Heritage Tourism Task Force, potentially as part of the economic development PPP's group on tourism.	Tourism organizations; HDLC	first five years	Staff time	6.12
		Develop resource materials on heritage tourism for visitors.	Tourism organizations; HDLC;	first five years	Tourism marketing funds; grants	6.12
		Capitalize on the tricentennial to market heritage tourism.	Tourism organizations	long term	Tourism marketing funds	6.13
	Support and promote preservation-based economic development in historic areas.	Facilitate city or corporate support for Main Streets and Cultural Districts.	ORDA	medium term	CDBG; corporate donations	6.13

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Offer incentives such as streamlined project approval by the HDLC for projects that also support locally-based economic development.	HDLC	medium term	Staff time	6.13
	Foster relationships with neighborhood-based housing and community development initiatives to stimulate preservation as part of overall neighborhood revitalization.	Work with neighborhood organizations and NORA to identify blighted historic properties at risk of demolition.	HDLC	first five years	Staff times; volunteers	6.14
		Provide funds from federal programs to rehab historic homes.	ORDA	first five years	D-CDBG; HOME	6.14
		Advocate for and participate in the continued development of the Magnolia Streets program.	CPA; HDLC	first five years	Staff time	6.14
		Consider design guidelines for areas in the Neighborhood Conservation District.	HDLC	medium term	Staff time; volunteers; additional permanent staff	6.14
		Encourage adaptive reuse of existing historic structures through zoning, a database, city choices.	CPC; HDLC; CAO; Mayor and Council	medium term	CZO rewrite; staff time	6.14
New Orleans is a model of "green," sustainable historic preservation	Develop a "Sustainable Preservation" plan and pilot project.	Form a committee to create a framework and funding request from sustainability and preservation organizations.	HDLC; USGBC; AIA; other appropriate groups	first five years	Staff time; volunteers; grants	6.15
		Support and promote deconstruction as an alternative to demolition.	NCDC; HDLC	first five years	Staff time	6.16
Acquiring and renovating an historic structure is feasible and affordable.	Provide accessible, user-friendly information and resources.	Create a one stop shop for historic rehab resources.	HDLC	medium term	Grants; additional staff person	6.16
		Ensure that building materials are accessible and affordable.	HDLC; building materials retailers	medium term	Staff time	6.16

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Support workforce development initiatives in traditional crafts.	Work with Delgado Community College and other providers.	PRC; HDLC	medium term	Staff time; volunteers	6.16
Historic preservation information and administration is enhanced and streamlined.	Expand communications and information sharing with agencies and the public.	Use the Neighborhood Character Studies to inform decision making by the NCDC.	HDLC, NCDC	first five years	Staff time	6.17
		Remind property owners in local historic districts on a regular schedule of benefits and responsibilities	HDLC	first five years	Staff time	6.17
		Provide as much information as possible on the HDLC website.	HDLC	first five years	Staff time	6.17
		Consider co-locating HDLC and CPC	HDLC and CPC	medium term		6.17
		Extend the FEMA survey to all historic areas of the city.	HDLC; consultant assistance	long term	Grants; $1.5 M	6.17

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure and will help lay the groundwork for the longer-term actions that follow.

- Create a Sustainable Preservation Committee with national and local preservation and sustainable building partners to create the framework for grant applications for a sustainable preservation plan and pilot project.
- Create the Preservation Plan Committee to create the framework for grant applications for the community-based preservation plan.
- Identify a vehicle for regular communication with property owners in local historic districts.
- Create a 2018 Tricentennial Committee to begin planning for the tricentennial year.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

GOAL 1

Historic preservation initiatives are supported by a broad range of constituents who share a common vision.

STRATEGIES

1.A Create a community-based, comprehensive citywide preservation plan informed by a broad range of constituencies and interests.

Many U.S. cities with extensive historic resources like Los Angeles, Chicago and Philadelphia have recognized the need for a new approach to historic preservation for the 21st century. They have created community-based historic preservation plans to guide policies and practices, and to foster partnerships with housing and neighborhood revitalization organizations that can help to achieve preservation goals in the course of their work.

A community-based, 21st century preservation plan for New Orleans should involve not only historic preservation professionals and advocates, but also housing, small business, and neighborhood revitalization interests; developers and community development corporations; lending institutions; and the city agencies whose actions involve historic buildings. It should be guided by a broadly diverse Advisory Committee that includes civic, business, and government leaders from all over the city, including preservation skeptics as well as enthusiasts. The plan should focus on how preservation of the city's historic fabric can contribute to the goals that preservation interests share with advocates of economic development, neighborhood revitalization, affordable housing, and sustainability.

The preservation plan should include a vision, goals, strategies and an action and funding agenda for:

- Broadening audiences and support through enhanced interpretation of the links between people and the history of buildings, not just architectural styles.
- Enabling wider participation by persons of limited means and income.
- Achieving more effective incentives to encourage private investment in historic buildings, including property tax relief, granting bonuses to developers of historic commercial buildings in the CBD, and including financial vehicles for closing the gap between the cost of substantial renovation vs. market values.
- Developing new appealing heritage tourism experiences that pull visitors into historic areas of the city beyond the French Quarter.
- Expanding job opportunities in the building crafts related to historic preservation.
- Incorporating preservation into neighborhood and commercial corridor revitalization.
- Adapting cost-conscious rehabilitation materials and practices for application in historic districts.
- Engaging the African American community in dialogue about historic sites and areas, such as Pontchartrain Park, linked to the history of African Americans in the city.

Expanding the FEMA survey to all historic neighborhoods with a complete and thorough parcel-by-parcel survey of New Orleans' historic buildings would be too time-consuming and intensive for this type of plan, though a worthy goal over the long term. This plan should take a strategic

PRESERVATION AND REVITALIZATION IN BALTIMORE, MD

Baltimore's innovations in historic preservation go back to the 1970s with its "dollar houses." As part of a larger neighborhood revitalization strategy, in target neighborhoods dilapidated vernacular row houses were acquired by the city for failure to pay taxes, and sold to new owners for $1 if they rehabbed and occupied them within three years. Hundreds did. Today, the federal funding sources that helped such programs do not exist, but Baltimore's commitment to preservation and neighborhood revitalization continues. Recently, the city enacted a Historic Restoration and Rehabilitation Tax Credit for all qualifying property in designated historic districts. With more than 30 locally designated historic districts, and scores of historic neighborhoods, approximately 54,000 structures qualify for the city's tax credit program. The credit is granted on the increased assessment directly resulting from the qualifying improvements. The city calculates that it is worth an average of $40,000 on commercial properties, $11,000 on owner-occupied houses, and $28,000 on residential investment properties. Such innovations go a long way in making the rehabilitation of historic buildings an attractive option, particularly if they are marketed and promoted actively as Baltimore is doing.

Baltimore's clear and easy to follow procedures and design guidelines, coupled with a streamlined design review process have been important factors in expanding public and neighborhood support for historic preservation. How well is it working? As part of a conscious strategy for neighborhood reinvestment, Baltimore's bargain-priced historic housing stock is now being marketing successfully to potential homebuyers who work in high-priced Washington DC, 45 minutes away.

www.livebaltimore.com

planning approach in light of pressing needs aimed at stemming the loss of historic fabric through disinvestment—tackling the issue in a wholesale manner rather than exclusively building by building.[1]

The plan should develop preservation approaches for areas within the Neighborhood Conservation District that are not otherwise regulated, as well as the more closely-regulated local districts. The ranking categories already in place for historic districts ***(see Volume 3, Chapter 6)*** can serve as a foundation for a strategic approach that would acknowledge the need to attract private investment to rehabilitate and preserve historic housing stock in neighborhoods of differing market conditions and demographic profiles. While it is appropriate and desirable to use the current approach to acceptable preservation practices in the French Quarter, a more strategic approach to design review may be more appropriate in Holy Cross and areas with similar economic and market profiles. Similarly, a more flexible approach to preservation standards might be appropriate in areas of with historic buildings where there has been significant loss of integrity or character either through abandonment, demolition or damage from Hurricane Katrina.

A preservation plan will take 9–12 months and require assistance from consultants with expertise in historic preservation, planning and urban design, skilled at facilitating cross-disciplinary dialogue and collaboration, and mindful of neighborhood and commercial area revitalization strategies.

ACTIONS

- *Convene a Preservation Plan Committee comprised of leaders from preservation, development, business, housing, historic districts and city planning and reflecting racial diversity.* Working with the HDLC, the initial function of this committee would be to identify the goals of the plan, a statement of purpose, a framework for development and a timeline, in order to apply for grant funding for the plan.

- *Develop the plan with the advice of the committee and a public participation process.*

1 City of New Orleans Historic District Landmarks Commission: http://www.cityofno.com/pg-99-10-building-ratings-guide.aspx <http://www.cityofno.com/pg-99-10-building-ratings-guide.aspx

1.B Ensure that historic preservation values and interests are coordinated with economic development groups, and ethnic and cultural groups.

Some economic development interests view historic preservation efforts as overly restrictive, bureaucratic obstacles that contribute to economic stagnation. However, the sections of this plan that discuss economic development ***(see Volume 2, chapter 9 and Volume 3, chapter 9)*** emphasizes the importance of quality of life and unique character to New Orleans' economic success in the 21st century. Young workers and knowledge workers tend to prefer living and working in authentic, culturally vibrant, and walkable environments such as New Orleans' historic neighborhoods. Protecting and restoring the character-giving elements of New Orleans' historic assets will be critical in giving the city a global competitive economic edge. To this end, fostering partnerships between economic development and historic preservation initiatives will be an important step in ensuring the city's future success.

Citywide preservation initiatives have succeeded in restoring, one building at a time, irreplaceable historic structures such as this one. The historic character of New Orleans' neighborhoods, however, comes from more than just individual buildings. The* tout ensemble *of overall setting gives each neighborhood its distinct flavor and this intangible quality will require a comprehensive, strategic approach to preservation planning to assure its survival for future generations of New Orleanians.

ACTIONS

- *Ensure cross-representation of historic preservation, cultural development and economic development interests in initiatives that promote either of these interests to leverage historic assets as part of the city's competitiveness as a place to live, visit, invest, and do business.*
  The proposed economic development public-private initiative ***(see Volume 2, Chapter 9 and Volume 3, Chapter 9)*** should work with historic preservation interests in developing tourism, business attraction, workforce attraction, downtown development, and other economic development initiatives. Similarly, redevelopment efforts led by NORA or housing agencies should coordinate with the HDLC and other preservation interests. Historic preservation advocates can be commissioned to develop marketing materials to "sell" the city as a place to live and work. In addition, New

These new, energy-efficient homes represent the latest technologies and strategies for resilient and energy-efficient building while reflecting their historic contexts in character and scale.

Orleans' historic elements should be marketed to the film and media industries. Images of New Orleans in media such as TV and film will in turn serve to further advertise the city's unique historic character. New Orleans' ethnic and cultural heritage is as much a part of its uniqueness and identity today as its physical and architectural heritage. Both physical and cultural preservation initiatives can support and bolster one another. In addition, neighborhood-based arts and entertainment venues provide opportunities for creating heritage tourism destinations, generating jobs and enhancing quality of life. The 19 Cultural Districts—areas established by the State which provide tax credits for economic development in historic cultural areas ***(See Volume 3, Chapter 5)*** in New Orleans have established this link. ***See below for further discussion of heritage tourism development, and Volume 2, Chapter 9 and Volume 3, Chapter 9 for additional discussion of cultural economies.***

1.C Develop principles or guidelines for contemporary design in historic areas.

ACTIONS

- *Work with the local American Institute of Architects chapter to convene a committee of architects and preservationists to develop principles or guidelines for contemporary design in historic areas.*
- *Use the results in NCDC and HDLC regulatory decision making.*

GOAL 2

Historic preservation initiatives support and invigorate neighborhood regeneration.

STRATEGIES

2.A Support and develop cultural heritage destinations in less-traveled areas of the city and expand visitor access to these sites.

Growing New Orleans' heritage tourism sector represents an opportunity for the city to capitalize on its wealth of historic and cultural assets to expand the city's tourism economy and spread its benefits to a broader cross-section of New Orleans. Heritage tourists seek authentic experiences "off the beaten path," typically staying longer and spending more money than other visitor market segments (an average of $623 a day vs. $430 in 2003). New Orleans contains a wealth of potential heritage tourism sites beyond current popular tourism destinations.

CAPITALIZING ON NEIGHBORHOOD HERITAGE IN WASHINGTON, DC

In Washington DC, more than 10 million people visit the National Mall and its museums each year. Until Cultural Tourism DC—"a non-profit coalition linking you to Washington's heritage and arts"—began, that was about the extent of the city that tourists typically experienced. How to draw some of them to linger longer, to venture beyond and discover the real city beyond the Federal core? Over the last decade, by working together as Cultural Tourism DC, some 120+ historical and cultural organizations large and small (from the National Symphony to the Frederick Douglass home in Anacostia) have created a common web calendar of tours, events, and attractive programs for visitors and residents alike. A major project is a series of well-marked heritage trails on topics of wide appeal. The first was "Civil War to Civil Rights," whose route is peppered with handsome poster-sized markers. For this trail and eight others, visitors can download the map, a companion guide, and a MP3 narrated audio commentary – all for free. Cultural Tourism DC strengthens the image and economy of Washington, DC neighborhood by neighborhood, by linking more than 200 DC cultural and neighborhood organizations with partners in tourism, hospitality, government, and business.

ARCHITECTURE TOURS IN CHICAGO

Chicago's wealth of historical architecture nearly equals that of New Orleans. Like New Orleans, architecture is spread throughout neighborhoods north, south and west of the Loop, neighborhoods that are in varying states of revitalization and public safety. How is a visitor to know where to go? Thanks to the non-profit Chicago Architecture Foundation (CAF), which operates the ArchiCenter near Loop hotels, a visitor can sign up for one or more of scores of guided tours – walking, bus, boat or bike – offered by CAF, whose well-trained volunteer tour guides number in the hundreds. Weekend festivals and specialized tours celebrate Frank Lloyd Wright, Louis Sullivan and other native architects and attract thousands. Before CAF developed the tours, trained the guides, and organized the visitor experience, Chicago's wealth of architecturally interesting historic neighborhoods saw few visitors. Today, the restaurants, galleries and shops of its Main Street corridors benefit from the added business of tourists.

The national Main Streets program established by the National Trust for Historic Preservation provides support for the revitalization of historic, neighborhood-scale commercial areas. The city has six designated Main Streets which, along with the 19 Cultural Districts, promote preservation and provide marketing and small business development assistance. These districts should be seen as potential heritage tourism destinations. ***(See Volume 3, Chapter 5 for maps and other information on the city's Main Streets and Cultural Districts.)***

In other U.S. cities with successful heritage tourism initiatives, non-profit organizations—with funding support from the city, Convention and Visitors Bureau, foundations, and business—have taken the lead in organizing and creating visitor "products" from the raw materials of historic character, history, arts and cultural expressions. These appealing products can then be promoted. Chicago[2] and Philadelphia[3] offer excellent heritage tourism products, beginning with their robust websites, and offer outstanding visitor experiences. In both Chicago and Washington, D.C., local governments invest financially in supporting this work, benefiting from heightened economic activity and local pride as residents show off their neighborhoods.

ACTIONS

- *Convene a Heritage Tourism Task Force.* The city's tourism marketing organizations or the proposed economic development public-private partnerships should convene a task force on heritage tourism to define and create new heritage tourism experiences such as guided tours, events and trails. The task force should also include Main Streets and Cultural District program managers, historic preservation leaders, historians, interpreters, guides, storytellers, and representatives of the tourism industry. Initially, the task force should focus on promoting and developing existing cultural tourism attractions and sites. In the long run, the Task Force should also work in partnership with Cultural Arts organizations to develop new cultural tourism attractions and sites.

- *Develop resource materials on heritage tourism.* Early action items for the Heritage Tourism Task Force include developing tour guide materials to existing heritage tourism sites. Materials could include Web pages, itineraries, maps, audio tours, and training

New Orleans holds tremendous opportunity for cultural and heritage tourism development, which could create a lucrative new niche for the tourism industry while extending its economic benefits more broadly throughout the city.

2 www.architecture.org
3 www.gophila.org

resources for guides. The Task Force should initially aim to create three to five heritage tourism experiences (tours, events, trails, *etc.*) that will encourage visitors to explore historic areas of the city and can be implemented during the next 24—36 months. Successful heritage tourism initiatives in Philadelphia (www.gophila.com) and Chicago (www.architecture.org) provide good examples of user-friendly resource and planning materials that the task force should emulate.

- *Capitalize on the city's tri-centennial in 2018 to promote heritage tourism.* To celebrate the city's tri-centennial, the Convention Bureau and Visitor's Bureau, the Heritage Tourism Task Force, and a broad spectrum of representatives of the Cultural Arts should plan and market special events and exhibitions throughout the city as part of an extended tri-centennial celebration.

2.B Support and promote preservation-based economic development in historic areas. As mentioned earlier, the city's six Main Streets programs and 19 Cultural Districts are initiatives that currently promote the dual causes of historic preservation and economic development at the neighborhood scale. The districts targeted by these programs enhance economic opportunities and quality of life for residents, and also provide the basis for expanding heritage tourism as described above. As state-designated programs, Main Streets and the Cultural Districts do not receive direct support from the City. A possible approach to enhance funding for these programs is to follow the example of the Boston Main Streets Program. In addition to CDBG funds from the city, each Main Street program in Boston has a "corporate buddy" that provides some funding and other assistance to the program. Corporations recognize that strong neighborhood commercial districts can benefit them.

ACTIONS

- *Facilitate city and/or corporate support for New Orleans Main Streets and Cultural Districts programs, including financial support for coordination, program management, façade loans and grants, technical assistance and marketing.*
- *Offer incentives such as streamlined project approval by the HDLC for preservation projects that also support locally-based economic development.*

2.C Foster relationships with neighborhood-based housing and community development initiatives to stimulate preservation as part of overall neighborhood revitalization. Partnerships between historic preservation and neighborhood revitalization initiatives will support a more holistic approach to preservation that emphasizes all aspects of neighborhood character—not just individual buildings—and strengthen the viability of New Orleans' beloved neighborhoods for both current and future residents. The PRC's work in rehabilitating and reselling historic houses is an example of neighborhood-based preservation. HDLC can assist in furthering neighborhood revitalization through historic preservation by providing information and guidance on cost-effective restoration of historic properties. The city's housing agencies can make federal funds for rehabilitation available to historic projects.

Adopting a holistic approach to historic preservation means looking not just at historic structures in isolation, but also preserving the cultural traditions, community and social structures, and socioeconomic diversity that characterize beloved New Orleans neighborhoods.

REVIVING HISTORIC RETAIL DISTRICTS THROUGH BOSTON MAIN STREETS

A very relevant example is Boston Main Streets (http://www.cityofboston.gov/mainstreets/), which has achieved documented success in a preservation-based approach to stabilization and rebirth of some twenty neighborhoods over the last two decades.

Created by the National Trust to "stimulate economic development within the context of historic preservation," the Main Street approach involves an integrated, comprehensive framework of actions and investments by the city, community organizations, property owners and residents towards achieving a community-based strategy. It stimulates significant involvement of community volunteers in an innovative public – private initiative, generally orchestrated by a full-time Main Street manager. Boston was the first to apply the National Main Street Center's integrated preservation-based approach to a major city. Others – Chicago, Washington DC, among them – have followed with equal success. Boston's mayor and council are strong supporters of this nationally-recognized innovative partnership approach. Boston devotes a significant portion of its CDBG funds to supporting staffed Main Street programs in twenty historic neighborhoods, and coordinating technical assistance, training, and support from the city's Office of Business Development.

ACTIONS

- *Work with neighborhood-based organizations and NORA to identify blighted properties that are at risk of demolition.*
  The HDLC has handheld computers that could be lent to neighborhood groups who could identify historic properties that could be rehabilitated, as well as other neighborhood information.

- *Provide funds from federal programs to rehabilitate historic homes.*
  A portion of HOME funds for rehabilitation of housing for low- and moderate-income renters and homeowners could be earmarked for historic properties.

- *Consider neighborhood-based design guidelines for NCDC areas.*
  Design guidelines, created with neighborhood volunteers, would provide limited regulation and provide guidance to the NCDC in its deliberations.

- *Advocate for and participate in the continued development of the Magnolia Streets program.*
  The Magnolia Street program is designed after the Main Streets program ***(discussed above)***, but targets residential rather than commercial areas, and provides revitalization assistance to residential districts near a Main Street district. In 2008, the State created a Magnolia Street program within the Department of Culture, Recreation and Tourism. ***(For more information, See Volume 3, Chapter 6.)***

- *Encourage adaptive reuse of existing historic structures that contribute to overall neighborhood character and quality of life.*
  Many historic structures are threatened because their original purpose has become outmoded or has outgrown its original home. Schools, churches, corner stores, theaters, warehouses, factories, and other historic structures are threatened by blight and disrepair because they no longer serve their original intended use. However, numerous examples of adaptive reuse preserve these buildings' architectural contribution to the fabric, scale and character of their surroundings while reinvigorating them with new life. Zoning should facilitate adaptive reuse. The HDLC could compile and maintain a database of structures of historic value that are candidates for commercial adaptive reuse by private parties, including specifications such as square footage, zoning, *etc.*

- *Conduct cost-benefit analysis of adaptive reuse alternatives to new construction when siting city-owned facilities.*
  When evaluating space for new city facilities or services, reuse of historic structures should be investigated to determine financial feasibility. Studies have shown that in many cases, reuse costs about the same or less than new construction. Cost-benefit analysis should give consideration to the benefits (not always monetary) of maintaining the historic fabric of the city. Adaptive reuse also showcases the city's commitment to environmental sustainability ***(See also Volume 2, Chapter 12)***.

GOAL **3**

New Orleans is a model of "green," sustainable historic preservation.

STRATEGIES

3.A Develop a "Sustainable Preservation" plan and pilot project.

According to the U.S. Environmental Protection Agency, the construction industry produced produced 6 percent of total U.S. industrial greenhouse gas emissions in 2002 (the most recent year of analysis).[4] Historic preservation is therefore an important component of carbon emissions reduction in the United States. Additionally, historic structures in New Orleans tend to be well-adapted to New Orleans' ecology, making them inherently energy-efficient: Many are raised above the floodplain, and vernacular architectural features like the shotgun floor plan and elongated windows that characterize many historic New Orleans homes facilitate cross-breezes that decrease reliance on air conditioning. The Preservation Resource Center has exemplified the potential "win-win" of working within the intersection between historic preservation and environmental sustainability in its "green" renovations of many historic homes.[5]

Because of New Orleans' national visibility as a treasure house of historic architecture and as an environmentally vulnerable location, the city could become a national model for sustainable preservation. The city's historic preservation agencies and nonprofits could join with the U.S. Green Building Council (USGBC), which has a New Orleans affiliate, the American Institute of Architects, Make It Right, Global Green, and other groups to seek funding for a signature initiative joining historic preservation and sustainable building.

ACTIONS:

- *Form a committee to create a framework for a sustainable preservation program and funding request.* The program should include a plan to develop integration of green features into historic district regulations and funding for a pilot project to implement the plan. The committee should include members of both the historic preservation and green building communities, and should make recommendations within 12 months of forming.

4 U.S. Environmental Protection Agency (U.S.EPA). Quantifying Greenhouse Gas Emissions in Key Industrial Sectors. Sector Strategies Division, May 2008.

5 www.prcno.org

- *Support and promote deconstruction as an alternative to demolition.*
  Deconstruction saves between 45 and 70 percent of the materials in a building for reuse as components of other structures.[6] NCDC decisions allowing demolition of historic structures should include a requirement that property owners partner with The Green Project or other deconstruction organizations and with volunteer-based organizations to identify and save salvageable elements.

For more information on pairing resource conservation and historic preservation, ***see Volume 2, Chapter 13 – Environmental Quality.***

GOAL **4**

Acquiring and renovating an historic structure is feasible and affordable for a broad range of property owners and investors.

STRATEGIES

4.A Provide accessible, user-friendly information and resources on preserving of historic structures.

The new illustrated design guidelines for historic preservation will be a significant help to property owners. ***(See Volume 3, Chapter 6 for more information.)*** In addition, historic renovation often requires specialized components or materials that, even when newly constructed, maintain the architectural *integrity or style of an historic structure.*

ACTIONS

- *Create a "one-stop shop" for historic rehabilitation resources.*
  Property owners and others interested in preservation should have all preservation-related resources available in one location (ideally both a brick-and-mortar location as well as on the Web).

- *Ensure that building materials and components that are appropriate for historic renovation are accessible and affordable.*
  In addition to salvaged original materials, new materials and supplies that support historic renovation may not be readily available. The city can explore partnerships with a major retailer of building materials (Lowe's or Home Depot, for instance) to produce and distribute a catalogue of appropriate-to-New Orleans off-the-shelf materials like replacement windows, shutters and other items often installed by small contractors or homeowners themselves.

4.B Support workforce development initiatives in traditional crafts that support preservation such as traditional construction and artisan trades.

The craftsmanship that created New Orleans' historic architecture is an art that needs to be consciously preserved. Through its education and workforce development initiatives and in

6 The Green Project: http://www.thegreenproject.org/what_we_do.php

partnership with local educational institutions, the city can promote crafts such as traditional construction techniques, iron and wood working, glass arts, and others that contribute to the historic fabric and character of the city. ***See Volume 2, Chapter 9 – Sustaining and Expanding New Orleans' Economic Base*** for further discussion of workforce development initiatives in the traditional arts.

GOAL **5**

Historic preservation information and administration is enhanced and streamlined.

5.A Expand communications and information sharing with agencies and the public

The wealth of historic resources in New Orleans, both in the highly regulated local historic districts and outside them, is a significant responsibility as well as a tremendous asset. A variety of activities can help the HDLC and other preservation agencies be more effective.

ACTIONS

- *Use the Neighborhood Character Area Study to inform decision making by the NCDC demolitions and other matters.*
  The Neighborhood Character Area Study developed as part of this Master Plan describes the physical character of Character Areas throughout the city. ***(It is included in the Appendix of this plan.)*** Use of this study will focus discussion on the extent to which properties under discussion contribute to the character of the surrounding area.

- *Remind property owners in local historic districts on a regular schedule (every year or every few years) of the benefits and responsibilities of being located in a local historic district.*
  A simple notice in a water bill or tax bill can direct property owners to the HDLC web site for more information.

- *Provide as much information as possible on the HDLC web site.*

- *Consider co-locating the HDLC office and staff with that of CPC.*
  Proximity can encourage more deliberate oversight and coordination among all city agencies involved in decisions that affect the city's historic fabric.

- *Extend the FEMA survey to all historic areas of the city.*
  A complete database of historic resources—first the local landmarks and local districts, then the national districts and landmarks, and finally the remainder of historic fabric in the city—would enhance both public and private decision making about historic preservation. This is a large project that will require significant outside resources.

VOLUME 2

chapter 7

GREEN INFRASTRUCTURE: PARKS, OPEN SPACE AND RECREATION

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
GREEN INFRASTRUCTURE NETWORK			
1	***Protection of remaining wetland areas inside and outside the levee system***	• Establish regulations and enforcement systems to protect wetlands. • Seek conservation solutions for wetlands through permanent protection or acquisition by conservation organizations.	7.13
2	***Restoration and expansion of New Orleans' urban forest to reach 50 percent tree canopy by 2030***	• Restore and plant new trees in parks and neutral grounds and promote tree preservation and planting on private property.	7.14
PARK SYSTEM			
3	***A commitment to no net loss of public parkland***	• Require enhanced public review of disposition of public parkland and provide for replacement of any designated park acreage in areas with priority park need.	7.15
4	***A park within walking distance—approximately 1/3 mile—of every New Orleans resident***	• Prioritize creation of new parks or playgrounds for underserved areas where there is no park within walking distance. • Evaluate any public property identified for sale to identify suitability as a park or recreation site.	7.17
5	***More public access to waterfronts***	• Support park and public space creation along the Mississippi River and Lake Pontchartrain. • Enhance the amenity value of canals when possible. • Explore the creation of "blueways" to provide water-based recreation in canals and the Lake.	7.18
6	***More green connections throughout city***	• Create linear parks and greenways for multi-use pathways using the city's neutral grounds and other linear connections, such as levees, canal edges and former rail lines. • Explore the feasibility of "daylighting" canals to provide amenities and enhanced water storage.	7.19
7	***Maintenance of existing parks and green spaces to a high level***	• Establish maintenance criteria for parks and open spaces in partnership with citizen parks groups.	7.20

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
RECREATION			
8	***Multi-use indoor/outdoor recreation centers within 5 miles of every resident***	• Coordinate recreation resources with schools and other community and human services.	7.21
9	***Year-round recreation opportunities for children, seniors, and adults***	• Promote fitness through facilities and programs. • Provide for individual activities as well as team sports and classes.	7.21
10	***Recreation offerings that meet changing needs***	• Regularly survey residents through internet and more rigorous methods in order to keep up with changing recreation needs. • Provide dog parks where there is high demand.	7.22
FINANCING AND MANAGEMENT			
11	***More effective coordination and cost-effective management of park and recreation resources and programs***	• Establish an inter-agency parks and recreation coordinating group for all relevant city, nonprofit, private, and parish agencies.	7.22
12	***Citizen participation in decision making about parks and recreation***	• Establish systems to ensure citizen participation in parks and recreation decisions. • Systematically and regularly gather information on citizen satisfaction with parks and recreation.	7.23
13	***A consistent and adequate level of maintenance, operations and programming on per capita basis***	• Seek consistent and adequate per capita operating budget and capital funding.	7.23
14	***Expanded partnerships to support park and recreation resources and programs***	• Work with partnership groups and grant makers to supplement programs and funding.	7.24
15	***Effective marketing of the park and recreation systems to citizens and visitors***	• Provide user-friendly communications, including an interactive website, annual reports, consistent signage, and similar efforts.	7.24

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet

PARKS, OPEN SPACE, AND RECREATION

Park and Recreation Resources (as of 2009)

- New Orleans has 26,164 acres of park land, or 22.5% of the city's land area
  - > 22,770 of those acres are in Bayou Sauvage National Wildlife Refuge
  - > The total does not include neutral grounds, school and institutional green space, levees, or urban wilds
  - > In 2000, not counting the wildlife refuge, there were about 14 acres of parkland per 1,000 persons
- Almost half the city's park land was acquired by donation or other non-purchase method
- Major parks include:
  - > City Park: 1213 acres
  - > Audubon Park: 400 acres
  - > Lakeshore Park: 400 acres
  - > Pontchartrain Park: 198 acres
  - > Joe Brown Park and Louisiana Nature Center: 193 acres
  - > Brechtel Park: 112 acres
  - > Behrman Park: 60 acres
  - > Louis Armstrong Park: 29 acres
  - > Lincoln Beach: 24 acres (closed before Katrina)
  - > West End Park: 23 acres
  - > Woldenberg Riverfront Park: 16 acres
- 14 multi-neighborhood parks including 9 stadiums pre-Katrina
  - > 5 stadiums currently restored
- 83 neighborhood parks and playgrounds pre-Katrina
  - > 60+ playgrounds currently restored
- 64 pocket parks
- 19 public swimming pools pre-Katrina
  - > 7 currently restored
- 10 recreation centers pre-Katrina
  - > 5 currently restoreda
- 7 public and 4 private golf courses
- 7 historic urban squares
- 43 park and recreation recovery projects are currently underway by ORDA
- A new downtown riverfront park is being designed

Park and Recreation Management

- Divided among four entities with different funding sources:
  - > New Orleans Department of Parks and Parkways
  - > New Orleans Recreation Department (NORD)
  - > City Park Improvement Association
  - > Audubon Commission
- Maintenance and funding are persistent issues for city-funded parks and recreation.
- Pre-Katrina per-capita funding was better than many southern cities and slightly above the national average, but New Orleans had greater needs as a denser city with more income diversity

WHAT DOES IT MEAN?

- New Orleans has an enviable network and inventory of park land for an urban center.
- Not counting Bayou Sauvage, in 2000 the city had about 14 acres of park land per 1,000 persons, comparing favorably with many US cities.
- In most neighborhoods, most residents have a park within walking distance.
- Neighborhood park deficits are found especially in some older neighborhoods and parts of New Orleans East.
- Effective maintenance of parks was a challenge pre-Katrina as well as since Katrina.
- Many parks and recreation facilities, and the city's urban forest, were significantly damaged by Katrina and are still in the process of restoration.
- City Park had a master plan completed before the storm that has served as a foundation for post-storm restoration.
- The city's neutral grounds are an exceptional resource.
- The city does not take sufficient advantage of its water resources as an amenity or for recreation.

Additional Green Resources:

- 125 acres in two 19th century forts in state parks: Fort Pike and Fort McComb
- Jean LaFitte National Historic Park
- 22 miles of Mississippi River waterfront
- 16.5 miles of lakefront with four major boat harbors pre-Katrina
- More than 250 miles of neutral grounds ranging from 2 feet to 350 feet wide
- 54 active community gardens pre-Katrina
  - > 25+ currently re-established
- Recreation programs focus on youth; some adult and senior fitness programs
- Nonprofit partners include Parkway Partners and Friends of NORD
  - > Parkway Partners ReLeaf Program has facilitated planting of over 3,000 trees
- Bike and pedestrian paths on levee sections, St. Anthony Street neutral ground
- Plans for Lafitte Greenway and proposal for Woodlands Trail in lower coast Algiers

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FINDINGS

- Parks and open space within the boundaries of New Orleans include extensive wetland natural areas as well as passive and active parks.
- New Orleans has an extensive urban park system with an large inventory of park lands that are generally well-distributed throughout the city. Excluding Bayou Sauvage National Wildlife Refuge, New Orleans had approximately 3000 acres of park land in 2009, giving it more than many southern cities.
- New Orleans lost approximately 100,000 trees as a result of Hurricane Katrina.
- Management of the city's park and recreation system is fragmented among several city departments, parish and state agencies, and tax-supported nonprofit organizations.
- Most New Orleans residents are now within one-third mile walking distance of some kind of park.
- The city before Hurricane Katrina had an extensive recreation infrastructure, but many facilities were extremely outdated and in disrepair. Moreover, salaries for recreation department employees are very low, making it difficult to build a more professionalized staff.
- Funding for municipal park and recreation agencies has historically fluctuated considerably from year to year.
- The City does not have a unified park and recreation department, as is common in most cities.
- New Orleans currently has few designated walking or biking trails.
- Recreation facilities are focused on children and youth, team athletics, and—to a lesser extent—senior citizen activities.

CHALLENGES

- Ensuring effective coordination among the various entities and agencies that manage park land and provide recreation facilities in New Orleans.
- Restoring and enhancing the tree canopy and plantings damaged by Hurricane Katrina.
- Offering more recreation and fitness activities for adults of all ages while continuing to focus on recreation for children and youth, particularly those from low-income households.
- Providing a consistent funding mechanism.
- Providing consistent, high quality maintenance.
- Incorporating maintenance planning in capital improvement programs.
- Effectively serving a very diverse population.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CAO	Chief Administrative Officer	**FEMA**	Federal Emergency Management Administration
CDBG	Community Development Block Grant	**GIS**	Geographic Information Systems
CPC	City Planning Commission	**LUFC**	Louisiana Urban Forestry Council
CPIA	City Park Improvement Association	**NORA**	New Orleans Redevelopment Authority
CPP	Community Participation Program	**NORD**	New Orleans Recreation Department
CZO	Comprehensive Zoning Ordinance	**ORDA**	Orleans Recovery and Development Administration
D-CDBG	Disaster Community Development Block Grant	**RPC**	Regional Planning Commission
DPW	Department of Public Works	**RTA**	Regional Transit Authority
EPA	Environmental Protection Agency		

A Introduction

Excellent parks, recreational resources for adults as well as children and youth, and access to water and nature are key ingredients of the quality of life city dwellers desire in the 21st century. New Orleans' system of parks, open spaces, and recreation resources is one of its most important assets. Excluding the 22,000 acres of Bayou Sauvage National Wildlife Refuge, the city had approximately 3,000 acres of park land in 2009, more than many southern cities, with parks generally well-distributed throughout the city. Today, the traditional elements of park and recreation planning are situated within the broader concept of "green infrastructure." This includes the network of parks, tree-lined streets, bike trails and pedestrian paths, river and stream corridors, waterfronts, and urban wilds of the city. Responsibility for New Orleans' green infrastructure system is divided among a number of public and nonprofit entities, making coordination a challenge.

The Master Plan focuses on maintaining and enhancing the city's green infrastructure through:

- Protecting resources
- Expanding access to parks, recreation and to waterfronts
- Creating open space connections through greenways and blueways throughout the city
- Ensuring that recreation meets the changing needs of youth and adults
- Strengthening financial and operational support to ensure high levels of maintenance and programming
- Expanding partnerships

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 7.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Protection of remaining wetland areas inside and outside the levee system	Ensure that land use and zoning categories for wetlands and coastal areas promote wetland preservation.	Include in the new CZO.	CPC	first five years	CZO rewrite contract	7.13
	Establish regulations and enforcement systems to protect wetlands.	Enact a City wetlands-protection ordinance defining wetlands, prohibiting drainage of wetlands, and regulating impacts within a defined distance of wetlands.	Environmental Affairs; City Attorney; City Council	first five years	Staff time	7.14
	Seek conservation solutions for wetlands.	Discuss options with Bayou Sauvage and environmental organizations.	Environmental Affairs; Trust for Public Land; US Department of the Interior	medium term	Staff time; federal or nonprofit funding	7.14
Restoration and expansion of the city's urban forest to reach 50 percent tree canopy by 2030	Promote tree planting on both public and private property.	Require tree planting as part of commercial or mixed-use development, where appropriate.	CPC	first five years	CZO rewrite	7.14
		Inventory the city's public trees and overall tree canopy.	Parks & Parkways	medium term	Louisiana Dept. of Agriculture and Forestry Urban and Community Grants; Alliance for Community Trees Grants; Chevron Grants	7.14

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Prepare a tree-canopy GIS layer and analyze it with appropriate software to track anti-pollution and stormwater management values.	Parks & Parkways; City GIS unit; Louisiana Urban Forestry Council (LUFC)	medium term	Louisiana Dept. of Agriculture and Forestry Urban and Community Grants; Alliance for Community Trees Grants; Chevron Grants	7.14
		Prepare a street tree master plan to plant street trees throughout the city.	see above	medium term	see above	7.15
		Prepare a GIS layer with street trees and neutral grounds vegetation.	see above	medium term	see above	7.15
		Restore and plant new trees in parks and neutral grounds.	see above	medium term	see above	7.15
		Promote tree preservation on private property.	see above	medium term	see above	71.5
		Improve the city's tree and vegetation protection ordinance (Chapter 106, Article IV).	Parks & Parkways; City Attorney; City Council	medium term	Staff time	7.15
		Work with utility companies to develop a protocol for conflicts and to develop a public information document.	Parks & Parkways; LUFC	medium term	Staff time	7.14
		Identify priority areas for planting, species, best practices, *etc.*	Parks & Parkways	medium term	Staff time; possible consultant (approx $200K, depending on scope)	7.14
	Restore and plant new trees in parks and neutral grounds.	Continue to work with nonprofits who donate trees to the city and develop a program with attractive markers to indicate the donations.	Parks & Parkways	first five years	Donations	7.15
		Create tree nurseries on city-owned vacant land for public plantings and, if feasible, for donation to property owners.	Parks & Parkways; Parkway Partners; NORA	first five years	Staff time; nonprofit partners	7.15

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Promote tree preservation and planting on private property.	Include trees in landscape standards in the new CZO.	CPC	first five years	CZO rewrite	7.15
		Work with nonprofits and neighborhood organizations to encourage private tree planting on vacant properties.	Parks & Parkways; Parkway Partners	first five years	Staff time; nonprofit partners; volunteers	7.15
		Encourage homeowners and other property owners to plant trees on their property.	see above	see above	see above	7.15
	Establish stormwater management planting practices in public green spaces.	Replace most lawn areas in neutral grounds and street swales with shrubs and groundcover.	Parks & Parkways; public education through Levee Board, Parkway Partners	medium term	Staff education and training; grants for public awareness; grow plants in nursery	
A commitment to no net loss of park land	Establish systems to ensure that the city does not lose acreage dedicated to parks.	Require enhanced public review of disposition of public parkland and apply any funds from sales of parkland to acquisition of new parkland.	Parks & Parkways; CPC; City Council	first five years	Staff time	7.16
		Evaluate any public property identified for sale for suitability as a park or recreation site.	Parks & Parkways; CAO's Office; CPC	first five years	Staff time	7.16
		Create a Parks Trust Fund within the Capital Projects Fund to receive funds for acquisition and improvement of parkland.	Parks & Parkways; City Attorney; City Council	medium term	Staff time	7.16
A park within walking distance—approximately one-third mile—of every New Orleans resident	Balance passive and active uses of parks and public spaces.	Provide walking paths, seating, and programming (activities such as concerts, festivals, etc.) in parks and neutral grounds that are not managed by NORD in order to ensure that residents can and will use them.	Parks & Parkways; Dept of Public Works	first five years	Variable, according to project, activity or event	7.17

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Balance passive and active uses of parks and public spaces.	NORD or successor organization	medium term	Staff fime	7.17
		Make improvements in safe walking routes to parks.	NORD or successor organization; Parks & Parkways; DPW	medium term	Seek grants from public health funders, such as Robert Wood Johnson Foundation	7.17
		Prioritize creation of new parks or playgrounds for underserved areas where there is no park within walking distance and for access to resources of citywide importance, such as the waterfront.	CPC; NORD or successor organization; Parks & Parkways	medium term	CDBG; general fund	7.17
More public access to waterfronts	Create parks and public spaces along the Mississippi River and Lake Pontchartrain.	Complete the new park on the riverfront.	New Orleans Building Corp	first five years	D-CDBG	7.18
		Enhance park land along Lake Pontchartrian, including Lincoln Beach.	Levee Board; ORDA	medium term	D-CDBG;	7.19
	Enhance the amenity value of canals and drainage facilities when possible.	Include analysis in feasibility studies.	Levee Board; ORDA	first five years	Levee resources	7.19
More green connections throughout the city	Create linear parks and greenways for multi-use pathways.	Use neutral grounds, levees, canal edges and rail lines as potential greenway connectors.	Parks & Parkways; Levee Board; DPW;	medium term	Variable, according to project	7.19
		Connect people to parks and neighborhood destinations by tree-lined "Green Streets" and coordinate the network with transit stops and bike boulevards. (See Chapter 13)	CPC planning with Parks & Parkways; DPW; RTA	medium term	Variable, according to project	7.20

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Work with the Regional Planning Commission and other groups to connect with regional pathways such as the multi-state Mississippi Trail.	DPW; RPC	medium term	Staff time	7.20
	Explore the feasibility of daylighting canals that have been covered over and creating additional canals for water storage and amenity.	See Volume 2, Chapter 12 and Volume 3, Chapter 12 for more detailed discussion.				7.15
	Explore creation of "blueways" as designated water recreation routes and other boating opportunities.	Inventory opportunities and work with local boating groups.	Levee Board; Sewerage & Water Board; private groups	long term	Variable	7.20
Maintenance of existing parks, green spaces, and recreational sites to a high level	Establish expanded maintenance criteria.	Create a committee with staff and citizens to develop goals and criteria and a photo system as in San Francisco.	Parks & Parkways; NORD or successor	first five years	Staff time	7.20
	Work with partnership groups to enhance maintenance.	Encourage partnership groups to assist in maintenance.	Parks & Parkways; NORD or successor	medium term	staff time	7.20
Multi-use indoor/outdoor recreation centers within 5 miles of every resident	Create 10 indoor pools at existing centers.	Identify sites and invest in pools.	NORD or successor	first five years	D-CDBG; FEMA; millage for operating costs	7.21
	Coordinate recreation resources with schools and other community and human services.	Meet regularly with non-NORD providers to streamline services.	NORD or successor	medium term	Staff time	7.21
Year-round recreation opportunities for children, seniors, and adults	Provide recreational opportunities appropriate to the demographics of the surrounding neighborhoods.	Provide more youth-oriented programs in neighborhoods with higher numbers of households with children.	NORD or successor	first five years	Staff time	7.21

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Continue to focus on 40 supervised playgrounds to be sports program hubs.	NORD or successor	first five years	D-CDBG	7.21
		Work with private programs and the Council on Aging to develop more senior programs.	NORD or successor; Council on Aging	first five years	Fees, where appropriate	7.21
		Promote youth and adult fitness through facilities and programs.	NORD or successor	first five years	Fees, where appropriate	7.21
		Provide dog parks through a community process where there is high demand.	Parks & Parkways	first five years	in existing park land	7.21
Recreation offerings that meet changing citizen needs	Regularly monitor the recreation needs of all segments of the population.	Survey residents through the internet and more rigorous methods on a regular basis to keep up with changing recreation needs and desires.	NORD; Parks & Parkways	every 5 years	Survey—approx $30,000	7.22
		Provide for more individual activities as well as team sports and classes.	NORD	medium term	Fees, where appropriate	7.22
More effective coordination and cost-effective management of park and recreation resources and programs	Coordinate park and recreation resources and activities throughout the city.	Establish an inter-agency parks and recreation coordinating group for all relevant city, nonprofit, private, and parish agencies.	Convened by CPC; all park management groups; private recreation providers	first five years	Staff time	7.22
Citizen participation in decision-making about parks and recreation	Survey both park and recreation users on a regular basis.	Require instructors to use evaluation forms in classes.	NORD	first five years	Staff time	7.23
		Use the web page for surveys; free web-based survey utilities are available.	NORD; City IT	first five years	Staff time	7.23
		Conduct a scientific survey every 10 years	NORD	long term	$30,000	7.23

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Establish a system for community input in park and recreation design and improvements.	Integrate a system with the CPP district council system to be developed.	CPC working through CPP organization to be developed	first five years	Staff time	7.23
	Prepare and update a full parks and recreation master plan regularly.	Update the plan every 10 years, including a full public participation element.	CPC, working with NORD and Parks & Parkways	long term	General Fund; grants; approx. $5-600,000	7.23
Consistent and adequate level of maintenance, operations and programming on a per capita basis		Provide a consistent and adequate per capita operating budget.	Voters	first five years	Millage vote	7.23
		Continue to work with partnership groups and grant makers to supplement funding.	NORD; Parks & Parkways; nonprofits	first five years	Grants; volunteer activities	7.24
		Pursue joint use agreements with public and private entities who own land that could add to park and recreation opportunities.	NORD; private groups	medium term	Variable	7.24
		Establish fees appropriate to the program and level of community or individual benefit and reserve fees for park and rec uses.	NORD	medium term	Variable according to activity	7.24
Expanded partnerships to support park and recreation resources and programs		Expand park and neutral ground Friends' groups; Booster groups; and hire a volunteer coordinator.	Parks & Parkways; NORD or successor	medium term	Staff position	7.24
Effective marketing of the municipal park and recreation system to citizens and visitors	Provide user-friendly communications, including an interactive website, an annual report, consistent signage and similar efforts.	Improve the web pages, provide an annual report, and consistent signage.	Park & Parkways; NORD	medium term		7.24

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure, and will help lay the groundwork for the longer-term actions that follow.

- Use the Lafitte Greenway, now under design, as a model for future greenway projects.
- Convene an inter-agency parks and recreations coordinating group including all city, nonprofit, private, and parish agencies.
- Develop a local wetlands protection ordinance.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

1. GREEN INFRASTRUCTURE AND NATURAL OPEN SPACE

GOAL **1**

Protection of remaining wetland areas inside and outside the levee system

The state of Louisiana does not define wetlands for regulatory purposes, but does define a coastal zone in which jurisdiction is based on elevation and hydrologic characteristics. The state's Coastal Wetlands Conservation Plan, adopted in 1997, has what is effectively a no net loss policy for wetlands (replacement required for wetlands loss). Although the entire City of New Orleans is part of the regulated coastal zone, all of the city within the levees is designated as "fastland" for which there is no regulation relating to wetlands. Activities that affect wetlands outside the levees are regulated by the city's Coastal Management Program, which is required to be compatible with the state's program.

For the purposes of this chapter, and following the Clean Water Act,wetlands will be defined as those areas that are saturated by water (surface water or groundwater) sufficiently to support vegetation that is adapted to living in saturated soils. (EPA Regulations 40 CFR 230.3(t). This is not the same thing as areas that may be subject to periodic flooding from storms.

1.A **Ensure that regulations, land use and zoning categories for wetlands and coastal areas promote wetland preservation.**
Establishment of a land use category and zoning categories for natural areas will enhance existing programs aimed at wetland preservation. Any isolated wetlands within the city should be protected for their value for water storage and pollution control.

ACTIONS

- *Prohibit further drainage of wetlands for development both inside and outside the levees.* Remaining wetland areas should be reserved for stormwater storage and protected from further development.

- *Establish regulations and enforcement systems to protect wetlands, such as a city wetlands protection ordinance.*
  A city wetlands protection ordinance would allow the City to define wetland areas for protection and regulation and create a system whereby development activity within a specified distance of wetland areas (such as 25 feet) must meet certain requirements. Lafourche Parish has a section in its zoning code (Chapter 19.H) that requires a "Letter of No Objection" for construction of pipelines and canals, that could serve as a partial model. Where there is existing development in close proximity to wetlands or coastal areas, a regulatory system should be established to review petitions for alteration of the wetlands with mitigation requirements should the alteration be allowed.

1.B Seek conservation solutions for wetlands.

Natural areas in private hands can be protected through voluntary conservation servitudes (easements). The property owner agrees to permanently give up the development rights on the land, often in return for a payment through a government program, or simply to benefit from a reduction in taxes on the land, and retains title to the property. Conservation servitudes are part of the Louisiana Coastal Wetland Reserve Program, which works with farmers to restore lands to wetlands, making a payment for the agricultural development rights in return for establishment of a conservation servitude on the land. Although wetland property owners in New Orleans are not farmers, this program could provide a precedent.

A future opportunity may lie in climate change policy because of wetland's exceptional role as "carbon sinks." With the establishment of a cap and trade system of carbon credits, New Orleans wetlands will become valuable as sources of carbon credits because they are excellent vehicles for carbon sequestration.

GOAL **2**

Restoration and expansion of New Orleans' urban forest to reach 50 percent tree canopy by 2030

Tree planting is one of the easiest ways to enhance quality of life. Flooding and winds from Hurricane Katrina devastated New Orleans' urban forest, but even before Hurricane Katrina, some neighborhoods had fewer trees, for example, Tremé, the French Quarter, Marigny, Bywater, Central City, Algiers Riverside and some parts of the 9th Ward. Although American Forests suggests a 40 percent goal for tree canopy, its 2002 report did not include Bayou Sauvage. With the wildlife refuge included, a 50 percent canopy goal for the city is reasonable. Within different parts of the city, different goals should be set, for example: 15 percent for the CBD; 25 percent for higher density areas; 50 percent for lower-density areas.

2.A Promote tree planting on both public and private property.

ACTIONS

- *Prepare a tree-canopy GIS layer and analyze it with appropriate tree-cover software to track values.*

- *Prepare a street tree master plan to plant street trees throughout the city.* Public streetscape projects

and commercial or mixed-use development or redevelopment projects should be required to provide street trees, where feasible. Street tree criteria should be updated for different kinds of streets, appropriate species, planting and maintenance, and so on. The city should also have an updated and complete inventory of all street trees in GIS, which will help in maintenance and replacement of trees.

- *Restore and plant new trees in parks and neutral grounds.* Many neutral grounds and parks have very little tree cover. A tree plan should be developed to guide replanting in terms of species and location. Once in place, the tree plan can be used to attract private funding by individuals and others who want to plant trees in memory of family members or for other reasons.

- *Promote tree preservation and planting on private property.* Standards for new development should include requirements for planting trees, shrubs and groundcover, where appropriate. Large trees should be preferably preserved, but if they must be removed, several new trees should be planted to replace them. Methods to help provide and promote tree preservation and planting can include continuing the ReLeaf program already operated by Parkway Partners and creation of community based or city led tree nurseries in vacant lots, with seedlings distributed in neighborhoods. A small tree nursery was established in City Park after Hurricane Katrina with assistance from the Louisiana Urban Forestry Council and Chevron.

- *Improve the city's tree and vegetation protection ordinance.* The city has an ordinance for "Protection of vegetation" (Chapter 106, Article IV). This ordinance regulates activities that can affect city-owned trees, particularly street trees. Many communities also have ordinances that protect trees of special significance because of their species, size or historic character, in both private and public property. These ordinances typically require an administrative review or a public hearing before trees of special significance can be removed.

2. PARK SYSTEM

GOAL **3**

A commitment to no net loss of public parkland

Cities that give up park land end up regretting it. A robust network of green space and parks is a critical asset for quality of life and urban success. It helps retain existing residents and attracts new ones. When cities looking for "free land" establish other public facilities on park land, they are chipping away at the community's overall inventory of park land. Often, it is more costly or otherwise more difficult to acquire new park land. For this reason, it is important to make sure that, at a minimum, the city maintain a commitment to keeping the same overall amount of park land that it has at present. In addition, as needed, additional park resources (whether directly owned by the city or by others) should be made available in areas of the city that are currently underserved.

In post-Hurricane Katrina New Orleans, some people have argued that the City cannot support many parks or that it is finding it difficult to maintain the large number of parks, especially smaller parks. There are subdivisions where designated park land was never developed into usable parks, either because the land was unsuitable or better-located spaces are nearby. As long as there is an overall commitment to keeping the overall park acreage and to criteria for the location of parks to serve neighborhoods and the city as a whole, adjustments can be made. A no net loss policy must be the foundation to restore, rebuild, enhance and expand the park system for the whole ciy.

3.A Establish systems to ensure that the city does not lose acreage dedicated to parks.

ACTIONS

- *Require enhanced public review of disposition of public parkland; apply any funds from sales of parkland towards acquisition of new parkland.*
  Because it is often difficult to acquire land to create new parks, the overall amount of city land devoted to parks should, at a minimum, remain the same. That means that no park land should be transferred to another use or sold without provision for the same amount or more land being designated as new park land. State Act 378 provides that designated park land (what constitutes "designation" is not described) cannot be taken out of park uses without the written approval of 70 percent of the property owners within a radius of 300 feet of the park. The CPC's existing role is to decide whether any public land or building is to be sold or acquired. To enhance this process, the Planning Commission, working with the park and recreation departments, should establish a set of criteria and a deliberative process before any public park land is designated to be taken out of park and recreation use. This process should be included or referenced in the zoning code. The process should include elements such as:
  > *A requirement for a public hearing*. The City Planning Commission should hold a public hearing on the proposed sale or conversion of park land, at a time and place convenient for public comment. Each agency should make a written recommendation to the Mayor and the City Council.
  > *A requirement for replacement*. Any park land sold or taken for other uses, including other municipal uses, must be replaced by land with similar park, recreation or conservation value in terms of usefulness and location. If the land is not available, funds must be deposited in a Parks and Recreation Trust Fund or similar dedicated account (described below) that would be sufficient to buy replacement land at fair market value. The land taken for other uses must be rezoned and taken out of the Parks category.[1]

- *Create a Parks and Recreation Trust Fund or similar account within the Capital Project Fund to receive funds for acquisition and improvement of parkland.*
  The City should create a Parks and Recreation Trust Fund within the Capital Projects Fund to receive funds from sale of any decommissioned parks; developer funds resulting from Community Benefits Agreements; or other donations for the park and recreation system. Creation of such a trust fund, restricting the use of funds to park and recreation purposes, would provide a long term and focused repository for funds dedicated to parks and recreation.

- *Evaluate any public property identified for sale to identify suitability as a park or recreation site.*
  Before public land is put up for sale, it should be reviewed by the CPC, NORD, and Parks and Parkways to see if it is suitable for an identified park or recreation need in that location.

[1] Recommended procedures based on the discussion by Robert H. Levin, "When Forever Proves Fleeting: The Condemnation and Conversion of Conservation Land," *NYU Environmental Law Journal*, 9 (2001), 592-637.

GOAL **4**

A park within walking distance—approximately 1/3 mile—of every New Orleans resident

In urban situations, park acreage is less important than park access. Research has repeatedly shown that the most important variable in how much and how often people use a green space is distance—especially walking time—from home.[2] They will travel from time to time to use large, unique open spaces of regional importance, but for everyday use, parks need to be close by. From the point of view of the park user, it does not matter who manages public open space, as long as it is accessible. In New Orleans, that means that a resident could be within walking distance of a park managed by Parks and Parkways or NORD, by the Levee Board, by the CPIA, by the Audubon Commission, by the School District or by others. The important thing is to have a public green space within walking distance.

ACTIONS

- *Balance passive and active uses of parks and public spaces.* All park systems need to provide a balance of passive and active green spaces. Finding the proper balance can be difficult as multiple user groups vie for the same spaces. Organized sports leagues and similar groups tend to be more effective in expressing their park and recreation needs on a regular basis than people who are looking for a passive park experience or members of the general public overall. For that reason, it is always important to make room for passive park experiences in park designs. Careful design of parks coupled with efforts to share playing fields and other resources for active sports and new technologies, such as artificial turf that allows for more intensive use of sports fields, can help balance demands for active and passive activity areas. Even small parks can be designed to include quiet, landscaped sections as well as areas for children's play equipment or a half-basketball court.

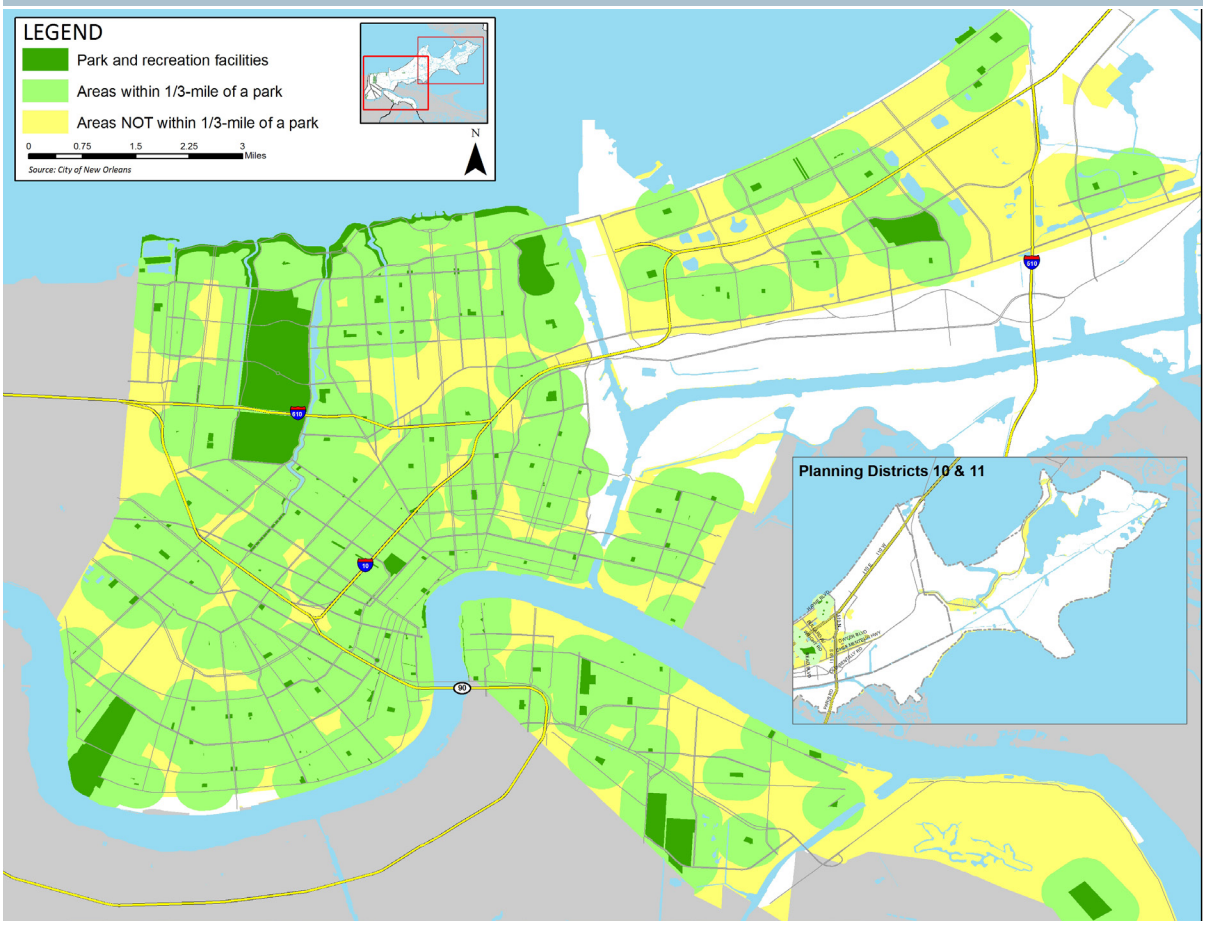
- *Make improvements for safe walking routes to parks.* Safe and comfortable walking routes to parks are needed to make "walk-to" parks successful. Planning and creating a set of neighborhood routes to parks, as part of a combined public health and street improvement initiative can focus resources to enhance residents' access to parks. Neighborhood residents and park user groups can identify appropriate routes to be upgraded with trees, sidewalks, lighting, and intersection safety and beautification improvements at pedestrian crossings. Good lighting that enhances safety while remaining appropriate to a neighborhood context is essential. This program could be coupled with the development of neighborhood walking clubs. Framed as a public health program, the park routes initiative and neighborhood walking clubs could attract funding for community process, design, improvements, maps and signage. This is what happened in a low-income neighborhood of Providence, RI, where a nonprofit alliance received foundation funding to develop signed pedestrian routes, maps, and walking clubs to encourage walking for health.[3] There are now eight "Path to Health" walkable corridors in Rhode Island.

- *Prioritize creation of new parks or playgrounds for underserved areas where there is no park within walking distance and for access to resources of citywide importance, such as the waterfront.* Underserved areas exist in many areas, including parts of Planning Districts 3, 4, 7, 8, and New Orleans East and Algiers—residential areas that are not within walking distance of a park or where barriers (such as highways) preclude easy access. The existence of so many vacant lots during the recovery period is an opportunity to identify and preserve future

[2] Ann Forsyth, "People and Urban Green Areas: Perception and Use," University of Minnesota *Design Center for American Urban Landscape Design Brief*, 4 (June 2003) pp. 2, 5.

[3] See www.spnm.org/about/services/healthpromotion.shtml

MAP 7.1: 2009 ACCESS TO PARKS AND RECREATIONAL FACILITIES



Access to excellent parks, recreational facilities, and natural areas are key ingredients of quality of life. Like the "gray infrastructure" of roads and water lines, this "green infrastructure" requires a planned, created, maintained and restored coordinated system.

neighborhood parks. Non-profit organizations and neighborhood groups could be invited to seek grant funding for play equipment and landscaping and to assist in upkeep until the city allocates regular funding. The future parks could also be offered as community gardens or community orchards, with an annual process to register for plots and with notice that the area might be transformed into a public park in the future.

GOAL **5**

More public access to waterfronts

For a city surrounded by water, New Orleans has a limited amount of public open space at its waterfronts. More access to the waterfront has been a goal for almost 20 years.

ACTIONS

- *Enhance parks and public access along the Mississippi River.*
  The City's Riverfront Vision 2005 Plan called for more parks and public spaces along the Mississippi River: a park in Lower Garden District and one in Bywater/Marigny; a promenade

from Jackson Avenue to the Industrial Canal to be matched by a similar linear park along the West Bank; and open space improvements near the levee at Algiers Point. The Reinventing the Crescent Plan developed some of these ideas in more detail and a new "Downriver Park" is currently under design.

IMAGE: BOGDAN MIGULSKI.

- *Enhance park land along Lake Pontchartrain, including Lincoln Beach.*
  Renovation and reopening of Lincoln Beach has long been a city objective. The 2009 budget allocates $1M in disaster CDBG funds for this project. West of the Industrial Canal, the park along the lake, Lakeshore/Lakefront Park, is owned and managed by the Orleans Levee Board. Live Lincoln Beach, this area was once a recreational beachfront. To reach its potential as a citywide amenity, Lakeshore Park needs to be redesigned to provide more space between the lake and the roadway, as well as pathways and active and passive recreational areas across the road.

- *Enhance the amenity value of canals and drainage facilities when possible.*
  Today, most of the canals and drainage facilities in New Orleans are unattractive, if they are visible at all, and residents experience water more as a threat than as an amenity. As noted earlier, the Levee Board is preparing a study on daylighting (opening underground or covered canals to the surface) and adding to the number of canals. In addition to making sure that any canals function correctly for water management, it is important that they be designed as an attractive addition to the city's open space. The Sewerage and Water Board must also be involved in any analysis of this potential as the canals can be dangerous places when the pumps are turned on. ***(See Volumes 2 and 3, Chapter 14.)***

GOAL **6**

More green connections throughout the city

Without connections, parks and open spaces do not really function as a system. The connective tissue of a park system is made up of the streets, paths, trails and waterways that let people reach their parks and other open spaces. People need comfortable connections, protected from traffic, with safe intersection crossings, shady during the heat of the day, and well lit in the evening and at night. New Orleans' neutral grounds are the original connecting tissue of the green infrastructure system but more linkages can be created.

6.A **Create linear parks and greenways for multi-use pathways using the city's neutral grounds and other linear connections, such as levees, canal edges and rail lines.**
Several multiuse pathways have already been created—the St. Anthony Avenue and Wisner Boulevard paths—and the Lafitte Greenway will be the first of a network of greenways in the city.

ACTIONS

- *Connect people to parks and neighborhood destinations by "Green Streets" and coordinate the network with transit stops and bike boulevards.*
  Tree-lined, "Green Streets" should be prioritized for pedestrian and bicycle routes. In addition to the streets already graced by neutral grounds, other important corridors can be designated for redesign as green boulevards, for example, the Earhart corridor.

- *Support extension of city greenways and trails to connect with regional pathways, such as the multi-state Mississippi Trail.*
  As greenways and trails are designed and constructed, connections with regional greenway projects should be supported.

- *Explore the creation of "blueways," designated water routes, to provide water-based recreation connected to parks, open spaces and recreation areas.*
  There are two marinas on Lake Pontchartrain, the South Shore Harbor Marina and Orleans Marina, both owned by the Orleans Levee District. Tulane University operates a rowing program in the Orleans Canal in City Park. Canoes and kayaks can be seen on Bayou St. John but bridges might have to be raised to make the entire bayou navigable. Expansion of water-based recreation can occur through more recreational boating programs in canals; more boat launches on Lake Pontchartrain; enhanced marketing of boating excursions in Bayou Sauvage and elsewhere; and support for the boating community and excursion industry to map blueway routes. Because Lake Pontchartrain is at a higher elevation than Bayou St. John and interior canals, and pumping systems affect the waterways, a blueways program needs a feasibility study.

- *Explore the feasibility of "daylighting" canals that have been covered over and creating additional canals.*
  "Daylighting" of below-ground urban streams and canals means removing the cover materials and restoring the water to the surface. Seoul, Korea, Seattle (WA) and Yonkers (NY) are among the communities that have daylighting projects of different types. In New Orleans, canals can serve as neighborhood amenities as well as water management elements. If properly designed, and where groundwater levels are not a problem, more canals can provide additional water storage area during storm events as well as attractive neighborhood amenities with linear parks on each side. The Orleans Levee Board expects to have a completed study of the options by 2011. ***(See Chapter 12 - Resilience for more discussion of canals and water storage strategies.)***

GOAL **7**

Maintenance of existing parks and green spaces to a high level

ACTIONS

- *Establish expanded maintenance criteria for parks and open spaces.*
  Maintenance of a complex system of parks and open spaces has been difficult in the years of reduced funding since Hurricane Katrina and many residents think that green spaces do not receive sufficient maintenance. At present, the Department of Parks and Parkways has some basic maintenance criteria. A number of cities have developed more detailed criteria in collaboration with citizen representatives, so that there is greater understanding of expectations and standards by the public, by management and by staff. San Francisco worked with a citizen committee to produce a manual with photographs showing acceptable and unacceptable

situations for each criterion. Shared creation of criteria and understanding of costs helps build the constituency for adequate funding.

- *Work with partnership groups to enhance maintenance.*
  The large parks in New Orleans have "Friends" groups—membership organizations that raise money and otherwise help City Park, Brechtel Park, and Audubon Park. Many cities have Friends groups for neighborhood parks. Just as recreation programs at specific parks have Booster Clubs, Friends groups drawn from the surrounding neighborhoods could assist the city in taking care of smaller parks.

3. RECREATION

GOAL **8**

Multi-use indoor/outdoor recreation centers within 5 miles of every resident

8.A **Create 10 indoor pools at existing centers.**
Many of New Orleans' pre-Hurricane Katrina public swimming pools were extremely antiquated. Creation of a smaller number of state of the art year-round swimming pools can begin to build aquatics programs for children and adults.

8.B **Coordinate recreation resources with schools and other community and human services.**
Recreation centers should be part of neighborhood hubs that offer a variety of fitness, education and human services to neighborhood residents, as discussed in other chapters of this Master Plan.

GOAL **9**

Year-round recreation opportunities for children, seniors and adults

9.A **Focus child and youth-oriented activities in neighborhoods with higher numbers of family households.**
New Orleans neighborhoods vary significantly in terms of the percentage of family households. While youth-oriented services should be available to some degree in all neighborhoods, they should be focused where the clientele lives, while more adult-oriented recreation programs should be focused in neighborhoods with fewer children.

9.B **Continue to focus on 40 supervised playgrounds to be sports program hubs.**
Rather than spread resources thinly throughout a very large number of playgrounds, NORD is focusing on 40 well-distributed playgrounds to be the hubs of athletic activities.

9.C **Work with private programs and the Council on Aging.**
Aging baby boomers are likely to increase demand for senior recreation. Coordination with existing programs and the Council on Aging can help to fill that need in a cost-effective way.

9.D **Promote fitness through facilities and programs.**
Well-run fitness facilities and classes for adults can be a source of fees that enhance departmental revenues while at the same time meeting the needs of a part of the population that today does not participate widely in NORD programs.

9.E Provide dog parks where there is high demand.
Neighborhoods with a high percentage of adults and one-and two-person households typically have demand for dog parks. Currently, the city's only dog park is located in City Park.

GOAL **10**

Recreation offerings that meet changing citizen needs

10.A Regularly survey residents through the internet and more rigorous methods in order to keep up with changing recreation needs.
Recreation needs are not static. For example, surveys show that throughout the country there has been a tremendous increase in the desire for walking paths as compared with previous decades. As populations change, their park and recreation needs and desires change, so it is important to survey them regularly. In addition to surveying people who are already users of park and recreation resources, it is also important to reach those who do not go to the parks or participate in recreation programs and find out what keeps them away or what they would like to do. That is why a scientific survey designed to reach all areas of the city is important at least once every 10 years.

10.B Provide for individual activities as well as team sports and classes.
Team athletics are important and very organized, and classes can be very popular. However, many people are looking for unscheduled, individual activities, such as arts and crafts, as well as solo physical activity in passive park areas.

4. FINANCING AND MANAGEMENT

GOAL **11**

More effective coordination and cost-effective management of park and recreation resources and programs

11.A Coordinate park and recreation resources and activities throughout the city.

ACTION

- *Establish an inter-agency parks and recreation coordinating group including all relevant city, nonprofit, private, and parish agencies.*
  Because the New Orleans park, open space and recreation system is managed by multiple entities, it is essential that a coordinating group be established to share information and plans to serve the city's residents and visitors. No matter how conscious the different agencies may be of their independent existence and varying funding levels, from the point of view of a person who wants to take advantage of the outdoors, play sports, or enjoy the lakefront or riverfront, it is all part of the public realm and green infrastructure of the city. Efforts to coordinate programming and activities will stretch the funding for park and recreation programs across the board, providing cost-effective services and resources to the community. As a group, the agencies can also work on building a common constituency for parks and recreation and raising public awareness about their importance for quality of life and economic prosperity. At a minimum the coordinating group should include NORD and Parks and Parkways (or any successor organization), City Park Improvement Association, Audubon Institute, the Orleans Levee Board, and the School District, but private recreation providers should ideally also participate. The City Planning Commission could convene the group two to four times a year

to exchange information. One of those times should be when departments are preparing their capital budget requests. This meeting should also function as an annual public meeting to review progress and hear from the public on park and recreation issues.

GOAL **12**

Citizen participation in decision making about parks and recreation

12.A Survey park and recreation users on a regular basis.
Information should be collected regularly on park and recreation program users, their current level of satisfaction, and needs for new park resources or programs. Surveys at the end of recreation programs; focus groups; and informal, web-based surveys can provide direction in between more scientific surveys every ten years.

12.B Establish a system for community input in park design and convene public meetings to provide input on major improvements, new park designs, and/or new recreation facilities and programs.
Whenever design starts on improvements to parks, neutral grounds, or new parks, park users and community members should be invited to a series of meetings: the first to gather information on issues and concerns; the second to present a conceptual design for discussion; and the third to present the detailed design for discussion.

12.C Prepare and update a full parks and recreation master plan regularly.
A full parks and recreation plan separate from the master plan should be updated every 10 years. Since the last one was completed in 2002, the next one should be readied in 2012. As the city meets some of its goals and as conditions change, the plan will need to be modified to continue to guide decision making about the park and recreation system. The master plan should be sponsored jointly by the Parks and Recreation agency or agencies and by the City Planning Commission.

GOAL **13**

Consistent and adequate level of maintenance, operations and programming on a per capita basis

13.A Provide a consistent and adequate per capita operating budget and work towards establishing a dedicated funding source for municipal park and recreation resources and programs.
The best-funded parks and recreation departments have dedicated funding sources, generally a portion of property taxes or sales taxes. In Minneapolis, $1.20 per $1,000 of tax revenue in 2005 went to the Minneapolis Park and Recreation Board, a semi-autonomous, elected board created in 1883 to maintain and develop the city's extensive park system. In 2005, the Park Board received 9 percent of tax revenue. In Seattle, a 2000 parks levy was approved at $0.35 per $1,000 additional property tax to be used mainly for acquisition and development of 18 new neighborhood parks in underserved neighborhoods. The Chicago Parks District receives dedicated property tax funds, which account for over 50 percent of the government revenues that go to its parks. In Florida, Pinellas County uses a portion of its sales tax to fund parks and estimates that 40 percent of sales taxes are paid by seasonal residents and tourists. Boulder, Colorado, has both a sales tax-supported Open Space Fund and a property tax-supported Parks and Recreation Fund.

The proposal for a new Playgrounds and Recreation Commission calls for a dedicated 7.5 millage by 2020, creating a budget of $20 million annually, almost five times NORD's 2009 budget. The Department of Parks and Parkways also requires more funding, so it can provide enhanced landscape design and planting services to improve the City's green spaces.

13.B Pursue joint use agreements with public and private schools, churches and others who own land that could add to public green space and recreation opportunities.
Creation of neighborhood activity hubs where schools, clinics, libraries and other facilities serve surrounding residents is a centerpiece of this Master Plan. Joint use agreements help codify expectations and criterion for use maintenance contributions and other services.

13.C Continue to work with partnership groups and grant makers to supplement funding.
Booster Friends groups and private companies already support some activities, especially youth sports programs. More partner groups should also be sought for greenspace projects and passive parks.

13.D Establish fees appropriate to the program and level of community or individual benefit and reserve the proceeds to fund park and recreation facilities and programs.
Programs with overwhelming social benefit such as youth programs, should remain free or at very low cost. However, by developing fee-based programs for adults, or specialty programs, the city can gain new revenues to support the community-wide programs.

GOAL **14**

Expanded partnerships to support park and recreation resources and programs

14.A Continue to support and work with Parkway Partners and support expansion of park and neutral ground Friends groups, as well as existing NORD Booster and Friends groups, and hire a volunteer coordinator to develop and manage a network of "Friends" groups for individual parks.
The cost of a coordinator will be repaid by activities and funding benefitting the parks.

GOAL **15**

Effective marketing of the municipal park and recreation system to citizens and visitors

15.A Provide user-friendly communications, including an interactive website, an annual report, consistent signage, and similar efforts.
Audubon Institute and increasingly, City Park, do a good job of marketing themselves to park users. NORD and Parks and Parkways, with much more constrained funding, have not. However, investment in marketing to the public is a way to increase the constituency for parks and for recreation programs. Start up funding for a public communication program could be sought from corporate partners or foundations.

VOLUME 2

chapter 8

HEALTH AND HUMAN SERVICES

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***Neighborhood-based centers that coordinate and deliver a broad range of health and human services tailored to the populations they serve and are accessible to all residents***	• Prioritize the development of neighborhood-based centers for health and human services that coordinate delivery of a broad range of services. • Support, enhance, and build upon existing health and human service providers and networks to create a comprehensive network of neighborhood-based health and human service centers. • Prioritize underserved areas and at-risk populations in developing new neighborhood-based health and human service centers. • Provide for the location of neighborhood-based health and human service centers and facilities in existing community facilities wherever possible. • Provide for the location of needed health and human service facilities—including supportive housing—in zoning and other land use regulation. • Ensure community involvement when locating and developing new health and human service centers.	8.15
2	***Coordination of health and human service delivery across the continuum of care***	• Support and promote ongoing initiatives to convene a Citywide Health Care Consortium and a Citywide Human Services Consortium. • Support the development of a coordinated system of record-keeping, intakes and referrals throughout all levels of health care service provision. • Prioritize funding for health and human service initiatives that provide comprehensive case management and/or coordinated care across several disciplines and over time.	8.18

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
3	***A robust continuum of health care and human services, including preventative care, that is accessible to all residents***	• Ensure the continued success and expansion of community-based health clinics according to national best practices. • Support and expand efforts to enroll eligible uninsured residents in low-cost or free insurance programs. • Support and expand programs that increase the health and developmental outcomes of children. • Ensure that adequate mental health care and addiction treatment services are accessible to all residents. • Support the development of hospital and emergency health care facilities and infrastructure according to data on projected population growth and projected service demand. • Support and expand preventative and public health programs.	8.20
4	***Access to fresh, healthy food choices for all residents***	• Establish and promote fresh-produce retail outlets within walking distance of all residents.	8.23
5	***High quality child care and learning opportunities beyond basic education that are accessible to all children***	• Support the expansion of afterschool and youth programs, including tutoring, to serve all New Orleans children. • Provide for the location of needed child care and early education, pre-school, and afterschool facilities in zoning and other land use regulations. • Support the expansion and accreditation of child care facilities where they are needed, and ensure that they enhance the quality of life of surrounding neighborhoods. • Support workforce development programs that train professional childcare workers. • Ensure that all eligible families receive available subsidies for child care.	8.24
6	***High quality supportive services for the elderly that are accessible to all elderly residents***	• Provide for elder care facilities in convenient locations in zoning and other land use regulations. • Ensure accessible and affordable paratransit for seniors. • Provide for the location of needed senior housing and nursing homes in land use and zoning.	8.26

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
7	***A robust continuum of care for homeless individuals and families, centered on permanent supportive housing***	• Support innovative, cost-effective programs for permanent supportive housing that provide the best outcomes for homeless persons. • Support and expand outreach and safety net services for homeless persons, including outreach personnel, emergency shelters and daytime service centers. • Ensure access to financial counseling and emergency assistance to residents who are at risk of losing their homes.	8.26
8	***A criminal justice system that is effective, efficient, and just***	• Continue to implement the recommendations of the Vera Institute and the Criminal Justice Leadership Alliance. • Support and expand alternative sentencing, diversion, and community corrections programs for nonviolent offenders, according to data-driven national best practices. • Support and expand community-based crime prevention programs for at-risk populations. • Support the New Orleans Police Department in implementing plans to strengthen Community Policing and other neighborhood-based crime prevention programs. • Provide for the location of neighborhood police sub-stations in land use and zoning, and ensure community involvement in the development of new stations. • Support efforts to implement the New Orleans Police and Justice Foundation's plans to improve information sharing procedures across the justice system.	8.27

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet

HEALTH AND HUMAN SERVICES

Health

- Louisiana ranked 50th in the nation in overall health in 2008.
- Infant mortality rate in Louisiana in 2008: 10.3 deaths per 1,000 live births (highest in the nation).
- Cancer death rate in Louisiana in 2008: 223.8 deaths per 100,000 people (second-highest in the nation).
- Leading cause of death in Louisiana in 2007: Cardiovascular disease.
- Rate of binge drinking in Louisiana in 2008: 13.3 percent (13th lowest in the nation).
- Prevalence of obesity in Louisiana in 2008: 30.7 percent (3rd highest in the nation).
- Percentage of pregnant women in Louisiana who received adequate prenatal care in 2008: 81.7.
- Average number of sick days per month in Louisiana in 2008: 3.6 (30th in the nation).
- Percentage of New Orleans adults without health insurance in 2008: 18 (down from 26 percent in 2006).
- Percentage of New Orleans residents reporting some type of chronic health condition or physical disability in 2008: 61.
- Percentage of New Orleans residents reporting their overall health as "fair" or "poor" in 2008: 30.
- Percentage of New Orleans residents reporting trouble accessing health care in 2008: 58.
- Percentage increase in access to primary care for Louisiana residents from 2007 to 2008: 5 (from 113.5 to 119.4 primary care physicians per 100,000 residents).
- Increase in public health funding per resident in Louisiana from 2007 to 2008: $69 to $95.
- Number of hospitals open in New Orleans as of January, 2009: 13 (as compared to 23 before Hurricane Katrina).
- African Americans in New Orleans were significantly more likely than whites to experience physical health challenges (72 percent compared with 60 percent) and difficulty accessing health care (65 percent compared with 45 percent) in 2008.
- African American residents of Louisiana had a significantly higher cardiovascular death rate than other races in 2008.
- Economically disadvantaged New Orleans residents in 2007 ranked their health as "fair" or "poor" more than twice as often as those with higher economic status (19 percent compared with 9 percent).
- Uninsured New Orleans residents in 2008 were 1.5 times more likely to report their health status as "fair" or "poor".
- Before Hurricane Katrina, over two-thirds of healthcare for the uninsured in New Orleans was provided by The Medical Center of Louisiana at New Orleans (MCLNO/ Charity Hospital).
- Patients at MCLNO/Charity before Katrina were about 75 percent African-American and about 85 percent very low-income.

WHAT DOES IT MEAN?

New Orleans and Louisiana residents have very low overall health as compared to the rest of the country. They suffer from high rates of obesity, heart disease, cancer deaths, and chronic health problems. Residents who are African American, economically disadvantaged, and/or uninsured are more likely to have significant health issues.

More than half of New Orleans residents report difficulty accessing care. However, the majority of pregnant women in Louisiana receive adequate prenatal care, and Louisiana residents report roughly as many sick days as the national average. Statewide, per capital funding for public health and per capita access to primary care both increased from 2007 to 2008.

Mental Health

- As of January, 2008, the rate of mental illnesses like depressive disorders and Post Traumatic Stress Disorder in New Orleans was several times the national average.
- Percentage of New Orleans adults who ranked their mental health as "fair" or "poor" in 2008: 20 (up from 10 percent in 2006).
- Percentage of New Orleans adults in 2008 who reported having been diagnosed with a serious mental illness: 15 (up from 5 percent in 2006).
- Average number of poor mental health days per month for Louisiana residents in 2008: 3 (8th lowest in the nation).

WHAT DOES IT MEAN?

New Orleans residents have a higher rate of mental illnesses like depression and Post Traumatic Stress Disorder than the national average, and reported significant increases in mental health issues and diagnoses from 2006 to 2008. However, Louisiana residents overall report relatively few poor mental health days as compared with the nation.

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MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet

HEALTH AND HUMAN SERVICES

Children and Seniors

- In 2009, Louisiana ranked 49th in the nation for child well-being based on ten indicators.
- Percentage of children in New Orleans living in poverty in 2007: 36.
- Percentage of pre-Katrina childcare centers open in New Orleans in January, 2009: 46 (125 out of 273).
- Median annual cost for one infant in a Class A child care center in New Orleans in 2007: $5,500 (14.7 percent of median household income).
- Percentage of qualified New Orleans families receiving child care assistance vouchers in 2008: 38.
- Percentage of New Orleans children served by afterschool programs in 2007: less than 25.
- Percentage of New Orleans senior citizens in need of health and supportive care: 16.

WHAT DOES IT MEAN?

Children in New Orleans have very poor overall health and wellness as compared to children in the rest of the nation. Over a third of New Orleans children live in poverty. While the average cost of child care is unaffordable for the average household, just over one-third of qualified households received childcare vouchers. Less than a quarter of children are served by afterschool programs.

While 16 percent of seniors are in need of health and supportive care, several area programs provide daytime programs and services for senior residents.

Homelessness

- As of February, 2008, there were an estimated 12,000 homeless individuals in the City of New Orleans – about 4 percent of the city's total population.
- Number of emergency shelter beds in New Orleans as of March, 2009: 514.
- Percentage of homeless residents in 2008 who had some form of disability: 80.
- Percentage of homeless residents in 2008 who had more than one form of disability: 31.

WHAT DOES IT MEAN?

An estimated 4 percent of the total population of city was homeless as of February, 2008, the majority of whom had some form of disability. There are far fewer available emergency shelter beds than there are homeless residents.

Public Safety and Criminal Justice

- In 2009, Louisiana had the highest incarceration rate in the nation.
- In 2008, Louisiana had a higher rate of detained and committed youth as compared to the national average (149 per 100,000 youth, compared with 125 nationally).
- In 2008, the cost of detaining a juvenile offender in Louisiana was more than $115,000 annually – more than three times the cost in some other states.
- In 2006, the rate of detained and committed Louisiana youth in custody was 149 per 100,000 youth ages 10-15, in comparison to the national rate of 125.

WHAT DOES IT MEAN?

New Orleans has a higher rate of detained and committed youth and a higher overall crime rate than the national average.

Sources: United Health Foundation, 2009; Louisiana Public Health Institute, 2009; Kaiser Family Foundation, 2008; Brookings Institution/Greater New Orleans Community Data Center, 2009; Bring New Orleans Back Health and Human Services Commission, 2006; Kessler et al, 2008; Agenda for Children, 2008.

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FINDINGS

- Louisiana ranks among the worst states in the nation for several metrics of overall health, including chronic conditions such as obesity and heart disease.
- Socioeconomic disparities in health outcomes continue to persist for New Orleans and Louisiana residents.
- Access to health care among New Orleans residents has increased since Hurricane Katrina due to the proliferation of community-based clinics. However, a lack of specialty and mental health care persists.
- The overall health and wellness of children in Louisiana is poor compared with national averages.
- A relatively high percentage of children in New Orleans live in poverty, but the vast majority of them have health insurance.
- The majority of New Orleans children are not served by out-of-school-hours programs.
- The average cost of child care for one child in New Orleans is prohibitively expensive for the average New Orleans household.
- Homeless rates in New Orleans continue to surpass most other U.S. cities. Supportive housing and increased services such case management, outreach, emergency shelters, and daytime centers are needed for homeless individuals.
- New Orleans senior citizens' highest-priority needs include low-cost medication assistance, transportation assistance, and daytime programming and care.
- New Orleans continues to rank very high in the nation in overall crime, but plans to transform the city's criminal justice system are being implemented by a coalition of criminal justice leaders.

CHALLENGES

- Sustaining and growing the network of neighborhood-based community health centers.
- Coordinating health care and human services in order to reduce redundancy, increase efficiency in service provision, and close service gaps.
- Providing adequate mental health and addiction treatment services, including transitional outpatient care.

a note on education

A note on education: This chapter includes discussion of lifelong educational opportunities outside of regular school hours, including early childhood and day care for youth, afterschool opportunities for all school-age children, and day care and services for seniors. Workforce development for adults is discussed in **Chapter 9—Economic Development.** A comprehensive plan for New Orleans public school facilities—the School Facilities Master Plan for Orleans Parish* - was adopted by the school districts in 2008. The implications of this plan for the physical development of the city are discussed in **Chapter 14—Land Use Plan**.

* See: www.sfmpop.org.

- Providing adequate basic assistance services to underserved residents, including the estimated 21 percent of New Orleans residents living below the federal poverty line (2007).
- Continuing to implement reforms to the criminal justice system to improve its effectiveness and cost-efficiency.

Environmental quality and environmental determinants of health are discussed in Chapter 13—Environmental Quality.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

ACT	Assertive Community Treatment
BHAN	Behavioral Health Action Network (a program of the Louisiana Public Health Institute)
CAO	Chief Administrative Officer
CDBG	Community Development Block Grant
CHIP	Children's Health Insurance Program
CJLA	Criminal Justice Leadership Alliance
CPC	City Planning Commission
D-CDBG	Disaster Community Development Block Grant
DHH	Department of Health and Hospitals
DSS	Department of Social Services
LaCHIP	Louisiana Children's Health Insurance Program
LPHI	Louisiana Public Health Institute
MHSD	Metropolitan Human Services District (a division of the Department of Health and Hospitals)
MSC	Multi-service center
NOAH	New Orleans Adolescent Hospital
NOPD	New Orleans Police Department
NOPJF	New Orleans Police and Justice Foundation
NORA	New Orleans Redevelopment Authority
NORD	New Orleans Recreational Department
OPISIS	Orleans Parish Information Sharing and Integrated System (a program of the New Orleans Police and Justice Foundation)
ORDA	Office of Recovery and Development Administration
PATH	Partnerships for Access to Health Care (a program of the Louisiana Public Health Institute)
UNOP	Unified New Orleans Plan

A Introduction

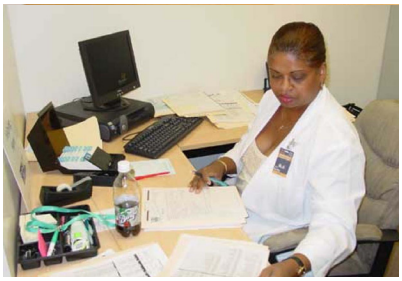
A robust and integrated system of health care and human services contributes to quality of life by promoting competitiveness, productivity and livability. While Louisiana performs poorly on many measures of overall health, and socioeconomic disparities in health outcomes persist in New Orleans, access to health care among New Orleans residents has increased since Hurricane Katrina with the proliferation of community-based clinics, and most New Orleans children have health insurance. Lack of affordable day care and insufficient after school programs affect children and youth, while at the other end of the age continuum the priority needs for senior citizens are affordable medications, transportation assistance and daytime programming and care. The city has higher rates of homeless persons than most other U.S. cities. Criminal justice reform initiatives and police efforts are directed at the city's high crime rate.

IMAGE: GNO UNITED WAY

Dozens of nonprofit organizations—many founded since Hurricane Katrina—offer a broad array of services.

The Master Plan focuses on organizing the physical and spatial aspects of providing health care and human services to New Orleans residents, as well as coordinating programs and initiatives. Non-governmental agencies provide most of these services, but city government can shape and assist the provision of services by designating and promoting locations for facilities, as well as leveraging funding to promote program coordination and efficiency.

The Medical Center of Louisiana at New Orleans (MCLNO/Charity Hospital) was the region's primary safety-net provider of care for residents without insurance before Hurricane Katrina.



IMAGES: ST. THOMAS COMMUNITY HEALTH CENTER. WWW.STTHOMASCHC.ORG.

St. Thomas Community Health Center in the St. Thomas/Lower Garden District area of New Orleans is among the largest and most comprehensive primary care facilities serving both insured and uninsured patients in the New Orleans area.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 8.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Neighborhood-based centers that coordinate and deliver a broad range of health and human services tailored to the populations they serve and are accessible to all residents	Coordinate partnerships between health and human service providers and owners/tenants of publicly-accessible facilities to provide for the location of multiple health and human service providers in shared locations.	Create and maintain a database of publicly-accessible facilities that could house health and human service providers. (Could be part of a larger Asset Management System—see Chapter 16)	Health Department, CAO, Property Management	first five years	ORDA 2009 budget provides $25 million for health institutions and hospitals.	8.17
		Use current data on population and service needs to identify underserved areas and locate new multi-service centers (MSCs) and other health and human service providers in areas of greatest need.	CPC, Health Department, DHH	first five years	LPHI, the Greater New Orelans Community Data Center, DHH, DSS, college and university research institutes, and others	8.17
		Offer incentives to property owners and tenants of potential shared use facilities to accommodate health and human service providers.	Health Department; Community Development	medium term	ORDA 2009 budget provides $25 million for health institutions and hospitals.	8.17
	Provide for the location of MSCs and other needed health and human service facilities—including supportive housing—in zoning and other land use regulations.	Consult with homeless housing providers (UNITY and others) and other service delivery agencies in creating new regulations.	CPC	first five years	UNITY of Greater New Orleans can provide information on zoning conducive to supportive housing development.	8.17
	Involve neighborhood and community groups and other stakeholders in decisions about the location and development of MSCs, and the type of services that should be provided.	Use Community Participation Program to ensure meaningful community input.	CPC	first five years	Community Participation Program (See Chapter 15.)	8.18
Coordination of health and human service delivery across the continuum of care	Support and promote ongoing initiatives to convene a citywide health care consortium and a citywide human services consortium.	Ensure full participation of all relevant public agencies in consortia meetings and initiatives.	Health Department, MHSD, DHH, DSS, private and nonprofit providers	first five years	PATH, BHAN (programs of LPHI) have already convened groups along these lines. Build on these.	8.19

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Streamline City-administered grant funding processes for health and human services.	Convene all grant administering offices to establish a more efficient application and granting process.	All city agencies that administer grants to health, human service, and related local agencies	first five years	Consult with grant recipients to better understand their needs and realities.	8.19
	Support the development of a coordinated system of record-keeping, intakes and referrals throughout all levels of heath care service provision.	Convene a task force to streamline citywide service referral and directory services.	CAO (3-1-1), United Way (2-1-1)	first five years	Health care and human services consortia (see above) should be consulted to ensure that the system meets needs of all types of providers.	8.19
	Prioritize support and funding for health and human services that provide comprehensive case management and/or coordinated care across disciplines and over time.	Advocate for the completion of the Neighborhood Place at Mahalia Jackson School.	Health Department, Mayor's Office, School Board	first five years	Advocate at state level for implementation of planned Neighborhood Place	8.20
		Implement ACT teams and support other resources that increase the availability of comprehensive case management.	DHH, DSS, MHSD	first five years	CDBG, philanthropic funding	8.20
A robust continuum of health care and human services, including preventative care, that is accessible to all residents	Ensure continued funding and support for community-based health clinics, including their certification as Patient-Centered Medical Homes.	Advocate for increased federal, state and private funding.	Public-private partnerships founded through health care consortium (see above)	first five years	Medicaid; Federally Qualified Health Centers; philanthropic funding	8.21
	Support and enhance efforts to increase health insurance coverage for all residents.	Advocate for increased funding and expanded eligibility for public insurance programs.	(See above)	first five years	(See above)	8.21
		Provide support and funding for local outreach programs to identify and enroll eligible residents in available insurance programs.	Health Department / City Budget	first five years	Kingsley House's Health Care for All program	8.21
	Prioritize funding and support for programs that increase the health and developmental outcomes of children.	Direct public funding to expand programs such as the Nurse Family Partnership, Head Start, Healthy Start, and other programs that increase the health of children.	Health Department / City Budget	medium term	Philanthropic, CDBG	8.22

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Expand mental health and addiction-care services and facilities to meet current and projected need.	Advocate for increased state funding for DHH and MHSD for mental health services, including expanded ACT teams and permanent supportive housing.	DHH, MHSD	first five years	CDBG	8.22
		Coordinate with the Behavioral Health Action Network to identify and target areas of need in mental and behavioral health and addiction treatment.	DHH	first five years	BHAN	8.22
		Work with BHAN and other initiatives to facilitate partnerships between service providers to offer mental health services through existing community clinics and other health care facilities.	Community clinics, BHAN, mental health service providers	first five years	MHSD, DHH, DSS	8.22
	Support and enhance preventative and public health education and programs.	Form a public health education and outreach committee as part of the citywide health care consortium.	Public health education and outreach committee	first five years	Citywide health care consortium (see above)	8.22
	Develop additional hospital facilities and emergency health care services and infrastructure according to data on projected population and need.	Convene a hospital and emergency care advisory group to facilitate the aggregation and use of data in hospital and emergency health care planning.	DHH; hospital and emergency care advisory group	first five years	2009 ORDA budget includes $75 million for the Biomedical District and an additional $25 million for Health institutes and hospitals. In addition the City will use over $13 million in UDAG funds for the VA Hospital Project. The city has designated $25 million for acquisition of the closed hospital in New Orleans East with the objective of restoring a hospital to this part of the city.	8.23
Access to fresh, healthy food choices for all residents.	Establish and promote fresh produce retail outlets within walking distance of all residents.	Identify areas that are underserved by fresh food access.	CPC, Health Department	first five years	Tulane Prevention Research Center	8.23

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Remove zoning and regulatory barriers to farmers' markets and other temporary/mobile fresh food vending.	CPC	first five years	Comprehensive Zoning Ordinance under development	8.23
		Provide incentives for small neighborhood food stores to stock fresh produce in underserved areas.	Community Development	first five years	City can offer expediting permitting as an incentive.	8.23
		Encourage and assist farmers' markets to accept food stamps and Seniors/WIC Farmers' Markets Nutrition Program coupons.	Health Department, local WIC administrators	first five years	Several area farmers' markets already accept WIC and other food assistance coupons.	8.23
		Support urban agriculture and community gardens.	(See Chapter 13 – Environmental Quality.)			8.23
High-quality child care and learning opportunities beyond basic education that are accessible to all children	Expand afterschool and youth programs to serve all New Orleans children.	Pursue increased funding from state and federal sources for afterschool and youth programs.	City, with local private and nonprofit providers and advocates	first five years	21st Century Community Learning Center Program; No Child Left Behind; Child Care Development Fund; Community Development Block Grants; Temporary Assistance to Needy Families; Section 8(g) Grant Program	8.24
		Increase outreach to provide Child Care Development Fund vouchers to all who are eligible.	DSS, CDBG, philanthropic funds	first five years	Provide information through health clinics, Nurse Family Partnership and similar programs for expectant families, and MSC	8.25
		Provide for the location of needed child care and afterschool facilities in zoning and other land use regulations.	CPC	first five years	CZO under development	8.25
		Provide support and incentives to child care service providers to become accredited through both national and state accreditation programs.	Nonprofit organizations	first five years	Agenda for Children offers training and technical assistance to child care providers.	8.25

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Prioritize new program development in areas of greatest need.	Public and private schools; nonprofits	first five years	Agenda for Children, Afterschool Partnership, and others can provide data on service needs.	8.25
		Support workforce development programs that train professional childcare workers.	New Orleans Economic Development Council	medium term	Local colleges and universities	8.25
High quality supportive services for the elderly that are accessible to all elderly residents	Expand elder care facilities and services in areas of greatest need.		DHH, MHSC	first five years	Council on Aging can provide data on service needs.	8.26
	Provide affordable paratransit service for seniors.	Advocate for increased funding for paratransit.	RTA: Council on Aging	first five years	Council on Aging had a paratransit program in the past; requires additional funding to restart it.	8.26
		Provide funding for taxi vouchers for low-income seniors.	Community Development Council on Aging	medium term		8.26
A robust continuum of care for homeless individuals and families, centered on permanent supportive housing	Provide additional funding and support for outreach and safety net services for homeless persons.	Advocate for increased funding at state and federal levels.	DHH	first five years	Federal and State Emergency Shelter Grant Programs; CDBG	8.26
	Provide for the location of permanent supportive housing, emergency shelters and daytime service centers for the homeless in land use and zoning.	Incorporate in CZO.	CPC	first five years	CZO under development	8.26
A criminal justice system that is effective, efficient, and just	Support and expand community-based crime prevention programs that target high-risk populations.	Convene a focus group within the citywide human services consortium to develop programs and policies around community-based crime prevention.	New Orleans Criminal Justice Leadership Alliance	first five years	Advocate for increased public funding and apply for private funds. New Orleans Criminal Justice Leadership Alliance	8.27
	Expand alternative sentencing, diversion, and community corrections programs for nonviolent offenders that emphasize comprehensive rehabilitation.	Redirect some criminal justice funding to support community corrections.	Parish Criminal Sheriff	first five years	Juvenile Detention Alternatives Initiative program of the Annie E. Casey Foundation	8.27

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Expand workforce readiness opportunities for people with criminal records.	Economic Development Council; private service providers	medium term	CDBG; private funding	8.28
		Investigate a state Community Corrections Act or similar legislation to provide funding for community corrections programs.	State legislators	medium term	36 other states have similar legislation that can be used as precedent.	8.28
	Support and expand Community Policing and neighborhood involvement in crime prevention.	Work with neighborhoods to identify crime-related blight and call in enforcement.	NOPD, Health Department (code enforcement)	first five years	Community Participation Program (see Chapter 15) can be used to organize system	8.27
		Prioritize funding for Community Policing and new satellite police stations.	NOPD	medium term	Philanthropic funds	8.27

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure and will help lay the groundwork for the longer-term actions that follow.

- Create and maintain a database of publicly-accessible facilities that could house health and human service providers.
- Facilitate partnerships to provide for the location of health and human service providers in existing community centers and other publicly-accessible facilities.
- Convene citywide consortia on health care and human services that meet regularly and include stakeholders from public, private and nonprofit sectors.
- Direct public health funding to expand outreach to and enrollment of eligible residents in low-cost or free insurance programs.
- Advocate for the Neighborhood Place at the Mahalia Jackson School to be fully implemented.
- Ensure that all available funds for child care are drawn down from state and federal sources.
- Expand outreach to all eligible families to receive Child Care Development Vouchers.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

GOAL 1

Neighborhood-based centers that coordinate and deliver a broad range of health and human services tailored to the populations they serve and are accessible to all residents

The term "multi-service center" (MSC) is used here to describe neighborhood-based service centers that provide a range of coordinated health and human services across the continuum of care. This nomenclature is intended to reflect the broadest range of possibilities for collaboration across all health and human service sectors, and encompasses the multitude of forms that those collaborations may take as the concept of the MSC is implemented throughout New Orleans to reflect and meet the specific needs of individual communities. Although they do not go by this same term, there are several service providers in New Orleans that already successfully embody this model by providing a range of multiple, coordinated services, including health care, case management, behavioral health, and programming for children and youth.

IMAGE: B/H/.M/W ARCHITECTS

Multi-purpose community centers such as this Central City YMCA provide recreational, educational, and wellness programs for residents of all ages and serve as anchors of neighborhood revitalization.

Services offered in any one location should be tailored to the specific population served. An MSC is likely to include multiple service providers within a single location, including public, private and nonprofit entities. By supporting and coordinating existing providers and facilitating partnerships and co-location in key locations, the City can ensure that all neighborhoods have access to an MSC that provides the services they desire and need. The range of services that can be provided through MSCs includes:

- A "medical home" for the coordination and delivery of primary health care and other health care services, including primary and preventative care, care for chronic diseases, and outpatient mental and behavioral health. (A "medical home" is not a residence, but rather a central point of coordination of care for all health-related services. See Volume 3, page 8.4–8.5 for more explanation of medical homes.)
- Case management, coordination and delivery of human and social services.
- Daytime programs and services such as daycare and afterschool programs for youth, daytime programs for seniors, and literacy and workforce development programs for adults.
- Access to and information about publicly-sponsored services such as food stamps, unemployment, social security, disability assistance, transportation and daycare vouchers, housing assistance, and literacy and workforce development programs.

- Resources, information, public education and outreach on public health and preventative health topics.
- A database of evacuation needs of residents within the service area, including special needs populations, and coordination of services to ensure continuous medical, mental health, and social service care in the event of an evacuation or other emergency.
- Access to centralized, up-to-date information on services and providers citywide to ensure a "no wrong door" approach to care and referrals that provides efficient and coordinated delivery of services across the continuum of care. The "no wrong door" approach ensures that a client requiring services that are not provided in a given location can be easily referred to the appropriate provider with confidence that system-wide coordination will prevent redundancy and expedite the referral and service delivery processes.

1.A Coordinate partnerships between health and human service providers and owners/tenants of publicly-accessible facilities to provide for the location of multiple health and human service providers in shared locations.

MSCs should be centrally-located where they are most accessible to the population they serve. The long-term goal is for every resident to have easy access to an MSC. The model of co-location of health and human services with public and centrally-located facilities such as schools, libraries, places of worship, and community and recreational centers is widely regarded as a national best practice, and has been a central tenet of numerous plans since Hurricane Katrina, including the public school facilities master plan and the UNOP and Neighborhood Rebuilding (Lambert) plans. Co-location of multiple services is not only economical, it also encourages a more robust sociocultural infrastructure that promotes greater coordination and community building.

Co-located services should include services that are compatible with one another and the surrounding neighborhood environment, and exclude incompatible services, such as emergency health care facilities within primarily residential areas, that could be disruptive to the surrounding neighborhood.

To create a citywide network of MSCs, NORA, the Department of Property Management, the Office of the CAO, City Planning, and other public agencies should facilitate public-private partnerships and shared-use agreements with existing publicly-accessible facilities to secure shared locations for health and human service providers. The City Planning Commission, through the Community Participation Program described in ***Chapter 15*** of this plan, should work with neighborhood residents to ensure that MSCs are developed with community input at every stage and result in facilities that are an appropriate "fit"—in both physical and operational character—with the surrounding neighborhood context.

SHAPE UP SOMERVILLE

Shape Up Somerville (MA) is a city-wide campaign supported by the City of Somerville's Health Department to increase daily physical activity and healthy eating through programming, physical infrastructure improvements, and policy work. The campaign targets all segments of the community, including schools, city government, civic organizations, community groups, businesses, and other people who live, work, and play in Somerville. A diverse taskforce coordinates interventions across the city, including school food service, school curricula, after-school programs, community outreach, restaurants, pedestrian and bike routes, farmers' markets and community gardens. The initial phase of the program, coordinated by Tufts University, targeting food choice and physical activity levels of first, second, and third grade children, and was found to result in a one pound less weight gain among participating students. The program recently received a $400,000 grant from the Robert Wood Johnson Foundation to continue these interventions and provide residents with the tools to live a healthy lifestyle. It has been statistically proven to reduce weight gain in children.[129]

ACTIONS

- *Create and maintain a database of publicly-accessible facilities that could house health and human service providers.*
  Many cities and towns maintain a database of vacant commercial properties for the purpose of attracting businesses to locate there (often maintained by a local economic development agency). City Planning, in coordination with other city agencies (*e.g.*, Health Department, NORA, CAO, and Property Management, as well as the Economic Development Council) and other public and nonprofit health initiatives, could develop and maintain a similar database of potential locations for MSCs and individual health and human service providers. The database should track owner and operator contact information, facility specifications, and cost, and should eventually be geocoded and mapped to include service needs by neighborhood. Maintaining the database would require regular and consistent outreach by City Planning staff to building owners and managers and other city agencies (*e.g.*, schools, libraries, NORD, *etc.*) to keep the database up to date.

  Such a database could be part of a more comprehensive citywide Asset Management Program, as discussed in ***Chapter 16—Structures for Implementation***.

- *Use current data on population and service needs to identify underserved areas and locate new MSCs and other health and human service providers in areas of greatest need.*
  Several local and regional entities collect and make available data on health outcomes, population demographics, and other factors that should be used to identify underserved and at-risk populations when locating new services and facilities. Relevant data is currently available from LPHI, the Greater New Orelans Community Data Center, DHH, DSS, college and university research institutes, and other sources.

  Developing new MSCs also presents an opportunity to target public investment in ways that contribute to neighborhood revitalization and quality of life. As such, reuse of existing vacant or underutilized publicly-owned facilities—including community centers and schools (both functioning schools and landbanked buildings)—should be given strong consideration as potential locations for health and human service providers since these facilities are typically centrally-located within neighborhoods. Many also have historic value and could help achieve simultaneous goals of preserving neighborhoods' historic character, as discussed elsewhere in this plan ***(see Chapter 5—Housing and Neighborhoods, and Chapter 6—Historic Preservation).***

- *Offer incentives to property owners and tenants of potential shared use facilities to accommodate health and human service providers.*
  Incentives could include tenant improvements to facilities or contributions toward maintenance costs.

1.B Provide for the location of MSCs and other needed health and human service facilities—including supportive housing—in zoning and other land use regulations.
Land use and zoning should support the development of health and human service facilities, including supportive housing and MSCs, in circumstances of both adaptive reuse of existing structures and new development, and should also ensure that these facilities are pedestrian- and transit-accessible and compatible with the existing physical character of their surroundings. Health and human service facilities and MSCs should be located in or near neighborhood commercial districts wherever feasible.

1.C Involve neighborhood and community groups and other stakeholders in decisions about the location and development of MSCs, and the type of services that should be provided.

The development of the first Neighborhood Place in Sabine Parish involved successful collaboration among state and local service providers, community members, and other stakeholders. It will be governed by a board of consumers and community members to ensure that it continues to serve the unique needs of that community. In New Orleans, decisions about the location of new MSCs and the types of services they provide should be shaped by similar collaborative processes involving nearby residents, property owners, and others whom the new facility will serve. The Community Participation Program outlined in ***Chapter 15*** of this plan provides an organized structure for this type of meaningful community input into decisions related to neighborhood development.

GOAL **2**

Coordination of health and human services delivery across the continuum of care

To fully embody a "no wrong door" approach to providing a comprehensive range of human services, significant coordination across all sectors and service providers is needed.

2.A Support and promote ongoing initiatives to convene a citywide health care consortium and a citywide human services consortium.

Two citywide consortia—one for health care and one for human services—including providers, consumers, and other stakeholders from private, public and nonprofit sectors should convene regularly to ensure efficient and effective health care and human service delivery and increase the capacity of the network of providers throughout the region. These consortia should be based on principles such as:

- Truly shared, collaborative governance composed of stakeholders from various sectors.
- Informed by, built upon or built into existing relevant structures.
  - > In the case of health care, the LPHI-led Partnership for Access to Health Care and Behavioral Health Action Network.
- Embodying a regional, systems approach to health and human service policy.
- Promoting best practices with evidence-basis, based on local and national experience.
- Active engagement of the community.
- A culture of openness, mutual respect and accountability.
- Cross-membership between the two consortia.

Goals and activities of the consortia should include:

- Convening meetings of committed members within which to present their problems and resources to the consortium and community at large.
- Implementing actions to create coordinated systems of care, diminishing duplication and promoting efficient and accessible delivery of services.

1 City of Somerville: http://www.somervillema.gov/Division.cfm?orgunit=SUS. Retrieved February, 2009.

- Instilling transparency and accountability into the delivery of effective services.
- Promoting the development and sustainability of service capacity of area providers through analysis, planning, decision-making and advocacy around changes to policy, programming and resource allocation.
- Developing, partnering in or otherwise advocating for requests for funding.
- Providing technical assistance to committed partners for implementation of initiatives.
- Developing and periodically updating shared priorities through application of consensus prioritization principles to most recent, valid and reliable data such as those from current population estimates, vital data, risk and disease data, service utilization data and community assets assessment.

ACTION

- *Ensure full participation of all relevant public agencies in consortia meetings and initiatives.* City health and human service agencies should be full and active participants in these consortia, and should contribute resources from meeting space to data to funding wherever appropriate to ensure their continued success. A representative from each relevant city and local public agency (*e.g.*, DHH, MHSD, Health Department, DSS, *etc.*) should appoint at least one representative to serve as the liaison to the relevant consortia. Consistent representation will help promote collaborative relationships over time.

2.B Streamline City-administered grant funding processes for health and human services.

Private and nonprofit service providers in New Orleans report that they are often deterred from applying for available city-administered grants because of cumbersome administrative burdens. Having a single source of city-administered funding and a common application process for multiple funding sources would increase the effectiveness of these funds by broadening the applicant pool and making the funds easier to use.

ACTIONS:

- *Convene all grant administering offices to establish a more efficient application and granting process.* City offices who administer grant funding should convene and establish within 6 months a strategy for streamlining funding and granting processes. The city's website should be utilized and application materials made available in downloadable format. A single contact person should be identified and their contact information posted on the website to field all initial inquiries about applying for city-administered funding. Once a streamlined process is established and implemented, the group of funders should continue to meet at least annually to ensure continued coordination.

2.C Support the development of a coordinated system of record-keeping, intakes and referrals throughout all levels of heath care service provision.

ACTIONS

- *Convene a task force to streamline citywide service referral and directory services.* In the spirit of fostering a seamless continuum of care, numerous organizations have developed in-house resource guides to locally-available services, but no two lists are the same, and all require significant effort to compile and keep up-to-date. This is not only time-consuming for providers, but it also puts consumers at risk of "falling through the cracks"

because providers are not always aware of other services available or do not have a reliable means of communicating with providers in other service sectors. The health care and human services consortia described above can be utilized to form a single focus groups to investigate ways to streamline and/or consolidate the various service referral and directory resources throughout the city, including VIALINK (2-1-1),[2] 3-1-1,[3] 504HealthNet,[4] and others to avoid duplication of efforts and make the most efficient use of collective resources.

As of 2009, United Way was working on legislation to develop a dedicated federal funding source for the development of 2-1-1 systems nationwide, and estimates that a fully realized 2-1-1 system that meets national standards will cost approximately $1.00–$1.50 per capita. The University of Nebraska's Public Policy Center estimates that a fully realized 2-1-1 system in Nebraska will bring $7.4 million in benefits to the state of Nebraska with a population of 1.7 million.[5] The City should support efforts to bolster the current 2-1-1 system to provide increased coordination among health and human service providers as well increased as consumer information, and consolidate other duplicative services.

2.D Prioritize support and funding for health and human services that provide comprehensive case management and/or coordinated care across disciplines and over time.

ACTIONS

- *Advocate for completion of the Neighborhood Place at Mahalia Jackson School.* In 2010, the state plans to open a Neighborhood Place at the Mahalia Jackson School. It would serve as a "one-stop shop" of state services—a single location housing representatives from DSS, DHH, the Department of Education, the Louisiana Workforce Commission, and the Office of Juvenile Justice. ***(For more information, see Volume 3, p. 8.13.)***
- *Implement ACT teams and support other resources that increase the availability of comprehensive case management.* ***(For more information on ACT teams, see Volume 3, Chapter 8.)***

GOAL 3

A robust continuum of health care and human services, including preventative care, that is accessible to all residents

3.A Ensure continued funding and support for community-based health clinics, including their certification as Patient-Centered Medical Homes.

Community clinics funded by the LPHI-administered Primary Care Access Stabilization Grant (PCASG) and other community-based clinics throughout New Orleans have not only filled critical gaps in health care provision since Hurricane Katrina, they also embody the Medical Home model of care which has been a central tenet of healthcare reform initiatives in New Orleans and throughout the state for more than a decade. (For more information on the Medical Home model, see Volume 3, page 8.4–8.5.) Additionally, several have expanded the services they provide to include outpatient behavioral and social services in addition to primary care, and exemplify coordinated, patient-centered service delivery across the continuum of care. These

2 A toll-free 24-hour call center funded by United Way, VIALINK (2-1-1) provides referral information forboth providers and consumers of health care and human services, in addition to crisis counseling.

3 The City of New Orleans offers information and referral services through its 3-1-1 dial-up information line.

4 504HealthNet is a nonprofit organization in New Orleans that provides support for coordination of service delivery among primary care providers.

5 Louisiana Alliance of Information and Referral Systems: http://www.louisiana211.org/benefits.html. February, 2009.

clinics represent an opportunity to reform the city's health care system according to national best practices, and should serve as a foundation for a citywide network of neighborhood-based MSCs.

ACTIONS

To ensure the continuation and expansion of community clinics in New Orleans after the 2010 expiration of the PCASG, the City should pursue the following sources of funding:

- *Advocate for increased funding from Medicaid.*
  City health officials and other city leaders can advocate at the state and federal levels for expansion of Medicaid eligibility requirements to increase the number of people insured. Increased Medicaid coverage will provide more reimbursements to health clinic providers and decrease their reliance on city and private funding. Additionally, greater flexibility in the state's ability to use Medicaid Disproportionate Share dollars for outpatient primary care (currently only available for inpatient hospital care) can provide a stable source of funding for community health clinics.

- *Advocate for expanded funding for Federally Qualified Health Centers.*
  City health officials and other city leaders can advocate for the expansion of the Federally Qualified Health Center (FQHC) program in the New Orleans Region and the state to bring it in line with levels of funding received by states and regions with similar needs. This would allow existing FQHCs to expand their service provision and would also provide resources for new grantees. For more information on FQHCs, see Volume 3, p. 8.3-8.4.

- *Seek private philanthropic funding.*
  Support seeking grant funding for providing care for the uninsured. Public agencies such as the Health Department and local offices of MHSD and DHH should partner with existing networks of providers to secure private funding from foundations and other sources for health care initiatives.

3.B Support and enhance efforts to increase health insurance coverage for all residents.

While there are several exemplary programs that work to increase insurance coverage for New Orleans residents (enumerated in Volume 3, chapter 8), none of them currently serves its target audience completely due to lack of funding or capacity or both. Surveys of uninsured residents indicate that many are low-income (see Volume 3, chapter 8), and are therefore likely to qualify for low-cost or free insurance programs like LaCHIP, Medicaid or Medicare. Expanding outreach programs to identify and enroll qualified residents in insurance programs is an early-action item the city can take that is likely to offer significant return on investment. Increasing insurance coverage is not only likely to improve the health outcomes of enrollees, but will also bring needed funding to providers in the form of reimbursements and reduce indigent residents' dependence on emergency rooms for basic care.

ACTIONS

- *Advocate at the state level for increased funding and expanded eligibility for public insurance programs such as LaCHIP, Medicaid and Medicare.* ***(See Strategy 3.A, above.)***

- *Provide support and funding for local outreach programs to identify and enroll eligible residents in available insurance programs.*
  Public health funding such as CDBG funds should be directed to organizations that already provide outreach to enroll residents in health insurance programs (such as Kingsley House's Health Care for All program). Prioritizing programs that work to ensure all residents will provide significant return on investment and should be an early-action item.

3.C Prioritize funding and support for programs that increase the health and developmental outcomes of children.

Investing in the health and development of children—including prenatal care—is has been proven to provide significant return on investment in terms of the health, education, wellness and prosperity of children and their families for the rest of their lives.

ACTION

- *Direct public funding to expand programs such as the Nurse Family Partnership, Head Start, Healthy Start, and other programs that increase the health of children.*[6]

3.D Expand mental health and addiction treatment services and facilities to meet current and projected need.

Mental health care and addiction treatment stand out as a significant unmet need in New Orleans, and while the rate of mental illness appears to be on the rise, local mental health providers have lost public funding in recent years. (NOAH, the only inpatient mental health facility for the uninsured in the city is scheduled to close in 2010). Advocates for increased mental health care in New Orleans include a range of interest groups, from health, housing and homeless assistance initiatives to public safety and criminal justice advocates to real estate and business interests, who recognize the connection between providing adequate care and nurturing an investment-friendly environment.

ACTIONS

- *Advocate for increased state funding for DHH and MHSD for mental health services, including expanded ACT teams and permanent supportive housing.*

- *Coordinate with the Behavioral Health Action Network to identify and target areas of need in mental and behavioral health and addiction treatment.*
  The BHAN maintains data on service coverage and needs in the New Orleans area. Future investments should make use of this data to target investment where it is needed most and where it will offer the highest returns.

- *Work with BHAN and other initiatives to facilitate partnerships between service providers to offer mental health services through existing community clinics and other health care facilities.*
  Since Hurricane Katrina, several community clinics have branched out to offer mental and behavioral health services through partnerships with other providers. (See Volume 3, pages 8.7–8.8.) The City can encourage other clinics to follow this example by offering incentives and facilitating partnerships and shared-use agreements between primary care clinics and behavioral health care providers.

3.E Support and enhance preventative and public health education and programs.

Supporting preventative and public health initiatives is another cost-effective investment the city can make in the health and well-being of its residents. Facilitating partnerships with neighborhood, faith-based, and other community organizations to work with public health initiatives can increase the reach of these programs to serve a broader population.

ACTION

- *Form a public health education and outreach committee as part of the citywide health care consortium.*
  This group should coordinate and collaborate on efforts to extend public health education and outreach by applying jointly for funding and otherwise collaborating.

6 The Nurse Family Partnership is a program of DHH that has improved pregnancy and early childhood health outcomes by matching nurses with low-income first-time mothers. For more information, see Volume 3, page 8.5.

3.F Develop additional hospital facilities and emergency health care services and infrastructure according to data on projected population and need.

Hospitals and other emergency health care services and infrastructure (*e.g.*, EMS, fire and police) are critical to ensuring a robust continuum of health care services. The health care industry is also an important component of the future economic prosperity for New Orleans and the region. Development of new hospital and emergency infrastructure should be driven by data on population demographics and areas of need within the health care sector (*e.g.*, types of specialties, *etc.*).

ACTION

- *Convene a hospital and emergency care advisory group within the citywide health care consortium (see above) to facilitate the aggregation and use of data in hospital and emergency health care planning.*

See also: Chapter 10—Community Facilities and Services for a discussion of emergency services and infrastructure.

GOAL **4**

Access to fresh, healthy food choices for all residents

4.A Establish and promote fresh produce retail outlets within walking distance of all residents.

ACTIONS

- *Identify areas that are underserved by fresh food access.*
  Work with local partners, including the Tulane Prevention Research Center, to establish a walkability standard for access to fresh produce outlets for all residents (*e.g.*, 80 percent of households within ½ mile of outlets) and identify geographic areas throughout the city that are underserved by fresh food outlets according to this standard. An example of this type of study is the New York City Supermarket Need Index7, which determines areas in the city with the largest populations with limited opportunities to purchase fresh food.
- *Remove zoning and regulatory barriers to farmers' markets and other temporary/mobile fresh food vending.*
- *Provide incentives for small neighborhood food stores to stock fresh produce in underserved areas.*
  Incentives might include: Financing (grants and loans) for capital improvements and equipment, inventory, and technical assistance; expedited permitting assistance with produce merchandising and promotion. See also: ***Chapter 5—Neighborhoods and Housing*** for strategies for attracting supermarkets and other neighborhood-serving retail.
- *Encourage and assist farmers' markets to accept food stamps and Seniors/WIC Farmers' Markets Nutrition Program coupons.*
- *Support urban agriculture and community gardens.* ***See Chapter 13—Environmental Quality.***

The 2009 ORDA budget provides $7 million in D-CDBG funds to establish a Fresh Food Retailers Grant/Loan Program, and an additional $2 million to establish a Community Markets Initiative and an Urban Food Gardens initiative. These funds—in addition to private and philanthropic funding—can

7 For more information, see: http://home.nyc.gov/html/dcp/html/supermarket/index.shtml.

be used for the above strategic actions. The City should work with stakeholders to assure that there is a business plan for the continuation of these initiatives after disaster fund.

Initiatives to increase opportunities for participating in urban agriculture are discussed in ***Chapter 13—Environmental Quality.***

GOAL **5**

High-quality child care and learning opportunities beyond basic education that are accessible to all children

5.A Expand afterschool and youth programs to serve all New Orleans children. As of 2007, only 25 percent of qualified school-aged children were served by afterschool programs. For more information, ***see Volume 3, pages 8.16–8.17.***

ACTIONS

- *Pursue increased funding from state and federal sources for afterschool and youth programs.*
  Investments in programs for children and youth have been show to provide dramatic returns in terms of both child and family wellness as well as cost savings to the municipalities in which they live. For instance, investments in high-quality pre-school education for low-income students show a $9 return for every $1 investment. Public funding is available for afterschool programs but has not been fully utilized by the city in recent years. Out of 33 discretionary federal programs identified as potentially funding afterschool programs, only 9 of them currently have awardees in New Orleans. The city should partner with child care providers and local advocates (such as the Afterschool Partnership and Agenda for Children) to apply for funds and ensure that all available funding is drawn down and used each year. Sources of available funds include:
  - *21st Century Community Learning Center Program (21st CCLC):*
    Louisiana is eligible to receive over $20 million each year to support afterschool programs; however, since 2004, the state has not drawn down the maximum amount of money dedicated for 21st CCLC programming.

HARLEM CHILDREN'S ZONE

Called "one of the most ambitious social-service experiments of our time" by *The New York Times* and recognized as a "best practice" nationally, the Harlem Children's Zone (HCZ) project is a unique, holistic approach to ensuring that children stay on track through college and go on to the job market. The HCZ pipeline begins with Baby College, a series of workshops for parents of children ages 0–3, and goes on to include best-practice programs for children of every age through college. The network includes in-school, after-school, social-service, health and community-building programs. The two fundamental principles of The Zone Project are to help kids as early in their lives as possible and to create a critical mass of adults around them who understand what it takes to help children succeed. All services are provided free of charge. Recent evaluations showed that 100 percent of students in the HCZ pre-Kindergarten program were school-ready for six consecutive years and 97.4 percent of eighth graders were at or above grade level in math. The budget for the HCZ Project for fiscal year 2009 is more than $40 million, or an average of $3,500 spent annually per child. One-third of funding comes from a public sources and two-thirds comes from private and philanthropic sources.

In 2008, Louisiana state legislation SR122 requested the Department of Social Services, the Department of Health and Hospitals, and the Department of Education to conduct a joint study and develop a comprehensive continuum of support for Louisiana's children using the Harlem Children's Zone as a model.

- *No Child Left Behind*
- *Child Care Development Fund (CCDF):* The CCDF is designed to help provide child care to low income parents who work and/or attend school.
- *Community Development Block Grants (CDBG):* Currently, the City of New Orleans allocates $115,617 of the $15.5 million in CDBG funds it receives to youth programs.[8]
- *Temporary Assistance to Needy Families (TANF):* Louisiana dedicates $19–25 million each year in TANF funds to reimburse licensed child care centers.
- *Section 8(g) Grant Program:* Provides approximately $5.1 million in funds each year to exemplary or innovative programs designed to improve student academic achievement or skills.

INTERGENERATIONAL DAYCARE

Combined daycare facilities for young children and seniors that give seniors the option to participate in structured intergenerational activities with children are gaining popularity around the country. Studies have shown that elderly adults who participate in structured activities with children on a regular basis are more focused and in better moods than when children are not involved. Compared to their peers in traditional preschools, children in intergenerational daycare programs are more patient, express more empathy, exhibit more self-control and have better manners.[9]

- *Increase outreach to provide Child Care Development Fund vouchers to all who are eligible.*
  As of 2008, only 38 percent of qualifying families received the voucher. ***(For more information, see Volume 3, pages 8.15–8.16.)*** The City can assist in facilitating partnerships with community organizations such as neighborhoods, schools, places of worship, and others to perform outreach to families with children.

- *Provide for the location of needed child care and afterschool facilities in zoning and other land use regulations.*

- *Provide support and incentives to child care service providers to become accredited through both national and state accreditation programs.*
  As of 2009, only three child care facilities in New Orleans were nationally accredited. ***For more information, see Volume 3, p. 8.16.***

- *Prioritize new program development in areas of greatest need.*
  The Agenda for Children, the Afterschool Partnership for Greater New Orleans, and other local and national advocacy organizations collect and make available data on service gaps in programs for youth. Partnering with these and other organizations to plan public investments in areas of greatest need will ensure the best return on investment.

- *Support workforce development programs that train professional childcare workers.*
  There is currently a nationwide shortage of well-trained and experienced child care workers. For more information on programs that provide workforce development in child care, see Volume 3, page 8.16. ***See Chapter 9 for further discussion on workforce development programs.***

8 Afterschool Partnership for Greater New Orleans. "Policy Brief: Funding Map for New Orleans' Afterschool Programs." Fall, 2008. http://www.gnoafterschool.org/library/. Retrieved February, 2009.

9 Roark, Anne C. "Day Care for All Ages." The New York Times. June 17, 2009.

GOAL **6**

High-quality supportive services for the elderly that are accessible to all elderly residents

6.A Expand elder care facilities and services in areas of greatest need.
To better serve all elderly residents with daytime care and activities, including social and recreational programs as well as health care services, additional facilities as well as expanded services in existing facilities should be developed according to data on service gaps and need. Priority should be given to development of services on or near transit routes and in or near other community and publicly-accessible facilities for maximum accessibility.

6.B Provide affordable paratransit service for seniors.
In 2008, a survey of New Orleans-area seniors revealed that low-cost transportation assistance was among seniors' most important issues. For more information, see Volume 3, p. 8.17.

ACTION

- *Advocate for increased funding for paratransit from RTA.*
- *Provide public funding for taxi vouchers for low-income seniors.*

See also: Chapter 5—Housing and Neighborhoods for a discussion of housing for the elderly.

GOAL **7**

A robust continuum of care for homeless individuals and families, centered on permanent supportive housing

7.A Provide additional funding and support for outreach and safety net services for homeless persons.
With the extent of blight and vacancy in New Orleans, outreach workers for the homeless are stretched thin. Providing additional funding for outreach to the homeless is the only way to ensure that all homeless individuals have access to the network of services designed to move them into permanent housing and provide supportive services.

7.B Provide for the location of permanent supportive housing, emergency shelters and daytime service centers for the homeless in land use and zoning.

7.C Support programs and services that prevent homelessness through financial counseling and emergency assistance to at-risk households.

See Chapter 5—Housing and Neighborhoods for a discussion of permanent supportive housing.

GOAL **8**

A criminal justice system that is effective, efficient, and just

In spring 2007, at the request of the New Orleans City Council, the Vera Institute of Justice proposed several initiatives to make the city's criminal justice system more fair and effective based on national best practices. These recommendations led to formation of the Criminal Justice Leadership Alliance (CJLA). CJLA, working in partnership with the Vera Institute, has already completed ground-breaking work on this issue, implementation of which began in 2009 and holds great promise for transforming the criminal justice system in New Orleans. (For more information, see Volume 3, pages 8.22–8.23.) In addition, NOPJF's OPISIS information-sharing system promises to increase communication and efficiency within the New Orleans criminal justice system. The City should prioritize the continued implementation of these plans. The recommendations below are intended to emphasize and support these plans.

8.A Support and expand community-based crime prevention programs that target high-risk populations.

Stopping the cycle of violence and learned criminal behavior starts with preventing criminal activity before it begins. Studies show that afterschool, youth mentorship, and recreational programs are effective deterrents to criminal activity in young at-risk populations.[10] Nonetheless, criminal justice professionals in New Orleans cite the dearth of youth programs and mental health and addiction treatment services as major impediments to an effective criminal justice system.

ACTION

- *Convene a focus group within the citywide human services consortium to develop programs and polices around community-based crime prevention.*
  This group should include members of the criminal justice system, representatives from youth advocates such as the Afterschool Partnership, NOPD, NORD, MHSD, and other stakeholders.

8.B Expand evidence-based alternative sentencing, diversion, and community corrections programs for nonviolent offenders that emphasize comprehensive rehabilitation.

Alternative sentencing, also known as community corrections, is a strategy of serving low-level offenders such as first-time, nonviolent, and status offenders a sentence that can be served in a supervised community-based setting as opposed to in confinement. Community corrections have been shown to result in significant public savings. For example, while a day in detention in Cook County (IL) costs about $114, many young people are now supervised in the community by a youth advocate for $17 a day, or report nightly to a community center for intensive supervision and programming at a cost of $35 a day. Community corrections programs have also been shown to significantly reduce recidivism: Over 90 percent of the young people in Cook County's detention alternatives remained arrest-free while in the programs.[11] The New Orleans criminal justice system offers some opportunities for community corrections for youth and adults, such as the successful Orleans Parish Drug Court and the District Attorney's Diversion Program. However, criminal justice professionals suggest that these serve only a fraction of those eligible.

ACTIONS

- *Redirect criminal justice funding to support community corrections as opposed to incarceration.*
  Louisiana State law explicitly allows the Orleans Parish Criminal Sheriff to establish and operate community rehabilitation centers within Orleans Parish for offenders who have

10 National Youth Violence Prevention Resource Center: http://www.safeyouth.org/scripts/index.asp

11 Annie E. Casey Foundation Juvenile Detention Alternatives Initiative. "Detention Reform: A Cost-Saving Approach." www.aecf.org, Retrieved February, 2009.

"strong rehabilitation potential."[12] Redirecting funds from incarceration facilities to community programs would increase the capacity of these programs to serve a higher percentage of eligible nonviolent offenders.

- *Expand workforce readiness opportunities for people with criminal records.* Prisoner re-entry programs that focus on employment and life skills have been shown to significantly reduce recidivism (see box above). Expanding such programs is a cost-effective means of reducing recidivism and reducing crime rates that could provide significant return on investment.

- *Investigate creation of a state Community Corrections Act or similar legislation to provide funding for community corrections programs.* Thirty-six states have policies known as a Community Corrections Acts that provide funding to municipalities for community corrections programs.[14] For example, California's Probation Subsidy Act, enacted in 1965, provided counties up to $4,000 for each prison-eligible offender who was supervised, sanctioned and serviced in the community. Between 1969 and 1972, the state placed nearly all nonviolent property offenders under local supervision, cut its inmate population by 30 percent, closed eight prison facilities and drove recidivism (within two years of release) down from 40 percent to 25 percent.[15/16] Louisiana currently has no such program, but city officials could collaborate with other municipalities in the state to investigate the potential cost savings and feasibility of implementing similar legislation.

THE CENTER FOR EMPLOYMENT OPPORTUNITIES (CEO), NEW YORK, NY

Eighty-nine percent of all probation or parole violators are unemployed at the time of violation. CEO is an nonprofit employment agency for people with criminal records in New York City based on the idea that if the employment needs of persons with criminal convictions are addressed at their most vulnerable point—when they are first released from incarceration or soon after conviction—they will be less likely to become reincarcerated and more likely to build a foundation for a stable, productive life. CEO's services include a highly structured program of pre-employment job readiness training, short-term paid transitional employment and full-time job placement and retention services. Findings from an independent evaluation show that program participants are 50 percent less likely to be reincarcerated after joining the program.[13]

12 Justia.com/Louisiana RS 15:1131. http://law.justia.com/louisiana/codes/145/78847.html.

13 www.ceoworks.com

14 The Pew Center on the States. Getting in Sync: State-Local Fiscal Partnerships for Public Safety. July, 2008. www.pewcenteronthestates.org. Retrieved June, 2009.

15 Tim Findley, "Story Behind the Decision—Dramatic Prison Reform," San Francisco Chronicle, January 7, 1972, page 1.

16 Marcus Nieto, Community Corrections Punishments: An Alternative to Incarceration for Nonviolent Offenders, California Research Bureau (Sacramento, California: May 1996), www.library.ca.gov/crb/96/08/. Retrieved June, 2009.

VOLUME 2

chapter 9

ENHANCING PROSPERITY AND OPPORTUNITY

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***A strong, effective public-private partnership to maintain, recruit and expand the economic base***	• Support the creation of and fund a public-private partnership (PPP) as the focal point for all local economic development activities. • Strengthen business retention, expansion and recruitment efforts. • Retain and attract professional talent.	9.13
2	***Local government that supports high quality of life by delivering cost effective and efficient services to both businesses and residents***	• Make New Orleans a safer, more reliable city in which to live, work and play. • Provide, maintain, and repair basic infrastructure for a safer, more dependable city environment.	9.18
3	***Preservation and expansion of established industries***	• Preserve and enhance the tourism, cultural, port and maritime-related, advanced manufacturing, oil and gas, and other established industries.	9.19
4	***Fostering of emerging industries to expand economic opportunity***	• Support the continued development of the medical and life sciences sector. • Retain and attract film/video, digital media and other creative industries.	9.26
5	***Nurturing of potential new industries that capitalize on New Orleans' competitive strengths***	• Promote coastal protection and restoration industries. • Encourage green energy industry opportunities. • Promote sustainable building design and construction.	9.30
6	***A well-educated and skilled workforce with state-of-the-art workforce development programs that support a growing economy***	• Maintain and strengthen the role of higher education as critical employers and contributors to the growing knowledge economy. • Ensure that every student graduates from high school with basic work skills or prepared to advance to post-secondary education. • Expand and improve coordination of the adult workforce development system.	9.31

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
7	***Encourage an entrepreneurial culture***	• Support the development of new entrepreneurial ventures. • Expand sources of financing to encourage new business formation and business expansion. • Expand opportunities for economically disadvantaged and minority business enterprises. • Make local government more business-friendly.	9.34
8	***A vibrant local small-business base***	• Sustain and grow the city's small- and micro-business base.	9.36
9	***A 24-hour downtown to support its role as an economic driver***	• Revitalize downtown New Orleans and Canal Street to transform downtown into a thriving, mixed-use urban center.	9.37

Urban economic competitiveness in the 21st century

During much of the period following World War II, jobs—and people—moved out of older cities to newer suburbs and regions. Recent demographic and economic shifts, however, have made historic cities like New Orleans more competitive economically. Four trends stand out.

- Singles and households without children increasingly dominate housing markets and have chosen in growing numbers to live in urban neighborhoods. According to urban economist Arthur Nelson, the U.S. already has roughly all the large-lot suburban housing it will need in 2030 but only *half* the closer-in, small-lot and urban housing it will need then.
- CEOs for Cities President Carol Coletta reports that companies increasingly look to where millennials (25- to 34-year-olds) are moving to make investment decisions. These young people increasingly value the ability to live in or near a vibrant walkable downtown.
- Chris Leinberger, a Visiting Fellow at the Brookings Institution who specializes in land use, reports that walkable, mixed-use developments now command a sizable value premium over single-use developments. In addition, urban households with access to public transportation often spend half or less as much of their disposable income on transportation as do "auto-dependent" suburban households.
- Peter Kwass, the Master Plan's economic development consultant, reports that across America jobs have started to follow educated and skilled workers back into cities, where these workers want to live.

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet
THE ECONOMY

Economic Structure and Performance

Biggest employers by industry in order, 2007

- health care and social assistance (17%)
- leisure and hospitality (13%)
- educational services (11%)
- public administration (11%)
- professional, scientific, and technical services (8%)

Unemployment

- 7.4% in July 2009 (U.S. 9.4%)

Competitive strengths as a location for employers, 2007

High concentrations of employment relative to national averages in the following industries:

- oil and gas
- leisure and hospitality
- professional, scientific, and technical services
- transportation and warehousing industries
- education

Entrepreneurship and Innovation

- Louisiana ranks 35th among states in formal venture capital investment, with only 0.04 percent of the national total (2007)
- Louisiana ranks 37th among states in total government, academic, and industry Research and Development (R&D) spending (2005)
- Louisiana ranks 31st among states in high tech employment (2006)
- Almost nine of ten businesses are small businesses (2007)

Workforce (2007)

Labor force participation

- about six in ten residents 16 years and over are working or actively looking for work (91st among the 100 largest U.S. cities)

Occupations

- more than 80% adult residents work in management, professional, service, sales, and office occupations

WHAT DOES IT MEAN?

- Tourism, trade and, to a lesser extent, oil and gas, remain the mainstays of the city's economy
- The strength of the knowledge-based industries of education and professional, scientific and technical services provides a foundation on which to create more highly-skilled, high-paying jobs.
- The state ranks relatively low in its technology resource base (as measured by R&D expenditures, patents, and venture capital investment).
- The city ranks relatively low in the percentage of residents with high school diplomas, but the city has a relatively large number of college-educated workers.

Industries

- industries employing 6 in 10 city residents are leisure and hospitality, education, health care, professional, scientific and technical services, and construction
- retail, transportation, finance, and manufacturing, are lesser sources of employment
- almost 20,000 workers are self-employed

Income and Poverty (2007)

Household incomes

- median household income is approximately $38,700 (74th among the 100 largest U.S. cities)
- median household income among whites is more than double that among African-Americans

Poverty rate

- More than one in five residents lives below the poverty level (28th among the 100 largest U.S. cities)
- the poverty rate among African-Americans is more than triple that among whites

Education (2007)

- about eight in 10 adult residents (25 years and over) hold a high school diploma (59th among the 100 largest U.S. cities); about one-third hold a bachelor's degree (45th)
- 25 percent more adult white residents have a high school diploma than African-American residents; more than four times as many whites hold a bachelor's degree

Sources:
ESRI 2009; Brookings Institute 2009; U.S. Census Bureau ACS; AeA, Cyberstates 2008; National Venture Capital Association; U.S. Census Bureau; National Science Foundation; U.S. Department of Labor, Bureau of Labor Statistics; Louisiana Workforce Commission; BizMiner

WWW.NOLAMASTERPLAN.ORG

FINDINGS

- The economic sectors that provide the most jobs are: tourism; education; health care; professional, scientific, and technical services; and public administration.
- Almost nine of ten businesses in New Orleans have fewer than 25 employees.
- Key organizations involved in adult education and workforce development include the Job 1 Career Centers, Delgado Community College/Louisiana Technical College (LTC) and non-profit and community based organizations. Numerous initiatives to provide work experience programs for high school students are in early stages, but are not always well connected to employers.
- A number of organizations have been established to promote talent attraction and retention.
- New organizations are energizing efforts to develop and grow small entrepreneurial companies.
- The city's research institutions have created untapped opportunities for the development of new, high-growth, technology-based companies.
- Downtown New Orleans remains a vital business, civic, cultural, and entertainment district and has the greatest concentration of employment and employers in the New Orleans metropolitan area.
- Downtown has ample opportunities for infill development.

CHALLENGES

- Maintaining economic momentum.
- Keeping the Port of New Orleans competitive with other Gulf Coast ports (*i.e.,* Houston).
- Growing new industries that will take up the slack from the eventual slowdown of recovery-related economic activity.
- Building the research capacity, the university-industry linkages, and the managerial talent to support the development of technology-based industries.
- Retaining the city's indigenous cultural talent.
- Addressing workforce deficits that discourage the development of knowledge-driven industry.
- Capitalizing on economic activities stimulated by recovery activities to build sustainable new industries.
- Increasing employer engagement in work experience programs for youth and adult workforce development.
- Establishing stronger linkages between secondary and post-secondary education.
- Addressing shortages and inaccessibility of adult education locations.
- Connecting newcomers to employment and entrepreneurial opportunities.
- Creating living environments that are attractive to young professionals.
- Establishing a stronger entrepreneurial culture within the city.
- More effectively building and leveraging the research base of the city's research universities to commercialize new technologies locally.
- Leveraging new resources for small business development to develop a more integrated approach to small business assistance.
- Streamlining the business regulation practices.
- Helping small businesses make more use of available incentives.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CPC	City Planning Commission	**NORA**	New Orleans Redevelopment Authority
DPW	Department of Public Works	**PPP**	Public-private partnership
GNO, Inc.	Greater New Orleans, Inc.	**RPC**	Regional Planning Commission
HDLC	Historic District Landmarks Commission	**RTA**	New Orleans Regional Transportation Authority

A Introduction

New Orleans is a city whose workforce encompasses musicians and artists, hotel workers, oil and gas engineers, professors, port workers—and life science researchers, spaceship builders, and digital media entrepreneurs. The city is in an economic transition, still relying on many of its traditional industries while fostering emerging sectors. The economic development section of the Master Plan identifies and describes New Orleans' important economic base industries—established, emerging, and potential—as well as the building blocks of economic prosperity that create the environment for development of human capital and new enterprises. New Orleans' ability to grow, promote and sustain the processes of innovation, trade, and investment—its capacity to produce—is the key to achieving shared and sustainable economic growth. This capacity to produce is a function of the community's human resources, entrepreneurial climate, physical infrastructure, economic institutions, and general quality of life, as well as how they are put to use. These are the building blocks of the economy:

- **Human capital building blocks:** high-quality education and workforce training at all life stages; cultural and recreational amenities; vibrant, safe, convenient, and environmentally sustainable neighborhoods; and partnerships with regional and state economic development entities.
- **Entrepreneurial culture building blocks:** a robust academic research base; aggressive movement of new technology into the marketplace; a risk-oriented investment community; a critical mass of professional services and technical assistance; appropriately designed and priced physical space; ample opportunities for networking and collaboration.
- **Additional economic building blocks:** physical infrastructure to support a variety of industries; efficient and cost-effective local government and regulations. ***(Infrastructure and transportation, including the airport, are discussed in greater detail in Chapters 10 and 11.)***

Economic base industries are the key to wealth creation and economic prosperity. They sell their products and services to business and consumers from elsewhere—regionally, nationally, and internationally—which brings new income that creates jobs and increases business as it circulates within the local economy. Over the next 20 years, the city must continue to support its established industries, while nurturing emerging and new industries where New Orleans has a competitive advantage:

- **Established industries:** tourism, arts and culture, maritime trade, advanced manufacturing, and oil and gas.
- **Emerging industries:** life sciences, media and film.
- **Potential industries:** segments of alternative energy technology, coastal protection and restoration technology, and advanced building technology.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 9.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
A strong, effective public-private partnership to retain, maintain, recruit and expand the economic base.	Establish and fund the public-private partnership (PPP).	Secure a 3- to 5-year funding commitment by the City and the private sector.	Mayor's office; Business Council	first five years	City Economic Development Fund; private funds	9.13
	Organize the PPP to support the development of economic base industries.	Identify and hire industry experts.	PPP	first five years	PPP funds	9.14
		Establish working groups for each economic base industry.	PPP	first five years	PPP funds	9.14
		Develop a business retention and expansion program with a database, visitation program, response system.	PPP; volunteers from business organizations; regional and state agencies	first five years	PPP funds, Regional and State sources	9.16
		Partner with GNO, Inc. on business recruitment by supplying GNO with needed information for its recruitment activities.	PPP	first five years	PPP funds	9.16
		Work with city agencies and others on appropriate regulations, redevelopment opportunities, capital improvements, transportation investments, and education.	PPP; with CPC, NORA, RPC, DPW, universities, school system, workforce development	first five years	PPP funds	9.16
		Retain and attract educated and skilled workers at all levels through broadened efforts such as internships, a marketing campaign, potential financial or housing incentives.	PPP working with business and city agencies	first five years	PPP funds; business support	9.17
		Include lifestyle preferences of young professionals in housing, urban design and transportation planning.	PPP working with CPC, RTA	first five years	Staff time	9.17
		Engage young people in civic activities and cultivate new leadership.	PPP working with business and civic groups	first five years	Staff time	9.18

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Local government that supports high quality of life by delivering cost-effective and efficient services to both businesses and residents	Make New Orleans a safe, more reliable city in which to live, work and play by ensuring basic service delivery.	See chapters on services and infrastructure, housing and neighborhoods for more details.				9.18 and other chapters
Preservation and expansion of established industries	Preserve and expand the tourism industry.	Increase funding for tourism marketing efforts,identify new market development and marketing targets, and increase coordination among city tourism organizations.	Tourism organizations	first five years	Business funding; city economic development funds	9.19
		Improve Canal Street through implementation of the Canal Street Redevelopment Plan, including targeted regulatory changes and financial incentives.	Canal Street Development Corporation (CSDC); Downtown Development District (DDD)	first five years	CSDC and DDD	9.19
		Improve connectivity in downtown and among tourist areas with transit and pedestrian improvements.	RTA; DPW; DDD	first five years	Federal transportation funds; DDD funds	9.20
		Augment the perception and reality of safety in tourist areas.	DDD; Police Department	first five years	DDD	9.20
		Strengthen workforce development programs in hospitality and retail.	Business working with public schools; Job 1; Delgado Community College	first five years	Local, state, and federal funding	9.20
		Invest in new tourism and attractions that complement current offerings, such as the theater district and heritage tourism.	PPP working with tourism organizations, private business, city agencies, Saenger Theater Partnership	medium term	PPP funds; city staff time; private investment	9.19
	Preserve and expand the arts and culture industries.	Market the city as an arts and cultural center to locals, visitors, potential visitors, and arts competitions.	Tourism and arts organizations	first five years	Staff time	9.22
		Market and invest in state-designated Cultural Products Districts.	Community Development	first five years	State funds; CDBG; private investment with tax credits	9.22

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Establish a Cultural Commission or Department of Cultural Affairs to advise the city and focus on neighborhood-based cultural activities, and to work with established cultural organizations such as the Arts Council.	City Council	medium term	General fund; grants	9.20
		Develop additional cultural facilities and venues by expanding public art, redeveloping performance spaces, enhancing programming, and neighborhood cultural spaces.	Mayor's office; cultural organizations; Community Development	medium term	One percent for art in major public projects; grants; CDBG	9.21
		Promote more comprehensive and coordinated cultural workforce and entrepreneurship training.	Arts organizations; Delgado Community College; public school programs	medium term	Grants; school funding; fees	9.21
		Encourage policies to make the city appealing to creative professionals, such as affordable housing options, income tax credits, and marketing.	Community Development; arts organizations	medium term	City housing funds; staff time	9.22
	Preserve and expand the port and martime industries.	Support the Port with enhanced coordination with the city and economic development organizations.	Mayor's office; Port; PPP; city agencies	first five years	Staff time	9.23
		Invest in Port infrastructure while preserving neighborhood quality of life.	Port; city agencies	first five years	State and federal funds	9.23
		Pursue value-added activities on Port-owned industrial land through a market study, a strategic plan for the Industrial Canal, and increased coordination with the New Orleans Regional Business Park (NORBP).	Port; NORBP; PPP	first five years	Port funds; PPP	9.23
		Advocate for a cohesive state policy on port investments.	Mayor's office			9.24
		Secure financing and construct a new cruise ship facility at Poland Avenue.	Port	medium term	State and federal funds	9.24
	Preserve and expand advanced manufacturing.	Monitor and advocate for continued NASA commitment at Michoud Assembly facility.	local, regional and state economic development leaders	first five years	Staff time	9.24

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Recruit NASA subcontractors to the NORBP, including through improvements to the business park.	PPP; GNO, Inc; Louisiana Economic Development; NORBP	first five years	Staff time; NORBP funds	9.25
		Enhance the city-university relationship to promote research-based economic development through rebuilding and adding engineering programs.	Mayor's office; universities	first five years	Staff time	9.25
		Expand training for skilled trades on the model of the Advanced Manufacturing Center at Northrup Grumman.	Delgado Community College with manufacturers	first five years	State, federal and private funding	9.25
	Preserve, expand and modernize the oil and gas industries.	Strengthen research and commercialization of advanced, environmentally sustainable oil and gas technologies.	Universities; oil and gas industry	medium term	Grants and private funding	9.25-9.26
Fostering of emerging industries to expand economic opportunity	Expand the medical and life sciences industry.	Secure full funding for entities in the Medical District and provide planning leadership for the Medical District.	medical institutions; city leadership; CPC;	first five years	Federal, state and local funding	9.26
		Advocate to maintain and expand state funding for higher education and research in the life sciences.	City leadership and state delegation	first five years	Staff time	9.27
		Develop support systems to help local entrepreneurs commercialize life sciences technologies and establish more effective technology transfer mechanisms within research institutions.	PPP; Regional Biosciences Initiative; entrepreneurship development organizations; universities	medium term	Staff time; private funding	9.27
	Expand the film, video and digital media industries.	Retain and attract creative talent through marketing, incentives, workforce development and professional networks.	PPP; GNO, Inc.	first five years		9.27
		Develop facilities and support services for the film, television and music production industry, including site identification, regulation, and permitting.	PPP; GNO; CPC	first five years	Staff time	9.27

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Provide business startup and entrepreneurial assistance services, especially for digital media.	GNO	first five years	Staff time	9.30
Nurturing the development of new industries that capitalize on new market opportunities and the city's competitive strengths	Support development of coast protection and restoration industries.	Attract firms involved in coastal protection and restoration.	PPP; GNO, Louisiana Economic Development	first five years	Staff time	9.30
		Prepare higher education and workforce training programs to fill jobs in these industries at all levels.	colleges and universities; Job 1	first five years	Federal, state and local funding	9.30
	Support development of green energy industries, such as river, solar and wind energy.	Conduct a market and competitive analysis to validate green energy opportunities.	PPP; Louisiana Economic Development	first five years	PPP funds	9.30
		Train workers for green energy industry jobs.	colleges and universities; Job 1	first five years	Federal, state and local funding	9.31
		Provide incentives and regulatory conditions for location of research and production in hydrokinetic, solar, and wind energy.	GNO; Louisiana Economic Development	medium term	State funding	9.31
	Support development of a sustainable building design and construction industry.	Promote advanced construction methods through regulatory incentives, marketing, and research.	CPC; PPP	first five years	CZO rewrite	9.31
A well-educated and skilled workforce and state-of-the-art workforce development programs	Maintain and strengthen the role of higher education in economic development.	Advocate for sufficient funding for public colleges and universities.	City leadership and state delegation	first five years	Staff time	9.31
		Enhance communication and cooperation between higher education and key industries.	PPP	first five years	Staff time	9.32
	Ensure that every student graduates from high school with basic work skills or is prepared for post-secondary education.	Establish a Business-School Partnership for Career Preparation that involves all schools and community based career preparation programs.	Business Council; Chamber of Commerce; school system; eventual coordination with Southeast Regional Alliance	first five years	Private funding; school staff time	9.32
		Establish an early college program in high school.	School system; Delgado Community College; business-school partnership, if created	first five years	State and local school funds	9.32

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Expand and improve coordination of the adult workforce development system to more effectively meet the needs of both workers and employers.	Expand sites and technical education programs for adult workforce training, career development services.	Louisiana Technical College; Delgado Community College; Job 1	first five years	State and federal funds	9.33
		Establish workforce Centers of Excellence in key economic base industries, like the Advanced Manufacturing Center of Excellence.	Delgado Community College with manufacturers	first five years	State and private funds	9.33
		Establish a construction trades pre-apprenticeship program.	Job 1 and other workforce development organizations	first five years	Federal funds	9.34
		Improve coordination among providers and integrate client services.	Job 1 and United Way	first five years		9.34
		Establish a workforce development working group in the PPP.	PPP	first five years	Staff time	9.34
An entrepreneurial culture	Support the development of new entrepreneurial ventures.	Complete the BioInnovation Center as a symbol of entrepreneurial infrastructure.	BioInnovation Center stakeholders	first five years	Center funding	9.34-9.35
		Conduct an early stage capital study to identify needs and sources of pre-seed, seed and venture capital financing for the region.	PPP; GNO; Louisiana Technology Council; Biosciences Initiative; Idea Village	first five years	PPP and other organization funding	9.35
		Ensure the availability of commercial space for startup ventures.	PPP; CPC	first five years	PPP funds	9.35
A vibrant local small business base	Sustain and grow the city's small- and micro-business base.	Improve coordination of small business assistance services.	Collaborative for Enterprise Development	first five years	Grant funding	9.36
		Organize and streamline a comprehensive business permitting process and create a one-stop shop with dedicated staff.	Community Development Department	first five years	General fund; permit fees	9.36
		Improve access to public contracting opportunities through developing common policies and procedures, joint communications tools, a single qualification process for targeted programs.	Procurement offices of public agencies	first five years	Staff time	9.37

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
A 24-hour downtown to support its role as an economic driver	Revitalize downtown and Canal Street and transform downtown into a thriving, mixed-use urban center.	Engage NORA to pursue public private partnerships and land assembly in critical locations to expedite infill development.	NORA	first five years	NORA funds	9.37
		Adopt a historic rehab code, modeled on New Jersey's, to facilitate the renovation of upper floor space on Canal Street.	Safety and Permits; CPC; City Council	first five years	Staff time	9.37
		Continue to market tax credits and other incentives to property owners.	DDD; Canal Street Development Corporation	first five years	Staff time	9.38
		Continue aggressive code enforcement to ensure code compliance.	Safety and Permits; DDD; HDLC	first five years	Staff time	9.38
	Enhance transit, pedestrian and bicycle access to and within downtown.	Implement the Downtown Development District Downtown Mobility and Parking Study, including establishment of a parking authority and coordinated off-street parking program.	DD; DPW	first five years	Staff time;	9.39
		See Chapter 11 for additional downtown transportation enhancements.				9.39
	Make investments to public parks, buildings and other facilities to attract private investment.	Secure funding for the Reinventing the Crescent park on the river.	New Orleans Building Corporation	first five years	Staff time	9.39
		Continue improvements to public spaces and buildings such as Armstrong Park and Municipal Auditorium.	Project Delivery Unit	first five years	Recovery funds; bonds	9.39
		Redevelop Iberville public housing to create a new, mixed income community.	Housing Authority of New Orleans with private developers	first five years	Federal funding	9.40

Getting Started

These items are short-term actions that can be undertaken with existing funding, or relatively little expenditure, and will help lay the groundwork for the longer-term actions that follow.

- Establish the proposed economic development public-private partnership (PPP) with a diverse and representative board and a set of working groups focused on existing, emerging and potential sectors and on workforce development.
- Work with regional and state agencies to further economic development goals.
- Complete and attract tenants to the BioInnovation incubator to provide a concrete sign of the viability of the New Orleans life sciences sector.
- Create more partnerships between business and higher education and workforce training programs, to meet growing demand for jobs at all skill levels.
- Advocate with the state to support local community colleges, universities and colleges as critical to future prosperity.
- Centralize and streamline assistance to small businesses.

Narrative

GOAL **1**

A strong, effective public-private partnership (PPP) to retain, maintain, recruit and expand the economic base

Developing strategies to grow New Orleans' economic base does not mean starting at square one. There is already a strong foundation of organizational capacity and resources on which to build. What is lacking, however, is communication, coordination, and alignment among industry, government, and the various organizations and institutions that support economic development within the City and throughout the region and State. The immediate challenge for New Orleans is to develop an organizational structure for economic development that brings key stakeholders together and creates a strategic framework for action, and one that can work more effectively with regional and state economic development entities. In an environment of increasingly scarce resources, it is essential to develop consensus around which actions will have the greatest impacts and to align efforts toward successfully implementing those actions. While generating additional resources will be critical, New Orleans will be more successful in doing so if all key economic development stakeholders are engaged, committed, and unified. Creation of an effective public-private economic development partnership is the critical first step in developing this economic-development consensus. The PPP will then play the central role in coordinating initiatives undertaken by the full range of city, regional, state and other agencies focused on economic development.

1.A Establish and fund the public-private partnership (PPP).

Economic development activities in New Orleans are currently fragmented among several public- and private-sector organizations. The PPP's joint public-private governance structure and professional management should engage stakeholders, particularly in the private sector, that have not worked closely with local government on past economic development initiatives.

ACTIONS

- *Secure funding from the City, and a private sector match.*
- *Make a 3- to 5-year public funding commitment, subject to the private match, both to establish the independence of the PPP and to ensure stability of funding during its startup and early operations.*

- *Ensure a diverse board representative of the community and familiar with different economic sectors.*

1.B Once established, develop PPP staff capacity and organizational framework to support the development of economic base industries

The PPP should include industry experts in each of the economic base industries. The industry experts will work with businesses and other relevant actors to develop goals, strategies, and a set of action steps to support industry development, monitor progress toward goals, and adjust strategies as necessary. The industry experts can also play a role in the PPP's general business recruitment, retention and expansion activities.

ACTION

- *Support funding to hire industry experts for each economic base industry.*

1.C Establish working groups for each economic base industry to be supported by PPP staff.

The agenda for each industry working group should result from a process involving further engagement, issues analysis, dialogue and consensus-building among industry representatives and other key actors.

ACTIONS

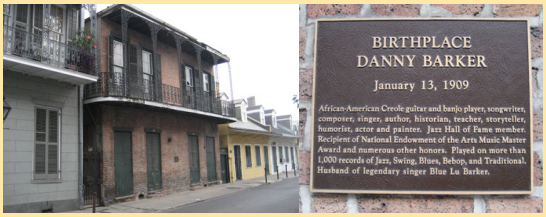
- *Form the following working groups:*
  - > ***Port and Maritime Industry Working Group***
    Membership: Board of Commissioners Port of New Orleans, GNO Inc., private facility operators, shippers, railroads, existing port-related manufacturing and distribution businesses, industrial real estate developers and brokers
  - > ***Advanced Manufacturing Working Group***
    Membership: NASA Michoud, New Orleans Regional Business Park, shipbuilding and repair firms, UNO and Tulane engineering schools and research centers, Delgado Community College
  - > ***Energy (Oil and Gas) Working Group***
    Membership: oil and gas producers, energy service firms
  - > ***Tourism Working Group***
    Membership: representatives of lodging, restaurant, and entertainment industry; New Orleans Convention and Visitors Bureau; New Orleans Tourism Marketing Corporation; New Orleans Multi-cultural Tourism Network; Canal Street Development Corporation; Downtown Development District; New Orleans Building Corporation; Delgado Community College; representatives from the Cultural Economy and Historic Preservation working groups to address cross-cutting issues/plans.
  - > ***Cultural/Arts Economy Working Group***
    Membership: city-wide and community-based organizations; cultural event sponsors; performing and visual arts institutions; major cultural funders; creative worker professional associations and support organizations; representative from the Tourism and Historic Preservation working group to address cross-cutting issues.
  - > ***Historic Preservation Working Group***
    Membership: Citywide and community-based preservation organizations, representative from the Cultural/Arts Economy Working Group, representative from the Tourism Working Group (See box, "Historic preservation can further economic development and sustainability," on the next page.)
  - > ***Life Sciences Working Group***
    Membership: life sciences firms, life sciences research centers, university technology transfer officers, Biosciences Economic Development District, BioInnovation Center

Historic preservation can further economic development and sustainability

Historic neighborhoods give New Orleans a competitive edge. The majority of New Orleans residents value their city's character and heritage, yet economic development interests often view historic preservation efforts as overly restrictive, bureaucratic obstacles that factor into the city's stagnant economy. Converging market forces and demographics, however, have made cities with historic character—walkable neighborhoods of historic housing peppered with locally owned stores, "main streets," and unique cultural attractions—the most desirable places to live and do business. Since these forces will continue to shape the economic environment until at least 2020, protecting and restoring the character-giving elements of New Orleans' historic neighborhoods will be critical in giving the city a distinct edge in competing globally for talent, business, and investment.

First steps. Partnerships between economic development interests (both public and private) and historic preservation initiatives will help leverage the city's historic assets into a key driver of economic growth. In addition, partnerships between historic preservation and neighborhood revitalization initiatives will support a more holistic approach to preservation that emphasizes all aspects of neighborhood character—not just individual buildings—and strengthen the viability of New Orleans' beloved neighborhoods for both current and future residents.

Converging market forces and demographics have made cities with historic character—walkable neighborhoods of historic housing peppered with locally owned stores, "main streets," and unique cultural attractions—the most desirable places to live and do business in America.



Heritage tourists seek authentic experiences "off the beaten path" and typically stay longer and spend more money than other visitor-market segments. New Orleans contains a wealth of opportunity for expanding heritage tourism into less-traveled areas of the city.

Heritage Tourism. Growing New Orleans' heritage tourism sector represents an opportunity for the city to capitalize on its wealth of historic and cultural assets to expand the city's tourism economy and spread its benefits to a broader cross-section of New Orleans. Heritage tourists seek authentic experiences "off the beaten path," typically staying longer and spending more money than other visitor market segments. New Orleans contains a wealth of potential heritage beyond current popular tourism destinations. The city's six Main Streets programs, for example, promote historic restoration, marketing and small business development; these districts should be seen as potential heritage tourism destinations.

Cultural Economies. Neighborhood-based arts and entertainment venues provide opportunities for creating heritage tourism destinations, generating jobs, and enhancing quality of life. The 19 Cultural Products Districts established by the state Department of Culture, Recreation and Tourism in 2008 provide state tax credits to support the purchase and restoration of historic structures by artists and others. The heritage tourism task force should work with these districts to promote and develop them as tourist destinations "off the beaten path."

Sustainability. Historic preservation is a key strategy to reduce greenhouse gas emissions because existing buildings embody energy that has already been expended in construction. Because of New Orleans' national visibility as a treasure house of historic architecture in an environmentally vulnerable location, the city could become a national model for sustainable preservation by its 300th anniversary in 2018.

> ***Film and Digital Media Working Group***
Membership: film and digital media companies, New Orleans Office of Film and Video, UNO's Department of Film, Theatre and Communication Arts, New Orleans Video Access Center, Net Squared, Idea Village

> ***Green Industries Working Group***
Membership: green entrepreneurs, energy service firms seeking to diversify into green markets, Global Green, Coast Builders Coalition, university research centers, Delgado Community College

1.D Develop a business retention and expansion program through the PPP.

Business retention and expansion programs generally focus on economic base industries and other large and medium-size businesses that have the flexibility to relocate outside the community. They can be a very cost-effective economic development tool, since it is generally accepted within the economic development field that efforts to help businesses remain in a community are easier and less costly than efforts to attract new ones. Establishing such a program should be one of the PPP's initial tasks.

ACTIONS

- *Develop a database of targeted companies.*
- *Develop a visitation program. The visitation program will enable the PPP to obtain information about a company and its future plans, inform it about available local resources and programs, and identify needs or problems that require action.*
- *Develop a response system to help the business address needs or resolve problems in a timely manner.*
- *Utilize PPP industry experts to visit key firms in economic base industries.*
- *Recruit volunteers from business organizations including the Chamber of Commerce and the Business Council in order to expand the scope of the program beyond what would be possible relying only on professional staff.*

I.E Work in partnership with GNO Inc. on business recruitment activities.

GNO Inc. plays the lead role in regional business recruitment and needs partners in its constituent parishes to offer local assistance to best attract new prospects and close deals. The PPP should assume this role in the city.

ACTIONS

- *Commit at least one PPP staff member to work with property owners and commercial real estate agents to identify potential redevelopment sites and collect relevant data.*
- *Provide GNO Inc. with continuously updated location/parcel information for its web-based site selection tool.*
- *Prepare marketing materials to highlight parcels that are particularly suited for new development/ redevelopment.*
- *Prepare a comprehensive inventory of available incentive programs and develop marketing materials to outline eligibility and potential benefits.*
- *Work with the City Planning Commission to ensure that the comprehensive zoning ordinance provides ample land and appropriate regulatory controls for new commercial development.*

- *Work with NORA to identify opportunities for land banking and repackaging land for commercial redevelopment.*
- *Actively participate in the city's annual capital improvement process to advocate for infrastructure improvements that assist in business growth.*
- *Actively participate in the Regional Planning Commission's planning and transportation improvement program (TIP) process to ensure that planned transportation investments meet businesses' needs.*
- *Work in partnership with higher education programs and Job 1 to identify education and workforce development programs that can be used to recruit and train employees.*

1.F Retain and attract educated and skilled workers at all levels by expanding and broadening participation in existing talent retention and attraction efforts.

During the past few years, an impressive array of talent retention and attraction initiatives have sprung up among existing nonprofit and new grassroots organizations, with young professionals often in leadership roles.

ACTIONS

- *Increase and improve engagement from the city's business, academic, civic, and political leadership to build on nonprofit and grassroots organizations efforts to connect college students to employment opportunities within New Orleans.*
  Local higher education institutions should work collaboratively with the business community to establish an internship and employment clearinghouse, jointly outreach to the business community to identify and promote internships, list internships and full-time post-graduation positions on a common website and provide guidance to students seeking internships or full-time jobs. Local business people could also be recruited to provide one-on-one career mentoring and relationship-building opportunities.
- *Support a national marketing campaign aimed at prospective students or recent graduates, with targeted web and print marketing, showcasing the city's educational, employment, social, cultural, and community service opportunities.*
- *Provide financial incentives for young professionals such as partial tuition rebates or student loan deferrals for graduating students who commit to stay in New Orleans.*
- *Consider an urban homesteading program, or a housing purchase program along the lines of Grants for Grads, the existing state programs administered by the Louisiana Housing Finance Agency, but less restrictive in its eligibility criteria (which disqualify all but the most recent college graduates).*

1.G Include lifestyle preferences of young professionals in housing, urban design and transportation planning.

The lifestyle preferences of young professionals affect their choice of living and working environments. A significant segment of the young adult demographic seeks an urban environment with a vibrant mix of activities, social and business networking opportunities, and attention to health and environmental sustainability. Urban design, housing choices, and transportation options all play a role in their perceptions about a community's appeal. The preferences of this demographic should be taken into account in local planning processes in order to create spaces that appeal to this group. To this end, planning processes in urbanized districts or involving transportation or environmental measures should incorporate targeted outreach to obtain input and participation from this demographic.

1.H Engage young people in civic activities and cultivate new leadership.
Many young professionals in New Orleans have demonstrated a strong commitment to civic and volunteer activities. Business, civic, and political leaders should leverage this commitment by more consciously working with emerging young leaders to build a cadre of civic leadership for the next generation.

ACTIONS

- *Actively solicit young professional membership in civic organizations.*
- *Carve out responsible roles for young professionals in community projects.*
- *Convene a committee of business, civic and government leaders to establish a civic vehicle for public recognition of young leaders' achievements.*
  A perception that their contributions are valued and opportunities exist for elevation to leadership positions will motivate young people to remain in the city for the long term. A leading civic organization such as the Horizon Initiative should convene a committee to develop an agenda to address this issue.

GOAL **2**

Local government that supports high quality of life by delivering cost-effective and efficient services to both businesses and residents

2.A Make New Orleans a safer more reliable city in which to live, work and play by ensuring basic service delivery.
Preserving and enhancing the overall quality of life must be an important focus of economic development. Quality of life is an essential ingredient to both retain existing businesses and residents, and to attract new economic investment and future residents. Cities that provide attractive, amenity-rich neighborhoods and business centers; reliable, well-maintained roadways and transit systems; strong schools; and streets free of crime and litter, are attractive to both residents and the companies they employ.

Many aspects of New Orleans' quality of life—its vibrant culture, rich architectural heritage, and old-world charm—are strong attributes. At the same time, there is a broad recognition that other factors seriously detract from the city's quality of life. In addition to concerns about the city's physical vulnerabilities, these include concerns about the quality of public education, threats to public safety, corruption, poorly maintained infrastructure, threat of flooding, and the effectiveness and efficiency of basic government functions. Without addressing these basic quality-of-life issues, the most effective economic development efforts are likely to fall short of creating a strong, dynamic economy. While significant strides have been made in some of these areas, more progress is needed to turn these factors from a negative into a positive.

ACTIONS

- *Provide, maintain, and repair basic infrastructure and transportation systems for a safer, more dependable and efficient city environment.* ***(See Chapter 10—Community Facilities, Services and Infrastructure for further discussion on infrastructure issues and strategies; and Chapter 11—Transportation for further discussion of roadway, transit and airport systems.)***
- *Ensure the city is protected from flood and storm risks.* ***(See Chapter 12, Resilience.)***

- *Improve enforcement procedures throughout city agencies to provide confidence in the city's capacity.*
- *Increase Safety and Permits zoning enforcement inspectors assigned to the zoning administration division to enforce the zoning laws. Inspectors should be partnered with district planners at the City Planning Commission.*
- *Ensure strong police, fire and emergency systems are in place for more secure neighborhoods.*
- *Ensure that schools are fully funded to provide a well-rounded education, including physical education and arts programs.*
- *Enhance facilities and marketing at Louis Armstrong New Orleans International Airport to increase air traffic and serve as an attractive "front door" to New Orleans.* ***(See Chapter 11—Transportation, Goal 5, for further discussion on the airport.)***

GOAL **3**

Preservation and expansion of established industries

TOURISM

3.A Increase funding for tourism marketing efforts and identify new market development and marketing targets.

Tourism marketing in New Orleans pales in comparison to other major tourism destinations. Combined marketing expenditures among the city's three major marketing organizations are approximately $20 million—or about 10 percent of the tourism marketing budget for Las Vegas.

ACTIONS

- *Expand the tourism marketing budget to match comparable destinations.*
- *Maximize city tourism marketing efforts through increased coordination between city organizations.*

3.B Invest in new forms of tourism and attractions that complement current offerings to increase the tourism market.

ACTIONS

- *Support and fund the development of the theater district.*
- *Invest in heritage tourism, such as in the Tremé district as a center of African-American history and cultural tourism, including a museum showcasing the contribution of the African-American community to New Orleans' social and cultural life.* ***(See Chapter 6—Historic Preservation)***
- *Expand on the city's numerous festivals and other special events to include more events in the slower tourism months.*

3.C Promote appropriate forms of development to improve the quality of retail, restaurant, and entertainment options along Canal Street.

ACTIONS

- *Implement the Canal Street Redevelopment Plan, developed by the Downtown Development District (DDD), the Canal Street Development Corporation, and the CPC.*

- *Establish a land use framework and provide targeted regulation for the area, including historic rehabilitation code changes based on the New Jersey model.* ***(See Volume 3, Chapter 9 for more information about the New Jersey model.)***
- *Provide financial incentives to attract retail, dining and entertainment establishments.*

3.D Improve connectivity and transit within and between tourist areas and attractions.
New Orleans' walkability is one of its advantages from a tourism perspective. Yet as the range of tourism venues expand, some areas are not as accessible to tourists as they could be.

ACTIONS

- *Create new streetcar connector routes through downtown and the French Quarter to better connect important tourist destinations* ***(See Chapter 11—Transportation)***.
- *Ensure adequate transit service to and from downtown and the French Quarter and develop strategies to draw visitors out of the French Quarter and CBD and into other neighborhoods.*
- *Program streetscape improvements for tourist centers for a more appealing and safe walking environment.*

3.E Augment efforts to preserve public safety in tourism districts.
The physical condition, cleanliness, and security of public spaces can strongly influence visitors' perceptions of the city. The environment in public spaces, particularly as it relates to public safety, is not only a real concern, but through national media coverage, can create an indelible image that is harmful not only to tourism but the general business environment.

ACTIONS

- *Ensure appropriate security and police presence in heavy tourist areas.*
- *Make sufficient investments to maintain, improve and secure public spaces in tourism-oriented districts.*

3.F Strengthen hospitality and retail workforce development programs within the tourism industry to maintain and improve the quality and consistency of customer service.

ACTIONS

- *Work with the public schools, Job 1, and Delgado Community College to ensure that an adequate workforce training system is in place to provide the qualified workers that the industry needs.*
- *Create career paths and post-placement training to reduce turnover, increase workforce productivity and enable employers to pay higher wages.*

CULTURAL BASE

3.G Establish a Cultural Commission or Department of Cultural Affairs to advise the mayor, city council and other agencies on promoting, encouraging and increasing arts and cultural programs, projects and services, particularly in neighborhoods, in New Orleans.

ACTIONS

- *Support and fund the creation of a Cultural Commission or Department of Cultural Affairs.*
- *Work with established cultural organizations, such as the Arts Council, to promote the development of cultural industries in a strategic and comprehensive way.*
- *Work with the private and philanthropic sectors to increase funding for nonprofit cultural organizations.*

3.H Develop additional cultural facilities and venues.

ACTIONS

- *Provide funding for an expanded public art program in public buildings, parks, and along public rights of way. Continue to fund the One Percent for Art program.*
- *Expedite the redevelopment of performance venues, including the Saenger, Orpheum, Joy, and State Palace Theaters and the Municipal Auditorium.*
- *Pursue public and philanthropic funding to complete the Louisiana ArtWorks facility on Howard Avenue.*
- *Work with public-private partnerships to adaptively reuse surplus public buildings and abandoned buildings as affordable studio, exhibition and performance space.*
- *Enhance arts and live music programming in Armstrong Park and Congo Square.*
- *Work with the National Park Service to expedite the development of the Jazz National Historical Park in Armstrong Park.*
- *Support the Reinventing the Crescent riverfront plan in creating a live performance amphitheater along the Mississippi River.*
- *Preserve and restore historic, single-screen neighborhood theaters as venues for movies and live performances.*
- *Create new opportunities for context-sensitive neighborhood performance spaces, art galleries and studio spaces to bring in visitors to support local artists and create livelier neighborhood commercial centers.*
  New Orleans needs more small-scale performance and exhibition spaces. Neighborhood cultural spaces would provide exposure and income-generating opportunities for local artists, create livelier neighborhood commercial centers, and bring visitors from outside these neighborhoods who would also patronize local shops and restaurants. Proposals have already been aired to incorporate such facilities into libraries and recreation centers.

3.I Support more comprehensive and coordinated workforce and cultural entrepreneurship training.

ACTIONS

- *Expand business training and marketing assistance for cultural entrepreneurs.*
  Broad marketing efforts will be more effective if individual cultural organizations, enterprises and independent artists become more market-savvy. Entrepreneurship programs that help cultural business to develop effective marketing strategies and strengthen other business

practices will further enhance marketing efforts. Programs such as the Arts Council's Arts Business Program and the Jazz and Heritage Foundation's marketing assistance fulfill this function to some degree but are limited by funding constraints.

- *Increase funding for arts and music education in New Orleans Public Schools to create a world-class arts education curriculum to develop emerging talent needed to sustain the city's cultural base and provide supplemental employment opportunities for local artists.*
  Cultural education efforts aimed at K–12 students are currently small-scale and fragmented. Integrating cultural curricula into all K–12 schools, building on State Act 175, and hiring educators from within the local cultural community to teach these classes would help to develop the emerging talent needed to sustain the city's cultural base in the next generation.

3.J Encourage policies to make New Orleans a more appealing and affordable environment for creative professionals.

ACTIONS

- *Market New Orleans as an affordable, attractive place for artists to live through websites, publications and educational institutions.*
- *Advocate for changes in local and state tax structure to reduce the tax burden on arts-related income and sales.*
  In 2007 the state legislature rejected a proposed income tax credit for artists. Passage of such a measure would enhance after-tax income for artists, making it easier for artists with limited incomes to remain in New Orleans and attracting additional artists to the city.
- *Provide a range of affordable housing options for artists, musicians, and other creative professionals, including using land trusts to ensure continued affordability for communities with large concentrations of creative professionals.*
  Suitable light industrial areas should be zoned to allow live-work studios for artists. Artists who meet income eligibility requirements can take advantage of the city's affordable housing programs. The city can also assist artists in creating limited-equity cooperatives or other housing solutions in decommissioned schools and similar sites.

3.K Support more comprehensive and coordinated cultural marketing approaches including efforts targeted at different industry segments.

ACTIONS

- *Through city and state agencies and non-profit organizations, aggressively market New Orleans regionally, nationally, and internationally as an arts and cultural hub.*
- *Tailor marketing strategies and tools to distinct market segments—city and regional residents, visitors, and purchasers of cultural products for export to non-local markets (e.g., festival buyers, exhibit organizers).*
- *Provide public funding to sponsor art, design, and literary competitions to preserve cultural traditions.*

3.L Market and invest in state-designated Cultural Products Districts.

The full potential of the Cultural Products Districts will not be realized unless mechanisms are put in place to market the incentives and to collect and report data on cultural sales that must be furnished to the state as a condition for maintaining its tax benefits. There is currently no organization responsible for marketing the districts.

ACTION

- *Designate an organization to market and manage data collection and reporting for the 19 Cultural Products Districts, to help fully realize their potential.*

THE PORT AND MARITIME TRADE

3.M Further increase coordination among the Port of New Orleans, city agencies, and economic development organizations to best address issues and advocate for funding.
The ability to complete key infrastructure improvements will in large part shape the Port's ability to enhance its competitiveness in key maritime markets, most notably in container shipping. Continued recognition of the importance of intergovernmental relationships is essential to the Port's continued success. Moreover, early discussion and community process around potential neighborhood impacts of port improvements can help resolve conflicts and lead to more timely completion.

3.N Support investment in capital improvements recommended in the Board of Commissioners Port of New Orleans Master Plan to make the Port of New Orleans the leader among Gulf Coast port facilities, while preserving quality of life for New Orleans residents.

ACTIONS

- *Support Port efforts to secure state and federal infrastructure funding.*
- *Increase capacity at the Napoleon Avenue Container Terminal to position the port to capture increased container shipping resulting from the Panama Canal expansion.*
- *Expand on-dock and/or near-dock rail transfer service.*
- *In response to the closure of MRGO and the controversial lock expansion project, commission a city study of the lock proposal to develop a strategic land use and redevelopment plan for the Industrial Canal that enhances economic opportunity and protects neighborhood interests.*

3.O Seek to increase value-added manufacturing and distribution activities on port-owned industrial land.
Local economic development capacity is needed to further maximize the potential for increased port-related value-added manufacturing and distribution activity resulting from increases in container and breakbulk volumes. Properties along the Industrial Canal represent some of the best opportunities for capturing value-added industry within the city. These properties offer deep water access (through the Industrial Lock Canal) and a direct connection to the New Orleans Public Belt Railroad. In coordination with other local and state economic development agencies (Louisiana Economic Development, Greater New Orleans, Inc, and the PPP), the Port may be able to attract greater commercial interest in job generating capacity. While development costs may be higher in industrially zoned areas of New Orleans, properties within the city offer greater proximity to the port and superior rail and interstate highway infrastructure. Enhanced Port involvement in economic development discussions could also help identify businesses and industries that specifically rely on deepwater access and port activities.

ACTIONS

- *Conduct a market study to determine nature and extent of demand for manufacturing and distribution sites adjacent to the port.*

- *Develop a short and long range strategic plan for industrial uses along the Industrial Canal.*
- *Ensure that adequate infrastructure and zoning regulations are in place to facilitate business expansion.*
- *Develop a site inventory of port-owned property suitable for manufacturing and distribution.*
- *Utilize incentives to attract value-added industries.*
- *Improve coordination of port marketing among state, regional and local economic development organizations to reduce redundancies and ensure that agencies' marketing efforts to draw value-added industries are complementary.*
- *Collaborate with the New Orleans Regional Business Park (NORBP)to enhance marketing of and physical improvements to NORBP properties to accommodate companies in need of industrial property with strong rail connections, connections to interstates, and/or deepwater access.*
  Many challenges have impeded economic development and job creation at the New Orleans Regional Business Park. The NORBP and the Port should work in closer coordination to identify potential tenants. Improvements to flood protection along the Intracoastal Waterway and Industrial Canal will help to protect the security of businesses' investments and should make NORBP properties more marketable.

3.P Advocate for a cohesive state ports policy with respect to port investment.

The state has eight ports between Baton Rouge and the mouth of the Mississippi, each with its own port commission. A more strategic and coordinated approach to port investment specifically for these eight ports that makes economic benefits to the state the paramount consideration would provide a more rational and predictable funding environment for all of the state's ports.

ACTION

- *Support increased state funding to better compete with competitive Gulf Coast ports.*

3.Q Secure financing for and construct a new cruise ship facility at Poland Avenue to expand cruise terminal capacity.

Cruise ship activity has grown substantially at the Port of New Orleans over the past 15 years bringing additional tourist dollars to the city. Hurricane Katrina caused a temporary decline in passengers and cruise activity; but the industry has shown robust annual growth, and New Orleans is expected to resume its position as a major port of embarkation. Additional terminal capacity is needed, and the Port has identified the Poland Avenue wharf in Bywater as the optimal location; however financing has not been secured for the project.

ACTION

- *Advocate for funding for the Poland Avenue cruise terminal to increase potential total embarkations and tourist expenditures.*

ADVANCED MANUFACTURING

3.R Monitor and advocate for continued NASA commitment at Michoud Assembly Facility.

ACTIONS

- *Local, regional and state economic development leaders should jointly monitor developments and advocate for a continued federal commitment to Michoud.*

- *Collaborate with Mississippi officials to jointly advocate for Michoud and the nearby Stennis Space Center, which is also involved in the Constellation Program.*

3.S Recruit NASA subcontractors through strengthened recruitment efforts and improvements to the New Orleans Regional Business Park.

ACTIONS

- *Work with NASA, GNO Inc., the PPP and Louisiana Economic Development and target recruitment efforts to subcontractor firms to work on NASA's Constellation Program and other projects.*
- *Invest in infrastructure improvements at New Orleans Regional Business Park to create a more attractive environment through zoning requirements, roadway improvements, landscaping and signage.*

3.T Continue to rebuild engineering programs in city universities.

Engineering programs play an essential role in producing the workforce to serve the advanced manufacturing industry and generate the research and development activities that attract industry firms. After Hurricane Katrina, university programs were pared back and are still in the rebuilding process.

ACTIONS

- *Enhance city-university relationship to promote research-based economic development.*
- *Support the continued rebuilding of Tulane and UNO engineering programs.*
- *Encourage development of additional programs (i.e., Tulane's in development undergraduate engineering physics program and graduate materials science and engineering programs.)*

3.U Continue to increase the number of workers in the skilled trades through training programs.

A recent study conducted for GNO Inc. found that advanced manufacturing employers in the region were experiencing shortages in workers in the skilled trades (*e.g.,* welders, pipe fitters), production (*e.g.,* machine tool operators and fabricators), and technical positions (*e.g.,* engineering technicians, CAD operators).

ACTION

- *Expand recent initiatives to increase the supply of workers in the skilled trades.*

3.V Leverage the existing research base to diversify into other advanced manufacturing sectors.

Research already being conducted in New Orleans in areas such as composite materials and advanced welding techniques have applications in other industries including civilian aerospace, wind energy, automotive.

ACTION

- *Market research capacity to established firms and new entrepreneurs to promote the expansion and diversification of the advanced manufacturing in the city.*

ENERGY: OIL AND GAS

3.W Support retention and expansion of existing energy services firms and their high-paying jobs by working with them to identify their needs and taking steps to address them.

Significant growth opportunities exist for energy service firms in the near future as more advanced technologies are needed for increasingly difficult oil and gas extraction. New Orleans offers a competitive location for the management and professional/technical operations of energy service companies. In addition, if the eastern Gulf is opened to oil exploration, New Orleans will be well positioned to service the offshore oil industry's transportation and logistical needs.

ACTIONS

- *Assess market potential and develop a strategy to recruit additional firms/facilities for whom New Orleans' proximity to oil and gas production and refining facilities offers a locational advantage.*
- *Identify needs for these firms and take the necessary steps to address them to better support retention and encourage expansion.*

3.X Attract and retain scientific, engineering and technical talent.

One of the key industry issues identified in a GNO, Inc. study was workforce shortages, particularly geological and petroleum engineers and skilled production workers for refining and petrochemical production.

ACTION

- *Work with local universities (UNO and Tulane) to explore options for petroleum engineering specializations in their graduate engineering programs and develop internships or other connections with local firms.*

3.Y Promote research and commercialization in advanced, environmentally sustainable extraction and production technology.

As environmental concerns increase, the industry needs more efficient and environmentally sustainable ways to produce oil and natural gas in increasingly fragile natural environments.

ACTIONS

- *Strengthen the research capabilities of local universities to help the industry address these issues.*
- *Increase cooperative industry/university research to better retain existing firms and attract new ones to the city and region.*

GOAL **4**

Fostering of emerging industries to expand economic opportunity for New Orleanians

MEDICAL AND LIFE SCIENCES

The strategic plan developed by the Regional Biosciences Initiative provides a roadmap for building the life sciences industry in New Orleans. Research institutions, government, economic development organizations, and other stakeholders must continue to work collaboratively to implement the strategy. A number of issues require particular attention in the short-term:

4.A Secure full funding for the LSU Medical Center and the Louisiana Cancer Research Consortium joint research center.

4.B Provide planning leadership for the Medical District.

ACTION

- *Sponsor a planning and coordination process led by the CPC to resolve issues, provide design standards, identify initial infrastructure and public realm investments, and identify appropriate uses for Charity Hospital and other underutilized parcels.*

4.C Promote more collaboration among institutions and leverage research synergies.

ACTIONS

- *Develop a more robust, coordinated effort among life sciences research institutions and entrepreneurship development organizations to help local entrepreneurs commercialize locally-developed life sciences technologies.*
- *Establish more effective technology transfer mechanisms within the research institutions to incentivize technology commercialization by local companies. This might involve establishing a joint program with shared staff to support the development of new ventures using licensed university technologies and working collaboratively with university research staff.*

4.D Attract entrepreneurs to New Orleans with the management skills to move promising technologies into the marketplace.

ACTION

- *Increase seed and venture capital investment sources to finance startup and early stage life sciences companies.*

4.E Work to maintain and expand state funding for higher education and research in the life sciences.

FILM/VIDEO, DIGITAL MEDIA AND OTHER CREATIVE INDUSTRIES

4.F Retain and attract creative talent to New Orleans through marketing, incentives, workforce development programs and professional contacts.

ACTIONS

- *Work with GNO Inc. to develop a marketing campaign to promote local start-up companies and generate enthusiasm for New Orleans as a film and digital media hub.*
- *Increase funding for education and workforce development programs to more fully meet the needs of the film and digital media industries.*

4.G Develop production and post-production facilities and support services for the film, television and music production industry.

ACTIONS

- *Work with the industry to identify criteria for facilities and then identify potential sites.*

A state-of-the-art medical district will require a new level of city-planning leadership

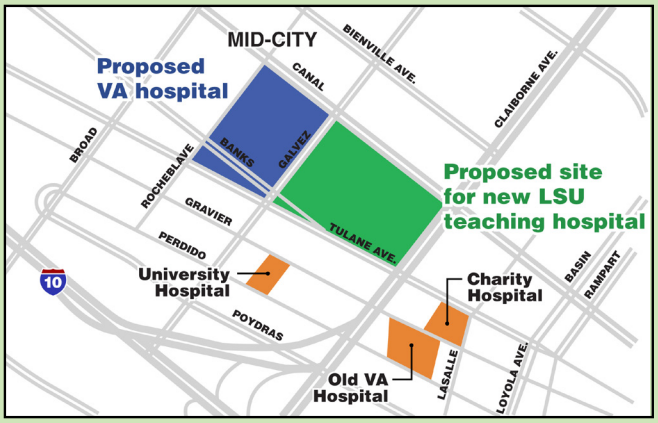
No set of projects holds greater potential to enhance quality of life, economic opportunity, character, and sustainability than the proposed Southeastern Regional Veterans Administration Hospital (VA) and Louisiana State University Health Sciences Center (LSU). The Regional Planning Commission (RPC) stepped forward following Hurricane Katrina and launched planning for a medical district more vital and nationally competitive than before the storm—particularly critical for a city in which one in eight residents held a job related to health care in 2005.

Placing a high priority on securing commitments from the two hospitals to locate in the medical district, the City proposed sites that were subsequently endorsed by LSU and the VA. Building on the RPC's planning, the City envisions a medical district anchored by these hospitals and Tulane Medical School that would attract significant development of research and other health-care-related industries. The BioInnovation Center is an early example of the commitment to take effective steps to ensure spin-off economic-development benefits from health care.

Projects of this scale would generate public debate in any city, and while there is widespread enthusiasm for the hospitals themselves, the specific sites endorsed by LSU and the VA have drawn criticism. A citywide coalition of neighborhood and community organizations, the Foundation for Historical Louisiana (FHL), the National Trust for Historic Preservation, and other groups have urged LSU to rehabilitate historic Charity Hospital and the VA to avoid displacing an existing neighborhood. A study by RMJM Hillier, a nationally recognized architecture and preservation firm, concludes that rehabilitating the Charity building would save time and costs, assessments that LSU disputes. Others suggest that hospitals with comparable facilities and location could readily share the site identified for LSU and avoid the need to remove the adjacent neighborhood.

While the agreements covering the hospitals' siting and other aspects of planning for the district do not include a specific role for the CPC, the controversy over the proposals led residents and City Council members to ask the CPC to host a public forum in May, 2009, to determine how the Master Plan should address the hospitals and other issues raised by the medical district. Based on the forum and an assessment of the planning process to date, the Master Plan includes four core recommendations:

- **Planning leadership.** Although state and federal projects are exempt from local zoning, the sweep of the medical district's impacts—and intense public interest—demonstrate the importance of City-led and community-based planning for projects that affect the welfare of the city and its neighborhoods. New Orleans would be well-served going forward by a model that has worked in many cities in which city government carries out community-based planning that includes key stakeholders and state and federal agencies. The CPC should work closely with the Community Development Department, the Greater New Orleans Biosciences Economic Development District, the RPC, NORA and other agencies to create plans that meet the needs of proponents and reflect the values of the community. Plans approved by the CPC would represent an appropriate basis for inviting NORA to take advantage of its redevelopment capabilities to ensure that the City is well placed in terms of site control and development incentives to maximize the medical district's economic-development benefits. Promoting residents' access to top-quality health-care facilities as soon as possible; insuring that planning and design honors the city's unique character; preserving historic resources; protecting nearby neighborhoods' interests;



The RMJM Hillier/Foundation For Historical Louisiana Proposal

overseeing district development to ascertain that it makes good use of scarce land; guaranteeing that the project yields a full range of jobs and other economic benefits—all these tasks represent responsibilities that require community-based planning and cannot be assigned away.

- **Community engagement.** The Master Plan proposes a community participation process that should be implemented as soon as possible for the medical district. This process would include assigning a district planner to work with surrounding neighborhoods and with the proponents, accelerating formation of an advisory District Council, possibly appointing a task force that includes the full range of citywide perspectives to work with the District Council, and holding periodic public review meetings. The CPC would invite the community representatives to work closely with planners for the medical district and the hospitals to ensure that all stakeholders understand each other and work together to achieve the nationally competitive medical district envisioned by the RPC in a manner that merits active community support.
- **Reuse of the historic Charity Hospital building.** Cities bear a responsibility to protect their historic resources, and in 2008 the National Trust for Historic Preservation listed the Charity campus as one of "America's Most Endangered Places." Uncertainty over the landmark's future undermines the ability of key stakeholders to work to promote the medical district. The CPC may not be in a position to determine whether the Charity building should be rehabilitated to house the new hospital, but the CPC should take the lead on behalf of the City to insure that further planning includes a strategy for re-using and preserving it.
- **Planning and land use guidelines.** While state and federal facilities can override zoning, the CPC retains responsibility for promoting planning for the medical district that advances the city's core interests. It should apply the three central planning and urban design values that emerged from this Master Plan process:

> ***Cultivate livability:***

- *Create respectful transitions to adjacent neighborhoods*—stepping down in scale, avoiding negative traffic impacts, facing neighborhoods with pedestrian-friendly uses at street level.
- *Extend New Orleans' "signature" qualities to the district,* including walkability created in part by buildings whose uses frame and enliven sidewalks along major streets, tree-lined streets, a mix of uses, and similar qualities.
- *Use the growth of the medical district to support nearby vibrant neighborhoods,* commercial districts, convenient transit, lively parks, and similar amenities.
- *Promote public health and a greater sense of community* by building walkable connections to nearby neighborhoods and creating public spaces that draw different kinds of people together.
- *Preserve and enhance the historic and traditional character of nearby neighborhoods.*

> ***Foster opportunity:***

- *Provide the education and services* that offer people at every education and economic level new opportunity.
- *Offer a well designed and lively environment* that attracts people to live, work, and invest in and near the medical district, including support for nearby housing that accommodates potential employees of every income and background.

> ***Promote sustainability:***

- *Help reduce the city's carbon footprint by becoming New Orleans' greenest district*—beginning with green building and energy and extending to reuse of existing structures and enhancement of livability in adjacent neighborhoods.
- *Celebrate the city's relationship to water by* creating rain gardens, a day-lighted and landscaped canal in place of the Galvez culvert, and similar steps that add beauty and help protect the city from rain-driven flooding.

- *Update the City's zoning laws to provide for the ranges of uses and facilities necessary to support these industries.*
- *Develop a streamlined permitting process for production facilities.*

4.H Provide business startup and entrepreneurial assistance services, with particular focus on digital media.

ACTION

- *Increase the supply of seed and venture financing for locally-based startup and early stage digital companies.*

GOAL **5**

Nurturing the development of new industries that capitalize on new market opportunities and New Orleans' competitive strengths

COASTAL RESTORATION

5.A Capitalize on New Orleans river delta location to attract firms involved in coastal protection and restoration.

ACTIONS

- *Market New Orleans aggressively to firms involved in coastal protection and restoration and to management and engineering units that are particularly well-suited for city locations.*
  > *Promote New Orleans as a location for professional and technical workers (e.g., science, engineering, architecture, planning) needed by the industry.*
- *Expand the research capacity of local research institutions and promote university/industry partnerships.*
- *Support locally-based energy service companies to expand into this market.*
- *Support firms in exporting services internationally to areas with vulnerable coastlines.*

5.B Prepare higher education and workforce training programs in New Orleans to meet the growing demand for jobs in these industries at all skill levels.

GREEN ENERGY INDUSTRIES

5.C Capitalize on the potential for significant new business development and job creation in the alternative energy field.

ACTIONS

- *Conduct market and competitive analysis to validate green energy industry development opportunities in New Orleans.*
- *Update zoning laws to provide for the range of uses and facilities necessary to support these technologies/industries.*
- *Market New Orleans as a laboratory for green energy innovation.*

- *Provide incentives for location of research and production facilities in hydrokinetic, solar and wind energy. Work with Louisiana Economic Development and GNO Inc. to provide location incentives and site location assistance for targeted green industries to locate facilities in New Orleans.*
- *Promote the expansion of relevant university research capacity. Support increased funding for local university research and education in green science and technology fields with economic potential for the New Orleans region.*
- *Develop sufficient capacity for energy production and the transmission infrastructure to export power outside the region.*

5.D Train workers for new green energy jobs.

ACTION

- *Develop green industry workforce training programs.*

SUSTAINABLE BUILDING DESIGN AND CONSTRUCTION

5.E Encourage significant job creation in sustainable building design and construction through marketing incentives and workforce training opportunities.

ACTIONS

- *Develop incentives (e.g., through building regulation) and training for construction companies to adopt advanced construction methods.*
- *Market New Orleans as a center of advanced building design to attract more companies.*
- *Build university research capacity in green/advanced building design.*
- *Provide construction workers with relevant skills.*
- *Assist design and construction companies to export their expertise to other housing markets.*

5.F Capitalize on the emerging carbon credit market through energy-efficient construction to generate income for property developers and government.

GOAL **6**

A well-educated and skilled workforce and state-of-the-art workforce development programs

6.A Maintain and strengthen the role of higher education in economic development.

ACTIONS

- *Advocate for sufficient funding for the city's public colleges and universities to support critical academic and research programs and maintain educational quality.*
  As the city's higher education institutions work to restore facilities and programs affected by Hurricane Katrina and as state institutions face the prospect of severe state budget cuts, business, government, and civic leadership should offer all possible support to local colleges and universities in securing needed funding:

> *Work with the local state legislative delegation to advocate for a reduction or reversal of proposed cuts in the state's higher education budget.*
> *Work with the state's congressional delegation to advocate for increased FEMA compensation for damaged facilities.*
> *Raise local awareness of the role of higher education in the city's economy and generate additional corporate, philanthropic and individual contributions to local institutions.* While institutions will continue to rely primarily on their own fundraising efforts, economic development stakeholders should consult with higher education leaders about what actions can best improve the funding environment for all institutions. The proposed PPP could play a convening role in this effort.

- *Work with higher education institutions to identify and address the evolving educational and research needs of key economic base industries.*
  The city's higher education institutions strive to develop education and research programs that are of value to the local community. They could be assisted in this regard by the development of a structure for ongoing communications with local industry about evolving education and research needs. The industry working groups proposed for the PPP could play this role. Directors of relevant academic departments or research programs could be invited to sit on working groups or to attend periodic meetings. This would afford them the opportunity to learn more about industry needs and to solicit support from industry for new initiatives. These discussions could also lead to the development of cooperative industry/university programs to strengthen educational or research capacity in particular academic disciplines.

6.B Ensure that every student graduates from high school with basic work skills or is prepared to advance to post-secondary education.

ACTIONS

- *Establish a Business-School Partnership for Career Preparation that involves all schools and functions as a single contact point for businesses to work with such programs.*
  A partnership that involves all schools and community-based career preparation programs will provide a single contact point for businesses with such programs. Given the fragmented structure of public school administration in New Orleans, businesses risk being faced with multiple requests from a number of different schools. The existence of the partnership will provide the incentive for schools to work collaboratively to coordinate their interactions with the business community.

  This initiative will require the leadership of a local business organization such as the New Orleans Business Council or the New Orleans Chamber of Commerce. The business organization and the schools could share the costs of the personnel required to staff the partnership. This would likely reduce the costs to the schools, which now each have their own staff to conduct business outreach. While the program should start at the local level, it could eventually be coordinated with regional efforts through the Southeast Regional Alliance.

  A number of new initiatives have created momentum toward strengthening career preparation for youth through the schools and community-based organizations. Increased participation by the business community will be essential to maintaining that momentum, including:
  > *Providing job shadowing, internship and summer job opportunities.*
  > *Providing input on curriculum, and on expectations regarding work skills, competencies and behavior.*
  > *Providing equipment donations, class presentations, and individual mentoring.*

- *Establish an early-college education program in high school to promote acquisition of a postsecondary credential, even for students who do not plan on pursuing a four-year college program.*
  An increasing number of K–12 schools and community colleges around the nation are developing early college high school programs. This is a priority in the Louisiana Department of Education's high school redesign initiative. These programs encourage high school students, particularly those who do not plan to attend a four-year college, to focus on career development and ease their path toward gaining a post-secondary credential. Business and economic development organizations should strongly encourage the RSD, Orleans Parish School District, and charter high schools to work with Delgado Community College to establish such a program. The proposed business-school partnership for career preparation would provide a useful forum for discussion of this issue.

6.C Expand and improve coordination of the adult workforce development system to more effectively meet the needs of both workers and employers.

ACTIONS

- *Expand sites and technical education programs for adult workforce training at Delgado Community College.*
  The closure of Louisiana Technical College's Sidney Collier campus has meant that New Orleans students have to travel to the Jefferson, West Jefferson, or Slidell campuses for a number of certificate and diploma-level technical education programs, including skilled trades, automotive, office technology, and lower-level allied health occupations. In March 2009, the Louisiana Community and Technical College System announced a commitment of $11.9 million in bond funding to purchase land for a new New Orleans' campus and to construct new buildings. The project is scheduled to be completed in 2013. Business and economic development organizations should work with Delgado and the city's legislative delegation to ensure that the project proceeds on schedule (if not earlier) and is sufficiently funded to provide state-of-the-art training in critical technical occupations. The business community should also begin discussions with Delgado about programming needs and how it can support program development.

- *Increase the number of sites for adult education and satellite Job 1 Career Centers.*
  Providing additional sites for adult education programs and satellite Job 1 Career Centers would expand access to career development services for adults, particularly those who live in neighborhoods that are distant from existing facilities. One option would be to design new neighborhood libraries to include space for such facilities. This could include classroom space and computer banks. Existing adult education programs and Job 1 would provide staffing, which would require additional funding. Additional costs could be minimized by recruiting volunteers for some functions such as computer literacy training, building on the volunteer ethos that has developed since Hurricane Katrina. Another possibility would be to outfit classrooms with distance learning equipment so that classes could be taught remotely with volunteer tutors on-site.

- *Establish workforce Centers of Excellence in key economic base industries.*
  Centers for Excellence develop training and certification programs based on competencies defined by various industries. The Advanced Manufacturing Center of Excellence established by Delgado in partnership with Northrop Grumman Ship Systems and other shipbuilding and advanced manufacturing firms at Northrop Grumman's Avondale facility can serve as a model for the development of workforce centers of excellence in other critical industries including health care, life sciences, hospitality, and media. Delgado should work with industry working groups established within the various base industry sectors.

- *Establish a construction trades pre-apprenticeship program.*
  Workers who might otherwise enter the construction trades often have skill deficits or other employment barriers that disqualify them. To address this issue, a construction trades pre-employment program should be established. The program would consist of a coordinated system of outreach and recruitment, assessment, case management, pre-employment preparation, job training, placement, and retention services. The program could be led by Job 1 with participation by other workforce development organizations. Additional workforce development funding flowing to workforce investment boards from the federal stimulus package is a potential funding source for such a program.

- *Develop mechanisms to improve coordination among workforce development service providers and integrate client services.*
  Workers seeking to enter the workforce or transition to new jobs often need a multiplicity of services in order to obtain and maintain employment. The challenge of finding and obtaining the right services can create obstacles to success. At the same time, individual workforce development organizations recognize that their services alone are often not enough to produce the employment outcomes on which they measure their success. Workforce development professionals acknowledge that service delivery is fragmented and that it is difficult even to identify all of the available resources, much less coordinate client services among organizations.

  Workforce development and human services organizations should organize an initiative to address this issue, possibly through the joint leadership of Job 1 and the United Way. A first step would be to develop a comprehensive inventory of relevant programs and services, develop tools to share this information, and establish a mechanism to keep the information up to date. A second step would be to establish protocols to facilitate referrals and establish a common information base to track client progress. A longer-term step would be to develop a common system of case management that would enable organizations to more effectively coordinate and integrate services tailored to the needs of each client.

  In addition to improving services and outcomes for clients, this initiative would also help service providers to better assess gaps in services and work together and with other community stakeholders to address these gaps.

- *Establish a workforce development working group within the PPP.*
  The ability to address workforce needs is key to the success of business recruitment, retention and expansion efforts. The PPP should establish a workforce development working group with Job 1, Delgado, and other workforce development organizations in order to both exchange information about how to better address business workforce development needs and to develop a process to respond effectively to requests by individual businesses for worker recruitment and training services.

GOAL **7**

An entrepreneurial culture

7.A Support the development of new entrepreneurial ventures.

ACTIONS

- *Develop the infrastructure for university technology transfer and technology-based enterprise development.*
  New Orleans' higher education institutions develop and license technologies that have the potential to fuel the development of local, high-growth technology-based enterprises, particularly in the life sciences field. They also employ research staff in a range of academic

disciplines that can support local enterprises through cooperative industry/university research. However, local research activities have not played a large role in new enterprise development. As noted earlier, the infrastructure for technology-based enterprise development in New Orleans is not fully developed, with gaps in key resources such as seed capital and specialized professional and management support. More aggressively capitalizing on these resources could accelerate the development of the city's technology-based economy.

The new BioInnovation Center can be viewed as a test case of whether this entrepreneurial infrastructure can be created. While often characterized as an incubator for biosciences firms, the BioInnovation Center has a broader mission to assist in the development of biosciences firms seeking to commercialize technologies developed by local research institutions. In addition to developing wet lab and other business space in its new incubator, it is also working with its partner institutions to identify technologies with commercialization potential, and connect entrepreneurs with researchers, seed capital, and specialized business assistance.

The BioInnovation Center's university partners and other stakeholders in the development of the biosciences industry should monitor its progress to assess the model's effectiveness in supporting biosciences startups, determine whether additional resources or capacity are needed to make this experiment a success, and assist the Center to address identified resource and capacity gaps. This role could be played by the PPP Life Sciences Working Group.

Based on the experience with the BioInnovation Center, the longer-term task will be to develop a broader strategy to build the local research base across technology specializations and develop the organizational structures and resources to develop a significant cluster of technology-based enterprises. Collaboratives have been established in a number of cities and regions involving government, economic development, and academia with the objective of promoting technology transfer and technology-base enterprise development.

- *Conduct an early-stage-capital study to identify needs and sources of pre-seed, seed and venture capital financing for the region.*
  The shortage of early stage capital in New Orleans and throughout Louisiana is often cited as a barrier to the development of new business ventures. At the same time, new public and private risk capital funds have been established in recent years. Efforts to catalyze the development of additional early stage capital sources may be important to spur the development of new, high-growth enterprises in New Orleans.

  A study should be conducted on the regional level to develop a better understanding of the extent and nature of supply and demand for early stage capital. The PPP should work with GNO Inc. and local and regional organizations such as the Louisiana Technology Council, the New Orleans Regional Biosciences Initiative and the Idea Village to organize such a study.

  The study would identify and quantify the sources of pre-seed, seed, and venture financing available to local firms through federal and state programs and private sources, estimate the current and prospective level and type of early stage funding needed to support the development of new business ventures, inventory the potential sources of additional public, corporate, individual and philanthropic funding to address identified needs, and develop objectives and strategies to meet those needs.

- *Ensure the availability of commercial space for startup ventures.*
  A number of private and non-profit developers are developing space for new business ventures, including business incubators, other facilities with shared space and services designed to reduce business costs, and specialized facilities targeted to firms in certain industries such as biosciences, green industry, and digital media.

The PPP should work with developers to identify appropriate buildings and sites, provide information about existing financial incentives, and assist with incentive application processes and local regulatory approvals. As the PPP becomes more familiar with the unique needs of these development projects, it can also work with city government to develop more tailored financial incentives, review and, if appropriate, propose revisions to land use regulations and building codes that unnecessarily inhibit development of such projects.

> *Through the new zoning ordinance, ensure that there us adequate space for affordable commercial property for start-up companies throughout the city.*
> *Promote the development of "cool spaces" in lively areas of the city, preferred by young, tech-savvy entrepreneurs.*

GOAL **8**

A vibrant local small-business base

8.A Sustain and grow the city's small- and micro-business base.

ACTIONS

- *Improve coordination of small business assistance services.*
  As noted earlier, there are a large number of programs in New Orleans providing small business financing and technical assistance. The number of programs grew considerably after Hurricane Katrina as a number of organizations established programs to support business recovery. While this is a positive development, it can complicate the efforts of existing or prospective small business owners to identify and access the assistance that is best tailored to their needs. The Collaborative for Enterprise Development is a good start toward improving service coordination, but its membership is not inclusive of all business assistance providers.

  Improved organizational coordination could yield a number of benefits such as:
  > Information sharing about the specific services and eligibility criteria of each organization.
  > Common assessment and referrals so that whichever organization a business initially approached, a match with the most appropriate provider could be more easily made.
  > Collaboration on staff training and professional development and possibly certification standards to improve staff proficiency.
  > Common outcome metrics to help organizations track the progress of client businesses and assess their performance.
  > Improved coordination to identify gaps in services or financing tools and enable organizations to work collaboratively to address these gaps.
  > Establishment of a pool of shared specialized business consultants.
  > A common business mentoring program with local business organizations
  > Joint marketing tools, such as a small business assistance web portal.

  These efforts could be managed by an expanded Collaborative for Enterprise Development or alternatively, the new small business partnership now under consideration. Additional staffing will be required to manage these additional responsibilities.

- *Streamline business regulatory processes.*
  The city should establish a detailed reform plan with a clearly-defined set of actions to address bureaucratic hurdles to licensing and the permitting process and a strict implementation timeline. The city should also make a commitment to report to local business organizations on implementation progress against the established timeline on a quarterly basis.

> *Organize a comprehensive permitting process to ease concerns of business communities.*
> *Streamline the permitting process by creating a "one-step" permitting shop with dedicated staff to walk applicants through the process.*

- *Improve access to public contracting opportunities for small and minority-owned businesses.*
  While the city and many of its independent public agencies have established programs to promote contracting to targeted small, minority and disadvantaged business enterprises, these programs have not been used to their fullest extent. Public agencies with special contracting programs can address these issues by establishing a collaborative small contractor support initiative. Common policies and procedures that would make it easier for targeted small businesses to qualify and compete for designated contracting opportunities include:
  > *Joint communications tools to advertise all contracting opportunities.*
  > *Establishment of a single qualification process.*
  > *Sufficient staffing to turn around applications in a timely manner.*
  > *Contract structures and bidding processes that facilitate targeted business participation such as:*
    - *Break larger master contracts into smaller pieces to increase bidding opportunities for smaller contractors*
    - *Structure contracting process to give smaller contractors larger pieces of fewer jobs to lessen their administrative burden.*

  Another factor that inhibits small contractor participation in these programs is the inability to obtain surety bonds of sufficient amounts from private financing sources. The Collaborative for Enterprise Development or the new small business partnership now under consideration by the city should explore the establishment of a small contractor bonding program to address this issue.

GOAL **9**

A 24-hour downtown to support its role as an economic driver

9.A Revitalize downtown New Orleans and Canal Street and transform downtown into a thriving, mixed use urban center.

ACTIONS

- *Improve and enhance downtown as a vibrant mix of urban districts for work, entertainment, shopping and living.*
  > A center for business and commerce
  > A marketplace of mixed-use development
  > A great neighborhood to live
  > The world's meeting place in the convention center
  > A center of culture and tourism

- *Engage NORA to pursue public/private partnerships and land assembly in critical locations to expedite infill redevelopment.*
  Market forces are not yet directing and sustaining development, and without a substantial push in critical locations (*e.g.,* along Canal Street), it will likely be much longer before New Orleans witnesses a revitalized CBD and Canal Street. More aggressive public-private partnerships, directed by the New Orleans Redevelopment Authority (NORA), are needed to overcome obstacles and jump start redevelopment. NORA's involvement may be particularly essential on those block faces with narrow parcels and fragmented ownership. Consolidation of the parcels would make them more marketable and would allow for greater flexibility in redevelopment.

- *Adopt a historic rehabilitation building code, modeled on the New Jersey Rehabilitation Sub-code, to facilitate the renovation of upper floor space.*
  Because of the inflexibility of existing building and fire codes, the renovation of the upper floors of many buildings along Canal Street (and throughout downtown) is infeasible. A new sub-code for the renovation of historic buildings is needed. New Jersey adopted a statewide "renovation sub-code" in 1998, which established flexible building codes tailored to older structures to encourage their rehabilitation, and the City of Los Angeles implemented a similar code in 1999 for historic buildings in downtown Los Angeles. Both measures have been unqualified successes, as they have been credited with facilitating billions of dollars in renovation activity.

- *Expedite the renovation of downtown theater venues and the realization of the theater district initiative.*
  The Downtown Development District and the City should continue to pursue the renovation of the Joy or State Palace theaters, working closely with the owners to identify financing and/or potential investors. The city could also pursue the path that it has taken with the Saenger Theater and take an active ownership role in restoring the Joy and State Palace.

- *Improve the retail market along Canal Street to reestablish it as one of the city's primary commercial corridors.*
  > *Identify priority "keystone" properties and "keystone" retailers to catalyze market momentum and attract further investment.*
    Along Canal Street, efforts at redevelopment should be directed especially towards the Riverfront end of Canal. If a continuous swath of quality commercial and mixed use development could be generated in this area, subsequent investment would likely ensue, driving activity further up Canal Street.
  > *Provide incentives and gap financing to "signature" local and national retailers to locate along Canal Street.*
    In addition to working with property owners to redevelop physical structures along Canal, the City and DDD should also consider the use of direct financial inducements such as HUD Section 108 loans to the "keystone" retailers who would occupy those structures.

[Recommendations for Neighborhood Commercial Districts can be found in Chapter 5.]

- *Continue to market the use of tax credits and other incentives to encourage the rehabilitation of historic structures.*
  The City and DDD must remain aggressive in reaching out to property owners and developers to ensure that they are aware of GO Zone incentives, legislation such as expanded New Markets Tax Credits, Historic Rehabilitation Tax Credits, and Low Income Housing Tax Credits. The City and DDD should also direct stakeholders to the resources that can help to guide them through the considerable technical, legal, and financial requirements of these programs. The City should also push Congress for a long-term extension of the GO Zone program both to maintain stalled projects' eligibility for the subsidies and to facilitate more of a phased (though still substantial) pace of redevelopment.

- *Pursue aggressive code enforcement to ensure code compliance.*
  Code enforcement must continue to be a priority to ensure the orderly appearance of downtown and Canal Street and to limit the growth of illegal, nuisance uses. Along with Safety and Permits and HDLC, the Downtown Development District, through an agreement with the City, has recently assumed increased code enforcement duties throughout downtown.

- *Through the new zoning ordinance, ensure that new development throughout downtown meets the highest standards for context sensitivity and overall design quality.*
  Creating clear, demanding design guidelines in the new zoning ordinance will ensure that new construction actually adds value and character to downtown streets, which will in turn attract

additional investment. New zoning and design guidelines should insist on a more attractive treatment of on-site parking, building facades that encourage pedestrian activity and engage the street, and a higher standard for building materials and overall design quality.

While taking into consideration the scale of existing and adjacent neighborhoods, the new zoning regulations should also allow sufficient capacity in height and density to encourage the redevelopment of surface parking lots.

8.B Enhance transit, pedestrian and bicycle access to and within downtown.

The transportation element of this Plan (Chapter 13) outlines some of the specific route adjustments, performance improvements, and other changes that the RTA should implement to attract more riders. All of these improvements will greatly improve transit access to downtown and will therefore make downtown a more compelling destination for work, shopping, and entertainment. However, many improvements specifically targeted to downtown would make for a more inviting, accessible, and pedestrian friendly environment.

ACTIONS

- *Implement the recommendations of the Downtown Development District's Downtown Mobility and Parking Study, including the establishment of a coordinated parking program.*
  The recently completed study outlines a number of priority investments to improve traffic flow, pedestrian safety, and overall mobility. The recommendations of the study should be implemented, with particular attention to the establishment of a parking authority and coordinated off-street parking program.

- *Improve the pedestrian environment throughout downtown.*
  Streetscape improvements are needed to set the stage for redevelopment along a number of corridors: the Rampart/Loyola corridor, currently dominated by surface parking lots, and the Tulane Avenue corridor adjacent to the Tulane Medical Center and the shuttered VA and Charity hospitals. In order to create additional access points to the Riverwalk, increase ridership on the Riverfront Streetcar, and enliven the streetscape on Convention Center Boulevard, a number of pedestrian access points should be created. These pedestrian promenades should be clearly demarcated, visible, attractively landscaped, and should incorporate commercial development to ensure that they remain active and safe.

- *Enhance bicycle connectivity to downtown through the provision of bike infrastructure including the construction of the Lafitte Greenway.*
  The Transportation element of this Plan (Chapter 13) outlines a number of specific recommendations for improving the bicycle infrastructure of the entire city. The Lafitte Greenway and the other projects that the Transportation element recommends will substantially improve bicycle access to downtown.

8.C Make investments to public parks, buildings and other facilities to attract private investment.

ACTIONS:

- *Secure funding for the full implementation of the Reinventing the Crescent park along the riverfront.*
  Approximately $30 million towards the $300 million project has been obtained to date. A funding mechanism should be identified for the remainder of the project.

- *Build upon recent renovations to Armstrong Park to improve access, visibility, and amenities.*
  In preparation for the reopening of the Mahalia Jackson Theater, the city completed incremental

renovations to Armstrong Park. Additional improvements should include: improved access and more pedestrian entrances at the perimeter of the park; the installation of recreational facilities behind the Mahalia Jackson Theatre; the completion of the National Park Service's proposed Jazz National Historical Park; and the renovation of the Municipal Auditorium.

- *Renovate the central library on Loyola Avenue and transform it into a "signature" public building.* In a number of cities across the country such as Seattle and Chicago, the main public library serves as an iconic civic space.

- *Redevelop the Iberville Public Housing Development to create a new, mixed income community.* The Iberville Housing development, while long celebrated as the most desirable of New Orleans' public housing complexes, nevertheless suffers from violence and the effects of concentrated poverty. It is also seen as a major deterrent to additional investment along Canal Street and the Rampart Avenue corridor. Iberville should be redeveloped as a mixed income development, but a number of principles must guide its redevelopment:
  > units must accommodate a broad range of incomes: from public housing units to market rate units;
  > existing buildings should be largely preserved;
  > community serving commercial development, such as a grocery store, should be incorporated into the redevelopment plans;
  > extensive social services, such as child care, youth development, and access to job training, should be incorporated into redevelopment plans.

Shared destiny involves promoting equity

Equity means fairness, equal opportunity, and treating everyone with respect and dignity. It is a concept of fundamental importance to every New Orleanian regardless of background, economic standing, or other kind of difference.

Louisiana's constitution bans racial bias; the city charter states that New Orleans does not tolerate discrimination. Beyond basic fairness, equity today stands as an essential component of economic development: cities that compete most successfully for jobs and investment make sure that no one is denied basic rights and opportunities because of race, age, gender, religion, sexual orientation, or disability.

While usually conceived of in purely economic terms, achieving equity takes many forms.

Employment: Enhancing Workforce Development
The Master Plan outlines strategies for offering people of every education and skill level more opportunities for lifelong education and career development.

Entrepreneurship: Creating an Environment Friendly to Small Business
Ensuring that economic-development initiatives benefit the full spectrum of the community, including small and minority-owned businesses, will require building the principle of inclusion into all economic development efforts.

Rebuilding: Making Strategic Investments in Neighborhoods According to Condition and Need
Like all American cities, New Orleans must address disparities among neighborhoods by ensuring that each one receives the public investment in facilities and infrastructure it requires in order to thrive. The Master Plan outlines a range of condition-specific strategies for making public policy and investments that take into account differing neighborhood challenges and needs.

Civic: Creating a Business-Friendly Culture Within City Government
A streamlined, business-friendly culture within city government contributes to equity by assuring access to business assistance and services for businesses of any size and instills confidence in both residents and potential investors from outside New Orleans. The Master Plan outlines steps the City can take to build a more transparent, responsive, and fair business climate.

Cultural: Support the Creative Contributions of Every Member of the New Orleans Community
New Orleans music, crafts, arts, and dance programs have disappeared in recent years. Minneapolis/St. Paul and other cities have initiated programs that focus on using the arts to keep at-risk youth in school and move people into creative roles in the workforce. A New Orleans Cultural Commission or Department of Cultural Affairs could help recapture the human potential lost with these programs—while extending the city's rich cultural legacy and strengthening competitiveness for high-value heritage tourism—by collaborating with nonprofits, schools, and other partners on efforts.

Environmental: Promote Environmental Equity
Environmental justice and equity requires that all groups and places should have equal access to environmental goods like clean air and water and that no group or place should bear a disproportionate burden of environmental problems. The Master Plan outlines environmental strategies to benefit all parts of the City.

Cities like Atlanta, Baltimore, and Chicago have learned that when residents don't trust city government to be fair and to serve everybody's needs, residents compete for control of the levers of power rather than joining in community-wide efforts to solve deeply rooted problems. Like all of the Master Plan's core policies, those related to equity should be monitored annually, and these and other cities offer effective models of how that can be done.

VOLUME 2

chapter 10

COMMUNITY FACILITIES, SERVICES AND INFRASTRUCTURE

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***Water, sewer, and drainage infrastructure repaired, upgraded, safe and resilient***	• Work with the Sewerage and Water Board to support a multi-faceted funding program. • Support alternative, non-structural solutions where feasible. • Comprehensively rebuild water and sewer infrastructure to reduce leaks, improve quality, and replace outmoded infrastructure.	10.12
2	***Public safety services and facilities that meet best-practices performance standards for all areas of the city and can continue to function during 1-in-500-year storms***	• Restore and improve all public safety facilities to be storm resistant and resilient. • Support community-based public safety programs.	10.13
3	***Cost-efficient, resource-efficient, well maintained public facilities and services***	• Create a network of public facilities and service clusters as neighborhood civic centers designed to fit into neighborhood character. • Provide a library system accessible to all neighborhoods with libraries that function as centers of learning and centers of community.	10.15
4	***State-of-the-art public school campuses and facilities accessible to all neighborhoods***	• Promote collaboration among city agencies and community and neighborhood groups in implementation of the New Orleans School Facilities Master Plan. • Ensure City and community input in projects to expand school land or reuse school land or facilities no longer needed. • Where feasible, combine school facilities with other, community-serving functions such as libraries and community centers.	10.16
5	***Up-to-date justice facilities and programs***	• Continue to rebuild justice system facilities and expand rehabilitation strategies for offenders.	10.17
6	***Energy efficiency and utility-service reliability and reasonable cost***	• Implement the Energy Smart New Orleans Plan.	10.17
7	***State-of-the-art tele-communications infrastructure***	• Enact regulations and pursue contracts that result in the highest level of cost-efficient services for businesses and individuals.	10.18

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet
INFRASTRUCTURE

Water Supply

- 1,610 miles of water mains and 16,500 hydrants
- Two water treatment plants purify raw Mississippi River water
  - > Carrollton Plant services East Bank and producing 120 MGD – million gallons per day (design capacity = 232 MGD)
  - > Algiers Plant produces 10 MGD (design capacity = 40 MGD)
- To date, all identified water main breaks have been fixed.
  - > Several unidentified leaks have yet to be located and repaired; could take 2 to 3 years to restore water service system to pre-Katrina levels
  - > Estimated cost for repairing currently identified water system damage: $10M to $20M

Sewerage

- 1,600 feet of gravity sewer lines, 8-inches to 7-feet in diameter
- 83 pumping and lift stations, of which 2 are large ones on the East Bank and 1 large station on the West Bank
- The majority of sewage pumping stations are still undergoing Katrina related repairs. Of the 65 pumping stations: 11 in service, 54 on partial pumping capacity or completely on portable pumping.
  - > The approximately $80M in repairs to pumping stations will be paid for by FEMA
- Two sewerage treatment plants service the entire City
  - > East Bank capacity = 122 MGD (dry weather); currently receiving 100 MGD; current improvement plan to increase capacity to 265 MGD (wet weather)
  - > West Bank capacity = 20 MGD; currently receiving 10 MGD
- 1998 Consent Decree between the City of New Orleans, the Sewerage & Water Board of New Orleans, the State of Louisiana, and the U.S. Government; scheduled completion December 2010; the Sewerage & Water Board has requested an 8 year extension
- About $500M remaining work in the over $650M of sewerage system capacity improvements on-going

WHAT DOES IT MEAN?

- Current water plant capacity meets needs but distribution system requires significant repairs and improvements to reduce leaks.
- A significant amount of work is necessary to restore the sewerage system.
- Adequate funding needed for necessary significant improvements to drainage system.
- A safer, smarter, and more intelligent electrical grid is necessary.

Drainage

- 90 miles of open canals and 90 miles of subsurface canals
- 13 roadway underpass pumping stations
- System pumping capacity is 29 billion gallons per day
- On the East Bank, 20 pumping stations send flow to Lake Pontchartrain and 2 send flow to the Intracoastal Waterway; of the 22 pumps on the East Bank, only 6 are in full service
- On the West Bank, 2 pumping stations send flow to the Intracoastal Waterway (one in service and one partially operating).
- $803M budget for five-year Capital Improvement Program (2007-2011); $407M of this provided through funding sources other than SWB revenue

Street Lights

- 55,000 street lights
- The City has assumed responsibility for the street light maintenance program in lieu of continuing to contract with Entergy.

Electric Grid

- Entergy has two generation stations: 870 million watts Michoud Plant and the 61 million watts Patterson Plant
- There has not been significant investment in the transmission system in the last 20 years.
- Today's transmission infrastructure is designed to withstand 140 mph winds. Towers built in 1950s and 1960s designed to withstand 100 mph winds.

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MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet
COMMUNITY FACILITIES

School Facilities

- 79 Public Schools in operation in Orleans Parish including OPSB, RSD and charter schools.
- 33,550 students for the 2008–2009 school year.
- The School Facilities Master Plan for Orleans Parish
  - > Outlines the renovation/rebuilding of public school facilities.
  - > Outlines schools within a ½-mile walking radius of every neighborhood.
  - > The Orleans Parish School Board approved the plan on November 6, 2008 and it is currently under review by the Louisiana Board of Elementary and Secondary Education.

Libraries

- 11 Public libraries open in Orleans Parish *(as of August 2009; includes temporary facilities)*

Child Care Centers

- 117 Child care centers open in New Orleans (2008)

Police Facilities (Headquarters and District Stations)

- 15 Stations
  - > 2 in undamaged or repaired facilities
  - > Remainder operating in temporary or damaged facilities.
  - > 15 recovery projects for Police Department facilities currently underway. The majority of projects are renovations of existing facilities.

Fire Department Facilities

- 21 *Stations (including additional staging areas and temporary facilities)*
  - > 33 recovery projects for Fire Department facilities currently underway. The majority of projects are renovations of existing facilities.

Emergency Medical Service

- 98 full-time employees
  - > 3 Board Certified Emergency Medical Physicians
  - > 60 paramedics
  - > 44 EMTs (Emergency Medical Technicians)
- Answered 50,000 calls in 2008

WHAT DOES IT MEAN?

- New Orleans is a city built around strong neighborhoods with the capacity for multiple community resources in each neighborhood.
- Many of our community facilities were heavily impacted by the storms.
- Significant progress has been made in bringing our community facilities back on line; however, there is still a long way to go to ensure all neighborhoods have equitable access to community facilities and services.
- New Orleans cannot be a functioning city without rebuilding the community facilities that are at the core of neighborhoods.
- Our historic pattern of clustering services within neighborhoods is an easily re-attainable sustainability strategy.

Justice Facilities

- Majority of existing law enforcement and court facilities were damaged or destroyed by Hurricane Katrina.
- The Justice Facilities Master Plan
  - > Redevelopment of the Israel M. Augustine, Jr. Criminal Justice Center (Tulane and Broad) facilities into a campus divided into three "zones" – Police, Courts, and Sheriff.
  - > The plan recommends reuse of existing facilities as well as new facilities to consolidate similar and compatible uses *(ex. Consolidated Crime Lab, Coroner's Office, and Evidence Storage)*.
  - > Consolidation of the Courts system at the Tulane/Broad campus has received some resistance. Some prefer a consolidated facility at a downtown location instead.
- 19 recovery projects for justice facilities currently underway, ranging from replacement of mechanical systems to design and construction of new facilities.

Sources:
LPHI, PCASG-Funded Community-Based Health Care Centers, May 2008; New Orleans Food Policy Advisory Committee, Building Healthy Communities, January 2008; NOFD, Recovery and Reconstitution Planning Report, March 2006; Recovery Projects Information Report, August 2008; OPSB/RSD, August 2008; FEMA, September 2007; Orleans Parish School Board/Recovery School District, August 2008

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FINDINGS

- New Orleans facilities and infrastructure were under-maintained and in need of upgrades before Hurricane Katrina.
- Many of the city's community facilities were heavily damaged by hurricanes Katrina and Rita.
- Millions of dollars of recovery funds will be invested in public facilities all over New Orleans in the next few years.
- The water, sewer and drainage infrastructure requires billions of dollars in repairs and improvements.

CHALLENGES

- Restoring community facilities to serve residents and businesses in a coordinated way.
- Restoring community facilities to be more sustainable and cost-efficient than before the storm.
- Coordinating diverse agencies to attain the historic pattern of clustering services within neighborhoods.
- Filling the financing gap to restore and enhance the City's sewer, water and drainage infrastructure.
- Establishing non-structural approaches to drainage, wastewater and other needs.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CAO	Chief Administrative Officer	**MGD**	Million Gallons per Day
CPC	City Planning Commission	**NOFD**	New Orleans Fire Department
EMS	Emergency Medical Services	**NOPD**	New Orleans Police Department
EMT	Emergency Medical Technician	**OPSB**	Orleans Parish School Board
FEMA	Federal Emergency Management Agency	**RSD**	Recovery School District
GIS	Geographic Information Systems	**S&WB**	Sewerage and Water Board

A Introduction

New Orleans' infrastructure and many community facilities, such as police and fire stations, libraries and community centers, were severely damaged or destroyed in the aftermath of Hurricane Katrina and federal funding is supporting millions of dollars in investments in new and rehabilitated facilities and infrastructure.

The Master Plan emphasizes co-location of community facilities and incorporation of resiliency, energy efficiency and green building techniques. Community-serving facilities should be combined, where possible, in centralized locations within neighborhoods—forming a nexus of community facilities and services. Many facilities can be designed for flexible uses: schools and police stations can have community meeting rooms; schools can share clinics with the surrounding neighborhood; libraries can accommodate adult learning centers. Renovation of existing facilities and construction of new ones should be executed to increase resiliency, mitigate future storm damage and reduce recovery time after a storm event or other emergency. Like older cities all over the country, New Orleans' aging infrastructure, some of which has elements nearly 100 years old, needed very costly improvements estimated at $6 billion even before the storm. While many repairs and replacements require traditional hardened solutions, there are also opportunities to explore innovative non-structure solutions to enhance cost-efficient rehabilitation of the system.

Every neighborhood will see facility and infrastructure improvements as a result of the recovery-related capital improvement program, but the full value will depend on the City's capacity to maintain these investments over the long term. Establishment of an asset management system for City-owned properties is a high priority recommendation of the Master Plan.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 10.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Water, sewer and drainage infrastructure repaired, upgraded, safe and resilient	Rebuild the city's water, sewer and drainage system to add resiliency, improve efficiency, and preserve public health.	Develop funding strategies combining federal, state, local bond and local rate financing.	S&WB; possible consultants	first five years	S&WB resources	10.12
		Review the tradition of providing free water to all government bodies.	S&WB, City Council	first five years	Staff time	10.12
		Establish a priority ranking system to resolve existing drainage problems and communicate the priorities and rationale to the public.	S&WB	first five years	Staff time	10.13
		Pursue innovative, nonstructural solutions for treating effluent and managing stormwater, including a stormwater management unit.	S&WB	first five years	staff time; grant funding; federal funds;	10.13
		Continued needed improvements as provided for in the Sewerage and Water Board Master Plans.	Sewerage & Water Board (S&WB)	long term	Federal; bonds; rate payers. Estimated $6 B cost	10.12
Public safety services and facilities that meet best practices standards for all areas of the city	Make all public safety facilities state of the art and with integrated services.	Improve facilities, infrastructure and service capacity, including design to withstand Category 5 storms at a minimum.	Mayor's Office; CAO; Public Safety Departments; Project Delivery Unit	first five years	Non-recurring disaster funding	10.13
		Require mandatory interagency management teams and training for all first responders.	Mayor's Office; CAO	first five years	Staff time	10.13
	Implement a more robust community policing program and overall communication with the public.	Continue to implement the Brown Report's Strategic Action Plan's recommendations on community policing.	Police Department	first five years		10.13

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Organize systems to assure support from other agencies for community policing efforts, such as code enforcement, liquor licensing, and so on, including ticketing for quality of life offenses.	Police Department; other agencies	first five years	Staff time	10.14
		Continue to collaborate with other justice system entities in development information sharing and efficient communications.	Police Department and other justice system agencies	first five years	Staff time	10.14
		Enhance the public communications office for more effective communication with the public.	Police Department	first five years	Staff time	10.14
		Improve the quality and accessibility of information on the department's website.	Police Department	first five years	Staff time	10.14
	Continue to pursue implementation of the Fire Department Master Plan.	Recruit highly qualified personnel, including multilingual candidates.	Fire Department	first five years	General fund	10.14
		Review training programs and procedures and rebuild the training facility adjacent to the NASA Michoud facility when funds are available.	Fire Department	first five years	General fund	10.14
		Establish an apparatus lease program and increase the number of front line response apparatus.	Fire Department	first five years	General fund	10.14
		Repair water hydrants to allow faster and more access to water supply.	S&WB; Project Delivery Unit	first five years	Recovery funds; general fund	10.14
		Meet best practice requirements for staff vehicles.	Fire Department	first five years	General fund	10.14
	Enhance the EMS program.	Develop and operate a GIS mapping system or similar program and explore use of other software, such as electronic patient care reports.	EMS to work with Office of Technology	first five years	General fund	10.14
		Consult other cities for EMS best practices, such as Washington and Boston.	EMS	first five years	Staff time	10.14

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Create a 24/7 call center with an EMS supervisor to support EMTs in the field.	EMS	medium term	State and local funds	10.14
		Provide advanced training and continuing education (through partnerships with local universities) and incentives for increased performance.	EMS	medium term	State and local funds	10.14
		Locate EMS stations strategically to provide appropriate care for each area of the city.	EMS	medium term	State and local funds	10.15
	Improve customer service and response tracking in the Community Information/311 office	Train 311 operators to answer common questions directly rather that refer callers to other departments.	311	first five years	Staff time	10.15
		Create a community information center interactive web site with frequently asked questions, links to departments and outside resources.	Office of Technology	first five years	Staff time	10.15
		Provide a 311 email form where citizens can select any city service, not just reporting potholes, code violations, debris and dumping.	Office of Technology	first five years	Staff time	10.15
		Increase the 311 Call Center's capacity for emergency assistance.	311; Office of Emergency Preparedness	first five years	Federal and state funds	10.15
Cost, efficient, resource-efficient, well-maintained public facilities and services	Create a network of public facilities and service clusters to function as neighborhood civic centers.	Seek to co-locate city services with public schools, clinics, and similar services	CAO's office	first five years	Staff time	10.15
	Provide a library system accessible to all neighborhoods with libraries that function as centers of learning and centers of community.	Reference recommendations from the Library Master Plan in neighborhood civic center planning.	CAO's office; Library system; Project Delivery Unit	first five years	Staff time	10.15
		Provide a variety of services and amenities, such as conference rooms, multi-media facilities, *etc.*, to attract more patrons.	Library system	first five years	Recovery funding; capital funds	10.15

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Seek partnerships and new funding sources to enhance facilities and services.	Library system; public -private partnerships	first five years	Foundations	10.15
		Provide meeting and program spaces in all but the smallest locations.	Library system; CAO's office; Project Delivery Unit	first five years	Recovery funding; capital funds	10.16
		Involve citizens in planning library design and operations.	Library System; Citizen Participation System	first five years	Staff time	10.16
	Establish an asset management system for all city property and facilities, including streets, to be fully operating in 2015.	Make establishment and implementation of an asset management system, including training and ongoing upkeep of the system, a high priority.	Mayor's Office; CAO	first five years	General fund	10.16
State of the art public school campuses and facilities accessible to all neighborhoods	Promote collaboration among city agencies, community and neighborhood groups, and the school board in implementation of the School Facilities Master Plan.	Where feasible, combine school facilities with other community-serving functions like libraries and health centers.	School District; CAO's office	first five years	Staff time	10.16
		Ensure that elementary schools are within walking distance of neighborhoods and high schools have access to public transit.	School District	first five years	School funds	10.16
		Ensure city and community input in planning for projects to expand school land or facilities, or adaptive reuse of school lands or facilities no longer needed.	School District; CPC; Citizen Participation Program	first five years	School district funds	10.17
Up to date justice system facilities and programs that include a focus on the rehabilitation of offenders for re-entry into society	Rebuild and expand justice facilities in ways the contribute to commercial district and neighborhood vitality.	Keep Civil Courts downtown in order to contribute to downtown's health as an office and civic center.	Civil Courts	first five years		10.17
		Continue to establish and expand best practice programs of alternative sentencing and rehabilitative justice.	Sheriff's Office	first five years	Grants; federal, state and local funding	10.17
		Continue efforts to enhance communications and information sharing within the justice system.	all justice system groups	first five years	Staff time	10.17

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS:				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Energy efficiency and utility service reliability and reasonable cost	Reorganize incentives to utilities and to households and business to emphasize conservation, reliability and reasonable cost.	Expand implementation of the Energy Smart New Orleans Plan.	City Council	first five years	Grants	10.17
		Adopt a regulatory system that decouples utility revenue from electric consumption.	City Council	first five years	Staff time	10.17
		Adopt a Renewable Portfolio Standard.	City Council	first five years	Staff time	10.17
		Adopt an energy efficient portfolio standard.	City Council	first five years	Staff time	10.17
		Explore options for a long-term plan to harden transmission lines and bury overhead utilities.	City Council; Energy Coordinator	first five years	Staff time	10.17
		Continue to make citywide upgrades to the underground gas infrastructure to replace low-pressure lines with high-pressure lines.	Entergy	first five years	Utility receipts	10.17
State of the art telecommunications infrastructure, including broadband, fiber optic, wireless and cable	Enact regulations and pursue contracts that result in the highest level of cost-efficient service for businesses and individuals	Make capital investments and implement strategies to ensure the resilience of the city's communications and telecommunications.	Mayor's Office; CAO	first five years	Staff time	10.18
		Develop a Telecommunications Policy Working Group to guide city policy.	Mayor's Office	first five years	Staff and volunteer time	10.18

Getting Started

This item is a short-term action that will help lay the groundwork for the longer-term actions that follow.

- Establish an asset-management system for all City property and facilities, including streets.

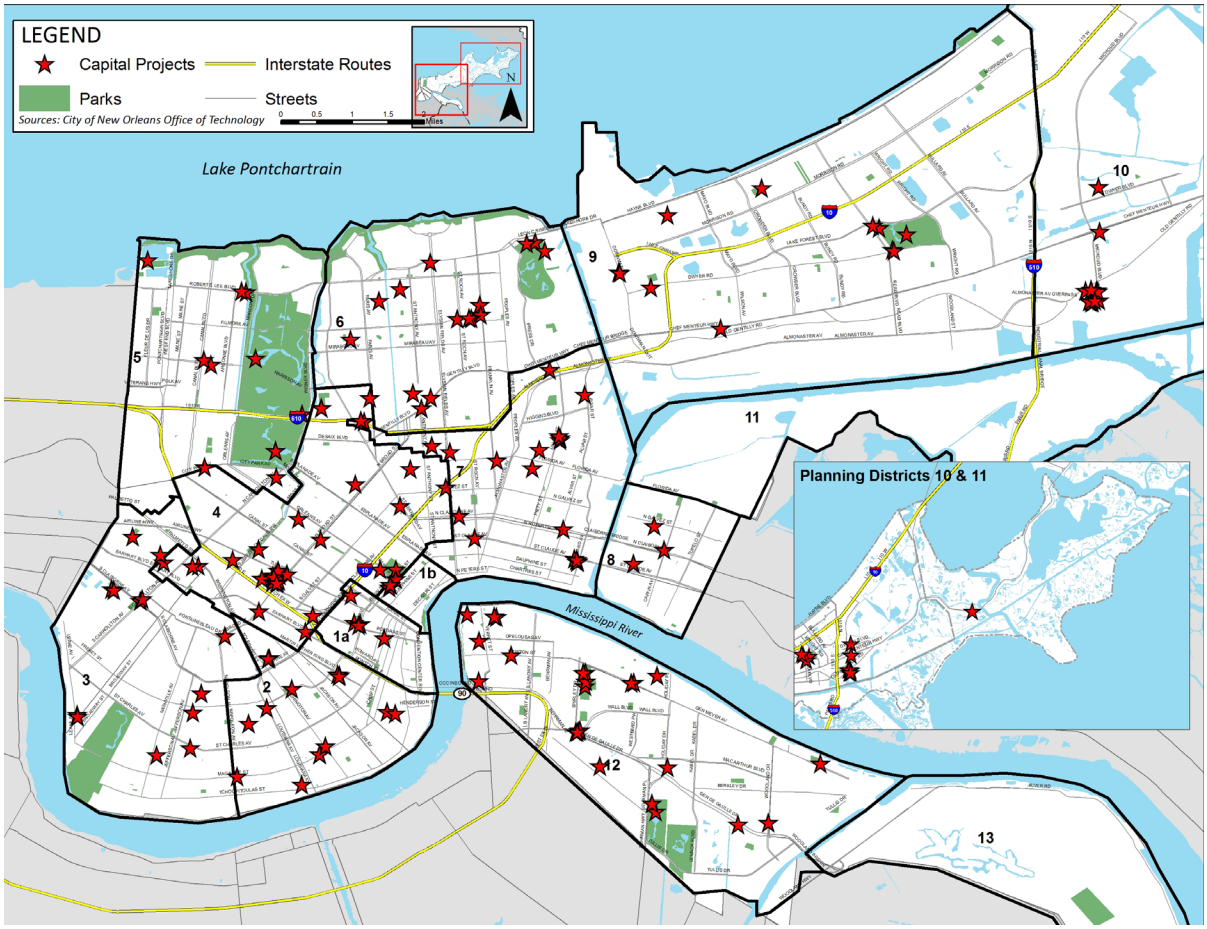
Narrative

In the aftermath of Hurricane Katrina, the City of New Orleans will see the investment of many millions of dollars of federal funds in city facilities and infrastructure, both for new construction and for renovation. This is a tremendous opportunity to upgrade community facilities, many of which were in poor condition or obsolete at the time of the storm, so that they meet contemporary standards.

As noted in previous chapters, community-serving facilities should be combined, where possible, in centralized locations within neighborhoods—forming a nexus of community facilities and services. Many facilities can be designed for flexible uses. Schools and police stations can have community meeting rooms, schools can share clinics with the surrounding neighborhood, libraries can accommodate adult learning centers. Energy efficiency and green building techniques can be incorporated to make new investments more cost-effective over the long term.

In addition, both the new construction of facilities as well as the renovation of existing facilities should be executed to increase resiliency, mitigate future storm damage, and increase recovery time after a storm event or other community emergency. While building these shared-use community facilities makes sense from a neighborhood services perspective, they should also be designed for potential use as storm shelters and be built for a more sustainable future. By building community facilities in locations that can be easily mitigated in the event of a natural disaster or other community emergency, a neighborhood's recovery time could be dramatically reduced. If every neighborhood were to have these facilities central to the community, they could serve as centers of refuge, care, and supplies for the neighborhood immediately surrounding them.

MAP 10.1: PUBLIC FACILITIES RECOVERY INVESTMENTS



Like older cities all over the country, New Orleans' aging infrastructure needed very costly improvements even before the storm. While many repairs and replacements require traditional hardened solutions, there are also opportunities to explore innovative non-structural solutions to enhance cost-efficient rehabilitation of the systems.

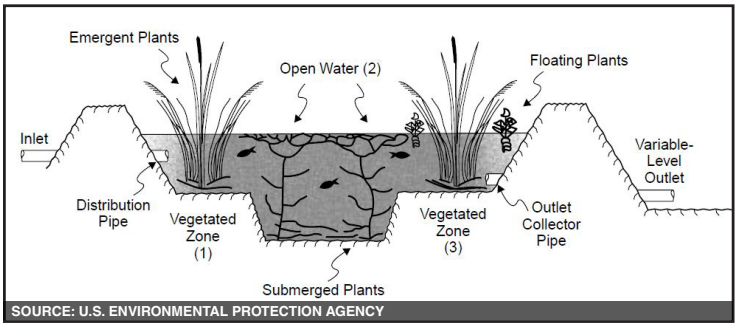
GOAL **1**

Water, sewer, and drainage infrastructure repaired, upgraded, safe and resilient

1.A Rebuild the city's water, sewer and drainage system to add resiliency, improve efficiency, and preserve public health.

ACTIONS

- *Continue needed structural improvements as provided for in Sewerage and Water Board Master Plans by comprehensively rebuilding water and sewer infrastructure to reduce leaks, improve groundwater quality, and replace outmoded infrastructure.*
  - > Rebuild underground water and sewer infrastructure more robustly to account for subsidence and hedge against future damage to underground pipes.
  - > Improve the water purification and sewerage treatment plants to increase efficiency and resiliency.
  - > Develop alternative fresh water sources in case of contamination of the drinking water supply.
- *Develop funding strategies including seeking federal funding for water and sewer infrastructure repairs and replacement. The city should secure adequate federal, state, and local funding streams to comprehensively replace underground infrastructure. For greater efficiency, water and sewer replacements should be coordinated with road rebuilding projects to reduce costs and increase efficiency.* In addition, it is necessary to review the sewer and water rate system and the tradition of providing free water to government bodies. Free water discourages habits of conservation. Even if New Orleans has an abundant source of raw water in the Mississippi River, the cost of processing water that is then provided free or wasted is not an efficient use of resources. The city and the S&WB should develop a proper balance of reasonable rates for ratepayers and elimination of "free" water provision in exchange for a contribution if not full rate payment by government.
- *Establish a priority ranking system to resolve existing drainage problems.*



SOURCE: U.S. ENVIRONMENTAL PROTECTION AGENCY

SOURCE: U.S. DEPARTMENT OF ENERGY

Constructed wetlands are artificial ponds planted with aquatic plants that are used to treat waste water, and have been successfully utilized in several municipalities throughout the U.S. The New Orleans Sewerage and Water Board is developing a project to restore degraded wetlands as a way of treating effluent from the East Bank wastewater treatment plant. If successful, this project could obviate the need for expensive infrastructure investments.

- *Where feasible, pursue innovative, nonstructural solutions for treating effluent, such as wetlands restoration, and for managing stormwater, such as natural drainage, thereby reducing the need for more expensive structure approaches.*
  > Modify regulations to promote and implement strategies that encourage infiltration of stormwater such as pervious surface, directing rooftop runoff to rain gardens, swales, and richly vegetated public spaces, where feasible.

  Cities across the nation have been searching for alternatives to traditional hardscape solutions in solving their storm drainage problems. Common approaches include vegetated swales, rain gardens and protection and enhancement of wetlands and riparian buffers. These approaches are even more effective when implemented along with strategies that keep stormwater runoff out of the storm sewer system, such as pervious pavement and directing rooftop runoff to vegetated areas. These approaches reduce the amount of stormwater runoff, recharge the groundwater and prevent subsidence, reduce urban temperatures, improve urban aesthetics and community livability and save capital costs.

  The cities of Portland (OR) and Seattle (WA) have pioneered using natural drainage systems within urbanized areas. With its numerous neutral grounds, neighborhood streets that lack curbs and drains, and, while the city is rebuilding, vacant lots, New Orleans is well-positioned to become a leader in incorporating natural drainage systems. The city will always need structural drainage systems, but by promoting natural drainage in new development, renovations and public projects, the city will help alleviate subsidence and reduce the need for expansion of structural systems.

GOAL **2**

Public safety services and facilities that meet best practices performance standards for all areas of the city and can continue to function during 1-in-500-year storm events

2.A All public safety facilities should be state of the art and with integrated services.

ACTIONS

- *Improve facilities, infrastructure, and service capacity.*
- *Design facilities to withstand Category 5 hurricanes.*
- *Replace faulty equipment.*
- *Apply for grants as a funding source for implementing necessary improvements.*
- *Require mandatory interagency management teams and training for all first responders.*

2.B Implement a more robust community policing program and overall communication with the public.

Upgraded police and fire stations will provide more reliable service in case of emergencies and can also serve as emergency shelters during storm events.

ACTIONS

- *Continue to implement the Brown Report's Strategic Action Plan.*
- *Organize systems to assure support from other agencies for community policing efforts, such as code enforcement, liquor licensing, and so on.*
- *Continue to collaborate with other justice system entities in developing information sharing and efficient communications.*
- *Establish a public communications office to assist in communication with the public.*
- *Improve the quality and accessibility of information on the department's web site.*

2.C Continue to pursue implementation of the Fire Department Master Plan

ACTIONS

- *Recruit highly qualified personnel, including multilingual candidates. Consider incentive programs to attract candidates.*
- *Include the department in planning meetings for fire department facilities to ensure that renovated and new facilities meet the needs of the department.*
- *Review training programs and procedures—rebuild the training facility adjacent to the NASA Michoud facility.*
- *Establish an apparatus lease program and increase the number of front line response apparatus.*
- *Repair water hydrants to allow faster and more access to water supply.*
- *Meet best practice requirements for staff vehicles.*

2.D Enhance the EMS program

ACTIONS

- *Develop and operate a GIS mapping system or other program such as Live MoveUPModule (LiveMUM) for tracking emergency response requests, and explore use of other programs like electronic patient care reports (ePCRs),* etc.
- *Consult officials in other cities with successful EMS systems such as Washington, D.C., and Boston for best practices and programs.*
- *Create a 24/7 call center with an EMS supervisor to provide assistance to EMTs in the field, manage the distribution of EMS-transported patients among area hospitals to avoid over-loading, and communicate with hospitals to manage their capacity to take EMS-transported patients.*
- *Work with the New Orleans Fire Department to create a more unified emergency response system and share facilities with them to reduce facilities costs.*
- *Help to foster a culture of personal and professional growth through providing advanced training opportunities, option of acting as an EMT and fire fighter, and create a merit-based raise system to encourage increased performance.*
- *Partner with local universities to provide EMTs and paramedics with continuing education and trainings.*

- *Provide an adequate number of EMS supervisors around-the-clock to ensure top performance and oversight of the system.*
- *Locate EMS stations strategically to provide appropriate care for each area of the city.*

2.E Improve customer service and response tracking in the Community Information/311 office.

ACTIONS

- *Train 311 call center employees to be able to answer many common questions without having to direct residents to other departments.*
- *Create a community information center interactive website for residents with answers to many common questions, links to other departments, and links to outside resources like non-profits. Look at other cities for ideas on how to model the most effective website.*
- *Provide a 311 e-mail form where residents can select any city service, not just reporting potholes, code violations, debris, and illegal dumping.*
- *Increase the 311 Call Center's capacity for emergency assistance:*
  - > Train staff to answer questions on event-specific information including closures and reopenings, evacuation routes and their status, and support-services provided by the city, the state, and non-profits.
  - > Provide an alternative number during times of increased demand as not to overload the 311 system.
  - > Create a system for 311 operators to continue work even when evacuated from the city (such as providing operators with an internet phone they can use in any location on the same number as they do in New Orleans).

GOAL 3

Cost-efficient, resource-efficient, well maintained public facilities and services

3.A Create a network of public facilities and service clusters to function as neighborhood civic centers designed to fit into neighborhood character.

(See Chapters 5 and 8 for more information on delivery of neighborhood services.)

3.B Provide a library system accessible to all neighborhoods with libraries that function as centers of learning and centers of community.

ACTIONS

- *Reference the recommendations from the Library Master Plan in neighborhood civic center planning through consultation with the CPC and other city agencies and with community groups.*
- *Attract more patrons with a variety of services and amenities, such as full-service conference rooms, computers with internet access, interior enterprises zones, and other additional amenities such as courtyards and innovative lecture spaces and multi-media facilities.*
- *Seek partnerships and new funding sources to enhance facilities and services.*
- *Build capacity by increasing the print collection to meet peer standards, increasing the number of computers, and the non-print collection.*

- *Provide meeting and program spaces in all but the smallest locations, including spaces for workforce, youth and other programs.*
- *Involve citizens in planning library design and programs through design charrettes.*
- *Create a range of branch sizes, from storefront to community to main branch in order to create an optimal network.*

3.C Establish an asset management system for all city property and facilities, including streets, to be fully operating by 2015.

ACTION

- *Make implementation of asset management and training for employees a high priority.* An asset management program is essential to make sure that the investments in new facilities being made in the next five years and beyond will be maintained and provide many years of life to New Orleans residents.

GOAL **4**

State of the art public school campuses and facilities accessible to all neighborhoods

4.A Promote collaboration among city agencies, community and neighborhood groups, and the school board in implementation of the School Facilities Master Plan.

ACTIONS

- *Where feasible, combine school facilities with other, community serving functions like libraries and community health centers.*
- *Ensure that elementary schools are within walking distance of all neighborhoods and that high schools are sufficiently convenient and accessible by public transit.*

Community-based planning for the Andrew Wilson School in Broadmoor will culminate in a state-of-the-art educational facility complimented by services and amenities for all area residents. Future decisions on the fate of school properties should be grounded in a thorough community planning process.

- *Dispose of excess school property for adaptive reuse*
- *Ensure city and community input in planning for projects to expand school land or reuse school lands or facilities no longer needed.*

GOAL **5**

Up-to-date justice system facilities and programs that include a focus on the rehabilitation of offenders for re-entry into society

5.A Rebuild and expand justice facilities in ways that contribute to commercial district and neighborhood vitality.

ACTIONS

- *Keep Civic Courts downtown in order to contribute to downtown's health as an office and civic center.*
- *Continue to establish best practice programs of alternative sentencing and rehabilitative justice.*
- *Continue efforts to enhance communications and information-sharing within the justice system.*

GOAL **6**

Energy efficiency and utility service reliability and reasonable cost

6.A Reorganize incentives to utility company and to households and businesses to emphasize conservation, reliability and reasonable cost.

ACTIONS

- *Expand implementation of the Energy Smart New Orleans Plan.*
- *Adopt a regulatory system that decouples utility revenue from electric consumption.*
- *Adopt a Renewable Portfolio Standard to require a percentage of utility generation resources to come from renewable energy resources.*
- *Adopt an energy efficient portfolio standard for the utility to reduce energy use.*
- *Explore options for a long-term plan to harden transmission lines and bury overhead utilities.*
- *Continue to make citywide upgrades to the underground gas infrastructure to replace low-pressure lines with high-pressure lines.*

GOAL **7**

State of the art telecommunications infrastructure, including broadband, fiber optic, wireless, and cable

7.A Enact regulations and pursue contracts that result in the highest level of cost-efficient service for businesses and individuals.

ACTIONS

- *Make capital investments and implement strategies to ensure the resilience of the city's communications and telecommunications.*
- *Determine feasibility, cost, funding sources, and implementation schedule for housing, staffing, and maintaining production facilities for digital public communication between the city and its citizens.*
- *When possible, work with public and private schools, universities, libraries, and nonprofit organizations to share facilities and avoid duplicating the costs associated with equipment and operations.*
- *Develop policies that will recoup and allocate funds from cable and video service providers and allocate new funding mechanisms to support government, educational, public programming for video-based communication with the city's residents.*
- *Transmit government, educational, public programming through all feasible means available for citizens' access, including cable, digital video services, and public websites. Look into the ability to keep programming available to residents through a digitally based cache or library.*
- *Implement a strategy for monitoring and acting on FCC policies surrounding new interactive technologies for providing wireless communications. Integrate the advent of public communications technologies with other plans to underground utilities.*
- *Promote "fiber to the home: upgrades of broadband technology.*

VOLUME 2

chapter 11

TRANSPORTATION

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***Fix It First: Continued investment in rebuilding and then maintaining roads and bridges***	• Comprehensively rebuild and maintain the city's streets and traffic management infrastructure. • Coordinate road repairs with other infrastructure projects to increase efficiency, limit infrastructure costs, and preserve roadway quality.	11.19
2	***Integration of land-use decision making with transportation projects***	• Improve coordination between city, regional and state agencies relating to transportation policies and projects. • Provide land use regulations, guidance and incentives to encourage walkable, transit-oriented or accessible neighborhood centers along existing and potential future transit routes.	11.20
3	***Roadways that integrate vehicle transportation with bicycling and walking***	• Establish a "complete streets" policy to provide for pedestrians and bicycles, as well as vehicles, in repairs of major streets with design guidelines.	11.23
4	***Fast and efficient mass transit supported by transit-oriented development***	• Invest in a premium transit system, guided by national best practices, including major improvements to existing rail and bus infrastructure in New Orleans and the metropolitan area, and additional routes to better connect higher density, transit-oriented neighborhood centers and corridors.	11.29
5	***Enhanced intercity transportation with an upgraded airport, better passenger rail service, and ultimately, regional high-speed rail***	• Support improvements at Louis Armstrong New Orleans International Airport (LANOIA)and to interregional passenger rail infrastructure including the LANOIA/CBD and LANOIA/Baton Rouge passenger links.	11.34
6	***Freight transportation systems that serve the economy while respecting neighborhoods***	• Invest in port and freight transportation infrastructure and operations to preserve and enhance New Orleans' place as a hub for trade and transportation while minimizing impacts on residential neighborhoods.	11.35
7	***Transportation infrastructure that is resilient to flooding and other natural hazards***	• Make capital investments and implement administrative strategies to ensure the resilience of the city's transportation infrastructure against future hazards.	11.36

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet
TRANSPORTATION

Roadways

- 1,652 miles of streets including:
  - > 105 miles of state and federal highways maintained by the Louisiana Department of Transportation and Development (LaDOTD) with state and federal funding.
  - > Remaining roadways maintained by the City – current funding program allows only for critical maintenance.
- 250 miles major arterials for regional mobility.
- 2 river bridges and 4 lake bridges.
- About 460 signalized intersections; traffic signal improvements underway to improve emergency evacuation and transit operations.

Street Repairs/Reconstruction

- $90 million Submerged Roads program through LaDOTD (FHWA funded).
  - > $15 million allocated for 2009
- 2009 Capital Budget Allocation
  - > $9 million major streets
  - > $20 million minor streets
- 2010 Capital Budget Allocation (Estimated)
  - > $2 million major streets
  - > $2.8 million minor streets
  - > 24 million street redevelopment

Mobility

- 18% of households do not own a vehicle; 45% own one vehicle.
- Commuting
  - > 80% commute by vehicle.
  - > 6% commute by public transportation.
  - > 4% commute by bicycle, a relatively high percentage among US cities.
  - > 7% commute by walking.
- Pedestrian conditions
  - > Lack of sidewalks in some areas.
  - > Many sidewalks need repair.
  - > Many sidewalks lack wheelchair accessibility.
  - > Very few pedestrian crossing signals at intersections.

Sources:
2007 ALS; City of New Orleans 2009

WHAT DOES IT MEAN?

- Roadway infrastructure is dense and well connected, providing a strong base for all travel modes: cars, bikes, buses, and pedestrians.
- The city's street network (grid scale, walkable distances, shorter blocks, pedestrian oriented) favors successful public transportation.
- Maintaining this large network requires significant financial resources and priority criteria can help focus improvements to areas of most critical need.
- Despite major reductions after Hurricane Katrina in available buses, routes, and coverage area, transit ridership continues to grow.
- Streetcar routes capture a much larger percentage of the population per route than bus routes. This is consistent with national trends where streetcars have been introduced.
- New Orleans has a relatively high level of bicycle ridership compared to other cities, but there is very little bicycle infrastructure.

- Bicycle conditions
  - > 20 bikeway miles: bike lanes, shared lanes, and multi-use paths; planned 42 bikeway miles by 2010.
  - > 100 bicycle racks, most along Canal Street
  - > All RTA buses currently have bicycle racks.

Transit

- New transit management team, Veolia, plans to upgrade stops; provide better NORTA website information; and increase "Easy Bus" small vehicle service.
- Post-Katrina ridership for bus, streetcar, ferry, and paratransit decreased by 76%, 80%, 47%, and 81% respectively (2004 to 2007); bus routes decreased from 82 to 30; operating streetcars from 66 to 19
- 3 streetcar routes in New Orleans: Riverfront, St. Charles, and Canal.
- Funding shortfalls post-Katrina due to reduced fare revenue and reduced federal assistance (because of a lower population).

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FINDINGS

- Many City roadways are in poor condition and have not yet been repaved and repaired after being damaged by the flooding that followed Hurricane Katrina. Many of the streets needing repair have been targeted for bicycle accommodation.
- The transit system, which was drastically reduced after Hurricane Katrina, has gradually increased service but still operates fewer routes with shorter service hours and longer headways than prior to Hurricane Katrina. As NORTA plans route adjustments and expansions of service, new concepts such as minibuses are being introduced to better match population shifts.
- The three existing streetcar lines, currently very popular with tourists, can be enhanced to perform as a convenient in-town transportation alternative and expanded to create a more complete system of premium transit service.
- 20 percent of New Orleans' commuters do not drive or carpool, choosing instead to bicycle, take transit or live close enough to walk.
- Sidewalks are widespread but most are in need of maintenance and lack modern features such as ADA ramps and pedestrian crosswalks and crossing signals at intersections.
- The airport reached 78 percent of pre-Hurricane Katrina passenger levels by April 2009, and the port remains one of American's ten largest in both foreign and domestic shipping.

CHALLENGES

- Restoring the City's inventory of aging and flood-impacted street infrastructure and maintaining it regularly in the future.
- Increasing the desirability and convenience of transit for all users.
- Creating and enhancing pedestrian and bicycle facilities that will attract people who want to bicycle and who are able to walk between destinations.
- Balancing freight and shipping needs with neighborhood and residential quality of life.
- Managing needed public investments and funding opportunities with limited staff and budget resources.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

ADA	Americans with Disabilities Act
BRT	Bus Rapid Transit
CAO	Chief Administrative Officer
CBD	Central Business District
CDBG	Community Development Block Grant
CPC	New Orleans City Planning Commission
CZO	Comprehensive Zoning Ordinance
DOTD	Louisiana Department of Transportation and Development
DPW	New Orleans Department of Public Works
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
JeT	Jefferson Transit
LaDOTD	Louisiana Department of Transportation and Development
NOPD	New Orleans Police Department
NORTA or **RTA**	New Orleans Regional Transportation Authority
RPC	Regional Planning Commission
RTA	New Orleans Regional Transportation Authority
S&WB	Sewerage and Water Board
SBURT	St. Bernard Urban Rapid Transit
UPT	Union Passenger Terminal

A Introduction

New Orleanians get around the city by all transportation modes—foot, car, bicycle, bus, streetcar, and ferry. Although much of New Orleans is a walking city, car travel still tends to dominate, particularly in areas built after 1960. Public transit is typically seen as for tourists, in the case of streetcars, or as transportation of last resort. The most successful urban places in America offer a variety of ways to travel around the city. They also connect land use policy to transit investments. Because of its dense street grid and existing transit lines, New Orleans has the foundation to become a truly multimodal community.

The agencies with major responsibility for transportation facilities in New Orleans are the City's Department of Public Works (DPW); and the New Orleans Regional Transportation Authority (RTA). The Regional Planning Commission (RPC) is responsible for coordinating planning and allocation of federal transportation dollars on a regional basis. DPW has responsibility for all streets (except federal and state highways), street lights, traffic and street signs, traffic signals, drain lines, catch basins and manholes, and parking management. Funding from the general fund and parking control has historically been inadequate for street maintenance, so maintenance becomes a capital expenditure funded through bond referendums. The RTA is a state agency created to take over the private company that ran the bus and streetcar system until 1983. In a public-private partnership, operating management of the system was contracted to Veolia Transportation in 2009.

Master Plan recommendations for transportation focus on fixing streets and bridges that need repair; providing transportation choice; enhancing inter-city transportation; and managing freight transportation systems. These priorities include:

- Integration of land use and transportation policies so that higher-density land uses are coordinated with existing and future transit hubs
- Study replacing the I-10 Claiborne Expressway with a boulevard that would knit neighborhoods back together
- Ensuring that New Orleans receives and uses all federal transportation funds allocated to the city
- Identifying and publicizing criteria for road and bridge improvements and coordinating improvements with other infrastructure projects
- Establishing a pavement management program as part of an overall asset management program
- Establish a "complete streets" policy to provide for pedestrians and bicycles, as well as vehicles on major streets
- Invest over time in a premium transit system to provide greater reliability, comfort, and amenities
- Continue improvements to Louis Armstrong New Orleans International Airport (LANOIA)
- Support proposals for passenger rail to Louis Armstrong New Orleans International Airport, Baton Rouge and high-speed rail along the Gulf Coast
- Integrate the needs of the port, freight-rail, and truck traffic to mitigate neighborhood impacts while supporting the needs of goods transport and distribution

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 11.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Fix it First: Continued investment in rebuilding and then maintaining roads and bridges	Repave or reconstruct all damaged streets within the city, whether from Hurricane Katrina or pre-existing conditions.	Work with RPC to ensure that New Orleans receives and uses all federal transportation funds allocated to the city.	DPW; RPC; CPC transportation planner	first five years	Staff fime	11.19
		Secure additional federal funds to continue post-Hurricane Katrina repairs.	Mayor's Office; DPW; Regional Planning Commission	first five years	Staff time	11.19
		Make the public aware of street repair costs and criteria used to develop a priority list of repairs through public communications and meetings.	DPW	first five years	Staff time	11.19
		Advocate for a statewide "fix it first" policy to direct state road funding toward road maintenance and repair, not new exurban road projects.	DPW; RPC	first five year	Staff time	11.19
		Prepare another street repair bond when current bond funding is spent.	DPW; CAO	medium term	Staff time	11.19
		Explore increasing parking revenues.	DPW; consultant services	medium term	Staff time; General Fund for consultant services	11.19
	Monitor conditions and advance projects to address problems before they get larger and more expensive to fix.	Implement a pavement management system as part of an overall city asset management system.	DPW; possible consultant services for selection, startup, training; possible coordination with RPC	medium term	Staff time; general fund; basic system costs below $5,000/yr	11.19

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Coordinate road repairs with other infrastructure projects to increase efficiency, limit infrastructure costs, and preserve roadway quality and operations.	Coordinate with the Sewerage and Water Board to implement drainage and natural stormwater management systems (bioswales, rain gardens) as streets are reconstructed and repaved.	DPW; S&WB	first five years	Staff time; stormwater management grants	11.19
		Improve upon existing protocols to coordinate with utility companies for major road repairs to ensure the simultaneous repair of subsurface infrastructure, including the possibility of a permitting process with fees and sanctions.	DPW; potential ordinance—City Council	medium term	Staff time	11.19
		Secure a cooperative endeavor agreement with Entergy to place above-ground utilities underground as roads are being comprehensively repaired.	DPW	medium term	Staff time; federal funds	11.20
Integration of land-use decision making with transportation projects	Establish a permanent transportation planner position for the CPC.	Secure permanent funding for a transportation planner position.	City Planning Commission	first five years	General fund; grant funding for transportation/ land use studies (federal and state)	11.20
	Coordinate higher-density land uses with existing and future transit hubs to support walkable, mixed-use, transit-oriented neighborhoods.	Create area land use plans and associated zoning to allow transit-oriented development at appropriate locations and where the RTA is making investments.	CPC; transportation planner; coordinate with RTA	first five years	CZO rewrite; staff time	11.20

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Locate, design and maintain bus stops as neighborhood amenities located close to business/public space.	RTA	first five years	State and Federal transportation funding; advertising sponsorship	11.20
	Advance projects that enhance connectivity, reduce barriers and improve attractiveness of neighborhoods, commercial sites and public spaces while addressing transportation mobility.	Begin planning studies for the removal of the Claiborne Avenue Expressway to St. Bernard Avenue.	CPC transportation planner; RPC	first five years	Federal transportation funding	11.20
		Ensure safe access to transit stops and other major travel generators.	DPW, RTA	first five years	Road repair funds; CDBG	11.22
		Develop landscape design requirements for pedestrian walkways in parking lots.	CPC	first five years	CZO rewrite project	11.22
	Modify regulations to encourage infill development that supports a vibrant pedestrian environment.	Modify zoning regulations to ensure that new development respects and is oriented to the pedestrian.	CPC	first five years	CZO rewrite project	11.22
		Establish Traffic Impact Analysis guidelines that look beyond the development site for pedestrian generators and linkages.	CPC, DPW, possible small consultant services contract	medium term	Staff time; CDBG; smart growth oriented grant funding	11.22
		Identify transit location criteria that support pedestrian comfort and safety for access to and waiting for transit.	DPW, RTA	first five years	Staff time	11.22
	Establish policies that encourage efficient management of parking and encourage alternative travel modes where they exist.	Modify off-street parking requirements to enhance parking efficiency, improve urban design quality and encourage walking and alternative forms of transportation through reduced off-street parking ratios, encouragement of shared parking, requiring off-street parking to the rear or side of buildings, and other strategies.	CPC	first five years	CZO rewrite	11.22

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Roadways that integrate vehicle transportation with bicycling and walking	Establish and adopt "Complete Streets Policy" that moves people and freight safely by integrating various transportation modes.	Adopt Complete Streets Guidelines for internal and consultant design engineers in project development and require consultants to have complete streets training.	DPW; CPC transportation planner	first five years	Staff time; funding from City, DOTD, FHWA	11.23
		Evaluate sidewalk repair and maintenance ordinances and develop mechanisms for enforcement and betterment system options for property owners.	DPW; possible betterment ordinance - City Council	first five years	Staff time	11.23
		Prioritize pedestrian improvements for intersections, including ADA accessibility requirements, in areas with transit, pedestrian destinations, and high concentrations of children and elderly.	DPW	first five years	Staff fime	11.23
		Fund a permanent position within DPW to track and guide multimodal accommodation in all projects and coordinate with a transportation planner in the CPC, once one is hired.	DPW	first five years	General fund; grants	
	Develop a pedestrian plan for the city.	Identify trends, facility needs and other criteria in pedestrian plan.	DPW, CPC transportation planner	first five years	Staff time, Grants	11.23
	Provide significant infrastructure investment to make major boulevards and corridors more attractive and pedestrian-friendly particularly at transit stops.	Develop and adopt guidelines to improve the quality of the pedestrian environment throughout the city.	DPW	first five years	Federal funds; bond funds	11.25
		Seek Safe Routes to Schools federal funding for walk-to-school programs and improvements.	DPW	first five years	Federal funds	11.25
		Implement comprehensive streetscape upgrades to those boulevards not receiving recovery funding.	DPW; CPC transportation planner	medium term	Federal funds; CDBG; developer contributions	11.25
	Provide significant infrastructure investment to make neighborhood streets more attractive and pedestrian-friendly.	In coordination with street repaving projects, improve pedestrian conditions.	DPW	first five years	Recovery funds; CDBG; bond funds	11.25
		Review and update New Orleans' ADA Transition Plan for public rights-of-way.	DPW	first five years	Staff time	11.26
		Implement traffic calming infrastructure along neighborhood streets, as needed.	DPW; CPC transportation planner	medium term	Bond funds	11.26

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Develop a system and procedures for regular maintenance of sidewalk infrastructure.	DPW	medium term	Staff time	11.26
	Develop a bicycling strategy for the city.	Identify trends, facility needs, and other criteria.	DPW, CPC transportation planner	first five years	Staff time, grants	11.26
	Create a comprehensive, connected citywide network of bike lanes, multi-use paths, and bike boulevards.	Establish a Bicycle Advisory Committee.	DPW	first five years	Staff time	11.26
		Develop the Lafitte Greenway as a key bicycle and pedestrian corridor.	DPW	first five years	Federal funds	11.26
		Review previous bicycle plans and studies and set priorities and add new bike lanes and facilities in a phased manner.	DPW, RPC, CPC transportation planner	first five years	Staff time; grants	11.27
		As streets are being repaved, ensure that planned new bike facilities are provided.	DPW	first five years	Recovery funds; CDBG; bond funds; federal funds	11.28
		Develop standards and guidelines for bicycle facilities.	DPW	first five years	Staff time	11.28
		Create a plan for a network of bike boulevards on quieter neighborhood streets.	RPC; CPC transportation planner	first five years	Federal funds; staff time	11.28
		Where feasible, extend and create levee-top paved bike paths.	CPC transportation planner; RPC; DPW	medium term	Federal funds; bond funds;	11.28
	Provide fixed infrastructure to encourage bicycling as an alternative mode of transportation.	Provide ample bike racks, lockers on public rights of way at key activity nodes.	DPW; RTA	first five years	Federal funds; bond funds; developer contributions	11.28
		Provide improved on-site bicycle storage and other amenities at public buildings.	DPW; Project Delivery Unit	first five years	Recovery funds	11.28
		Develop a public bike rental program, modeled on Paris' Velib and other programs, with public bike kiosks throughout the city. Work with RTA's new managing group Veolia.	RTA with support from RPC bicycle advisory committee	first five years	Grants	11.28
	Develop programs that address enforcement, education and encouragement.	Coordinate with NOPD to better enforce bicycle laws for both bicyclists and motorists.	DPW, NOPD	first five years	Staff time	11.29
		Improve tracking, analysis, and dissemination of crash data to guide funding to address problem areas.	DPW & RPC Bike Ped Staff	first five years	Federal funds	11.29

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Encourage and support events including Bike to Work, No Car Days, Celebrity rides, *etc.*	Mayor's Staff, Public Affairs, volunteer bike groups	first five years	Staff time; volunteers	11.29
		Produce informational brochures and programs to encourage bicycling as a mode of transportation and to improve safety and drivers' awareness of bicyclists.	RPC; DPW; Volunteer bike groups	first five years	Grant funds	11.29
		Encourage on-site bicycle parking facilities and locker rooms in development projects.	CPC	first five years	Staff time	11.29
		Develop an alternative to the registration and waiver of liability requirement for use of bike racks on RTA buses.	RTA and bicycle advisory committee	first five years	Staff time	11.29
Fast and efficient mass transit supported by transit-oriented development	Enhance the quality of RTA rolling stock and fixed infrastructure.	Continue to replace older RTA buses with newer, more comfortable buses that are more fuel efficient and have lower emissions.	RTA	first five years	Federal funds; bonding	11.29
		Continue to repair flood-damaged, red streetcars in order to restore a full fleet of streetcars.	RTA	first five years	Federal funds	11.29
		Continue to install benches and shelters at more transit stops throughout the city and improve access and amenities at major transfer points.	RTA	first five years	Explore advertising contracts, similar to other cities	11.29
	Improve the frequency and convenience of existing bus and streetcar service.	Implement capital improvements such as signal priority technology, more efficient fare collection/ boarding techniques, and the consolidation of stops to reduce travel times and improve efficiency.	RTA	medium term	Federal funding; bonds	11.29
		Use state of the art transit technologies to improve customer communications, offer transit priority on busy streets, improve access to and use of transit fare media, and reduce dwell time at stops.	RTA	medium term	Federal funding; bonds; fare receipts	11.30

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Reduce headways along major transit routes to less than 10 minute intervals during peak periods.	RTA	medium term	Federal funding; fare receipts	11.30
		Examine the feasibility of major upgrades in headways and operating hours along routes with historically less frequent service.	RTA	medium term	Staff time	11.30
		Extend operating hours along both major and minor transit routes to accommodate residents with off-peak work hours and to better serve weekend entertainment destinations.	RTA	medium term	Federal funding	11.30
	Enhance the ease, convenience and overall experience of using transit for both frequent and occasional riders.	Provide a user-friendly guide to the transit system for tourists and new transit users.	RTA	first five years	Grant funds; advertising	11.30
		Improve the RTA website to allow for interactive scheduling, trip planning and real-time bus location, accessible from desktop computers and mobile devices.	RTA	first five years	Fare receipts	11.30
		Provide transit route maps and schedules at every bus and streetcar stop.	RTA	medium term	Federal funding, with system upgrades	11.30
		At major transfer points and intersections, install real time technology to inform riders when the next bus or streetcar will be arriving.	RTA	medium term	Federal funding	11.30
	Improve the existing bus network by extending bus routes, creating new routes, and consolidating certain routes.	Create a new bus route to link the universities in Uptown New Orleans (Xavier, Tulane, Loyola) to the Magazine Street Corridor and modify existing routes, if needed, to serve middle schools and high schools.	RTA, School Board support	first five years	Federal funding	11.30

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Implement minor capital and intersection improvements along Decatur Street in the French Quarter to improve travel times of buses along Decatur.	DPW, RTA support	first five years	Bond proceeds	11.30
		Create extensions and minor modifications to existing bus routes (*e.g.,* extending Magazine route to the foot of Carrollton Avenue) to better connect major bus and streetcar lines.	RTA	first five years	Operational funds	11.30
		Examine the feasibility of consolidating redundant and/or underperforming routes for additional service on more principal routes still within walking distance.	RTA	first five years	Operational funds	11.30
		Consolidate separate upriver/downriver routes (Elysian Fields/Magazine and Airline/St. Claude, for example) to allow for more frequent, seamless upriver/downriver travel.	RTA	medium term	Staff time; operational funds	11.30
		Work with adjacent parishes to extend RTA routes to key employment and activity nodes outside of Orleans Parish (*e.g.,* Claiborne bus to Ochsner Hospital in Jefferson Parish).	RPC Lead, RTA, JeT, and SBURT support	long term	Federal funding	11.30
	Invest in new rail, streetcar, and bus rapid transit (BRT) infrastructure by obtaining federal and local funding.	Create criteria to evaluate all streetcar expansions.	CPC transportation planner, RTA support	first five years	Seek grant funds	11.30
		Study the feasibility of constructing a distributor and trunk line system in the CBD and French Quarter to improve connectivity for residents, workers and tourists.	RTA; RPC; CPC	first five years	Federal funds; bonds	11.31
		Identify and preserve Right-of-Way for future streetcar/BRT/light rail connections to avoid loss of space through the placement of improvements.	RTA; RPC; CPC	medium term	Federal and local funds	11.33

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Construct a streetcar line extension along Carrollton Avenue to link the Canal/ Carrollton spur and St. Charles streetcar lines.	RTA; RPC	medium term	Federal funds	11.32
		Study feasibility for Bus Rapid Transit (BRT), streetcar or light rail routes between the CBD, New Orleans East, West Bank, Gentilly and Lakeside neighborhoods.	RTA	medium term	Federal funds; bond proceeds	11.32– 11.33
		Study feasibility of an upriver and downriver extension of the existing Riverfront streetcar line in support of transit-oriented development sites.	RTA; RPC; CPC	long term	Federal funds	11.33
		Study a St. Claude Avenue streetcar line from Canal Street to a transit hub at the Industrial Canal.	RTA	long term	Federal funds	11.32
		Study the feasibility of additional BRT, streetcar or light rail routes within the city, including the Elysian Fields corridor, Claiborne Avenue, and an extension of the proposed St. Claude Avenue line east of the Industrial Canal to establish and preserve needed right-of-way.	RPC	long term	Federal funds	11.32– 11.33
		Seek federal and regional funding to study development of a regional passenger rail system and other modes of commuter transportation.	RPC	longer term	Federal funds	11.33
	Better market transit service to increase the percentage of residents who use transit.	Market fixed route and paratransit service to the elderly and the disabled community.	RTA with Social Services and Housing Authority Support	first five years	Social services grant funds	11.34
		Market transit alternatives to university students and faculty.	RTA, university student life offices	first five years	Staff time	11.34
		Work with universities to develop discount fare passes for students, faculty, and staff.	RTA	first five years	Staff time	11.34

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Work with public schools to restore the contract for transit passes for middle and high school students.	RTA with City Council support	first five years	Staff time	11.34
	Create forms and entities for agency coordination and consolidation to improve transit service delivery and sustainability.	Create staff transit working group from each jurisdiction to collaborate on actions needed to support transit and eventually create an integrated regional system.	RTA, RPC, JeT, St. Bernard Transit and traffic and planning staff from each parish	medium term	Staff time	11.34
Enhanced intercity transportation with upgraded airport, better passenger rail service, and ultimately regional high-speed rail	Preserve and enhance Louis Armstrong New Orleans International Airport as the preeminent airport facility in the state.	Complete improvements to airport terminals and expand terminals, as needed.	Aviation Board	first five years	Bond funds	11.34
		Develop a passenger rail connection between the CBD, LANOIA and Baton Rouge.	RPC, City, RTA, Airport Authority	long term	Federal Funding	11.34
	Support and advocate for federal and state funding for high speed and regional rail lines between New Orleans and other communities.	Work with elected leadership to promote high-speed rail and to reinstate the New Orleans/Jacksonville Amtrak route.	RPC, City, Southern High Speed Rail Commission	first five years	Staff time	11.35
	Improve connectivity and the environment for users of the Union Passenger Terminal (UPT).	Identify a priority location for pedestrian access and visibility for a UPT streetcar stop as part of streetcar system expansion plans.	City with RTA and Amtrak support.	medium term	Staf time	11.35
		Make improvements to the station.	Amtrak	long term	Federal funds	11.35
Freight transportation systems that serve the economy while respecting neighborhoods	Support capital improvements that are needed to keep the Port of New Orleans competitive while protecting quality of life.	Commission an independent review of the arguments for and against the Inner Harbor Canal Lock project to resolve community issues.	Mayor's Office	first five years	General fund	11.35
	Refine and implement the New Orleans Rail Gateway Plan to improve railroad safety.	Encourage participation in EIS public hearings.	CPC, RPC, New Orleans Public Belt, Class I Railroads	first five years	Staff time; local, state and federal funding.	11.35
		Pursue federal funding for the Gateway Plan, including adequate funding for the implementation of community mitigation and improvement projects.	RPC, New Orleans Public Belt, Class I Railroads, CPC	medium term	Federal funding	11.35

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Continue to refine truck routes and truck parking requirements while improving education and enforcement.	Conduct a comprehensive review of the designated truck route system and update it as needed.	CPC, RPC, Port of New Orleans, DPW, Police	first five years	Staff time	11.36
		Conduct systematic outreach to trucking companies on approved truck routes.	RPC, DPW, Port of New Orleans, Police	first five years	Staff time	11.36
	Ensure that the City's hazard-mitigation plan contains sufficient standards for the movement of hazardous materials by truck and rail through the city.	Include standards, practices and procedures in the plan.	Office of Emergency Preparedness, Office of Environmental Affairs, Fire Department	first five years	Staff time	11.36
Transportation infra-structure that is resilient to flooding and other natural hazards.	Make capital investments and implement administrative strategies to ensure the resilience of the city's transportation infrastructure against future hazards.	Ensure that a thorough, timely, regularly updated plan is in place to secure bus and streetcar rolling stock from flooding.	Office of Emergency Preparedness; RTA	first five years	Staff time	11.36
		As transportation facilities are renovated, ensure that critical building systems are elevated and that facilities are hardened against flood and wind damage.	RTA	first five years	Recovery funds; bond funds; federal funds	11.36
		Minimize potential flood damage by using resistant techniques and materials in road and drainage repair.	DPW	first five years	Recovery funds; bond funds; federal funds	11.36

Getting Started

These items are short-term actions that can be undertaken with existing funding, or relatively little expenditure, and will help lay the groundwork for the longer-term actions that follow.

- Continue road repair and reconstruction of all damaged streets.
- Identify and publicize criteria for road and bridge improvements.
- Adopt a "Complete Streets" policy that recognizes street space should be designated to accommodate a variety of users including pedestrians, bicyclists, drivers, and transit riders.
- Work with the Regional Planning Commission to make sure the City receives and uses all allocated federal transportation funds.
- Establish a permanent transportation planner position for the CPC.
- Provide zoning to allow transit-oriented development at transit hubs along existing, proposed or potential transit lines.
- Seek federal funding to start a feasibility study on future options for the I-10 Claiborne Expressway, including replacement with a boulevard.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

FUTURE ROAD REPAIR AND MAINTENANCE

The combined effects of pre-Hurricane Katrina budget constraints and flood impacts resulted in catastrophic damage to the city's transportation network, especially its roads and streets. Fixing the city's streets is the top transportation priority for New Orleanians across the city, but especially in flood-damaged neighborhoods. Disaster funding, whether through FEMA or the federal Submerged Roads Program, is designed by statute to fund repairs up to the condition at the time of the disaster. In New Orleans, local street conditions were poor at the time of the storm because of years of limited funding and maintenance. City officials are working to stretch disaster dollars as much as possible to bring streets up to a good standard, but in the long term, maintenance of local streets will remain a local financial responsibility. Closer coordination with LaDOTD, the RPC and the City's community development department can provide funds for certain kinds of improvements, such as streetscape projects. Bonds are the usual source of road improvement funding. The street condition inventories done by the DPW with FEMA since the storm provide the foundation for creating a program that identifies costs and sets out clear criteria for applying scarce resources, and proposes priorities.

The conditions facing the City in terms of street repair and maintenance costs and the financing options once the disaster funding is gone should be part of a public conversation. Convening a group of community stakeholders to discuss these issues and develop a plan for priorities and for financing can help inform the public about the need for revenue increases and bonding. It is very important that the City communicate to the public what the costs and options are for a long-term program of street repair and maintenance.

To ensure that the City is able to repair and maintain its extensive road network, a full range of additional fiscal enhancements should be explored, including demand and resource management with:

- Better **tracking and management** of federal aid eligible projects and other public sources of roadway system preservation funding (federal, state, local), potentially by a new full-time federal grants coordinator or manager. This is particularly important as the transportation reauthorization of 2010 takes shape, in which funds are anticipated to be directed toward multimodal system preservation, for which New Orleans will be at a competitive advantage due to its existing system.
- Improved **infrastructure resource management** to better position the city to receive federal and state grants. A pavement management system would provide clearly identified roadway repair needs, direct funds where most needed, and identify funding gaps. This would allow the City to expediently apply for funding by presenting a detailed plan with clearly identified needs.
- A short-term **dedicated infrastructure tax,** established through referendum or legislation, similar to what other low-tax cities like Wichita and Oklahoma City have enacted to raise funding for infrastructure improvements including roads; and
- **Impact or "system development" charges** (SDC) from the private sector for targeted redevelopment areas. For SDCs, cities bond fund infrastructure improvements, which is repaid by private developers who pay an impact fee/development charge based on the number of new units or square footage they add to the system within these targeted redevelopment areas. For example, an ordinance similar to Vancouver, WA's Planned Action Ordinance (PAO), which established a small area plan and enacted development impact fees to pay for infrastructure improvements, could be adapted to target areas within New Orleans where market interest is reasonably high and where the City would be willing to bond fund projects that could be reimbursed by these SDCs.

WHY NEW ORLEANS SHOULD BE A MODEL OF TRANSPORTATION CHOICE

The most successful cities in America offer a wide array of choices to their residents—in neighborhoods, employment, culture, recreation, and in transportation. Transportation choice is becoming more important than ever with long-term energy prices increasing, a high percentage of greenhouse gas emissions from transportation, and a growing urban market preference for locations with multiple options. Expanding and enhancing an urban transportation system of choice is a long-term process that requires careful and coordinated planning, community process, advocacy for funding, and step by step implementation. Transportation choice also translates to transportation efficiency: optimum use of existing roadway space, efficient mass transit, reduced capital investments and operating costs, reduced congestion and travel times, and better air quality and public health. Transportation choice and transportation efficiency is most successful when it involves coordinating land use decision making with a supporting mix of complementary land uses and transportation options, including transit, in a relatively small area; compact, relatively dense residential or employment development with a mix of housing types and affordability; connectivity of motorized and non-motorized facilities; management of parking supply and use; and plans to ensure improved safety and facilities for pedestrians and bicyclists.

A new streetcar extension along St. Claude Avenue would provide transportation choice to area residents, and support a walkable, amenity-rich mixed-use neighborhood corridor.

COMPLETE STREETS

New Orleans has the foundation for a great multimodal transportation system and has begun to make some of the investments necessary in roadway, pedestrian and bicycle improvements. The City is working to include enhanced pedestrian and bicycle facilities as it upgrades streets and streetscapes. An official "complete streets" policy that mandates consideration of pedestrians and bicycles in every road project can ensure continued attention to all of these travel modes. Even in the parts of the city with more suburban-style development patterns, walking and bicycling can take the place of some auto trips if safe, convenient and attractive facilities are made available, and making destinations more pedestrian-friendly will make it possible to park once and walk at destinations, rather than entering multiple curb cuts. Regardless of how much driving we do, we are all pedestrians at the beginning and end of a trip.

PREMIUM TRANSIT

In many cities, transit has tended to become the transportation of last resort, serving those who cannot drive or who do not own cars. To a great degree this is still the case in New Orleans, except for tourist travel on the streetcars, and ferry traffic. By creating a premium transit system that attracts "choice" riders, New Orleans can provide better service to everyone, capture more revenue to operate and maintain the system, reduce pollution, moderate the number of vehicle miles traveled, and attract investment around transit hubs. The principles of premium transit are reliable on-time service, safe and convenient pedestrian access for the most users from the fewest number of stops, good connections to the overall transit system and regional transit connections.

Transit is the most transformative urban transportation mode, but also the most expensive and most demanding in terms of planning and coordination. New Orleans has a unique advantage over most American cities because of its core network of existing streetcar and bus routes, and their maintenance facilities and operating infrastructure. With adjustments that provide greater reliability, fewer stops, and shorter travel times, these existing routes have the potential to serve as NORTA's first links for a new and improved citywide premium transit network of buses, streetcars and rail systems. To more successfully

The Metro Orange Line BRT in Los Angeles runs in an exclusive lane and offers on-time route information at covered station areas.

serve residents, an expanded streetcar system needs to evolve towards modern trolley or light rail with fewer stops and more rapid service, in dedicated lanes away from automobile traffic. However, trolley or light rail systems are very expensive.

An alternative, more cost-effective way to bring parts of the city where population densities cannot support rail lines within an upgraded transit system is to develop a bus rapid transit (BRT) network. BRT combines the flexibility of buses, because it uses roadways, with the service advantages of rail. BRT systems are already successful around the world, from South America to Australia, and are becoming more visible in the United States, from Los Angeles, Cleveland, and San Francisco, to Houston and Boston. The best BRT systems adhere to "Premium Transit" principles, and have exclusive lanes on a roadway, stations where passengers pay before they get on, multiple-door vehicles fueled by clean energy, and they can offer express or local service. Because they are cheaper to build than rail, they can be put in place more quickly, making the transport and air quality benefits available more quickly. In New Orleans, BRT from the CBD to a New Orleans East station at a redeveloped Lake Forest Plaza or central location, and similarly along General De Gaulle on the West Bank to a redeveloped Schwegman's site, and with a feeder to Federal City, could create transit hubs with feeder buses and attract compact, transit-oriented development, just like a transit station.

INTEGRATING LAND USE AND TRANSPORTATION PLANNING

Because transportation projects are expensive and take a long time to come to fruition, it is essential that New Orleans start now to make sure that land use and transportation planning is integrated effectively. There are numerous strategies that should be researched including but not limited to access management (i.e., reducing the number of driveways on a corridor, rear parking requirements, and other policies); encouraging mixed-use development with housing and retail together; controlling lot sizes or density to reduce need for street expansion; reclaiming and retrofitting heavy volume elevated streets to at-grade boulevards; and transit oriented development along existing and new transit lines. Research has also shown the need to plan for transit oriented development on a new line before the first train or BRT vehicle leaves the station. The greatest success comes when a transit agency or city acquires developable land adjacent to a transit station (or potential station) and is able to capture the revenue from leasing the land to a developer. NORTA, NORA, the CPC and other city agencies should be working together to identify potential sites while the city is still in the recovery process.

Transit and Density

Transit needs a critical mass of density to support it. Minimum densities within walking distance to support transit are:

- 7–8 households per acre around bus stops
- 15–20 households per gross acre for rail or high-frequency BRT
- 50 employees per gross acre for a shift from cars to transit or walking.

In addition to these densities, which would not require unusual departures from existing density ranges in the urban condition of New Orleans, transit also requires sufficient connectivity, so passengers can get to the station. New Orleans' dense street grid provides this level of connectivity in most areas.

GOAL **1**

"Fix it First"—continued investment in rebuilding and maintaining roads and bridges

1.A Repave or reconstruct all damaged streets within the city, whether from Hurricane Katrina or pre-existing conditions.

ACTIONS

- *The City of New Orleans shall allocate sufficient funds in each bond sale (and other sources of funding) for street repairs so that the required 20 percent local match is set aside to ensure approval of federal transportation funding.*
- *Work with the RPC to ensure that New Orleans receives and uses all federal transportation funds allocated to the city.*
- *Secure additional resources to bring New Orleans' annual street maintenance budget in line with communities with high quality streets.*
  - > Secure additional federal funds to continue post-Hurricane Katrina repairs.
  - > Make the public aware of street repair costs and criteria used to develop a priority list of repairs.
  - > Prepare another street repair bond when current bond funding is spent.
  - > Explore increasing parking revenues.
- *Advocate a statewide "fix it first" policy to direct state road funding toward road maintenance and repair, not new exurban road projects.*

1.B Regularly monitor streets, diagnose level of failure, and advance projects to address problems before they grow larger and more expensive to fix.

ACTIONS

- *Implement a pavement management system, as part of an overall city asset management system, to provide a cost effective approach to system preservation, and establish technical criteria for street upgrade or replacement. Management and monitoring systems should include:*
  - > Employ state of the art engineering techniques and resource knowledge to make decisions on paving materials to ensure that streets remain in good condition for as long as possible.
  - > Adopt a routine schedule and performance measures to ensure that all roads are repaired at regular intervals and remain in good condition. Redirect resources to continual, minor repairs to avoid having to perform major street reconstruction projects.
  - > Establish performance standards for responding to and addressing potholes within a certain period of time.

1.C Coordinate road repairs with other infrastructure projects to increase efficiency, limit infrastructure costs, and preserve roadway quality and operations.

ACTIONS

- *Coordinate with the Sewerage and Water Board to implement drainage and natural stormwater management systems (bioswales, rain gardens) as streets are reconstructed and repaved.*
- *Improve upon existing protocols to coordinate with Entergy, the Sewerage and Water Board, Cox and AT&T for major road repairs to ensure the simultaneous repair of sub-surface infrastructure.*

- *Establish a permitting process and fee schedule for work that requires utility cuts in the street or sidewalk, allows for tracking of projects, quality control of patched cuts and financial incentives to limit cuts.*
  > Implement a policy that imposes a moratorium or heavy fine on utility cuts for the first five years following a road resurfacing or reconstruction.

- *Secure federal and local funding and a cooperative endeavor agreement with Entergy to place above-ground utilities underground as roads are being comprehensively repaired.*

GOAL **2**

Integration of land-use decision making with transportation projects, including higher density transit-oriented development

2.A Establish a permanent transportation planner position for the CPC.

An experienced transportation planner will provide the CPC with expertise in land use/transportation relationships, update the Major Street Plan as needed, write grants for transportation studies, identify potential alternative truck routes and intersections, and serve as an official liaison for the CPC with other city and state agencies and the Regional Planning Commission on transportation planning and all projects with transportation elements.

ACTION

- *Secure continued funding for a transportation planner position.*
  The CPC recently received a grant to fund a transportation planner for three years.

2.B Coordinate higher-density land uses with existing and future transit hubs to support walkable, mixed-use, transit-oriented neighborhoods along existing and potential future transit routes.

ACTIONS

- *Create area land use plans and zoning regulations to encourage walkable, higher density, mixed-use, transit-oriented development (TOD) at key transportation opportunity nodes. This would include identifying areas along existing or proposed transit corridors that could support higher density residential, commercial or mixed-use development.* ***(See Strategy 4.C for existing and potential transit routes.)***

- *Locate, design and maintain bus stops as neighborhood amenities located close to business/public space.*

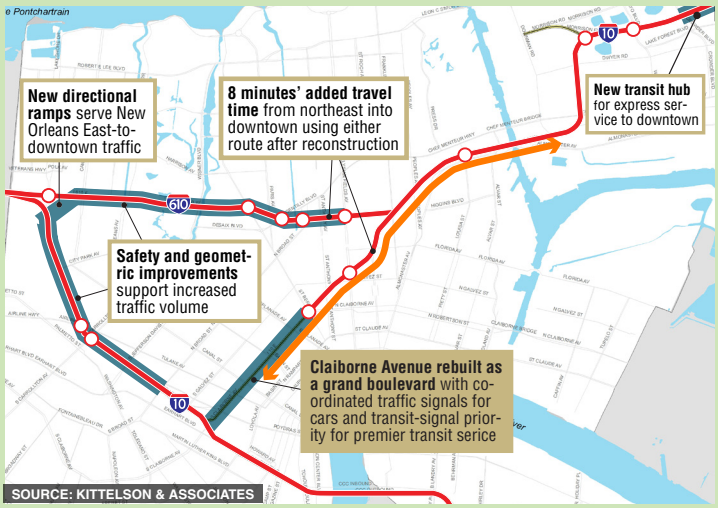
2.C Advance projects that enhance connectivity, reduce barriers and improve attractiveness of neighborhoods, commercial sites and public spaces while addressing transportation mobility.

ACTIONS

- *Begin planning studies to determine the feasibility/advisablity of removing the I-10 Claiborne Avenue Expressway to St. Bernard Avenue to improve neighborhood and land use quality and connectivity.*

Study the feasibility of replacing the I-10 Claiborne Expressway and restoring Claiborne Avenue as a major thoroughfare to knit neighborhoods back together

The possibility of removing the elevated I-10 Claiborne Expressway attracted extensive comment in the Master Plan process. The multiple benefits of the undertaking are widely recognized: removal would right a decades-old wrong committed in the name of urban renewal; it would enhance the livability and character of adjacent neighborhoods like Tremé; it would promote investment in the neglected blocks along the expressway; and it would set the stage for restoring historic Claiborne as a grand, tree-lined boulevard. Concerns focus on the ability to move I-10's current traffic through the city without overwhelming neighborhood streets, serve downtown's traffic needs, and avoid widening other expressways such as I-610.



The process of replacing the expressway would begin with feasibility and environmental-impact studies, largely funded through federal grants, to address these concerns and insure that the transportation, economic, social, environmental, and other benefits of removing the expressway outweigh the considerable costs. These studies would start by determining the sizable costs of maintaining the aging overpass and would identify alternatives such as:

- Increasing I-610's capacity by improving its safety and taking advantage of the unused space between its inbound and outbound lanes.
- Creating a tree-lined boulevard that captures the qualities of historic Claiborne Avenue.
- Providing transit to serve New Orleans East and neighborhoods along the restored boulevard.
- Using land freed by removal of the overpass and on-ramps for parks, housing, and other amenities
- Protecting neighborhoods from cut-through traffic.

Boston and San Francisco have completed comparable initiatives, and studies for similar projects are underway in Hartford, Baltimore, Oklahoma City, and Seattle. In every case, the process began with federal and state help in financing studies of costs, benefits, and a wide range of transit and roadway alternatives.

Frequently asked questions:

What is the next step? Seek a federal grant to begin a community-based study of the options for the future of the overpass that includes all affected neighborhoods and community groups.

Will removing the overpass require widening I-610? The goal is to avoid widening I-610; the neighborhoods located along I-610 will be involved in planning.

Would New Orleans need to plan for the future of I-10 whether or not it is removed? Yes. *Parade Magazine* recently ranked I-10 among American elevated highways most in need of repair. I-10 was planned and designed to meet the city's needs in the 1970s, not the 21st century.

- *Study the feasibility of constructing a new bridge between Algiers and Chalmette to both alleviate commuter traffic and provide additional evacuation routes, taking pressure off I-10.*

- *Ensure safe access to transit stops and other major travel generators through improved intersection visibility (lights and high visibility pavement markings), sidewalk repairs and pedestrian countdown signals.*

- *Develop landscape design requirements for parking lots with shade and lighting, and materials for pedestrian walkways to enhance and produce safe walkways and a pleasant pedestrian environment.* Surface parking lots are unfriendly to pedestrians and act as barriers to connection. Design requirements for landscaping, 50 percent tree canopy to provide shade, pedestrian-scale lighting, and safe pedestrian walkways through surface lots make them more comfortable for pedestrian connections. Parking structures should be designed to include ground floor retail.

2.D Modify regulations to encourage infill development that supports a vibrant pedestrian environment.

ACTIONS

- *Modify zoning regulations to ensure that new development respects and is oriented toward the pedestrian, through building orientation, setback, signage, parking, and design review regulations.*

- *Establish Traffic Impact Analysis guidelines that look beyond the development site for pedestrian generators and linkages.*
  The Traffic Impact Analysis process should include a "scoping" by CPC staff that identifies the range of intersections that must be included in the impact study, and the modes of travel, including pedestrians.

- *Provide transit location criteria that support pedestrian comfort and safety for access to and waiting for transit.*

2.E Establish policies that encourage efficient management of parking and encourage alternative travel modes where they exist.

Efficient management of parking is a key element of cost-effective land use/transportation policies. Studies of local parking requirements have found that they often exceed peak parking demand on a typical day. Suburban-style retail parking lots are often built to accommodate needs on one day of the year, December 24, and remain half-empty the rest of the time. Though often presented as "free," parking costs include the cost of land, the opportunity cost of an alternative use, and in the case of parking structures, the costs of construction and operation.

ACTIONS

- *Modify off-street parking requirements to enhance parking efficiency, improve urban design quality and encourage walking and alternative forms of transportation through:*
  - > Encouragement of shared parking by complementary uses
  - > For commercial districts, require location of parking to the rear or side of buildings, or in consolidated areas to serve several blocks at a time
  - > Requirement that parking costs be decoupled from rents
  - > Where transit is available, provision of discounted transit passes to employees
  - > Provision of assigned parking spaces for carpool vehicles or car-sharing companies
  - > Encourage short- and long-term bicycle parking options.

GOAL **3**

Roadways that integrate vehicle transportation with bicycling and walking

3.A Establish and adopt a "Complete Streets Policy" for the city of New Orleans that moves people and freight safely while prioritizing the non-motorized user by integrating various transportation modes.

The concept of Complete Streets recognizes that the street space should be available and comfortable for a variety of users, including pedestrians, bicyclists, drivers, transit riders and persons with disabilities. Depending on the function of the street, including the speed and character of auto traffic, the street will require different treatments for the full integration of other modes.

ACTIONS

- *Develop and adopt Complete Streets Guidelines for use by design engineers in project development*
- *Require training on the design of complete streets of all consultants doing business with the City.*
- *Evaluate sidewalk repair and maintenance ordinances and develop mechanisms for enforcement and betterment system options for property owners.* ***(See Volume 2, Chapter 5.)***
- *Update City of New Orleans Roadway Design Manual to include modern best practices for the accommodation of non-motorized transportation modes and streetscape improvements.*
- *Plan for and emphasize pedestrian, bicycle and transit facilities linkages through improved design, funding, maintenance, enforcement and education.*
- *Implement pedestrian improvements, such as crosswalks, pedestrian signals, traffic calming, pedestrian refuges and ADA accessibility requirements in priority areas including transit routes, schools, retail/commercial corridors, residential complexes for senior citizens and persons with disabilities, parks and other recreational facilities, and government/institutional buildings.*

3.B Establish a permanent multimodal accommodation position within DPW.

ACTION

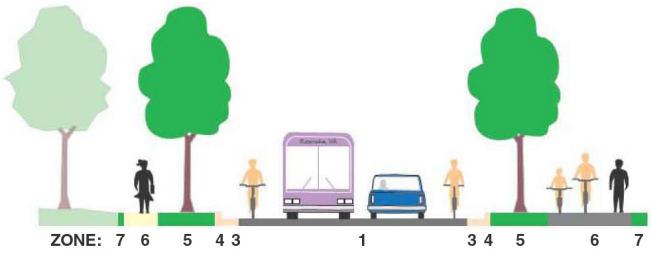
- *Secure permanent funding for a multimodal accommodation position to track and guide all road, bridge and community facilities capital and maintenance projects, and coordinate with the transportation planner in the CPC, once one is hired.*

PEDESTRIAN STRATEGIES

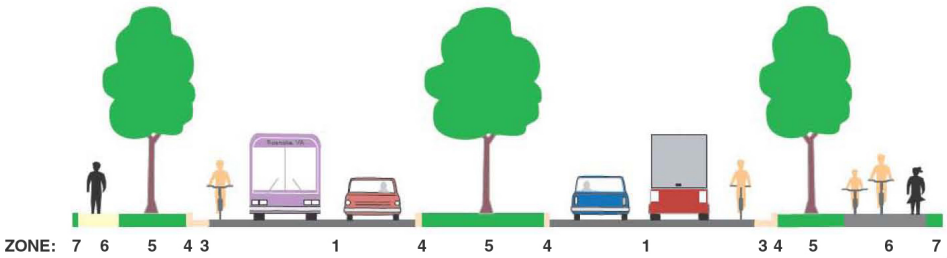
3.C Develop a pedestrian plan for the City of New Orleans.

The new walking strategy should include data and trends (crashes and mode share), facility needs assessments, identification of future population growth areas, future route network, bicycle route hierarchies, bicycle parking needs, financing/funding mechanisms, design guidance, agency roles and responsibilities, benchmarking and evaluation analyses, educational programs, enforcement policies, encouragement/promotion activities, overall citywide pedestrian goals, citywide implementation goals, public participation processes and citywide policies.

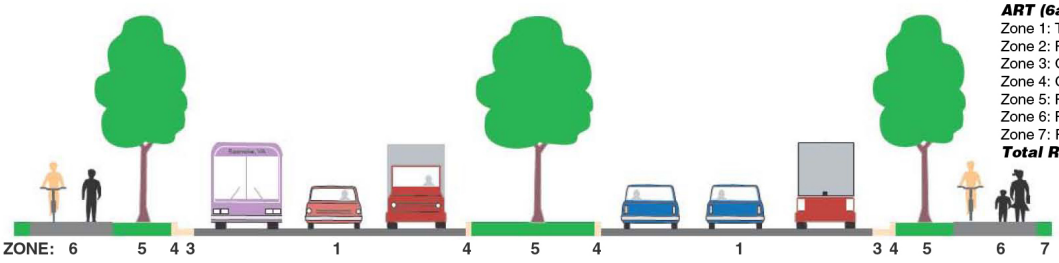
EXAMPLES OF "COMPLETE STREETS" GUIDELINES



ART (2a)
Zone 1: Travel – 28' (11' lanes w/striped bike lane)
Zone 2: Parking – 0'
Zone 3: Gutter/Drainage – 4'
Zone 4: Curb – 1'
Zone 5: Planter/Utilities – 14'
Zone 6: Pedestrian – 15' (5'/10')
Zone 7: ROW Edge – 3' (6"/2'-6")
Total ROW: 65'

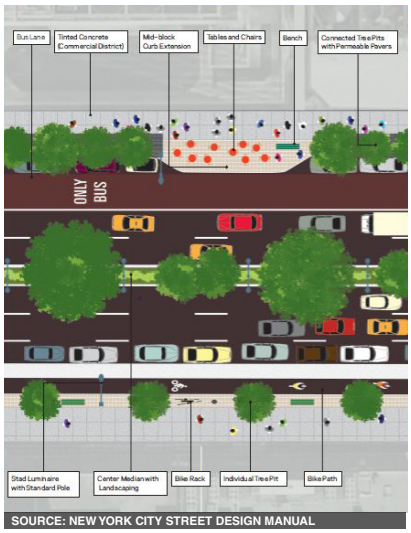


ART (4a)
Zone 1: Travel – 50'
(11' lanes w/striped bike lane)
Zone 2: Parking – 0'
Zone 3: Gutter/Drainage – 4'
Zone 4: Curb – 2'
Zone 5: Planter/Utilities – 31' (8'/15'/8')
Zone 6: Pedestrian – 15' (5'/10')
Zone 7: ROW Edge – 3' (6"/2'-6")
Total ROW: 105'

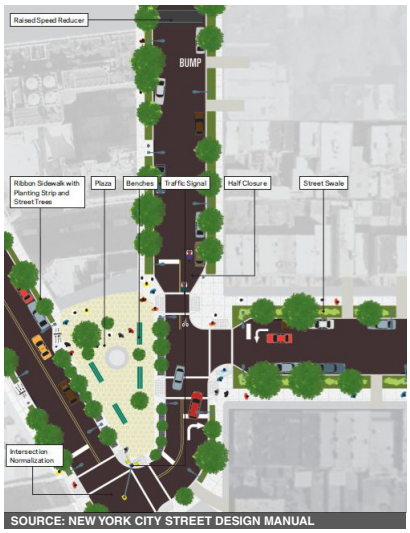


ART (6a)
Zone 1: Travel – 66'
Zone 2: Parking – 0'
Zone 3: Gutter/Drainage – 4'
Zone 4: Curb – 2'
Zone 5: Planter/Utilities – 31' (8'/15'/8')
Zone 6: Pedestrian – 20'
Zone 7: ROW Edge – 5'
Total ROW: 128'

City of Roanoke, VA
Street Design Guidelines



SOURCE: NEW YORK CITY STREET DESIGN MANUAL



SOURCE: NEW YORK CITY STREET DESIGN MANUAL

Cities around the world—from small towns to the largest cities—have adopted "complete streets" policies to make streets safer and more functional, convenient, and enjoyable. The complete streets approach focuses design and operation on enabling safe access for all users. Pedestrians, bicyclists, motorists, and transit riders of all ages and abilities must be able to move along and across a complete street safely. Street-design guidelines such as these can help ensure that street improvements include street trees and landscaping, bicycle and transit lanes, and widened sidewalks wherever possible.

As of late 2009, the City, in lieu of a more comprehensive plan, has adopted a working strategy to consider and include, where feasible, pedestrian facilities on roadways that were damaged by Hurricane Katrina, for which federal recovery and stimulus funds have been received.

ACTIONS

- *Prior to creation of the plan, all state roadways that are presently planned for resurfacing or reconstruction should be considered for pedestrian accommodation.*
- *Incorporate "Complete Streets" guidelines into the strategy. (See Strategy 3.A.)*
- *The City should include adequate funding for future pedestrian infrastructure improvements in all future bond elections.*

3.D Provide significant infrastructure investment to make major boulevards and corridors more attractive and pedestrian friendly particularly where transit stops, schools, parks, and other pedestrian generators are present.

ACTIONS

- *DPW should develop and adopt guidelines for pedestrian facilities of all types to improve the quality of the pedestrian environment throughout the city by improving striping, signage, and pedestrian crossing signals.*
  - > Give priority to intersections near schools, senior housing, community and senior centers, parks, and similar destinations.
  - > Seek Safe Routes to Schools federal funding for walk-to-school programs and improvements.
  - > Reinforce existing efforts to improve pedestrian infrastructure along major corridors by formally adopting guidelines.
- *Continue to build upon existing hurricane recovery appropriations to ensure comprehensive streetscape improvements in designated target areas, including lighting, landscaping, sidewalk enhancements, and the burying of above ground utilities.*
  - > Invest in use of permeable concrete to help control flooding on sidewalks.
- *Implement comprehensive streetscape upgrades (lighting, landscaping, sidewalks, utilities) to those boulevards that are in need of upgrades yet are not already targeted for streetscape improvements through recovery funding, such as Broad, St. Claude, Tchoupitoulas, Chef Menteur, etc.*

3.E Provide significant infrastructure investment to make neighborhood streets more attractive and pedestrian friendly.

ACTIONS

- *Funding for "Complete Streets" construction and retrofit/repair projects should derive from a combination of sources including City, DOTD, FHWA and other agencies.*
- *In coordination with street repaving projects, undertake a comprehensive streetscape improvement effort along neighborhood streets to enhance the tree canopy, sidewalk quality (provision of sidewalks where lacking, repair where needed), ADA compliance and overall streetscape aesthetic.*
- *Reinforce existing efforts to improve pedestrian infrastructure along neighborhood streets by formally adopting guidelines.*

- *Implement traffic calming infrastructure along neighborhood streets, as needed.*
- *Develop a system and procedures for regular maintenance of sidewalk infrastructure through a combination of public and property-owner funding with criteria analogous to a pavement management system.* ***(See Chapter 5 for more information.)***
- *Review and update New Orleans' ADA Transition Plan relative to public rights-of-way to reflect requirements of ADA Accessibility Guidelines and Public Rights of Way Accessibility Guidelines.*

BICYCLE STRATEGIES

3.F Develop a bicycling strategy for the City of New Orleans.

The new bicycling strategy should include data and trends (crashes and mode share), facility needs assessments, identification of future population growth areas, future route network, bicycle route hierarchies, bicycle parking needs, financing/funding mechanisms, design guidance, agency roles and responsibilities, benchmarking and evaluation analyses, educational programs, enforcement policies, encouragement/promotion activities, overall citywide bicycling goals, citywide implementation goals, public participation processes and citywide policies.

As of late 2009, the City, in lieu of a more comprehensive bicycling plan, has adopted a working strategy to consider and include, where feasible, bicycle facilities on roadways that were damaged by Hurricane Katrina for which federal recovery and stimulus funds have been received.

ACTIONS

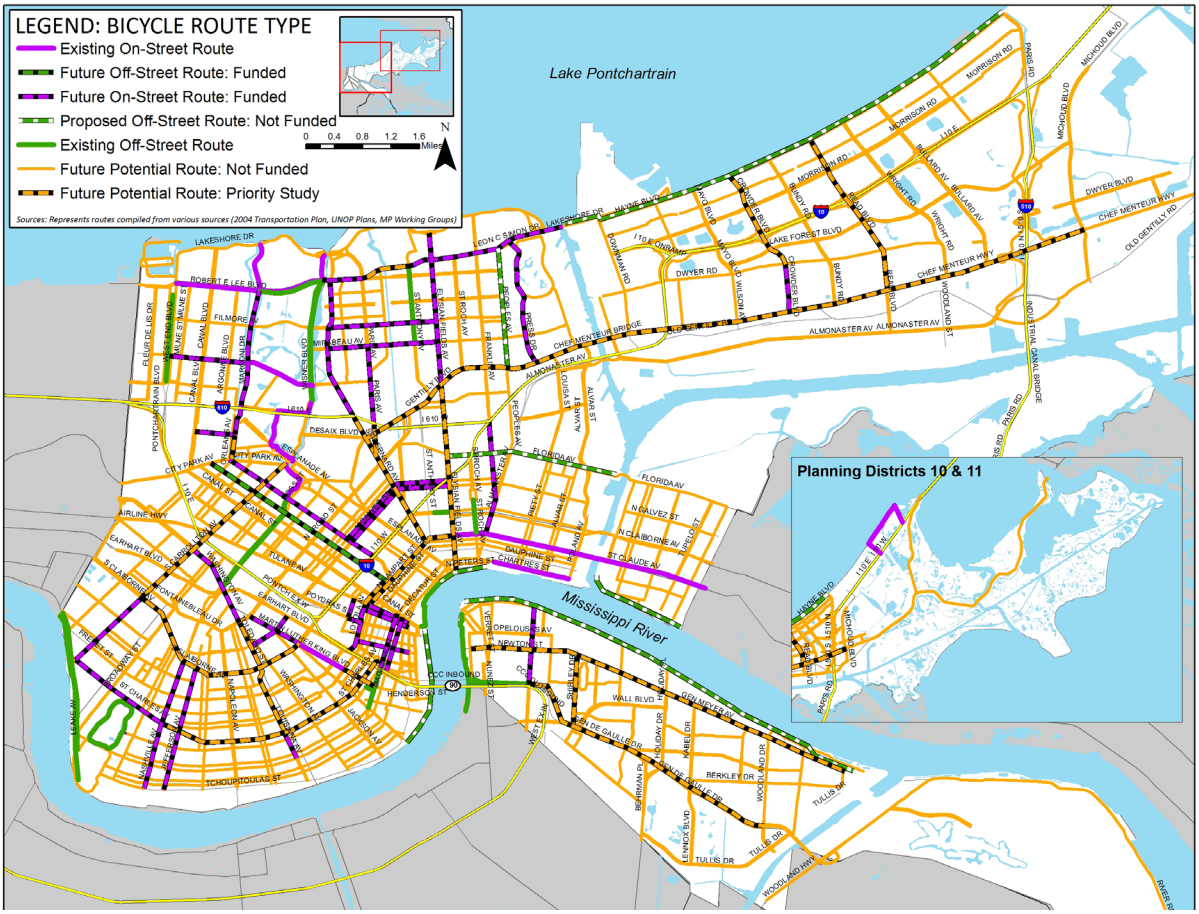
- *Prior to creation of the plan, all state roadways that are presently planned for resurfacing or reconstruction should be considered for bicycle accommodation.*
- *Incorporate "Complete Streets" guidelines into the strategy. (See Strategy 3.A.)*
- *City should include adequate funding for future bicycle improvements in all future local bond elections.*

3.G As part of the comprehensive bicycling plan, create a comprehensive, connected citywide network of bike lanes, multi-use paths, and bike boulevards to safely accommodate bicyclists.

ACTIONS

- *Establish a Pedestrian and Bicycle Advisory Committee, to assist in reviewing city projects, policies and plans, and to engage bicycle users.*
  > Committee to advise on criteria used to identify priority bike infrastructure and facilities. (Potential routes for consideration are highlighted on the "Potential 2030 Bicycle Routes" map on the facing page, which compiles routes proposed in various planning processes including the 2004 Transportation Element, UNOP and MP working groups.)
- *Develop the Lafitte Greenway as a key bicycle and pedestrian corridor.*
  The goal of creating the interconnected trail system will require strategic additions to be implemented. The first planned expansion of the system is the Lafitte Greenway. Currently funded and in the planning phase, the greenway will be built on a former canal and rail line connecting Basin Street with Canal Boulevard, touching the Central Business District, French Quarter, Tremé, Mid-City, and Lakeview. Redevelopment of adjacent parcels through careful trail-oriented development will help to revitalize the area and provide a vital transportation link through the core of the city.

POTENTIAL 2030 BICYCLE ROUTES



Construction of the Lafitte Greenway and accompanying design guidelines and trail-oriented development revitalization strategy will form a framework for other greenway and multi-use path projects. Key future projects identified through the planning process include Peoples Avenue, the river levee in the Lower 9th Ward, Florida Avenue, and the Mississippi Riverfront. Transportation and revitalization planning in these areas should include provision for these greenways.

- *Review previous bike plans and studies, including the 2004 Transportation Element, UNOP plans, and others to set priorities for adding street facilities/lanes in a phased manner. Projects that connect existing bike lanes, multi-use paths and greenways, and that offer commuter connections to employment centers, schools and activity centers, should be prioritized. Initial routes to be studied should include, but not be limited to:*
  - > Elysian Fields Ave.—Gentilly Blvd. to N. Peters St.
  - > St. Charles Ave.—Nashville Ave. to Lee Circle
  - > Carrollton Ave.—S. Claiborne Ave. to City Park Ave.
  - > St. Claude Ave./N. Rampart St./S. Rampart St.—Elysian Fields Ave. to Gravier St.
  - > General De Gaulle Dr.—Shirley Dr. to Woodland Dr.
  - > Behrman Dr.—Mardi Gras Blvd. to Opelousas Ave.
  - > General Meyer Ave.—Behrman Dr. to Bennett St.
  - > Newton St.—Veret St. to Behrman Ave.
  - > Shirley Dr.—General Degaulle Dr. to General Meyer Ave.

> Hayne Blvd.—Downman Rd. to Bullard Ave.
> Chef Menteur Hwy. and Gentilly Blvd.—Michoud Blvd. to St. Bernard Ave.
> Crowder Blvd.—Hayne Blvd. to Chef Hwy.
> Read Blvd.—Hanyne Blvd. to Chef Hwy.
> Leon C. Simon Dr.—Paris Ave. to St. Anthony Ave.
> St. Bernard Ave.—I-610 to St. Claude Ave.
> Paris Ave.—I-610 to St. Bernard Ave.
> Toledano St./Louisiana Ave.—Broad St. to St. Charles Ave.
> Marconi Dr.—City Park Ave. to Navarre Ave.
> Martin Luther King Jr. Blvd./Melpomene St.—O.C. Haley Blvd. to Camp St.
> Claiborne Ave.—Carrollton Ave. to Martin Luther King Jr. Blvd.
> Basin St./Elk Pl.—Lafitte Greenway to Tulane Ave.

- *As streets are being repaved, ensure that new bike facilities are provided.*
- *For streets which are already in good condition and not in need of repaving, retrofit streets with bike facilities.*
- *Develop standards and design guidelines for all types of bicycle facilities within DPW based on the Manual of Uniform Traffic Control Devices and American Association of State Highway and Transportation Officials standards.*
- *Where feasible, create levee-top paved bike paths, such as along the Mississippi River levee in Algiers and Holy Cross, and the Lakefront levee in New Orleans East.*
- *Study then establish a network of bike boulevards that takes advantage of quieter neighborhood streets and provides the additional benefit of traffic calming.*
  > Determine criteria for future bike boulevards, including but not limited to proximity to schools, ability to effectively parallel major streets, access to neighborhood commercial/main street areas, and neighborhood traffic concerns.

3.H Provide fixed infrastructure to further bicyclist safety and security and to encourage bicycling as an alternative mode of transportation.

ACTIONS

- *Provide ample bike racks and/or lockers on public rights of way at key activity nodes.*
- *Allow for the transformation of a limited number of on-street, parallel vehicular parking spaces into on-street bike rack/storage areas as demand or adjacent landowners require.*
- *Provide improved on-site bicycle storage and other amenities for bicycle users at publicly owned buildings such as schools and municipal facilities.*
- *Develop a public bike rental program, modeled on Paris' Velib and other successful programs, with public bike kiosks throughout the city. Work with RTA's new managing group Veolia.*

3.I Develop programs that address enforcement, education and encouragement of bicycling.

ACTIONS

- *Coordinate with NOPD to better enforce bicycle laws for both bicyclists and motorists.*
- *Improve tracking, analysis, and dissemination of crash data to guide funding to address problem areas.*

- *Encourage and support events including Bike to Work, No Car Days, Celebrity rides, etc.*
- *Support public education campaigns to increase awareness and knowledge with the goal of creating a safer environment, radio, TV, print and internet campaigns and materials.*
- *Produce informational brochures and programs (such as the RPC's Create a Commuter initiative) to encourage bicycling as a mode of transportation and to improve safety and drivers' awareness of bicyclists*
- *Modify zoning regulations to encourage or require the provision of on-site bicycle parking facilities and locker rooms for bicycle users.*

GOAL **4**

Fast and efficient mass transit supported by transit-oriented development

4.A Enhance the quality of Regional Transit Authority rolling stock and fixed infrastructure to increase on-time performance of service, improve customer communications, and enhance the quality of access to bus stops and their safety and waiting conditions.

ACTIONS

- *Continue to replace older RTA buses with newer, biodiesel and hybrid buses that are more fuel efficient and have lower emissions.*
- *Continue to repair flood-damaged, red streetcars in order to restore a full fleet of streetcars.*
- *Continue to install comfortable, durable benches and shelters at all bus stops throughout the city and ensure adequate funding and coordination between agencies for maintenance of bus and streetcar stops.*
  - > Explore comprehensive contracts for provision of bus and streetcar stop amenities in return for advertising, on the model of New York, Boston, and other cities.
- *Improve access, signage, lighting, landscaping, and other amenities at major transfer points to enhance the transit customers' experience.*

Bus and streetcar shelters enhance the transit rider's experience.

4.B Improve the existing bus and streetcar system.

ACTIONS

- *Improve the frequency and convenience of existing bus and streetcar service.*
  - > Implement capital improvements, such as signal priority technology, more efficient fare collection/boarding techniques, and the consolidation of stops to reduce travel times and improve efficiency along existing bus and streetcar routes.
  - > Use state of the art transit technologies to improve customer communications, offer transit priority on busy streets, improve access to and use of transit fare media, and reduce dwell time at stops.
  - > Reduce headways along major transit routes to less than 10 minute intervals during peak

periods, including the following routes: Elysian Fields, St. Claude, Magazine, St. Charles, Broad, Canal streetcar, and others.
  - > Examine the feasibility of major upgrades in headways and operating hours along routes with historically less frequent service, including: Jackson-Esplanade, Claiborne, Freret, and others.
  - > Extend operating hours along both major and minor transit routes to accommodate residents with off-peak work hours and to better serve weekend entertainment destinations.

- *Enhance the ease, convenience and overall experience of using transit for both frequent and occasional riders.*
  - > Produce a user-friendly guide to the transit system for tourists and new transit users.
  - > Provide transit route maps and schedules at every bus and streetcar stop.
  - > At major transfer points and intersections, install real time technology to inform riders when the next bus or streetcar will be arriving.
  - > Improve the RTA website to allow for interactive scheduling, trip planning and real-time bus location, accessible from desktop computers and mobile devices.

- *Improve the existing bus network by extending bus routes, creating new bus routes, and consolidating certain routes.*
  - > Create a new bus route to link the universities in uptown New Orleans (Xavier, Tulane, Loyola) to the Magazine Street Corridor.
  - > Consolidate separate upriver/downriver routes (Elysian Fields/Magazine and Airline/St. Claude, for example) to allow for more frequent, seamless upriver/downriver travel.
  - > Implement minor capital and intersection improvements that would improve travel times of buses (*i.e.*, Decatur Street in the French Quarter).
  - > Work with adjacent parishes to study potential RTA route extensions to key employment and activity nodes outside of Orleans Parish (*e.g.,* Claiborne bus to Ochsner Hospital in Jefferson Parish).
  - > Create extensions and minor modifications to existing bus routes (*e.g.*, extending Magazine route to the foot of Carrollton Avenue) to better connect major bus and streetcar lines.
  - > Examine the feasibility of consolidating redundant and/or underperforming routes to add additional service on nearby principal routes.
  - > Work with RTA to encourage bus routes that provide service from underserved neighborhoods to supermarkets and farmers markets.

4.C Invest in new rail, streetcar, and bus rapid transit (BRT) infrastructure by obtaining federal and local funding.

All transit expansion studies and projects detailed below shall require a comprehensive planning process by the RTA and RPC, with assistance from the CPC transportation planner and available staff. The City shall ensure that the process incorporates community outreach and input; that the City works with the RTA and other non-municipal agencies to implement the transit "best practices" adopted by this plan (see "Best Practices Checklist for Rail and BRT Premium Transit" on the facing page); and identify/study alternative route alignments, a requirement of Federal funding.

Additionally, a set of criteria shall be developed by the above entities to determine route expansion priorities. Criteria should include, but not be limited to, potential ridership, economic and neighborhood enhancement opportunities, connectivity to the existing and future system, travel times, number of stops, and so on.

ACTIONS

- *Extensively study the feasibility of a streetcar and/or light rail hybrid distributor system in the Central Business District (CBD) and French Quarter to improve connectivity for residents, workers and tourists, and to best connect with existing and potential future transit routes to city neighborhoods.*

As of late 2009, the RTA is studying three potential distributor routes through the CBD and French Quarter and pursuing stimulus funds to finance half of the estimated $212 million cost. The Master Plan recommends alternative alignments to be studied to ensure the resulting distributor system provides the most effective, expedient premium transit service.

Best Practices Checklist for Rail and BRT Premium Transit

Increased transit ridership that is embraced by a wide spectrum of users is largely a function of travel times, short headways, predictable service, station location and convenience, and safety of the service. By adhering to the below transit best practices, the City can achieve a 21st-century premium transit system.

1. *Rail and BRT cars travel in reserved, dedicated right-of-way or enhanced medians with minimal crossings.*
2. *Safe and convenient pedestrian access to transit stations*
3. *Less frequent stops located every four to six blocks or more.*
4. *Prepaid fare-collection system at stops for expedited boarding.*
5. *Schedules and system maps posted at all stops.*
6. *Low-floor bus and rail cars for faster boarding and handicapped access.*
7. *Traffic signal prioritization at intersections for transit vehicles to expedite service.*
8. *Assuring that new routes have good connections to existing citywide system and regional connections.*
9. *Land uses that allow for mixed-use, transit-oriented development at key nodes to support greater densities of residents and jobs along routes.*
10. *Require coordinated planning approach that includes City and community input, advocacy for funding, and step-by-step implementation.*

A number of older cities—including Boston, Portland, and San Diego—have developed a range of solutions for delivering fast, premium transit. They have used partially exclusive rights-of-way in medians similar to New Orleans' neutral grounds, and they have deployed hybrid streetcar/light rail vehicles that operate more like a bus in dense locations and like light rail cars in others. New Orleans can learn from these places when investing in new or improved transit.

Proposed RTA alignments under study as of late 2009 include:

> Convention Center/Riverfront: A circulator route from the existing Canal Street Streetcar line, running along Convention Center Boulevard to Henderson, then connecting to the existing Riverfront streetcar route.
> Union Passenger Terminal/Loyola Avenue: A double-track route along Loyola Avenue from Canal Street to the Union Passenger Terminal (UPT).
> North Rampart/St. Claude Avenue: A double-track line primarily along Rampart Street and St. Claude Avenue (to Press Street), with an extension along Elysian Fields Avenue connecting to the Riverfront Streetcar line.

Master Plan recommended alignments to be studied include:

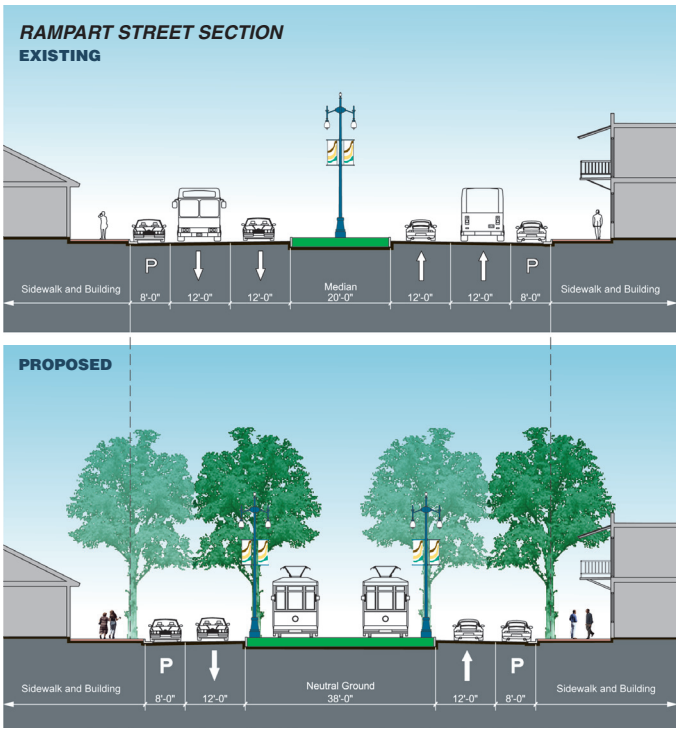
> Convention Center/Riverfront Alignment: A double-track extension of the Riverfront line to Henderson Street. Should this not provide adequate service, construct proposed RTA route.
> Union Passenger Terminal Route Alignment:
— A double-track trunk line on a widened neutral ground along the 100 block of S. Rampart Street connecting to Julia Street, connecting to UPT via Howard Avenue or a parallel street. The route should allow for limited automobile traffic to better accommodate transit, pedestrian and bicycle traffic.

— A double-track line on Howard Avenue from UPT to Lee Circle, extending along Andrew Higgins to Annunciation Street and following Euterpe Street/ Henderson Street on a side-of-street reserved right-of-way to the existing Riverfront line.

> North Rampart/St. Claude Avenue Alignment: A double-track line on Elysian Fields Avenue neutral ground from existing Riverfront Streetcar to St. Claude Avenue.

> Additional Improvement: Open the John Churchill Chase stop on the existing Riverfront streetcar and build ADA access to the river side of the stop.

> The double track line running along St. Claude Avenue from Elysian Fields Avenue, then along North Rampart and South Rampart, and continuing along a portion of Oretha Castle Haley Boulevard (see next action), should serve as a trunkline for rail system through the French Quarter and CBD.



A transit advocacy group has devised potential street layouts along proposed transit corridors, such as N. Rampart Street.

- *Conduct feasibility studies for new streetcar, light rail, and BRT routes to connect residential and commercial districts throughout the city, and to support higher-density transit oriented development.*

  As indicated above, a set of criteria to identify priority routes will be established and should include input by the RPA, RPC, CPC and transit advocacy groups, with public input on alternatives to occur during the project scoping process. All priority routes should adhere to "premium transit" principles whenever feasible to provide fast, efficient, connective service. ***(See the Potential 2030 Transit System map at the end of this chapter.)***

  Recommended priority routes to be studied or restudied include those identified in previous planning processes and by transportation advocacy groups, highlighted below.

  > St. Claude Line: Potential rail route could be constructed in stages, originally to Desire Street (as part of Distributor System), then to transit hub at Industrial Canal, with potential future expansion to the Lower Ninth Ward / St. Bernard Parish line.

  —Land use designations should encourage nodes of higher-density, mixed-use development along the route, with a transit-oriented hub at Poland Avenue.

  > Carrollton Avenue Connector: Extend streetcar line along Carrollton Avenue to link the Canal Street/Carrollton spur with the St. Charles line.

  > Elysian Fields Avenue BRT or Light Rail Line: Potential route would run in an exclusive right-or-way in or beside Elysian Fields neutral ground extending to Lake Pontchartrain to serve Gentilly and the UNO campus. Route should connect directly to the CBD.

— Land use designations should encourage nodes of walkable, mixed-use development at the intersection of Elysian Fields Avenue and Gentilly Boulevard, near the UNO campus, and surrounding the Lake Pontchartrain terminus.
— Should BRT be built initially, the route should be designed for potential upgrade to streetcar or light rail.

> New Orleans East BRT or Light Rail Line: Potential alternatives include:
— A 1980s Gannet Flemming study suggested a preferred route that would branch off the Elysian Fields line detailed above, follow Fillmore Avenue / Dreux Avenue alignment, cross Industrial Canal on a vertical lift bridge to Dwyer Avenue / Lake Forest Boulevard.
—From Elysian Fields Avenue Line, follow Gentilly Boulevard / Chef Menteur Highway then to Lake Forest Boulevard via a connector street.

> West Bank/General Degaulle Drive BRT or Light Rail Line: Potential alignment from the CBD would follow proposed distributor route (Loyola Avenue or S. Rampart alignment), then a side-of-street right-of-way and neutral ground along Howard Avenue, connecting to Crescent City Connection transit lanes, then along General DeGaulle neutral ground.
— A future spur to Federal City should be studied upon completion of route.
— Land use designations should allow for nodes of higher-density, mixed-use, walkable development at intersections of General DeGaulle at Holiday Drive and Woodlawn Drive.

> Riverfront Streetcar Extension upriver to Jackson Avenue
— Land use designations should allow for nodes of higher-density transit-oriented development at strategic nodes along the route (*i.e.*, South of Convention Center Opportunity Site).

> Riverfront Streetcar Extension downriver to Poland Avenue
—Land use designations should allow for higher-density, mixed-use development at strategic nodes along the route with a node at Poland Avenue.

> South Claiborne Avenue Line: As proposed in the UNOP District 2 Plan, this potential rail alignment would connect to the CBD distributor system with a double-track alignment extending from S. Rampart Street along a widened Oretha Castle Haley Boulevard neutral ground, turning on Martin Luther King Jr. Boulevard neutral ground, then to South Claiborne Avenue neutral ground to Carrollton Avenue.
— Study potential BRT alternative along same alignment.

> Lake Area Line: Potential BRT or light rail alignments from Canal Street, include dedicated side-of-street right-of-way east or west on City Park Avenue, then:
— Right-of-way between Greenwood Cemetery and UPT tracks, continuing adjacent to West End Boulevard after Veterans Boulevard to Robert E. Lee Boulevard
— Alignment along Canal Boulevard to Robert E. Lee Boulevard

> Jackson Avenue Connector: Potential alignment would extend OC Haley rail trackage (from Claiborne Avenue Line) onto Jackson Avenue onto a widened neutral ground to connect with the Riverfront line and Jackson Ave./Gretna ferry.

> Tulane Avenue/Airport BRT or Light Rail Line: Potential alignment would follow Tulane Avenue from the CBD, then Airline Highway and beyond.

- *Identify and preserve future rights-of-way to avoid conflicts and accommodate future streetcar, BRT and light rail route expansions.*

- *Seek federal and regional funding to study development of a regional passenger rail system and other modes of commuter transportation.*

4.D Better market transit service to increase mode share (percent of people who use transit).

ACTIONS

- *Develop promotional materials to highlight the benefits and cost savings of using public transit.*
  - > Through direct community outreach, improve the marketing of fixed-route and paratransit service to the elderly and the disabled community.
  - > Conduct outreach to local universities to increase students' awareness of transit alternatives.
  - > Work with universities to develop discount fare passes for students, faculty, and staff.
  - > Work with New Orleans Public Schools (NOPS) to restore the contract with the RTA for transit passes for NOPS middle and high school students.

4.E Create forums and entities for agency coordination and consolidation to improve transit service delivery and sustainability.

ACTION

- *Create a transit working group that includes transit providers, traffic management, planning and travel demand management staff from each jurisdiction to collaborate on the actions of each required to support transit.*
  - > Study consolidation of NORTA and JeT (Jefferson Transit) into a true regional transit agency. Include St. Bernard Transit if possible.

4.F Identify and study potential new Mississippi River ferry connections.

GOAL **5**

Enhanced intercity transportation with an upgraded airport, better passenger rail service and ultimately regional high-speed rail

STRATEGIES

5.A Coordinate with the state and other governments in the region to preserve and enhance Louis Armstrong New Orleans International Airport as the preeminent airport facility in the state.

Airports serve as a city's "front door" to visitors and play a key role in attracting and maintaining economic prosperity. Cities with airports that provide a quality experience and allow for efficient movement internally, provide easy transportation access to and from downtown, and offer direct service to many destinations have a competitive edge.

ACTIONS

- *Make major capital improvements and enhance marketing at Louis Armstrong New Orleans International Airport to increase air traffic.*
- *Complete improvements to terminals at Louis Armstrong New Orleans International Airport to enhance the appearance and the comfort of the airport and to facilitate layovers and transfers between flights, and expand terminal capacity, as needed.*
- *Develop a passenger rail connection between the CBD, Louis Armstrong New Orleans International Airport, and Baton Rouge.*

5.B Support and advocate for federal and state funding for high-speed and regional rail lines between New Orleans and other communities within the southern U.S., perhaps as a national demonstration project of new technology.

ACTIONS

- *Work with elected leadership, the Regional Planning Commission, and the Southern High Speed Rail Commission to promote funding for high-speed rail.*
- *Actively work to reinstate and improve service between New Orleans and Jacksonville, FL. (Route has not been reactivated by Amtrak since Hurricane Katrina.)*

5.C Improve connectivity and the environment for users of the Union Passenger Terminal with greater neighborhood and transit system connectivity.

ACTIONS

- *Conduct a study to improve multimodal access to and from the UPT to address comprehensive way-finding signage, high-visibility crosswalks, bicycle and vehicle parking, bicycle routes, high-quality information services and improved taxi and bus service.*
- *Identify a priority location for pedestrian access and for visibility of a UPT streetcar stop as part of streetcar system expansion plans.*
- *Focus planning efforts to enhance ease of access and improved mobility to and from the Union Passenger Terminal in all trip segments.*
- *Improve station conditions.*
  > Construct a new commissary building for Amtrak service.
  > Build a new train shed to better protect passengers on the platforms.
  > Modernize the waiting areas and bring all passenger facilities up to ADA standards.

GOAL **6**

Freight transportation systems that serve the economy while respecting neighborhoods

6.A Support investment in the capital improvements that are needed to keep the Port of New Orleans competitive while protecting quality of life.

ACTION

- *Commission an independent review of the arguments for and against the Inner Harbor Canal Lock project.*

6.B Refine and implement the New Orleans Rail Gateway Plan to improve railroad safety and operating efficiency.

ACTIONS

- *Encourage participation in the Environmental Impact Statement (EIS) public hearings for the New Orleans Regional Gateway to review proposed projects and discuss and determine appropriate mitigation measures. (The NEPA process is in place to conduct this outreach under the current EIS.)*

- *Pursue federal funding for the Gateway Plan, including adequate funding for the implementation of community mitigation and improvement projects identified in the Gateway Plan (i.e., installing soundwalls along railroad tracks).*

6.C Continue to refine truck routes and truck parking requirements while improving education and enforcement.

ACTIONS

- *Conduct a comprehensive review of the designated truck route system and update the list of streets with input from neighborhoods, truckers, business parks, intermodal terminal operators and other relevant groups.*
- *Conduct systematic outreach to trucking companies, the Port and railroad operators to ensure there is awareness of approved truck routes.*
- *Work with New Orleans Police Department to ensure that there is vigorous enforcement of truck traffic regulations.*
- *Work to improve access to and from all intermodal freight terminals through way-finding signage and street improvements.*

6.D Ensure that updates of the City's hazard mitigation plan pay particular attention to handling hazardous materials and the response to hazardous spills by updating standards, practices and procedures.

Because port, rail, and truck operations are so proximate to residential areas of the city, sufficient precautions and standards must be in place for the handling of hazardous materials and for the response to a hazardous spill. The city's hazard mitigation plan must be explicit about hazardous materials standards, practices, and procedures.

GOAL **7**

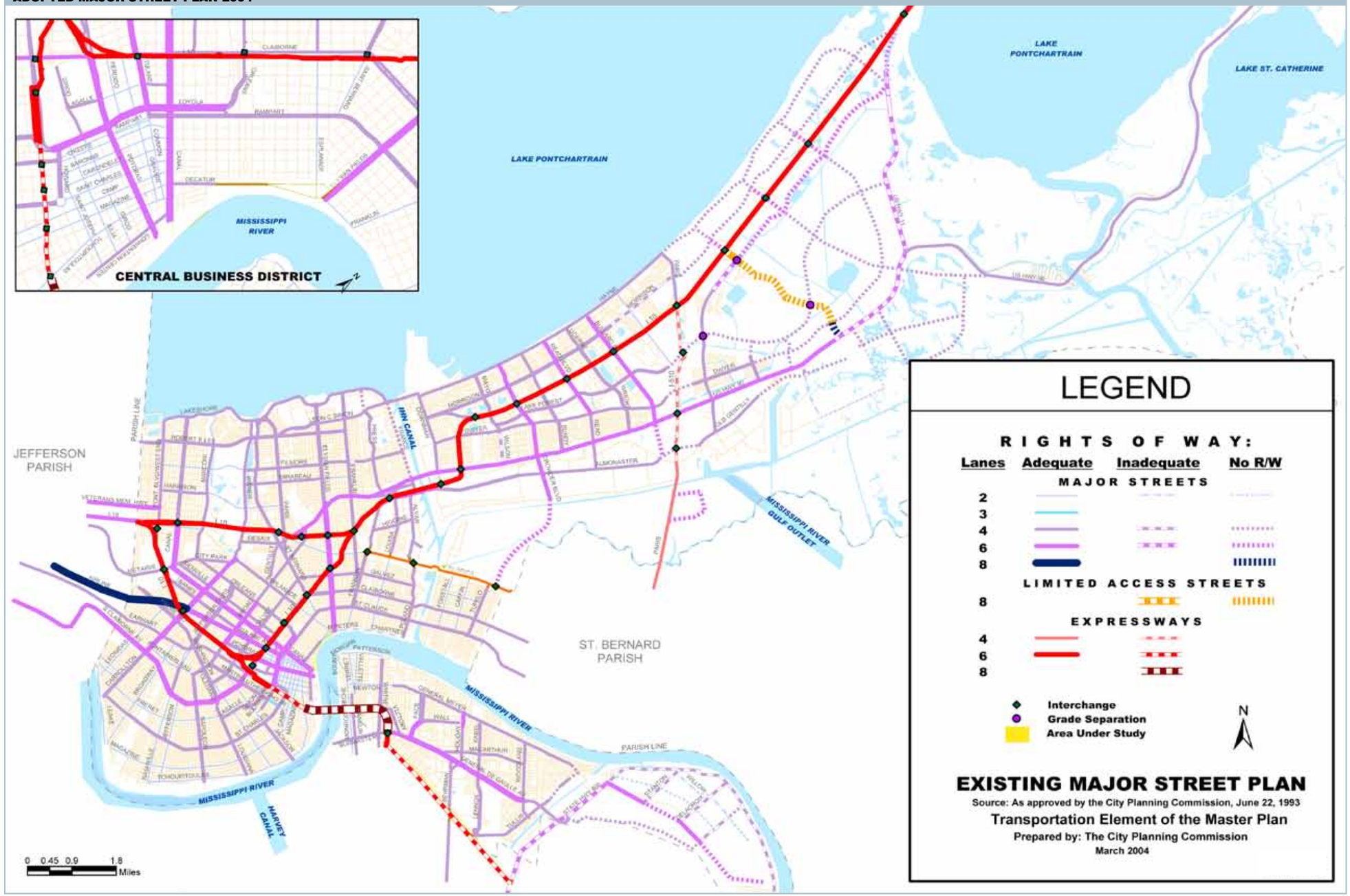
Transportation infrastructure that is resilient to flooding and other natural hazards

7.A Make capital investments and implement administrative strategies to ensure the resilience of the city's transportation infrastructure against future hazards.

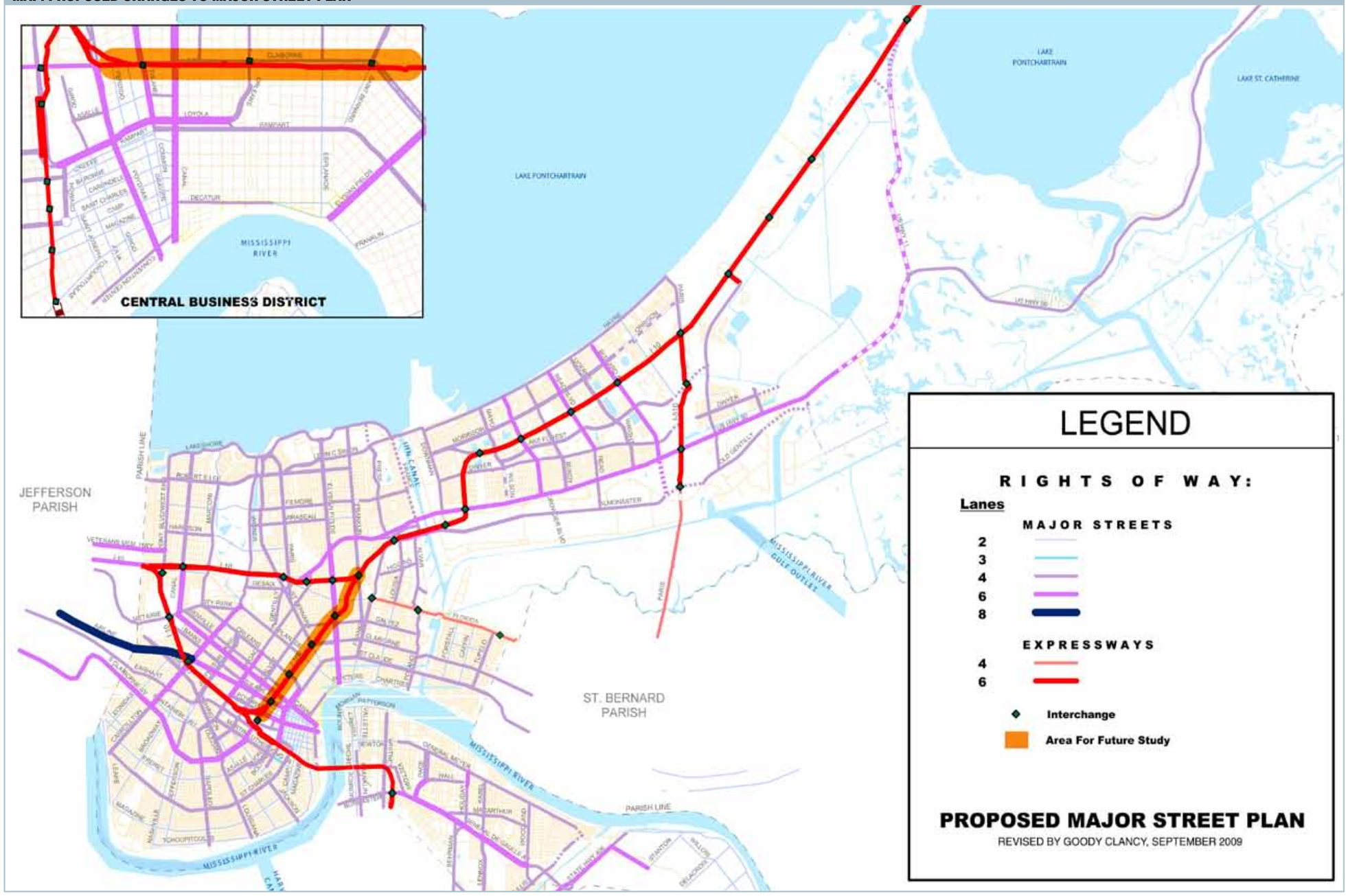
ACTIONS

- *Ensure that a thorough, timely, regularly updated plan is in place to secure bus and streetcar rolling stock from flooding.*
- *As transportation facilities, such as the Canal Street RTA headquarters, are renovated, ensure that critical building systems are elevated and that facilities are hardened against flood and wind damage.*
- *Where feasible, utilize construction techniques and materials as roads are repaved and new drainage systems introduced to allow them to minimize and withstand floodwaters.*

ADOPTED MAJOR STREET PLAN 2004



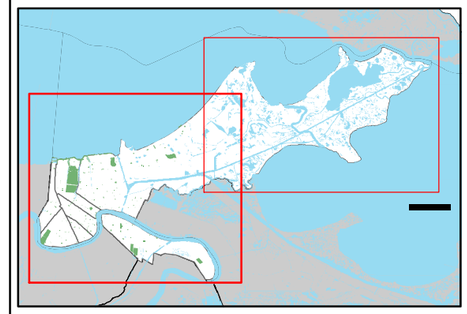
MAP: PROPOSED CHANGES TO MAJOR STREET PLAN



New Orleans is required to have an adopted Major Street Plan. The current plan (map on p. 3.16), adopted in 1971 with minor revisions in 1993 is obsolete, and called for expansion in what is now Bayou Savage. The proposed Major Street Plan (map on p. 3.17) calls for focused development in existing neighborhoods along existing corridors.

Potential 2030 Transit System

LEGEND



- Streetcar - Existing
- Streetcar - CBD/FQ Alternative Alignments
- Streetcar - Other Proposed or Potential Study
- Light Rail - Proposed (to airport)
- BRT - Proposed or Potential Study
- Bus Routes - Existing
- Bus Frequent Service - Proposed
- Streets
- Interstate Routes
- Parks

Lake Pontchartrain

Mississippi River

Potential Alignments
Lake Area BRT

Potential Alignments
NOLA East BRT

Planning Districts 10 & 11

0 0.4 0.8 1.2 1.6 Miles

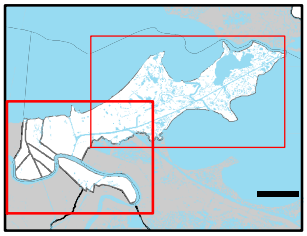
new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

Source: City of New Orleans, NORTA

New Orleans Truck Routes

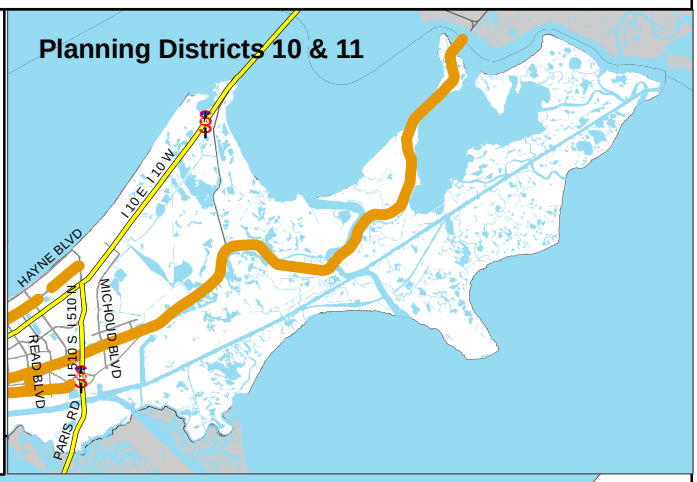
LEGEND:

- Truck Routes
- Streets
- Interstates
- Water
- Parks



0 0.75 1.5 2.25 3 Miles

Sources: City of New Orleans GIS Data, GCR and Associates, Inc,



Lake Pontchartrain

Robert E Lee Blvd
Leon C Simon Dr
Morrison Rd
Crowder Blvd
Morrison Rd
Gentilly Rd
Almonaster Ave
Canal Blvd
Allen St
Elysian Fields
Franklin Ave
Alvar St
Alvar St
Florida Ave Florida Ave
Metairie Rd
Orleans Ave
Bienville St
Airline Hwy
Tulane Ave
N Claiborne Ave
N Rampart St
N Robertson St
St Claude Ave
Chartres St
Caffin Ave
Patterson St
S Claiborne
Earhart Blvd
Earhart Blvd
Toledan St
Leake Ave
Camp St
S Peters St
Tchoupitoulas St
Teche St
Whitney Ave
Behrman Ave
General Meyer Ave
General DeGaulle Dr
Mississippi River
90

VOLUME 2

chapter 12

RESILIENCE: LIVING WITH WATER AND NATURAL HAZARDS

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***A holistic community standard of resilience from flooding and other hazards***	• Develop mitigation standards to the level of a 1-in-500-year storm, with a longer-term goal of mitigating to a 1-in-1,000-year standard. • Create the community standard through community dialogue. • Pursue a multiple lines of defense flood protection strategy. • Enhance the amenity value of drainage canals and better integrate them into the urban landscape. • Enhance urban green spaces as water-storage assets.	12.8–12.13
2	***A resilient city working toward a future in which evacuation would rarely be necessary***	• Bring planning for resilience into an expanded city Environmental Affairs agency, and strengthen existing capacity in hazard mitigation, floodplain management, and stormwater management. • Expand community awareness about hazard risk. • Expand the coordination and implementation of coastal restoration efforts in Orleans Parish. • Design new public facilities and retrofit existing public facilities to withstand hazards and serve as storm shelters for emergency personnel and for the public (less than category 3 storms).	12.13–12.17

FINDINGS

- New Orleans has always faced the risk of flooding from three sources: the Mississippi River, heavy rains, and hurricane storm surge.
- Hurricane storm surge poses the greatest threat of catastrophic flooding in New Orleans.
- Risk of flood damage has been modulated by several factors: increased structural flood protection in the form of flood gates and levees; increased development in low-lying, vulnerable areas; soil subsidence; and coastal erosion.
- Global sea level rise and the risk of stronger, more frequent hurricanes as a result of global warming may also be contributing to increased risk.
- The Army Corps of Engineers, in coordination with local levee districts, is upgrading the region's hurricane protection system to withstand a "1-in-100-year" storm by 2011. This is less protection than was promised after Hurricane Betsy.
- The Dutch provide a 1-in-10,000-year level of protection for high-density urban areas, 1-in-4,000-year level of protection for medium-density areas, and 1-in-2,500-year level for rural areas.
- Significant funds have been appropriated to implement coastal restoration and urban mitigation projects, but more is required.
- The city has established a professional hazard mitigation unit in the Office of Homeland Security and Emergency Preparedness and it is updating its Hazard Mitigation Plan in 2009.

CHALLENGES

- Raising public awareness about the realities of environmental hazards, probability, risk and mitigation options after 40 years of reliance on external levees as a guarantee of protection.
- Completing the 100-year flood protection system by 2011, given the scale of the needed improvements.
- Securing additional funding for more robust storm surge protection beyond a 1-in-100-year level of protection.
- Securing adequate funding on an accelerated basis for further coastal restoration efforts.
- Implementing citywide flood elevation, land use, and building requirements appropriate to different parts of the city to establish a higher overall level of community resilience.
- Addressing the increased cost of retrofitting structures and building new structures to be more resilient to flooding.
- Balancing expedient building and re-building practices against the city's long term security.
- Retrofitting the city's drainage infrastructure to improve water management practices and to better incorporate water into the urban landscape.
- Coordination between local, state, and federal efforts to make the city more resilient.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CAO	Chief Administrative Officer	**NORA**	New Orleans Redevelopment Authority
CPC	City Planning Commission	**EPA**	U.S. Environmental Protection Agency
FEMA	Federal Emergency Management Agency	**CZO**	Comprehensive Zoning Ordinance
GIS	Geographic Information Systems	**DFIRM**	Digital Flood Insurance Rate Map
ACE	Army Corps of Engineers	**IPET**	Interagency Performance Evaluation Task Force
LACPR or CPRA	Louisiana Coastal Protection and Restoration Authority	**DNR**	Louisiana Department of Natural Resources
		ABFE	Advisory Base Flood Elevation

A Introduction

New Orleans has always depended for its existence and prosperity on its location in a place prone to storms, floods, and other natural challenges. Understanding and managing risks to secure opportunity and value was critical to the city's growth and cultural development, allowing it to become one of the world's great cities. Hazard mitigation is legally defined as "any sustained action taken to reduce or eliminate the long-term risk to human life and property from hazards." To be effective, hazard mitigation must be targeted to all classes and types of hazards and it must be comprehensive in its approach, integrated in its implementation, and mindful of the community interests it wants to protect or enhance. In the 21st century, the language of hazard mitigation is coupled with the concept of "resilience." Resilience is shown by a community's ability to anticipate hazards, to reduce overall vulnerability, and to respond and recover from hazard events. In addition, resilient communities also need to be able to learn and adapt to changing conditions and risks.

The Master Plan focuses especially on storm and flood hazards, as the most significant facing New Orleans. The City has begun to develop its own expertise on hazard mitigation and resilience and must expand this capacity. Technical expertise within city government must be combined with broad community dialogue and understanding about probabilities, managing risks, and the interrelated responsibilities of individual households, city government, and state and federal governments.

A Implementation Strategies

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 12.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
Holistic community standards of resilience from hurricanes and other hazards	Create an effective community process and collaboration with the Army Corps of Engineers, regional stakeholders, and the state to have a dialogue about storm probabilities, risk, protection levels, and hazard mitigation options in order to reach a community consensus on resilience standards.	Ensure that there is adequate and ongoing education and outreach to the public about current risk levels from hurricanes and other hazards.	Hazard Mitigation Unit	first five years	Federal funds (FEMA grants)	12.8
		Develop aims for revised building standards, building techniques, community facilities investments and land use practices to reflect the community standards for resilience.	Updated Hazard Mitigation Plan; Hazard Mitigation Unit; CPC; Safety and Permits; CAO's office	first five years	FEMA grants	12.8
		Include adaptation to climate change and sea level rise in planning for resilience.	Updated Hazard Mitigation Plan; Hazard Mitigation Unit; Environmental Affairs	first five years	FEMA grants	12.8
	Advocate for a minimum 500-year protection level and comprehensive coastal wetlands restoration.	Promote completion of 100-year protection by the Army Corps of Engineers (ACE) as promised in 2011.	City and state leadership; Environmental Affairs; Hazard Mitigation Unit	first five years	staff time	12.8
		Advocate for comprehensive plan similar to the Everglades Plan and recommended priority actions expected but not received from the LACPR.	City and state leadership	first five years	staff time	12.9
		Create a regional coalition for funding to implement a comprehensive protection system with a 500-year or more standard and a full range on non-structural measures.	Mayor's Office through Environmental Affairs and working with regional governmental and nongovernmental organizations, legislative delegations, business groups	first five years	staff time	12.9

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Study feasibility of the polder system.	Levee Board	first five years	Levee Board Federal funds	12.9
		Advocate for expedited release of funds for coastal restoration from the federal-state royalty agreement on offshore leases.	City and state leadership	first five years	staff time	12.9
	Expand the coordination and implementation of coastal restoration efforts in Orleans Parish.	Streamline policy coordination and wetlands permitting among the state, ACE, and local government.	Environmental affairs	first five years	staff time	12.10
		Update the Coastal Management Plan.	Environmental affairs	first five years	Federal, state, or nonprofit funds	12.10
		Explore the potential of funding local wetlands protection and restoration projects with carbon sequestration, "cap and trade" credits.	Environmental affairs	first five years	staff time	12.10
		Develop an inventory of property outside the levees and all wetlands in Orleans Parish.	Environmental Affairs; Office of Technology; Louisiana Coastal Wetlands and Restoration Task Force	first five years	staff time	12.10
		Ensure consistency between the CPRA plan, the Bayou Sauvage Master Plan, the City's Master Plan and land use regulation.	CPC, CPRA, Environmental Affairs	first five years	staff time	12.10
		Create a local wetlands protection ordinance.	Environmental Affairs; City Council	first five years	staff time	12.11
		Create an improved inventory of wetlands in Orleans Parish to inform land use policies and coastal restoration efforts.	Environmental Affairs	first five years	staff time; state capital restoration funds	12.11
		Resolve any property and subdivision issues in areas outside the levees through a property inventory and acquisition of paper subdivisions.	Environmental Affairs; Office of Technology; CPC; NORA	medium term	state coastal restoration funds	12.10

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
	Develop a Stormwater Management Plan that will provide technical expertise, identify best management practices, and establish minimum requirements to control the adverse effects of stormwater runoff for all new development and capital improvements.	Convene a working group of city agencies to co-author the stormwater management plan.	CPC; DPW; SW&B; Parks and Parkways; DS&P; Office of Environmental Affairs	first five years	Federal grants (FEMA; EPA); bond funds	12.11
		Establish stormwater management best practices in design and construction of public buildings, including pervious materials and green roofs.	CAO's office; Project Delivery Unit	first five years	recovery funds; capital funds	12.11
		Study the feasibility and cost of retrofitting drainage canals as landscape amenities ("blueways").	Levee District	first five years	Levee District revenues	12.12
		Advocate for Corps to provide full pumping capacity for the city's outflow canals.	Army Corps of Engineers	first five years	federal funds	12.12
		Modify zoning and subdivision regulations to encourage on-site storage and infiltration of stormwater and the use of pervious pavement, green roofs and similar strategies.	CPC	first five years	CZO rewrite project	12.13
		Retrofit green open space for stormwater management.	Parks and Parkways	medium term	EPA stormwater management grants	12.11
		Study the feasibility of using the river to manage groundwater levels and reduce subsidence.	Sewerage & Water Board	medium term	federal grants	12.12
A resilient city working towards a future in which evacuation would rarely be necessary	Create a Department of Environmental Affairs by expanding the current agency and strengthen hazard mitigation and floodplain management capacity.	Expand the responsibilities, staffing and funding of the city's Environmental Affairs agency to serve as the central policy development office for the city's resilience and other environmental strategies.	Mayor's Office	first five years	General fund; state and federal grants	12.13 – 12.14
		Support and strengthen the city's professional Hazard Mitigation Unit.	Mayor's Office; CAO	first five years	General fund; FEMA grants	12.14
		Strengthen the city's floodplain management capacity in the Department of Safety and Permits.	Mayor's Office; CAO	first five years	General fund; FEMA grants	12.14

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
	Adapt building regulations to respond to hazard risks.	Design new public facilities and retrofit existing facilities to make them hardened and resilient to wind and flooding.	CAO's office; Project Delivery Unit	first five years	recovery funds; capital funds	12.14
	Adopt regulations to make new development hazard resistant and resilient.	Continue to work with FEMA to ensure that DFIRM requirements after 100-year protection is complete accurately reflect risk.	Hazard Mitigation Unit;	first five years	FEMA grants	12.16
		Subject to analysis, supplement DFIRM requirements with more stringent local mandates, where appropriate.	Hazard Mitigation Unit; Safety and Permits; CPC	first five years	FEMA grants; staff time	12.17
	Secure additional funding to assist property owners with costs of flood and storm proofing.	Secure additional grants.	Hazard Mitigation Unit	first five years	FEMA grants	12.16

Getting Started

This item is a short-term action that will help lay the groundwork for the longer-term actions that follow.

- Ensure that the community education program accompanying the Hazard Mitigation Plan Update is a comprehensive community conversation about storm probabilities, risk levels, building standards, and land use practices, with information on specific ways that individual households can manage their risk, and prepare a continuing community outreach and media program after the update is complete.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

GOAL 1

Holistic community standards of resilience from hurricanes and other hazards

1.A Create an effective community process and collaboration with the Army Corps of Engineers, regional stakeholders, and the state to have a dialogue about storm probabilities, risk, protection levels, and hazard mitigation options in order to reach a community consensus on resilience standards.

ACTIONS

- *In conjunction with the Corps of Engineers and the Coastal Protection and Restoration Authority (CPRA), devise appropriate standards for public building, neighborhood, and infrastructure resilience.*
  Through the hazard mitigation planning process (an update is underway in fall 2009), the community must have a frank discussion about the risks the city faces from multiple hazards and the hard choices, investments, and trade-offs that will necessarily accompany one standard or another. Following the National Academy of Sciences reviews, which noted that heavily populated areas need more than a 1-in-100-year standard, this Master Plan suggests aiming for a 1-in-500-year standard as the minimum level of risk the city should accept in all respects: flood control, infrastructure resilience, utility service, and the robustness of its buildings. This level of resilience can give residents, businesses, institutions, and government the confidence and security to make major investments in New Orleans' future. To achieve this goal, the city should:
  > *Ensure that there is adequate education and outreach to the public about current risk levels from hurricanes and other hazards.* This process has begun through the Hazard Mitigation Plan Update.
  > *Develop clearly articulated aims for revised building standards, building techniques, community facilities investments, and land use practices to reflect the new community standard for resilience.*

- *Account for climate change and anticipated global sea level rise in adopting standards and techniques to meet new community standards for resilience.*
  New Orleans and the state of Louisiana can begin to lead the national and even international dialogue on combating climate change. At the same time, the City, state, and federal government need to coordinate responses to potential changes in global sea level in outlining hurricane protection, coastal restoration, and land use strategies. To the extent possible, the City should incorporate information about projected climate change impacts in adaptive resilience strategies.

1.B Advocate for a much higher level of flood protection and for comprehensive wetlands restoration.

The National Academy of Sciences reviews of the IPET reports and LACPR study called for higher protection standards for dense urban areas like New Orleans and a more coordinated and comprehensive multiple lines of defense strategy.

ACTIONS

- *Coordinate with the Corps of Engineers and local levee boards to promote the completion of 100-year flood protection by 2011.*
  The City must work to promote consistent, systematic coordination and regular project updates between the Corps of Engineers, Orleans Levee District, regional levee authorities, and city government, and so that the 2011 target is met.

- *Advocate for funding and the expeditious implementation of flood protection system that can withstand a 500-year storm or stronger event.*
  A 500-year standard would provide a much greater margin for safety; and it would give residents and businesses confidence in the city's enduring safety.
  > *Advocate for the comprehensive plan and recommended priority actions that did not emerge from the Army Corps of Engineers LACPR.*
  The original directive from Congress that authorized the study was for the Corps to present a unified work program of flood protection and coastal restoration improvements to protect the New Orleans Metropolitan Area from storms significantly greater than the 1-in-100-year level.
  > *Following the recommendations of the study, create a regional coalition to advocate for federal funding for the implementation of a more robust (i.e., 500-year protection or stronger) hurricane protection system, including a full range of non-structural measures.*
  > *Study feasibility of implementing a polder system to continue flooding in a storm event.*

- *Advocate for increased state and federal funding and strengthened regulatory policies to bolster regional coastal restoration efforts.*
  There is consensus that increased funding, expedited review processes, and expedited implementation are needed to slow coastal land loss.
  > *Advocate for an expedited release of funds to Louisiana through the federal-state royalty agreement for offshore oil leases passed in 2007.*
  The state should either borrow against this future revenue stream (to begin in 2017) or renegotiate the terms of the royalty sharing agreement with the federal government to obtain substantially more funding for coastal restoration in the coming 10 years.
  > *Ensure that there is adequate state and federal funding and administrative support to fully implement the Louisiana Coastal Protection and Restoration Authority Master Plan[1] on an expedited basis.*
  A long-term federal/state cost sharing agreement and funding strategy (estimated total costs range from $30 to $45 billion) are needed to ensure its implementation.
  > *Advocate for strengthened local, federal and state wetlands permitting procedures to limit development and invasive activities in sensitive wetlands areas.*
  Current regulatory guidelines do not go far enough to enjoin activities that are widely recognized as being extremely harmful to wetlands areas. Commercial coastal activities are estimated to have disturbed nearly 9,000 acres or 14 square miles of wetlands since 1987. Permitting for private commercial activities cannot be working at cross purposes.

I.C Expand the coordination and implementation of coastal restoration efforts in Orleans Parish.

ACTIONS

- *Improve coordination in coastal restoration matters between the City of New Orleans and other state, local, and federal agencies.*
  The permitting process for development activity in a wetlands or coastal area is extremely complicated. Depending on the nature of the application, a property owner may have to go through three or more layers of approvals, including a Corps of Engineers/EPA "Section 404" review, a Coastal Use Permit review conducted by the Louisiana Department of Natural Resources (DNR), the State Department of Health and Hospitals (in Lake Catherine and Irish Bayou), and local zoning and subdivision regulations. Closer coordination and more well defined protocols would lead to more informed decisions and a more expeditious, predictable, and fair process for both developers and concerned members of the community.

1 The official name of the plan is Louisiana's Comprehensive Master Plan for a Sustainable Coast, 2007

> *Establish streamlined protocols for policy coordination among the Department of Natural Resources, US Army Corps of Engineers, parish governments, and coastal zone/floodplain managers.*

- *Secure funding for and support the implementation of locally driven coastal restoration efforts.*

> *Identify innovative financing techniques to fund coastal restoration projects in Orleans Parish such as carbon sequestration dollars.*
A "cap and trade" system allowing carbon polluters to offset their emissions with carbon sequestration or mitigation projects appears to be an imminent possibility. The Obama administration has signaled its strong support for such an initiative by including anticipated revenue from a cap and trade system in their 2010 budget proposal. Wetlands restoration projects have the potential to receive substantial funding as carbon sequestration projects. The City should work closely with the Louisiana Coastal Protection and Restoration Authority (CPRA) to identify the specific mechanism by which coastal restoration activities can become eligible and can be marketed to interested parties.

> *Secure funding for and support the implementation of innovative, locally driven wetlands restoration projects, such as the Wetland Assimilation Project currently directed by the Sewerage and Water Board.*
There are a number of locally driven restoration projects underway, such as the Wetland Assimilation Project at Bayou Bienvenue, directed by the New Orleans Sewerage and Water Board. The city should work with the Corps of Engineers and CPRA to identify other projects that are of an appropriate scale and cost and that could be undertaken by local government. Funding sources, whether through carbon sequestration proceeds or other sources, must then be identified to facilitate their implementation.

> *With the assistance of the New Orleans Redevelopment Authority (NORA), facilitate the acquisition of "paper subdivisions" in undeveloped areas to assemble land for conservation and coastal restoration projects.*
So called "paper subdivisions"—subdivisions of small lots that were created prior to modern subdivision regulations and that have never been developed—are an occasional stumbling block to coastal restoration projects. The Office of Environmental Affairs should work closely with CPRA and with the New Orleans Redevelopment Authority to identify critical coastal restoration projects that require the assembly of these assembly and consolidation of these paper subdivisions. The City could then acquire and land bank these properties in order to facilitate restoration projects. FEMA Hazard Mitigation Grants may be a funding source.

> *Include in the city's GIS property database a legal inventory of property and parcel boundaries outside of the hurricane protection system in Orleans Parish.*
A thorough GIS property database available to all city agencies and eventually to the public is a fundamental recommendation of this Master Plan. Determining property ownership outside of the levees is frequently difficult and can be a hindrance to coastal preservation and restoration efforts.

> *Ensure consistency between the CPRA plan, the Bayou Sauvage Master Plan, the City's Master Plan, the City's Coastal Management Plan, and the City's land use regulations in coastal restoration policies, phasing, funding, and recommendations.*
All of these documents have an important role in guiding how the city's wetlands are managed, protected, and restored. It is critical that there is consistency among all of these documents to ensure that well-meaning policies are not working at cross-purposes with outmoded regulations.

> *Update the Coastal Management Plan.*
The City's Coastal Management Plan dates from 1985 and does not take into account the myriad changes in the city's and region's economy, land use patterns, coastal environment, and vulnerability to tropical events and the regional guidance outlined in the CPRA Master Plan of 2007.

> *Create a new local wetlands protection ordinance that is specific to wetlands areas and that reflects development constraints and challenges.*
While both federal and state agencies can potentially be involved in permitting activities in coastal and wetlands areas, they do not have the power to supersede local land use regulations. Local ordinances, zoning and subdivision regulations represent the first defense in protecting the health of New Orleans' wetlands. Enforcement by Environmental Affairs would probably be most appropriate due to its expertise in wetlands issues, however, this should be further discussed during the creation of the ordinance.

> *Create an improved inventory of wetlands in Orleans Parish to inform land use policies and coastal restoration efforts by working with state government, the Army Corps of Engineers, and with universities in the region to compile an improved inventory and detailed digital maps of wetlands in Orleans Parish.*

I.D Develop a Stormwater Management Plan that will provide technical expertise, identify best management practices, and establish minimum requirements to control the adverse effects of stormwater runoff for all new development and capital improvements.

ACTIONS

- *Convene a working group of city agencies, including the Department of Public Works, the Sewerage and Water Board, the City Planning Commission, Parks and Parkways, the Department of Safety and Permits, and the Office of Environmental Affairs to co-author the stormwater management plan.*
- *Create a stormwater management unit in the Sewerage and Water Board.*
Innovative stormwater management techniques that rely on natural drainage can reduce the costs of hard infrastructure and mitigate flooding from rain events.

Berm surrounding a neighborhood park in suburban Jefferson Parish which has been re-designed to store stormwater in the event of a heavy rainfall.

Streetscape improvements can include bioswales, rain gardens and other features to allow for water storage and groundwater filtration.

- *Retrofit parks, playgrounds, and neutral grounds to function as stormwater retention and groundwater filtration infrastructure.*
  New Orleans has a wealth of playgrounds, parks, and neutral grounds that are not incorporated into the city's stormwater management system. All of these assets could be used to retain water in the event of a heavy rainstorm, and rain gardens and groundwater filtration infrastructure could be incorporated into their re-design.

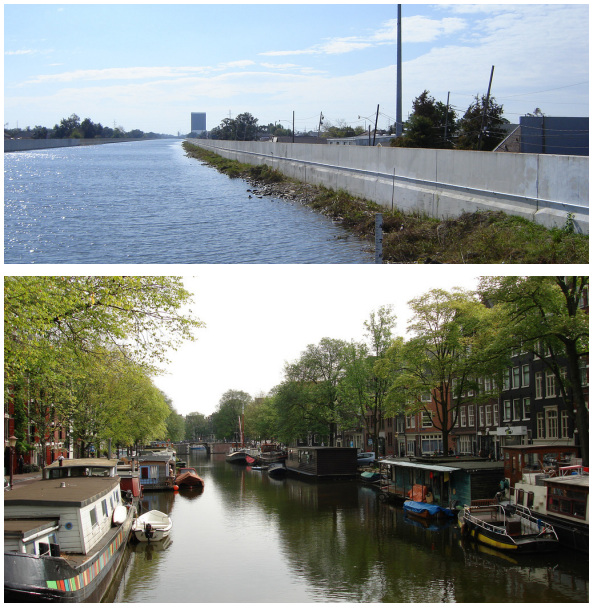
- *Replace most lawn areas in neutral grounds and street swales with shrubs and groundcover.*
  Stormwater engineering increasingly is adapting the lessons of natural systems to controlling and filtering runoff. These techniques can be applied at any scale, from backyard rain gardens to streets and city parks. Rain gardens are small areas that are lower in elevation than their surroundings and are filled with plantings. They capture stormwater from roofs and other drains and allow the water to seep into the ground. Lawns are only marginally superior to paved areas in retaining stormwater, particularly when soils are compacted, so less lawn and more groundcover, shrubs and trees in the neutral grounds will help the city manage water, mitigate flooding, and reduce subsidence. This planting strategy can coexist with the use of neutral grounds for walking and bike paths. On the neighborhood streets where there are no curbs or catch basins, plantings in drainage ditches ("swales") improve stormwater management by enhancing absorption of water and reducing the velocity of stormwater.[2]

- *Examine the feasibility of utilizing the Mississippi River as a potential source for managing groundwater levels and reducing subsidence.*
  The desiccation of New Orleans' soils over time is a principal reason why the city has experienced such a severe rate of subsidence. Dutch engineers and landscape architects who visited New Orleans and have suggested that the Mississippi River could potentially be used to maintain groundwater levels.

- *Incorporate natural drainage systems, create rain gardens and small scale water management infrastructure to reduce runoff and increase the permeability of the urban landscape.*

- *Retrofit existing public buildings and design new public buildings to include stormwater management best practices including the use of pervious materials and green roofs.*
  The many new and renovated public buildings underway during recovery present tremendous opportunity for the city government, New Orleans Public Schools, and other public bodies to pursue green building practices that will retain stormwater on-site rather than adding to runoff.

- *Determine the feasibility and cost of retrofitting drainage canals into landscape amenities ("blueways") that are accessible to adjacent neighborhoods.*



Unlike cities such as Amsterdam, New Orleans has for the most part hidden its drainage canals underground or behind large retaining walls, thereby missing an opportunity to create a tremendous aesthetic amenity" *(Image of Amsterdam by Tracy Vierra, from Flickr creative commons)*

[2] See The Center for Watershed Protection, http://www.cwp.org

Bayou St. John is a wonderful example of how water can be used as a neighborhood and recreational amenity. Drainage canals could be designed to add value to the city.

The ultimate location of New Orleans' drainage pumps will play a major role in determining whether the city's drainage canals can be retrofitted for recreational use.

Much of the city's drainage infrastructure is currently hidden from view. Water is whisked away into storm drains which feed sub-surface drainage canals and ultimately tie into drainage outfall canals that are hidden from view. Instead of hiding drainage infrastructure behind mammoth concrete walls, or within underground culverts, the city could "daylight" more of its drainage infrastructure, thereby creating a new component of the city's aesthetic identity. The New Orleans East Bank Levee Board is pursuing a feasibility study.

- *Advocate that the Corps provide full pumping capacity for the city's outfall canals at the proposed flood gates near Lake Pontchartrain, obviating the need for walled canals.*
  The location of the city's pumping stations at the center of the city requires water levels and canal walls that lie substantially above adjacent streets and buildings. If the pumping stations were to be permanently relocated to the mouths of the outfall canals, a water level and overall aesthetic that is more akin to Bayou St. John would be possible. The Corps of Engineers recently released a study that recommended that, because of lower costs, the principal pumping capacity should remain at the existing pumping stations in the heart of the city and that a series of gates and supplemental pumps should be maintained at the mouths of the city's outfall canals. City leaders are advocating that safety and aesthetic considerations favor the relocation of all pumping capacity to the mouths of the outfall canals.

- *Modify zoning and subdivision regulations to encourage on-site storage and filtration of stormwater.*
  Aside from public buildings and public infrastructure, the other principal mechanism at the city's disposal to manage stormwater and runoff is to permit and promote stormwater best practices on private property.
  > *Encourage the use of green roofs, porous paving materials, and other techniques to encourage on-site storage of rainwater and to enhance groundwater filtration.*
    Local building code regulations and zoning regulations should be adapted to permit green roofs, cisterns, rain gardens, porous paving materials and other on-site stormwater management techniques. Given the unique climatic challenges that New Orleans faces (mosquitoes, torrential rains, searing summer temperatures, and occasional tropical events), these guidelines must be carefully crafted to account for the exigencies of local conditions. The city should also actively encourage the use of these techniques through conditions attached to the disposition of publicly owned property and the use of public development subsidies.

GOAL **2**

A resilient city working toward a future in which evacuation would rarely be necessary

2.A Create a Department of Environmental Affairs and strengthen capacity for hazard mitigation and floodplain management.

Meeting the challenge of creating a resilient New Orleans will require that the city have a strong agency that functions as the central point of expertise, information and coordination on the multiple lines of defense approach to protection from natural hazards, as well as adaptation to environmental change, and other environmental issues. The Mayor's Office of Environmental Affairs in 2009, with responsibilities for the city's programs of coastal management, brownfields, and climate protection, has one professional and very limited funding. A number of the activities that in many cities are brought together under a department of the environment are scattered throughout many New Orleans departments. While in the long term it may prove worthwhile to bring these agencies into a strong Department of Environmental Affairs, an enhanced office or department of environmental affairs is needed now to make sure that there is one place in city government where an understanding of the interrelationships of myriad activities both within and outside of city government resides. This agency would be the liaison between the city and the multiple federal, state and local entities working on environmentally related issues affecting the city, from the multiple lines of defense approach to storm protection and climate change, to waste reduction and energy efficiency. While the city's Hazard Mitigation Unit is currently located in the Office of Homeland Security and Emergency Preparedness, it may ultimately prove worthwhile to move it to an enhanced environmental affairs agency.

ACTIONS

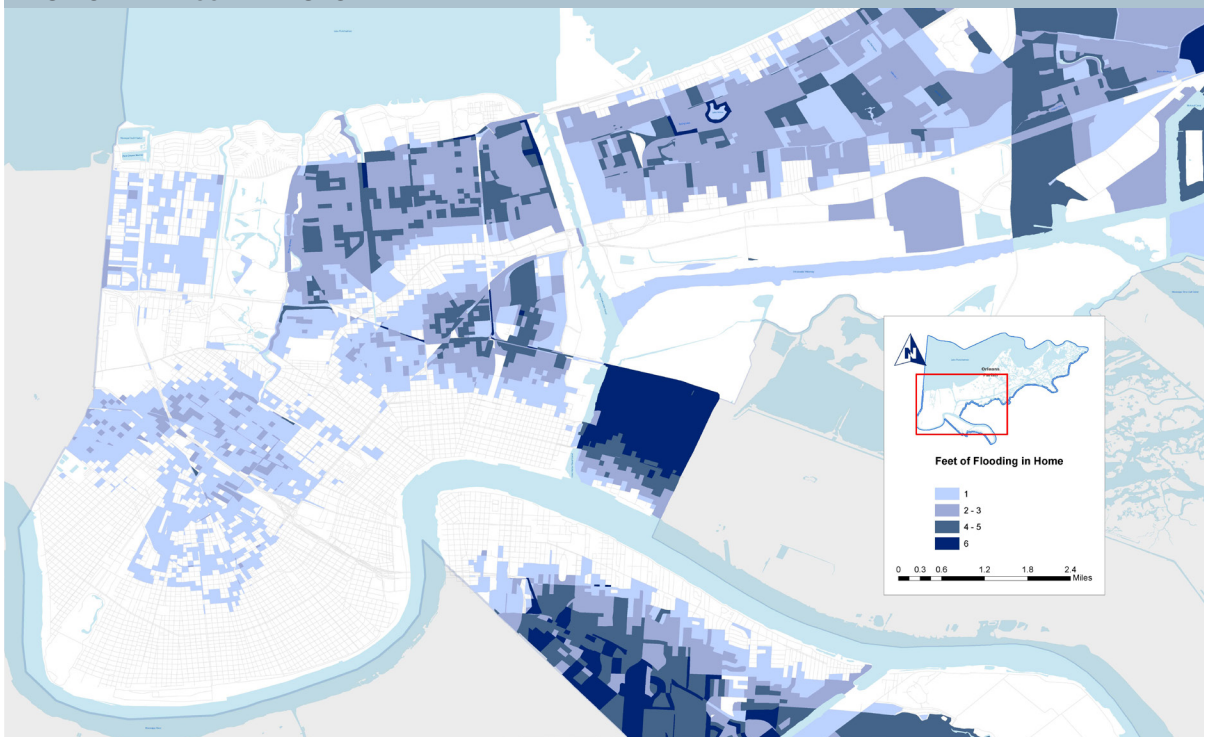
- *Expand the responsibilities, staffing and funding of the city's Environmental Affairs agency, so it can serve as the central policy development office for the city's resilience and other environmental strategies.*
- *Support and strengthen the city's professional Hazard Mitigation Unit in order to assure continued planning, implementation of mitigation strategies, and acquisition of grant funds to assist residents and other property owners to protect against environmental hazards.*
- *Strengthen the city's floodplain management capacity in the Department of Safety and Permits.* Although this department is the city's designated floodplain manager, until recently it had no certified floodplain management personnel (there are now 3). Staffing constraints continue to make it difficult to implement floodplain management inspections and other activities at the level to be desired.

2.B Adapt building regulations and techniques to more accurately respond to risks from wind and flooding, including the risk of levee overtopping.

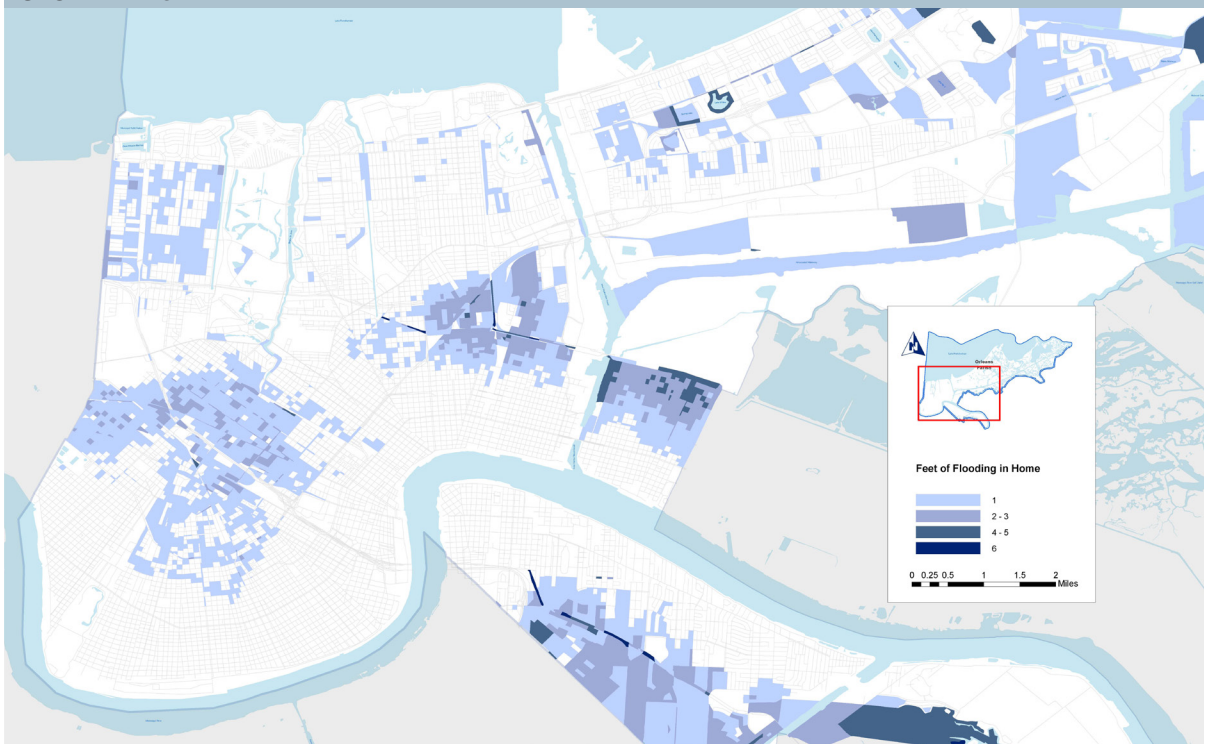
ACTIONS

- *Design new public facilities and retrofit existing public facilities to make them resilient to wind and flooding.*
  New Orleans has a unique opportunity to largely re-work its public infrastructure to make it much more resilient to flooding and wind damage. All public buildings should be renovated or built to a standard such that they will be able to withstand a 1-in-500-year storm after the completion of the hurricane protection system in 2011. Wind resistant materials must be used. Buildings and building systems (Heating, Ventilation, and Air Conditioning *etc.*) must

MAP 12.1: AMOUNT OF FLOODING IN ABFE-COMPLIANT HOMES ACCORDING TO 2007 RISK OF 1-IN-100-YEAR STORM



MAP 12.2: AMOUNT OF FLOODING IN ABFE-COMPLIANT HOMES FROM A 1-IN-500-YEAR STORM IN 2011



The maps highlight those blocks that must be elevated beyond existing Advisory Base Flood Elevation (ABFE) Requirements to avoid flooding. The map on the top highlights those blocks whose houses must be elevated to avoid flooding from a 100-year storm with the current level of flood protection in place. The map on the bottom highlights the areas that will need to be elevated beyond ABFE's to avoid flooding from a 500 year storm in 2011 and thereafter.

Increased resilience against storms will come from both collective and individual measures. The City can advocate for increased flood protection from the Army Corps of Engineers and other federal sources while also upholding building code regulations that require individuals to raise buildings above flood levels.

be elevated to a sufficiently safe height. When building elevations are difficult or impossible, building materials and construction techniques must be employed such that the rapid recovery and use of the building is possible following a major storm event.

- *"Harden" existing critical, public facilities against possible storm damage by elevating buildings, utilizing robust materials, installing back-up generator capacity, and protecting building systems against flooding.*
- *Ensure that new public facilities are built with flood and wind resilience incorporated into their design and construction.*

2.C Ensure that sufficiently robust regulatory measures are in place to make new development and construction resilient to flooding.

In addition to implementing higher standards for public facilities, the city must adopt and evenly enforce more stringent standards for private construction and development to ensure the city's long-term resilience. The loss of private housing and workforce is just as damaging to the entire community as the loss of critical public facilities after a major storm. The city's regulatory framework must be consistent with a 1-in-500-year standard for the resilience of the city.

ACTIONS

- *Continue to work with FEMA to ensure that building elevation requirements under DFIRM maps accurately reflect the risk from hurricane and storm surge flooding.*
  The City has been working with FEMA on the Digital Flood Insurance Rate Map (DFIRM) process and plans to commission an independent review of the maps to be released after the 100-year protection work is complete.
- *Subject to analysis and in accordance with agreed upon community resilience standards, supplement DFRIM requirements, where appropriate, with local "freeboard" elevation requirements to mandate greater building elevations.*
  The present Advisory Base Flood Elevation maps do not offer adequate protection to all areas of the city prior to the completion of the 100-year flood protection system in 2011. Based on the adjacent maps, the following areas should be considered for an additional "freeboard" requirement:
  > Algiers
  > Lower 9th Ward
  > Mid-City
  > Broadmoor
  > Hollygrove
  > Lakeview
  > New Orleans East

In some cases, an elevation requirement of only one foot above the existing Advisory Base Flood Elevations is all that would be needed to ensure an unprecedented level of flood protection in these areas. Following the completion of the 100 year hurricane protection system in 2011, the city should ensure—either through FEMA Base Flood Elevations and, if necessary, through supplemental, local freeboard requirements—that all new structures are built to a 1-in-500-year elevation.

2.D Secure additional funding to assist property owners with the cost of elevating and storm proofing structures.

ACTION

- *Address the cost gaps and programmatic difficulties in existing programs to support building elevations.*

VOLUME 2

chapter 13

ENVIRONMENTAL QUALITY

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
ENVIRONMENTAL LEADERSHIP			
1	***National and international recognition of New Orleans as a leader in sustainable urbanism***	• Expand and support the Office of Environmental Affairs. • Implement the GreeNOLA Plan. • Support and promote exemplary local sustainable practices. • Develop ecotourism.	13.16
CLIMATE CHANGE			
2	***Citywide preparation for future climate change and reduced contribution to global warming***	• Develop a citywide Climate Action Plan by 2012.	13.19
SUSTAINABLE DEVELOPMENT PATTERNS			
3	***A physical environment characterized by Smart Growth patterns of development***	• Promote walkable and "bike-able" development patterns and a safe and pleasant pedestrian environment. • Provide a wide range of transportation choices. • Promote compact infill development in existing neighborhoods. • Preserve natural and open spaces and enhance the environmental value of urban green spaces.	13.21
ENERGY EFFICIENCY & RENEWABLE ENERGY			
4	***Energy-efficient buildings, services and everyday practices***	• Ensure that homes, commercial buildings and public facilities are :weatherized" and energy-efficient. • Promote energy efficiency in municipal facilities and practices, residences, businesses, and commercial facilities.	13.21

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
5	***Expanded renewable energy technology development, production, and use***	• Support and promote the development and production of renewable energy and related technologies in New Orleans, and support related workforce development programs. • Continue to implement the Energy Smart New Orleans Plan. • Continue to support the Solar America Cities Program in New Orleans to accelerate the adoption of solar technologies. • Provide residents and businesses with accessible, user-friendly information about renewable energy. • Support the adoption of a renewable portfolio standard for Louisiana. • Encourage and facilitate small-scale production of renewable energy throughout the city.	13.22
GREEN BUILDING			
6	***A built environment that illustrates best practices in sustainable building and design***	• Increase the minimum energy-efficiency standards for all buildings. • Utilize sustainable design and building practices when constructing or renovating municipal facilities. • Encourage all property owners to employ green building practices.	13.24
URBAN AGRICULTURE, GARDENING, AND OPEN SPACE			
7	***Ample opportunities for all residents to participate in and benefit from urban agriculture and community gardening***	• Support and promote urban agriculture and community gardens on public and private property. • Promote environmentally-valuable permanent and temporary interim uses of vacant land.	13.26
8	***Enhancement of the environmental value of urban green spaces.***	• Promote restoration of native plants in natural areas and public rights of way wherever feasible. • Incorporate the concept of the tree canopy as habitat in the city's urban forestry program. • Introduce sustainable methods in park maintenance and operations.	13.27

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
SOLID WASTE			
9	***Reuse of materials, facilities and structures wherever possible***	• Prioritize renovation and reuse of existing public facilities or other available buildings before constructing new buildings wherever possible. • Facilitate the reuse of underutilized public structures by private or nonprofit institutions to prevent demolition and promote regeneration of neighborhoods. • Facilitate and promote deconstruction of buildings slated for demolition and reuse of salvaged building materials wherever possible.	13.28
10	***Resource conservation and waste reduction in everyday practices***	• Prevent excess waste in municipal facilities and practices, residences, businesses, and commercial facilities. • Provide household and commercial recycling and composting services. • Increase public awareness of energy efficiency and sustainable practices.	13.30
ENVIRONMENTAL HEALTH			
11	***Soil, water and air free from toxic contamination***	• Prevent illegal disposal of hazardous waste. • Identify, remediate and redevelop contaminated sites.	13.32

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

fact sheet

ENVIRONMENTAL QUALITY

- In 2007, about 41 percent of the city's total carbon emissions came from motor vehicles and transportation.[1]
- At current rates of global green house gas emissions, scientists project a 7-15 inch rise in sea levels by the end of this century.[2]
- In 2007, about 20 percent of the New Orleans' carbon emissions came from buildings.
- As of March, 2009, there were 36 LEED registered projects in New Orleans, including 10 single-family homes, 3 multi-family housing projects, 5 schools, and several community centers, federal government buildings, and commercial facilities.[3]
- Over half of the solid waste produced in New Orleans in 2007 was compostable.[4]
- Before Hurricane Katrina there were 49 active community gardens and three school gardens in New Orleans. As of 2009, there are 36 active community gardens and urban farms and 11 public school gardens.
- Hazardous levels of arsenic are present in the soil of several areas of New Orleans. However, sediment deposited by Katrina floodwaters is not expected to cause additional adverse health impacts to residents.
- New Orleans has 15 identified brownfield sites and one superfund site: the Agriculture Street Landfill.
- Before Hurricane Katrina, lead poisoning affected about 25% of New Orleans children.[5]
- An estimated 90 percent of all housing units in New Orleans built prior to 1940 could contain some lead-based paint hazard.
- Measurements of air pollutants by the Louisiana Department of Environmental Quality in 2007 indicated pollutant levels that were not high enough to pose a threat to the health of New Orleans residents.[6]

WHAT DOES IT MEAN?

- Many of New Orleans' neighborhoods exhibit several of the principles of smart growth, including walkable, close-knit neighborhoods and a mix of land uses, yet residents remain primarily dependent on automobiles and other motorized transportation, which are responsible for the majority of the city's greenhouse gas emissions. Green building and advancements in the use of renewable sources of energy are both on the rise and contribute to decreasing the city's carbon footprint. However, climate change and projected sea level rise continue to pose significant threats to the city unless current rates of greenhouse gas emissions are drastically curbed. Environmental health hazards such as illegal dumping, lead contamination, and arsenic in soil are present in several areas of the city, but the city's overall air quality is good.

1 City of New Orleans Carbon Footprint Report. July, 2009.
2 Bindoff, N.L., *et al.* http://ipcc-wg1.ucar.edu/wg1/Report/AR4WG1_Print_Ch05.pdf, in City of New Orleans Carbon Footprint Report. July, 2009.
3 US Green Building Council
4 City of New Orleans Carbon Footprint Report. July, 2009.
5 GreeNOLA Plan
6 City of New Orleans Carbon Footprint Report. July, 2009.

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FINDINGS

- New Orleans is increasingly known nationally as a hub of innovation in sustainable practices.
- The City's Office of Environmental Affairs is working to implement numerous improvements to the city's environmental quality and sustainability, but it is severely understaffed and under-resourced.
- New Orleans City Council has adopted the GreeNOLA plan to make New Orleans more sustainable, but without clear implementation and funding direction.
- The potential for renewable energy production and adoption in New Orleans is significant but has not been widely adopted.
- Traditional New Orleans vernacular architecture is often well-suited to the local climate and thus inherently energy-efficient.
- Green building and adoption of renewable energy are both on the rise.
- Several sources of renewable energy—including solar, wind, and hydrokinetic sources—hold significant potential for further development in New Orleans.
- Interest in urban agriculture and community gardens is on the rise throughout New Orleans.

CHALLENGES

- Providing increased capacity and resources for the Office of Environmental Affairs.
- Implementing the GreeNOLA plan over time.
- Ensuring ongoing funding for the New Orleans Energy Smart program.
- Becoming less reliant on non-renewable sources of energy.
- Reducing the city's greenhouse gas emissions.
- Providing increased transportation choice for all residents.
- Setting an example of sustainable practices by establishing sustainable municipal building and operating procedures.
- Initiating citywide recycling and composting programs.
- Informing residents about energy efficiency and everyday resource conservation.
- Encouraging local businesses, residents, and government agencies to invest in energy-efficient building and renovation strategies.
- Implementing building code amendments that encourage energy-efficient building practices while keeping building costs affordable.
- Removing regulatory and zoning barriers to urban agriculture.
- Obtaining the estimated $300 million to adequately remediate an estimated 86,000 properties with lead-contaminated soils in New Orleans.
- Safely removing lead-based paint from buildings.
- Redeveloping brownfield sites and the superfund site appropriately.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CAO	Chief Administrative Office
CVB	Convention and Visitors Bureau
CPC	City Planning Commission
DPW	Department of Public Works
EPA	Environmental Protection Agency
ICLE	International Council for Local Environmental Initiatives
LaDOT	Louisiana Department of Transportation
LSU	Louisiana State University
NORA	New Orleans Redevelopment Authority
OEA	Office of Environmental Affairs (potential future department)
RPS	Renewable portfolio standard

A Introduction

Many New Orleanians have embraced the recovery and rebuilding process as an opportunity to build better—a chance to create a healthier, more environmentally sustainable city. The public and private sectors, individual residents, and grassroots organizations increasingly take "green" and resource-efficient approaches to their redevelopment activities. Innovative and cutting-edge practices in green enterprise, planning, and design have begun to emerge all over the city. As the nation's attention turns increasingly to the economic, ecological and health benefits of cleaner, more sustainable and more energy-efficient development and lifestyles, New Orleans is poised to become a national leader in these trends.

The Master Plan focuses on strategies to incorporate environmental quality in a variety of spheres:

- Environmental leadership through creation of a full Department of Environmental Affairs and implementation of the GreeNOLA Plan.
- Development of a citywide Climate Action Plan
- Promotion and enhancement of sustainable development patterns through land use policies that emphasize transportation choice, walkability, compact development, and green infrastructure
- Expansion of renewable energy through implementation of the Energy Smart New Orleans Plan and other strategies
- Resource conservation and waste reduction through reuse, recycling, and energy efficiency in everyday practices
- Promotion of green building practices in municipal facilities and through incentives and regulation
- Support for urban agriculture and community gardens
- Remediation of contaminated sites and measures to prevent pollution

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 13.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
ENVIRONMENTAL LEADERSHIP						
National and international recognition of New Orleans as a leader in sustainable urbanism	Expand and support the Office of Environmetnal Affairs.	Expand responsibilities (see Chapter 12) and provide increased funding for staff.	Chief Administrative Office	First five years	Federal grants; city budget; program fees	13.16
	Support and promote exemplary local sustainable practices.	Establish a certification award for businesses that illustrate exemplary sustainable practices.	Office of Environmental Affairs, other environmental, economic development, and business interests	First five years	Private funding: philanthropic and corporate sponsorship	13.17
		Establish an annual showcase of local best practices in sustainability.	Office of Environmental Affairs, Office of Economic Development, Office of Human Relations, City Council Arts and Culture Committee, Convention and Visitors Bureau, local environmental stewards and leaders.	First five years	Corporate and philanthropic sponsorship	13.18
	Develop ecotourism in New Orleans.	Create tourist guides and materials that promote green buildings and ecological tours.	New Orleans Tourism Marketing Corporation, working group with environmental and business representatives	First five years		13.19
		Establish a Director of Eco-Tourism position, possibly within the Convention and Visitor's Bureau.	Convention and Visitors Bureau	Medium term		13.19

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
CLIMATE CHANGE						
Citywide preparation for future climate change and reduced contribution to global warming	Complete a citywide Climate Action Plan.	Establish a Climate Change Policy Advisory Group.	Convened by City Council, OEA	First five years	ICLEI Climate Protection Campaign technical assistance for planning process.	13.19
	Become a designated Department of Energy Clean City.	OEA apply for Clean City status	Coalition led by OEA	First five years	Department of Energy Clean Cities program	13.20
SUSTAINABLE DEVELOPMENT PATTERNS						
A physical environment characterized by Smart Growth patterns of development	Encourage mixed-use, walkable and "bikeable" neighborhoods.	Allow mixed uses in land use and zoning in strategic locations such as around transit nodes.	(See Chapter 14 Land Use Plan.)	First five years		13.21
		Encourage infill development and preservation of historic, walkable neighborhoods.	(See Chapter 5 Housing and Neighborhoods, and Chapter 6 Historic Preservation.)	First five years		13.21
		Repair sidewalks, street lighting, and provide streetscape enhancements to encourage pedestrian activity.	(See Chapter 10 - Community Facilities, Services and Infrastructure.)	Medium term		13.21
	Encourage the development and use of alternative forms of transportation.	Expand the range of available transportation choices, including a comprehensive network of bike paths and upgraded public transit.	(See Chapter 11 Transportation.)	Medium term		13.21
ENERGY EFFICIENCY & RENEWABLE ENERGY						
Energy-efficient buildings, services and everyday practices	Ensure that homes, commercial buildings, and public facilities are "weatherized" and energy-efficient.	Continue to fund, implement, and improve the Energy Smart New Orleans program.	City Council, Entergy New Orleans	First five years	Annual budget of $5-7 million supported by charge to rate payers.	13.21
		Perform an energy efficiency survey of all public buildings and facilities.	CAO/Property Management Department	Medium term	Energy management fund (see below).	13.21
		Establish an energy management fund to provide capital for energy efficiency improvements to public facilities.	City Council	Medium term	Philanthropic funding, *e.g.* Clinton Climate Initiative	13.21

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Expanded renewable energy technology development, production and use	Provide support and resources to start-up companies in renewable energy technologies.	Continue to support the Solar America Cities Program to accelerate the adoption of solar technologies.	OEA	First five years	Solar America Cities Program resources for expansion of solar technology	13.22
		Provide for the unique spatial and infrastructural needs of high-tech industries in land use and zoning.	(See Chapter 10 Community Facilities, Services and Infrastructure, and Chapter 14—Land Use.)	First five years		13.22
		Provide tax and other incentives to start-up companies in renewable energy technologies.	(See Chapter 9 -Sustaining and Expanding New Orleans' Economic Base.)	Medium term		13.22
	Promote and facilitate small-scale production of renewable energy on individual properties.	Reduce zoning and other legal barriers to small-scale renewable energy production.	CPC, Department of Safety and Permits	First five years	CZO	13.22
		Support and promote community purchasing initiatives to reduce the cost of purchasing and adopting renewable energy technologies.	OEA, private and nonprofit partners	First five years	Staff time; grants	13.22
		Promote the use of solar- and wind-generated energy as resilient to flooding and disasters.	OEA, Office of Emergency Preparedness, neighborhood-based emergency preparedness initiatives	First five years	Staff time; grants	13.23
		Provide residents and businesses with accessible, user-friendly information about renewable energy.	OEA	First five years	Private and nonprofit partners	13.23
		Establish a Power Purchase Agreement and feed-in tariffs between small power producers and Entergy.	City Council, Entergy	Medium term	Staff time	13.23

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
	Expand the use of renewable energy sources by public utilities.	Promote Entergy's Geaux Green program.	OEA	First five years	Entergy	13.23
		Adopt renewable energy standards for all city facilities as part of the Climate Action Plan.	OEA, CAO, Property Management Department	First five years	ICLEI Climate Protection Campaign technical assistance for planning process	13.23
		Advocate for the adoption of a renewable portfolio standard for the State of Louisiana.	LA State Representatives	First five years	Legislation has already been drafted	13.23
GREEN BUILDING						
A built environment that illustrates best practices in sustainable building and design	Establish voluntary and mandatory green building standards.	Establish a Green Building Task Force to propose amendments to the building code.	City Council, OEA, private and nonprofit green building experts	First five years	Staff time	13.24
		Amend the building code to include mandatory green building standards.	Green Building Task Force (see above)	Medium term	Existing local and national environmental organizations, philanthropic funding.	13.24
	Require all municipal facilities to adopt sustainable building practices.	Coordinate municipal facility construction projects and negotiate cost-efficient purchases of energy-efficient materials and equipment by purchasing them in large quantities.	Chief Administrative Office/Property Management Department	First five years	Staff time	13.25
		By city ordinance, require all municipal facilities to adhere to an established standard of sustainable building practice.	City Council, Green Building Task Force	Medium term	Green Building Task Force (see above)	13.25
		Study options for "greening" City Hall.	Mayor's office, CAO/Department of Property Management	Medium term	Consult with other city managers who have implemented green municipal buildings	13.25

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
URBAN AGRICULTURE, GARDENING, AND OPEN SPACE						
Ample opportunities for all residents to participate in and benefit from urban agriculture and community gardening	Support and promote urban agriculture and community gardening on public and private property.	Remove zoning and regulatory barriers to urban agriculture.	CPC	First five years	Food Policy Advisory Committee	13.26
		Encourage food growing on public and private property that is compatible with the character of the surrounding neighborhood, from the backyard garden to the entrepreneurial farm, through partnerships with private and nonprofit partners.	Parks and Parkways, various private and nonprofit partners, Food Policy Advisory Committee	First five years	Grants	13.26
		Perform an inventory of possible gardening sites and determine their suitability for gardening (*e.g.*, perform soil contamination tests).	OEA, Parks and Parkways, NORA	First five years	Partner with Parkway Partners and neighborhood associations to assist with identifying potential sites.	13.26
		Make blighted and adjudicated property available to private and nonprofit partners who agree to maintain the land as public community gardens.	NORA	First five years	Parks and Parkways, various private and nonprofit partners	13.26
		Explore community orchards as an interim use for vacant land.	NORA	First five years	Community land trusts (See Chapter 5 Housing and Neighborhoods), LSU Agricultural Center	13.26
		Provide incentives such as city assistance in debris removal or reduced water fees to encourage reuse of vacant properties for urban agriculture.	Health Department, OEA, Sewerage and Water Board, NORA	First five years	Staff time; Sewerage and Water Board	13.26
		Establish schoolyard greening programs.	OEA, Parks and Parkways, Parkway Partners, schools	First five years	Philanthropic funding (see, *e.g.*, www.schoolyards.org).	13.26

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
Enhancement of the environmental value of urban green spaces	Promote restoration of native plants in natural areas and public rights of way that are not suitable for pedestrian or recreation access.	Incorporate native plantings in natural areal and public rights of way where appropriate.	Parks & Parkways; DPW; LaDOT	Medium term	Staff time	13.27
	Incorporate the concept of the tree canopy as habitat in the city's urban forestry program.	Raise public awareness through publications and education programs	Parks & Parkways	Medium term	Staff time	13.27
	Introduce sustainable methods in park maintenance and operations.	Use alternatives to pesticides and herbicides, recycled and recyclable materials, solar panels, artificial turf for intensively used athletic fields, natural lighting and ventilation when possible.	Parks & Parkways and any successor organizations	Medium term	Staff education and training; new materials. Seek grants.	13.27
SOLID WASTE						
Reuse of materials, facilities and structures wherever possible	Consider renovating and reusing existing public facilities or other available buildings before constructing new buildings wherever possible.	Establish and utilize standard procedures for performing cost-benefit analysis of adaptive reuse options when acquiring new facilities.	CAO/Department of Property Management, other city agencies	First five years	Staff time	13.28
	Promote and facilitate adaptive reuse of underutilized buildings.	Provide for adaptive reuse possibilities in land use and zoning.	CPC	First five years	CZO	13.29
	Facilitate deconstruction as an alternative to demolition, and promote reuse of salvaged building materials wherever possible.	Coordinate with demolition processes to provide for deconstruction wherever feasible for buildings slated for demolition.	Code Enforcement, NORA, independent deconstruction services	First five years	Existing deconstruction services	13.29
Resource conservation and waste reduction in everyday practices	Encourage recycling and composting in homes, businesses, and institutions.	Fully restore city recycling facilities.	New Orleans City Council Sanitation and Environmental Enforcement Committee.	First five years		13.29
		Require all municipal facilities to provide recycling.	Chief Administrative Office/Property Management Department	First five years	Establish an energy management fund (see above).	13.30

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Provide recycling receptacles in public places.	Department of Sanitation	First five years		13.30
		Allow limited composting on residential properties.	CPC, Department of Safety and Permits, Health Department	First five years	CZO	13.30
		Develop a composting facility and provide city-wide composting service, including curbside pick-up.	Department of Sanitation	Medium term	Start up grants; fees	13.30
	Promote sustainable practices in municipal operations.	Implement a green procurement policy.	OEA, CAO, City Purchasing	First five years	Staff time	13.30
		Offer rewards to City employees who commute by walking, biking, or public transit.	Chief Administrative Office	First five years	General fund	13.30
		Replace the city's vehicle fleet with hybrid and/or fuel-efficient vehicles.	Chief Administrative Office	Medium term	Estimated cost savings of up to $1,500 per vehicle per year.	13.30
	Ban or tax the use of plastic bags in stores.	Convene a task force to build support for a ban or tax on plastic bags.	OEA, New Orleans City Council	First five years	Staff time	13.31
	Increase public awareness of sustainable practices.	Continue to improve the OEA website to provide public information.	Environmental Affairs	First five years	Staff time	13.31
		Partner with other public agencies and community organizations to provide educational information and outreach on sustainable living.	OEA, various environmental and community organizations	Medium term	Staff time	13.31
ENVIRONMENTAL HEALTH						
Soil, water and air free from toxic contamination	Prevent illegal disposal of hazardous waste.	Provide proper disposal services for hazardous waste items, including residential curbside pick-up.	OEA, Health Department, Department of Sanitation	First five years	(See Chapter 10—Community Facilities, Services and Infrastructure.)	13.32
		Provide adequate code enforcement of environmental health hazard protections.	Health Department	First five years	(See Chapter 5—Neighborhoods and Housing.)	13.32

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Provide public education about the causes and effects of environmental contamination.	OEA, Louisiana Department of Environmental Quality, Health Department	First five years	US EPA	13.32
	Identify, remediate and redevelop contaminated sites and buildings.	Provide public education about environmental contaminants and available resources for remediation.	OEA, Health Department	First five years	Use City website as an information platform.	13.32
		Create and maintain a database of environmental hazards and conditions.	OEA, Health Department	First five years	US EPA, university partners (*e.g.* Center for Bioenvironmental Research; Tulane Environmental Health Sciences; LSU Agricultural Center)	13.32
		Identify and apply for federal, state, and other funding to remediate brownfields and other contaminated sites.	OEA, New Orleans Brownfields Administrator	First five years	U.S. Economic Development Administration and EPA grants, private funding	13.32
		Provide increased funding and support for lead remediation initiatives for homes, schools, and gardens.	OEA, Health Department—Lead Poisoning Prevention Program	First five years	Technical assistance: Tulane/ Xavier Center for Bioenvironmental Research. Funding assistance: Operation Paydirt; public and philanthropic funding.	13.32
		Explore neighborhood-based projects to remove toxics from contaminated vacant land using plantings.	OEA, Health Department	First five years	Partnerships with universities (*e.g.* Center for Bioenvironmental Research; Tulane Environmental Health Sciences; LSU Agricultural Center) and neighborhood groups.	13.33

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGIES	ACTIONS: HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
		Provide free or reduced-cost soils testing to individual property owners and residents.	OEA, Health Department	First five years	Partner with existing resources that have capacity to perform soils testing (*e.g.* universities see above).	13.33
		Regularly monitor closed landfills to ensure that they are not causing pollution or hazards.	Environmental Affairs	first five years	staff time	13.33
		Continue strict environmental monitoring of the Gentilly Landfill.	Environmental Affairs	first five years	staff time	13.33

Getting Started

These items are short-term actions that can be undertaken primarily with little expenditure and will help lay the groundwork for the longer-term actions that follow.

- Determine budgetary requirements for an expanded Office of Environmental Affairs by the time of the 2010 City operating budget.
- Establish an eco-tourism marketing campaign.
- Establish a Climate Change Policy Advisory Group to steward the completion of a citywide Climate Action Plan.
- Form a working group to establish criteria for a Green Business Certification award. Criteria should be established within 6 months and applications made available on the City website. Private funding should be sought from philanthropic and corporate sources.
- Reduce zoning and other legal barriers to small-scale renewable energy production and to urban agriculture on private property.
- Promote community purchasing initiatives for spreading the adoption of solar technologies by individual households.
- Advocate for the adoption of a renewable portfolio standard for Louisiana.
- Implement a sustainable procurement policy for all municipal facilities and operations.
- Promote deconstruction as an alternative to demolition wherever possible.
- Continue to implement the Energy Smart New Orleans program.
- Offer incentives to all City employees who commute by foot, bike, or public transit.
- Ban or tax the use of plastic shopping bags in stores.
- Establish a Green Building Task Force to study feasible ways to amend the building code to encourage sustainable building techniques.
- Establish an event committee to plan an annual showcase of local best practices in sustainability.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

ENVIRONMENTAL LEADERSHIP

GOAL **1**

National and international recognition of New Orleans as a leader in sustainable urbanism

1.A Expand and support the Office of Environmental Affairs.

Several of the recommendations in this section rely on or involve the Office of Environmental Affairs (OEA). The GreeNOLA Plan, adopted in 2008 as the city's plan for sustainable rebuilding, also indicates multiple environmental initiatives that should be implemented by this office. ***(See Volume 3, pages 13.1–13.2 for more information on the GreeNOLA Plan.)*** Many other U.S. cities that have successfully implemented policies for sustainable growth and development maintain an office of environmental protection or similar "umbrella" entity that coordinates initiatives on a broad range of topics such as those discussed in this chapter (green building, climate change planning, solid waste reduction, *etc.*). At the time of this writing, however, the

New Orleans OEA is extremely underfunded and understaffed, especially considering the degree and scope of environmental challenges that the city faces. Moreover, the city's administrative structure is such that many different offices and entities are responsible for various aspects of environmental stewardship and, because of their multiplicity, are often not well coordinated. An OEA with increased resources and capacity is essential to coordinating these disparate initiatives and would provide tremendous return on investment in helping steward significant quality of life improvements as well as marketing and business initiatives around green business that are important to New Orleans' future economic success. The GreeNOLA Plan and the items listed below can provide guidelines for many of OEA's future initiatives and a framework for determining a more appropriate size for this office.

ACTION

- *Provide increased funding and staff for the Office of Environmental Affairs.* Use this plan and the GreeNOLA Plan to identify the scope of activities that the Office should undertake, and perform cost analysis to determine appropriate budgetary adjustments by the time of the 2010 city budget.

1.B Support and promote exemplary local sustainable practices.

ACTIONS

- *Establish a certification award for businesses that illustrate exemplary sustainable practices.* Just as restaurants, hair salons, and car repair facilities can carry ratings from local and national third-party reviewers like Zagat, Yelp!, and AAA, New Orleans could implement a sustainability mark of excellence to denote exemplary green practices among businesses and institutions. Recognition could even come with a similar window sticker like a Zagat rating for a restaurant: perhaps a green "G" to denote a business or organization that has been "Rated G for Green."

MAYOR DALEY'S GREENWORKS AWARDS

Chicago Mayor Daley's GreenWorks Awards help to promote Chicago as a green city by recognizing businesses, non-profits, schools and government agencies whose buildings, practices, and products or services are environmentally responsible. The GreenWorks Awards are presented annually. Awards are presented in three categories: Green Buildings, Green Practices, and Green Products. Past awardees have included educational institutions, design firms, construction companies, retail stores, nonprofits, and manufacturing companies.*

* http://tinyurl.com/yfc5yf3 . Retrieved March, 2009.

The system should be developed by the OEA in partnership with other environmental advocates and business and economic development interests. Certification criteria should be jointly developed by the group within 6 months. Criteria should be meaningful from an environmental perspective (so that not "just anyone" can obtain certification) but also feasible and attainable from the perspective of individual businesses (*i.e.,* not so stringent that no one would apply). Criteria should be demonstrable, objective and verifiable without undue cost or hassle (*e.g.,* verifying that a business has recycling containers available to patrons by visiting the establishment, *etc.*). Application certification materials should be available online in a user-friendly format.

Administrative costs of the program could be covered in part by City funding and in part by private grants. Corporate sponsorship as well as philanthropic funding sources should be pursued.

- *Establish an annual showcase of local best practices in sustainability.* New Orleans is fast becoming a hub of creativity and innovation in sustainable building and design and renewable energy technologies. One way to showcase and celebrate this extraordinary emergence of talent and innovation to the city and to the nation is to host an annual (or biennial) "Green Fest," which could include tours of green buildings and urban farms, special locally-grown menu items in participating restaurants, workshops and lectures on sustainable building practices, and a national green design competition. Participants from around the country and the globe could come to learn about sustainable practices being implemented in New Orleans. A volunteer component could recruit participants to weatherize houses, perform soil and water testing, or otherwise "pitch in" to help make New Orleans green.

LOWER 9TH WARD CLEAN ENERGY HOMES TOURS

The Alliance for Affordable Energy and the Holy Cross Neighborhood Association facilitated the donation of ten Sharp photovoltaic systems for a local community center and nine homes. These photovoltaic systems have become an ongoing educational tool for the city through a quarterly "Clean Energy Homes Tours" in which visitors can tour the projects and learn about energy-efficient technologies and solar power.

Several similar, themed citywide initiatives have been successful and should be seen as precedents:

> The Prospect 1 art biennial is an example of a city-wide, multi-faceted event that drew local and national attention and brought visitors to locations throughout the city to experience art installations and attend events.

> The New Orleans Home and Garden Show featured a "Green Zone" of sustainable products and services for builders, consumers, and homeowners. A similar concept could be adopted as part of the Green Fest.

> Project 30-90 is an environmentally-conscious music festival scheduled for September, 2009 which will have a reduced carbon footprint through strategies like solar and wind power sources, paperless ticketing, and on-site recycling.[1]

> The city hosted its first-ever Earth Day festival in April, 2009, sponsored by the Louisiana Bucket Brigade.

> The New Orleans Spring Garden Show in April, 2009 hosted a statewide green fair with more than a dozen green nonprofits and 25 green vendors taking part in Global Green's "Build it Back Green" initiative.

If some or all of these events were coordinated under a single organization or theme, the result could attract visitors from around the region and throughout the U.S.

1 http://project3090.com/

SOLAR DECATHLON, WASHINGTON, D.C.*

The Solar Decathlon is a biannual event hosted by the US Department of Energy to showcase innovations in solar-powered design. Each year, 20 teams of university and college students come to the National Mall to construct an entire solar-powered house and showcase their design to visitors. In past years the event has drawn thousands of visitors a day to the Mall to view and learn about solar powered homes.*

* http://www.solardecathlon.org/

A number of US cities hold similar events. The City of Miami's "MiaGreen" expo and conference is just one example: *www.miagreen.com*. Seattle hosts an annual tour of green homes that could also serve as a good precedent; it typically hosts between 5-10,000 participants annually.

Alternatively (or in addition), New Orleans could apply to host the international Greenbuild Conference, an annual conference sponsored by the U.S. Green Building Council that proclaims to be "the world's largest" conference and expo dedicated to green building.[2] Greenbuild takes place in a different U.S. city every year.

To get started, an event committee should be formed, including representatives of the OEA, economic development interests, the Office of Human Relations, the City Council Arts and Culture Committee, the Convention and Visitors' Bureau, and representatives of several prominent citywide environmental initiatives. The committee should identify funding and marketing strategies, including prominent keynote speakers.

1.C Develop eco-tourism in New Orleans.

Eco-tourism is an emerging segment of the tourism industry that New Orleans has not previously targeted, despite the fact that the city is becoming known around the nation and the world for its green rebuilding practices. The website *www.neworleans.com* has a useful directory of "Green New Orleans" initiatives that has the beginnings of a promotional piece for tourism.[3]

ACTIONS

- *Establish an eco-tourism marketing campaign.*
  A working group with representatives of New Orleans Tourism Marketing Corporation, Convention and Visitors Bureau (CVB), OEA, Business Council, and other business and environmental representatives should develop a shared strategy for marketing eco-tourism in New Orleans. First steps could include creating tourist guides and materials that promote green buildings and practices and ecological tours. Ultimately, a position within the CVB such as a Director of Eco-Tourism could be established.

CLIMATE CHANGE

GOAL **2**

Citywide preparation for future climate change and reduced contribution to global warming

2.A Complete a citywide Climate Action Plan.

Numerous US cities have developed and begun to implement climate action plans that outline the city's policies and strategies for reducing greenhouse gas emissions and preparing for the inevitable effects of global warming, including actions that city agencies, private institutions and organizations, and individuals will undertake.[4] As discussed above, in New Orleans it will be particularly important for the city to develop a coordinated strategy for mitigating the effects of the rise in sea level that is expected to occur over the next 100 years. Because of the city's significant vulnerability to the effects of climate change, it important that it also become a global leader in

2 www.greenbuildexpo.org

3 http://visitors.neworleans.com/community/green-new-orleans.html

4 For examples of other cities' climate action plans, see: http://www.chicagoclimateaction.org/; http://www.sustainable-city.org/; http://www.seattle.gov/climate/; http://www.miamigov.com/MiPlan; http://www.nyc.gov/html/dep/html/news/climate_change_report_05-08.shtml

urban sustainability, and adopt strategies to significantly curb its own contributions to global warming.

By signing on to ICLEI's Cities for Climate Protection Campaign in 1999, the City of New Orleans resolved to develop and implement a citywide Climate Action Plan to reduce energy consumption and associated greenhouse gas emissions. ICLEI provided support for the city to conduct a greenhouse gas report in 2009, and can also provide technical assistance in developing an action plan. The GreeNOLA plan, which has already been adopted, can provide a framework for a Climate Action Plan that is specific to New Orleans.

CHICAGO CLIMATE ACTION PLAN

The Chicago Climate Action Plan spells out investments the city and state should make—such as transportation infrastructure to reduce auto dependence—as well as actions that individual citizens can take to save money and slow the effects of global warming. A Climate Task Force, established by Mayor Richard Daley, included dozens of experts and a nationally recognized research advisory committee, leading scientists in climate change, business and civic leaders, and a finance committee that recommended tools for funding the proposed actions. The Task Force worked to develop goal for greenhouse gas emissions reductions that was "sufficient to avoid a climate so altered that scientists agree there will be adverse impacts; advantageous for Chicago by improving the quality of life and boosting the economy; and feasible given current technologies and resources." *

* City of Chicago Department of Environment: www.chicagoclimate-action.org. Retrieved March, 2009.

ACTION

- *Establish a Climate Change Policy Advisory Group.* In most cities that have completed climate action plans, a task force or committee of experts has coordinated the planning process in collaboration with community members and city leadership (*e.g.*, the mayor, city council, and other city agencies). In Chicago, for instance, the Task Force charged with developing the Chicago Climate Action Plan performed scientific and economic analyses of the effects of global warming on that city and the relative costs of taking actions to mitigate them. Likewise, the New Orleans City Council and the OEA should collaborate to convene a citywide Climate Change Policy Advisory Group to direct the process of achieving a New Orleans Climate Action Plan. The Group should be led by OEA and should include leaders from research institutes, universities, local and national environmental initiatives, and other stakeholders and community members representing a broad range of fields and interests. ICLEI can provide technical support in developing the plan. Funding for the planning process is available through private and philanthropic sources.

2.B. Become a designated Department of Energy Clean City.

Clean Cities is a voluntary government/industry partnership program sponsored by the US Department of Energy to assist cities in petroleum consumption (a major source of greenhouse gasses). The program offers strategic, technical and funding assistance to implement petroleum use reduction strategies.[5] There is interest among several groups in having New Orleans become a certified Clean City. Applying for Clean City designation should be done by a coalition led by OEA and involving other partner organizations, and could be part of the Climate Action Plan.

5 For more information, see: http://www1.eere.energy.gov/cleancities/about.html

SUSTAINABLE DEVELOPMENT PATTERNS

GOAL **3**

A physical environment characterized by Smart Growth patterns of development

3.A Encourage mixed-use, walkable and "bike-able" neighborhoods.

ACTIONS

- *Allow mixed uses in land use and zoning in strategic locations such as around transit nodes.* ***(See Chapter 14—Land Use for more details.)***
- *Encourage infill development and preservation of the city's extensive historic neighborhoods.* ***(See Chapter 5—Housing and Neighborhoods, and Chapter 6—Historic Preservation for more details.)***
- *Repair sidewalks, street lighting, and provide streetscape enhancements to encourage pedestrian activity.* ***(See Chapter 10—Community Facilities, Services and Infrastructure for more details.)***

3.B Encourage the development and use of alternative forms of transportation. ***(See Chapter 11—Transportation for more details.)***

ENERGY EFFICIENCY & RENEWABLE ENERGY

GOAL **4**

Energy-efficient buildings, services and everyday practices

4.A Ensure that homes, commercial buildings, and public facilities are "weatherized" and energy-efficient.

ACTIONS

- *Continue to fund, implement, and improve the Energy Smart New Orleans program.* In June, 2008, the New Orleans City Council passed a resolution to adopt the Energy Smart New Orleans Efficiency Program, which calls for making 2,500 homes and small businesses per year more energy-efficient, "weatherizing" the homes of 300 low-income and elderly customers a year at no cost to the residents, installing solar-energy systems in 500 homes per year and other energy-efficient initiatives over 10 to 15 years. In July, 2009, the City Council directed Entergy to begin implementing the Energy Smart program by adding a charge to rate payers' bills. The estimated cost of the program is $54 million, with an annual budget of $5–7 million supported by the charge on rate payers' bills.
- *Perform an energy efficiency survey of all public buildings and facilities.* Performing an energy audit of all public facilities could result in significant savings over time, and would help the city target energy efficiency improvements strategically, where they would produce the greatest return on investment. The first step would be to issue a request

for proposals to perform the audit. Funding for the project could come from an energy management fund.

- *Establish an energy management fund to provide capital for energy efficiency improvements to public facilities.*
  The New Orleans City Council Renewable Energy Committee report of July, 2007 recommends establishing a City Energy Management Fund in the form of a revolving low- or no-interest loan fund to provide capital funding for public facility improvements specifically for efficiency and renewable. The Fund would allow the city to improve energy infrastructure, reduce ongoing energy and maintenance costs, and use the cost savings to replenish the fund for further improvements and cost saving projects. Implementation of the fund would require an executive order of the City Council.

GOAL **5**

Expanded renewable energy technology development, production and use

5.A Provide support and resources to start-up companies in renewable energy technologies.

ACTIONS

- *Continue to support the Solar America Cities Program to accelerate the adoption of solar technologies.*
  Because of being named a Solar America City, the City received a two-year grant from the Department of Energy to complete a citywide plan for the expansion of solar technology and its adoption by the New Orleans marketplace. The program will fund workforce training and policy development initiatives as well as public education and outreach.
- *Provide for the unique spatial and infrastructural needs of high-tech industries in land use and zoning.*
- *Provide tax and other incentives to start-up companies in renewable energy technologies.*

See also: Chapter 9—Sustaining and Expanding New Orleans' Economic Base.

5.B Promote and facilitate small-scale production of renewable energy on individual properties.

ACTIONS

- *Reduce zoning and other legal barriers to small-scale renewable energy production.*
  Zoning and permitting should explicitly allow energy production equipment such as solar panels, windmills, *etc.* on private property, and should clearly describe the scale and design features allowed to ensure that these features are compatible with the existing character of the built environment.
- *Support and promote community purchasing initiatives to reduce the cost of purchasing and adopting renewable energy technologies.*
  OEA should facilitate partnerships between neighborhood organizations and private/nonprofit independent providers of community purchasing agreements (such as One Block off the Grid, which currently provides community purchasing in New Orleans) to provide low-cost purchasing and installation of renewable energy technologies to individual

households. ***(For more information on community purchasing and organizations that currently provide these services, see Volume 3, pages 13.5–13.6.)***

- *Promote the use of solar- and wind-generated energy as resilient to flooding and disasters.*
  OEA should partner with existing disaster preparedness organizations, such as the Office of Emergency Preparedness and other neighborhood-based initiatives, to provide information and resources on renewable energy sources for emergency preparedness.

- *Provide residents and businesses with accessible, user-friendly information about renewable energy.*
  With increased funding and capacity for the OEA ***(see Strategy 1.A, above),*** the office can continue to build its website and provide user-friendly, easy-to-access public information on renewable energy adoption. The Alliance for Affordable Energy and other local partners can help to provide this information.

- *Establish a Power Purchase Agreement and feed-in tariffs between small power producers and Entergy.*
  Power Purchasing Agreements allow property owners to sell back surplus energy produced on their property to the utility company. In other words, if a homeowner has a source of energy such as a solar panel that produces more energy than the house uses, the remaining energy is sold back to Entergy at a predetermined rate. The option for property owners to offset the cost of investing in energy producing equipment such as solar panels by profiting from the sale of surplus energy provides an added incentive to owners to invest in renewable energy. Feed-in tariffs establish a standard pricing regime and simplified eligibility and contracting for renewable energy electricity generation. To establish these standards in New Orleans, the City needs to negotiate these terms with Entergy.

5.C Expand the use of renewable energy sources by public utilities.

ACTIONS

- *Promote Entergy's Geaux Green program.*
  Geaux Green provides Entergy customers with the option of purchasing their energy from renewable sources for an additional fee. (As of July, 2009, the fee was as low as $2.25 per month). The OEA and other City agencies can promote this program to increase awareness of and participation in it.

- *Adopt renewable energy standards for all city facilities.*
  The 2009 greenhouse gas report for New Orleans indicates that City facilities and activities are responsible for 4 percent of the city's total greenhouse gas emissions. A campaign to reduce the emissions of City facilities by using energy from renewable sources would help offset the city's overall emissions, and would also send the important message to residents and outsiders that the City is committed to becoming more sustainable and to setting an example. This commitment can be part of efforts to complete and implement a Climate Action Plan ***(see Strategy 2.A, above)***. It is possible that the City could negotiate a lower cost for purchasing renewably sourced energy from Entergy.

- *Advocate for the adoption of a renewable portfolio standard for the State of Louisiana.*
  A renewable portfolio standard (RPS) requires that a certain percentage of a utility's power come from renewable sources by a given date. Currently, 27 states have voted to implement RPSs. In January, 2009, the Louisiana Public Service Commission voted to open a study on the feasibility of an RPS for the State of Louisiana which, if passed, will require that utilities purchase a portion of their power from renewable sources such as wind, solar and biomass. The City and its representatives in the State legislature should advocate for the passage of a

RPS for Louisiana to ensure the future health and sustainability of the city, region, and state. ***(See also: Chapter 10—Community Facilities, Services and Infrastructure.)***

GREEN BUILDING

GOAL **6**

A built environment that illustrates best practices in sustainable building and design

6.A Establish voluntary and mandatory green building standards.

The New Orleans City Council passed an ordinance in 2007 mandating the establishment of voluntary green building standards. Several US cities have so-called "green building codes" that encourage and incentivize sustainable building features and practices, and range from climate-specific suggestions and recommendations to mandatory standards. For instance, in 2000, the City of Seattle became the first U.S. city to formally adopt a Sustainable Building Policy, offering grants to building projects that commit to LEED certification. The City of Chicago adopted the Chicago Standard in 2004, which outlines recommendations for climate-specific green building strategies based on the LEED rating system. Compliance with the Chicago Standard is incentivized by a 30-day fast-track permitting process for projects that comply.

San Francisco recently adopted one of the nation's most aggressive green building codes which requires all new construction and renovations of large commercial spaces to meet a set of energy and water conservation standards. Chicago is also in the process of revising its building code to make some of the Chicago Standard recommendations mandatory. Portland (OR) has proposed a High Performance Green Building Policy which would amend the building code for all construction in Portland to include incentive-based green building standards. An economic analysis of the proposed policy found that it would add about 100 jobs a year to the city.

ACTIONS

- *Establish a Green Building Task Force to propose amendments to the building code.* The City can take steps to implement the 2007 ordinance (which mandated the establishment of voluntary green building standards) by forming a Green Building Task Force to review the current building code, study precedents from other cities, and develop climate-specific recommendations for New Orleans and possible incentives for achieving them. The Task Force could be jointly sponsored by the OEA and members of City Council. Its membership should capitalize on the significant expertise in green building that exists in the private and nonprofit sectors throughout New Orleans. The Task Force should complete its recommendations within one year.

- *Amend the building code to include mandatory green building standards.* Once a voluntary green building code is established (as described above), the Green Building Task Force should work towards the longer-term goal of making some of the code's recommendations mandatory. Input from developers, contractors, and other building professionals will be essential to creating recommendations that are both aggressive in advancing the City's sustainability goals and also feasible for the private sector to achieve.

6.B Require all municipal facilities to adopt sustainable building practices.

Several cities and states that have instituted voluntary or mandatory green building standards have set the highest mandatory standards for public and municipal buildings. In Chicago, all city-owned municipal buildings are required to comply with the Chicago Standard ***(see 6.A, above)***.

Washington was the first US state to mandate that all new government buildings meet LEED silver standards. Florida, Indiana, Maryland, New Jersey, Oklahoma and South Dakota have all since followed suit and enacted laws requiring that new state buildings meet LEED standards. Adopting high "green" standards for municipal buildings in New Orleans will not only set an example for the rest of the city, but could also result in significant savings in energy costs over time.

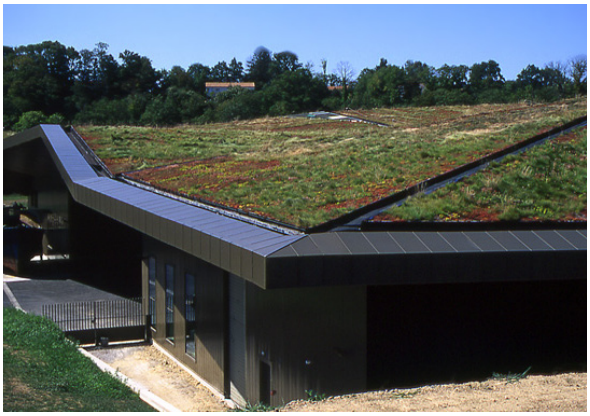
ACTIONS

- *By city ordinance, require all municipal facilities to adhere to an established standard of sustainable building practice.*
  Municipal facilities should adopt the recommendations of the green building task force ***(see 6.A. above)*** as standard practice for all construction projects. A new ordinance would be required by City Council to make these standards mandatory.

- *Study options for "greening" City Hall.*
  At the time of this writing, the fate of New Orleans' City Hall is in question. A recent proposal to purchase another building to relocate City Hall to was voted down by the City Council in July, 2009 in part because opponents felt there was not enough time for sufficient public input into the decision. However, the current City Hall remains in poor condition due to years of deferred maintenance coupled with damages sustained due to Hurricane Katrina.

  To signal the City's commitment to environmental quality and sustainability, the City should explore options for renovating City Hall according to contemporary sustainable building technologies and practices. To begin, the City should issue an RFP to study the feasibility of various renovation strategies, including renovation or development of a different building. However, reuse of the existing structure should be strongly considered for its symbolic value and to illustrate the City's commitment to efficient reuse.

  > ***Green roofs.*** Green roofs are planted rooftops that absorb stormwater and heat, making a building more environmentally friendly and reducing long-term cooling costs. Many municipalities are installing green roofs on their public buildings, Chicago being the most well-known example. Buildings managed by Parks and Parkways might be good initial candidates for retrofitting with green roofs, and may qualify for grants and other assistance to plan and begin implementing a roof greening program.



Green roofs have been installed by many municipalities to reduce stormwater runoff and cooling costs.

> *Coordinate municipal facility construction projects and negotiate cost-efficient purchases of energy-efficient materials and equipment by purchasing them in large quantities.*
  Enhanced coordination of construction and renovation projects across all departments could increase cost savings, particularly in purchasing special materials or equipment (such as solar panels). An asset management system such as that proposed in ***Volume 2, Chapter 16—Structures for Implementation and Stewardship of the Plan*** of this plan would ensure coordination among all city projects. The Office of Environmental Affairs can assist the city in making bulk purchases of green building materials.

URBAN AGRICULTURE, GARDENING, AND OPEN SPACE

GOAL 7

Ample opportunities for all residents to participate in and benefit from urban agriculture and community gardening

7.A Support and promote urban agriculture and community gardening on public and private property.

ACTIONS

- *Remove zoning and regulatory barriers to urban agriculture.*
- *Encourage food growing on public and private property that is compatible with the character of the surrounding neighborhood, from the backyard garden to the entrepreneurial farm, through partnerships with private and nonprofit partners.*
- *Perform an inventory of possible gardening sites and determine their suitability for gardening (e.g. perform soil contamination tests).*
  Parkway partners and neighborhood associations can assist in identifying potential sites for gardens. NORA can assist in making available suitable vacant sites that are publicly-owned ***(see below)***.
- *Make blighted and adjudicated property available as garden sites through renewable leases to nonprofit organizations and public or private institutions including neighborhood groups, school districts, civic and gardening organizations, and faith communities.*
  The City will make one-year renewable leases and five-year renewable leases of appropriate garden sites available to individuals and organizations at a minimal charge. Unlike the community gardens in many cities, New Orleans' community gardens are often located on private property. Parkway Partners provides technical assistance to community gardeners, but it does not secure the sites. The City can foster community gardening by providing sites from the NORA inventory of vacant lots or other city-owned land, registering the gardens, providing access to water, and assisting in creating an organizational structure with accountability to community gardeners, to the surrounding neighborhood and to the city. Small dues payments—such as $5 or $10 a year per plot—can help community gardens pay for small improvements over the year. Community gardens in areas with soils contaminated with lead and other toxics should be assisted in bringing in topsoil or building raised planting beds.
- *Explore community orchards as an interim use for vacant land.*
  Planting of fruit trees by neighborhood groups can be one way to help manage vacant land on an interim basis. The neighborhood community land trusts proposed ***in Volume 2, Chapter 5—Neighborhoods and Housing*** would be excellent vehicles to plant orchards as part of a stewardship program for vacant land. The caveat about contaminated soils applies for this use as well.
- *Provide incentives such as city assistance in debris removal or reduced water fees to encourage reuse of vacant properties for urban agriculture.*
- *Establish schoolyard greening programs.*
  Programs to bring green space, trees and plantings, food production, and environmental education to school yards have been established in many cities. Particularly where older urban schools are surrounded by asphalt and concrete, these initiatives improve the environment and create opportunities for education. Detailed information on the design, funding, maintenance,

sustainability, and educational programs in a successful city schoolyard program can be found at www.schoolyards.org.

- *Explore the establishment of a conditional use permit for sales of food grown site at a community garden or urban farm.*
- *Remove zoning and regulatory barriers to farmers markets and farm stands.*

GOAL **8**

Enhancement of the environmental value of urban green spaces

The parks and open space system represents one of the most important arenas for showing municipal leadership in exemplifying and promoting sustainable and energy-efficient management practices, reducing greenhouse gases, absorbing stormwater, and eliminating toxic materials. Parks and trees are the lungs of the city, bringing myriad benefits, from improving air quality to reducing the urban "heat island" effect exacerbated by reflective, hard surfaces.

8.A Promote restoration of native plants in natural areas and public rights of way that are not suitable for pedestrian or recreation access.

- *Continue or initiate restoration, elimination of exotic plants and planting of natives, and nature education programs in natural areas,* including Bayou Sauvage National Wildlife Refuge, Louisiana Nature Center, Wilderness Park. Protected natural areas and nature parks put city dwellers in touch with the native landscape of their region. Nature education programs and efforts to restore native vegetation to these areas will enhance native habitat.
- *Establish native plantings in public road, rail, drainage and utility corridors that are not suitable for pedestrian and recreation access.*
  Because public rights-of-way and infrastructure corridors are linear connectors that are not suitable for pedestrian access, they are ideal places to reintroduce native plants. Once established, they also require less maintenance than lawns and shrubs because they are better adapted to local conditions. Birds and insects adapted to these areas will soon rediscover them and, if there is sufficient connectivity, the replanted public road, rail, drainage and utility corridors will provide habitat for wildlife movements.

8.B Incorporate the concept of the tree canopy as habitat in the city's urban forestry program. A continuous tree canopy is habitat for birds and other small animals.

8.C Introduce sustainable methods in park maintenance and operations, including alternatives to herbicides and pesticides, use of recycled and recyclable materials, use of solar panels for lighting and similar green management and building strategies.

Parks are among the city's long-term assets. Increasingly, cities are pursuing more sustainable ways of managing all their assets and parks should are no exception. By focusing sustainable management in the park system, the city will also provide an educational example to private property owners of how to manage their landscapes. The city should include green and sustainable features among the design objectives of new recreation and park structures. Over time, park managers should institute sustainable and non-toxic practices in the following areas:

> *Water use and irrigation.* Irrigation should be installed so that water use can be monitored for efficiency. Although the city currently receives water free from the Sewerage and Water Board, water conservation remains important because of the cost of treating water. Consideration should also be given to systems that can recycle stormwater and graywater for irrigation. Conserving potable water for drinking purposes is a prudent practice.

> *Natural turf.* Turf varieties should be chosen that require lesser amounts of fertilization, irrigation and mowing.

> *Use of artificial turf for intensively used athletic fields.* Artificial turf cuts down wear and tear on natural areas and allows for more efficient use of fields. This means that fewer fields can be used for more games because fields do not have to be rested frequently between uses.

> *Use of natural alternatives to herbicides and pesticides.* Integrated pest management and natural alternatives should be preferred.

SOLID WASTE

GOAL **9**

Reuse of materials, facilities and structures wherever possible

9.A Consider renovating and reusing existing public facilities or other available buildings before constructing new buildings wherever possible.

ACTIONS

- *Establish and utilize standard procedures for performing cost-benefit analysis of adaptive reuse options when acquiring new facilities.*
  When City departments are presented with an opportunity to acquire new facilities, it should be standard procedure to perform a cost-benefit analysis of reuse options. To this end, the CAO's Property Management Department should establish standard procedures for undertaking such a cost-benefit analysis in a way that is streamlined, transparent, and efficient. This analysis should weigh costs and benefits of reuse and new construction on the basis of multiple "bottom lines," including not only in financial considerations, but also environmental impact, historic preservation goals, and the overall effect on neighborhoods. Environmental impacts of construction and renovation could include the greenhouse gas effects of demolition and construction as well as considerations of demolition waste. The OEA and its partners in sustainability initiatives should be consulted in analyzing these factors. Additionally, adaptive reuse of existing underutilized or vacant facilities located in neighborhoods could further historic preservation objectives ***(see Chapter 6)*** and could also have a catalytic impact on neighborhood revitalization ***(see Chapter 5)***. Public input via the Community Participation Program ***(see Chapter 15)*** should be considered to determine the effect of any proposed public project on a neighborhood.

A longtime slogan of the global conservation movement is "Reduce, reuse, recycle." The strategies in this section reflect this three-pronged strategy for sustainable growth.

To streamline the decision-making process, a database of existing municipal properties and their specifications should be established and regularly maintained. ***Chapter 8*** of this plan, which discusses Health and Human Services, also recommends creation of a database of properties—both public and private—that are suitable as facilities for health and human service providers. These initiatives should be combined to produce one database to suit both purposes.

9.B Promote and facilitate adaptive reuse of underutilized buildings.

ACTION

- *Provide for adaptive reuse possibilities in land use and zoning.* ***(See Chapter 14—Land Use.)***

See also: Chapter 6—Historic Preservation.

9.C Facilitate deconstruction as an alternative to demolition, and promote reuse of salvaged building materials wherever possible.

ACTION

- *Coordinate with demolition processes to provide for deconstruction wherever feasible for buildings slated for demolition.*
  Deconstruction is an alternative to demolition that salvages building components for reuse in other buildings. The OEA and city agencies involved in code enforcement and demolitions (*e.g.,* Code Enforcement, NORA) should coordinate with deconstruction initiatives to salvage materials for reuse whenever possible.

See also: Chapter 10—Community Facilities, Services and Infrastructure.

GOAL 10

Resource conservation and waste reduction in everyday practices

10.A Encourage recycling and composting in homes, businesses and institutions.

ACTIONS

- *Fully restore city recycling facilities.*
  A lack of citywide recycling service in New Orleans perpetuates an image of the city as "behind the times" and indicates incomplete recovery from Hurricane Katrina at the municipal level in the eyes of both residents and visitors, who have come to expect recycling as a basic service available in all contemporary cities. Several independent companies now provide residential curbside recycling service throughout the city and could be contracted with to provide comprehensive service for residences as well as institutions and businesses. To begin, the City Council Sanitation and Environmental Enforcement Committee should study the estimated cost

CHICAGO COMPOSTING ORDINANCE

In June 2007, the Chicago City Council passed an ordinance regulating small-scale compost operations, such as those founding residential backyards. Small-scale compost operations, as defined by the ordinance, are exempt from Chicago Department of Environment permit requirements. The ordinance limits the allowable size and contents of composting operations and requires that these compost operations are well-managed.*

*http://tinyurl.com/yfgx3a7

of implementing a citywide recycling program. Funding for restored recycling facilities could come in part from savings due to reducing trash pickup service to once weekly instead of twice ***(see Chapter 10—Community Facilities, Services and Infrastructure).***

- *Require all municipal facilities to provide recycling.*
  As a matter of both precedent-setting and good practice, all municipally-owned facilities should provide recycling containers in offices and public places. An energy management fund ***(see above)*** could provide funding for implementing this.

- *Provide recycling receptacles in public places.*
  In addition to municipal facilities, the city should provide recycling canisters alongside trash receptacles in public places, including heavily-trafficked sidewalks, parks, transit stops, *etc.*

- *Allow limited composting on residential properties.*
  Many U.S. cities have adopted composting ordinances that allow and regulate small-scale compost operations to reduce solid waste and encourage sustainable practices at the household level.[6] This is a cost-effective means of reducing solid waste that must be picked up and transported to a landfill, and also encourages gardening because of the good soil it produces.

- *Develop a composting facility and provide city-wide composting service, including curbside pickup.*
  Many cities also offer curb-side pickup of compostable waste. The City of San Francisco, which offers curbside compost pickup, recently passed a mandatory composting law as part of its plan to eliminate landfill waste by 2020, making it punishable by law to put compostable waste in trash containers instead of compost bins. Many cities that provide curbside compost pickup profit from the sale of soil produced by composting operations, or use the soil in city parks operations. New Orleans could begin by offering curbside pickup of compostable yard waste (*e.g.,* grass clippings and woody plants) to be used as mulch by Parks and Parkways.

10.B Promote sustainable practices in municipal operations.

ACTIONS

- *Implement a green procurement policy.*
  OEA is currently working with the CAO and City Purchasing to develop a policy memorandum for environmentally friendly procurement which will suggest that, when possible and feasible, City departments and agencies buy items such as recycled paper and plastics, remanufactured antifreeze and toner cartridges, and energy efficient office machines. Guidance is available from the State and other municipalities who are purchasing recycled and energy efficient products.[7]

- *Offer rewards to City employees who commute by walking, biking, or public transit.*
  The City of New Orleans *Carbon Footprint Report* (2009) reports that more than 41 percent of the city's greenhouse gas emission come from motor vehicles and transportation.[8] Subsidized transit fares could be used as an incentive for transit use. Secure bicycle parking and showers make bicycle commuting more convenient.

- *Replace the city's vehicle fleet with hybrid and/or fuel-efficient vehicles.*
  Fuel efficient vehicles could save as much as $1,500 per vehicle per year, and help reduce the city's total greenhouse gas emissions.[9]

6 See for instance: http://tinyurl.com/lm2ver; http://www.sfrecycling.com/residential/composting.php?t=r;

7 For more information, see: http://cityofno.com/portal.aspx?portal=47&tabid=8.

8 For more information, see Volume 3, pages 13.2–13.3. Companies around the world offer employees a bonus or other incentive for leaving their cars behind when they commute to work. Some programs subsidize public transit passes, others offer cash bonuses, reimbursements for the cost of a bike, or gift cards from local retailers. The City should offer similar incentives to its employees, including bus pass subsidies or a "green commuter" bonus.

9 Dollar amount is in 2009 USD. For more information, see: www.fueleconomy.gov or www.greencar.com.

10.C Ban or tax the use of plastic shopping bags in stores.

ACTION

- *Convene a task force of environmental experts and businesses to build support for a ban or tax on plastic shopping bags.* A plastic shopping bag ban or tax would require City Council to pass an Ordinance. The OEA should convene a task force with support from the Mayor's Office and City Council to build support for this ordinance and study feasible methods of implementing it. The task force should include business and environmental leaders, and should include a public education campaign on the costs and benefits of the legislation. Proposed legislation should be completed within eight months.

PLASTIC BAG BANS

Plastic bags account for more than 10 percent of the debris washed up on the US coastline* and have been shown to have devastating environmental effects on habitats and wildlife and to cause chemical contamination of food streams and waterways. In March 2007, San Francisco became the first US city to ban common plastic shopping bags at supermarkets and large pharmacies. At least 30 villages and towns in Alaska have followed suit. Boston, Austin, Portland and Phoenix, and others are considering similar bans. The Canadian town of Leaf Rapids may levy fines of as much as 1,000 Canadian dollars for disobeying a ban on plastic shopping bags. China, Rwanda and Bangladesh have also prohibited free plastic bags. German stores that offer plastic bags have to pay a recycling fee. In 2003, Ireland instituted a 22-cent levy on every plastic shopping bag (raised to 32 cents in 2007),** which reduced the bags' use by 90 percent.***

* National Marine Debris Monitoring Program

** Gorn, David. "San Francisco Plastic Bag Ban Interests Other Cities." National Public Radio. March 27, 2008.

*** BBC News August 20, 2002.

10.D Increase public awareness of energy efficiency and sustainable practices.

ACTIONS

- *Continue to improve the OEA website to provide public information on sustainable living.* OEA can continue to improve its website to provide comprehensive information on strategies to reduce waste, improve energy efficiency, and reduce greenhouse gas emissions in everyday living. Ample information on sustainable living strategies is available from local and national environmental initiatives. Information should be compiled and made available in an easy-to-use, searchable format.

- *Partner with other public agencies and community organizations to provide educational information and outreach on sustainable living.* As described above ***(see Volume 3, Chapter 8)***, numerous environmental initiatives are already operating in New Orleans. With increased funding and capacity, the OEA could develop an educational arm that partners with other institutions to provide or help to sponsor educational information on sustainable practices in everyday life. Educational initiatives could include strategies for home energy efficiency, sustainable and cost-effective business practices; home gardening and composting workshops, and many others, and could be delivered through libraries, schools, places of worship, neighborhood organizations, and other community institutions.

ENVIRONMENTAL HEALTH

GOAL 11

Soil, water and air free from toxic contamination

11.A Prevent illegal disposal of hazardous waste.

ACTIONS

- *Provide proper disposal services for hazardous waste items, including residential curbside pick-up.*

  See also: Volume 2, Chapter 10—Community Facilities, Services and Infrastructure.

- *Provide adequate code enforcement of environmental health hazard protections.*
  See also: Volume 2, Chapter 5—Housing and Neighborhoods for more discussion on code enforcement.

- *Provide public education about the causes and effects of environmental contamination.*
  See Volume 2, Chapter 5—Housing and Neighborhoods for more discussion on code enforcement.

11.B Identify, remediate and redevelop contaminated sites and buildings.

ACTIONS

- *Provide public education about environmental contaminants and available resources for remediation.*
  The City's website can be expanded to contain user-friendly, easily-accessible information about environmental contamination and the resources available to residents and property owners to remediate contaminated sites and prevent poisoning. This information should be made available through either the Health Department or the OEA, and linked to both home pages for easy reference.

- *Create and maintain a database of environmental hazards and conditions.*
  Several tests have been performed on soil samples in New Orleans both before and since Hurricane Katrina ***(see Volume 2, above)***. The OEA should maintain a database combining all such test results, preferably geocoded and mapped, for use in identifying areas in need of environmental remediation. A thorough study of previously tested locations as well as collaboration with those who performed the testing should be required before future test sites are chosen. Results should be readily accessible to the public via the city website and other avenues. University environmental research centers—such as the Tulane/Xavier Center for Bioenvironmental Research, Tulane Environmental Health Sciences program, and the LSU Agricultural Center may be able to provide technical assistance.

- *Identify and apply for federal, state, and local funding sources to remediate brownfields and other contaminated sites.*
  The U.S. Economic Development Administration offers incentives for market-driven brownfields reuse through its strategic grant investments, which provide a range of support from feasibility studies, planning and technical assistance to infrastructure construction.[10]

- *Provide increased funding and support to lead remediation initiatives for homes, schools, gardens, and parks and recreation facilities.*

10 U.S. Economic Development Administration: http://www.eda.gov/Research/Brownfields.xml.

The most common sources of lead poisoning in children include lead-based paint in homes and schools and contamination of soil in schoolyards. As urban agriculture and gardening become increasingly popular, contamination of residential and other properties that house gardens also becomes a serious concern. These potential sources of lead poisoning should be the highest priority in future lead remediation efforts. The OEA and Health Department can partner with existing public health organizations, Operation Paydirt, and others providing lead remediation strategies. The Tulane/Xavier Center for Bioenvironmental Research has lead research initiatives on lead contamination in New Orleans for many years, and may be able to provide data and/or technical assistance.

- *Explore neighborhood-based projects to remove toxics from contaminated vacant land using plantings.* While lots remain vacant, neighborhood groups can work with universities and others to learn how certain plants can clean the soil of lead and other contaminants (a process known as phytoremediation").
- *Regularly monitor closed landfills to ensure that they are not causing pollution or hazards.*
- *Continue strict environmental monitoring of the Gentilly landfill.*
- *Explore neighborhood-based projects to remove toxics from contaminated vacant land using plantings.* While lots remain vacant, neighborhood groups can work with universities and others to learn how certain plants can clean the soil of lead and other contaminants (a process known as "phytoremediation").
- *Provide free or reduced-cost soils testing to individual property owners and residents.* Several research institutions have the capacity to perform tests on soil to determine whether toxics are present. The OEA and Health Department can partner with these institutions to make this service more accessible to residents and promote accurate information about contamination for property owners.

VOLUME 2

chapter 14

LAND USE PLAN

GOAL		POLICIES FOR DECISION MAKERS
NEIGHBORHOODS		
1	***Promote smart growth land use patterns in New Orleans and the region.***	• Preserve and support the character of successful residential neighborhoods. • Revitalize challenged neighborhoods with new development that contributes to character and new vitality. • Locate higher-density uses at existing and proposed transit stations and hubs for critical mass and locate new transit to serve higher density areas. • Make downtown a vibrant 24-hour neighborhood and commercial/ entertainment district. • Convert suburban style commercial strips and malls into walkable mixed-use centers. • Create neighborhood centers with a mixture of higher-density housing, retail and other uses at neighborhood edges on underutilized industrial/commercial land and key transit hubs. • Avoid new development where new infrastructure would be required. • Take advantage of vacant land on higher ground for higher density uses. • Preserve and protect environmentally sensitive land and coastal areas. • Promote walkable, mixed-use environments.
2	***Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character.***	• Establish urban design frameworks to guide new chain store, office, and light industrial development so that it improves the public realm and fits into the urban fabric. • Preserve land for industrial uses where there are active and prospective uses.
3	***Strengthen the city's public realm and urban design character.***	• Establish design principles and standards in zoning and design guidelines for specific areas.

A Introduction

New Orleans contains almost the entire continuum of contemporary land use environments—from a wildlife refuge and fishing camps, through suburban-style subdivisions and historic buildings, to modern high-rise buildings. In a broad sense, the city will continue to include these varied environments within its borders. In specific, however, there are many ways in which land use is likely to change over time.

The Land Use Plan sets forth the policy framework for the physical development of the city, providing a guide for city decision makers in directing the pattern, distribution, density and intensity of land uses that will, over time, best achieve the goals for livability, opportunity, and sustainability expressed throughout the Master Plan and provide sufficient land to meet demand for various land uses in the future. The focus of this part of the Master Plan is the Future Land Use Map, which shows the categories of land uses desired over time, and their densities and intensities. The map reflects the land uses that correspond to the long term vision, goals and policies expressed elsewhere in the plan, and it constitutes the most direct link between the Master Plan and the Comprehensive Zoning Ordinance. It is important to note, however, that the Future Land Use Map is not a zoning map and it does not govern design or function. Highlights of the Future Land Use Map include:

- **No change in the overall existing footprint of the city.** New Orleans represents the heart of a much larger region, and focusing regional growth in the city makes sense from the perspective of environmental efficiency and smart growth.
- **Preservation of neighborhood residential character.** Prevailing character, in terms of scale, massing and density, are reinforced so that infill development must be compatible with existing patterns. Community facilities, such as schools and houses of worship, are included within residential neighborhoods, and corner businesses that meet criteria can continue to operate.
- **Mixed-use land use designations for greater flexibility in areas that would benefit.** Underutilized commercial and industrial areas and similar sites are designated as neighborhood centers and main street corridors for medium- to higher-density mixed-use areas that encourage compact, walkable, and transit-oriented development. A downtown mixed-use category sets the stage for tailoring future zoning to preserve and enhance the unique character of different parts of downtown. Larger parcels would require a site master plan, design guidelines and community process to ensure high quality development.

The Land Use Plan and the "Force of Law"

The Land Use Plan is the foundation on which the City will implement the "force of law" provisions of the 2008 amendment to the City Charter:

- All land use actions must be consistent with, or at a minimum, not interfere with, the goals, policies and strategies of the Land Use element of the Master Plan and any future amendments to the Master Plan. This includes the Comprehensive Zoning Ordinance and any other land development regulations and amendments, including preliminary or final approval of a subdivision plan, site plan, approval of a planned unit development, or a similar site-specific development plan.
- The Master Plan may not be amended more than once a year and the amendment processes by the CPC and the City Council must include opportunities for public comment.
- The City Council is required to provide funding for activities designed to ensure consistency between the Master Plan, zoning and land use actions.

The Neighborhood Character Studies in the Land Use Plan

A set of neighborhood character studies was created to identify commonalities and differences in the physical character of areas across the city, focusing on more than architectural style to include street organization and size, scale and massing, orientation to the street, and similar urban design features. These neighborhood character studies will inform design strategies and guidelines for infill and other development, decisions about demolition, and the place-based approach of the new zoning ordinance under development. ***(See Volume 3 for the complete Neighborhood Character Study.)***

The Urban Design Framework in the Land Use Plan

The Land Use Plan in Volume 2 includes a set of general urban design principles to guide future development in the city. These principles are intended to provide property owners and the public guidance on desired characteristics of new development. They focus on the "public realm," the streets and other public spaces in the city, and on the aspects of private development that affect our experience of the public realm—for example, how parking is located in relation to pedestrians and building façades. According to the 2008 charter amendment, land use actions must be generally consistent with these urban design principles. Consistent themes within these urban design principles include:

- Design public spaces and the interface between private and public spaces to be pedestrian-friendly.
- Manage the impacts of parking on public streets and surrounding neighborhoods.
- Encourage lively ground-floor uses in downtown and commercial districts.
- Establish gradual transitions between small-scale and larger-scale development.
- Ensure harmonious infill by strategies such as respecting scale and massing; maintaining the street wall or setbacks; complementing established rhythms of windows, doors, porches, bay windows, or similar elements.
- Design new neighborhoods by integrating them into existing street grids; establishing transitions in scale and density from surrounding areas; providing usable open space; providing clusters of ground floor retail; establishing development-specific guidelines about building appearance, streetscape, signage, utilities, parking , landscape, sustainability, and materials.

General Zoning Principles in the Land Use Plan

The Land Use Plan in Volume 2 contains a set of objectives and principles connecting the themes in the Master Plan to the new Comprehensive Zoning Ordinance (CZO) that is under development. Three overall zoning objectives are:

- Reinforce the physical character of New Orleans while striking a balance between the need to preserve and the need to innovate and grow. The new CZO will be divided into "places" based on the existing or desired character for an area.
- The purpose and intent of each zoning district will make clear what type of development would be expected, consistent with the master plan policies and future land use map, setting standards for location, size, shape and character of new development and how developments fit together.
- The new CZO will be predictable, understandable and enforceable.

Summary of Land Use Strategies and Actions

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS
Promote smart growth land use patterns in New Orleans and the region.	Preserve the overall character of existing residential areas.	Create an efficient residential land use pattern that addresses the location and intensity of residential development while ensuring housing affordability and choice.
		Revise zoning districts to better reflect the city's established development patterns. Development patterns in areas built before World War II differ from those in areas developed after the war.
		Integrate development standards into district regulations that preserve established building character in terms of scale, massing, and placement.
		Revitalize challenged neighborhoods with new development that contributes to character and new vitality.
		Promote infill development on vacant lots in existing neighborhoods.
		Ensure that infill buildings fit in harmoniously in existing neighborhoods, but do not require them to copy existing architecture.
		Ensure that new housing built within established neighborhoods is compatible with the scale and character of existing development.
		Establish appropriate transitions between high-impact, medium-impact, and low-impact development.
		Ensure that multifamily housing is sensitive to neighborhood context.
		Create design and development standards for multifamily districts to assure compatibility with larger residential neighborhood around them.
		Respect the scale and massing of buildings in historic areas and other areas where existing scale should be preserved.
		Coordinate zoning districts with local historic designations in order to eliminate conflicts and inconsistencies.
		In revitalization areas, extend the positive qualities of existing adjacent neighborhoods into new developments.
	Promote walkable, mixed-use environments and transit-oriented development.	Create land use categories that allow for a mixture of uses, including residential, retail, and office uses. (See Mixed-Use land use category descriptions and the Future Land Use map.)
		Create zoning districts for mixed-use development of various scales from lower- to higher-density development.
		Preserve successful existing mixed-use commercial areas.
		Convert suburban-style commercial strips and malls into walkable mixed-use centers.
		Locate mixed-use neighborhood centers with higher-density housing, retail, and other uses on neighborhood edges to draw customers within walking and biking distance of residences.
		Locate higher-density uses at existing and proposed transit stations and hubs for critical mass; locate new transit service to serve higher-density areas.
		Design mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or industrial parcels.
		Integrate large mixed-use sites into the surrounding street grid.
		Establish transitions in scale and density from surrounding areas.

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS
		Provide areas with clusters of ground-floor retail and service uses with residential uses above in mixed-use centers.
		For large mixed-use sites, create development-specific design guidelines that address building appearance, streetscape, signage and utilities, parking design, landscape, sustainability, and materials.
		Provide usable and well-designed open space in mixed-use areas.
		Give high-density uses priority in developing vacant land on higher ground.
		Diversify New Orleans' housing stock in new residential development.
	Preserve existing, and create new parks and public spaces.	Ensure that land use categories provide areas for parks and open space. (See Parkland and Open Space land use category description and the Future Land Use map.)
		Provide for parkland and open spaces to meet the needs of residents.
		Reclaim the river and lake waterfronts for lively public spaces.
		Require, where appropriate, contributions to a network of open spaces through the development-approval process or requirements.
		Accommodate riverfront open space to support the Reinventing the Crescent Plan.
		Require usable open spaces on or off site for new residential units created downtown.
	Preserve and protect environmentally sensitive land and coastal areas.	Ensure a land use category that provides protection for environmentally sensitive and coastal land. (See Natural Areas land use category description and the Future Land Use map.)
		Protect environmentally sensitive areas, such as wetlands, from adverse impacts to enhance the city's water-storage capacity during storms and increase protection against storm surges.
		Protect and provide open spaces appropriate to conserving the region's natural resources and meeting the needs of its residents.
		Prohibit drainage of remaining wetlands for building except by special permit with mitigation that requires an opinion by the City Office of Environmental Affairs (or proposed Department of Environmental Affairs), or establish a local wetlands ordinance to regulate impacts on wetlands.
	Adopt sustainable land use and zoning practices.	Promote the use of water conservation and innovative stormwater-management techniques in site planning and new construction.
		Encourage, and in some cases require, sustainable stormwater-management practices, scaled to the size and character of the site. Current techniques include bioswales, green roofs, and landscaped islands in parking lots that are designed to absorb stormwater.
		Avoid new development where it would require creation of new infrastructure.
		Outside of existing residential areas, make residential uses a priority use for higher ground.
		Preserve land for transportation and drainage rights of way where needed, including rail, multiuse paths (for biking and walking), and canals and water-storage opportunities.
		Reduce greenhouse gas emissions by promoting the use of alternative energy systems (in the CZO) and increasing transportation choice.
		Increase access to healthy food at a lower environmental cost by supporting the production, processing and distribution of locally grown food.
		Allow urban agriculture in appropriate locations.
		Reduce the urban heat island effect by designing new development in ways that minimize reflective flat surfaces.

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS
		Include parking alternatives, such as shared lots and parking space maximums, to reduce the amount of paved surface in new development.
		Establish standards that address the number of bicycles to be accommodated for various land use categories.
Promote development that can strengthen the city's tax and job base while serving citizen needs and preserving city character.	Preserve land for large employers.	Provide land use categories that encourage office development. (See General Commercial and Business Center land use categories descriptions and the Future Land Use map.)
		Create districts that accommodate large office, medical, and educational employment centers.
		Allow mixed-use development in campus districts.
		Institute planned development review for larger new projects to better integrate them into their context.
		Attract new employers by creating a positive image through appropriate development standards.
		Include new landscaping standards to buffer incompatible uses, screen parking lots and outdoor storage areas, and improve the appearance of sites and street frontage.
		Incorporate a design-review process that informs both the developer and the neighbors of community design standards and operational concerns.
	Preserve land for industrial uses where there are active and prosperous industrial uses.	Ensure that land use categories allow for industrial uses. (See Industrial land use category description and the Future Land Use map.)
		Create a more stable investment climate by reducing conflicts both within industrial districts and between adjacent non-industrial districts.
		Refine the industrial-district-use lists so that uses appropriate to the desired intensity and market orientation of the industrial district are permitted, rather than requiring a conditional use or text amendment.
		Provide appropriate locations for business and light industrial facilities in settings attractive and accessible to visitors and employees.
		Accommodate a range of industrial development, including standards for research and light industrial/office parks.
		Provide appropriate locations for warehousing, distribution, storage, and manufacturing.
		Review performance standards for industry in establishing uses and evaluating impacts near residential areas.
	Promote clustering of neighborhood retail and services and avoid long corridors of low-density commercial development.	Apply a land use category that allows for and encourages smaller, neighborhood-oriented retail establishments. (See Neighborhood Commercial land use category description and the Future Land Use Map.)
		Encourage small-scale neighborhood commercial uses within residential neighborhoods.
		Tailor commercial zoning districts to the form, function, and use of various commercial areas.
		Revise the current commercial district structure so that district standards are responsive to a district's purpose and desired character.
		Create a commercial district specifically designed to accommodate and encourage pedestrian-oriented, walkable, shopping environments.
		Create standards within the zoning ordinance for small local business districts located within predominantly residential areas.

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS
	Make downtown a vibrant 24-hour neighborhood and commercial/ entertainment district.	Ensure that land use categories specific to downtown are used to encourage a 24-hour live, work, and play environment. (See Downtown land use categories descriptions and the Future Land Use map.)
		Consolidate downtown zoning districts to better reflect the mix of places identified in the Master Plan.
		Support downtown's economic potential with a commercial district geared to the needs of business.
		Support downtown's vitality by creating a mixed-use district that encourages the reuse of existing structures and compatible infill construction and that is characterized by a mix of office, retail, institutional, and residential uses.
		Support appropriate development adjacent to the Superdome and convention center.
		Support the demand for mid- to high-rise residential development and make appropriate transitions to the surrounding neighborhoods.
		Support clustered development of museums and cultural venues by creating a zoning district for these uses and supporting retail and visitor services that promote the arts.
		Encourage higher-density development around a well-organized urban form.
		Establish Poydras Street and Loyola Avenue as the "spine" of the CBD, serving as the corridors of highest-intensity development.
		Create active, attractive street corridors that promote multimodal connections between different areas of the CBD, accommodate transportation access and parking demand, and promote a high level of pedestrian traffic and pedestrian amenity.
Strengthen the city's public realm and urban design character.	Provide guidance on desired characteristics of new development to property owners and the public.	Establish appropriate transitions between high-impact, medium-impact, and low-impact development.
		Establish transitions and buffers from retail to surrounding residential areas.
		Re-knit the urban fabric by introducing safe and attractive pedestrian and bicycle routes, better lighting, landscaping and public art to reduce barriers created by highways and arterial roads.
		Expand New Orleans' tradition of lively pedestrian streets to all neighborhoods.
		Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to transit stops; and to encourage walking, biking and public transit use for employment and other travel around the city.
		Provide for bicycles lanes, routes and parking.
		In downtown, establish gradual transitions between small-scall and larger-scale buildings.
		Limit extensive office uses on ground floors in favor of more lively uses, where feasible.
		Manage the impacts of parking structures by lining their street-facing sides with active uses.
		Manage the impacts of surface parking by locating, where feasible, parking in the rear of developments.
	Promote sustainability.	Include parkway tree-planting requirements.
		Require parking lot landscaping that shades the surface with tree cover to reduce the heat-island effect.
		Incorporate building elements that improve energy efficiency.
		Incorporate passive heating and cooling mechanisms into the design of building wherever possible.
		On buildings that are raised for flood-protection purposes, clad areas below floor level to create a consistent street wall.
		Create building-siting guidelines for larger developments to allow for passive solar systems.

B Setting the Direction for Future Land Use: Guidelines and Placemaking Principles

The Future Land Use Map was created to reflect the vision, principles, goals, policies and recommendations of the *Plan for the 21st Century: New Orleans 2030*. It shows a distribution and geographical pattern of land uses that balances the desired persistence of many existing land uses and densities with land use changes that express the smart growth goals of the Master Plan.

Placemaking and Land Use

Cities are a series of places—neighborhoods, shopping districts, employment centers—each with a mix of land use, physical forms, and connective tissue that creates a unique character and identity. Along with the Master Plan vision of livability, opportunity and sustainability, these places create the context, first for future land use policy, and second, for the designation of zoning districts. How well this Master Plan and two of its most powerful implementation tools, the zoning ordinance and the capital improvement program, are used to make the kinds of places that New Orleanians want to either preserve into the future or create new for the future, will be one measure of the plan's success.

Placemaking informs land use and zoning by using policies and future public investments to organize land uses, their form and character; to infuse them with cultural values; and to provide for economic opportunity—all in the service of achieving desired places. This approach is particularly well-suited to the opportunities and challenges in this Master Plan:

- Many neighborhoods with well defined and complex physical character that residents wish to preserve
- The need for appropriate guidance for the opportunity sites, so they can express their own time in new development yet fit gracefully into older contexts
- Clarity about what kinds of investments are appropriate in use, form and location, so that neighbors and the development community have a stronger foundation to reach agreement
- Creating the conditions for walkability, integrated land use and transportation, and sustainability
- Providing the context for application of the master plan's urban design principles.

Places are distinguished by their infrastructure skeleton—transportation routes, water and sewer lines—the land use pattern that hangs on the skeleton, and the blend of building types and forms that flesh it out. The way places are configured and designed creates an environment that encourages or discourages certain kinds of human action. Design can promote a variety of activities and options, or it can constrain and channel activities. A place without sidewalks or paths has few walkers. Every desired place is a synthesis of its land use pattern with that pattern of physical development that, today, is conditioned by zoning. Using land use and zoning to create place organizes components of the master plan to attain the community's vision at a citywide and neighborhood scale.

While a "sense of place" is more than the "form of the place," if the form of place is not well managed, the sense of place will never occur. Consider the types of places found in any community—a center, neighborhoods, a commercial highway, or an industrial park. Thoughtful linkage between planning and zoning can establish or potentially transform the character of each of these places to reflect desired scale of development, pattern of property ownership, function and modes of travel.

Each of the places that makes New Orleans today and is desired in the future includes a group of land uses, building types, and formal character working together to accommodate a variety of life's daily functions—living, working, playing, learning—in a manner which reflects the local culture, historical

form, attitudes and values of that place. For example, one type of place is made up of a mix of one-, two- and up to four-unit residences often commingled with adjacent commercial uses, either as corner stores or small shopping blocks. Such places also have limited off-street parking opportunities, often contain buildings located close to the street and have limited private open space. The future land use and associated zoning of the New Orleans Master Plan is designed to integrate form and use, scale and massing, defining the way that the realm of private property owners frames the public realm of streets, parks and other public spaces so that this public realm becomes a desirable place for people to be and to gather.

FUTURE LAND USE GENERAL GUIDELINES
PRESERVE
Preserve the overall character of existing residential areas.
Preserve environmentally sensitive areas, such as wetlands, from adverse impacts to enhance the city's water storage capacity during storms and increase protection against storm surge.
Preserve existing successful mixed-use commercial areas.
Preserve land for transportation and drainage rights of way where needed, including rail, multiuse paths (for biking and walking), and canals and water storage opportunities.
Preserve parks and public spaces.
Preserve land for industrial uses where there are active and prospective industrial uses.
PROMOTE
Promote infill development on vacant lots in existing neighborhoods.
Promote redevelopment of commercial strips into walkable mixed-use centers.
Prioritize higher ground for new residential uses outside of existing residential areas.
Cluster higher-density new development near transit stations.
Promote clustering of neighborhood retail and services rather than long, low-density commercial corridors.
Diversify New Orleans' housing stock in new residential development.
LOCATE
Establish appropriate transitions between high impact, medium impact and low impact development.
Locate mixed-use neighborhood centers on neighborhood edges to draw customers within walking and biking distance of residences.
Avoid long corridors of low-density commercial development.
Locate higher density land uses near transit stops.

C Future Land Use Categories

(See Future Land Use maps at the end of this chapter.)

Residential

SEMI-RURAL RESIDENTIAL SINGLE-FAMILY

Goal: Provide for single-family residential development that preserves existing semi-rural character in areas like Lower Algiers (Planning District 13).
Range of Uses: Single-family dwellings. Cluster development that preserves open space is preferred. Supporting public recreational and community facilities are also allowed.
Development Character: Large-lot single-family new development will have a minimum lot area of 2 acres per dwelling unit. Cluster development may result in increased densities on individual lots, but when taken with preserved open space, the overall density will not exceed one dwelling unit per 2 acres.

PRE-WAR RESIDENTIAL SINGLE-FAMILY

Goal: Preserve the existing character and scale of pre-war (WWII) single-family residential areas of the city and allow for compatible infill development.
Range of Uses: Single-family dwellings and supporting public recreational and community facilities allowed (*i.e.*, schools and places of worship).
Development Character: New development will fit the character and scale of surrounding single-family residential areas where structures are typically located on smaller lots and have small front and side setbacks. Maximum density of 15 units/acre.

POST-WAR RESIDENTIAL SINGLE-FAMILY

Goal: Preserve the existing character and scale of low density single-family residential in post-war (WWII) areas of the city and allow for compatible infill development.
Range of Uses: Single-family dwellings and supporting public recreational and community facilities allowed (*i.e.*, schools and places of worship).
Development Character: New development will fit with the character and scale of surrounding neighborhoods where single- and two-family residential structures are typically set back away from the street on larger lots than in older, pre-war neighborhoods. Maximum density of 10 units/acre.

PRE-WAR RESIDENTIAL LOW DENSITY

Goal: Preserve the scale and character of pre-war (WWII) residential neighborhoods of lower density where the predominant use is single and two-family residential and allow for compatible infill development. Discourage the development of additional multifamily housing that is out of scale with existing character.
Range of Uses: New development generally limited to single or two-family dwellings, and preservation of existing three- to four-family buildings. Traditional corner store/businesses may be allowed where current or former commercial use is verified. Supporting public recreational and community facilities (*i.e.*, schools and places of worship) also allowed.
Development Character: New development will fit with the character and scale of surrounding residential neighborhoods where structures are typically located on smaller lots and have minimal front and side setbacks. Maximum density of 24 units/acre.

POST-WAR RESIDENTIAL LOW DENSITY

Goal: Preserve the scale and character of post-war (WWII) residential neighborhoods of lower density where the predominant use is single and two-family residential lots and allow for compatible infill development.
Range of Uses: New development is generally limited to single-family dwellings, with two-family and town home development allowed where it currently exists or formerly existed. Supporting public recreational and community facilities (*i.e.*, schools and places of worship) are also allowed. New two-family dwellings and town home developments may be allowed in planned communities.
Development Character: New development will fit with the character and scale of surrounding neighborhoods where single- and two-family residential structures are typically set back away from the street on larger lots than in older, pre-war neighborhoods. Maximum density of 20 dwelling units per acre.

PRE-WAR RESIDENTIAL MEDIUM DENSITY

Goal: Preserve the character and scale of pre-war (WWII) residential areas that currently have a variety of housing types and sizes and allow for compatible infill development.
Range of Uses: Single- and two-family residences, townhomes and small multifamily structures. Traditional corner store businesses may be allowed where current or former commercial use is verified. Supporting public recreational and community facilities allowed (*i.e.*, schools and places of worship).
Development Character: New development will conform to the general character and scale of surrounding neighborhoods. A maximum of 36 dwelling units/acre allowed. These areas are primarily located along major roadways, often with bus or streetcar service—existing or planned—that can support higher densities.

PRE-WAR RESIDENTIAL MULTIFAMILY

Goal: Preserve the character and scale of existing multifamily residential areas in older areas of the city and encourage new multifamily development at nodes along transit routes that can support greater densities.
Range of Uses: Multifamily residential structures allowed. Limited neighborhood-serving commercial uses on the ground floor allowed.
Development Character: Maximum of 100 dwelling units/acre. Taller high-rise structures could be allowed where appropriate with design guidelines.

POST-WAR RESIDENTIAL MULTIFAMILY

Goal: Preserve the character and scale of existing suburban multifamily residential areas and encourage new multifamily development at nodes along potential mass transit routes or major city roadways that can support greater densities.
Range of Uses: Mixed single- and two-family units, and multifamily residential structures allowed. Limited neighborhood-serving commercial uses on the ground floor allowed.
Development Character: Maximum of 36 units/acre. Design guidelines and landscaping requirements required to encourage walkability and allow for proper transition to surrounding single-family and low density neighborhoods.

Commercial/Industrial

NEIGHBORHOOD COMMERCIAL

Goal: Provide areas for small-scale, neighborhood-oriented commercial development that enhances the pedestrian character and convenience of neighborhoods by allowing commercial establishments in select locations within walking distance to surrounding residential areas.
Range of Uses: Retail and professional service establishments serving local neighborhood area residents. Common uses include small groceries, restaurants, barber shops/salons, clothing boutiques, banks, pharmacies, and small health professional offices.
Development Character: Buildings are oriented to the sidewalk (parking in rear where possible) with maximum heights related to the character of the street. Landscape requirements for parking lots facing the street.

GENERAL COMMERCIAL

Goal: Increase the availability of retail services and amenities (and increase retail tax base) within the City of New Orleans, especially in areas that are currently underserved by retail, with existing and new medium- and large-scale commercial establishments and shopping centers.
Range of Uses: Larger commercial structures including shopping and entertainment centers typically anchored by large supermarkets, department stores or big-box style establishments with supportive chain retail and surface or structured parking.
Development Character: Structures oriented to the street where possible to encourage both pedestrian and automobile traffic. Sites are limited to accessible locations along major city roadways or highways with minimal negative impact on surrounding residential areas, often in proximity to transit.

DOWNTOWN EXPOSITION

Goal: To provide areas of downtown that will house and support high-volume visitor traffic at major trade and spectator venues including the Convention Center and Superdome.
Range of Uses: Convention center, sports/entertainment arenas/complexes and supporting uses such as hotels, and office space within the CBD.
Development Character: The scale (height and massing) of new development will vary depending on location and proximity to historic districts.

BUSINESS CENTER

Goal: Provide areas to serve as regional employment centers outside of the Central Business District.
Range of Uses: Professional office and/or light industrial parks (warehouse, distribution and storage centers). Large retail centers are not permitted but supportive retail is allowed.
Development Character: Structures often in "business park" settings, typically with surface parking. Landscaping and buffers required, particularly when proximate to residential areas.

INDUSTRIAL

Goal: Retain land to further strengthen port activity, maritime-related activities, manufacturing and other uses that provide jobs and opportunities for New Orleans' residents.
Range of Uses: Heavy manufacturing, maritime uses, water treatment and transfer and large warehousing/distribution facilities.
Development Character: Often located near rail and highway infrastructure, massing and bulk will vary depending on location, however, proper buffers/standards required, particularly when abutting residential neighborhoods.

Mixed-Use

MIXED-USE MARITIME

Goal: Preserve and provide areas for maritime-related residential and commercial uses east of Chef Pass on properties adjacent to Chef Menteur Highway in Lake St. Catherine (Planning District 11), along a certain portion of the Mississippi River Gulf Outlet near Interstate 510, and around harbors along Lake Pontchartrain.
Range of Uses: Single-family residential, fishing camps and boathouses, marinas, yacht clubs, maritime associations, community sailing, maritime-related businesses and supporting commercial uses. New development shall only be permissible in accordance with State regulations.
Development Character: Scale (height and massing) and allowed uses to match existing character of surrounding areas.

MIXED-USE LOW DENSITY

Goal: Increase neighborhood convenience and walkability within and along edges of neighborhoods with low density residential and neighborhood-serving retail/commercial establishments.
Range of Uses: Low-density residential and neighborhood business; typically businesses in residential scale buildings interspersed with residences. Uses can be combined horizontally or vertically (ground floor retail required in certain areas). Limited light-industrial uses (craft and value added industry and passive warehousing and storage) may be allowed in some areas.
Development Character: Height/mass of new development varied depending on surrounding neighborhood character.

MIXED-USE MEDIUM DENSITY

Goal: Create medium-density neighborhood centers to enhance walkability and serve as focal points within neighborhoods. Proximity to transit encouraged.
Range of Uses: Medium-density residential and commercial uses. Limited light industrial uses (craft and value added industry and passive warehousing and storage) may be allowed in some areas.
Development Character: Height/mass of new development varied to ensure proper transitions to surrounding lower density residential neighborhoods. Many structures will feature ground floor retail with residences on upper floors.

MIXED-USE HIGH DENSITY

Goal: Encourage compact, walkable, transit-oriented (or transit-ready) neighborhood centers with medium-to-high density residential, office, and commercial services at key, underutilized, centrally located parcels within neighborhoods and along edges.
Range of Uses: Medium- to high-density residential, office, hotel and commercial retail.
Development Character: These areas will provide proper transitions to surrounding areas with lower densities/heights. Many structures will require ground-floor retail with residences or offices or both on upper floors.

MIXED-USE DOWNTOWN

Goal: Support and encourage a vibrant, 24-hour live-work-play environment in the Central Business District, and provide areas to support a high density office corridor.
Range of Uses: High density office, multifamily residential, hotel, government, institutional entertainment and retail uses. No new heavy or light industrial uses allowed.
Development Character: The scale of new development will vary depending on location within the CBD and will be determined by appropriate height and massing, particularly near historic districts.

MIXED-USE HEALTH/LIFE SCIENCES NEIGHBORHOOD

Goal: Provide areas for hospitals, offices, supportive retail and residential uses to create a vibrant neighborhood center with job growth in the medical care and research sectors.
Range of Uses: Hospitals, offices, residential (single-family, two-family, and multifamily along major corridors), and supporting neighborhood retail/services.
Development Character: The scale of new development will vary depending on location and will be determined by the appropriate height and massing. Special attention needed to ensure appropriate transitions from higher density corridors (*i.e.,* Tulane Avenue) to surrounding historic, low density neighborhoods.

PLANNED DEVELOPMENT AREA

Goal: Allow for the potential development of large underutilized or underdeveloped parcels that are completely within the external levee protection system and only in areas that do not contain sensitive wetland environments.
Range of Uses: Recreational, residential, commercial or industrial uses dependent on formal planning process. Cluster development that preserves open space is preferred.
Development Character: The type and scale of new development would be determined through a multitiered planned development process that would require community input and city approval. Large-scale, coordinated development with appropriate transitions to surrounding uses and neighborhoods is preferred.

Institutional

INSTITUTIONAL

Goal: Preserve and enhance existing large-scale institutions such as health care, education (colleges and universities), detention centers and other facilities.
Range of Uses: Hospitals, colleges, universities, military and public detention facilities with large campus-like facilities. Smaller-scale, local houses of worship, public and private schools, police and fire stations, emergency and community centers are included in residential, commercial and mixed-use areas, as they are essential components of neighborhood life.
Development Character: Large-scale, coordinated campus development with appropriate transitions to surrounding uses and neighborhoods.

Open Space and Recreation

NATURAL AREAS

Goal: Retain and preserve natural areas and wetlands resources for storm water storage, conservation, public enjoyment, and for protection of coastal resources.
Range of Uses: Open space and active recreation that do not have adverse impacts on wetlands and natural areas. (Other uses may be allowed with conditional permit and restoration requirements.)
Development Character: No structures except those necessary to support the principal use.

PARKLAND AND OPEN SPACE

Goal: Provide areas for parks, recreational facilities and open space networks owned by public or semi-public entities.
Range of Uses: Parks, playgrounds, recreation facilities and athletic fields; neutral grounds and passive open spaces.
Development Character: Ranges from programmatic parks and indoor and outdoor recreational areas to preserved open space.

CEMETERY

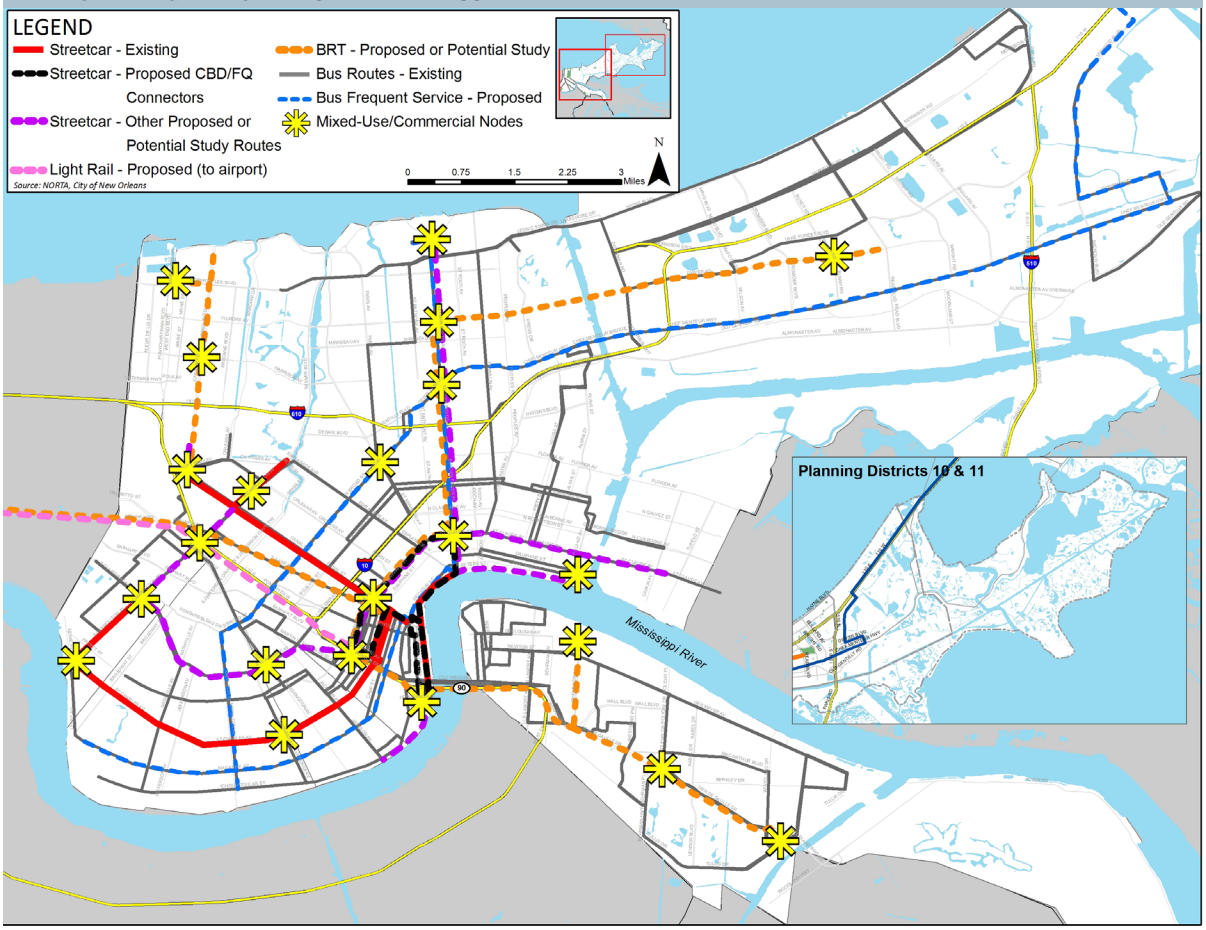
Goal: Preserve and provide areas for cemeteries.
Range of Uses: Cemeteries
Development Character: Cemeteries and accessory buildings.

Transportation

TRANSPORTATION

Goal: Retain and enhance areas for transportation infrastructure and services.
Range of Uses: Airports (Lakefront Airport), train yards, ferry terminals and city-owned parking facilities, and supporting office and low-intensity storage/warehouse uses.
Development Character: Massing and bulk will vary depending on location, however landscaping and buffering standards are required, particularly where abutting residential neighborhoods.

MAP 13.1: INTEGRATING TRANSIT AND LAND USE



D Future Land Use by District

(See district level Future Land Use maps at the end of this chapter.)

The changes below highlight many of the proposed modifications to land use by planning district. Although category names have been modified since the 1999 adopted land use map, as mentioned earlier in this chapter, the vast majority of the city retains its existing land use and built character, scale and massing including nearly all existing single-family, and single- and two-family residential neighborhoods, established neighborhood and general commercial corridors and centers, and employment centers located in downtown and industrial areas. Modified land uses are largely found in underutilized, blighted or vacant areas of the city where change of use will enable the city to grow more sustainably (mixed-use, walkable, transit oriented/ready environments), and bring back an increased retail and business tax base.

Planning District 1A

Existing land uses within the Central Business District essentially remain, however new use categories were created to better define subarea priorities and purposes. These include:

- **Mixed-Use Downtown:** High density, high-rise office, retail and residential districts in the CBD that balance economic growth, urban design and residential opportunity and further facilitate the creation of a vibrant, transit-oriented, 24-hour community. Particular concerns about height around Lafayette Square need to be resolved, and adaptive-reuse supportive building codes should be developed to facilitate rehabilitation of historic Canal Street structures.
- **Mixed-Use High Density:** A high density residential, office and commercial district that continues to facilitate the evolution of the Warehouse District into a vibrant 24-hour residential, dining and cultural community, but restricts height of new development.
- **Downtown Exposition:** Land uses to serve and support Convention Center and Superdome complexes.

Planning District 1B

The district retains existing neighborhood mixed-use and residential land use designations, however, several new land use categories have been applied to distinguish the varied character and scale of the area to better preserve its unique National and Local Historic District status.

- **Mixed-Use High Density:** Areas closest to Canal Street accommodate concentrations of mid- to high-rise structures that house residential, hotel, office and higher concentrations of retail/commercial uses (*i.e.,* Bourbon Street).
- **Mixed-Use Medium Density:** A transition zone of medium density residential and retail uses between the higher density , more commercial, Upper Quarter and lower density, more residential Lower Quarter.
- **Residential Medium Density Pre-war:** Reflects the existing character and allows for a varied mix of residential structures from single-family to small apartments/condominiums, and the existing historic corner stores and businesses.

Planning District 2

Much of the district retains existing land use character (Pre-war Residential Low Density), however new residential and mixed-use designations better reflect the existing and desired future built environment. Most significant land use changes have been applied to two underutilized commercial and industrial areas to allow for a mixture of uses, including:

- **Mixed-Use High Density** at South of the Convention Center area. With proximity to the CBD and Convention Center, large vacant industrial parcels, and recent multifamily residential development (The Saulet), the area is poised to support a vibrant, high density riverfront community of housing and supportive neighborhood service retail. Special attention must be paid to height, view corridors, and transitions to surrounding neighborhoods.
- **Mixed-Use High Density** along OC Haley Boulevard: Building upon current Main Street and NORA initiatives, a medium-to-high density mix of office, neighborhood commercial, live/work space, and residential units will reestablish the OC Haley corridor as the core of the Central City neighborhood.

Other changes include:

- **Mixed-Use Medium Density** along Charles Street better reflects the existing character of the downriver section of the corridor, which consists of mid-rise multifamily housing, retail and office spaces.
- **Business Center** north of Tchopitoulas Street will encourage continued job creation in the entertainment/new media sectors by allowing for warehouse, soundstage and supportive office spaces.
- **Pre-war Residential Multifamily** in the Lower Garden District allows for the development of multifamily residential units closer to the riverfront (and around the existing La Saulet complex).
- **Pre-war Residential Medium Density** in Central City better reflects the overall residential character throughout much of the neighborhood, which historically has included side-by-side single, two-family and small apartment buildings.

Planning District 3

The majority of the district retains existing land uses (Pre-war Residential Low Density). The notable land use changes include:

- **Mixed-Use High Density** at Carrollton Avenue and Palmetto Street: The area's large underutilized commercial parcels, existing multifamily residential structures, neighboring Xavier University, proposed transit connections (light rail from downtown to the airport, and Carrollton/Canal streetcar connection), and proximity to I-10 would support a transit-oriented centrally located, high-density residential, retail and office concentration with connections to the Carrollton and Mid-City neighborhoods.
- **Mixed-Use Low:** Neighborhood-scale residential/commercial concentrations to support surrounding communities and encourage walkability:
  - > Apple Street (between Leonidas Street and Carrollton Avenue)
  - > Leonidas Street (between Oak Street and Spruce Street)
  - > Tchopitoulas (between Octavia and Valience Street)
  - > Claiborne Avenue and Calhoun Street

Planning District 4

While the majority of neighborhood residential and commercial areas retain existing character and scale (Pre-war Residential Low Density), several land use changes have been applied to portions of the district, particularly along the Canal Street and Tulane Avenue corridors.

- **Mixed-Use Health/Life Sciences Neighborhood:** Large vacant and underutilized parcels and residential neighborhoods bounded by Claiborne Avenue, Canal Street, Galvez Street, South Rocheblave Street and Tulane Avenue, would encompass a community of hospitals, residential homes and complexes, and supportive office and retail.
- **Mixed-Use High Density** along Tulane Avenue: A medium-to-high density corridor of residential and ground-floor neighborhood retail to support the emerging medical district and Mid-City neighborhood. Proposed Bus Rapid Transit route would expedite travel to and from the CBD.
- **Mixed-Use Medium Density:**
  - > Lindy Boggs site: With large parcels of underutilized industrial land, a successful multifamily residential reuse project (American Can), existing retail uses (Rouse Supermarket and Home Depot), proximity to City Park, and direct transit access to downtown and the medical district, the area is strategically situated to support a medium density Main Street area of residential, live/work and commercial uses. Additional green infrastructure (the Lafitte Greenway) is proposed through the village area. (Ideally, the area would be developed as a PUD.)
  - > Broad Street: Medium density mixed-use strategic nodes at Canal Street, St. Peter Street, Bayou Road, and St. Bernard Avenue with neighborhood commercial and low density multifamily housing to encourage pedestrian-oriented neighborhoods.
  - **General Commercial** along Earhart Boulevard: Large vacant/underutilized light industrial parcels with strong neighborhood and highway connections would support national chain retail establishments for city residents and recapture lost retail tax revenue from neighboring parishes. Special attention must be paid to design standards and transitions to nearby residential development (B.W. Coooper).

Planning District 5

Land use categories reflect the recently adopted, community-supported single-family residential zoning districts and neighborhood commercial corridor along Harrison Avenue. Changes include:

- **Mixed-Use Medium Density** at Ponchartrain Boulevard and W. Robert E. Lee Boulevard: Underutilized shopping plaza adjacent to existing multifamily high-rise structures and underutilized commercial parcels abutting the waterfront would best be utilized as a medium density neighborhood oriented center with entertainment/dining/retail establishments to both support the Lake area and draw in tourism. New and improved transit connections (BRT) would provide better connectivity.
- **Mixed-Use Maritime:** Allows for continued mixture of land uses including boat houses, restaurants, maritime industries/businesses, and supportive retail services around the Municipal Yacht Harbor/ Orleans Marina area.

Planning District 6

Significant areas of the district retain existing residential uses (Post-war Residential Low Density). Several notable land use changes include:

- **Mixed-Use High Density:**
  - > Gentilly Boulevard and Elysian Fields Avenue: Large, underutilized shopping center parcels at key intersection along a proposed transit corridor (streetcar or BRT along Elysian Fields) would support

a compact, pedestrian-oriented, medium-to-high density village of residential, commercial and office uses that would serve nearby Dillard University and surrounding high-density single and two-family neighborhoods.

> Chef Menteur Highway (west of Industrial Canal): The area's large vacant and underutilized commercial and multifamily residential sites, its proximity to I-10 and the proposed BRT route to New Orleans East, make for a strategic urban village setting with medium to high density residential and commercial uses. (Ideally, the area would be developed as a PUD.)

- **Mixed-Use Medium Density** (Elysian Fields Avenue and Robert E. Lee Boulevard): Existing vacant and underutilized commercial parcels at the terminus of proposed Elysian Fields transit corridor (BRT/ Streetcar) would anchor a medium density town center with multifamily residential and neighborhood supporting retail near the UNO campus.
- **Post-war Residential Single Family:** Residential areas lakeside of Gentilly Boulevard area all designated as single-family. Existing doubles may remain, and can be rebuilt.

Planning District 7

The majority of the planning district retains land uses compatible with existing conditions and previous plans. Changes within the district include:

- **Mixed-Use Medium Density:**
  > St. Claude Avenue: The land use category respects existing neighborhood character of interspersed neighborhood and residential uses, and would support new medium density development with the addition of the proposed streetcar extension.
  > Elysian Fields Avenue at Decatur (at the river): Vacant and underutilized (potentially city owned) parcels to anchor Frenchman Street and Decatur Street (French Quarter) corridors with medium density multifamily residential component and supportive neighborhood commercial. Development must respect existing historic neighborhood character and scale.
- **Post-war Residential Low Density:** Florida/Desire area to transition from multifamily to single-/ two-family use category.

Planning District 8

The majority of the Holy Cross neighborhood retains its Pre-war Residential Low Density uses. Changes include:

- **Mixed-Use Low and Medium Density:** Allows interspersed neighborhood commercial and existing residential uses along:
  > St. Claude Avenue
  > North Claiborne Avenue and Caffin Avenue
  > Reynes Street (Holy Cross High School): Former school site should be redeveloped into a medium density neighborhood center and could include the adaptive reuse of existing school structure.
- **Post-war Residential Low Density:** With the vast majority of properties now vacant, a less dense residential development pattern would be best supported in areas between Claiborne Avenue and Florida Avenue.
- Much of the planning district (outside of the Holy Cross neighborhood) is now vacant as a result of Hurricane Katrina. Several projects are underway, most notably the Make-It-Right home development. This area remains in a more active recovery mode due to the extent of damage from Hurricane Katrina compared to other areas. Additional residential financial recovery assistance is needed.

Planning Districts 9 and 10

All existing single, double and multifamily residential areas remain (now designated as Post-war), however the large vacant commercial areas along the I-10 corridor have been re-categorized as general commercial at varying densities. Land use changes in the districts include:

- **General Commercial:** Redevelopment of blighted/vacant sites south of I-10 into commercial nodes to recapture retail tax revenues from neighboring Parishes.
  - > Former Plaza at Lake Forest mall and adjacent retail centers to offer pedestrian-oriented, Main Street and big-box retail and office concentration, with potential BRT connection to downtown and the West Bank. (Ideally, the area would be developed as a PUD, or "Lifestyle Center").
  - > Crowder Boulevard at Lake Forest Boulevard: Redevelopment of former commercial and multifamily residential sites into neighborhood scale commercial retail area. Proposed BRT would provide expedited access to downtown.
  - > Chef Menteur Highway (Western Portions): Large vacant/underutilized light industrial parcels with direct connection to I-10 would support chain retail/grocery establishments to serve both neighborhood and city residents.
- **Neighborhood Commercial** along Chef Menteur: Concentrated nodes of neighborhood commercial uses to support residential areas further east along Chef Menteur Highway.
- **Business Center**—Large underutilized former industrial parcels south of Chef Menteur Highway would provide employment in office parks not suited for downtown areas. Light industrial warehouse and storage facilities would also be permitted, but not commercial retail centers.
- **Mixed-Use Medium Density** along Chef Menteur at Village del 'Est: Small mixed-use retail/office/residential center as highlighted in neighborhood plan.
- **Planned Development Area:** Large areas of undeveloped land that lie within the external levee protection system may potentially be developed, and if wetlands are not present would require a comprehensive planned development process, including a public outreach process to determine appropriate, environmentally responsible development.

Planning District 11

- **Mixed-Use Maritime:** Single-family homes, fishing camps, marine-related businesses and supporting businesses east of Chef Pass only on parcels adjacent to Chef Menteur Highway in Lake St Catherine.

Planning District 12

The majority of the planning district retains existing residential densities. This includes Pre-war Low Density housing closer to Algiers Point, and Post-war Residential Single- and Multifamly areas closer to Lower Algiers (Planning District 13). Changes include:

- **Mixed-Use High Density:** Planned office, residential and retail BRAC project along Mississippi River
- **Mixed-Use Medium Density:**
  - > General De Gaulle Drive at Holiday Drive: Encourage underutilized portions of Village Aurora shopping center and surrounding parcels, to be developed into a transit-ready compact, pedestrian-oriented, medium density neighborhood center development with residential, commercial and office uses. Proposed BRT routes would better connect and shorten travel times to the East Bank.
  - > Woodland Highway at Woodland Drive: Redevelopment of vacated shopping center into a primarily residential center with supporting neighborhood commercial. Potential BRT connection would expedite travel to the East Bank.

- **Mixed-Use Low Density:** Neighborhood-scale residential (including existing single-family, two-family residences) and commercial corridors to encourage walkability in surrounding communities.
  - > Algiers Point
  - > Newton Street
  - > Opelousas Avenue
  - > Joe Ellen Smith Medical Center site

Planning District 13

Minimal changes are recommended. Existing subdivisions and areas near the bridge are now designated Planned Development Area to remain single-family. Due to limited infrastructure (public water, but not sewer), the remainder of the district will require 2 acres per dwelling unit to maintain the unique rural character. Residential development at higher densities should be in the form of conservation subdivisions that cluster housing in order to allow significant open space.

E Future Land Use and Zoning

The 2008 master plan charter amendment requires inclusion of a table showing the correspondence between land use categories in the Future Land Use Map and zoning districts. A new Comprehensive Zoning Code is being prepared simultaneously with this Master Plan but will not be adopted at the time the Master Plan is expected to be adopted. Upon completion of the Comprehensive Zoning Code, the table will be incorporated into this document.

How will we know if zoning is consistent with the Master Plan? The 2008 master plan charter amendment provides that:

"A Land Use Action is consistent with the Master Plan if the Land Use Action:

(1) Furthers, or at least does not interfere with, the goals, policies, and guidelines, including design guidelines, that are contained in the Land Use Element of the Master Plan.

(2) Is compatible with the proposed future land uses, densities, and intensities designated in the Land Use Element of the Master Plan."

In practice, in many cases there will be several zoning districts in land use categories that appear on the Future Land Use Map. It will be possible to change zoning without amending the Future Land Use Map and the Master Plan as long as any zoning change is compatible with the parameters of the land use category on the map. Other zoning changes will require a master plan amendment.

F Urban Design Framework

Urban Design Framework

New Orleans is a city of special places with unique qualities. A towering skyscraper can enrich downtown if it meets the street with details and activities that delight, while a two-story building can diminish nearby Mid-City if it interrupts a street's historic rhythm with a monotonous façade. While details will differ across the city, the core urban design principles should fundamentally promote more livable neighborhoods, greater economic opportunity for everyone, and enhanced sustainability.

Cultivate livability:

- **Preserve and enhance established neighborhoods and districts**—wet or dry, historic or new, residential or mixed-use. These places should benefit from design standards that embody the spirit and address the qualities that define character.
- **Extend New Orleans' "signature" qualities to its new districts and neighborhood centers.** The Medical District, redeveloped shopping centers and other "opportunity sites," and similar places should benefit from design standards that extend the walkability, tree-lined streets, lively façades on public sidewalks, mixed-use energy, and other qualities that mark the city's historic neighborhoods.
- **Restore the critical mass to support key ingredients of livability.** Blight, smaller households, and changing lifestyles rob neighborhoods of the critical mass needed to support vibrant commercial districts, walkable streets, convenient transit, lively parks, and similar amenities. Restoring traditional densities and redeveloping opportunity sites will help all parts of the city regain this critical mass and attract a new array of housing and amenities to new and existing neighborhoods.
- **Advance healthy living.** The Centers of for Disease Control has emphasized the essential importance to public health of neighborhoods that encourage walkability, provide access to healthy food, and include health clinics—all qualities of successful New Orleans' neighborhoods.
- **Build community in the midst of diversity.** The city can take advantage of the proximity in which people of different races, incomes, and ethnic backgrounds live—unusual among U.S. cities—to create a renewed sense of community. Emphasizing walkable connections between neighborhoods that give people an opportunity simply to meet, making commercial districts more vital and providing well-programmed parks will draw New Orleans' diverse residents together across lines of difference. Initiatives like Reinventing the Crescent can reinforce the riverfront's critical role as the city's common ground. Interpreting the city's rich variety of architectural and cultural traditions can further the critical task of celebrating each other's stories.

Foster economic opportunity:

- **Offer the amenities that attract people to live, work, and invest.** Preserving New Orleans' historic character—embodied in its walkable streets, cultural richness, and mixed-use environments—and extending these qualities into new neighborhoods and districts is a critical ingredient in spurring growth.
- **Provide the education and services that move people out of poverty and into the workforce.** In building a city whose neighborhoods stand as revitalized, safe, and visible symbols of social cohesion, no amount of physical intervention will match the value of aggressive efforts to extend opportunity to every resident.
- **Plan for change that is welcomed by neighbors.** As the pace of economic transition quickens across America, so does resistance to the larger floor plates, greater height, new industries, new types of housing, and other changes that a vital economy needs. Development that responds to the needs of a changing economy should respect the scale and character of nearby neighborhoods and should reflect the goals described above for new places.

Promote sustainability:

- **Work with nature to enhance resilience.** No U.S. city is as conscious of the need to adapt to a changing environment as New Orleans. It can lead all American cities in exploring approaches to wetlands reclamation, elevating and hardening buildings, managing storm water to slow subsidence, integrating levees into the landscape, and other ways of working with nature to protect the city from rising seas and more frequent storms.
- **Reduce the city's carbon footprint.** National policy is clearly heading in a direction to support funding of projects that further reduce carbon emissions. New Orleans' per capita carbon footprint already ranks well nationally (#29 lowest metro area)[1] due in part to its compact form, strong

1 Brooking Institute, "Shrinking the Carbon Footprint of Metropolitan Areas." May 2008.

preservation values, and walkable neighborhoods. Expanding transit use, attracting more residents to reduce sprawl, adopting green techniques in construction of and operation of new buildings, and similar measures, will further position New Orleans as one of America's greenest cities.

- **Celebrate the city's relationship to water.** A new generation of landscaped canals, rain gardens, restored wetlands, and similar steps can add a 21st-century urban design signature that enriches life in New Orleans while protecting the city from rain-driven flooding.

Urban Design Principles

The following urban design principles are intended to provide guidance on desired characteristics of new development to property owners and the public. Application of the principles can vary in specific contexts and creative variations should be encouraged, as long as the spirit and intent of the principles is respected. Area-specific urban design principles may be found in neighborhood and area plans, and more detailed design guidelines will be created for projects on large sites that require site master plans.

The public realm of streets, sidewalks, plazas, parks, and other public spaces:

- Reclaim the river and lake waterfronts for lively public spaces.
- Reinforce New Orleans existing boulevards and use a boulevard approach to improve wide arterials that do not currently include neutral grounds, or street trees.
- Re-knit the urban fabric by reducing barriers caused by highways and arterial roads, including by creating safe and attractive pedestrian and bicycle routes, improved lighting, landscaping and public art.
- Take New Orleans' tradition of lively pedestrian streets to all neighborhoods.
- Locate building entries to promote safe pedestrian movement across streets; to relate to crosswalks and pathways that lead to transit stops; and to encourage walking, biking and public transit use for employment and other travel around the city.
- Provide for bicycles—lanes, routes, and parking.
- Encourage active, publicly-accessible uses on the ground floors of buildings in mixed use areas.
- Screen and buffer service machinery and areas including mechanical systems on the roof or elsewhere; trash handling and storage; and loading docks.
- Design outdoor lighting at a pedestrian scale to provide safety, comfort and adequate night vision while minimizing light pollution.

Surface and structured parking

- Manage the impacts of surface parking by:
  - > Locating parking to the rear of developments.
  - > Planting shade trees and ground cover in parking lots as screens, shade at least 50% of the lot at maturity, and enhance stormwater management through plantings and pervious surfaces.
- Manage the impacts of parking structures by lining the street side with active uses.

This parking garage has retail at the street level.

Downtown

- In downtown, encourage building design with ground floor levels that are welcoming to pedestrians and avoid blank and fortress-like ground floors.
- Limit extensive office uses on ground floors in favor of more lively uses, if feasible.
- Use trees, canopies, colonnades or galleries for shade along pedestrian streets.
- Establish gradual transitions between small-scale and larger-scale buildings.

Retail areas

- Discourage strip shopping center or stand-alone retail with buildings at the rear and parking at the front by locating the buildings at the street edge and providing parking to the rear.
- Establish transitions and buffers to surrounding residential areas.
- Locate pedestrian entrances on public streets and at or near street corners wherever possible.
- Maintain a consistent and minimal setback on commercial streets. Commercial structures should be built close to the street or with small setbacks to accommodate public spaces such as sidewalk cafes.
- Design ground-floor facades with maximum transparency and permeability.
- Maintain a consistent scale and character in signage and overhangs (*e.g.,* awnings, balconies, *etc.*).

Neighborhood infill

- Respect the scale and massing of buildings in historic areas and other areas where existing scale should be preserved.
- Design building facades to provide visual interest with articulations, materials, windows and other openings.
- Ensure that infill buildings in neighborhoods fit in harmoniously though do not require copies of existing architecture. Indicators include:
  - > Maintaining the street wall or façade line
  - > Complementing the established rhythm of windows, doors or other openings
  - > Activating the street by the use of bay windows, porches, stoops, or terraces

New houses with harmonious designs make good neighbors.

New neighborhoods

- Extend the positive qualities of existing adjacent neighborhoods into new developments.
- Design mixed-use neighborhood centers on large sites, such as underutilized or vacant retail or industrial sites by:
  - > Integrating the sites into the surrounding street grid.
  - > Establishing transitions in scale and density from surrounding areas.
  - > Providing areas with clusters of ground floor retail and service uses with residential uses above
  - > Providing usable and well-designed open space.
  - > Creating development-specific design guidelines about building appearance, streetscape, signage and utilities, parking design, landscape, sustainability, and materials.

Promote sustainability

- Clad areas below floor level on buildings that are raised for flood protection purposes to provide a consistent street wall.
- Incorporate building elements that improve energy efficiency, such as green roofs, rain gardens, solar panels, wind turbines, and others wherever possible. These elements should be scaled appropriately and incorporated seamlessly into the overall façade.
- Incorporate passive heating and cooling mechanisms such as operable windows, sun shades, cross-ventilation, and adequate insulation into the design of buildings whenever possible.

(See Volume 2, Chapter 5, for design principles for neighborhood commercial districts.)

General Zoning Principles

New Orleans is building the framework for future land use decisions with a new comprehensive zoning ordinance as part of the master planning process. The success of an updated ordinance relies on the vision behind it. Through citywide forums, district meetings, and community leadership groups, translating the plan's vision into reality through development regulations has been part of the discussion. This input has been and will continue to be a vital aspect of the zoning revision process.

NEW MASTER PLAN	NEW ZONING ORDINANCE
Defines the kinds of places that we value and want to see in the future	Establishes districts with rules that support these places
Describes the qualities and characteristics of these places	Establishes design standards that reinforce these qualities
Creates a land use map with the location of these places	Refines the land use map into specific zoning districts

The Master Plan's themes of How We Live, How We Prosper, Sustainable Systems and From Plan to Action have been tested with the citizens of New Orleans and there are three objectives that have been identified.

The first objective is that the new zoning ordinance reinforce the physical character of New Orleans and the important quality-of-life features reflected in its history, culture and public spaces while striking a balance between the need to preserve and the need to innovate and grow. To achieve this objective the new ordinance will be divided into "places" based on the character of development found in that area or desired for that area. The Neighborhood Character Area Study, found as an appendix in Volume 3, will inform this aspect of the zoning code. For instance, in the rural section, the zoning districts related to natural areas, open space and large-lot development will be grouped together, while in the traditional neighborhood section the appropriate residential, commercial and mixed use zoning districts would be found.

The second objective is that for each zoning district, its purpose and intent will clearly describe what type of development one would expect to find there consistent with the Master Plan policies and Land Use Map. The new ordinance will set standards for 1) the size, shape, and character of new development, 2) how new developments fit together and 3) the location of new development.

The third objective is that the new ordinance will be predictable, understandable and enforceable. Simple adjustments, repairs or amendments to the 40-year-old ordinance would not be enough. It will be organized to be user-friendly, to suit the unique characteristics of New Orleans, and to reflect and implement the policies in the plan.

A Zoning Response to the Master Plan Theme: How We Live

A high quality of community life is essential to the success of every city in the 21st century. People want to live in places with high quality of life and are invested in their local community. Quality of life is critical to protecting, attracting and maintaining a stable workforce that, in turn, brings investment, employment, and an image and identity that welcomes tourists and visitors.

A series of goals and policies are identified in the Master Plan that address the key ingredients of high quality-of-life goals for neighborhoods, housing, historic preservation, open space, education, health care and community services. The new Comprehensive Zoning Ordinance will help achieve these goals by providing development standards that properly control the built environment—from the design of infill development to districts that encourage a variety of housing stock to the right mix of uses.

RESIDENTIAL NEIGHBORHOOD ZONING PRINCIPLES

1. Ensure that new housing built within established neighborhoods is compatible with the scale and character of the existing development.

- Revise the zoning districts to better reflect the established development patterns in the City. Development patterns within the pre-World War II areas of the city are different from those that developed after the war.
- Revise the bulk and setback regulations within the residential districts to reflect existing development characteristics. For example, in the pre-war areas of the City, the front setback requirements should preserve the established variability, rather than enforce the present 20-foot setback requirement. Maximum permitted heights may be revised to preserve existing character.
- Integrate development standards into district regulations that preserve the established building character in terms of scale, massing, and placement. This can benefit areas that do not have local historic district designation but want to ensure that their character is maintained.
- Coordinate the zoning districts with local historic designations in order to eliminate conflicts and inconsistencies.
- Create riverfront districts based upon the policies of the "Riverfront Vision" plan that implement the plan and reflect existing adjacent neighborhood character.

2. Ensure that multifamily housing is sensitive to its neighborhood context.

- Revise the current multifamily districts to match the desired character of multifamily development. Many of the current multifamily districts bear little relationship to the density and size of existing or desired development.
- Create design and development standards for the multifamily districts to assure compatibility with the larger residential neighborhood.

3. Create an efficient residential land use pattern that addresses the location and intensity of residential development while ensuring housing affordability and choice.

- Provide regulations to insure proper transitions from lower to higher density development.
- Create districts for mixed-use development of various scales. This includes vertical mixed-use (within one building) and mixed-use on the broader neighborhood level.
- Include development flexibilities in the Ordinance standards to encourage adaptive reuse of historic structures. For example, it may not be possible for certain historic areas to accommodate regular parking and loading requirements. Rather than require variances, the Ordinance can include exemptions to encourage reuse.

NEIGHBORHOOD BUSINESS DISTRICT ZONING PRINCIPLES

1. Tailor the commercial districts to the form, function and use of various commercial areas.

- Revise the current commercial district structure so that district standards are responsive to their purpose and desired character.

- Create a commercial district specifically designed to accommodate and encourage pedestrian-oriented, walkable shopping environments.
- Create commercial districts where shoppers arrive primarily by auto to be pedestrian-friendly and functional, but where parking is not the most prominent land use.
- Revise the current shopping center district standards to ensure a high quality of design and integration with other uses, as well as safety and comfort for pedestrians.
- Map commercial areas on the Zoning Map, based upon the future land use map and Master Plan policies, to create compact commercial and mixed-use development.
- Include design standards for each scale of commercial development. Districts like Magazine Street need different design approaches than commercial areas like the Bullard Avenue commercial corridor.
- Locate mixed-use development on the Zoning Map within or near commercial areas. Mixed-use development can also function as a buffer between large-scale commercial development and adjacent neighborhoods.

2. Encourage small-scale neighborhood commercial uses within residential neighborhoods.

- Create standards within the Ordinance for small local business districts located within a predominantly residential area. Standards within the Ordinance should carefully mitigate the impacts of these business districts and require a small-scale, pedestrian-oriented form.
- Include controls on the reuse of historic nonconforming commercial uses, such as the "corner store," so that compatibility with the neighborhood is maintained in areas where the continued existence of such uses is supported.

A Zoning Response to the Master Plan Theme: How We Prosper

A new Comprehensive Zoning Ordinance is essential to conserving the best of what we have while creating opportunities to grow our economy. One way to achieve this is to ensure that people who want to invest in our community know where they can locate, what the rules are, and that those rules are consistently and predictable applied.

The master planning process has identified a series of goals and policies addressing the key elements of How We Prosper: maintaining an economic base, education and workforce development, entrepreneurship and local small business development, neighborhood and commercial district revitalization, and enhancing economic opportunity. The new Comprehensive Zoning Ordinance can further these goals and help create value for the whole community by:

- *Removing Obstacles:* Eliminate or modify rules that unnecessarily hinder economic development.
- *Setting Clear Standards:* Develop and incorporate site design standards than enhance the appearance of the entire area.
- *Creating Incentives:* Provide flexibilities which encourage business development.

CENTRAL BUSINESS DISTRICT ZONING PRINCIPLES

Downtown is the most complex part of an urban center and downtown New Orleans is no exception. The area is a collection of diverse uses, mixed horizontally and vertically, each of which must be individually successful while contributing to a larger experience and identity. This complexity is magnified by the multiple ways in which people experience the place. Today's downtown New Orleans simultaneously serves as a neighborhood, as the civic center of the city, as an economic center of the region, and as the image and identity projected to the world through visitors and the media.

The new zoning ordinance will encourage the development of distinctive downtown places through development standards which reinforce a sense of identity, while linking these places with a fine-grained mix of uses, transportation connections and transitions in the urban fabric. It will encourage the right form in the right place so that place and connection is reinforced and will ensure, with clear and predictable rules, that every building enhances the quality of place and the quality of life for downtown residents, workers and visitors.

1. Consolidate the downtown zoning districts to better reflect the mix of places identified in the Master Plan.

> *Transform downtown from a series of individual destinations into a cohesive, interconnected, and well managed destination...*—UNOP DISTRICT 1 REPORT 1.

What emerges in the Master Plan is a mixed-use downtown that should be zoned as five vibrant mixed-use area types. Each of these areas is a unique but connected place within the compact area of the Central Business District. Zoning can shape and guide the development of these areas to strengthen both their function and identity.

- *A Center of Business and Commerce:* Support the economic potential of downtown with a commercial district geared to the needs of business. This district is characterized by a range of office, commercial, government and institutional uses with supporting services.
- *A Mixed-Use Marketplace:* Support the vitality of downtown by creating a mixed-use district intended to encourage the reuse of existing structures and the compatible infill of new construction with a mix of small floor plate office, retail, institutional, and residential uses.
- *The World's Meeting Place:* Support appropriate development immediately adjacent to the Superdome and the Convention Center by creating a major venue zoning district.
- *A Great Urban Neighborhood:* Support the demand for mid-high-rise residential development and the appropriate transition to the surrounding neighborhoods by creating a district that is primarily intended to accommodate higher intensity residential development and smaller-scale commercial uses on the lower floors, with residential uses above
- *A Crossroads of Cultural Tourism:* Support the clustered development of museums and cultural venues by creating a district for these uses and supporting retail and visitor services that promote the arts.

2. Encourage higher-density development organized around a well-organized urban form.

The Central Business District is different from development in other parts of the city because higher levels of building height and bulk are allowed. Uses are stacked vertically and clustered close together along the street. This "intensity" of use contributes to the vitality of the area, and the

organization of uses within the new ordinance should not change that. Development standards need to fit the size and scale of new development to the purpose of the district, the character of the adjacent street, the existing historically significant buildings, and the adjacent districts.

- Reinforce a recognizable image of downtown and compatible edges with the surrounding neighborhoods by establishing coordinated height and bulk standards for the Central Business Districts.
- Discourage new structures of less than three stories.
- Establish Poydras Street and Loyola Avenue as the "spine" of the CBD, serving as the corridors of highest intensity development.
- Encourage height and massing to step down from Poydras to a mix of low- to mid-rise-scaled buildings, gradually making a transition into the Mid-City neighborhood.
- Encourage height and massing to step down downriver from Poydras to the mid-rise, mixed-use character of Canal Street and the low-rise character of the Vieux Carré.

3. Create active and attractive street corridors that promote multimodal connections between different areas of the CBD, accommodate transportation access and parking demand, and encourage a high level of pedestrian traffic and pedestrian amenity.

- Establish a system of primary streets with design standards that are characterized by continuous zero-lot-line street wall, active ground-floor uses, transparency (portion of the building frontage with windows) and permeability (building frontage with doors opening on to the street).
- Establish a system of secondary streets with design standards that provide for the service side of buildings, auto-oriented uses like drive-through windows and gas stations and car washes, and parking structures.
- Encourage the provision of parking in an amount, location and design that meets the operational needs of the CBD and supports the urban design goals for the streetscape by permitting non-accessory parking only consistent with a parking plan and setting maximum accessory parking ratios for all uses to limit non-accessory parking in the wrong places.

4. Conserve the character of historic and special places.

Approximately 70 percent of downtown sits within a local or national historic district. These are the Vieux Carré Historic District, Canal Street Historic District, Picayune Place Historic District, Lafayette Square Historic District and the Warehouse Historic District.

- Establish a coordinated set of development regulations with the Central Business District's Historic Guidelines to create a clear and transparent approval process.
- Support historic investments by removing unnecessary obstacles to the rehabilitation of existing buildings. These include the calculation of parking requirements and the expansion of nonconforming uses.

5. Create a green and sustainable environment.

- Require usable open spaces on or off site for new residential units created downtown.

- Require, where appropriate, contributions to a network of open spaces through the development approval process or requirements.
- Accommodate riverfront open space to address the Reinvesting the Crescent Plan.

EMPLOYMENT CENTER ZONING DISTRICT PRINCIPLES

1. Create a more stable investment climate by reducing conflicts both within industrial districts and between adjacent non-industrial districts.

- Provide appropriate locations for business and light industrial facilities in settings attractive and accessible to visitors and employees and make available employment opportunities near residential areas.
- Provide appropriate locations for warehousing, distribution, storage and manufacturing characterized by activities outside an enclosed building, 24 hour operations and/or high volume truck movements.
- Refine the industrial district use lists so that uses appropriate to the desired intensity and market orientation of the industrial district are permitted, rather than requiring a conditional use or text amendment. The current use structure of the industrial districts does not create a predictable development environment for potential new industries. Numerous uses typical to an industrial district are not permitted by-right.
- Refine the current industrial district structure to accommodate a range of industrial development including standards for research and light industrial/office parks.
- Include design standards for both buildings and the larger design of the site for industrial, business, and research parks. Design standards will help to mitigate impacts and assure a desired aesthetic image.
- Review performance standards for industry in establishing uses and evaluating impacts near residential areas.

2. Create districts that accommodate large office, medical and educational employment centers.

- Create districts that accommodate the variety of campus uses within New Orleans, such as educational institutions, the new Medical District, and the proposed bio-medical corridor along Tulane Avenue. Specific zoning for such developments can facilitate a more orderly and efficient regulation process. Specific district development regulations should clearly indicate the scope of each development, requirements for transitions between campus activities and adjacent neighborhoods, and procedures for addressing concerns raised between the institution, the City and adjacent neighborhoods.
- Allow mixed-use development in campus districts.
- Craft appropriate boundary transitions between major uses and the surrounding neighborhood to ensure good neighbor compatibility.
- Institute planned development review for larger projects to better integrate new projects into their context. While this is especially appropriate for campus-like developments, this can be beneficial in numerous types of other non-residential development.

3. Attract new employers by creating a positive image through appropriate development standards.

- Include new landscaping standards to buffer incompatible uses, screen parking lots and outdoor storage areas, and improve the appearance of the site and street frontage.
- Tailor sign standards to the nature of the district, both in terms of the types of signs allowed as well as the size. The regulations should work to achieve a coordinated appearance within a commercial area or along commercial corridors.
- Incorporate a design review process that informs both the developer and the neighbor of community design standards and operational concerns.

A Zoning Response to the Master Plan Theme: Sustainable Systems

Zoning for sustainability helps shape development that is energy and resource-efficient, minimizes the impact of human land uses, and promotes compatibility with local climate and environmental systems. Although most of New Orleans continues to need the structural protection of its levee systems, there are many additional ways in which the City can enhance its environmental sustainability and safety to become a "green" leader among the world's river delta cities.

The master planning process has identified a series of goals and policies that broadly define the qualities of a sustainable city in terms of community facilities and services, transportation, environmental quality and hazard mitigation.

Zoning can support and encourage sustainable development by eliminating or revising existing rules that unnecessarily hinder sustainable development, incentivizing sustainable design techniques, and requiring basic sustainable development standards which address landscape, building materials, building siting, and relate the location of use types and densities to properly scaled transit access.

1. Protect and provide for open spaces appropriate to conserving the regions natural resources and meeting the needs of its residents.

- Provide appropriate locations for open spaces and public recreational areas.
- Distinguish between areas of preservation and areas of recreation.

2. Promote the use of water conservation and innovative stormwater management techniques in site planning and new construction.

- Promote the use of semi-pervious paving materials, especially for large paved areas.
- Encourage, and in some cases require, sustainable stormwater management practices, scaled to the size and character of the site. Current techniques include bioswales, green roofs, and parking lot landscaped islands that are designed to absorb stormwater.
- Prohibit drainage of remaining wetlands for building except by special permit with mitigation that requires an opinion by the City Office of Environmental Affairs (or the proposed Department of Environmental Affairs), or establish a local wetlands ordinance to regulate impacts on wetlands.

3. Increase access to healthy food at a lower environmental cost by supporting the production, processing and distribution of locally grown food.

- Allow urban agriculture in appropriate locations. In addition, community gardens can be permitted as well as required for certain types of new construction, such as large multifamily developments.
- Permit temporary farmers markets in certain districts, subject to regulations, so that locally-grown produce can be sold within the community.
- Allow small-scale food processing in certain commercial districts.

4. Reduce the urban heat island impact through design of new development which minimizes reflective flat surfaces.

- Require parking lot landscaping that shades the surface with tree cover to reduce the heat island impact.
- Include parking alternatives, such as shared parking lots and parking space maximums, to reduce the amount of paved surface in a new development.
- Allow for land banking of parking facilities—where a portion of a parking area is kept in green space until the paving of additional parking areas is necessary—to reduce impervious surface.
- Include parkway tree planting requirements.

5. Reduce the rate of greenhouse gas emissions by promoting the use of alternative energy systems and increasing transportation choice.

- Permit solar collectors as an accessory use but with the proper zoning standards in place to minimize negative aesthetic impact.
- Create building siting guidelines for larger developments to allow for passive solar systems.
- Allow small-scale wind energy systems, subject to standards that regulate noise levels at the property line.
- Require bicycle parking facilities for certain types of new development, as well as bicycle storage facilities in larger residential development.
- Establish standards that address the number of bicycles to be accommodated for various land use categories.
- Require setback maximums or build-to standards to establish the desired scale of development within areas where a pedestrian-orientation is desired.
- Require a landscape separation between the pedestrian and the auto in the site design of new developments.
- Provide attractive and safe pedestrian walkways across vehicular areas and through parking lots.
- Require pedestrian cross-access connections between sites and to adjacent developments, to create a larger, walkable environment.
- Include provisions to encourage cross-access easements between adjacent parking areas for different businesses which can encourage shared parking areas and reduce curb cuts.

- Regulate the spacing of curb cuts to preserve sidewalk continuity for pedestrians and preserve on-street parking spaces.

A Zoning Response to the Master Plan Theme: From Plan to Action

The master planning process has identified a series of goals and policies addressing the key elements of putting the plan to work: land use, citizen participation and modern implementation systems. As the Charter amendment has given the Master Plan the force of law, future zoning decisions must be consistent with the goals and policies of the Land Use element of the Master Plan.

A modern zoning ordinance should be more than just requirements and mandates. It should make it easy to do the right thing. Obstacles that stand in the way of desirable development practices should be removed, and the connection to the land use policies of the Plan should be evident in the both the text and the zoning map.

1. Ensure that planning and zoning work together.

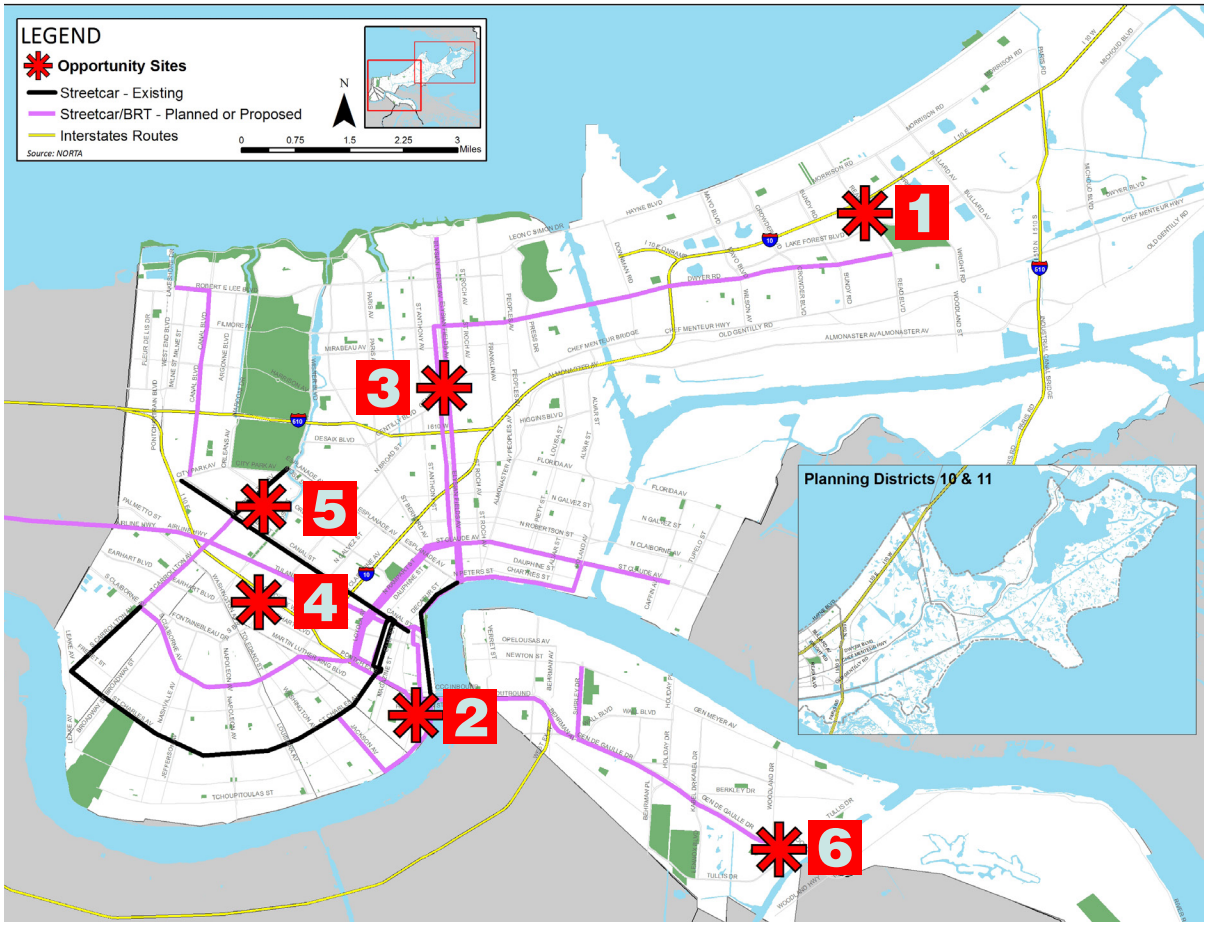
- Draft districts and regulations in the new Ordinance so that the City has the land use tools it needs to see the Master Plan vision come to fruition.
- Connect the Zoning Ordinance to the Master Plan through remapping based upon the future land use map. As districts are revised or new districts drafted, connection to the Plan's land use policy must be clear in the mapping of these districts.
- Provide for systematic neighborhood and citizen input into proposed zoning changes.
- Provide easy access to zoning information by making the Comprehensive Zoning Ordinance, Zoning Map and application procedures easily available on the CPC website.
- Adopt a use structure that is tailored to the intent of each district, but is flexible enough to respond to emerging uses.

2. Simplify and streamline the ordinance

- Replace discretion and administrative interpretation with standards whenever possible to make the ordinance consistent and predictable in development decisions.
- Clarify the administrative provisions to create a consistent, predictable and understandable process for Ordinance users whether they are a developer, City staff person or interested resident.
- Make the ordinance easier to understand by modernizing terms, using appropriate illustrations, tables, matrices and charts.
- Eliminate obstacles to development by deregulating routine matters, minimizing nonconformities, and eliminating unnecessary and redundant regulations.

H Opportunity Sites

The planning team identified several large "opportunity sites" across the city that could support significant redevelopment. Located along existing or proposed transit routes, these vacant or underutilized light-industrial and commercial areas offer New Orleans a unique opportunity to build vibrant, contemporary, transit-oriented neighborhoods, main streets, and commercial centers. Of varying densities, these new developments would incorporate the best qualities of existing historic neighborhoods. Housing and commercial market analyses suggest that sufficient demand will exist to assure the success of redevelopment on these sites. The results of the market analyses shaped the recommendations for each of these sites, which collectively would bring New Orleans broadened housing choices, expanded retail offerings, increased sales tax revenues, and new jobs.



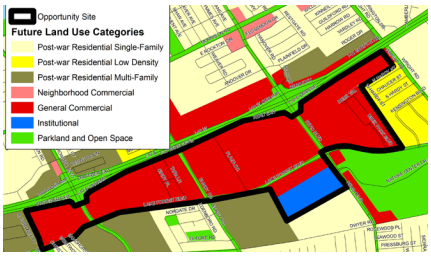
OPPORTUNITY SITE 1

New Orleans East

New Orleans East has played a key role in the city's recent history, offering thousands of residents an opportunity to live in gracious suburban-like neighborhoods without leaving the city they love and becoming in the process an emblem of growing African-American affluence. As of 2009, more than 50,000 residents have returned to "the East" to live, affirming their commitment to their neighborhoods and to New Orleans… and taking advantage of extensive infrastructure for protecting neighborhoods from rain-driven flooding and increased protection from storm-driven floods. Planning participants stressed that redevelopment of the former Plaza at Lake Forest mall plays a critical role in enhancing livability and pointed to the Renaissance Plan, which the community prepared in 2004. Residents voiced a strong desire for a wide variety of shopping and services, together with the return of a hospital and other uses that offered tangible improvements in quality of life. While the Renaissance Plan proposed added housing, residents indicated a strong desire for substantial home ownership and indicated concern that this housing might not maintain its value. Participants stressed that all redevelopment should achieve higher quality and design standards.

EXISTING SITE

FUTURE LAND USE



The planning team conducted market research to determine demand for important opportunity sites. The results for the plaza site indicate substantial potential for high-quality re-development, assuming community-based planning to insure that the plaza is not redeveloped in piece-meal fashion.

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the New Orleans East trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents will hold approximately $686 million in spending potential.
- The trade area could support one of the following options:
  - > Up to three neighborhood-serving retail centers of approximately 60,000–80,000 sf, each anchored by a medium sized supermarket, drug store and smaller service establishments. (These neighborhood centers should be dispersed within the trade are.)
  - > A large super-community "neighborhood center" of 500,000–800,000 square feet that would include a general merchandise store (*i.e.*, Wal-Mart), a large supermarket, big-box retailers, a movie theater complex, supportive chain retail, and eating and drinking establishments. (The super center should be incorporated into a "town center" setting near one of the I-10 interchanges, and target needs of local residents, not a regional population.)

HOUSING POTENTIAL:

An analysis of residential market potential in the plaza are, conducted by Zimmerman/Volk Associates, found demand over the next five to seven years for roughly 1,000 units of housing. This demand includes a wide variety of ages, household types, and backgrounds; market-rate demand includes both ownership and rental units.

OFFICE POTENTIAL:

W-ZHA also identified demand for new office space if the plaza area is redeveloped to a high level of quality with a variety of retail, restaurants, and similar amenities for office workers. Offices would probably not represent an early use, but the plaza area represents New Orleans' best opportunity to attract the kinds of employers that traditionally locate in office parks; they increasingly seek attractive mixed-use environments with highway visibility

For complete market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **NEW ORLEANS EAST**

Site Concept: **Transit-Ready Neighborhood Center**

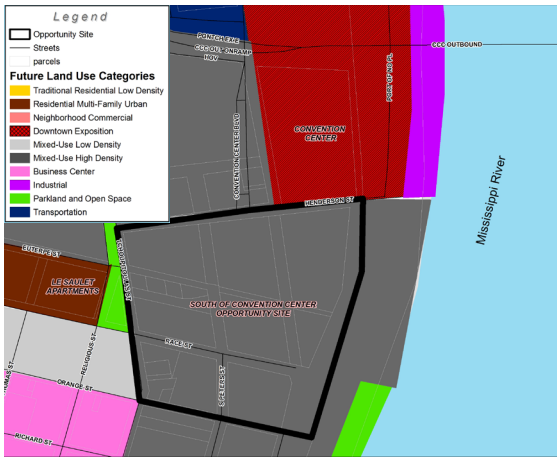
OPPORTUNITY SITE 2

South of Convention Center

The large, vacant riverfront parcels—previously designated for a convention center expansion—would offer a unique opportunity to develop a vibrant, pedestrian-friendly and transit-supported residential neighborhood adjacent to the Warehouse District and CBD. The site and surrounding underutilized parcels would hold attractive high rise and mid-rise buildings with neighborhood amenities such as restaurants, cafes and supportive retail conveniences. Residents would walk, or take the riverfront streetcar, to work in the CBD and developing Medical District. New green space corridors created as part of the redevelopment would connect existing neighborhood areas to riverfront park amenities while preserving views of the bridge and sky.

EXISTING SITE

FUTURE LAND USE



HOUSING POTENTIAL

An analysis of residential market potential by Zimmerman/ Volk Associates concluded the following:

- The opportunity site could support up to 1,750 new units of new mixed-income housing through 2014 (or 453 new units per year).
- The majority of units would be market rate (at least 75 percent).
- Potential households attracted to the area would include younger singles and childless couples (54 percent), urban families (29 percent) and empty nesters or retirees (17 percent).
- Approximately 58 percent of units would be multifamily rentals (lofts and high rise apartments), and 42 percent owner-occupied multifamily, condos or co-ops, rowhouses and small lot single-family (detached and attached) homes.

RETAIL MARKET ANALYSIS

Due to the its proximity to the Central Business and Warehouse districts, the opportunity site will target residential uses, however small neighborhood convenience retail will be located on the ground floor of some residential structures.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **SOUTH OF CONVENTION CENTER**

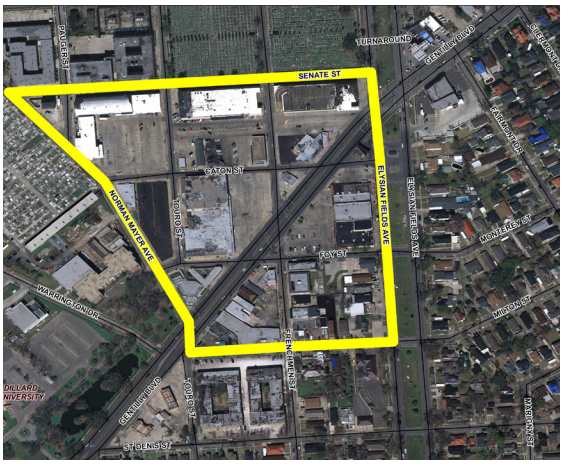
Site Concept: **Riverfront Urban Village**

OPPORTUNITY SITE 3

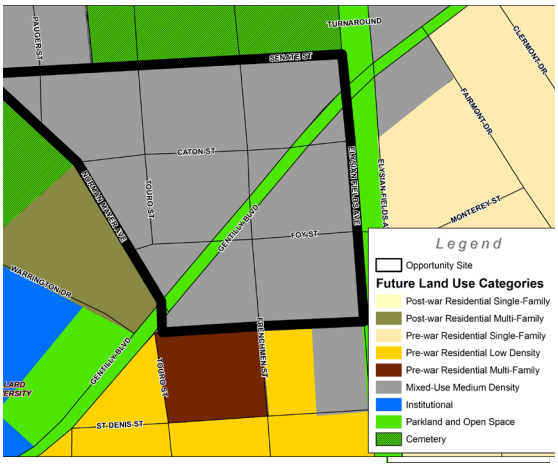
Elysian Fields

The largely underutilized commercial parcels at the intersection of Elysian Fields Avenue and Gentilly Boulevard should be transformed into a compact mixed-use, mixed-income urban village. The new development, which has been recommended in previous planning efforts, would serve as a pedestrian focused "Main Street" to serve residents in surrounding neighborhoods, and the students and faculty at nearby Dillard University. Parking would be hidden behind the numerous storefronts that are oriented to the street including a specialty grocery, ground floor retail (with apartments and condos above), restaurants and other convenience goods. A future street car or bus rapid transit route would shuttle residents quickly to downtown jobs and cultural institutions, and to recreational amenities along the lakefront.

EXISTING SITE



FUTURE LAND USE



HOUSING POTENTIAL:

An analysis of residential market potential by Zimmerman/ Volk Associates concluded the following:

- The opportunity site could support up to 226 units of new mixed-income housing per year through 2014, for a total of 750 units.
- Potential households attracted to the area would include younger singles and childless couples (61 percent), urban families (28 percent) and empty nesters or retirees (11 percent).
- Approximately 58 percent of units should be multifamily rental units (lofts and apartments), with 42 percent owner-occupied, more than half of which would be in single-family homes (detached and attached). The remainder would be multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Elysian Fields Avenue trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents in the trade area will hold approximately $450 million in spending potential.
- Up to 100,000 square feet of retail space could be supported at the site.
- Neighborhood serving retail including a small grocery (30,000–50,000 sf), apparel and sundry shops, a hardware store, and take-out food establishments would offer the greatest opportunity at this location.
- Retail establishments should target local customers in a pedestrian-friendly, mixed-use environment.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **ELYSIAN FIELDS**

Site Concept: **Mixed-Use, Transit-Ready Neighborhood Center**

2009

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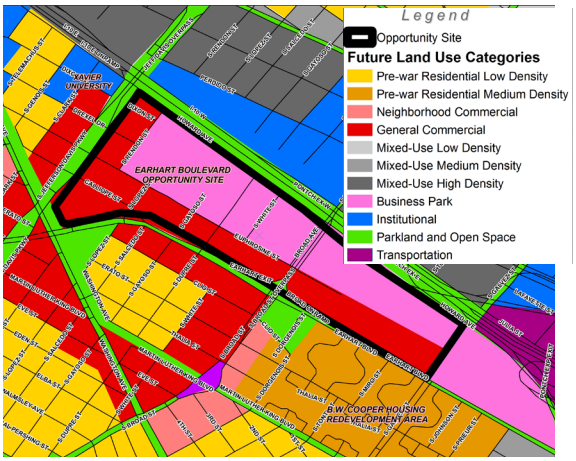
OPPORTUNITY SITE 4

Earhart Boulevard

Currently a mix of light industrial parcels (many underutilized) and vacant lots adjacent to the B.W. Cooper housing redevelopment project, the area holds the potential to serve as a city-oriented, urban retail center made up of medium to large big-box stores, a large supermarket and supporting national retailers. Customers will arrive by foot from new housing built on the former B.W. Cooper site, or by car from neighborhoods within a short distance drive. Parking will be located in the rear on surface or in structured lots, allowing storefronts to face the boulevard along a wide, pedestrian sidewalk featuring comfortable street furniture and outdoor cafes.

EXISTING SITE

FUTURE LAND USE



HOUSING POTENTIAL:

An analysis of residential market potential by Zimmerman/ Volk Associates concluded the following:

- The opportunity site could support up to 500 units of new mixed-income housing through 2014 (or 169 new units per year).
- Potential households attracted to the area would include younger singles and childless couples (57 percent), urban families (31 percent) and empty nesters or retirees (12 percent).
- Approximately 69 percent of units would be multifamily rental units (lofts and apartment), and 31 percent owner-occupied single-family (detached and attached) and multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Earhart Boulevard trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Trade area residents will hold approximately $2.3 billion in retail spending potential.
- Up to 300,000 square feet of retail space could be supported at the site.
- General merchandise, apparel, eating and drinking establishments, and food and beverage locations (supermarkets and groceries) would offer the greatest opportunity at this location.
- A community retail center, not a regional supercenter, anchored by a general merchandise or food store (*i.e.*, Target or Wal-Mart), along with medium sized big box national retailers would best serve the trade area.
- The site would hold the potential to recapture up to $100 million of spending (and sales tax revenues) that New Orleanians currently spend in surrounding parishes.

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **EARHART BOULEVARD**

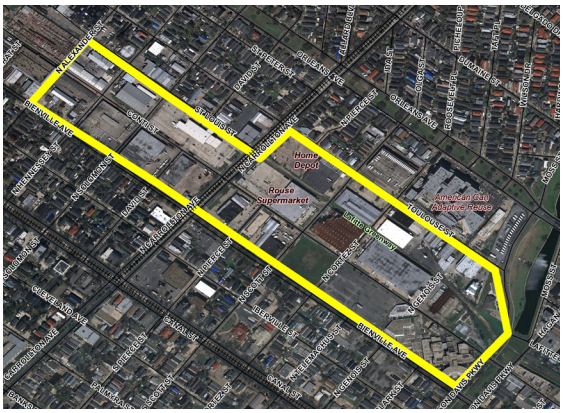
Site Concept: **Urban Big Box Boulevard**

OPPORTUNITY SITE 5

Lindy Boggs/Mid-City

Redevelopment can transform the former Lindy Boggs Medical Center and collection of adjacent light industrial and commercial properties (many underutilized) into a vibrant, transit-oriented neighborhood center. Carrollton Avenue would serve as a pedestrian-oriented Main Street with a mix of medium-density, mixed-income housing above ground-floor retail (incorporating the existing Rouse Supermarket and Home Depot). Lower-density townhouse, two-family, and small lot single-family housing would be developed along the edges to transition into established residential neighborhood. New green space corridors lined with renewable energy wind turbines would connect to the Lafitte Greenway to create a unique green network for the entire Mid-City neighborhood.

EXISTING SITE



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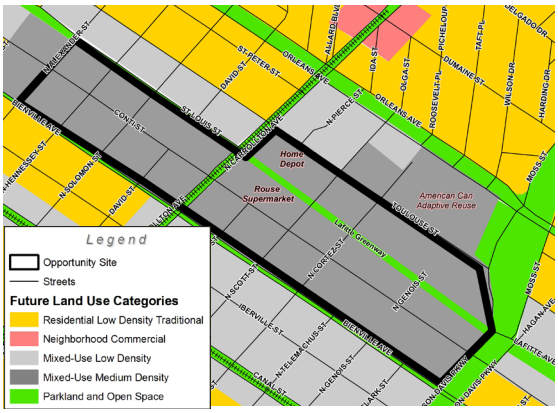


HOUSING POTENTIAL:

An analysis of residential market potential by Zimmerman/ Volk Associates concluded the following:

- The opportunity site could support up to 386 units of new mixed-income housing per year through 2014, for a total of 1,500 units.
- Potential households attracted to the area would include younger singles and childless couples (41 percent), urban families (37 percent) and empty nesters or retirees (22 percent).
- Approximately 68 percent of units would be multifamily rentals (lofts and apartments), and 32 percent owner-occupied single-family homes (detached and attached) and multifamily units (condos, co-op ownership).

RETAIL MARKET POTENTIAL:

A retail market analysis prepared by W-ZHA for the Lindy Boggs Mid City trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents will hold approximately $1.8 billion in spending potential.
- Up to 150,000 square feet of additional retail space could be accommodated on site.
- Card shops, discount merchandisers, toy and hobby stores, affordable restaurants and neighborhood service locations (banks, beauty salons, barber shops) would offer the greatest opportunity.
- Retail should target local customers, and not serve as a regional destination.
- Initial development should cluster at Carrollton Avenue around the Rouse's and Home Depot, and grow incrementally as market demand increases. (The existing Home Depot and Rouse's supermarket would remove a considerable amount of risk, and could be leveraged to attract additional retailers.)

For complete residential and retail market analyses, see Volume 3, Appendix.

OPPORTUNITY SITE: **LINDY BOGGS/MID-CITY**

Site Concept: **Transit-Oriented Development Neighborhood**

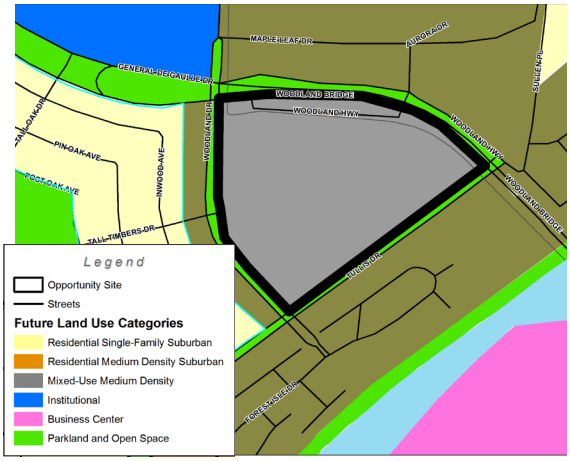
OPPORTUNITY SITE 6

Woodland Highway

Redevelopment of the former Schweggman's supermarket site would be predominantly residential, with a mix of single-family, townhouse, and multifamily housing units in a pedestrian village-like setting with a town center of specialty retailers including a small market, wine shop, dry cleaner and other neighborhood conveniences to serve residents. With the addition of a new, express BRT line to downtown, the village could support additional convenience retail to serve commuters from neighboring communities.

EXISTING SITE

FUTURE LAND USE



HOUSING POTENTIAL:

An analysis of residential market potential by Zimmerman/ Volk Associates concluded the following:

- The opportunity site could support up to 453 units of new mixed-income housing per year through 2014, for a total of 1,500 units.
- Potential households attracted to the area would include younger singles and childless couples (40 percent), urban families (36 percent) and empty nesters or retirees (24 percent).
- Approximately 49 percent of units would be multifamily rentals (lofts and apartments), and 51 percent owneroccupied, primarily single-family homes (detached and attached, including townhouses), and some multifamily condominiums.

RETAIL MARKET POTENTIAL

A retail market analysis prepared by W-ZHA for the Woodland Highway trade area (the area in which the majority of customer sales originate) concluded that by 2013:

- Residents will hold approximately $253.7 million in spending potential.
- Most of the Trade Area's day-to-day shopping will continue to occur to the north in the vicinity of the intersection between General Degaulle Drive and Behrman Highway.
- The site's redevelopment will not be driven by retail, but instead with residential development.
- If high income households reside in new housing on the site, the opportunity exists for some specialty retail (approximately 40,000 square feet), most likely a card or gift ship, florist or wine store.

For complete residential and retail market analyses, see Volume 3, Appendix

OPPORTUNITY SITE: **WOODLAND HIGHWAY**

Site Concept: **Suburban Residential Center with Supporting Retail**

2009

2030

VOLUME 2

chapter 15

THE COMMUNITY PARTICIPATION PROGRAM

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***All parties affected by public decisions about planning and development have sufficient opportunity to build capacity to understand, apply, and act upon information pertaining to these decisions.***	• Provide training and capacity-building resources (in part through a system of District Planners) for neighborhood and other community-based organizations, city employees, and public agencies to provide essential information for reasoned decision-making and to help them better understand their role in shaping planning and development decisions.	15.11
2	***Establish a formal community participation program (CPP) that provides a structured and accessible process by which the City receives and responds to input from every part of the community on planning and development decisions in a timely fashion.***	• Establish a system of broadly representative districtwide councils to serve as a platform for organized discussion of, public input into, and formal advisory comment on proposed land use actions (development and planning proposals, zoning, *etc.*). For projects that do not have districtwide significance, the CPC should continue to work with neighborhood and similar organizations as well as conducting area outreach. • When additional citywide perspective is appropriate, appoint Issue Committees to work with districtwide councils and advise the CPC.	15.12
3	***Broad public access to timely information about proposed plans and projects and other City information is available.***	• Provide District Planners within the CPC to serve as liaisons between the CPC and neighborhood and other community organizations, districtwide councils, developers, and others involved in initiating and commenting on land use actions. • Consider implementing NOLAStat or a similar program that makes City information easily accessible to the public.	15.14
4	***Predictable and timely processes for community review of project proposals.***	• Establish a clear time line for development approvals, plan approvals, and other land use actions that incorporates community review at appropriate designated points. • To encourage developments, plans, and other land use actions that enhance community character and quality yet are also feasible, the process should encourage project proponents and District Issue Committees (or, for smaller projects, neighborhood organizations) to work together to resolve differences before requesting CPC approvals. • In the CPP ordinance, create standardized project notification process for contacting appropriate stakeholders in the community.	15.15

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
5	***A transparent and open process of City decision-making on land use, development approvals and capital budget expenditures.***	• Develop, publish and follow clear policies and procedures for decision-making processes around planning and development approvals. • Establish procedures for community input into City capital budgets. • For projects that attract widespread public interest hold CPC hearings at times accessible to people who work during the day and provide the results on the City's website in a timely manner.	15.17

FINDINGS

- There has been a significant increase in the number of active neighborhood organizations since Hurricane Katrina and they have played a leadership role in initiating the city's recovery.
- There is a wide divergence among different neighborhoods in the structure, breadth of membership, and other qualities that characterize community-serving organizations. As a result, some neighborhoods are more able than others to insure that all elements of the community (home-owners, renters, retailers, and others) participate in decisions that affect the neighborhood, initiate neighborhood plans, work with developers to revise proposals, and help shape land use decisions and other policies that affect quality of life. A system of districtwide councils that serve as an organization of community organizations in each district can "raise the bar" for all neighborhoods by assisting in capacity building; providing a forum for organizations to discuss common issues; initiating citywide conversations among multiple neighborhoods; providing a structure for working with developers and others to shape development projects, plans, and other land use decisions that enhance the quality and character of neighborhoods and meet essential tests of feasibility; and similar tasks.
- A more formal and effective community participation system that addresses the needs of all neighborhoods has been under discussion for over a decade.

CHALLENGES

- Providing publicly-accessible information on city agencies, processes, and project proposals
- Enhancing capacity, where needed, among residents and among community-based organizations
- Providing technical support to neighborhoods and other communities to address issues of particular interest to individual neighborhoods upon adequate funding
- Creating a forum that brings together residents (owners and renters) and other members of the community in each district (business owners, property owners, institutions) to work together to resolve neighborhood issues and jointly advocate for neighborhood interests
- Providing a regular, meaningful, and accessible structure for community input into public decisions
- Increasing the transparency and predictability of public decision-making processes
- Creating a system that works for neighborhoods as well as businesses and project proponents
- Providing a streamlined, objective and predictable permitting process for proposed projects
- Finding a mechanism to facilitate participation by communities of interest

Acronyms

Acronyms used within this chapter:

BGR	Bureau of Government Research
CAO	Chief Administrative Officer
CBNO/MAC	Committee for a Better New Orleans/ Metropolitan Area Committee
CDBG	Community Development Block Grant
CIP	Capital Improvement Program
CPC	City Planning Commission
CPP	Community Participation Program
D-CDBG	Disaster Community Development Block Grant
DDD	Downtown Development District
DHH	Department of Health and Hospitals
E-COW	Electronic Community Orientation Workshop
LISC	Local Initiatives Support Corporation
NEPA	National Environmental Protection Act
NPN	Neighborhoods Partnership Network
RTA	New Orleans Regional Transit Authority
UNOP	Unified New Orleans Plan

A Introduction

Civic leaders in New Orleans have long acknowledged the need for greater community involvement in the City's planning and development decisions. Many cities in the U.S. began adopting community participation programs (CPPs) as early as the 1970s to provide a structure for community stakeholders to help shape and influence municipal decisions. Today, several decades of historical evidence suggests that where CPPs are in place, planning and development decisions result in higher-quality projects that are more beneficial to cities and to residents, and that provide project proponents a simpler, more predictable path to project approval. In other words, it appears that a well-executed CPP is a "win-win" situation for all parties involved. New Orleans can benefit from the lessons learned in other cities, chief among them: that a formal community participation process succeeds if it supports neighborhood and other community organizations rather than competes with them; if it provides a more effective platform for negotiating with the sponsors of planning initiatives, development projects, and other land use proposals to insure that the results are both positive for neighborhoods and feasible; and if it functions as a useful partner for elected and appointed government--offering valuable advice but not seeking to supplant planning commissions and city councils in their responsibility to render decisions.

New Orleans has never had a formalized structure for community participation in public planning and development decisions. In the absence of such a structure, the City's decision-making on these matters is often perceived as unpredictable, opaque, and subject to influence by political power and financial resources. This perception is shared by members of grassroots community organizations, residents, and other community members, who want a say in the planning and development of their neighborhoods, and by potential investors—businesses, developers, and institutions—who seek a fair and predictable environment in which to make investments. As a result, during the planning process several neighborhood organizations reported that they could not effectively represent their community's varied interests; others reported the strain of being "forced" to remain hypervigilant in order to protect their neighborhoods from unwanted planning proposals or development; and project proponents assume that development may involve costly processes and delays and that the approval process may become highly politicized and unpredictable.

Cities with well-structured CPPs report three benefits that would be important for New Orleans: 1) neighborhoods and developers are more inclined to work together to resolve differences because they have confidence that this work will be reflected in the final development approvals and not nullified by a contentious political process; 2) increased predictability enhances a city's ability to attract investment and a developer's ability to secure financing; and 3) neighborhoods have a greater opportunity to think more proactively about the role that both public and private investment can play in accomplishing community goals. Cities with poorly structured CPPs report that formal organizations are not responsive to neighborhood concerns, refuse to work with developers or other project proponents, and/or attempt to compete for influence with elected and appointed decision-making bodies.

New Orleans can build on the lessons learned from other cities as well as the community's own work in crafting an appropriate CPP. The CPC staff members who worked on the *New Century New Orleans* plan, a citywide master plan that was not completed before the storm, identified the need for a formal CPP. A decade later, in 2002, the Committee for a Better New Orleans/Metropolitan Area Committee (CBNO/MAC) began research into a CPP model for New Orleans. By 2004, CBNO/MAC had conducted research into other cities' participation programs, held a number of public meetings on the topic, and prepared a draft CPP. In 2003, the Bureau of Governmental Research (BGR) also issued a report calling for increased neighborhood participation in land use decision making in New Orleans.[1]

Post-Hurricane Katrina plans, including the *Bring New Orleans Back* plan, completed in 2005; the *Neighborhood Rebuilding* (Lambert) plans completed in 2006; and the *Unified New Orleans Plan*, completed in 2007, reiterated residents' strong desire for a structure for community participation. BGR issued a second report in 2006 detailing its recommendations for reform in land use decision making processes; it included an organized system of meaningful input by officially recognized neighborhood organizations.[2] CBNO/MAC revived its initiative to create a CPP in 2007. This initiative, which drew input from community members across the city, calls for a formal structure of districtwide councils composed of representatives from officially sanctioned community organizations—organized both by geography and by interest. Both CBNO/MAC and BGR suggested creation of a City office and dedication of resources to support greater community involvement.[3]

In addition to strengthening the legal role of the Master Plan, the November 2008 charter amendment approved by voters requires the city to establish a neighborhood participation system:

> ***Charter amendment section 5-411. Neighborhood Participation.***
> *The City shall establish by ordinance a system for organized and effective neighborhood participation in land use decisions and other issues that affect quality of life. It shall provide for timely notification to a neighborhood of any proposed Land Use Action affecting the neighborhood; it shall also provide the opportunity for meaningful neighborhood review of and comment on such proposals. In addition, it shall provide the opportunity for meaningful neighborhood participation in the formulation of the Master Plan or any amendment thereto.*

CORE PRINCIPLES

In an informal survey conducted as part of this Master Plan, planners polled developers from New Orleans and elsewhere in the U.S. with reputations for high-quality projects and a commitment to investing in comparably sized downtowns and urban neighborhoods. Asked if they intended to invest in New Orleans, these developers consistently said "Yes...but not yet." They felt that while New Orleans represents the

1 "Runaway Discretion: Land Use Decision Making in New Orleans." Bureau of Governmental Research, 2003.

2 "Planning for a New Era: Proposed Charter Changes for Land Use Decision Making in New Orleans." Bureau of Governmental Research, 2006.

3 http://www.cbno.org/index.html.

kind of historic, walkable, and compact city that attracts their interest today, it is "too complicated" an environment in which to develop. In elaborating, they explained that New Orleans lacks a structured way for them (or any developer) to work proactively with nearby residents and the City to resolve the inevitable challenges that development poses. Without a process that enabled them to work with communities and city planners as partners before a project begins, they feared that proposals would end up caught in a political tug-of-war that was time-consuming, expensive—and worst of all, not predictable. The risks of developing in New Orleans, they argued, are not yet worth the rewards.

Ironically, in a similar informal survey, neighborhood leaders voiced a complementary message. While they strongly supported the *general idea* of investment in their communities, they worried that residents would not have an effective voice in shaping *specific projects* so that they respected a neighborhood's character and enhanced its quality. In effect, they didn't trust that "the system will work for our neighborhoods."

Trust and predictability are essential qualities for a process that brings the community and project proponents together to create plans, developments, and other land uses that promote the citywide goals of this Master Plan: enhanced livability, opportunity, and stainability. The following five principles are essential to establishing a planning process marked by trust and predictability:

- **Inclusiveness.** *All stakeholders are "brought to the table" at the same time to share information, attempt to resolve differences, and chart a future course.*

- **Public access to information.** *An active commitment on the part of the City to ensuring that the larger community is informed on a timely basis about planning and development projects, zoning issues, and other land use matters.*

  Getting reliable, up-to-date information on planning and land use issues can be difficult in New Orleans. Severe budget cuts in the aftermath of Hurricane Katrina exacerbated problems in providing public communication.

  Many cities have moved well beyond so-called "sunshine" or "open records" laws and make extensive information available online in easily accessible formats, including information about municipal agencies and departments, city agency budgets, and in-process neighborhood or sub-area plans and project proposals (from both private and public sectors).

- **Capacity:** *Civic education and capacity building enables residents and organizations to participate more effectively in decision-making processes that produce projects that meet essential twin tests of enhancing community character and quality and of being feasible.*

  In the years immediately following Hurricane Katrina, significant philanthropic and public investment supported a surge of new community-based organizations, including both neighborhood associations and citywide nonprofit platforms that focused on capacity building, such as the Neighborhoods Partnership Network. National community-development efforts such as the Local Initiatives Service Corporation (LISC) have also invested significantly in bolstering the capacity of local nonprofit development organizations.

  Capacity building and civic education are also needed in public agencies that operate in neighborhood environments. The City Planning Commission continues to be understaffed and underfunded for its current tasks, though CDBG funds have helped support some initial new staff positions on an interim basis. Likewise, other municipal agencies do not always have the resources to do their job adequately. To be effective, sufficient resources need to be provided not only to the city agencies, but also to the district councils.

- **Structure.** *Structured, formal, and accessible processes by which the City receives and responds to community input.*

  Since Hurricane Katrina, structured community review of and input into development issues, including planning and development approvals and the city's capital budget, has generally been limited to participation in public hearings, which are often held during the daytime, when many stakeholders who work are unable to attend. Often, individuals and organizations rely on informal, unstructured channels to a City Council member, or other personal connections, to influence public processes. Those who do not have these relationships, or find them difficult to establish, feel shut out of the system.

Under the citizen participation process (CPP), districtwide councils will serve as effective forums for neighborhood organizations to formalize their involvement, begun in the Master Plan process, in shaping land use proposals.

- **Transparency.** *City leadership committed to open, transparent government that is responsive to its constituents.*

  Related to the need for better public information is a City commitment to transparency. The difficulty of obtaining information and a lack of clear and open principles and criteria guiding public decision making result in cynicism about public servants.

  A timely process that all stakeholders can count on for community review and city approval of planning and development proposals, changes in zoning, and other land use actions is critical. A perception that a city's planning and development decisions rest on established principles, plans, and policies opens the door for proactive dialog between community members and project proponents. This dialog enables a wide variety of stakeholders to bring issues to the table and resolve differences, which in turn can yield plans, development projects, and other land use actions that both enhance community character and quality and meet essential standards of feasibility.

B Recommendations

New Orleans is embarking on an important journey in creating a formal process for community participation. In the long term, a commitment to constructive community participation will benefit everyone, reducing neighborhoods' distrust of development by early notification and participation in the decision making process. At the same time, the business community's fears will be allayed because, with a collaboration process, there will be fewer surprises to derail development, making projects more predictable and profitable. The process outlined here is intended to provide a clear and effective forum for community engagement in planning, land use and quality of life, and an equally clear path through the development-approval process that is fair to all parties, predictable, and timely. Training and capacity-building, patience during the adoption of new processes, and a willingness to seek common ground will be needed to advance greater spirit of collaboration around development, and to bring about opportunities for neighborhoods to partner with the City for mutual benefit.

Moving to a formal process from a culture of unstructured community participation and opaque processes for land use and development decisions—required by the city charter amendment—and ultimately to establishing new expectations and norms will take dedicated government leadership, the consistent support of the development and business communities, and a commitment from neighborhood leaders from all racial and economic strata. A new process for reaching land-use decisions must be seen as fair,

transparent, and free of racial, class, or other considerations that would undermine its credibility. All participants will need to work together to take incremental steps over several years. Greater public trust will arise from practice and from a growing confidence that City government works with residents and other stakeholders to make land-use decisions that enhance the character and quality of the city and all its neighborhoods while respecting the need for project feasibility. This outcome will represent a substantial cultural shift.

The community participation process outlined below focuses on structured participation in planning and land use decision making, as described in the 2008 charter amendment. CBNO/MAC has called for a CPP that, in addition, would provide for community input into City budgeting and review of City services. Although the Master Plan endorses a longer-term focus on a broad spectrum of issues that shape quality of life, the Master Plan initially recommends that the CPP focus on land use actions for three reasons: it will keep the City on track to meet the charter amendment's schedule of having a basic system approved by ordinance by April 2010; start-up funding is likely to be limited; and, once in place, the CPP can then help shape an expanded vision and identify funding for additional tasks.

Representatives from CBNO/MAC, BGR, the Downtown Development District (DDD), the Neighborhood Partnership Network (NPN), neighborhood and grassroots community organizations, the business community, developers, and City staff have all actively contributed to the organization of the Master Plan's proposed CPP. While some participants initially appeared to hold widely divergent views, a broad consensus emerged around a process, described below, that would enable New Orleans to move forward quickly to establish a formal CPP. One of the first tasks of districtwide councils and the City should be to review additional aspects of CBNO/MAC's proposals and ideas floated by other members of the community to determine how the process should evolve.

The structure outlined below is intended to implement the letter and spirit of the principles laid out above. These recommendations draw on extensive work undertaken by the CBNO/MAC CPP and have also been informed by discussions in working groups and with members of neighborhood and grassroots community organizations, the BGR, the business community, developers, and City staff.

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 15.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
All parties affected by public decisions on planning and development have opportunity to build sufficient capacity to understand and act on information.	Provide training and capacity-building resources for residents, community-based organizations, City staff and agencies.	Develop a training program for CPC staff and commissioners through courses, resource library.	CPC	first five years	CPC funds	15.11
		Support neighborhood-level capacity building and understanding of the land use decision-making process. Develop partnerships with non-profit organizations.	Nonprofit organizations	first five years	Foundation funding	15.11

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
Establish a formal community participation program (CPP) that provides a structured and accessible process by which the city receives and responds to community input on planning and development decisions in a timely fashion.	Develop a first-phase CPP using districtwide councils.	Set up interim rules and procedures.	CPC; Office of Public Advocacy; consultant	first year	Staff time	15.12–15.14
		Draft and pass an ordinance.	City Attorney; CPC; Office of Public Advocacy; City Council working in conjunction with the community	first year	Staff time	15.12–15.14
		Implement the organization of the districtwide council system.	CPC; Office of Public Advocacy; with consultant assistance working in conjunction with the community	first five years	General fund; grants; possible developer fees	15.13
	Provide for issue advisory committees at the CPC's discretion.	Amend the CPC's Rules, Regulations and Procedures.	CPC	first five years	Staff time	15.13
	Establish a formal system for land-use-action review.	Create a system of pre-application staff and community review for land use actions that require CPC approval.	CPC	first five years	Staff time	15.3 (Vol. 3)
		Create a system for public notification that builds on current efforts and includes interested parties and site notice on proposed land-use actions.	CPC	first five years	Staff time	15.4 (Vol. 3)
	Establish a formal system for presenting districtwide council, issue advisory committee, neighborhood organization, and other stakeholder advisory recommendations.	Create a system for recording neighborhood districtwide council and other advisory recommendations that augments current public comment procedures and makes them available to the CPC and on the City website with appropriate staff response to advisory recommendations.	CPC	first five years	Staff time	15.14

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
	Provide adequate administrative and logistical support for the CPP.	Organize the District Planners and other district staff as a group to create an annual budget for the districtwide council system and assist the Councils in obtaining funds.	CPC	first five years	Staff time; in-kind donations	15.14
	Locate the initial CPP system within the CPC (consider transition over time, possibly to the Office of Public Advocacy).	Establish administrative and logistical support for district-wide councils.	CPC	first year	Staff time	15.14
Broad public access to timely information about proposed plans and projects.	Use District Planners and other staff as liaisons between the CPC and residents.	Assign a District Planner and other staff to each Planning District with responsibility for maintaining a network of contacts and relationships and facilitating community review of proposed land use actions in the District.	CPC	first five years	Staff time	15.14
	Implement NOLAstat or a similar program to make city information easily available.	Reorganize the Office of Technology and hire two programmers to set up a NOLAstat system.	CAO's office	first five years	General fund	15.15
Predictable and timely processes for community review of project proposals.	Provide a regularly updated list of land use actions that are subject to review through the CPP.	Establish a process for internal CPC staff review of projects that do not require planning commission actions (*e.g.*, significant state and federal projects) but should trigger review through the CPP.	CPC	first five years	staff time	15.16
	Insure that significant publicly funded projects are included in the CPP.	Work with other agencies and CPP staff to organize community review of publicly funded projects.	CPC; CAO's office; Project Delivery Unit	first five years	staff time	15.16
A transparent and open process of City decision making on land use, development approvals and capital budget expenditures.	Make CPC hearings more accessible.	Hold public hearings on projects of major public interest in the evening to allow people who work during the day to attend.	CPC	first five years	staff time	15.17

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
	Develop, publish and follow clear policies and procedures for decision making on land use actions.	Make CPC staff reports available to districtwide councils and put them on the website before relevant public hearings.	CPC	first five years	staff time	15.17
	Establish procedures for community input into the CIP program.	Seek comment from the districtwide councils on the CIP.	CPC	first five years	staff time	15.17
	Establish a Neighborhood Improvement Fund for small, neighborhood-generated projects.	Work with Community Development to organize the Neighborhood Improvement Fund application, criteria and award process.	CPC; Community Development	first five years	CDBG	15.17

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure and will help lay the groundwork for the longer-term actions that follow.

- With input from a broad cross section of the community, the City prepares a CPP (community participation program process) ordinance for adoption by City Council.
- The Office of the Chief Administrative Officer should direct the capital projects office to work in collaboration with the CPC to organize a coordinated process of public review for current and nearterm public recovery projects that are in progress under the leadership of various public agencies (*e.g.*, Public Works, ORDA, NORA, *etc.*). The CAO's office should require that public recovery project administrators contact the CPC at no later than 25% design to initiate the community review process. The CPC will then involve relevant stakeholders and organize an efficient public review process. (When District Planners are in place, they will help to coordinate public review of recovery projects within their respective districts.)
- Work with appropriate City agencies to organize and identify financial resources for the Neighborhood Improvement Fund awards, as well as developing the award process and criteria.
- Secure permanent funding for District Planner positions within the City Planning Commission and seek to hire staff with strong public-participation experience.
- Conduct community participation training for CPC Commissioners and staff of any department that conducts public meetings.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

GOAL **1**

All parties affected by public decisions about planning and development have an opportunity to build the capacity to understand, apply and act upon information pertaining to these decisions.

Provide training and capacity-building resources for residents, community-based organizations, city employees, and public agencies to help them better understand their role in shaping planning and development decisions.

Training and capacity building will help neighborhood leaders, City Planning Commission commissioners and staff, and City department and agency staff to implement a more open process of public review of and input into proposed plans and projects. The training for Planning Commissioners required by the charter amendment should include material on public participation.

ACTIONS

- *Develop a training program for CPC staff and commissioners and work with other agencies and nonprofits to support capacity building on the neighborhood level.*
  - > Potential resources include models of capacity building used in other cities. For example:
    - In the late 1980s, the City of Richmond (VA) shifted from a top-down model of capital budgeting to a more participatory approach. The City's Department of Housing and Community Development hired consultants to work with municipal planning, housing, and community development staff to devise new ways of working with residents, and to coach neighborhood organizations and civic leaders in working effectively with City agencies. Regular monthly meetings in each of the City's planning districts were established, involving neighborhood leaders and City staff, to discuss City priorities and receive community input. This system has successfully endured for more than two decades.[4]
    - The City of San Diego (CA) provides an online training program for everyone involved in community engagement (Electronic Community Orientation Workshop, or E-COW). The training is part of a comprehensive series of community-engagement initiatives guided by a set of policies adopted by the City Council. Information on E-COW is available at http://www.sandiego.gov/planning/community/ecow/index.shtml.
  - > National organizations such as the American Planning Association offer excellent training courses on such topics as the roles and responsibilities of planning commissioners, building constructive working relationships with community organizations, ethics for planners and

CPC district planners will provide technical support that strengthens the ability of community members to take part in shaping planning and development proposals that both enhance community character and meet essential tests of feasibility.

4 http://www.nw.org/network/training/training.asp. Retrieved June, 2009.

commissioners, dispute resolution, zoning in practice, and much more. A number of these course are available on CD-ROM.[5] NeighborWorks America, a national organization that fosters community-based redevelopment, produces scores of well-regarded training programs, including such offerings as *Building Powerful Community Partnerships, Collaborations and Coalitions*. All of these organizations are able to design and conduct trainings on site or via webinars.[6]

> Local nonprofits organizations have obtained foundation funding for neighborhood capacity building and organization.

- Invite neighborhood and other community organizations to work with district planners and other CPC staff, where appropriate, to obtain information on best practices for community outreach, and similar matters that would enhance organizational effectiveness. The CPC may refer these organizations to local nonprofits that can provide support.

GOAL **2**

Establish a formal community participation program that provides a structured and accessible process by which the city receives and responds to community input on planning and development decisions in a timely fashion.

2.A Establish a system of districtwide councils to serve as a platform for organized discussion of and public input into decision making on land use actions.

ACTIONS

- *Develop a first-phase CPP on the following model:*
  Phase-in formation of the districtwide councils concept in conjunction with appointment of district planners. Initially, until all of the district planner positions are funded, it may be necessary to assign more than one planning district to an individual district planner. Participation would occur within the geographical framework of Planning Districts.

2.B Provide for Standing Advisory Committees, at the CPC's discretion, in the CPC's rules, regulations and procedures.

Because the CPC periodically addresses land use actions that affect the welfare of the larger city as well as a particular Planning District and will need a formal process for inviting community review, the CPC may establish Issue Advisory Committees based on the model provided by the Riverfront Advisory Committee. The committees would advise the planning commission on planning for unique areas such as the riverfront, on citywide issues, or on plans or development projects of citywide significance:

- The committees would not be permanent but would exist for a period of time established by the CPC.

This process in Atlanta brought residents of several neighborhoods together with planners, employers, developers, and environmentalists. All groups worked together to shape proposals that met neighborhood, citywide, and regional goals; won widespread support; and were ultimately adopted. CPC-appointed Issue Committees, with a citywide perspective, would work with districtwide councils to achieve a similar outcome in New Orleans.

5 For more information, see the American Planning Association website: http://planning.org/educationcenter/.

6 For more information, see the NeighborWorks America website: http://www.cpn.org/topics/community/commbuild3.html.

- The CPC may establish criteria for membership and invite appropriate organizations to nominate members; because the purpose of these committees is to advise the CPC, the Commission would have final approval for all members. Committees focused on geographic areas or citywide issues would meet regularly, but not less than three times a year, to advise the CPC. Committees focused on projects of citywide significance would be urged to meet jointly with the districtwide council(s) representing the area in which a project is located; these committees would also be urged to reach joint recommendations with the districtwide council.
- The committees' recommendations and comments would be advisory.

2.C The City of New Orleans will work with community groups, neighborhood groups and the citizens in general to prepare a CPP ordinance for adoption by the City Council, which implements the letter and spirit of the character amendment's requirement for a CPP.

The ordinance will be based on a policy statement that will address basic issues such as overall structure of the CPP; bylaws and other operating rules for districtwide councils, Issue Committees, and any other CPP components. It may include requirements and selection procedures for chairs and any other leadership positions, criteria for membership, quorum requirements for districtwide councils, guidelines for training and capacity building, and similar elements. After the first year, the CPC staff, or the staff of the city agency responsible for the CPP, should work with CPP component groups on subsequent revisions and amendments. The CPP ordinance should recognize the organizational disparity between organizations and allow for organizations to build their capacity and understanding of land-use issues. A comprehensive list of these organizations should be developed and maintained by the CPC.

2.D On an annual basis, the CPC system will be reviewed by citizens and city government in order to ascertain any revisions or amendments to the policy statement (referred to in 2C, above). These modifications should improve the implementation of the CPP ad of the principles of inclusiveness, public access to information, capacity, structure, and transparency.

2.E Ensure adequate notification and information sharing for land use actions.

The CPP should be a conduit for dispersing information to the community via multiple methods, including signage, electronic and posted notifications. Criteria should be established to determine thresholds for community meetings.

2.F Establish a formal process through which neighborhoods and planning districts can request neighborhood or area plans.

Neighborhood organizations, other community organizations, and districtwide councils may request that the CPC prepare a plan for a specific neighborhood, commercial district, or planning district.

2.G Establish a formal system for presenting districtwide council and other stakeholder advisory recommendations to the CPC as a matter of record.

Through a formalized process, CPC staff will present to the planning commission the official recommendations on planning and development matters submitted by districtwide council(s) as well as comments from Issue Committees and, where

The CPC would work closely with districtwide councils to organize community meetings for reviewing planning, development, and other land use proposals.

appropriate, from other significant stakeholders. This report will be formalized as a matter of public record in the record of the CPC hearing at which it is presented. All CPC hearing records will be made publicly available on the CPC website in a timely manner following the hearing.

2.H Provide adequate administrative and logistical support for the CPP.
Potential funding sources for districtwide councils and training and capacity building include CDBG funds and increased application fees that can be dedicated to support the CPP system. District planners would constitute the primary technical support for the districtwide councils initially. In addition it may be necessary to support the districtwide councils with logistical support, copying, and similar tasks The return on investment should be significant. Developers should see savings from the new review process, which, in tandem with the new zoning ordinance, should greatly reduce the uncertainty and risk that heretofore characterized the development process.

2.I While the CPC should work closely with the Mayor's Office of Public Advocacy, initially locate the CPP as part of the City Planning Commission. As the CPP expands to encompass public participation in issues other than land use actions, consider alternatives.
While the Community Participation Process structure outlined here is intended to provide a structure for community participation in land use, planning, and development-related decisions—and should naturally be located in the CPC where district planners are also housed—in the long run the CPP may expand to cover non–land-use-related matters such as review of public agencies' plans for delivering services. If the CPP does in fact expand its role beyond planning and development issues, it may eventually make sense to relocate the CPP to the Office of Public Advocacy or elsewhere in recognition of the important role that districtwide councils will play as advocates for city services and related activities. If this change occurs, great care should be taken to maintain the close working relationship between districtwide councils, their respective district planners, and the City Planning Commission on planning and development projects, both public and private.

GOAL **3**

Broad public access to timely information about proposed plans and projects and other city information is available.

3.A Use district planners and other staff to serve as liaisons between the CPC and residents.
There should be one district planner for each planning district in the city (with the possibility of assigning a single planner to work with two smaller districts). District planners will serve as active liaisons between (1) Neighborhood and community organizations, institutions, and residents in their respective district(s); (2) the City Planning Commission; (3) districtwide councils; and (4) other city agencies with decision-making power.

The job of a district planner will be to work preemptively with residents and neighborhood organizations and to become the expert on their Planning District and the "go-to person" in City government for stakeholder groups in that district. District planners will inform residents of projects and proposals that might affect them, and inform City agencies of residents' objectives and concerns. In addition to getting to know residents and their neighborhood associations, district planners must also get to know business owners, landlords, and non-residential property owners.

The CPP roles and responsibilities for district planners could include:

- Develop and maintain a network of contacts and relationships with the districtwide council members, neighborhood organizations, businesses, institutions, and nonprofit organizations in the district.
- Regularly attend meetings of the districtwide council and neighborhood organizations.
- Work with districtwide councils, neighborhood organizations, and stakeholder groups to develop neighborhood plans and improvement initiatives.
- Keep CPC managers and commissioners apprised of emerging issues and initiatives within the district.
- Work with districtwide councils and neighborhood organizations to develop funding proposals for undertaking neighborhood and district plans and planning updates and for implementing neighborhood plans.
- Coordinate production of districtwide council reports on applications for conditional use permits or rezoning.
- Serve as liaison with City agencies and related organizations on initiatives or activities that affect stakeholders in the district.
- Facilitate meetings between developers (or municipal agencies) and districtwide councils or neighborhood organizations, seeking to broker practical, mutually acceptable responses to community concerns in a timely manner.

District planners can set monthly district meetings to bring information on development issues to the district; listen to concerns and questions; relay information to appropriate City agencies about issues needing attention, and get an answer from a department. Planners could arrange for departments to come out and speak to neighborhoods. District planners would work with districts and neighborhoods in districts to scope and prepare Area Plans ***(see Chapter 5)*** for eventual adoption as part of the citywide Master Plan.

3.B Consider implementing NOLAStat or a similar program that makes city information easily accessible to the public.

- NOLAStat, a comprehensive public information warehouse on the City website described in ***Chapter 16***, should be the ultimate goal for improving the accessibility of public information. However, the City should not wait for the full-fledged system to be up and running to enhance the availability of information. Information on proposed projects should be made available on the CPC web page along with the agenda information that is currently made available.
- Use multiple forms of notification to communicate between the CPC and citizens. Other forms of communication should be employed, including on-site notification, electronic notification (including the ability to easily receive comments or feedback) with interested stakeholders and organizations, along with mailed notification. The notification policy should ensure that a broad cross-section of the community receives information.

GOAL 4

Predictable and timely processes for community review of project proposals.

4.A The following types of projects and proposals would require involvement by the appropriate district planner and community input through the districtwide council:

- Plans initiated by CPC or another entity (including state, federal, or other plans that do not require formal planning commission approval—as noted above, the Master Plan recommends that the planning commission hold public hearings for such projects and issue advisory opinions on whether they respect the welfare of the city and its neighborhoods), including but not limited to:

  - > Neighborhood and sub-area plans
  - > Redevelopment plans
  - > Citywide plans (*e.g.,* housing, transportation, historic preservation)
  - > Public infrastructure plans
- Development or redevelopment proposals that will trigger planning commission actions or—based on findings by the CPC staff and approved by the planning commission—proposals that would have significant impacts on the welfare of the city or its neighborhoods (*e.g.,* development proposals by state, federal, or other agencies not subject to planning commission actions).
- Rezoning and conditional-use submissions.
- Public housing development or redevelopment.
- Transportation, public works and street projects and plans, including RTA bus lines and creation or disposition of streets.
- Proposals that would change the width or carrying capacity of arterials or major streets.
- Proposed changes in parking capacities, locations, or requirements.
- Proposals that involve federal funds and thus trigger NEPA requirements for public input. Although CPC involvement in the NEPA process is not required, such projects can have substantial impact on quality of life and land values, both of which are important to the city's future.
- Periodic updates, revisions or amendments of the Master Plan and/or Comprehensive Zoning Ordinance.
- Capital improvement program recommendations

For large projects, there should be public meetings on the design of identified public projects: one held in the early design stages to gather input, and one held late in the design stage. Another meeting should be held just before a public project enters the construction phase in order to inform neighbors and business/property owners about construction issues and schedules, allow them to voice any concerns, and work on resolving problems.

4.B Establish clear criteria for project proposals that require engagement with City Council for development approval.

City Council, as the City's legislative body, will continue to have authority over changes in the CZO and the zoning map, including zoning changes required for major projects. Amendments and updates of the Master Plan will also require City Council approval. The CPC should submit to City Council its findings that recognize comments from the districtwide councils and other key stakeholders, and its own staff's findings.

The CPC should make its professional assessment of land use issues that come before the City Council, including an assessment of how proposed changes are compatible (or not) with the goals, policies and strategies of the rest of the Master Plan.

Developers and community members collaborated for six months to shape plans for new development in the Braddock Road neighborhood of Alexandria, VA. The resulting guidelines and zoning allowed significant new development while strengthening the quality and character of the neighborhood of single-family houses and row houses. Under the citizen participation process, in New Orleans, Districtwide Councils will provide a forum for undertaking similar collaborative work.

GOAL **5**

A transparent and open process of city decision-making on land use, development approvals and capital budget expenditures.

5.A Hold City Planning Commission and other public agency meetings for projects that attract widespread public interest at times that are convenient and accessible to the public, including working persons, and make the results of meetings available via the City's website in a timely manner.
Other City agencies should also adhere to these guidelines for meetings open to the public and public hearings whenever possible.

5.B Develop, publish, and follow clear policies and procedures for decision-making processes around land use actions.
For projects requiring input through the CPP, the CPC staff report will summarize insights from professional review of a submission, specifically noting its consistency with the Master Plan and Comprehensive Zoning Ordinance, including the advice of the districtwide council, Issue Committee (if involved), and comments from other parties that have expressed an opinion on the proposed project. This report is essentially a recommendation for the proposed project to go forward or not, or to incorporate specific responses to public and professional concerns before it can be deemed acceptable. The report will be sent to the relevant districtwide council(s) and made publicly available prior to the scheduled CPC meeting at which the application is to be heard.

5.C Establish procedures for community input into the City's capital improvement program.
The charter amendment requires the City to tie its capital improvement program (CIP) to the Master Plan. In current practice, departments are required to indicate if a desired project is referred to in any adopted City plan, and the CPC has a role in collecting departmental budget requests, preparing a 5-year capital improvement program in light of CPC priorities, holding public hearings, and sending its recommended CIP to the City Council. Through a CIP prepared by the chief administrative officer (CAO)'s office, the mayor also sends a CIP to the City Council. ***Chapter 16*** describes procedures for aligning the Master Plan and CIP more closely and for deepening the relationship between the CPC and the CAO's office so that they submit a single document to the City Council. The City's website provides presentations of the main points of the CIP but not the full CIP document.

The CPC should provide capital proposals and documentation to the districtwide councils and/or neighborhood organizations in a format that is easily understood at least 30 days before the commission holds public hearings on the CIP. District planners should be briefed by key departments and prepared to facilitate districtwide council discussion during that period. Knowledgeable agency staff should be available to meet with districtwide councils to discuss major proposed initiatives. The CPC should develop a consistent format for soliciting and documenting districtwide council input. When the budget is sent to the City Council for adoption, it should include documentation of compliance with the Master Plan and the perspective of districtwide councils.

5.D Establish a Neighborhood Improvement Fund for neighborhood-generated small projects.
There is growing public interest in seeing greater neighborhood involvement in developing budget priorities, a desirable development over the long term. To begin, the City should set aside annually a small fund for competitive awards to neighborhood groups that propose small improvement projects for their areas. CBDG funds could be an initial source of this funding. Projects would have to enhance

quality of life and would be implemented in partnership with the City. Clear criteria for proposals, based on best practices nationally, need to be developed. Tying award amounts to the adoption (and initial project implementation)of an Area Plan would serve as an incentive to create those plans. The "Neighborhood Association Assistance Program" developed by the City, could serve as the pilot version for this competitive grant program. The CPC, with its district planners well-informed about neighborhood issues, would be the appropriate department to administer the awarding of theses grants. A number of U.S. cities have such neighborhood-based funding programs.

VOLUME 2

chapter 16

STRUCTURES FOR IMPLEMENTATION AND STEWARDSHIP OF THE PLAN

GOAL		POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
1	***A culture of planning that requires participation in, and approval of, all planning that affects the city's welfare and in which all stakeholders work with project proponents and the city to resolve differences and create successful development outcomes***	• Support ongoing proactive planning in the city. • Require a planning process, with community input, for every project that affects the city's welfare.	16.8
2	***Enhanced coordination between the CPC, planning staff, community development programs, and other entities that affect the city's physical development***	• Ensure coordination between planning activities and the city's implementation agencies.	16.9
3	***Consultation of the Master Plan in making city decisions at multiple levels***	• Review progress on the plan in annual public hearings of the Planning Commission and the City Council. • Use the plan in preparing and approving other planning and implementation activities by city agencies.	16.11
4	***Capital improvement plan and capital budget consistent with the Master Plan***	• Use the plan annually in preparing and approving the city's capital plan and budget and require a statements on how the work plan reflects the Master Plan.	16.12
5	***Citywide system for government property maintenance and management***	• Plan for maintenance, repair and replacement of capital assets.	16.13
6	***Improved internal and external accountability***	• Make transparency and public communications an integral part of government operations. • Enforce municipal laws and regulations more effectively.	16.14
7	***More tax revenue for the general fund and an improved fiscal situation***	• Use planning to attract new tax base to support city services.	16.16

FINDINGS

- New Orleans residents have limited confidence in local government's implementation capacity.
- The City Planning Commission has insufficient staff and funding for ongoing proactive planning.
- Overall fragmentation of municipal government reduces effectiveness and accountability while exacerbating divisions.
- The City has no system to manage its own assets for cost-effective service.
- There is limited information sharing within departments and from department to department.
- City government lacks a culture of public information and public participation.
- Municipal revenues are constrained.

CHALLENGES

- Encouraging information sharing within government and with citizens.
- Providing support for proactive planning.
- Avoiding excessive fragmentation of government.
- Raising additional revenue.

Acronyms

To aid in reading this section, below is a list of acronyms used within the text:

CAO	Chief Administrative Officer	**LIHTC**	Low Income Housing Tax Credit
CDBG	Community Development Block Grant	**LSU**	Louisiana State University
CIP	Capital Improvement Plan	**NORA**	New Orleans Redevelopment Authority
CPC	City Planning Commission	**ORDA**	Office of Recovery and Development Administration
GIS	Geographic Information System	**PPP**	Public-private partnership
HOME	Home Investment Partnership Program	**VA**	Veterans Administration
HUD	(Department of) Housing and Urban Development		

A Introduction

The final element in the Master Plan focuses on specific activities and tools that can help ensure the implementation of the Plan and on making the Master Plan a living plan used by city government and its partners in the public, private and nonprofit sectors. This includes discussion of the City's planning process for the capital improvement program, for which the City Planning Commission has responsibility.

The Capital Improvement Program (CIP) and the Annual Capital Budget and the "Force of Law"

The city government's 5-year Capital Improvement Program and the annual capital budget must be consistent with the goals, policies, and strategies in one or more of the Master Plan's elements. For example, capital improvement projects that involve acquisition of land for parks or transportation rights of way, improvements to community centers, or city investments in capital improvements funded by other entities must be consistent with the Master Plan. If a city department proposes a project for the capital improvement program, that project must further, or at a minimum not interfere with, the goals, policies and strategies in the various elements of the Master Plan. Similarly, the annual budget must not contain projects that interfere with the goals, policies, and strategies of the Master Plan. However, if a capital project is recommended in the Master Plan, the City is not obligated to fund that capital improvement. The City may also fund capital projects that are not in the Master Plan, as long as they are consistent with the Master Plan. The City Planning Commission will create a process to certify consistency with the Master Plan for all projects proposed for inclusion in the CIP and the annual capital budget.

Structures Needed for Implementation

- Adequate staffing and resource for the City Planning Commission to implement the Master Plan in partnership with other city agencies and governmental groups, citizens, the development and business community, educational and medical institutions, and other nonprofits
- Organization and systems to support the City Planning Commission's role in the City's capital improvement planning process
- Reports on a regular basis to the public and elected officials on progress in implementing the plan as well as updates and revisions to the Master Plan
- A citywide system for government property maintenance and management
- Improved internal and external accountability, including through an online public data warehouse (NOLAStat)

Working with the State and Federal Governments

This section of the plan also discusses how the Master Plan can help city government in its relationships with the state and federal governments. The Master Plan itself and the implementation of the Plan can play a crucial role in city government's message to the federal and state governments. Federal commitments to accelerating the Gulf Coast recovery process, to infrastructure financing, and to encouraging green industries and jobs all align with the goals of this plan. Close collaboration with state and federal legislative delegations, as well as directly with the executive, will play a central role in the successful implementation of New Orleans' Master Plan—as it does in the success of all older U.S. cities. The Plan's extensive community participation process brings great legitimacy to the consensus on goals and policies in the future. Representatives of diverse interest, from elected officials to business leaders to residents, aligned around the same message can have a powerful effect in bringing local concerns into decisions by the state and federal governments.

B Recommendations

A recommendations **Summary** linking goals, strategies and actions appears below and is followed by one or more early-action items under the heading **Getting Started**. The **Narrative** follows, providing a detailed description of how the strategies and actions further the goals. Background and existing conditions discussion to inform understanding of the goals, policies, strategies and actions are included in Volume 3, Chapter 16.

Summary

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
A culture of planning requiring participation in and approval of all planning that affects the city's welfare	Position the CPC to take the lead in promoting the city's interest in creating a quality urban environment from all development projects.	Provide the CPC with the staffing and other resources necessary to implement the Master Plan.	Mayor; City Council; CPC	first five years	General fund; federal funds	16.8
		Create a system in which all stakeholders work with project proponents and the city to resolve differences and create successful development outcomes.	CPC through the Community Participation Program	first five years	See Chapter 15.	16.9
		Create partnerships with the city's education and other institutions over physical development issues and consider institutional master plans as the vehicle.	CPC; educational institutions; medical institutions	first five years	Staff time; grants	16.9
		Convene a cross-agency Master Plan Implementation Committee at least three times a year.	CPC plus members of the Planning Advisory Committee	first five years	Staff time	16.9
Enhanced coordination between the CPC, planning staff, community development programs, and other entities that affect the city's physical development	Reorganize planning and zoning activities within city government to create a closer relationship between the CPC and implementing agencies.	Create an interagency group focused on proactive planning.	CPC; CAO's Office; senior department leadership	first five years	Staff time	16.10
		Review the role and position of the CPC in relation to implementation agencies such as Community Development and NORA.	CPC; Mayor	medium term	Staff time	16.10
Consultation of the Master Plan in making city decisions at multiple levels	Make the Master Plan a living documents.	Review the plan every five years, as required.	CPC	first five years	Staff time; grants	16.11

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
		Review progress on the Master Plan in an annual City Planning Commission meeting and an annual City Council meeting.	CPC; City Council	first five years	Staff time	16.11
		Use the Plan annually in preparing and approving departmental work plans, and the City's operational budget, as well as its capital improvement program and capital budget.	Mayor's office and agencies; CAO's office and agencies	first five years	Staff time	16.12
		Use the plan in preparing and approving One-Year and Five-Year HUD Consolidated Plan documents.	Housing and Neighborhood Development Division	first five years	Staff time;	16.12
		Make a CPC staff member into the Commission's expert on the Master Plan.	CPC	first five years	Staff time	16.12
		Collaborate more closely with the CAO's office on the CIP.	CPC; CAO	first five years	Staff time	16.13
		Update the Master Plan more thoroughly at least every 20 years.	CPC	long term	Staff time; grants	16.11
Capital improvement plan and capital budget consistent with the Master Plan	Ensure capital improvement processes are linked to the Master Plan.	Create a system to certify that capital improvement projects and any other public projects are in compliance with the Master Plan.	CPC	first five years	Staff time	16.12
		Make the CPC the entity that certifies compliance with the Master Plan.	CPC	first five years	Staff time	16.13
		Create a system to certify large private projects for compliance with the Master Plan.	CPC	first five years	Staff time	16.13
		Publish reports on the progress of capital projects on the city website.	CAO's office	first five years	Staff time	16.13
Citywide system for government property maintenance and management	Plan for maintenance, repair and replacement of assets.	Make it a very high priority to establish an asset management system.	CAO's office	first five years	General fund	16.13–16.14

FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	STRATEGY	ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION SEE PAGE:
Improved internal and external accountability	Make transparency and communications an integral part of government operations.	Create a performance measurement system and information warehouse for city employees and to share with the public (NOLAStat).	CAO's office	first five years	Grant for setup; general fund and federal funds for operation	16.14
		Enhance the city's E-government capacity.	Mayor; CAO; Office of Technology	first five years	Staff time	16.15
		Provide effective and meaningful access to information about municipal activities through website improvements.	Mayor; CAO; Office of Technology	first five years	Staff time	16.15
	Focus on more consistent and effective enforcement of municipal laws and regulations.	Provide the tools, training, and funding needed for effective enforcement of the City's laws and regulations.	Mayor's office; CAO's office; line enforcement agencies	first five years	General fund; grants; federal funds	16.15
		Improve the Office of Public Advocacy and the 311 system to report back to citizens on enforcement actions.	Mayor's office; Office of Public Advocacy; 311	first five years	General fund	16.15
		Give "customer training" to staff who deal with the public and make the quality of interactions with the public part of employee reviews.	CAO's office	first five years	Grants; staff time	16.16
More tax revenue for the general fund and an improved fiscal situation	Seek opportunities to increase municipal revenues and resources for services, programs, and facilities over the long term.	Recruit chain retail as anchors to serve New Orleans residents at opportunity sites and increase the tax base, while preserving neighborhood character.	NORA; economic development PPP; CPC regulatory strategy	first five years	Grants; staff time	16.16
		Commission a study of how New Orleans can strengthen its fiscal position.	Finance Department	first five years	General fund	16.16

Getting Started

These items are short-term actions that can be undertaken with relatively little expenditure and will help lay the groundwork for the longer-term actions that follow.

- Prepare for master plan consistency certification in the 2010 CIP process by setting up systems and forms.
- Organize a cross-agency Master Plan implementation committee.
- Work with the CAO's office in creating systems for use of the Master Plan in capital planning.

Narrative

Below is a more detailed narrative of the various goals, strategies and actions highlighted in the "Summary" chart.

1. THE POLITICAL FRAMEWORK

The City of New Orleans operates within a framework of state and federal legislation, policies, programs, and developments. It can do little to directly control the actions of state and federal actors. Federal funds and programs come with requirements. State and federal development projects in the city are exempt from zoning. Special districts created by the state pepper the city, and the state controls some aspects of the City's ability to raise revenue. Although the Master Plan does not directly govern these capital investments made by the state or federal governments, they typically will consult with local government to make projects consistent with the Master Plan.

It is the City's responsibility to work effectively with both state and federal governments to protect and enhance citywide and neighborhood interests. The City knows the reality on the ground and must play an essential role in guiding state and federal investment. The Master Plan itself and the implementation of the Plan can play a crucial role in city government's message to the federal and state governments. The Plan's extensive community-participation process brings great legitimacy to the consensus on goals and policies for the future.

The Master Plan goals and policies provide the framework for consensus policies and alignment of interests:

- **The City can stake a claim to federal resources, not just because of its past, but because of what it can be in the future.** New Orleans' unique contributions to American culture combined with post-Hurricane Katrina rebuilding needs have been the main threads of the New Orleans story since 2005. This story has served as the foundation of requests for federal assistance. Now the city has a Master Plan that opens up strategies for a long-term future of economic growth linked with sustainability and enhanced livability. Federal commitments to accelerating the Gulf Coast recovery process, to infrastructure financing, and to encouraging green industries and jobs all align with the priorities and goals of the Master Plan.
- **City housing policy can shape state decisions about affordable housing investments.** Because the City has not had a clear housing policy for years, the state has often assigned low-income housing tax credits (LIHTC) to projects with an income mix, design character, and location that the City ends up protesting after the fact. Similarly, the City has served as a pass-through for federal housing entitlement funds by sending out a call for proposed projects, rather than working closely with housing advocates and developers to create the best projects possible. The Master Plan's recommendations for creation of a permanent Housing Working Group will result in proactive housing policies based on New Orleans actual housing needs and a detailed understanding of sublocal markets and physical character, so that LIHTC and other housing subsidies can be applied in ways that enhance neighborhoods. With clear policy guidance based on evidence of housing need and the support of a diverse working group, City staff can work effectively with state agencies to make sure that New Orleans benefits.
- **The City can shape the physical character of major state and federal investments, despite its limited regulatory authority.** The CPC's responsibility for the physical development of the city makes it the logical leader in ensuring that major investments and developments, such as the LSU Medical Center and VA Hospital, enhance the physical and social character of the city, as well as contributing jobs and economic benefits.

Close collaboration with state and federal legislative delegations, as well as directly with the executive, will play a central role in the success of New Orleans' Master Plan—as it does in the success of all older U.S. cities. Because both state and federal programs and processes have their own bureaucratic and legislative rigidities, the City may need to be persistent and focused in gaining a hearing for its interests.

Representatives of diverse interests, from elected officials to business leaders to residents, aligned around the same message can have a powerful effect in bringing local concerns into decisions by the state and federal governments.

2. THE FINANCIAL AND FISCAL FRAMEWORK

As a 20-year plan, *New Orleans 2030* includes many recommendations and strategies. Before Hurricane Katrina, city finances were tight. The disaster decimated municipal revenue sources, but the city and the region have also received millions in recovery dollars and new investment. Once the disaster-related funds and incentives have been spent, the City will need to make the most of existing revenue sources, and, at the same time, make an effective appeal on the state and federal levels for continued funding to achieve many of this plan's goals.

- Cost savings from operating efficiencies need to be evaluated. Effective and efficient city government and use of resources can be promoted through establishment of a data-based performance-measurement system that would help city leaders identify how to make city government work better. In addition, Master Plan recommendations for coordinated and proactive planning can ensure that the city knows what it wants to do with entitlement funding (CDBG, HOME, and so on) it receives from the federal government, as well as federal transportation funding allocations, and does not allow funds to go unspent.
- The city needs to invest in adequate staff to help it win discretionary funding from government and foundations.
- On the federal level, New Orleans, because of its experience, has the opportunity to take a leadership role in a coalition of cities that will be affected by climate change. Cities like Miami, New York, Boston, and others are at risk, just like New Orleans.
- New Orleans property owners have shown that they are willing to vote for bonds to pay for street improvements. Bonds, water and sewer rate increases, and similar strategies will have to be considered as part of the funding mix.
- User fees and betterment fees for certain services or improvements can help fund them and also promote desired actions. For example, many communities charge fees for removing more than one bag of trash a week as a way to fund services and to reduce solid waste
- Incentives, such as tax-increment financing, can help attract private investment to desired locations.

GOAL **1**

A culture of planning that requires participation in, and approval of, all planning that affects the city's welfare and in which all stakeholders work with project proponents and the city to resolve differences and create successful development outcomes

ACTIONS

- *Provide the planning commission with the staffing and other resources necessary to implement the Master Plan.*
  For many years, the Planning Commission office has been under-funded and under-staffed. To adequately perform its function, CPC staff should include planners with special expertise in areas such as transportation, urban design, and economic development, as well as land use and participatory planning. This Plan has given a central role to assignment of planners to each Planning District.

- *Create a system in which all stakeholders work with project proponents and the city to resolve differences and create successful development outcomes.*
  Implement and provide resources for the participation process described in Chapter 15.

- *Create partnerships with the city's educational and other institutions.*
  Large institutions, especially the "eds and meds," are critical to the city's economy but they are also especially important as physical anchors to districts and neighborhoods. These institutions have a stake in the community because, unlike businesses, they are identified with the city and are not going to move anywhere. However, the edges of institutions, the impacts that their students or workers have on neighbors, and their plans for expansion, can create conflict and controversy. The CPC should cultivate relationships with the institutions and keep informed about their activities, perhaps by creation of a standing committee on institutional development. Many communities with higher education institutions ask for an annual report to the planning agency in a public hearing in response to a format created by the planning agency, and/or require the creation of an institutional master plan to be shared with the city. In the long term, institutional master plans would be valuable aids to planning.

- *Convene a cross-agency Master Plan Implementation Committee three times a year.*
  This committee could build on the existing Planning Advisory Committee made up of departmental representatives. The group should meet three times a year, with one of those meetings occurring during the time when the capital improvement program is being prepared. At these meetings, the agenda should be a report on implementation of Master Plan-related projects, exchange of information about ongoing or new projects, programs and funding sources, and discussion of how to align departmental priorities so that projects and programs can be reinforcing and produce the maximum benefit for the city.

GOAL **2**

Enhanced coordination between the CPC, planning staff, community development programs, and other entities that affect the city's physical development

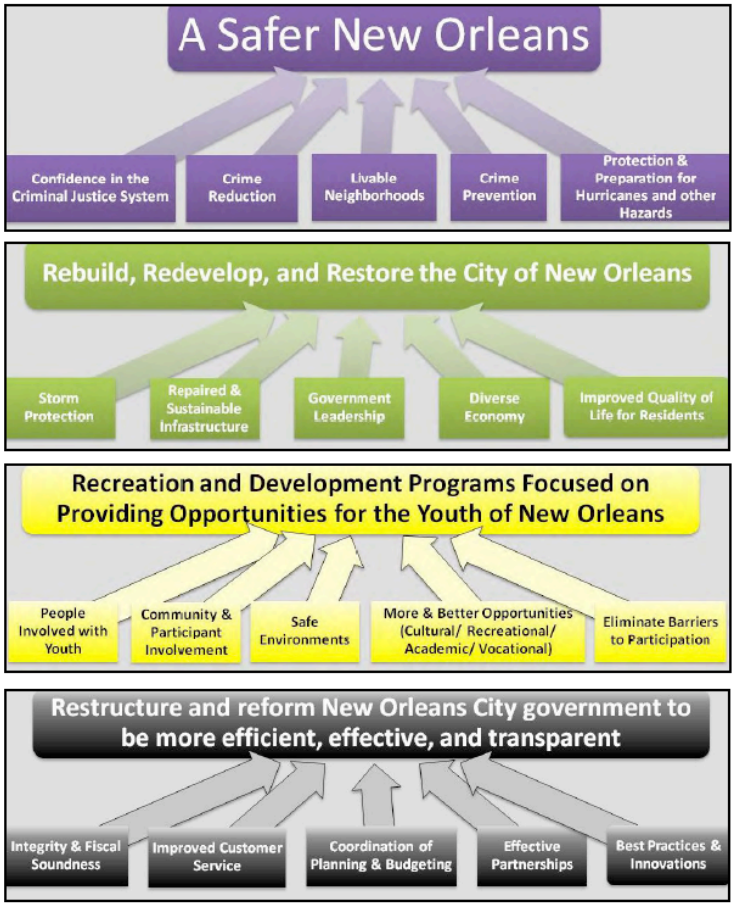
2.A Reorganize planning and zoning activities within city government to create a closer relationship between the CPC and implementing agencies.

The semi-autonomous status of the City Planning Commission, as provided in the City Charter, is not the way that most successful cities organize planning and land use regulation activities. ***(See for instance the document "Planning Department Organization: Selected Cities," in the Appendix to this Plan.)*** This situation is yet another instance of the numerous ways in which authority and accountability is fragmented in New Orleans local government. The Commission appoints the Executive Director, but that person is paid from funds controlled by the executive, and in fact the Commission has no funding of its own. The fact that the CPC is isolated from agencies that have funding to implement programs and projects results in a tendency to focus primarily on reacting to project proposals and regulatory issues. It makes it more difficult to adopt a citywide planning perspective and to collaborate more effectively with NORA and agencies such as Code Enforcement and Safety and Permits in attacking blight and vacancy. In many cities, planning departments incorporate programs such as CDBG-funded housing rehabilitation and homeowner assistance; historic preservation programs and regulatory bodies; and brownfields redevelopment programs. ***(Examples of other organizational structures can be found in the Appendix.)***

As ORDA is replaced with a Community Development department or agency, the role and relationships of the CPC within city government should be reviewed. Powerful options that would give planning more weight include combining Planning with Community Development or with the Redevelopment Authority.

ACTIONS

- *Create an interagency group focusing on proactive planning.*
  In the aftermath of Hurricane Katrina, Planning Commission jobs and capacity were slashed and have only slowly been replaced. The Planning Commission was only tangentially involved in the post-storm recovery plans, despite the fact that the charter gives the Commission a specific role in post-disaster planning. In addition, during the recovery period, the Office of Recovery Management/ORDA and agencies working with ORDA, such as NORA, took on much of the proactive planning role that normally would be the province of the city's planners.



SOURCE: CITY OF NEW ORLEANS 2009 ADOPTED BUDGET

A graphic from the 2009 City Budget. The document does not indicate how these goals were chosen.

Barring significant reorganization of City agencies (discussed below), the implementation of the Master Plan and further proactive planning will have to take place through collaboration of a variety of city departments and agencies. Planning Commission staff today are sometimes not informed about initiatives originating elsewhere in city government that have an impact on the physical development of the city—a situation that appears to be a common problem for other departments as well. For example, the graphic titled "A Safer New Orleans," and reproduced here from the City's 2009 budget document, does not seem to have been shared with other planning processes going on at the same time.

The City Planning Commission works with a Planning Advisory Committee made up of agency representatives, but this group is focused on responding to specific project proposals. In order to engage in cross-agency forward thinking, the Planning Commission should convene an interagency proactive planning committee made up of representatives of the CAO's office and senior management with responsibility for forward thinking, not technical staff. The group should meet three times a year, with one of those meetings occurring during the time when the capital improvement program is being prepared. At these meetings, the agenda should be a report on implementation of Master Plan-related projects, exchange of information about ongoing or new projects, programs and funding sources, and discussion of medium- and long-term planning. During the course of the master plan process, it became evident that the CPC is often not aware of the existence of master plans and policies created by other departments, despite the CPC's role in capital project planning.

- *Collaborate more closely with the CAO's office in developing the Capital Improvement Plan.*
  The heightened importance of the CPC's role on the CIP process makes greater consultation with CAO's office more urgent. The CAO and the CPC need to agree on how to use the Master Plan effectively in the capital planning process. The CAO's office should be involved in discussions about Master Plan certification of proposed CIP projects.

GOAL **3**

Consultation of the Master Plan in making city decisions at multiple levels

3.A Make the Master Plan a living document.

Because a Master Plan is much more than the Land Use element and the Future Land Use Map, it is important to create systems and procedures to ensure that it is used to guide decision-making in city government and that it is evaluated regularly to see if strategies are working and if it continues to reflect community goals. Individuals move in and out of city government and the day-to-day demands on the attention of elected officials and staff can push the plan into the background as a decision-making tool. Successful implementation of the New Orleans Master Plan will require coordinated activity from many municipal departments, from elected leaders, and from partners in the private and nonprofit sectors. Accordingly, the following measures are recommended.

ACTIONS

- *Review the plan every five years, as required.*
  The 2008 master plan charter amendment requires a mandatory five-year review of the plan:

  > ***Mandatory Review.*** *At least once every five years, but not more often than once per calendar year, and at any time in response to a disaster or other declared emergency, the Commission shall review the Master Plan and shall determine, after one or more public hearings, whether the plan requires amendment or comprehensive revision. If amendment or comprehensive revision is required, the Commission shall prepare and recommend amendments or comprehensive revisions and readopt the plan in accordance with the procedures of this section. The Commission shall hold at least one public meeting for each planning district or other designated neighborhood planning unit affected by amendments or revision in order to solicit the opinions of citizens that live or work in that district or planning unit; it shall also hold at least one public hearing to solicit the opinions of citizens from throughout the community. In addition, it shall comply with the requirements of any neighborhood participation program that the City, pursuant to Section 5-411, shall adopt by ordinance.*

  In the five-year review, the process should include a summary of progress made on implementing the Plan, unforeseen circumstances—both opportunities and obstacles—that affect implementation, and a review of the overall vision, goals and policies of the Plan. The public should then be asked to confirm, revise, remove or add to these aspects of the Plan.

- *Update the Master Plan more thoroughly at least every 20 years.*
  Many communities update their comprehensive plans every ten years, but at a minimum, the Plan should be thoroughly updated at least every 20 years. This should include a major public participation process and detailed attention to every plan element.

- *Review progress on the Plan in an annual City Planning Commission meeting and an annual City Council meeting.*
  Whether or not there are any amendments being proposed, a public review of how the City is using the Plan, the way Plan objectives have shaped decision-making, successes and obstacles

to implementation, and new circumstances that may affect the Plan's goals and principles will keep the Plan current as officials and the public are reminded of its contents.

- *Use the Plan annually in preparing and approving departmental work plans, and the City's operational budget, as well as its capital improvement program and capital budget.*
  The city will be using the new Plan for capital improvement programming. A number of cities also use their master plans in the annual budget process and in development of departmental work plans. Among other things, this helps to ensure a certain level of understanding throughout city departments of what is in the Master Plan and how it is being implemented. A statement of how the work plan reflects the priorities of the Master Plan should be required.

- *Use the plan in preparing and approving One-Year and Five-Year HUD Consolidated Plan documents.*
  The required plans for HUD formula grants should also be consistent with the Master Plan and a statement on how the work plan reflects the Master Plan should be required.

- *Make a Planning Commission staff member into the Commission's expert on the Master Plan.*
  An experienced planner in the CPC's Comprehensive Planning Division should become the department expert on the Master Plan, so that the Commission can respond to questions and documentation issues rapidly. This person would also be in charge of mandated reviews and updates of the plan.

GOAL **4**

Capital improvement plan and capital budget consistent with the Master Plan

4.A Ensure capital improvement processes are linked to the Master Plan

The 2008 charter amendment requires that the city's 5-year capital improvement program and annual capital budget be consistent with the goals, policies, and strategies in one or more of the Master Plan elements, but does not give any guidance on how consistency is to be measured.

The Master Plan sets forth a vision for New Orleans' future, a set of goals, strategies, and action steps to implement the strategies and achieve the goals. As a citywide policy plan intended to give broad guidance for decision making over the next twenty years, it does not, in its current form, enumerate a large number of specific capital projects. Rather, the plan focuses on policy and organizational initiatives to more effectively achieve the goals, and it identifies the kinds of projects that are preferred, given the goals of the plan. As the Master Plan is reviewed and revised over the years, and as area/neighborhood plans are adopted as part of the plan, the Master Plan may include more specific project information. This will also depend on implementation of recommendations to make the city's financial policies, plans and operations more transparent.

ACTIONS

- *Create a system to certify that capital improvement projects and any other public projects are in compliance with the Master Plan.*
  The Master Plan embraces a multitude of topics. By creating a system of compliance documents, the City will not only go through a thorough process of assuring consistency with the Master Plan, it will be able to demonstrate that process and that compliance to the public. This does not have to be excessively burdensome; it simply requires documentation that the Plan was consulted and the aspects of the plan deemed to provide compliance. Because the Master Plan is a policy plan, there are many general categories of goals, policies, and strategies under which a variety of capital projects would legitimately reside.

Compliance with the Master Plan does not mean that a specific type of capital project must be named in the plan. However, if the connection between the project and the plan is not obvious, it will be necessary to provide an explanation of how, for example, this project furthers a goal, carries out a policy, or is part of a strategy. These compliance documents should accompany the capital program when it goes to the Mayor's office and the City Council, and, for accepted projects, should be put on the Planning Commission web site for public review.

As part of the CIP process, departments proposing capital projects must prepare a narrative explanation of how the project furthers or does not interfere with the goals, policies, and strategies of the Master Plan, and make available to the CPC any departmental master plans or other relevant documents, so that the CPC can evaluate how their plans fit into the city's overall master plan framework.

> CPC to collaborate more closely with the CAO's office on the CIP

- *Make the City Planning Commission the entity that certifies compliance with the Master Plan.* Once an agency creates a Master Plan compliance document for a project, Planning Commission staff should review it and prepare a consistency certification, if warranted. The CPC staff will provide the consistency certification to the CAO's office before the capital improvement program is presented to the CPC. If the project is not certified, then the department can resubmit, if desired, or take the project out of the proposed capital program. The department can also appeal to the Mayor, who should then hear both sides before making a decision.

- *Create a system to certify large private projects for compliance with the Master Plan.* Although private projects will be subject to the zoning ordinance, it would also be valuable to have a system where by private projects that are seeking CPC approval of land use actions have to show how they are consistent with the Master Plan. This can be done by including a brief narrative on how the proposed project conforms to the Master Plan in terms of a variety of issues, including neighborhood character and housing policy, transportation, green space, energy efficiency, and so on, in applications for approvals.

- *Publish regular reports on the progress of capital budget projects.* Make information available on the City's website.

GOAL **5**

Citywide system for government property maintenance and management

5.A Plan for maintenance, repair and replacement of assets.

Asset management involves taking care of the physical systems and structures (including, for example, streets, buildings, and trees) owned by the City and its agencies. In order to make the most cost-effective decisions while maximizing service, public managers need to know how much annual maintenance is needed, the service life of the asset, and how it can be calculated. Answers to these questions can drive decisions on whether and when to maintain, repair or replace assets. A number of software systems connected to GIS are available that are designed to keep track of the condition of assets and support decision making about maintenance and replacement.

The Government Finance Officers Association recommends the following steps for creating a system for capital maintenance and replacement:[1]

1 GFOA, *Capital Maintenance and Replacement (2007) (CEDCP)*, Recommended Practice brief. www.gfoa.org.

- Develop and maintain a complete inventory of all capital assets in a database (including GIS), including information such as location, dimensions, condition, maintenance history, replacement cost, operating cost, *etc.*
- Develop a policy for periodic evaluation of physical condition.
- Establish condition and functional performance standards.
- Develop financing policies for maintenance and replacement and consider earmarking fees or other revenue sources.
- Allocate sufficient funds in the capital program and the operating budget for routine maintenance, repair and replacement.
- Prepare an annual report on capital infrastructure including:
  > Condition ratings for the city
  > Condition ratings by asset class and other relevant factors
  > Indirect condition costs (for example, events like water main breaks that indicate condition)
  > Replacement life cycle by infrastructure type
  > Year to year changes in net infrastructure asset value
  > Actual expenditures and performance compared to budgeted expenditures and performance
- Report trends in spending and accomplishments in the CIP. New Orleans in recent decades has suffered from an inability to maintain many of its assets, often resulting in higher replacement costs. The hundreds of millions of federal dollars currently being invested in public assets in New Orleans do not yet have an asset management system attached to them. The City has commissioned a report on setting up an asset management system but has not implemented it.

ACTIONS

- *Make it a very high priority to establish an asset management system.*
  With the huge investment in new facilities now underway in New Orleans, it would be tragic for the city to be left without the capacity to prioritize its resources for maintenance and upkeep. According to the CAO's office, a study concluded that an asset management system would initially cost approximately $3 million. Training and staff activities to maintain the information database would be additional over time. However, asset management systems are known to save communities money over the long term, so the system would more than pay for itself eventually.

GOAL **6**

Improved internal and external accountability

6.A Make transparency and communications an integral part of government operations.

ACTIONS

- *Create a performance measurement system and information warehouse for city employees and to share with the public.*
  A number of cities have instituted performance measurement systems throughout city government. Local activists in New Orleans are working on the framework of a system they call "NOLAStat," which would be modeled on Washington's CapStat system—currently seen as the best model for both municipal performance accountability and information sharing—and usable internally by the city to enhance performance as well as being made available to the

public. It appeared in the 2009 budget as an unfunded priority. ***(For more information on model performance measures and data systems, see Volume 3, Chapter 16.)***

- *Enhance the city's E-government capacity.*
  Provide ordinances in more prominent and less hidden locations on the website and provide more forms and methods of conducting city business online. Although it has been improving, the City's web site remains difficult to navigate, even for experienced users; contains information that is years out of date; is poorly organized; and does not provide good search utilities.

- *Provide effective and meaningful access to information about municipal activities.*
  Governments are increasingly making available significant amounts of information about operations, facilities, staff, resources, and activities to the public over the internet. The City's web site can be difficult to use and it continues to include extremely outdated information. Instead of information protocols that cover all departments, each department or agency appears to be able to decide, for example, whether they will provide the names and contact information for staff and citizen members of boards, and the amount and nature of the information they provide about their departments. The user interface should be tested to make sure that it is easily understood by all kinds of users. Establishment of the NOLAStat system and other improvements will require taking a fresh look at how the city's technology systems are organized and operated. Current systems are not consistent with best practices. ***(See Volume 3, Chapter 16 for more information.)***

6.B Focus on more consistent and effective enforcement of municipal laws and regulations.

Throughout the Master Plan process, at every meeting, citizens called for more effective enforcement of city regulations and pointed to enforcement lapses as a reason to withhold confidence that implementation of the Master Plan could make a difference in the future. Enforcement and accountability should be priority values for creating a more livable and prosperous New Orleans.

ACTIONS

- *Provide the tools, training and funding needed for effective enforcement of the City's laws and regulations.*
  Visible enforcement of city laws is critical to confidence in the city's future. Certain kinds of enforcement actions can involve fees or fines, which then can fund the training and tools needed.

- *Improve the Office of Public Advocacy and the 311 system to report back to citizens on enforcement actions.*
  When citizens alert 311 to the need for enforcement, they should be offered the opportunity to receive a response from the relevant department within one month of the complaint. Resolution of the problem may not be possible within a month, but the response should provide information on what the city has done to investigate the problem, what steps are legally open to it, and what the city plans to do. Electronic forms are now available on the city website to make reporting easy. The 311 office should also be copied on any response and should keep a database with open complaints that require resolution. The system of "trouble tickets" common among many manufacturers may serve as a model. Municipal governments that have these systems find that citizens are very grateful to get a response and be informed—even if it means that they find out that resolution may require court action, or take longer than they would like. Responsiveness and communication are very much appreciated.

- *Give "customer training" to staff who deal with the public and make the quality of interactions with the public part of employee reviews.*
  Regular training to enhance staff-public interactions can remind staff of how to deal with the public.

GOAL **7**

More tax revenue for the general fund and an improved fiscal situation

7.A Seek opportunities to increase municipal revenues and resources for services, programs, and facilities over the long term.

ACTIONS

- *Recruit chain retail to serve New Orleans residents and increase the tax base.*
  Build on the opportunity site analyses in the Master Plan creating, as appropriate, market studies, limited incentives, and focused recruitment efforts.

- *Commission a study of how New Orleans can strengthen its fiscal position.*
  The study should include:
  > Analysis of collection of revenues and opportunities to increase collections.
  > Potential cost-efficiencies in delivery of government services.
  > Study of all licenses, permits, fees and fines to identify potential increased revenues, and new approaches to revenue. Some communities develop criteria that help explain why some services have fees attached to them and others do not. For example, recreational activities whose purpose is primarily to benefit the individual should be more fee based than recreational activities that have a clear social basis benefiting the entire community.
  > Study of utility rates under the control of the City Council and whether incentives for conservation (and lower bills) could be tied to higher rates.
  > Identification of potential state and federal funding opportunities for appropriate projects and the internal resources needed to access these opportunities in a cost-effective way.
  > Implementation strategies taking account of political, state constitutional, constitutency-building, legislative aspects of the various approaches.

City of New Orleans
Future Land Use Map City Wide

January 26, 2010

Inset of Lake Catherine and Bayou Sauvage

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
- Residential Medium Density Pre-war
- Residential Multi-Family Pre-war
- Neighborhood Commercial
- General Commercial
- Downtown Exposition
- Mixed-Use Low Density
- Mixed-Use Medium Density
- Mixed-Use High Density
- Downtown Mixed-Use
- Mixed-Use Health/Life Sciences Neighborhood
- Mixed-Use Maritime
- Business Center
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 1A

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
- Residential Medium Density Pre-war
- Residential Multi-Family Pre-war
- Neighborhood Commercial
- General Commercial
- Downtown Exposition
- Mixed-Use Low Density
- Mixed-Use Medium Density
- Mixed-Use High Density
- Downtown Mixed-Use
- Mixed-Use Health/Life Sciences Neighborhood
- Mixed-Use Maritime
- Business Center
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 1B

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
- Residential Medium Density Pre-war
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- Neighborhood Commercial
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- Mixed-Use Maritime
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- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

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BASIN EXIT
N ROBERTSON ST
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TREME ST
ST CLAUDE AVE
N VILLERE ST
BARRACKS ST
ST PHILIP ST
N RAMPART ST
URSULINES AVE
GOVERNOR NICHOLLS ST
ESPLANADE AVE
KERLEREC ST
PAUGER ST
TOURO ST
FRENCHMEN ST
ELYSIAN FIELDS AVE
MARIGNY ST
MANDEVILLE ST
DECATUR ST
CHARTRES ST
ROYAL ST
FRENCH MKT PL
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BURGUNDY ST
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N FRONT ST
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SUGAR BOWL DR
POYDRAS ST
LOYOLA AVE
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ROBERTSON ST
PROFIT ST
S LIBERTY ST
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S RAMPART ST
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BARONNE ST
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PELICAN AVE
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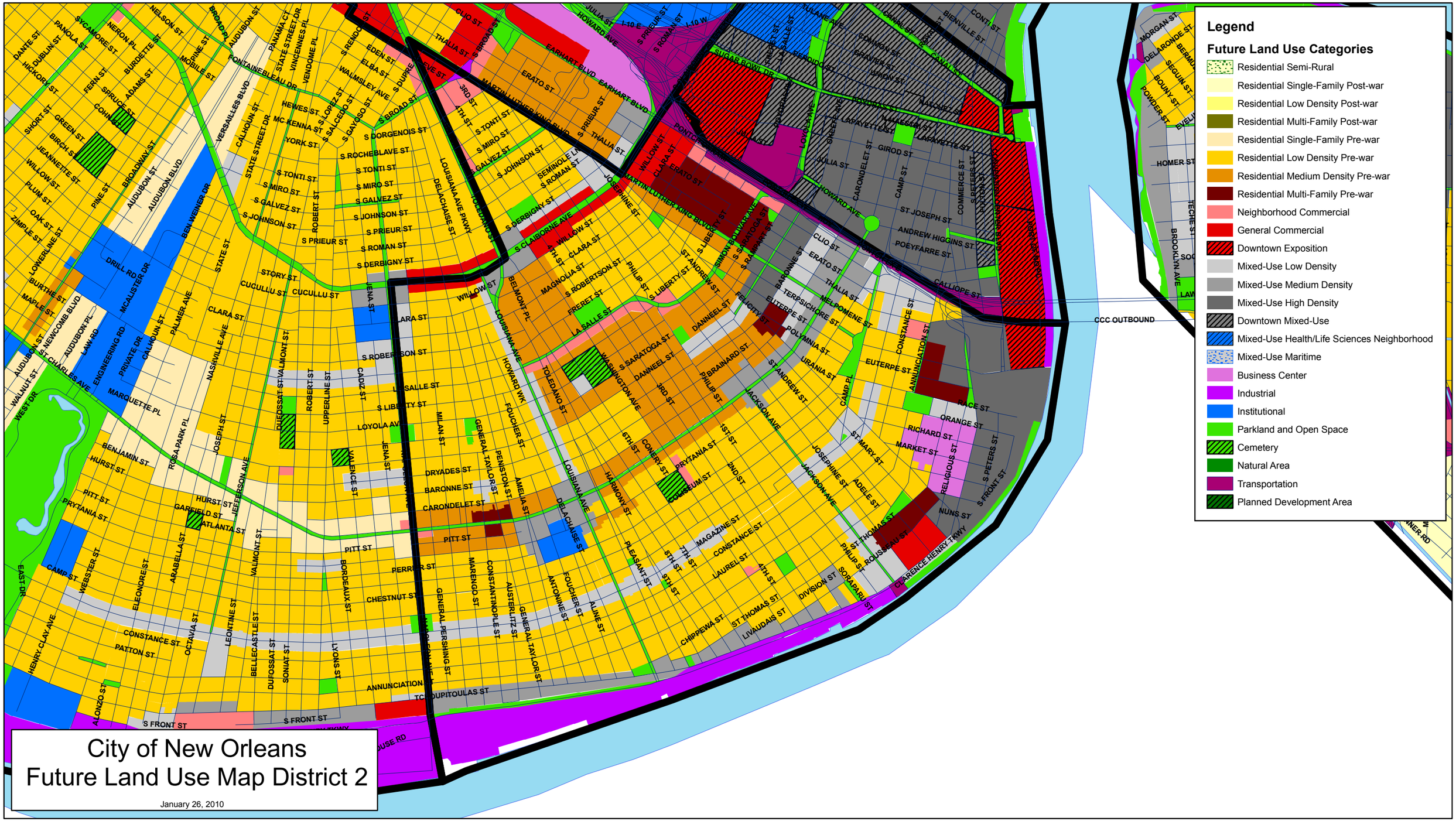
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Mixed-Use Health/Life Sciences Neighborhood
Mixed-Use Maritime
Business Center
Industrial
Institutional
Parkland and Open Space
Cemetery
Natural Area
Transportation
Planned Development Area
CCC OUTBOUND
City of New Orleans
Future Land Use Map District 2
January 26, 2010

City of New Orleans
Future Land Use Map District 3

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
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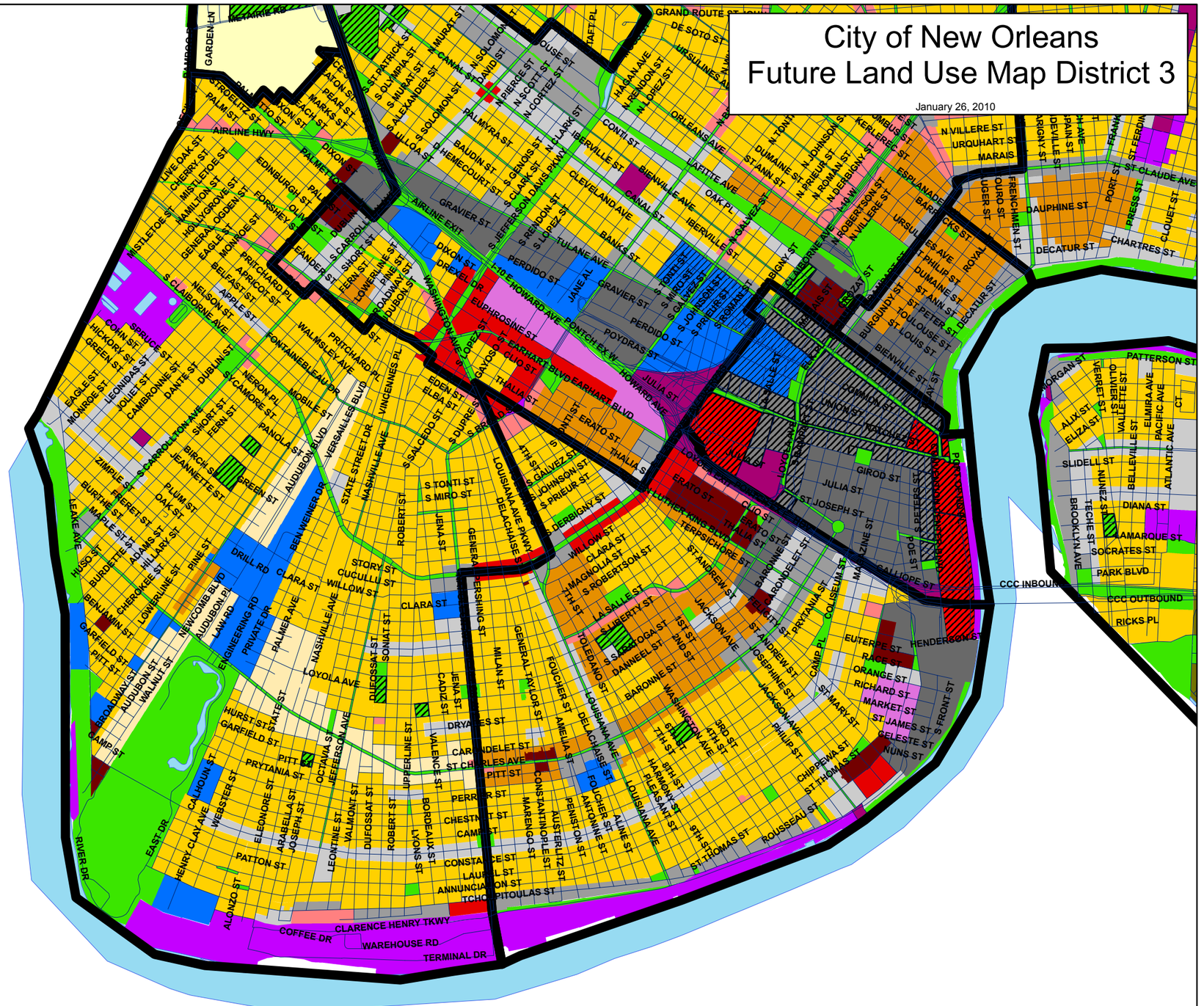
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LOWERLINE ST
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PRIVATE DR
DRILL RD
BEN WEINER DR
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PALMER AVE
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FOUCHER ST
TOLEDANO ST
LOUISIANA AVE
JACKSON AVE
PHILIP ST
CHIPPEWA ST
ST THOMAS ST
ROUSSEAU ST
ST MARY ST
CAMP PL
COLISEUM ST
PRYTANIA ST
EUTERPE ST
RACE ST
ORANGE ST
RICHARD ST
MARKET ST
ST JAMES ST
CELESTE ST
NUNS ST
S FRONT ST
HENDERSON ST
GIROD ST
JULIA ST
ST JOSEPH ST
POE ST
CALLIOPE ST
S CLARK ST
S RAMPART ST
ERATO ST
THALIA ST
CUJO ST
LOYOLA AVE
S GALVEZ ST
S JOHNSON ST
S PRIEUR ST
S DERBIGNY ST
S MIRO ST
S TONTI ST
JENA ST
ROBERT ST
STORY ST
CUCULLU ST
WILLOW ST
NASHVILLE AVE
STATE ST
VERSAILLES BLVD
EDEN ST
ELSA ST
S DUPRE ST
S SALCEDO ST
VINCENNES PL
EDEN ST
ELSA ST
4TH ST
S

City of New Orleans
Future Land Use Map District 4

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
- Residential Medium Density Pre-war
- Residential Multi-Family Pre-war
- Neighborhood Commercial
- General Commercial
- Downtown Exposition
- Mixed-Use Low Density
- Mixed-Use Medium Density
- Mixed-Use High Density
- Downtown Mixed-Use
- Mixed-Use Health/Life Sciences Neighborhood
- Mixed-Use Maritime
- Business Center
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 5

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
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- Business Center
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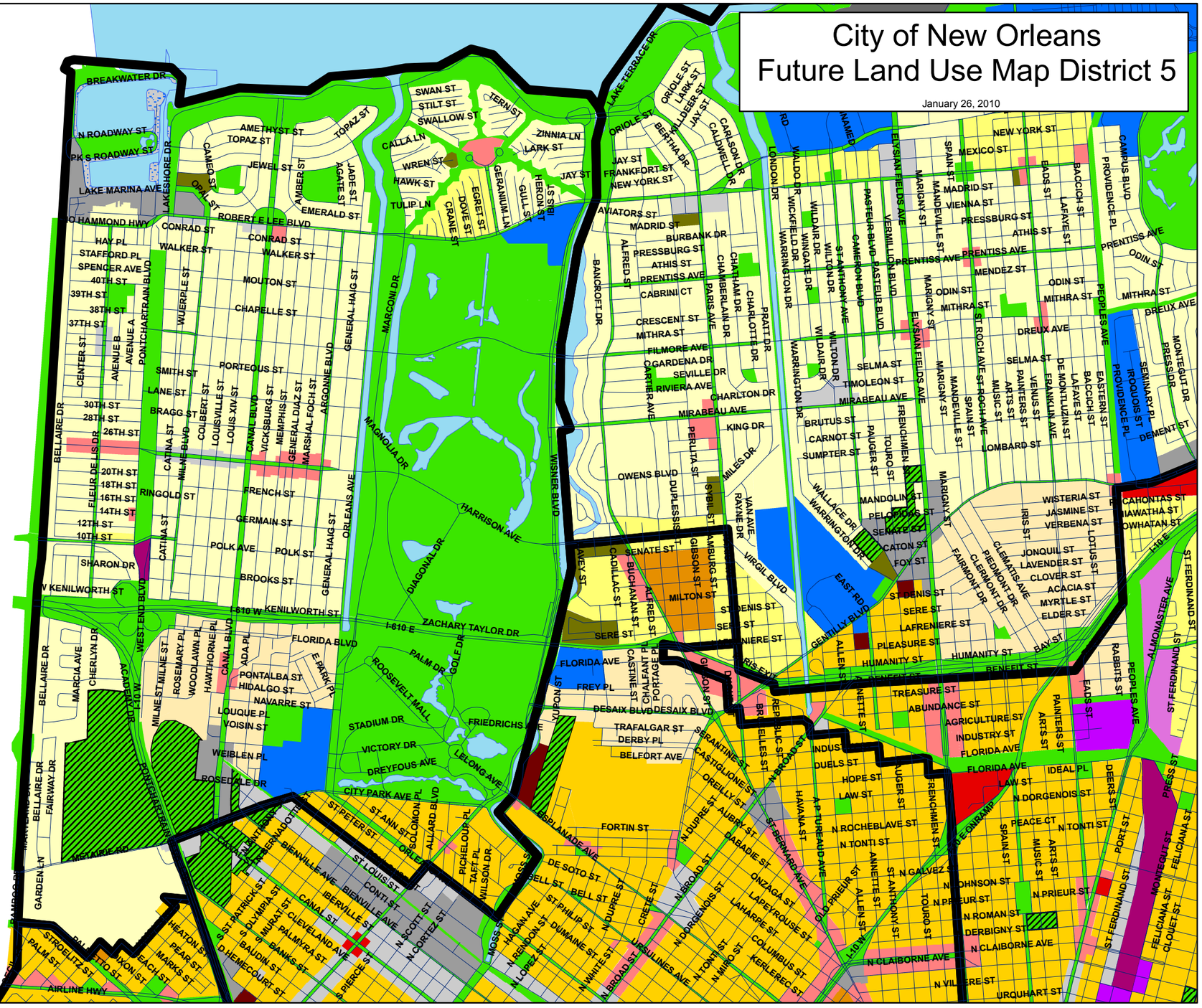
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area



City of New Orleans
Future Land Use Map District 6

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
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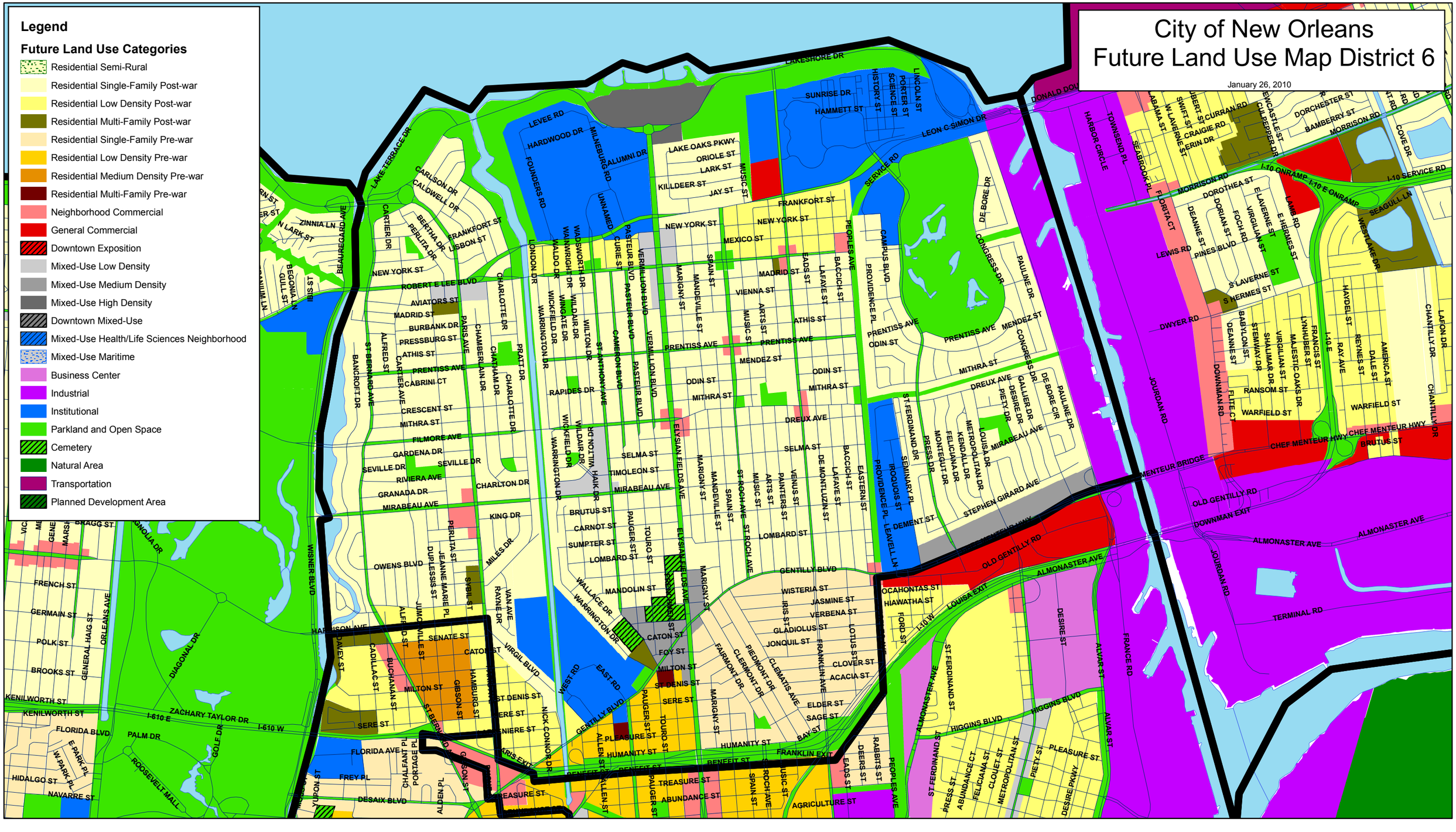
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area



City of New Orleans
Future Land Use Map District 7

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
- Residential Medium Density Pre-war
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- General Commercial
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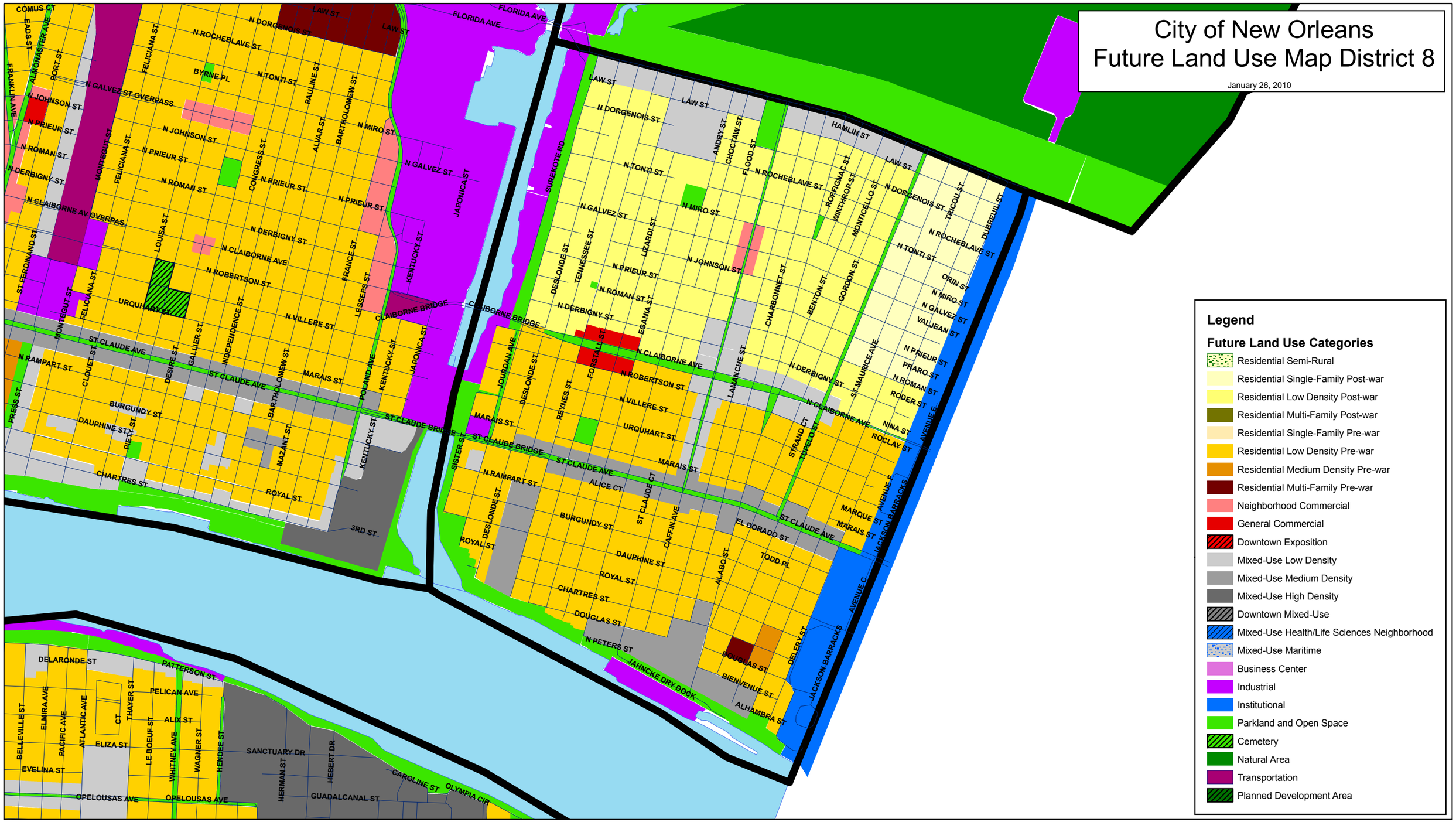
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 8

January 26, 2010



Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
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- Mixed-Use Maritime
- Business Center
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 9

January 26, 2010

Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
- Residential Low Density Pre-war
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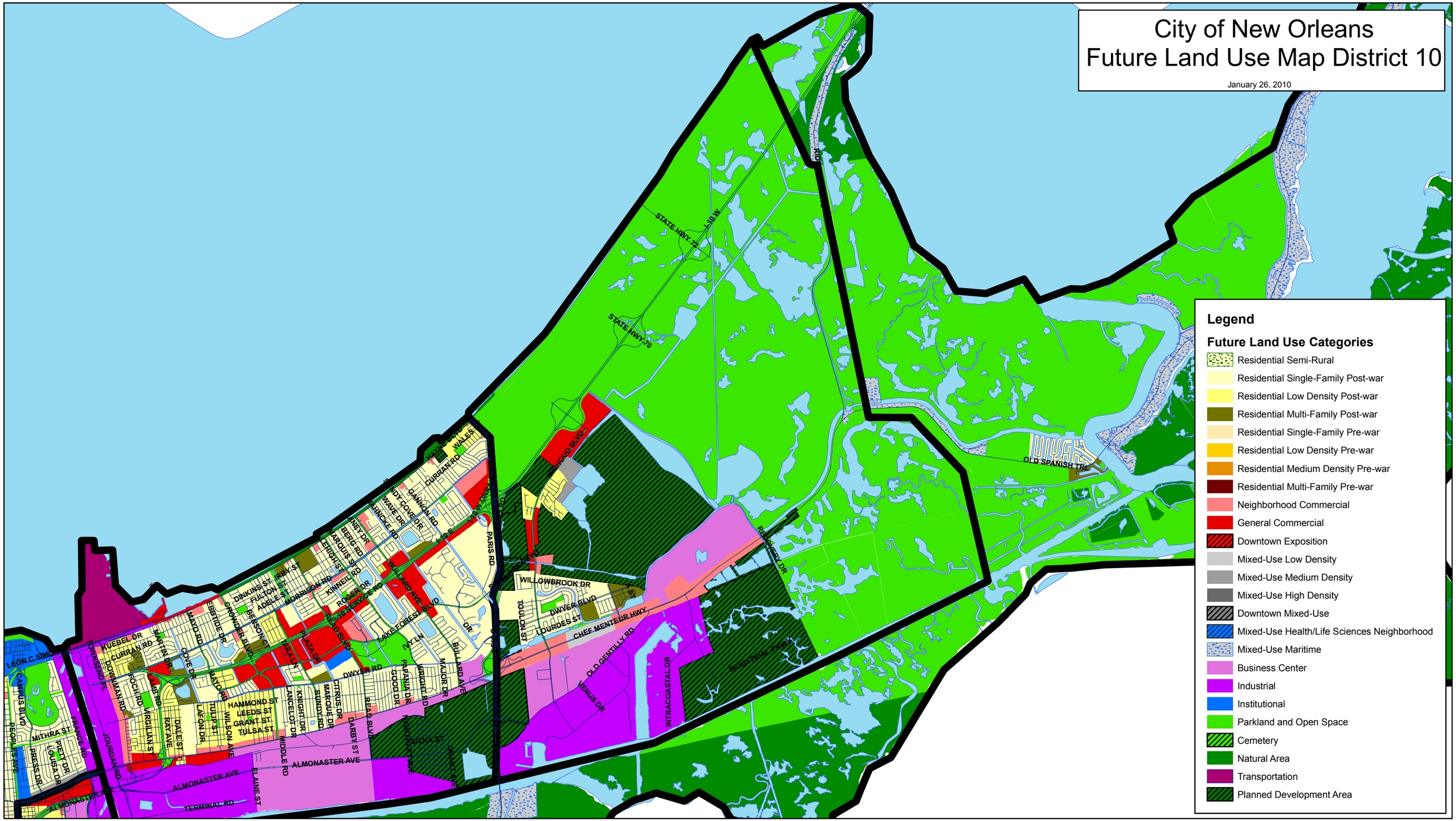
- Mixed-Use Maritime
- Business Center
- Industrial
- Institutional
- Parkland and Open Space
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 10

January 26, 2010



Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
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- Cemetery
- Natural Area
- Transportation
- Planned Development Area

Legend

Future Land Use Categories

- Residential Semi-Rural
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- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
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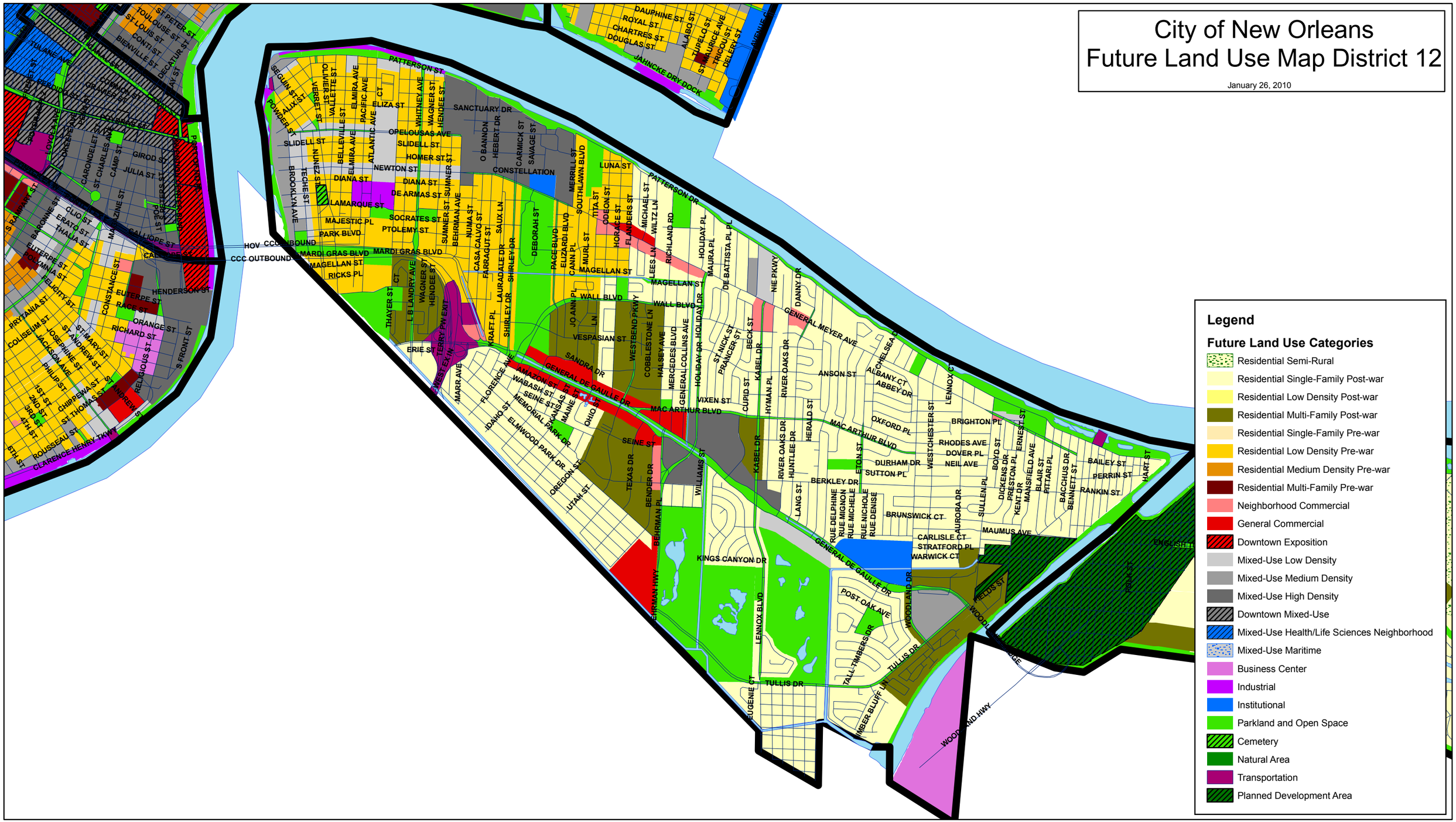
- Cemetery
- Natural Area
- Transportation
- Planned Development Area

City of New Orleans
Future Land Use Map District 11

January 26, 2010

City of New Orleans
Future Land Use Map District 12

January 26, 2010



Legend

Future Land Use Categories

- Residential Semi-Rural
- Residential Single-Family Post-war
- Residential Low Density Post-war
- Residential Multi-Family Post-war
- Residential Single-Family Pre-war
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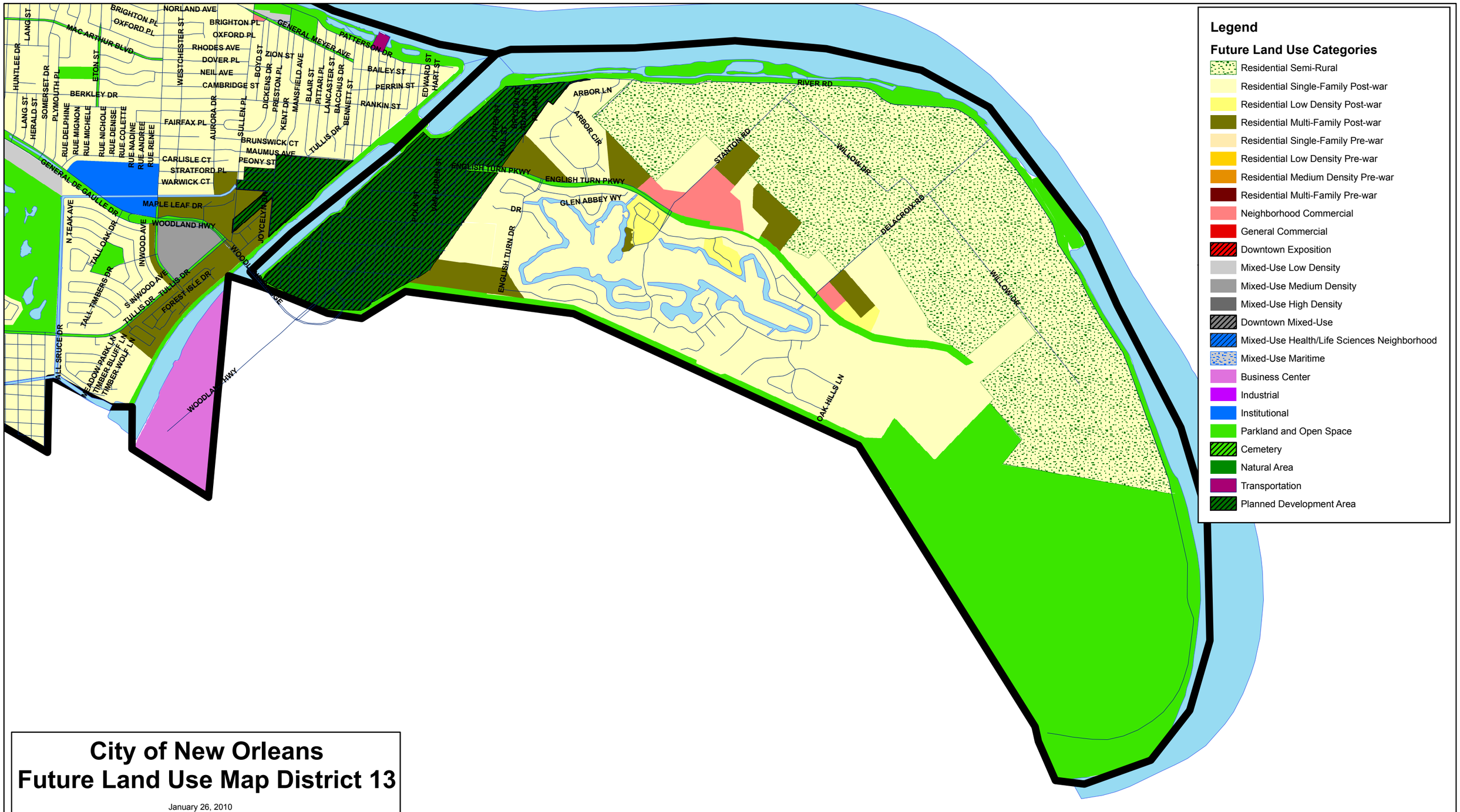
Legend
Future Land Use Categories
Residential Semi-Rural
Residential Single-Family Post-war
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Business Center
Industrial
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Parkland and Open Space
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Natural Area
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Planned Development Area
NORLAND AVE
BRIGHTON PL
OXFORD PL
RHODES AVE
DOVER PL
NEIL AVE
CAMBRIDGE ST
BERKLEY DR
FAIRFAX PL
CARLISLE CT
STRATFORD PL
WARWICK CT
MAPLE LEAF DR
WOODLAND HWY
MAC ARTHUR BLVD
GENERAL MEYER AVE
PATTERSON DR
BAILEY ST
PERRIN ST
RANKIN ST
BRUNSWICK CT
MAUMUS AVE
PEONY ST
GENERAL DE GAULLE DR
ARBOR LN
ARBOR CIR
RIVER RD
STANTON RD
WILLOW DR
ENGLISH TURN PKWY
GLEN ABBEY WY
DELACROIX RD
ENGLISH TURN DR
OAK HILLS LN
TULLIS DR
FOREST ISLE DR
TALL TIMBERS DR
WOODLAND AVE
JOYCELYN DR
N TEAK AVE
TALL OAK DR
WOODLAND HWY
City of New Orleans
Future Land Use Map District 13
January 26, 2010