
Text Amendment Request(s): Chapter 8 (08-01 to 08-04)

I. GENERAL INFORMATION

Description: Chapter 8 of the Master Plan is “Health and Human Services.” This Chapter 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.

Assessment: The implementation of the original recommendations of Chapter 8 of the Master Plan is somewhat mixed. While some goals and recommendations have been met, the challenge of providing programs and services is an ongoing effort. As the Master Plan states, many of the entities responsible for providing these programs and services are private, non-profit, or state or federal government agencies. Some of those entities, especially the non-profits and private entities have changed or evolved into new organizations, so many of the requested amendments are merely updates to these supporting entity lists. Other requested revisions are modifying or updating goals, programs, and policies to address current conditions.

Requests: The City Planning Commission solicited proposals for Master Plan text amendments from the general public, as well as various City and other governmental agencies and departments. The below table is a summary of each request received by the City Planning Commission, the applicant, and the subject of the request.

Request Number	Applicant	Chapter	Subject
Text 08-01	AARP Louisiana/New Orleans Age Friendly Task Force	V. 2 Ch. 8	Creation of an Age Friendly Working Group
Text 08-02	Mayor's Office	V. 2 Ch. 8	Revise conditions, goals and strategies in the Health & Human Services Chapter
Text 08-03	City Planning Commission	V. 2 Ch. 8	Numerous revisions throughout the Health & Human Services Chapter
Text 08 - 04	Louisiana Landmarks Society	V. 3 Ch.8	Add paragraph regarding lead poisoning under "Children's Health"

II. ANALYSIS

A. What general and specific text changes were included in the requests made for the petitioned chapter(s)?

Generally, all four requests were requests to update Chapter 8 in terms of new data available or data that has changed since 2010; revising some of the responsible implementing agencies; to clarify or update information on various programs; or to clarify or expand slightly the scope of the policy recommendations.

B. How did the staff respond to each request for text change for the petitioned chapter(s)?

The staff looked on these text revision requests, especially the requests in Text 08-01 and 08-02, as requests from parties who are in the midst of the work being done in the area of Health and Human Services. Therefore the staff generally has accepted the amendments of those entities as the experts on what is needed to complete their missions within the Master Plan framework. Text 08-03 is a list of text changes from the staff of the CPC to update data, clarify specific programs and processes (such as the NPP process), and miscellaneous corrections.

Text 08-01 – The amendments requested by AARP Louisiana address specific sections of Chapter 8 that creates a new “Age Friendly Working Group” to address the needs of the aging population of New Orleans. This group’s goals, composition, and mission are created by the proposed revisions. The staff agreed that these revisions were appropriate and that they add to the relevance of Chapter 8 specifically and the Master Plan generally. No modifications to the request are being made by CPC staff.

Text 08-02 – The Administration, primarily from the City of New Orleans Health Department, has requested numerous revisions throughout Chapter 8. Many of these are updates to statistical data that has changed since 2010. Other edits are updating or changing the implementing entity or agency. Some of the edits represents goals that have been met and setting new goals for the future.

In general, the Administration and the City of New Orleans Health Department are the primary forces behind Chapter 8 and its success and the CPC staff has no objection to the requested revisions.

There were a couple of places where the Administration requested a revision but was not specific about what would take the place of the existing text or illustration. One of these revisions is a reference to a text box called “Shape-Up Somerville” on page 8.16, referencing a program in Somerville, MA. The amendment refers instead to a local initiative by the City of New Orleans Health Department – “FitNOLA.” The CPC staff has inserted a text box replacing “Somerville” with “FitNOLA”. That can be found in the attached marked-up Chapter 8, Health & Human Services Chapter at the end of this report.

Section	Page	Revision
Narrative	8.16	Update text box in Section ___ - replace "Somerville" with "FitNOLA"

Text 08-03 – These requests from the City Planning Commission reflect updated information, statistics, and several corrections or clarifications to existing text. One proposed revision did not specify the section to revise. That correction is below:

Section	Page	Revision
Narrative	8.26	Update 4.A.2 with information "the CZO allows agriculture with products for commercial sale in most districts."

Text 08-04 - The requested text revision refers to other text amendment requests by the Louisiana Landmarks Society in Chapter 13 “Environmental Quality.” The proposed revisions in that Chapter updates and clarifies existing conditions in New Orleans and how levels of lead contamination are showing signs of improvement due to the efforts of many agencies and entities. The proposed amendment is requested in the appropriate section, under “Children’s Health” and the staff has no objection to this request.

However, existing Chapter 13 of the Master Plan is being combined with the existing Chapter 12 “Resilience” to form a new Chapter 12, “Adapt to Thrive”. Therefore, a modified approval is recommended with the proposed revision to refer generally to the newly revised Vol.3, Chapter 13.

<i>Section</i>	<i>Page</i>	<i>Revision</i>
"Children's Health" narrative	Volume 3, Chapter 8, page 8.5	<u>A study comparing New Orleans children with blood lead before Katrina and ten years after showed a profound improvement. The blood lead reductions are associated with decreases in soil lead in the city. See the section on “Lead Poisoning” in the revised Chapter 12 – “Adapt to Thrive”</u>

III. SUMMARY

The proposed revisions to Chapter 8 by AARP, the Mayor’s Office, the City Planning Commission, and the Louisiana Landmarks Society are very generally focused on the updating of data and clarifying goals and policies. Text Amendment 08-01 by AARP expands the policies a bit by focusing on conditions and services for the aging populated.

The following table contains a summary of each request and how the staff responded to each. For requests that the staff recommends approval or modified approval, proposed text is included in the next section.

<i>Request</i>	<i>Subject</i>	<i>Chapter</i>	<i>Staff Recommendation</i>
Text 08-01	AARP Louisiana/New Orleans Age Friendly Task Force	V. 2, Chap. 8	Approval
Text 08-02	Mayor's Office	V. 2, Chap. 8	Approval
Text 08-03	City Planning Commission	V. 2, Chap. 8	Approval
Text 08-04	Louisiana Landmarks Society	V. 3, Chap. 8	Modified Approval

IV. PRELIMINARY STAFF RECOMMENDATION¹

The staff recommends **APPROVAL** of text amendment requests 08-01, 08-02, 08-03, and 08-04 to revise and replace the requested modifications to the Master Plan **Chapter 8 – Health and Human Services**, as proposed.

¹ Subject to modification by the City Planning Commission

V. TEXT AMENDMENT RECOMMENDATION

Include the staff recommended Chapter Text with additions in **Bold & Underline** and deletions in ~~striketrough~~ in attachments.

VI. CITY PLANNING COMMISSION MEETING (FEBRUARY 7, 2017)

The Planning Administrator summarized the text amendment requests to Chapter 8.

Nobody spoke in favor or in opposition of the request.

Commissioner Green made a motion to accept staff recommendation for Text 08-01, Text 08-02, Text 08-03, and Text 08-04. Commissioner Stewart seconded the motion, which was adopted.

Motion

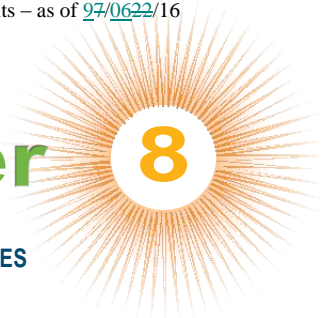
BE IT MOVED BY THE CITY PLANNING COMMISSION THAT TEXT 08-01, TEXT 08-02, AND TEXT 08-03, ARE HEREBY RECOMMENDED FOR **APPROVAL** AND THAT TEXT 08-04 IS HEREBY RECOMMENDED FOR **MODIFIED APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Duplessis, Mitchell, Steeg, Stewart

NAYS: None

ABSENT: Green, Hughes, Isaacson, Wedberg

VOLUME 2
chapter



HEALTH AND HUMAN SERVICES

GOAL	POLICIES FOR DECISIONMAKERS	FOR MORE INFORMATION, SEE PAGE:
<p>1 <i>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</i></p>	<p>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.</p>	8.15
	<p>1.B. Provide for the location of Multi-service Centers and other needed health and human service facilities, including supportive housing, in zoning and other land use regulations.</p>	8.18
	<p>1.C. Involve neighborhood and community groups and other stakeholders in decisions about the location and development of Multi-service Centers.</p>	8.18
	<p>1.D. Provide transportation linkages to Multi-service Centers to ensure accessibility of services</p>	
<p>2 <i>Coordination of health and human service delivery across the continuum of care</i></p>	<p>2.A. Support and promote ongoing initiatives to convene a Citywide Human Services Consortium.</p>	8.19
	<p>2.B. Streamline City-administrated grant funding processes for health and human services.</p>	8.20
	<p>2.C. Support the development of a coordinated system of record keeping, intakes and referrals throughout all levels of health care service provision.</p>	8.21
	<p>2.D. Prioritize funding for health and human service initiatives that provide comprehensive case management and/or coordinated care across several disciplines and over time.</p>	8.21

Comment [THJ1]: Text 08-02

GOAL	POLICIES FOR DECISION MAKERS	FOR MORE INFORMATION, SEE PAGE:
3 <i>A robust continuum of health care and human services, including preventative care, that is accessible to all residents</i>	3.A. Ensure the continued success and expansion of community-based health clinics according to national best practices.	8.22
	3.B. Support and enhance efforts to increase health insurance coverage for all residents.	8.23
	3.C. Prioritize funding and support for programs that increase the health and developmental outcomes of children.	8.23
	3.D. Expand mental health and addiction care services and facilities to meet current and projected needs.	8.24
	3.E. Support and enhance preventative and public health education and programs.	8.25
	3.F. Develop additional hospital facilities and Review need for and effective use of emergency health care services and infrastructure according to data on projected population and need.	8.25
	3.G. Support and enhance programs and partnerships that promote sexual and reproductive health and teen pregnancy prevention.	
	3.H. Provide for emergency planning to ensure continuity of operations and services.	
4 <i>Access to fresh, healthy food choices for all residents</i>	4.A. Establish and promote fresh-produce retail outlets within walking distance of all residents.	8.25
	4.B. Support access to healthy nutrition opportunities at government-run or supported facilities, including (but not limited to) healthy foods and beverages, availability of breastfeeding spaces, and availability of fresh water.	8.27
	4.C. Explore avenues to address unhealthy food choices.	8.27
	4.D. Promote business development for farmers and processors of locally grown fresh food.	
5 <i>High quality child care and learning opportunities beyond basic education that are accessible to all children</i>	5.A. Expand after school and youth programs to serve all New Orleans children.	8.27

Comment [THJ2]: Text 08-02

Comment [THJ3]: Text 08-02

Comment [THJ4]: Text 08-02

6	<i>High quality supportive services for the elderly that are accessible to all elderly residents</i>	6.A. Expand elder care facilities and services in areas of greatest need.	8.29
		6.B. Provide affordable paratransit service for seniors.	8.29
		<u>6.C Create an Age Friendly New Orleans Working Group to guide an age friendly strategy for the city to better support its seniors and allow for aging in place.</u>	<u>8.29</u>

Comment [THJ5]: Text Amendment Request 08-01 by AARP

GOAL	POLICIES FOR DECISIONMAKERS	FOR MORE INFORMATION, SEE PAGE:
7 <i>A robust continuum of care for homeless individuals and families, centered on permanent supportive housing</i>	A. Provide additional funding and support for outreach and safety net services for homeless persons.	8.30
	B. Provide for the location of permanent supportive housing, emergency shelters and daytime service centers for the homeless in land use and zoning.	8.30
	C. Support programs and services that prevent homelessness through financial counseling and emergency assistance to at-risk households.	8.30
8 <i>A criminal justice system that is effective, efficient, and just, and that emphasizes prevention and rehabilitation</i>	8.A. Support and expand community-based crime prevention programs that target high-risk populations.	8.31
	8.B. Expand evidence-based alternative sentencing, diversion, and community corrections programs for nonviolent offenders that emphasize comprehensive rehabilitation.	8.32
	8.C. Support and expand Community Policing and neighborhood involvement in crime prevention.	8.33
	8.D. Provide support for re-entry in accordance with best practices	
	8.E. Ensure other appropriate approaches to preventing and responding to violence	

Comment [THJ8]: Text 08-02

Comment [THJ9]: Text 08-02



fact sheet

HEALTH AND HUMAN SERVICES

Health

- Louisiana ranked 50th in the nation in overall health in 201508.
- Infant mortality rate in Louisiana in 201508: 8.410-3 deaths per 1,000 live births (3rd highest in the nation).
- Cancer death rate in Louisiana in 201508: 217.923-8 deaths per 100,000 people (4th second-highest in the nation).
- Leading cause of death in Louisiana in 201507: Cardiovascular disease
- Rate of binge drinking in Louisiana in 201508: 163-3 percent (13th25th highest/lowest in the nation)
- Prevalence of obesity in Louisiana in 201408: 349.97 percent (3rd4th highest in the nation)
- Percentage of pregnant women in Louisiana who received adequate prenatal care in 201108: 77.181-7.
- Average number of sick days per month Louisiana in 201108: 4.23-6 (730th in the nation).
- Percentage of New Orleans adults without health insurance in 201108: 198 (down from 26 percent in 2006).
- Percentage of New Orleans residents reporting some type of chronic health condition—or physical disability in 201108: 5661.
- Percentage of New Orleans residents reporting trouble accessing health care in 2008: 68.
- Percentage decrease/increase in access to primary care for Louisiana residents from 20087 to 201308: 1.35 (from 113.5 to 119.4 to 117.9 primary care physicians per 100,000 residents).
- Increase in public health funding per resident in Louisiana from 20087 to 201308: \$9659 to \$925.
- Number of hospitals open in New Orleans as of January 20092016: 143 (as compared to 23 before Hurricane Katrina).
- African Americans in New Orleans were significantly more likely than whites to experience physical health challenges (have fair or poor general health (2872 percent compared with 1960 percent) and report having no personal doctor/difficulty accessing health care (3165 percent compared with 2245 percent) in 201408.
- African American residents of Louisiana had a significantly higher cardiovascular death

- 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 capita 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 illness-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 201008: 1420 (down from 240 percent in 20086).
- Percentage of New Orleans adults in 201008 who reported having been diagnosed with a serious mental illness: 165 (up from 155 percent in 20086).

WHAT DOES IT MEAN?

New Orleans residents already have a higher/high rates of mental illnesses like depression and Post Traumatic Stress Disorder (PTSD) than the national average, and the number of reported significant increases in mental health issues and diagnoses continues to climb each year, es from 2006 to 2008. However, Louisiana residents overall report relatively few poor mental health days as compared with the nation.

WWW.NOLAMASTERPLAN.ORG

Comment [THJ10]: All revisions on this page requested in Text 08-02



fact sheet

HEALTH AND HUMAN SERVICES

Children and Seniors

- In 2015⁹⁹, Louisiana ranked 48th in the nation for child well-being based on ten indicators.
- Percentage of children in New Orleans living in poverty in 2014⁹⁷: 43 percent⁹⁶.
- Percentage of pre-Katrina childcare centers open in New Orleans in January, 2016⁹⁹: 5546 (150th out of 273).
- Median annual cost for one infant in a Class A child care center in New Orleans in 2014⁹⁷: \$5,275⁹⁰ (12.84⁷ percent of median household income).
- Percentage of qualified New Orleans families receiving child care assistance vouchers in 2008: 38.
- Percentage of Louisiana New Orleans children served by afterschool programs in 2016: 1507⁹⁷-less than 25.
- Percentage of New Orleans senior citizens in need of health and supportive care: 16
- The percentage of New Orleans citizens over 65 was 11.5% in 2014 and is projected to increase by

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.

There is a need to plan for the inclusion of citizens over 65 years of age, an age group which is projected to dramatically increase by 5% by the year 2030.

Homelessness

- As of January/February, 2015⁹⁸, there were an estimated 1,700^{2,000} homeless individuals in the City of New Orleans—less than half of about 4 percent of the city's total population.
- Number of emergency shelter beds in New Orleans as of March, 2015⁹⁹: 472⁵¹⁴.
- Percentage of homeless residents in 2012⁹⁸ who had some form of disability: 79⁸⁰.
- Percentage of homeless residents in 2008 who had more than one form of disability: 31.

WHAT DOES IT MEAN?

An estimated 0.434 percent of the total population of city was homeless as of January/February, 2015⁹⁸, 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 2013⁹⁹, Louisiana had the highest incarceration rate in the nation, (1,420 per 100,000 adults)
- In 2013⁹⁸, Louisiana had a higher rate of detained and committed youth as compared to the national average (180¹⁴⁹ per 100,000 youth, compared with 173²⁵ nationally).
- In 2013⁹⁸, the cost of detaining a juvenile offender in Louisiana was more than \$141¹⁵,000 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.

Comment [THJ11]: Except where noted, all revisions on this page requested in Text 08-02

Comment [THJ12]: Text 08-01 AARP

Sources: United Health Foundation, 2001⁵⁹; Louisiana Public Health Institute, 2011⁵⁹; Kaiser Family Foundation, 2015⁹⁹; Brookings Institute/Greater New Orleans Community Data Center, 2001⁵⁹; Bring New Orleans Back Health and Human Services Commission, 2015⁹⁶; Kessler et al., 2008; Agenda for Children, 2008; Afterschool Alliance, 2016; New Orleans Community Health Improvement Report, 2013; The Sentencing Project 2016; Louisiana Housing Corporation, 2016.

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 as 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.sfmppop.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	NOAH	New Orleans Adolescent Hospital
BHAN	Behavioral Health Action Network (a program of the Louisiana Public Health Institute)	NOPD	New Orleans Police Department
CAO	Chief Administrative Officer	NOPJF	New Orleans Police and Justice Foundation
CDBG	Community Development Block Grant	NORA	New Orleans Redevelopment Authority
CHIP	Children's Health Insurance Program	NORD	New Orleans Recreational Department
CJLA	Criminal Justice Leadership Alliance	OPISIS	Orleans Parish Information Sharing and Integrated System (a program of the New Orleans Police and Justice Foundation)
CPC	City Planning Commission	OFICD	Office of Facilities, Infrastructure, and Community Development
D-CDBG	Disaster Community Development Block Grant	PATH	Partnerships for Access to Health Care (a program of the Louisiana Public Health Institute)
DHH	Louisiana Department of Health and	UNOP	Unified New Orleans Plan
LDH	Hospitals Department of Social Services		
DSS	Hospitals 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		

Comment [THJ13]: Text 08-02

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, new hospitals, and the expansion of Medicaid in Louisiana, and most New Orleans children have health insurance, Louisiana performs poorly on many measures of overall health, and socioeconomic disparities in health outcomes persist in New Orleans. The city suffers from inequitable health outcomes for a range of measures including infant mortality and chronic disease rates, which must be addressed through more equitable social, economic, and environmental conditions in addition to improved access to health care. 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.

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 by convening agencies working toward similar outcomes and leveraging funding to promote program coordination, and efficiency, and quality. Because of the influence of social, economic and environmental factors on health, City government can also promote "health in all policies;" namely, the consideration of how policies and decisions made across sectors can affect health equity.



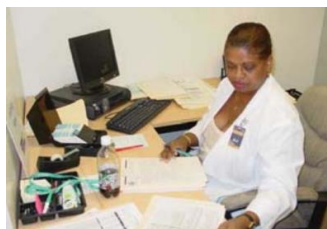
IMAGE: GNO UNITED WAY

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

Comment [THJ14]: Text 08-02

Comment [THJ15]: Text 08-02

Comment [THJ16]: Text 08-02



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.

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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.

Comment [THJ18]: Text 08-02

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	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				
		HOW	WHO	WHEN	RESOURCE	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	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.	1. 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/OFIC 2009 budget provides \$25 million for institutions hospitals.	8.15 - 8.17
		2. Use current data on population and service needs to identify under served areas and locate new multi-service centers (MSCs) and other health and human service providers in areas of greatest need.	CPC, Health Department, DHH, Capital Projects	First five years	LPHI, the Greater New Orleans Community Center, DHH, college and university institutes, others	8.17
		3. 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/OFIC 2009 budget provides \$25 million for institutions hospitals.	8.18
	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.	1. Consult with homeless housing providers (UNITY and other advocacy groups) and other service delivery agencies in creating new regulations.	CPC	First five years	UNITY of New Orleans provide information on conducive to portive developme	8.18
	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.	1. Use Neighborhood Participation Program to ensure meaningful community input.	CPC	First five years	Neighborhood Participatio Program Plan Chapter 15.)	8.18
	1.D. Provide transportation linkages to Multi-service centers to ensure accessibility of services	1. Coordinate or develop transportation services to/from non-emergency appointments for all Medicaid recipients	RTA, LDH, local rideshare companies	Next five years	Medicaid expansion	
2. Coordination of health and human service delivery across the continuum of care	2.A. Support and promote ongoing initiatives to convene a citywide health care consortium and a	1. Ensure full participation of all relevant public agencies in consortia meetings and initiatives.	Health Department, MHSD, DHH, LDH, DSS, private	First five years	PATH, BHAN grams of have already convened	8.19

Comment [THJ19]: Text 08-03

Comment [THJ20]: Text 08-03

Comment [THJ21]: Text 08-02

	citywide human services consortium.		and nonprofit providers		along these Build on these. Existing coalitions include Fit NOLA and the	
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Comment [THJ22]: Text 08-02

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

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
2. Coordination of health and human service delivery across the continuum of care	2.A. Support and promote ongoing initiatives to convene a citywide health care consortium and a citywide human services consortium.	2. Coordinate partnership with the City Health Department and the New Orleans Place Matters Working GroupFit NOLA partners to develop and implement full range of strategies focused on reducing obesity among New Orleanians.	Health Department, non-profit organizations	First five years	Grants, philanthropic resources	8.20
	2.B. Streamline City-administered grant funding processes for health and human services.	1. 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.	8.20
	2.C. Support the development of a coordinated system of record-keeping, intakes and referrals throughout all levels of health care service provision.	1. 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.	8.21
	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.	1. Advocate for the completion of the Neighborhood Place at Mahalia Jackson School. 2. Implement ACT teams and support other resources that increase the availability of comprehensive case management.	Health Department, Mayor's Office, School Board DHH, DSS, MHSD	First five years First five years	Advocate at state level for implementation of planned Neighborhood Place CDBG, philanthropic funding	8.21 8.22
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.	1. 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	8.22
		2. Advocate for increased funding for Federally Qualified Health Centers	Mayor's Office; Health Department	First five years	Federal funding (Health Care Financing Administration)	8.22
		3. Seek Private philanthropic funding.	Mayor's Office; Health Department	First five years	Federal funding (Health Care Financing Administration)	8.23
		4. Promote utilization of coverage by insured individuals for primary care and prevention	Health Department, LDH, 504HealthNet, local FQHCs	Next five years	Grants	

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	<p>3.B. Support and enhance efforts to increase health insurance coverage for all residents.</p>	<p>1. Advocate for increased funding and expanded eligibility for public insurance programs.</p>	<p>(See above)</p>	<p>First five years</p>	<p>(See above)</p>	<p>8.23</p>
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FIRST FIVE YEARS: 2010–2014 **MEDIUM TERM:** 2015–2019 **LONG TERM:** 2020–2030

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS					
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATI	
3. A robust continuum of health care and human services, including preventative care, that is accessible to all residents	3.B. Support and enhance efforts to increase health insurance coverage for all residents.	2. 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	8.23	
		3. Increase access to information about what Medicaid expansion means for local residents	Health Department, LDH, 504HealthNet, local FQHCs	Next five years	Grants		
	3.C. Prioritize funding and support for programs that increase the health and developmental outcomes of children.	1. 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	8.23	
		3.D. Expand mental health and addiction-care services and facilities to meet current and projected need.	1. 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	8.24
			2. Coordinate with the Behavioral Health Action Network Behavioral Health Council to identify and target areas of need in mental and behavioral health and addiction treatment.	DHH, MHSD, Health Department	First five years	BHAN Baptist Community Ministries, City general funds	8.24
	3. Work with BHAN Behavioral Health Council 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 Behavioral Health Council, mental health service providers	First five years	MHSD, DHH, LDH, DSS	8.24		
	3.E. Support and enhance preventative and public health education and programs.	1. Form a public health education and outreach committee as part of the citywide health care consortium. Identify priority strategies and resources to address health education and outreach needs through a Community Health Assessment and Community Health Improvement Plan process	Public health education and outreach committee, New Orleans Community Health Improvement Steering Committee, Health Department	First five years	Citywide health care consortium (see above) City general funds, grants	8.25	

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<p>3.F. Develop additional Review need for and effective use of hospital facilities and emergency health care services and infrastructure according to data on projected population and need.</p>	<p>1. Convene a hospital and emergency care advisory group to facilitate the aggregation and use of data in hospital and emergency health care planning.</p>	<p>DHHLHDH; hospital and emergency care advisory group, Health Department, health care systems</p>	<p>First five years Next five years</p>	<p>2009 OFICD/ORD 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. New Orleans East Hospital and University Medical Center are fully operational. VA Hospital Project in Biomedical District under construction.</p>	<p>8.25</p>
<p>3.G. Support and enhance programs and partnerships that promote sexual and reproductive health and teen pregnancy prevention</p>	<p>1. Increase general awareness of services that provide screening, testing, and prevention for all ages especially school-aged students</p>	<p>LDH, Health Department, Schools, LPHI</p>	<p>Next five years</p>	<p>LDH, LPHI, Grants</p>	
<p>3.H. Provide for emergency planning to ensure continuity of operations and services</p>	<p>1. Identify and address gaps in continuity of operations plans for all health and human service providers</p>	<p>Health and human service providers, Health Department, LDH</p>	<p>Next five years</p>	<p>LDH, Grants</p>	

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

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION
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.	1. Identify areas that are underserved by fresh food access.	CPC, Health Department	First five years	Tulane Prevention Research Center	8.25 -8.26
		2. Remove zoning and regulatory barriers to farmers' markets and other temporary/mobile fresh food vending.	CPC	First five years	Comprehensive Zoning Ordinance under development	8.26
		3. Explore incentives and provide technical assistance and training for small neighborhood food stores to stock fresh and local produce in under served areas.	Community Development, Health Department	First five years	City can offer expediting permitting as an incentive. Grants.	8.26
		4. 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.	8.26
		5. Support urban agriculture and community gardens.	OFICD; CPC	First five years	Federal funding; bonds; philanthropic resources	8.26
		6. Explore and implement tax incentives to encourage sale of fresh and local food.	City's Economic Development team, Health Department	First five years	Grants	8.26
		7. Incentivize new and existing fresh and local produce retail outlets to provide consumer education and programming around healthy eating	City's Economic Development Team, Health Department	Next five years	Fresh Food Retailer Initiative; add programming plans and capacity as criteria in future loan or grant opportunities for retail outlets	
	4.B Support access to healthy nutrition opportunities at government-run or supported facilities including (but are not limited to) healthy foods and beverages, availability of breastfeeding spaces, and availability of fresh water.	1. Amenities to be included (but are not limited to) healthy foods and beverages, availability of breastfeeding spaces, and availability of fresh water.	City, State, non-profit organizations	First five years	Federal, State and City funds / grants	8.27
	4.C Explore avenues to address unhealthy food choices	1. Explore land use and zoning policies that restrict fast food establishments near school grounds and public playgrounds	City Planning Commission, City Council	First five years	Staff time	8.27

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4. D. Promote business development for farmers and processors of locally grown food	2. Explore local ordinances to restrict mobile vending of calorie-dense, nutrient-poor foods near school grounds and public playgrounds	City Council	First five years	Staff time	8.27
	3. Explore zoning designed to limit the density of fast food establishments in residential communities.	City Planning Commission, City Council	First five years	Staff time	8.27
	4. Promote consumer education and programming to facilitate healthy eating habits and support demand for fresh and local produce	Health Department, Fit NOLA Partners, Food Policy Advisory Council	First five years	Grants	
	5. Educate residents about and promote advocacy to limit proliferation of fast food and drive thru establishments	Health Department, Fit NOLA Partners, Food Policy Advisory Council	First five years	Grants	
	1. Reduce zoning and regulatory barriers to processing and distribution of "value added" local food products	City Planning Commission, City Council	First five years	Staff time	
	2. Promote training and instruction in food and plant production and processing	Local universities, other institutions	Next five years	Grants	
	3. Encourage and support urban agriculture and community gardens through linkages with land use, water management, and economic opportunity plans	CPC, NORA, SWB, Network for Economic Opportunity, Health Department	Next five years	Staff time, grants	

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

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
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.	1. 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	8.27
		2. 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	8.28
		3. Provide for the location of needed child care and after school facilities in zoning and other land use regulations.	CPC	First five years	CZO under development	8.28
		4. 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.	8.28
		5. Prioritize new program development in areas of greatest need.	Public and private schools; nonprofits	First five years	Agenda for Children, After school Partnership, and others can provide data on service needs.	8.29
		6. Support workforce development programs that train professional childcare workers.	New Orleans Economic Development Council	Medium term	Local colleges and universities	8.29
		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.	1. Identify and expand elder care facilities and services in areas of greatest need.	DHH, MHSC	First five years
	6.B. Provide affordable paratransit service for seniors.	1. 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.	8.29
		2. Provide funding for taxi vouchers for low-income seniors.	Community Development Council on Aging	Medium term	Staff time; federal grants	8.30

RECOMMENDED STRATEGY	HOW	WHO	WHEN	RESOURCES
6.C Create an Age Friendly New Orleans Working Group to guide an age friendly strategy for the city to better support its seniors and allow for aging in place.	1. Bring together people knowledgeable about senior needs as a working group charged with advising on Age Friendly policies for the city.	AARP Louisiana, New Orleans Council on Aging, with a diverse stakeholder group	First Five Years	Staff Time of participating organizations and volunteers
	2. Research gaps and problem areas in services to the elderly.	Age Friendly Working Group	First Five years	Staff Time, AARP LA can provide data
	3. Develop an action plan to meet the needs of residents of all ages.	Age Friendly Working Group	First Five years	Staff Time
	4. Communicate strategies and progress to government agencies and the public.	Age Friendly Working Group	First Five years	Staff Time

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FIRST FIVE YEARS: 2010–2014
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LONG TERM: 2020–2030

GOAL	RECOMMENDED STRATEGIES	RECOMMENDED ACTIONS				
		HOW	WHO	WHEN	RESOURCES	FOR MORE INFORMATION, SEE PAGE:
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.	1. Advocate for increased funding at state and federal levels.	DHH	First five years	Federal and State Emergency Shelter Grant Programs; CDBG	8.30
	7.B. Provide for the location of permanent supportive housing, emergency shelters, <u>low-barrier shelters</u> and daytime service centers for the homeless in land use	1. Incorporate in CZO.	CPC	First five years	CZO under development	8.30
		2. Explore opportunities to use existing vacant buildings to house homeless individuals and provide wraparound services	Community Development, Health Department	Next five years	City and State resources	
	7.C. Support programs and services that prevent homelessness through financial counseling and emergency assistance to at risk households.	1. City convening diverse working group to develop strategic plan to end homelessness	City Administration, City Council, business community, faith-based community, Continuum of Care (Unity), HUD, DHH, DOJ, USICH	First five years	Federal and State Emergency Shelter Grant Programs; CDBG	8.30

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		2. Provide financial support to homeless-serving agencies so they can offer financial management and job sustainability classes to homeless individuals	Community Development	First five years	City, State, Federal, philanthropic resources	
<p>8. A criminal justice system that is effective, efficient, and just, and that emphasizes prevention and rehabilitation</p>	<p>8.A. Support and expand community-based crime prevention programs that target high-risk and vulnerable populations.</p>	1. Convene a focus group within the citywide human services consortium to develop programs and policies around community-based crime prevention. Implement and support evidence-based strategies and programs including CeaseFire New Orleans and Group Violence Reduction Strategy	New Orleans Criminal Justice Leadership Alliance Mayor's office, NOLA FOR LIFE	First five years	Advocate for increased public funding and apply for private funds. New Orleans Criminal Justice Leadership Alliance	8.31
		2. Address conflicts and trauma among youth through promotion of positive behavioral interventions and supports and trauma-informed approaches in schools	Schools, Health Department, Center for Restorative Approaches, Behavioral Health Council	First five years	City, State, Federal philanthropic resources	
	<p>8.B. Expand alternative sentencing, diversion, and community corrections programs for nonviolent offenders that emphasize comprehensive rehabilitation.</p>	1. Redirect criminal justice funding to support community corrections as opposed to incarceration.	Parish Criminal Sheriff	First five years	Juvenile Detention Alternatives Initiative program of the Annie E. Casey Foundation	8.32
		2. Expand workforce readiness opportunities for people with criminal records.	Economic Development Council Network for Economic Opportunity; private service providers	Medium term	CDBG; private funding	8.32
		3. 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.	8.32
		4. Fund mental health and substance abuse diversion programs at courts	Behavioral Health Council, Health Department, City Council	First five years	Grants, General Funds, CDBG	
	<p>8.C. Support and expand Community Policing and neighborhood involvement in crime prevention.</p>	1. Work with neighborhoods to identify crime-related blight and call in enforcement.	NOPD, OFICD (Code Enforcement)	First five years	Neighborhood Participation Program (see Chapter 15) can be used to organize system	8.33
		2. Prioritize funding for Community Policing and new satellite police stations.	NOPD	Medium term	General funds	8.33

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8.D. Provide support for re-entry in accordance with best practices	1. Provide discharge planning and case management to link formerly incarcerated individuals with health and human service providers and ensure quality of care	OPSO; Volunteers of America	First five years	Referrals and communication with service providers	
	2. Reduce barriers to opportunity for formerly incarcerated individuals such as for housing and jobs	OPSO; Volunteers of America; HANO	First five years	Legislative advocacy	
8.E. Ensure other appropriate approaches to preventing and responding to violence	1. Promote a coordinated, victim-centered approach to respond to domestic violence and sexual assault	Health Department, NOPD, New Orleans Family Justice Center	First five years	Grant funding	
	2. Promote prevention and education regarding the physical and sexual abuse of children	Health Department, Children's Advocacy Center, Children's Bureau	First five years	Grant funding	
	3. Coordinate to prevent human trafficking, including labor and sex trafficking	Covenant House, Human Trafficking Task Force of GNO, NOPD	First five years	Share resource manual, referral system	

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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



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.

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.

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 day care and after school 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 day care 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.



Fit NOLA

In 2011, following the lead of First Lady Michelle Obama's *Let's Move!* Campaign, Mayor Landrieu challenged New Orleans to unite in an effort to combat the obesity rate of youth within the parish. As a result of the citywide call-to-action, *Fit NOLA* was developed to ensure all New Orleansians have access to community resources that promote nutritional foods and physical activity. The ultimate goal of the initiative is to increase physical activity and healthier eating.

Fit NOLA Projects include the implementation of the Smoke-Free Ordinance, the Fresh Food Retailer Initiative, the Lafitte Greenway, the continued expansion/creation of over 100 miles of bike lanes and the addition of more New Orleans Development Recreation Centers. These and other projects places our city on a path to becoming the future standard

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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 Neighborhood 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.

RECOMMENDED ACTIONS

1. Create and maintain a database of publicly-accessible facilities that could house health and human service providers.

Who: Health Department; CAO; Property Management

When: First five years

Resources: OFICD 2009 budget provides \$25 M for health institutions and hospitals

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, NORA, 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](#).

2. Use current data on population and service needs to identify under served areas and locate new MSCs and other health and human service providers in areas of greatest need.

Who: CPC; Health Department; DHHLDH

When: First five years

Resources: LPHI; Greater New Orleans Community Data Center; DHHLDH; DSS; college and university research institutes and others

Several local and regional entities collect and make available data on health outcomes, population demographics, and other factors that should be used to identify under served and at-risk populations when locating new services and facilities. Relevant data is currently available from LPHI, the Greater New Orleans 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 under utilized publicly-owned facilities—including community centers and schools (both functioning schools and land banked buildings)—should be given strong consideration as

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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](#)).

3. Offer incentives to property owners and tenants of potential shared use facilities to accommodate health and human service providers.

Who: Health Department; Community Development

When: Medium term

Resources: OFICD 2009 budget provides \$25 M for health institutions and hospitals

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.

RECOMMENDED ACTION

1. Consult with homeless housing providers (UNITY and other advocacy groups) and other service delivery agencies in creating new regulations.

Who: CPC

When: First five years

Resources: UNITY of Greater New Orleans can provide information on zoning conducive to supportive housing development

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 Neighborhood 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.

RECOMMENDED ACTION

1. Use [Neighborhood Participation Program](#) capital projects planning to ensure meaningful community input.

Who: CPC Capital Projects

When: First five years

Resources: Neighborhood Participation Program Plan (See [Chapter 15](#))

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1.D. Ensure transportation linkages to established MSCs to ensure accessibility.

Many individuals who would benefit from a MSC do not have adequate or reliable transportation to get there.

RECOMMENDED ACTION:

1. Coordinate or develop transportation services to/from nonemergency appointments for all Medicaid recipients.

Who: RTA, LDH, Local rideshare companies

When: First five years

Resources: Medicaid expansion

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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. Existing coalitions include Fit NOLA and the Behavioral Health Council, both convened by the City of New Orleans Health Department.
- 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.
- 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

Comment [THJ62]: Text 08-02

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

population estimates, vital data, risk and disease data, service utilization data and community assets assessment.

RECOMMENDED ACTION

1. *Ensure full participation of all relevant public agencies in consortia meetings and initiatives.*

Who: Health Department; MHSD; DHH; DSS; private and non-profit providers

When: First five years

Resources: PATH; BHAN (programs of LPHI) have already convened groups along these lines. Build on these Build on existing coalitions including Fit NOLA and the Behavioral Health Council.

Comment [THJ63]: Text 08-02

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. *Coordinate partnership with the City Health Department and the New Orleans Place Matters Working Group Fit NOLA to develop and implement a full range of strategies focused on reducing obesity among New Orleanians. These strategies should support and build upon existing Master Plan Goals, strategies and actions in five key areas:*

Comment [THJ64]: Text 08-02

- *Improve access to healthy foods*
- *Address the surplus of unhealthy foods in our everyday environments*
- *Raise awareness about the importance of healthy eating to prevent childhood obesity*
- *Encourage physical activity*
- *Raise awareness of the importance of physical activity.*

Who: Health Department; non-profit organizations

When: First five years

Resources: Grants, philanthropic resources

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.

RECOMMENDED ACTION

1. *Convene all grant administering offices to establish a more efficient application and granting process.*

Who: All City agencies that administer grants to health, human service and related local agencies

When: First five years

Resources: Consult with grant recipients to better understand their needs and realities

City offices who administer grant funding should convene and establish within 6 months a strategy for streamlining funding and granting processes. The city's web site 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 web site 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 health care service provision.

RECOMMENDED ACTIONS

1. *Convene a task force to streamline citywide service referral and directory services.*

Who: CAO (3-1-1); United Way (2-1-1)

When: First five years

Resources: Health and Human Services consortia should be consulted to ensure that the system meets needs of all types of providers

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.

RECOMMENDED ACTIONS

1. *Advocate for completion of the Neighborhood Place at Mahalia Jackson School.*

Who: Health Department; Mayor’s Office; School Board

When: First five years

Resources: Advocate at state level for implementation of planned Neighborhood Place

² A toll-free 24-hour call center funded by United Way, VIALINK (2-1-1) provides referral information for both 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.

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, DHHLDH, the Department of Education, the Louisiana Workforce Commission, and the Office of Juvenile Justice. *(For more information, see Volume 3, p. 8.13.)*

2. *Implement ACT teams and support other resources that increase the availability of comprehensive case management.*

Who: DHHLDH; DSS; MHSD

When: First five years

Resources: CDBG; philanthropic funding

(For more information on ACT teams, see Volume 3, Chapter 8.)

Comment [THJ65]: Text 08-02

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 health care 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 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.

RECOMMENDED 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:

1. *Advocate for increased funding from Medicaid.*
Who: Public-private partnerships founded through health care consortium
When: First five years
Resources: Medicaid; Federally Qualified Health Centers; philanthropic funding

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.

Note: Medicaid was expanded in Louisiana as of July 2016.

Comment [THJ66]: Text 08-02

2. *Advocate for expanded funding for Federally Qualified Health Centers.*
Who: Mayor’s Office; Health Department
When: First five years
Resources: Federal funding (Health Care Financing Administration)

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.

3. *Seek private philanthropic funding.*

Who: Mayor's Office; Health Department

When: First five years

Resources: Federal funding (Health Care Financing Administration)

Support seeking grant funding for providing care for the uninsured. Public agencies such as the Health Department and local offices of MHS 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.

RECOMMENDED ACTIONS

1. *Advocate at the state level for increased funding and expanded eligibility for public insurance programs such as LaCHIP, Medicaid and Medicare.*

Who: Mayor's Office; Health Department

When: First five years

Resources: Federal funding (Health Care Financing Administration)

(See Strategy 3.A, above.)

2. *Provide support and funding for local outreach programs to identify and enroll eligible residents in available insurance programs.*

Who: Health Department; City Budget

When: First five years

Resources: Kingsley House's Health Care for All program

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 Increase access to information about what Medicaid expansion means for local residents

Who: Health Department, LDH, 504HealthNet, local Federally Qualified Health Centers

When: First five years

Resources: Grants

Navigating the world of health insurance is complicated, and information about insurance

plans is not always easily accessible. Efforts should be made to not only inform individuals of their eligibility for insurance programs such as Medicaid, but to help them understand how to use their insurance and what it covers.

Comment [THJ67]: Text 08-02

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.

RECOMMENDED ACTION

1. *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.*

Who: Health Department; City Budget

When: Medium term

Resources: philanthropic funding; CDBG

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.

RECOMMENDED ACTIONS

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

Who: DHH LDH; MHSD

When: First five years

Resources: CDBG

Comment [THJ68]: Text 08-02

2. *Coordinate with the Behavioral Health Action Network Council to identify and target areas of need in mental and behavioral health and addiction treatment.*

Who: DHH Health Department, LDH, MHSD

When: First five years

Resources: BHAN Baptist Community Ministries, City general funds

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.

Comment [THJ69]: Text 08-02

The BHAN the Behavioral Health Council will maintain gather 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.

Comment [THJ70]: Text 08-02

3. *Work with BHAN the Behavioral Health Council and other initiatives to facilitate partnerships between service providers to offer mental health services through existing community clinics and other health care facilities.*

Who: Community clinics; BHAN Behavioral Health Council; mental health service providers

When: First five years

Resources: MHSD; DHH LDH; DSS

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.

Comment [THJ71]: Text 08-02

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.

RECOMMENDED ACTION

1. *Form a public health education and outreach committee as part of the citywide health care consortium. Identify priority strategies and resources to address health education and outreach needs through engaging in community health improvement assessments and planning.*

Who: Public health education and outreach committee, New Orleans Community Health Improvement Steering Committee, Health Department

When: First five years

Resources: Citywide health care consortium general funds, grants

This group should coordinate and collaborate on efforts to extend public health education and outreach by applying jointly for funding and otherwise collaborating.

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

Comment [THJ72]: Text 08-02

3.F Develop additional Review need for and effective use of 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.).

RECOMMENDED ACTION

1. *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.*

Who: DHLDH; hospital and emergency care advisory group, Health Department, health care systems

When: First five years

Resources: OFICD Budget; City Budget

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

Comment [THJ74]: Text 08-02

3.G Support and enhance programs and partnerships that promote sexual and reproductive health and teen pregnancy prevention.

New Orleans experiences high rates of sexually transmitted infections and teen pregnancy. It is important to inform and educate residents on the availability of prevention and testing services and provide them with information on how to make healthy decisions around sexual and reproductive health.

RECOMMENDED ACTION

1. Increase awareness of services that provide screening, testing, and education for all ages, especially school-aged students

Who: LDH, Health Department, Schools, LPHI

When: First five years

Resources: LDH, LPHI, Grants

Comment [THJ75]: Text 08-02

3.H Provide for emergency planning to ensure continuity of operations and services.

3.G In light of New Orleans' vulnerability to emergencies, it is critical for health and human service providers to engage in emergency preparedness planning and maintain continuity of operations plans.

RECOMMENDED ACTION

1. Identify and address gaps in continuity of operations plans for all health and human service providers.

Who: LDH, Health Department, Schools, LPHI

When: First five years

Resources: LDH, LPHI, Grants

Comment [THJ76]: Text 08-02

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.

RECOMMENDED ACTIONS

1. Identify areas that are under served by fresh food access.

Who: CPC; Community Development
When: First five years
Resources: Tulane Prevention Research Center

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 under served by fresh food outlets according to this standard. An example of this type of study is the New York City Supermarket Need Index⁶, which determines areas in the city with the largest populations with limited opportunities to purchase fresh food.

2. Remove zoning and regulatory barriers to farmers’ markets and other temporary/mobile fresh food vending.

Who: CPC
When: First five years
Resources: CZO under development

3. Explore incentives and provide technical assistance and training for small neighborhood food stores to stock fresh and local produce in under served areas.

Who: Community Development/OCD, Health Department
When: First five years
Resources: City can offer expediting permitting as an incentive; grants.

Comment [THJ77]: 08-03

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.

4. Encourage and assist farmers’ markets to accept food stamps and Seniors/WIC Farmers’ Markets Nutrition Program coupons.

Who: Health Department; local WIC administrators
When: First five years
Resources: Several area farmers’ markets already accept WIC and other food assistance coupons

5. Support urban agriculture and community gardens. **See Chapter 13—Environmental Quality.**

Who: OFICD; CPC
When: First five years
Resources: Federal funding; bonds; philanthropic resources

6. Explore tax and implement incentives to encourage sale of fresh and local food.

Who: City’s Economic Development Team

- 6-7. **When:** First Five Years

Resources: Grants

Comment [THJ78]: Text 08-02

The 2009 OFICD 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 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. **The CZO allows agriculture with products destined for commercial sale in most districts.**

Comment [THJ79]: Text 08-03

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

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

4.B Support access to healthy nutrition opportunities at government-run or supported facilities including (but not limited to healthy foods and beverages, availability of breastfeeding spaces, and availability of fresh water.

1. Amenities to be included (but are not limited to) healthy foods and beverages, availability of breastfeeding spaces, and availability of fresh water.

Who: City, State, non-profit organizations

When: First five years

Resources: Federal, State and City funds / grants

4.C Explore avenues to address unhealthy food choices

RECOMMENDED STRATEGIES:

1. Explore land use and zoning policies that restrict fast food establishments near school grounds and public playgrounds.

Who: City Planning Commission, City Council

When: First five years

Resources: Staff time

Comment [THJ80]: Text 08-02

2. Explore local ordinances to restrict mobile vending of calorie-dense, nutrient-poor foods near school grounds and public playgrounds.

Who: City Council

When: First five years

Resources: Staff time

Comment [THJ81]: Text 08-02

3. Explore zoning designed to limit the density of fast food establishments in residential communities.

Who: City Planning Commission, City Council

When: First five years

Resources: Staff time

Comment [THJ82]: Text 08-02

Comment [THJ83]: Text 08-03

4. Promote consumer education and programming to facilitate healthy eating habits and support demand for fresh and local produce.

Who: Health Department, Fit NOLA Partners, Food Policy Advisory Council

When: First five years

Resources: Grants

5. Educate residents about and promote advocacy to limit proliferation of fast food and drive thru establishments.

Who: Health Department, Fit NOLA Partners, Food Policy Advisory Council

When: First five years

Resources: Grants

Comment [THJ84]: Text 08-02

4.D Promote business development for farmers and processors of locally grown food

RECOMMENDED STRATEGIES:

1. Reduce zoning and regulatory barriers to processing and distribution of "value added" local food products.

Who: City Planning Commission, City Council

When: First five years

Resources: Staff time

Many local growers and producers could earn more income by selling value added products beyond raw produce, but face barriers. Reducing such barriers would enhance the local food industry and facilitate business development and improved livelihoods of local growers and producers.

2. Promote training and instruction in food and plant production and processing.

Who: Local universities

When: First five years

Resources: Grants

3. Encourage and support urban agriculture and community gardens through linkages with land use, water management, and economic opportunity plans.

Who: City Planning Commission, NORA, Sewerage and Water Board, Network for Economic Opportunity, Health Department

When: First five years

Resources: Staff time, grants

Comment [THJ85]: Text 08-02

GOAL 5

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

5.A Expand after school and youth programs to serve all New Orleans children.

As of 2007, only 25 percent of qualified school-aged children were served by after school programs. For more information, [see Volume 3, pages 8.16–8.17](#).

RECOMMENDED ACTIONS

1. Pursue increased funding from state and federal sources for after school and youth programs.

Who: City, with local private and non-profit providers and advocates

When: First five years

Resources: Twenty-first Century Learning Center Program; No Child Left Behind; Child Care Development Fund; CDBG; Temporary Assistance to Needy Families; Section 8(g) Grant Program

Investments in programs for children and youth have been shown 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 after school programs but has not been fully utilized by the city in recent years. Out of 33 discretionary federal programs identified as potentially funding after school 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.
- *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.⁷
- *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.

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 a 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

2. *Increase outreach to provide Child Care Development Fund vouchers to all who are eligible.*

Who: DSS; CDBG; philanthropic funds

When: First five years

Resources: Provide information through health clinics, Nurse Family Partnership and similar programs for expectant families and MSC

As of 2008, only 38 percent of qualifying families received the voucher. *(For more information, see Volume 3, Chapter 8)* 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.

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

Who: CPC

When: First five years

Resources: CZO under development

4. *Provide support and incentives to child care service providers to become accredited through both national and state accreditation programs.*

Who: Non-profit organizations

When: First five years

Resources: Agenda for Children offers training and technical assistance to child care providers

⁷ Afterschool Partnership for Greater New Orleans. "Policy Brief: Funding Map for New Orleans' Afterschool Programs." Fall, 2008. <http://www.gnoafterschool.org/libranv/>. Retrieved February, 2009.

As of 2009, only three child care facilities in New Orleans were nationally accredited. **For more information, see Volume 3, Chapter 8.**

5. *Prioritize new program development in areas of greatest need.*
Who: *Prioritize program development in areas of greatest need*
When: *First five years*
Resources: *Agenda for Children; Afterschool Partnership and others can provide data on service needs*

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.

6. *Support workforce development programs that train professional childcare workers.*
Who: *New Orleans Economic Development Council*
When: *Medium term*
Resources: *Local colleges and universities*

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.**

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.

RECOMMENDED ACTION

1. *Identify and expand elder care facilities and services in areas of greatest need.*
Who: *DHH; MHSC*
When: *First five years*
Resources: *Council on Aging can provide data on service needs.*

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.

RECOMMENDED ACTIONS

1. *Advocate for increased funding for paratransit from RTA.*
Who: *RTA; Council on Aging*
When: *First five years*
Resources: *Council on Aging had a paratransit program in the past; requires additional funding to restart it*

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

2. Provide public funding for taxi vouchers for low-income seniors.

Who: Community Development Council on Aging

When: Medium term

Resources: Staff time; Federal grants

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

6.C. Create an Age Friendly New Orleans Working Group to guide an age friendly strategy for the city to better support its seniors and allow for aging in place.

By 2030 the share of residents over the age of 65 is projected to increase by 5%. To prepare for this increase and better serve residents of all ages a plan should be made to make the city more age friendly.

RECOMMENDED ACTIONS

1. Bring together people knowledgeable about senior needs as a working group charged with advising on Age Friendly policies for the city.

Who: AARP Louisiana, New Orleans Council on Aging, with a diverse stakeholder group

Comment [THJ86]: Text 08-01

GOAL 7

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

Comment [THJ87]: Text 08-02

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.

RECOMMENDED ACTION

1. Advocate for increased funding at state and federal levels.

Who: DHHLDH

When: First five years

Resources: Council on Aging can provide data on service needs.

Comment [THJ88]: Text 08-02

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

RECOMMENDED ACTION

1. Incorporate into CZO.

Who: CPC

When: First five years

Resources: CZO under development

2. Explore opportunities to use existing vacant buildings to house homeless individuals and provide wraparound services.

Who: Community Development, Health Department

When: First five years

Resources: City and State resources

Comment [THJ89]: Text 08-02

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

RECOMMENDED ACTION

1. *City convening diverse working group to develop strategic plan to end homelessness.*
Who: City Administration, City Council, business community, faith-based community, Continuum of Care (Unity), HUD, DHH, DOJ, USICH
When: First five years
Resources: HUD, philanthropic community

2. *Provide financial support to homeless-serving agencies so they can offer financial management and job sustainability classes to homeless individuals*
Who: Community Development
When: First five years
Resources: City, State, Federal, philanthropic resources

Comment [THJ90]: Text 08-02

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, and that emphasizes prevention and rehabilitation

Comment [THJ92]: Text 08-02

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.

NOLA FOR LIFE: A Comprehensive Murder Reduction Strategy was developed by the Mayor’s Innovation Delivery Team, in collaboration with the Police Department, Health Department, other City departments, as well as agencies and community members across New Orleans. NOLA FOR LIFE has utilized a public health approach to reducing violence since its launch in 2012. While the murder rate remains unacceptable, since the implementation of many initiatives under NOLA FOR LIFE we have seen a reduction in the murder rate, as well as decreased recidivism among NOLA FOR LIFE program participants.¹

Comment [THJ93]: Text 08-02

8.A Support and expand community-based crime prevention programs that target high-risk and vulnerable 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.⁹ 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.

Comment [THJ94]: Text 08-02

RECOMMENDED ACTION

1. *Convene a focus group within the citywide human services consortium to develop programs and policies around community-based crime prevention. Implement and support evidence-based strategies and programs such as CeaseFire New Orleans and Group Violence Reduction Strategy.*
Who: New Orleans Criminal Justice Leadership Mayor’s office, NOLA FOR LIFE
When: First five years
Resources: Advocate for increased public funding and apply for private funds.
New Orleans Criminal Justice Leadership Alliance

This group Contributors to strategy development should include members of the criminal justice system, representatives from youth advocates such as the Afterschool Partnership, NOPD, NORD, MHSD, and other stakeholders.

Comment [THJ95]: Text 08-02

¹ City of New Orleans, NOLA FOR LIFE 2016 Progress Report. Accessed 7/21/16 from <http://www.nola.gov/city/nola-for-life-progress-report-2016-95-pgs-web-vers/>

2. *Address conflicts and trauma among youth through promotion of positive behavioral interventions and supports and trauma-informed approaches in schools.*

Who: Schools, Health Department, Center for Restorative Approaches, Behavioral Health Council

When: First five years

Resources: Grants

Comment [THJ96]: Text 08-02

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

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

while in the programs.¹⁰ 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.

RECOMMENDED ACTIONS

1. Redirect criminal justice funding to support community corrections as opposed to incarceration.

Who: Parish Criminal Sheriff

When: First five years

Resources: Juvenile Detention Alternatives Initiative program of the Annie E. Casey Foundation

Louisiana State law explicitly allows the Orleans Parish Criminal Sheriff to establish and operate community rehabilitation centers within Orleans Parish for offenders who have "strong rehabilitation potential."¹¹ Redirecting funds from incarceration facilities to community programs would increase the capacity of these programs to serve a higher percentage of eligible nonviolent offenders.

2. Expand workforce readiness opportunities for people with criminal records.

Who: Economic Development Council; private service providers

When: Medium term

Resources: CDBG; private funding

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.

3. Investigate creation of a state Community Corrections Act or similar legislation to provide funding for community corrections programs.

Who: State legislators

When: Medium term

Resources: 36 other states have similar legislation that can be used as precedent

Thirty-six states have policies known as a Community Corrections Acts that provide funding to municipalities for community corrections programs.¹³ 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.^{14/15} 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.

4. Fund mental health and substance abuse diversion programs at courts.

Who: City Council, Health Department

When: First five years

Resources: City funds, grants

The Community Alternatives Program at Municipal Court, run by the Health Department, is a diversion program that diverts defendants with mental illness to treatment in lieu of incarceration. This program fosters collaboration between mental health and criminal justice stakeholders. Since its inception in 2014 through July 2016, the program has served 111 participants.

Comment [THJ97]: Text 08-02

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- 10 Annie E. Casey Foundation Juvenile Detention Alternatives Initiative. "Detention Reform: A Cost-Saving Approach." www.aecf.org. Retrieved February, 2009.
- 11 Justia.com/Louisiana RS 15:1131. <http://law.justia.com/louisiana/codes/145/78847.html>.
- 12 www.ceoworks.com
- 13 The Pew Center on the States. Getting in Sync: State-Local Fiscal Partnerships for Public Safety. July, 2008. www.pewcenteronthestates.org. Retrieved June, 2009.
- 14 Tim Findley, "Story Behind the Decision—Dramatic Prison Reform," San Francisco Chronicle, January 7, 1972, page 1.
- 15 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.

8.C Support and expand Community Policing and neighborhood involvement in crime prevention.

RECOMMENDED ACTION

1. *Work with neighborhoods to identify crime-related blight and call in enforcement.*
Who: NOPD; OFICD (Code Enforcement)
When: First five years
Resources: Neighborhood Participation Program can be used to organize system
2. *Prioritize funding for community policing and new satellite police stations.*
Who: NOPD
When: Medium term
Resources: General funds

8.D Provide support for re-entry in accordance with best practices.

RECOMMENDED ACTION

1. *Provide discharge planning and case management to link formerly incarcerated individuals with health and human service providers and ensure quality of care.*
Who: OPSO, Volunteers of America
When: First five years
Resources: Referrals and communication with service providers
2. *Reduce barriers to opportunity for formerly incarcerated individuals, such as for housing and jobs*
Who: OPSO, Volunteers of America, HANO
When: First five years
Resources: Legislative advocacy

Comment [THJ99]: Text 08-02

8.E Provide for other appropriate approaches to preventing and responding to violence.

RECOMMENDED ACTION

1. *Promote a coordinated, victim-centered approach to respond to domestic violence and sexual assault.*
Who: Health Department, NOPD, New Orleans Family Justice Center
When: First five years
Resources: Grant funding
2. *Promote prevention and education regarding the physical and sexual abuse of children.*
Who: Health Department, Children's Advocacy Center, Children's Bureau
When: First five years
Resources: Grant funding
3. *Coordinate to prevent human trafficking, including labor and sex trafficking.*
Who: Covenant House, Human Trafficking Task Force of GNO, NOPD
When: First five years
Resources: Share resource manual, referral system

Comment [THJ100]: Text 08-02

A Context

1. Health Conditions and Health Care Access

According to the United Health Foundation, Louisiana ranked 50th in the nation in 2008 for overall health, and has been ranked either 49th or 50th since 1990. It ranks in the bottom five states on 10 of 22 measures of overall health, including a high prevalence of obesity, a high percentage of children in poverty, a high rate of uninsured population, a high incidence of infectious disease, a low rate of high school graduation, and a high rate of preventable hospitalization.¹ A poll of New Orleans residents in August, 2009 revealed that only 9 percent of respondents thought that the quality and availability of health care in New Orleans was better than before Hurricane Katrina, while 62 percent thought that it was worse.²

Socioeconomic disparities in health outcomes are prevalent in New Orleans and pose an additional challenge. In spring 2008, uninsured New Orleans residents were statistically more likely to be low-income, in fair or poor health, and/or African American. Nineteen percent of economically disadvantaged adults in New Orleans ranked their health as fair or poor, as compared to 9 percent of those with better economic status. Compared to those with private insurance, New Orleans residents covered by Medicare or Medicaid were more than three times as likely to report their health as fair or poor, and residents who were low-income, African-American, and/or elderly were significantly more likely to have severe and chronic health problems. Former patients of the Medical Center of Louisiana at New Orleans (MCLNO/Charity Hospital), New Orleans' primary safety-net health care provider before Hurricane Katrina, were about 75% African-American and about 85% very low-income.³

Hurricane Katrina significantly damaged New Orleans' health care infrastructure, and resulted in a loss of both facilities and of personnel in the health care professions, including thousands of physicians—about a third of whom were primary care providers.⁴ In 2008, a majority of New Orleanians surveyed continued to have difficulties accessing health care.⁵ However, as of 2008, the number of physicians per population for the New Orleans Metropolitan Area was greater than pre-Hurricane Katrina levels and greater than the national average, though area experts suggest that these

TABLE 8.1: NUMBER OF PHYSICIANS PER RESIDENT IN THE NEW ORLEANS METROPOLITAN AREA PRE-HURRICANE KATRINA AND C.2008⁶

	NUMBER OF MDS IN THE GREATER NEW ORLEANS METROPOLITAN AREA	RATE PER 100,000 POPULATION
Pre-Hurricane Katrina	2,400	239
c. August, 2008	1,800–2,000	256
National Average	—	237

1 United Health Foundation: <http://www.americashealthrankings.org/2008/results.html#Table1>. Retrieved February, 2009.
 2 Council for a Better Louisiana. "New Orleans Voter Poll on Post-Hurricane Katrina and Public Education Issues." August 27, 2009. Available at: www.cabl.org.
 3 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." Appendix: Chart-pack. August, 2008. Available at: www.kff.org.
 4 Williamson D. "Study shows Hurricane Katrina affected 20,000 physicians, up to 6,000 may have been displaced." Chapel Hill: University of North Carolina; 2005. In DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.
 5 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." Appendix: Chart-pack. August, 2008. Available at: www.kff.org.

numbers conceal a shortage of primary care physicians, psychiatrists, and certain subspecialties.⁶ Projected future population growth should also be considered when evaluating per-population healthcare statistics to ensure that this ratio keeps pace with area population growth. *(See Chapter 2 for a discussion of projected population growth in New Orleans.)*

HOSPITALS

Before Hurricane Katrina, the New Orleans metropolitan area was served by 78 state-licensed hospitals—including 23 in Orleans Parish—and had more hospital beds per population than the average across the country.⁸ Despite widespread hospital closures due to Hurricane Katrina, as of August, 2008, the total number of hospital beds per population in the New Orleans region had again surpassed the national average,⁹ and from the first to the third quarters of 2008, average hospital wait times showed a 24 percent decrease.¹⁰ By January 2009, there were 52 hospitals in operation throughout the region, including 13 in Orleans Parish.¹¹ However, future population growth in the region will likely require additional capacity. One report estimates the projected additional demand in the region to be anywhere between around 760 to 1,400 beds by 2016, depending on a range of factors including health care reform and area population growth.¹²



Ochsner Baptist Medical Center was among the first hospitals to re-open after Hurricane Katrina.

TABLE 8.2: NUMBER OF HOSPITAL BEDS PER RESIDENT IN THE NEW ORLEANS METROPOLITAN AREA PRE-HURRICANE KATRINA AND C.2008¹²

	NUMBER OF STAFFED HOSPITAL BEDS IN THE GREATER NEW METROPOLITAN AREA	RATE PER 1,000 POPULATION
Pre-Hurricane Katrina	4,000	4.5
c. August, 2008	2,250	2.9
National Average	—	2.6

As of 2009, the Southeastern Regional Veterans Administration (VA) Hospital and the Louisiana State University Health Sciences Center (LSU) in New Orleans both plan to open new hospital facilities in the city as part of an enhanced medical district and biosciences corridor. It is expected that the completion of these plans would significantly increase the city’s ability to provide more inpatient and chronic care and increased emergency

services. The 2009 Office of Recovery and Development Administration (ORDA) budget allocates \$75 million for site preparation for the VA Hospital site.¹⁴ *(See Chapter 9—Sustaining and Expanding New Orleans’ Economic Base for further discussion of the Medical District proposals.)*

6 DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.
 7 Ibid.
 8 Brookings Institution and Greater New Orleans Community Data Center. "The New Orleans Index: Tracking the Recovery of New Orleans and the Metro Area." January, 2009. www.gnocdc.org.
 9 DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.
 10 City of New Orleans Budget Report, Third Quarter 2008. Available at: <http://www.cityofno.com/pg-45-6.aspx>. Retrieved June, 2009.
 11 Brookings Institution and Greater New Orleans Community Data Center. "The New Orleans Index: Tracking the Recovery of New Orleans and the Metro Area." Appendix: Data Tables. January, 2009. www.gnocdc.org.
 12 Health Planning Source. "Medical Center of Louisiana—New Orleans Business Plan Review." Prepared for the Downtown Development District of New Orleans.
 13 DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.
 14 2009 New Orleans Office of Recovery and Development Administration budget.

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 as well as a major teaching facility before Hurricane Katrina. Through the LSU and Tulane Schools of Medicine, Charity Hospital trained an estimated 70 percent of the physician workforce in Louisiana,¹⁵ and treated over two-thirds of the region’s uninsured residents, although the volume of patient visits to Charity had been declining before Hurricane Katrina.¹⁶ As of June, 2009, Charity has not reopened, and LSU plans to eventually adapt its main hospital facility to another use.¹⁷

Methodist Hospital in New Orleans East has also not reopened as of 2009. The 2009 ORDA budget provides \$30 million for land acquisition and planning for the former Methodist Hospital site.¹⁸

In the City of New Orleans, geographic areas lacking convenient access to hospitals and emergency care include New Orleans East, Gentilly, parts of the West Bank, and the Ninth Ward.

The city’s emergency medical service (EMS) and other emergency response infrastructure are discussed in [Chapter 10—Community Facilities and Infrastructure](#).



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.

COMMUNITY CLINICS

In response to the dearth of major hospitals and other health care infrastructure post-Hurricane Katrina, a substantial network of neighborhood-based primary care clinics developed in New Orleans and continues to expand. Community clinics are operated by a broad array of organizations—including academia, government, faith-based, and Federally Qualified Health Centers (FQHCs)¹⁹—and offer services to patients with varying abilities to pay, including the indigent and uninsured. As of May, 2009, there were 58 community-based health care centers in the New Orleans metropolitan area, including:

- 35 primary health care clinics (18 in Orleans Parish)
- 15 behavioral health clinics
- 4 dental clinics
- 4 school-based health clinics,²⁰



IMAGES: StThomasCommunityHealthCenter, 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.

15 DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.

16 Annual report, 2005 [cited May 15, 2005]. Available at: http://www.lsuhschools.org/AnnualReports/2005/2005_AR.pdf. In DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.

17 Health Planning Source. "Medical Center of Louisiana—New Orleans Business Plan Review." Prepared for the Downtown Development District of New Orleans.

18 2009 New Orleans Office of Recovery and Development Administration budget.

19 Federally Qualified Health Centers (FQHCs) are community-based organizations that provide care to all persons regardless of their ability to pay, and operate under supervision of the US Department of Health and Human Services.

20 Louisiana Public Health Institute, May 2009.

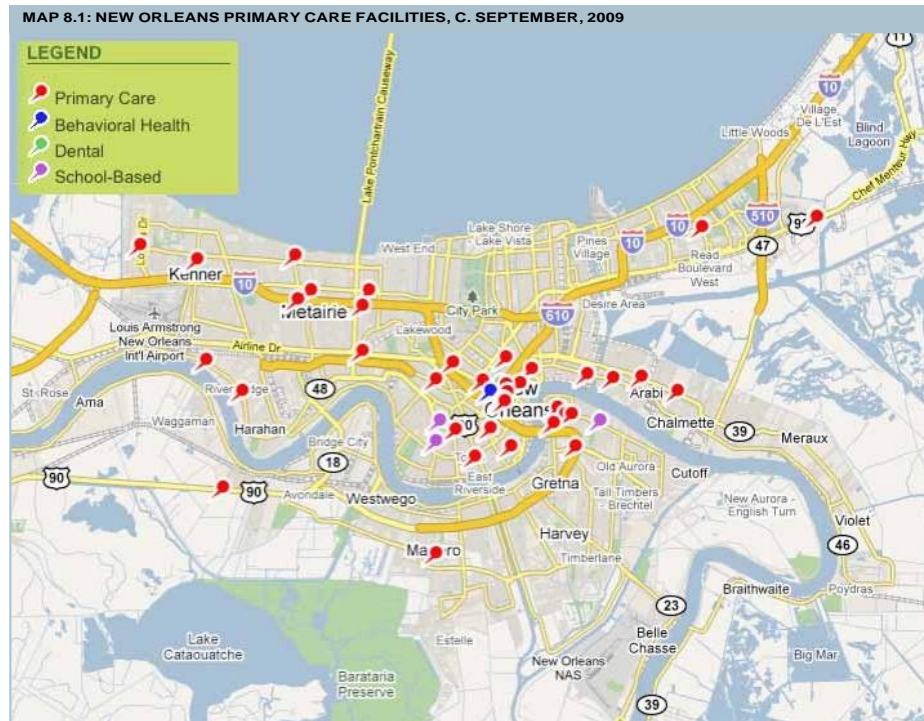


IMAGE: www.GnoCoMMunty.org, SEptEMber, 2009.

Additionally, the New Orleans Faith Health Alliance and Dillard University were each building a new clinic; both are expected to open in 2010. In March, 2009, the St. Thomas Community Health Center in New Orleans was one of seven community health centers in the state to receive a portion of the \$8.6 million in federal stimulus funding for health care in Louisiana to expand the Center and provide services to more patients.²¹

As of March, 2009, 37 community clinics in the New Orleans region had been certified by the National Committee for Quality Assurance (NCQA) as Patient-Centered Medical Homes. A Patient-Centered Medical Home is a health care setting that facilitates partnerships between individual patients, and their personal physicians, and when appropriate, the patient’s family. Care is facilitated by registries, information technology, health information exchange and other means to ensure that patients get the indicated care when and where they need and want it in a culturally and linguistically appropriate manner. (A Patient-Centered Medical Home is not a residence.) NCQA provides certification of Patient-Centered Medical Homes throughout the United States. The Medical Home model of care is a nationally-recognized best practice that ensures coordination of services across the continuum of care, and has been a central tenet of health care reform initiatives in New Orleans and Louisiana since before Hurricane Katrina. The NCQA certification indicates that a provider meets certain standards of managed care, including demonstrating that patients have an ongoing relationship with a personal physician who is responsible for coordinating all of their health care needs. A grant administered by DHH and the Louisiana Public Health Institute (LPHI) provides funds for additional clinics to become certified by NCQA through 2010.

²¹ New Orleans City Business. “Louisiana Health Care to Get \$8.6 Injection from Stimulus.” New Orleans City Business. March 3, 2009. <http://www.neworleanscitybusiness.com/uptotheminute.cfm?recid=23401&userID=0&referrer=dailyUpdate>

CHILDREN'S HEALTH

New Orleans has a high rate of poverty among children and a high rate of infant mortality—a common benchmark for children's overall health. In 2008, 25 percent of families with children surveyed reported their child's mental and emotional health was worse than before Hurricane Katrina, and 16 percent reported their child's physical health was worse.²²

[A study comparing New Orleans children with blood lead before Katrina and ten years after showed a profound improvement. The blood lead reductions are associated with decreases in soil lead in the city. See the section on "Lead Poisoning" in the revised Chapter 12 – "Adapt to Thrive."](#)

Commented [THJ1]: Text 08-04

Several programs are working to improve the health of children in New Orleans. They include:

- **Nurse Family Partnership:** For over 25 years, the Louisiana Office of Public Health and the Department of Health and Hospitals has run the Nurse Family Partnership, which improves pregnancy and early childhood health outcomes by matching nurses with low-income first-time mothers.²³ The program has been shown to significantly improve pregnancy outcomes, child health and development, and family self-sufficiency,²⁴ and reaps an estimated \$5.70 return on every dollar invested.²⁵ Due to limited capacity, the program currently serves less than 50 percent of eligible participants.²⁶
- **Healthy Start New Orleans** is a federally-funded program that provides prenatal and neonatal care for low-income women and their babies. It will receive \$10 million in funding between 2009 and 2014 through the Department of Health and Human Services.
- **Head Start And Early Head Start** are national school readiness programs that provide free education, health, nutrition, and parent involvement services to low-income children from birth through preschool and their families.²⁷ As of June 1, 2009, there were about 16 licensed child care facilities in New Orleans that offered Head Start programs.²⁸ Many are operated by the nonprofit Total Community Action.²⁹
- **The Women, Infants and Children Food Program (WIC)** provides supplemental food, health care referrals, and nutrition education for low-income expectant mothers and parents of children up to age 5. In 2007, 3,922 women and children in New Orleans benefitted from WIC.
- **The Greater New Orleans School Kids Immunization Program** has been successful in increasing immunization rates of New Orleans school children by offering free immunizations through schools.
- **School Health Connection** is a regional collaborative administered by LPHI that supports the expansion of school-based health centers in the New Orleans metropolitan area to improve the health of school-age children and their communities.³⁰

MENTAL HEALTH

As of January, 2008, the rate of mental health conditions like depressive disorders and post traumatic stress disorder among New Orleans residents was several times the national average.³¹ In 2008, 31 percent of New Orleans residents surveyed reported having some mental health challenge, 15 percent reported having been diagnosed with a serious mental illness (three times the rate reported in 2006), and 17 percent reported having taken prescription medication for a mental health issue in the previous 6 months (more than twice the rate reported in 2006).³² However, the average number of poor mental health days for Louisiana residents was the

22 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." August, 2008.

23 Nurse Family Partnership. Retrieved on November 21, 2008 at http://www.nursefamilypartnership.org/resources/files/PDF/Fact_Sheets/NFP_Nurses&Mothers.pdf.

24 Louisiana Association of Nonprofit Organizations. "Community Solutions 2008-2009." Available at: http://lano.org/AM/Template.cfm?Section=Community_Solutions_Institute. Retrieved July, 2009.

25 Karoly, L; Kilburn, R; & Cannon, J. "Early Childhood Interventions: Proven Results, Future Promise." Santa Monica: RAND Corporation. 2005.

26 "Health & Independence for All: A Strategic Plan." A Working Draft United Way for the Greater New Orleans Area. December 8, 2008.

27 National Head Start Association: http://www.nhsa.org/about_nhsa. Retrieve June, 2009.

28 Greater New Orleans Community Data Center. www.gnocdc.org. Retrieved June, 2009.

29 www.tca-nola.org.

30 LPHI: <http://lphi.org/home2/section/3-30-32-84/about-school-health-connection>. Retrieved June, 2009.

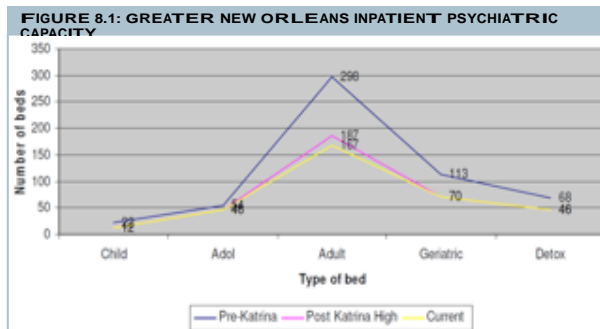
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- 31 Kessler RC, Galea S, Jones RT, Parker HA. "Hurricane Katrina Community Advisory Group: Mental illness and suicidality after Hurricane Katrina." *Bull World Health Org.* 2006;84(12).
- 32 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." Appendix: Chart-pack. August, 2008

8th lowest in the nation in 2008 at 3 days per month.³³

Inpatient Mental Health and Addiction Treatment.

As of March, 2009, 168 of the hospital beds in New Orleans were inpatient psychiatric beds—less than half of the 364 available before Hurricane Katrina. There were 341 total psychiatric beds in the metropolitan region, as compared to 555 before Hurricane Katrina.³⁴ A Kaiser Family foundation survey in 2008 noted that inpatient substance abuse treatment programs were in particularly high demand in New Orleans, especially for the uninsured and the homeless.³⁵



SOURCE: LOUISIANA PUBLIC HEALTH INSTITUTE BEHAVIORAL HEALTH ACTION NETWORK. MARCH 26, 2009.

In summer 2009, the State announced plans to close the inpatient mental health services at the New Orleans Adolescent Hospital (NOAH), the only public mental health institution in New Orleans. As of March, 2009, NOAH’s total inpatient capacity was 35 inpatient beds.³⁶ Ninety-seven percent of children and adolescents and 93 percent of adults served by NOAH do not have insurance.³⁷ Patients formerly served by NOAH will be served by Southeast Louisiana Hospital in Mandeville, LA after September, 2009. Several community groups in New Orleans have voiced opposition to this plan, and a law suit seeking to reverse the hospital consolidation plan was filed in 2009. Additionally, representatives of the business community have argued that businesses already suffer as a result of the city’s insufficient mental health treatment capacity, and that increased mental health care is needed to make the city safe and secure for private investment.³⁸



IMAGE: noAh's FrEnds: www.noAhS-FrEndS.org.
The New Orleans adolescent Hospital (NOaH), the city’s only public mental health institution, will close in September, 2009.

Other hospitals in New Orleans that provide inpatient psychiatric care (as of March, 2009) include:³⁹

- Children’s Hospital (17 beds for adolescents)
- Psychiatric Pavilion (24 beds)

33 United Health Foundation: <http://www.americashealthrankings.org/2008/states/la.html>. Retrieved June, 2009.
 34 Louisiana Public Health Institute Behavioral Health Action Network. March 26, 2009.
 35 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." August, 2008.
 36 Ibid.
 37 NOAH's Friends: <http://www.noahs-friends.org/default.asp>.
 38 Webster, Richard A. "City's mental health care crisis impacts businesses." New Orleans City Business. May 25, 2009. <http://www.neworleanscity-business.com/viewFeature.cfm?recID=1390>
 39 Data courtesy Louisiana Public Health Institute Behavioral Health Action Network.

- Community Care Hospital (22 beds)
- University Hospital (20 detox beds)
- LSU Hospital—Calhoun Campus (38 beds)
- Louisiana Specialty (12 beds)
- Odyssey House (120 addiction treatment beds)

Outpatient Mental Health and Addiction Treatment.

While adequate inpatient mental health care is essential to preventing crises and providing emergency mental health treatment in all communities, only about 7 percent of people who seek mental health care require hospitalization.⁴⁰ National best practices in mental health treatment emphasize preventative and community-based outpatient care as significantly more effective and less expensive means of treating most mental health disorders than inpatient care.⁴¹

In New Orleans, there are several providers of outpatient mental health services. DHH operates the Louisiana Spirit program, a federally-funded crisis counseling service that is free to all Louisiana residents.⁴² Additionally, in 2010, DHH will fund and oversee the following outpatient mental health services and initiatives:

- Assertive Community Treatment (ACT) teams: ACT teams would provide ongoing outreach, monitoring, mental health treatment, medication management, substance abuse counseling, case management and social services for people with severe mental illness and co-occurring substance abuse who utilize both hospital and law enforcement resources. The ACT model has been proven to reduce institutional care and promote recovery in individuals with serious mental illness.⁴³ As of June, 2009, there was already an advance waiting list for ACT services before they had begun to operate.⁴⁴
- Supportive housing for people living with mental illnesses.
- Child and Adolescent Response Teams, which perform crisis stabilization for adolescents that has proven to decrease instances of hospitalization.
- NOAH outpatient and satellite clinics.

The New Orleans Metropolitan Human Service District (MHSD) provides outpatient treatment and supportive housing for persons living with addictive disorders, developmental disabilities, and mental illness through its Behavioral Health Centers.⁴⁵ Additionally, more than 70 outpatient primary and behavioral health clinics in the New Orleans area provide mental health care in the metropolitan area regardless of ability to pay. They include:

- **United Way Agencies**
- **VIALINK COPE Line** (provides referrals and emergency crisis counseling)
- **Associated Catholic Charities of New Orleans:** recently expanded transitional housing for serious mentally ill residents
- **odyssey House:** expansion plans include substance abuse and detox services
- **medical Center of New Orleans (MCLNO) at Douglas, Jackson barracks, and martin**

40 Mental Health America: <http://www.mentalhealthamerica.net/go/help/finding-help/go/help/finding-help/find-treatment/in-patient-care/inpatient-care-what-to-ask>.

41 <http://www.aclassociation.org/actModel/>

42 Louisiana Spirit: <http://www.louisianaspirit.org/>.

43 Lehman AF, Dixon L, Hoch JS, et al. "Cost-effectiveness of assertive community treatment for homeless persons with severe mental illness." *Br J Psychiatry* 1999 Apr;174:346–52. Available at: <http://ebmh.bmj.com/cgi/content/extract/2/4/128>.

44 Louisiana Department of Health and Hospitals. <http://www.dhh.louisiana.gov/publications.asp?ID=1&CID=9>. Retrieved February, 2009.

45 Metropolitan Human Services District: <http://www.mhsda.org/home/>.

Behrman sites, St. Thomas Community Health Center, Common Ground Health Clinic, Excelth, Daughters Of Charity Services, Tulane University Community Health Clinics, and Covenant House: working to integrate outpatient behavioral health services into existing primary care clinics.⁴⁶

Providers and mental health experts in New Orleans state that the area severely lacks transitional or “step-down” services for patients transitioning between inpatient to outpatient mental health and addiction treatment. Transitional care is essential to crisis prevention and recovery maintenance post-hospitalization and is critical to achieving a complete and seamless continuum of care. In addition, many providers suggest that more programs are needed—particularly for substance abuse treatment and long-term comprehensive case management.

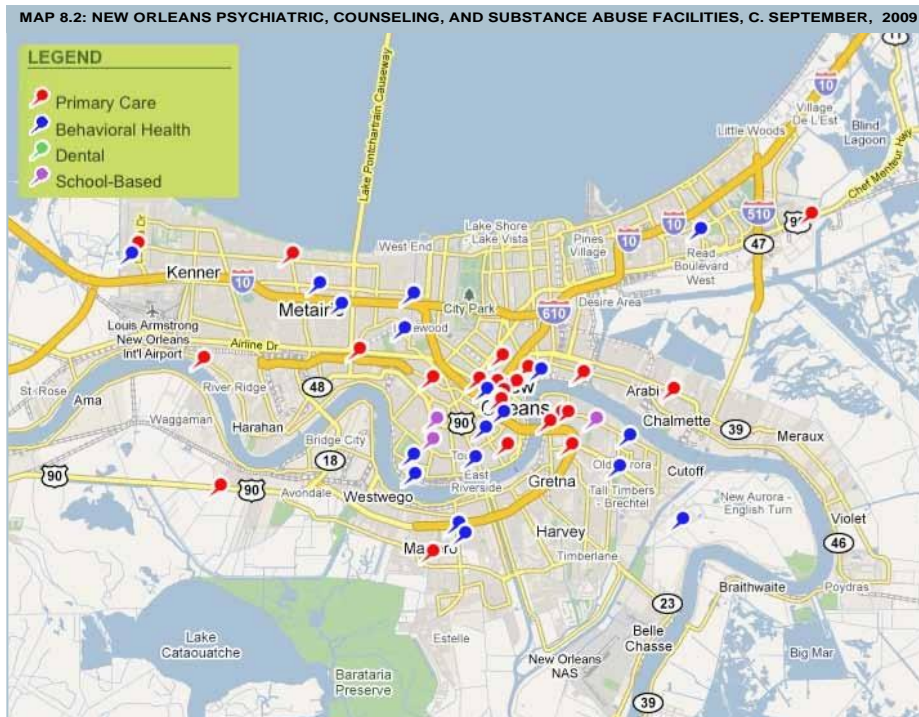


IMAGE: WWW.GNOCOMMUNITY.ORG, SEPTEMBER, 2009.

⁴⁶ Louisiana Public Health Institute Behavioral Health Action Network. March 26, 2009.

Service Coordination.

MHSD is the state-authorized administrative entity that allocates public funding to and coordinates local providers of addiction recovery, developmental disability, and mental health services in the New Orleans metropolitan area (including Orleans, St. Bernard, and Plaquemines Parishes). The MHSD receives funding from federal sources (including DHH), the state, Medicaid, and private sources. In the state budget for FY 2009, funding for the MHSD was reduced by several million dollars.

LPHI's Behavioral Health Action Network (BHAN) is a coalition of behavioral health stakeholders that works to improve system coordination of New Orleans area mental health care providers through public-private partnerships, data and analysis, policy development, and workforce development initiatives in mental health services.⁴⁷

THE UNINSURED

As of 2008, 18 percent of New Orleans adults surveyed had no health insurance (down from 26 percent in 2006), and 12 percent reported having at least one uninsured child in the home (up from 11 percent in 2006). In August, 2008, 25 percent of former Charity Hospital users surveyed reported relying on emergency rooms as their "usual place of care" or having no usual place of care at all. Thirty-four percent reported using other hospitals or neighborhood clinics as their primary source of care.⁴⁸ As a result, New Orleans area hospitals at that same time experienced a dramatic increase in emergency department admissions for the uninsured due to the closure of Charity and other safety-net providers.⁴⁹

There are several low-cost or free health insurance programs available to New Orleans residents. Medicare and Medicaid are available to qualified elderly and income-eligible residents, but further outreach is needed to make residents aware of available resources. One model for this type of outreach in New Orleans is Kingsley House's Health Care for All Program, which performs door-to-door outreach to identify uninsured residents and assist them in obtaining some form of health insurance, and in 2008 successfully enrolled more than 1,000 New Orleans residents in Medicaid.⁵⁰ The Louisiana Children's Health Insurance Program (LaCHIP) has also been successful in significantly increasing the rate of insurance for area youth. The Children's Health Insurance Program (CHIP) is a federal program that provides funds to states for health insurance for families with children, and targets families with modest incomes that are too high to qualify for Medicaid. In February, 2009, the federal government increased funding for CHIP nation-wide.⁵¹ As of November, 2007, there were 36,068 children in New Orleans insured by Medicaid and 5,611 children insured by LaCHIP.⁵²

EXPANDING HEALTH CARE ACCESS

The New Orleans Health Department administers disease and lead poisoning prevention, health maintenance, Ryan White AIDS funding, and dental health programs, as well as nutrition programs for pregnant women, infants, children and elderly persons. It also operates the city's youth detention center and enforces the health code. The department's Clinical Services program, which aims to expand health care service locations and services provided, had a budget of \$1.1 million and employed a full-time staff of 16 in 2009.⁵³

47 Louisiana Public Health Institute: <http://lphi.org/home2/section/3-222/behavioral-health-action-network>. Retrieved June, 2009.

48 Kaiser Family Foundation. "New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008." Appendix: Chart-pack. August, 2008. Available at: www.kff.org.

49 DeSalvo, Karen, et al. "Health Care Infrastructure in Post-Hurricane Katrina New Orleans: A Status Report." *The American Journal of the Medical Sciences*. August, 2008. Volume 336, Number 2.

50 Kingsley House: http://www.kingsleyhouse.org/our_programs/hcfa.html. Retrieved June, 2009.

51 Annie E. Casey Foundation. "2008 KidsCount Data Book". http://www.kidscount.org/datacenter/db_pdf_08.jsp. Retrieved June, 2009.

52 Kids Count Data Center: <http://datacenter.kidscount.org/data/bystate/stateprofile.aspx?state=LA&loc=3255>. Retrieved June, 2009.

53 City of New Orleans 2009 Adopted Operating Budget. www.cityofno.com.

The Louisiana Department of Health and Hospitals (DHH) administers a range of public health programs, including behavioral health and services for people with disabilities. DHH also administers and oversees the state's Medicaid and CHIP programs. In November, 2008, DHH launched the Louisiana Health First initiative to improve health outcomes in Louisiana and create a sustainable system of quality health care. The initiative focuses on expanding insurance coverage, coordinating patient care through creating a network of medical homes, and rebuilding a regional teaching hospital in New Orleans.⁵⁴

In 2007, DHH and LPHI were awarded the Primary Care Access and Stabilization Grant (PCASG), a federal grant to increase access to health care by providing \$100 million over a 3-year period (2007 to 2010) to community-based primary care, mental health care, HIV/AIDS care, and substance abuse treatment providers throughout the Greater New Orleans area. The funds will help providers stabilize, improve and expand their services through methods including opening satellite clinics, extending hours of operation and hiring additional qualified medical staff. In its first 18 months, the program helped to increase area primary care service locations by 36 percent and served an estimated 43 percent of all uninsured residents in the New Orleans metropolitan area.⁵⁵ The grant also helps to maintain a web-based directory of healthcare centers in the New Orleans area that offer services to patients regardless of their ability to pay.⁵⁶ A report published by the federal Government Accountability Office in July, 2009 found that despite the program's success, PCASG grant recipients continued to have significant difficulties in making referrals to other providers (particularly mental health, dental, and specialty care) and in hiring and retaining staff.⁵⁷

LPHI also convenes the Louisiana Community AIDS Partnership in collaboration with the National AIDS Fund to promote and improve the health and quality of life of people affected by HIV/AIDS in the New Orleans area.⁵⁸

ACCESS TO HEALTHY FOOD CHOICES

The health of many New Orleans residents is compromised by their lack of access to fresh, healthy foods. New Orleans and Louisiana have particularly high rates of chronic diseases that are affected by food choice, such as obesity, heart disease, and diabetes. Only about one in five New Orleans adults consumes five or more servings of fruits and vegetables per day, 40 percent drink soft drinks daily, and 31 percent eat snack foods daily.⁵⁹

As of 2009, there were 18 full-service supermarkets in New Orleans that provided access to healthy foods—or about one per 18,000 residents, as compared to the national average of one per only 8,800 residents. (Before Hurricane Katrina, the ratio in New Orleans was around one supermarket per 12,000 residents.) Eight farmers' are held daily, or monthly throughout the city. Weekly markets are held in New Orleans East, Upper Ninth Ward and Downtown, Uptown, and Mid City. Monthly markets include the Sankofa Marketplace in the Lower Ninth Ward and the Harrison Market in Lakeview.

In June, 2009, the City released an RFP for the administration of the Fresh Food Retail Incentive Program, which will award forgivable and low interest loans to supermarkets, grocery stores, and other fresh food retail businesses that sell fresh fruits and vegetables and other healthy foods in underserved areas of the city. The program has initial funding of \$7 million in disaster CDBG funds. In addition, the 2009 ORDA budget allocates \$2 million to create grant programs for community markets and urban food gardens. In 2009 ORDA allocated \$120,000 in funding to the city's Mobile Markets program, launching five mobile markets that sell fresh foods in areas that are underserved by supermarkets throughout the city. The Food

54 Louisiana Department of Health and Hospitals: <http://www.dhh.louisiana.gov/offices/?ID=349>. Retrieved June, 2009.

55 Louisiana Public Health Institute: <http://lphi.org/home2/section/3-146/primary-care-access-and-stabilization-grant>. Retrieved June, 2009.

56 Greater New Orleans Community Data Center: www.gnoccommunity.org. Retrieved June, 2009.

57 United States Government Accountability Office. "Federal Grants Have Helped Health Care Organizations Provide Primary Care, but Challenges Remain." July, 2009. Summary available at: <http://www.gao.gov/daybook/090720.htm>. Retrieved July, 2009.

58 Louisiana Public Health Institute: <http://lphi.org>. Retrieved June, 2009.

59 Centers for Disease Control. Selected Metropolitan/Micropolitan Area Risk Trends from the Behavioral Risk Factor Surveillance System, 2007. www.cdc.gov/brfss. Retrieved December 15, 2008.



IMAGES: THE NEW ORLEANS FOOD COOPERATIVE

Policy Advisory Committee, established by the City Council in 2008, provides policy direction to the city on improving access to fresh, healthy food. *See also: Chapter 13—Environmental Quality for more information on urban agriculture and community gardening.*

PREVENTATIVE HEALTH INITIATIVES

- **tulane Prevention research Center** performs research and public education around the impact of the physical and social environment on obesity and collaborates with community partners to promote healthy environments.⁶⁰
- **stay Healthy Louisiana**, created through a partnership between LPHI and DHH, is a website that serves as a centralized resource for public health information such as a schedule of free screening and immunization events.⁶¹
- **the louisiana Campaign for tobacco-free living** is a statewide program to reduce tobacco use and exposure to secondhand smoke.⁶²
- **steps to a Healthier New orleans** is part of the Steps to a Healthier US Initiative, which funds chronic disease prevention and health promotion programs that target three major chronic diseases: diabetes, obesity and asthma and their underlying risk factors.⁶³

SERVICE COORDINATION

Several programs administered by LPHI also work to improve service coordination and collaboration among providers in the New Orleans region. They include:

- **The Orleans Neighborhood Health Implementation Plan (ONHIP)** works to foster partnerships across sectors—including health care, education, community advocates, private development interests, and community members—to address the broad determinants of health, including nutrition, active living, preventative care, and a healthy environment. A core goal of the ONHIP program is the development of neighborhood medical homes and wellness centers which will provide and coordinate a broad range of health care and prevention services for neighborhood residents.



IMAGE: Gno unItEd wAy

From 2008 to 2009, New Orleans area food banks reported a 35 percent increase in demand for food assistance.

60 Tulane Prevention Research Center: <http://www.sph.tulane.edu/PRC/index.htm>.

61 Stay Healthy Louisiana: www.stayhealthyla.org.

62 The Louisiana Campaign for Tobacco-Free Living: www.tobaccofreeliving.org.

63 Steps to a Healthier New Orleans: www.stepsla.org.

- **The Partnership for Access to Health Care (PATH)**, administered by LPHI and founded in 1999, is a collaboration of New Orleans leaders in health and social services that promotes the model of networked medical homes and strengthens collaboration between health and social service delivery systems.⁶⁴
- With funds from the Primary Care Access and Stabilization Grant, LPHI has convened a **regional forum for healthcare capacity planning and technical assistance** on a regular basis since the inception of the grant in 2007, and is working to increase collaboration and information exchange between providers.
- **504HealthNet** is a nonprofit organization in New Orleans that provides support for coordination of service delivery among primary care providers.

Steps to a Healthier New Orleans and LPHI are working to implement an Electronic Medical Record (EMR) system which would provide efficient internal communication of a patients' medical history to ensure more coordinated and efficient care both within a single clinic and across service providers. EMR is considered a best practice nationally and has been adopted by numerous health care systems around the nation. As of 2009, the EMR system was in use at two Daughters of Charity Health Center clinics and in the process of being adopted by others.⁶⁵

2. Human services

The 2008-2009 economic downturn has increased demand for basic services such as food, clothing, and utility assistance in New Orleans. From 2008 to 2009, the number of households in the New Orleans region receiving food stamps rose by nearly 12 percent, and area food banks reported a 35 percent increase in demand for food assistance.⁶⁶

Government-Sponsored Services.

the City's department of Human services coordinates public welfare services, administers social services to youth and their families, operates a youth detention center (*see Section 5, below*), and coordinates delivery of various human services through collaboration with other city departments (*e.g.*, NORD, Health Department), social service agencies, places of worship, and other private and nonprofit organizations. The Department's Emergency Assistance Program provides counseling, advocacy, referrals and monetary grants (including emergency utility assistance) to residents in crisis situations. The Department projects that it will provide services to approximately 10,000 households in 2009. The City's 2009 budget increased funding for the Department by more than 13 percent.⁶⁷



IMAGE: Gno unitEd wAy

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

The Louisiana Department Of Social Services (DSS) is responsible for administering programs such as Child Support, Child Care Assistance, adoption and foster care, Head Start, Temporary Assistance to Needy Families, the Food Stamp Program, assistance for people with disabilities, and several other assistance programs for qualifying families and individuals in need. There are three

⁶⁴ *Ibid.*

⁶⁵ Steps to a Healthier New Orleans: <http://www.stepsla.org/home2/section/5-162/clinical-quality-improvement>. Retrieved July, 2009.

⁶⁶ Bahr, Emily. "Economic Strife Creates New Clinetetele for Area Food Banks." New Orleans City Business, March 30, 2009. <http://www.neworleanscitybusiness.com/ViewStory.cfm?recID=32992>. Retrieved March 31, 2009.

⁶⁷ City of New Orleans 2009 Adopted Operating Budget. www.cityofno.com.

DSS offices in New Orleans—two for Family Services offices and one Community Services. Other DSS services are administered from numerous other locations where local service providers are contracted by DSS to provide services (for example, assistance for the blind and deaf).

In 2010, the state plans to open a Neighborhood Place at the Mahalia Jackson School in New Orleans. A Neighborhood Place is 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, all of whom will work as a team to make services more accessible, coordinated and integrated. Child care services will also be offered at the same location. It will be governed by a Community Council of clients and community members who live and work in the area in order to ensure that Neighborhood Place serves the unique needs of that community. The state opened its first Neighborhood Place in June, 2009 in Sabine Parish.⁶⁸

The state MHSD—described in Section 1, above—also provides services and coordinates partnerships with private-sector providers, and is primarily involved with mental and behavioral health and addiction recovery services and services for people with developmental disabilities. MHSD also provides funding for housing and emergency shelters for the homeless (*see below*).

Non-Governmental organizations.

In addition to government agencies, dozens of nonprofits—including faith-based organizations—offer an array of human and social services, many founded since Hurricane Katrina to meet the increased demand for basic services. Many are small in scale and serve a relatively small proportion of the population. A 2008 survey of nonprofit service providers in Louisiana found that of those that had paid staff, nearly half had 5 or fewer staff members, and of those that relied on volunteers, the average number of volunteers was 20. Two-thirds of the organizations surveyed had collaborated with at least one other group to provide services. Most collaborations involved sharing resources such as space, equipment, and supplies. The survey also



IMAGE: GNO UNITED WAY

Integrated, comprehensive case management facilitates service coordination and greater efficiency across the continuum of care.

revealed that among the most common challenges faced by nonprofit providers were poor communication and poor service coordination—particularly between public and private providers. Relatively few nonprofits reported working with state and local governments, and only about 7 percent worked with federal agencies.⁶⁹ Instances of public-private collaboration in human services tend to occur mostly where public agencies are the sole provider of goods and services (e.g. food stamps or disability income). Additionally, several nonprofits report that public funding that is administered by city agencies often involves administrative and reporting burdens that are prohibitive for smaller nonprofits to comply with.

The Louisiana Association of Nonprofit Organizations (LANO) is a statewide organization that offers business services, insurance, training, and technical assistance to more than 1,000 nonprofit member organizations throughout the state, including 214 member organizations registered in the City of New Orleans as of July, 2009. LANO’s Community Solutions Institute is a network of nonprofits and other stakeholders statewide who are working to reduce poverty.⁷⁰

68 Louisiana Neighborhood Place: <http://www.laneighborhoodplace.org/>.

69 De Vita, Carol J., Fredrica D. Kramer, Principal Investigators, Lauren Eyster, Samuel Hall, Petya Kehayova, Timothy Triplett. “The Role of Faith-Based and Community Organizations in Post-Hurricane Human Service Relief Efforts.” The Urban Institute, December 2008.

70 www.lano.org

Referral and Information Systems.

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 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.

VIALINK (2-1-1), a toll-free 24-hour call center funded by United Way, provides referral information for both providers and consumers of health care and human services, in addition to crisis counseling. In 2007, the service received 8,453 calls from within Orleans Parish. The City of New Orleans also offers some of these same informational services through its 3-1-1 information line (not including counseling). VIALINK has the potential to serve as a single reference point for resources and referrals for the human service industry in New Orleans, but area providers suggest that it is only used sporadically by providers and does not contain the full extent of information needed.

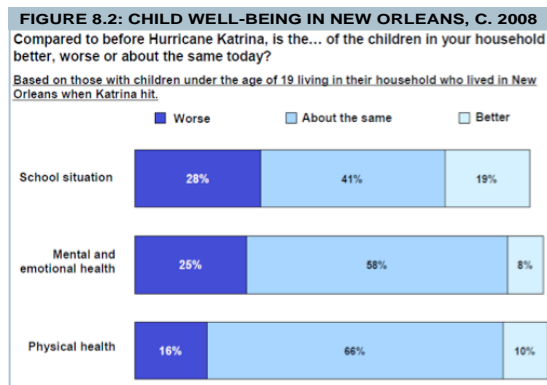
Case Management.

Case management is an important aspect of human service delivery because a case manager helps a consumer navigate the various services available and choose the services that are appropriate for him or her. Comprehensive case management provides a safety net in insuring that consumers receive the appropriate service at the appropriate time and do not get lost in the system. Although most human service providers have some method of “keeping track” of those they serve, there is very little available in New Orleans in the way of long-term comprehensive case management services. A more integrated and coordinated human service delivery system could provide the opportunity for comprehensive case management across the continuum of care, providing consumers with more consistent and coordinated care, and reducing costs by decreasing the frequency of crisis situations and decreasing redundancy due to lack of coordination.

HOMELESSNESS

In 2008, providers of services to the homeless served 18,875 unduplicated individuals in the greater New Orleans area—about an 88 percent increase since before Hurricane Katrina.⁷¹ About 12,000 of these residents were estimated to reside in Orleans Parish. A 2008 survey conducted in New Orleans found that 80 percent of homeless residents surveyed had at least one disability, 31 percent had multiple disabilities, and 19 percent had concurrent mental illness, physical disability, and substance addiction.⁷²

Permanent supportive housing—housing that is not time-limited and that is linked to case management and comprehensive social services—is the primary solution to homelessness (*discussed in Chapter 5 of this plan*). However, emergency shelter beds can provide a temporary remedy to homelessness for some



Note: The percentage who did not give an answer is not shown.

SOURCE: KAISER FAMILY FOUNDATION. “NEW ORLEANS THREE YEARS AFTER THE STORM: THE SECOND KAISER POST-HURRICANE KATRINA SURVEY, 2008.” AUGUST, 2008.

71 UNITY of Greater New Orleans. July, 2009.

72 UNITY of Greater New Orleans: www.unityqno.com. Retrieved February, 2009.

individuals, and often serve as a gateway to further engagement with service providers. Before Hurricane Katrina, there were approximately 837 emergency shelter beds in New Orleans; as of March, 2009, there were about 514 shelter beds serving a much larger homeless population than before the storm. Emergency beds for individuals under 21 years of age are in particularly short supply. Family shelters provide only 125 beds (room for just 41 families), half of which are for survivors of domestic abuse. Additional homeless outreach workers are also needed, particularly since outreach is complicated by the abundance of vacant structures throughout the city. Daytime drop-in service centers with services like showers, meals, mailboxes, clothing, and service referrals are also in demand for homeless individuals and families, as is transportation assistance.

UNITY of Greater New Orleans serves as the region’s umbrella organization for homeless services, coordinating the continuum of care structure required to access federal funding for programs for the homeless. More than 130 local service providers, most of which are relatively small-scale organizations, serve the homeless population. Federal funds from the U.S. Department of Housing and Urban Development for specific housing programs are available through the city’s housing division, currently within ORDA. The service capacity of UNITY and its affiliates may be bolstered by the federal Rapid Re-Housing program to combat homelessness, which has identified New Orleans as one of its target areas. The program will provide \$2 million to shelters and permanent housing services.⁷³

3. Youth

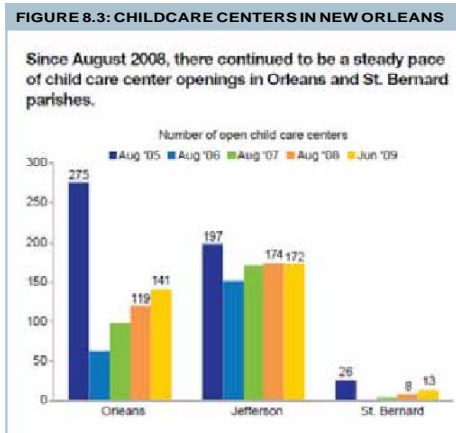
Research has shown that child poverty is linked to lower academic achievement, higher rates of non-marital child bearing and a greater likelihood of health problems.^{74,75} Thirty-six percent of children under 18 (15,461 children) in New Orleans lived below the federal poverty line in 2007.⁷⁶

There are several initiatives working to improve the physical health of children in New Orleans. They are discussed in section 1, above.

CHILD CARE

As of June, 2009, there were 141 licensed child care centers in New Orleans—just over half of the 275 centers that existed before Hurricane Katrina. At the same time, the total capacity of those centers was 9,783 children.⁷⁷ There are several organizations working to improve the availability of child care. **the Greater New Orleans**

rebuild Child Care Collaborative provides funding for physical building and repair of child care facilities. In 2009 they aim to open 10 to 15 child care centers (1,000 child care spaces) with at least half of the spaces reserved for low-income families.⁷⁸



Source: BROOKINGS INSTITUTION and The Greater New Orleans Community Data Center. "The New Orleans Index." August, 2009. www.GNOCDC.org

73 New Orleans City Business. "Feds Provide \$2M to Help N.O. Homeless." New Orleans City Business. February 19, 2009. www.neworleanscitybusiness.com. Retrieved February, 2009.

74 Annie E Casey Foundation 2007 Kids Count Data Book. Available at: <http://datacenter.kidscount.org/>.

75 Louisiana Association of Nonprofit Organizations. "Community Solutions 2008-2009." Available at: http://www.lano.org/AM/Template.cfm?Section=Community_Solutions_Institute. Retrieved July, 2009.

76 US Census, 2007.

77 Agenda for Children’s analysis of data provided by the Louisiana Department of Social Services, Bureau of Licensing, by personal communication.

78 Greater New Orleans Rebuild Child Care Collaborative: <http://www.rebuildchildcare.org/greaterneworleans.php>.

- **Agenda for Children** administers a Child Care Resources program which offers a free information and referral service for families seeking child care in metropolitan New Orleans, and works to expand the availability of child care through assistance to families, parent education, and public awareness.⁷⁹
- **Head start and early Head start** programs, discussed in Section 1 above, provide early childhood education in addition to health and social services to low-income children and their families.

There is currently a nationwide shortage of well-trained and experienced childcare workers, in part because wages and benefits for childcare workers are among the lowest in the U.S. labor force.⁸⁰ As of 2009, only 3 child care facilities in New Orleans were nationally accredited (as opposed to 18 before Hurricane Katrina).⁸¹ Two United Way programs, Success by 6 and Bridges to Quality, are working to improve the quality of child care facilities by providing technical assistance and funding for facilities to work toward national accreditation. Agenda for Children’s Child Care Resources program also offers training, on-site technical assistance, and capacity-building resources for child care providers.⁸²

Quality Start is a statewide quality rating system for child care. Participating centers can achieve 1-5 stars. The system provides incentives for child care centers to meet quality benchmarks, such as enhanced payments from the state’s Child Care Assistance Program and refundable tax credits from the state’s School Readiness Tax Credits. The value of the incentive increases with each additional star. As of July, 2009, there were 41 child care programs in New Orleans registered with Quality Start. Thirty programs received only one star; 7 programs received two stars; 1 program received 3 stars; 3 programs received 4 stars; and no programs received 5 stars.⁸³

The affordability of child care is an important factor in developing a productive workforce. In 2007, the median annual cost for one infant in a Class A child care center in New Orleans was \$5,500: 14.7 percent of median household income.⁸⁴ Financial assistance for low-income families is available to offset the cost of child care through federal Child Care Development Fund vouchers, which are administered by the Louisiana Department of Social Services Child Care Assistance Program. In 2008, only 38 percent of qualifying families received the voucher.⁸⁵

AFTERSCHOOL PROGRAMS

Research suggests that up to two-thirds of the academic achievement gap between low- and high-income youth is rooted in inequities outside of the classroom, and that youth programming for non-school hours (after school and summer) helps to bridge educational achievement gaps as well as improve behavioral and social problems in school-age youth.⁸⁶ Afterschool programs for school-age youth can include both academic (e.g., tutoring) and recreational programs.

Before Hurricane Katrina, there were over 200 afterschool programs located in schools, nonprofit organizations, community centers, housing developments, recreation centers, and churches throughout New Orleans. As of January, 2007, there were only 42 afterschool sites in operation, serving less than 25 percent of the target population. Areas of the city that were hardest hit by Hurricane Katrina and those with the highest crime rates had the least access to afterschool programs. Students and families report

79 Agenda for Children: <http://www.agendaforchildren.org/home.htm>.

80 Maria D. Montilla, Eric C. Twombly, and Carol J. De Vita. "Models for Increasing Child Care Worker Compensation." Center on Nonprofits and Philanthropy. No.8, June 2001.

81 National Association for the Education of Young Children: <http://www.naeyc.org/accreditation/search/>

82 Agenda for Children: <http://www.agendaforchildren.org/home.htm>

83 <http://www.qrslouisiana.org/>

84 Annie E. Casey Foundation Kids Count Data Center: <http://datacenter.kidscount.org/>. Retrieved June, 2009. US Census, 2007.

85 Afterschool Partnership For Greater New Orleans. <http://www.gnoafterschool.org/library/>. Retrieved February, 2009.

86 Miller, Beth, and The National Center for Summer Learning, in Afterschool Partnership for Greater New Orleans. Presentation: "Summer Program Research." <http://www.gnoafterschool.org/library/>. Retrieved February, 2009.

difficulty accessing programs in part due to lack of transportation, since most programs were not within students' own neighborhoods.⁸⁷ However, by June, 2009, the number of afterschool programs in operation had more than doubled to around 90, suggesting that a greater percentage of the population was being served.

A 2007 survey reported that afterschool program providers have difficulty paying workers competitive wages and lack access to appropriate facilities and equipment. Federal funding is available for state allocations to support afterschool programs; however, since 2004, the State of Louisiana has not drawn down the total amount of federal funding for afterschool programs that it is eligible to receive.⁸⁸

The Afterschool Partnership for Greater New Orleans provides assistance in developing afterschool programs through grant funding, technical assistance, advocacy, and by providing a platform for collaboration.⁸⁹ The Afterschool Partnership also maintains an internet-based guide to afterschool resources.⁹⁰ According to the Partnership, in addition to more high-quality afterschool programs, a major need is to coordinate across the agencies and systems that serve youth to leverage limited public resources for expanded learning opportunities.⁹¹

See also—Section 5: Public Safety and Criminal Justice (below) for more information on programs for at-risk youth.

4. Senior Citizens

The New Orleans Council on Aging (NOCOA) estimates that as of December, 2008, there were approximately 45,000 seniors aged 60 and over living in New Orleans.⁹² An estimated 16 percent of elderly residents in New Orleans are in need of health and supportive care. Seventy-five percent of those with Alzheimer's disease in New Orleans are being cared for primarily by family.⁹³

In 2008, NOCOA conducted a needs assessment survey of its consumers and partner service providers. The survey found that the most frequently-requested services were: low-cost transportation assistance (to augment limited paratransit services provided by RTA), legal assistance, additional congregate meal service, and medication assistance (both informational and financial). NOCOA's 2010 plan includes goals to address these needs, including a plan to investigate reinstating a former transportation assistance program.



IMAGE: Gno unitEd way

afterschool programs serve less than 25 percent of school-age children.

87 Afterschool Partnership for Greater New Orleans. "Status Report: New Orleans Afterschool, January 2007." <http://www.gnoafterschool.org/library/>. Retrieved February, 2009.

88 Afterschool Partnership for Greater New Orleans. "Policy Brief: Funding Map for New Orleans' Afterschool." Fall, 2008. www.gnoafterschool.org. Retrieved February, 2009.

89 Afterschool Partnership for Greater New Orleans. www.gnoafterschool.org. Retrieved February, 2009.

90 www.neworleans.ilivehere.info

91 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.

92 New Orleans Council on Aging, 2009.

93 New Orleans Council on Aging, in United Way for the Greater New Orleans Area. "Success for Children & Families: A Strategic Plan. Vision Council Recommendations, Data Compilation and Analysis, Best Practice Research: A Working Draft." December 8, 2008.

LONG-TERM CARE

As of late 2007, there were 15 nursing homes operating in New Orleans (as opposed to 25 before Hurricane Katrina), and a total of 37 in the Greater New Orleans area, including Jefferson, St. Tammany, St. Bernard and Plaquemines Parishes (as opposed to 54 before Hurricane Katrina).⁹⁴ The DHH Office of Aging and Adult Services administers long-term care programs that serve aging adults and people with adult-onset disabilities and oversees a rehabilitation center in New Orleans, which serves elderly and disabled patients. Other long-term care facilities are privately operated.

DAYTIME PROGRAMS

As of 2008, less than half of all pre-Hurricane Katrina senior centers had reopened.⁹⁵ In 2009, Catholic Charities opened the **Program for All-inclusive Care for the elderly (PACE) Center** with capacity to serve 96 individuals. PACE is a national program that offers a package of comprehensive services designed to allow the elderly to live independently at home, including daytime care, primary care, speech, occupational and physical therapy, full-service pharmacy and dental services, and in-home care.⁹⁶ Other senior activity and health centers are operated by NORD (2), DHH (1), NOCOA (2), and others.

- **NOCOA** provides information, assistance and outreach to seniors, family caregivers, and community providers, and offers low-cost dental services, congregate meals and “meals-on-wheels,” prescription and home maintenance assistance, a senior companion program and a volunteer placement program. In partnership with area nursing and pharmacy schools, NOCOA also provides health and prescription information to individual seniors and local senior centers. All New Orleans residents aged 60 and over are eligible for NOCOA’s services.
- **The New Orleans People Program** is a nonprofit membership organization for person 50 years old and over that provides recreational and educational courses and activities to its members. Courses span the subjects of exercise, computers, arts and crafts, music, and more, and all are offered at three New Orleans campus locations for \$125 per course.⁹⁷

5. Public Safety and Criminal Justice

The issue of crime is a primary concern for many New Orleans residents, and one that affects numerous other elements of the city’s future success, including economic development, neighborhood revitalization, and quality of life in addition to public safety. In April, 2009, when asked which issue should be the first priority of New Orleans’ next mayor and City Council, the majority of residents surveyed focused on crime as their number one priority.⁹⁸ In 2008, while 71 percent of respondents said they felt “very safe” or “somewhat safe” in their neighborhoods, the same percentage said they found no or “not much” progress being made toward the goal of “[c]ontrolling crime and assuring public safety,” and more than half reported no or “not much” confidence in police protection.⁹⁹ A survey of New Orleans business owners conducted in October, 2007 revealed that crime was also their most important challenge (ahead of insurance, financing, and recovery progress).¹⁰⁰ Nor has the issue of crime in New Orleans escaped

94 Webster, Richard A. “New Orleans is Younger after Loss of Seniors: Elderly Challenged to Live With Fewer City Services, Less Care.” *New Orleans City Business*, November 5, 2007.

95 New Orleans Council on Aging, in United Way for the Greater New Orleans Area. “Success for Children & Families: A Strategic Plan. Vision Council Recommendations, Data Compilation and Analysis, Best Practice Research: A Working Draft.” December 8, 2008.

96 Webster, Richard A. “New Orleans is Younger after Loss of Seniors: Elderly Challenged to Live With Fewer City Services, Less Care.” *New Orleans City Business*, November 5, 2007.

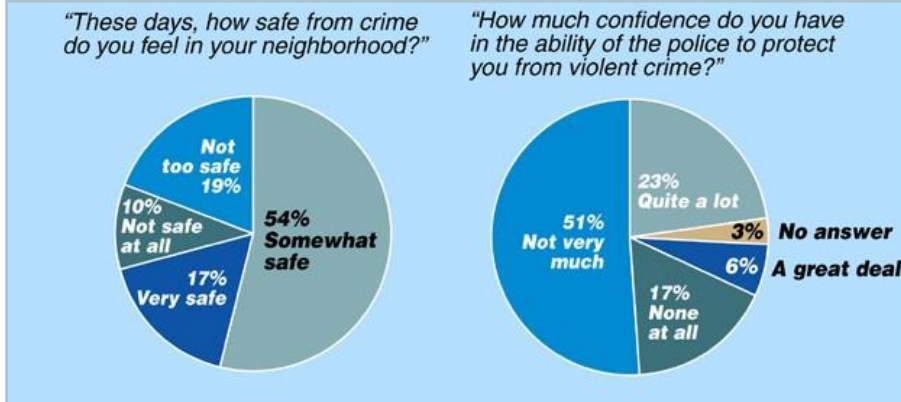
97 New Orleans People Program: www.peopleprogram.org. Retrieved September, 2009.

98 Kaiser Family Foundation. “New Orleans Three Years after the Storm: The Second Kaiser Post-Hurricane Katrina Survey, 2008.” Appendix: Chart-pack. August 2008.

99 *Ibid.*

100 Lam, Nina S., N., Kelley Pace, Richard Campanella, James LeSage, Helbert Arenas. “Business Return in New Orleans: Decision Making Amid Post-Hurricane Katrina Uncertainty.” Available at: <http://www.plosone.org/article/info%3Adoi%2F10.1371%2Fjournal.pone.0006765>. Retrieved August, 2009.

FIGURE 8.4: SECURITY STILL AN IMPORTANT ISSUE FOR NEW ORLEANS RESIDENTS, MOST HAVE LITTLE CONFIDENCE IN POLICE PROTECTION



SOURCE: HENRY J. KAISER FAMILY FOUNDATION. NEW ORLEANS THREE YEARS AFTER THE STORM: THE SECOND KAISER POST-HURRICANE KATRINA SURVEY, 2008

national attention: In 2008, CQ Press ranked New Orleans as the worst of 397 U.S. cities for crime, based on combined rates of per capita murder, rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft.¹⁰¹

CRIME PREVENTION

New Orleans Police Department (NOPD).

Since Hurricane Katrina, many stakeholders cite NOPD's inadequate funding and resources as a major impediment to reducing crime in New Orleans. In response to this concern, the City's 2009 budget increases funding for police officers to above pre-Hurricane Katrina levels with the goal of reaching 1,700 officers in 2009 and increasing officer compensation to nationally-competitive wages.¹⁰² The NOPD's strategic plan, published in 2007, places increased emphasis on Community Policing, a philosophy of crime reduction that operates through partnerships with neighborhood and community-based organizations in order to identify and address issues of crime, and which case studies have shown to be effective in addressing the root causes of criminal activity. The 2007 plan also calls for additional police satellite offices to ensure greater police visibility and strengthen relations with the community.¹⁰⁴ *(More information about police and emergency infrastructure can be found in Chapter 10—Community Facilities, Services and Infrastructure.)*

The New Orleans Police and Justice Foundation is a nonprofit organization dedicated to supporting the city's criminal justice system, and offers housing subsidies, recruiting support, tuition assistance, and other support to members of NOPD.¹⁰⁵

Other Crime Prevention Initiatives.

Numerous additional innovative and community-based crime prevention programs operate throughout the

¹⁰¹ CQ Press City Crime Rankings report: <http://os.cqpress.com/citycrime2008/citycrime2008.htm>. Retrieved February, 2009.

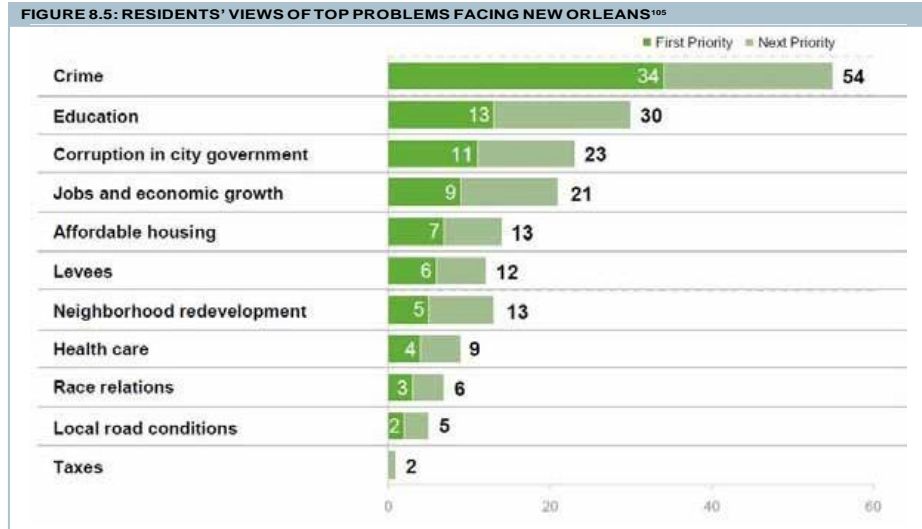
¹⁰² Brown Group International. "A Strategic Plan of Action for the New Orleans Police Department." July, 2007. Available at: <http://cityofno.com/pg-50-120-brown-group-international.aspx>.

¹⁰³ City of New Orleans 2009 adopted budget. www.cityofno.com. Retrieved June, 2009.

¹⁰⁴ Brown Group International. "A Strategic Plan of Action for the New Orleans Police Department." July, 2007. Available at: <http://cityofno.com/pg-50-120-brown-group-international.aspx>.

¹⁰⁵ New Orleans Police and Justice Foundation: <http://www.nopjf.org/>.

FIGURE 8.5: RESIDENTS' VIEWS OF TOP PROBLEMS FACING NEW ORLEANS¹⁰⁵



NOTE: RESPONSES TOTALLING LESS THAN 4 PERCENT NOT SHOWN

SOURCE: TULANE UNIVERSITY/DEMOCRACY CORPS. "MAYORAL SURVEY—NEW ORLEANS POLITICAL LANDSCAPE." APRIL 23, 2009. [HTTP://WWW.DEMOCRACYCORPS.COM/WP-CONTENT/FILES/TULANE-DEMOCRACY-CORPS-SURVEY-ANALYSIS.PDF](http://www.democracycorps.com/wp-content/files/tulane-democracy-corps-survey-analysis.pdf)

city at both the city-wide and neighborhood levels. These include:

- **Citizen Crime watch:** a website that compiles, publishes, and maps crime statistics in New Orleans and makes this information publicly-available to increase public awareness of current crime-related issues.¹⁰⁶
- **New Orleans Gun buy-back program:** a coalition of religious, civic and business leaders working with the NOPD to remove firearms from streets by securing funds from the private sector to pay a cash stipend to citizens for turning in a working firearm.
- **Horns for Guns:** a variation on the gun buy-back program which offers free musical instruments in exchange for firearms.
- **Neighborhood watch programs and National Night out Against Crime**¹⁰⁷
- More than 20 **neighborhood security and improvement districts**, where residents assess a fee within a given neighborhood boundary to fund private security services.

CRIMINAL JUSTICE SYSTEM

In 2009, Louisiana had the highest incarceration rate in the nation, with one in 55 residents behind bars and one in 26 adults under correctional control (including parole and probation), at a cost of more than \$625 million annually.¹⁰⁸ In 2008 the state also had a high rate of detained and committed youth aged 10–15 as compared with the national average (149 per 100,000 youth, compared with 125 nationally),¹⁰⁹ and the cost of detaining a juvenile offender in Louisiana was more than \$115,000 annually, compared to

106 Citizen Crime Watch: www.citizenrimewatch.org.

107 Neighborhood Watch: <http://www.nationaltownwatch.org/nno/about.html>.

108 Pew Center on the States. "One in 31: The Long Reach of American Corrections." March, 2009. http://www.pewcenteronthestates.org/report_detail.aspx?id=49382. Retrieved June, 2009.

109 Annie E. Casey Foundation. "2008 KidsCount Data Book". http://www.kidscount.org/datacenter/db_pdf_08.jsp.

\$70,000 in Florida, \$85,000 in Alabama, and \$34,000 in Arkansas.¹¹⁰

Criminal justice operations in New Orleans are divided between state, parish, and city jurisdictions. The City of New Orleans operates the District Attorney's office; the Criminal, Traffic, Juvenile, and Municipal courts; and the Criminal Sheriff's office, which manages the Orleans Parish Prison. As of 2009, Orleans Parish Prison was the nation's 8th largest correctional facility¹¹¹ and had the eighth-highest prisoner death rate of all correctional institutions nationwide.¹¹²

Through the Department of Human Services, the City also operates the Youth Study Center, a facility used to house youth awaiting adjudication. Since reopening in 2006, the Youth Study Center has experienced an increase in admits from 247 in 2006 to a projected total of 544 in 2008. In 2009, the Center plans to increase its capacity from 32 to 50 beds.^{113 114}

The Louisiana Department of Public Safety and Corrections (DPSC) operates criminal justice programs and facilities and has an office in New Orleans. Youth who are adjudicated delinquent are assigned to the care of the DPSC's Office of Juvenile Justice (OJJ), which operates secure facilities throughout the state and provides parole and probation supervision for youth.¹¹⁵ In 2007, there were 179 children in the city of New Orleans under the supervision of the OJJ.¹¹⁶

DOC also operates 13 correctional facilities for adults throughout the state as well as parole and probation programs for adults. Inmate population in the state's adult facilities increased by 16.7 percent from 1998 to 2008 and is projected to rise 11.9 percent from 2008 to 2018.

In 2009, the New Orleans Police and Justice Foundation was in the process of developing an information sharing system called OPISIS (Orleans Parish Information Sharing and Integrated System) to help coordinate information sharing among the city's disparate criminal justice entities, including:

- Orleans Parish Criminal Sheriff
- Orleans Parish District Attorney
- Orleans Parish Criminal District Courts
- New Orleans Office of Homeland Security
- Orleans Parish Indigent Defender Program
- New Orleans Police Department
- New Orleans Police and Justice Foundation¹¹⁷

Community Corrections.

Alternatives to traditional sentencing, also known as community corrections programs, have been shown to significantly reduce the costs of administering criminal justice while also reducing recidivism among non-violent and juvenile offenders. Roughly a third of juvenile offenders in detention are status offenders—youth whose actions are considered delinquent because of their minor (usually under age 18) status.¹¹⁸ Detention alternatives cut costs by reducing unnecessary detention of non-violent and status offenders,

110 Associated Press. "Louisiana Lawmakers Question Youth Prison Costs." April 21, 2009. <http://www.nola.com/politics/index.ssf/2009/04/louisiana-lawmakers-question-y.html>. Retrieved June, 2009.

111 Orleans Parish Criminal Sheriff's Office: http://www.opcso.org/index.php?option=com_content&view=article&id=145:sheriff-marlin-n-gusman&catid=81:about-sheriff-marlin-n-gusman&Itemid=197. Retrieved February, 2009.

112 Maggi, Laura. "Death Rate at Orleans Parish Prison Ranks Near Top." The Times-Picayune, February 7, 2009.

113 City of New Orleans 2009 Adopted Operating Budget. www.cityofno.com.

114 Ibid.

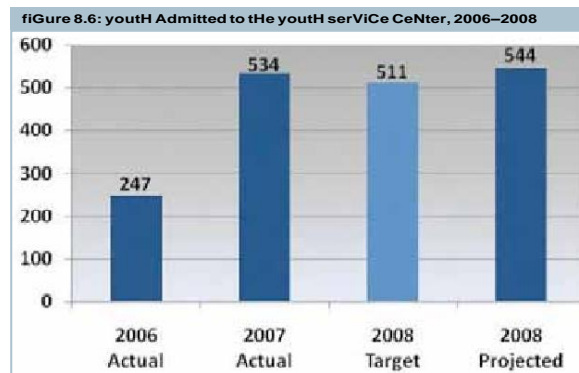
115 Louisiana Office of Juvenile Justice: <http://ojj.la.gov/index.php>.

116 Kids Count Data Center: <http://datacenter.kidscount.org/data/bystate/stateprofile.aspx?state=LA&loc=3255>. Retrieved June, 2009.

117 New Orleans Police and Justice Foundation: <http://www.nopjf.org/>.

118 Office of Juvenile Justice and Delinquency Prevention, Juvenile Offenders and Victims: 2006 National Report, Washington, DC, 2006.

freeing up public funding that can be spent on more effective, less costly supervision and rehabilitation programs. One study found that the cost of keeping an offender behind bars was nearly \$40 per day, versus \$2.7 for those on probation or parole.¹¹⁹ For New Orleans, reducing reliance on incarceration presents an opportunity to reduce cost burdens, increase public safety, and also reduce the infrastructural burden on the city to accommodate growing criminal justice facilities complexes. (For further discussion of criminal justice facilities plans, see Chapter 10—Community Facilities, Services, and Infrastructure.)



Source: New Orleans POLICE and JUSTICE FOUNDATION: www.NOPJF.ORG/.

Since reopening in 2006, the youth Study Center has experienced increased admits. In 2008, the cost of detaining a juvenile offender in Louisiana was more than \$115,000 annually.

The Office of Juvenile Justice has led the way in community corrections in Louisiana. For more than a decade, OJJ has grounded its operations in a policy of community-based programming and reduced reliance on detention. Regional offices in partnership with local providers offer a range of services including counseling, alternative schools, day treatment, and mentorship programs for youth who are part of the state system. OJJ also offers prevention and diversion programs to all youth in the community.¹²⁰

The Orleans Parish Drug Court is another existing community corrections program which combines community-based treatment and educational components, incentives, and regular supervision by a judge. Drug court programs have been shown to be extremely effective in reducing criminal behavior.¹²¹ The Drug Court typically serves around 55 clients at a time and is funded by the state Supreme Court. The District Attorney’s office also operates a Diversion Program which provides an alternative to prosecution for eligible non-violent offenders, including drug rehabilitation and monitoring. The program is currently staffed by four counselors/social workers and plans to serve 260 offenders per month in 2009.¹²² Additional community corrections programs are in demand for both adults and youth in New Orleans. Area criminal justice professionals state the lack of mental health care and rehabilitative services as a serious impediment to effective treatment of juvenile offenders.

Justice system reform.

In spring 2007, at the request of the New Orleans City Council, 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 the formation of the Criminal Justice Leadership Alliance (CJLA), an unprecedented coalition of City Council, local criminal justice agencies, judiciary, civic and community organizations, and foundation partners focused on resolving systemic justice challenges.

CJLA members have pledged to implement the following criminal justice reform goals:

- Develop a wider range of pretrial options.

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

120 Louisiana Office of Juvenile Justice: www.ojj.la.gov.

121 National Association of Drug Court Professionals. <http://www.nadcp.org/whatis/>. Retrieved June, 2009.

122 City of New Orleans 2009 Adopted Operating Budget. www.cityofno.com.

- Make swifter charging decisions following arrest.
- Expand community service sentencing for state offenses.
- Expand the use of substance abuse and mental health treatment.
- Expand the use of citations for municipal offenses.
- Make maximum use of community-based resources to promote pre- and post-arrest diversion to treatment.
- Develop more appropriate and cost-effective sanctions for municipal offenses, incorporating a community-based approach.¹²³

In spring 2009, CJLA began to implement these initiatives.

There are also several citizen-based initiatives to reform the justice system in New Orleans and throughout the state. They include:

- **Court watch New Orleans:** a nonprofit organization that uses resident volunteers to attend and compile information on court cases heard in the New Orleans criminal justice system to increase the transparency of criminal justice processes.¹²⁴
- **friends and families of Louisiana's incarcerated Children:** a statewide, membership organization dedicated to creating a better life for all of Louisiana's youth, especially those who are involved, or at risk of becoming involved in the juvenile justice system.¹²⁵
- **the Juvenile Justice Project of Louisiana (JJPI):** a statewide nonprofit that works to improve the conditions of youth detention facilities, reduce suspensions and expulsions from schools, advocates for fair and just adjudication and alternatives to incarceration, and undertakes numerous other activities to prevent youth incarceration and promote a just and effective juvenile justice system.¹²⁶
- **Juvenile regional services (Jrs):** the organization of public defenders for Orleans Parish Juvenile Court, who represent all indigent youth in delinquency cases in New Orleans.¹²⁷
- **youth empowerment Project:** A nonprofit organization founded by former members of JJPL (*see above*) that provides intensive case management, mentoring, and educational services to at-risk New Orleans youth, including community reintegration for youth returning home from correctional institutions.¹²⁸

B What The Public Said

Previous plans for New Orleans placed top priority on the following concerns:

The Health and Social Services Committee of the Bring New Orleans Back Plan—composed of several local experts and practitioners as well as consumers and other residents—recommended: Delivering primary care, mental and behavioral health care, community outreach, and preventative care through neighborhood-based community health centers; establishing a system of collaborative, cross-sector, neighborhood-based human service delivery; using technology—such as coordinated intake and referral systems—to improve coordination between the health care and social services sectors; and establishing

123 Vera Institute of Justice: <http://www.vera.org/otherwork/nop.html>. Retrieved June, 2009.

124 www.courtwatchnola.org

125 <http://www.jjpl.org/FamilyAndCommunityResources/FamiliesAndFriends/familiesandfriends.html>

126 www.jjpl.org

127 www.jrsla.org

128 <http://www.youthempowermentproject.org/>

citywide collaborative of health care providers and of social service providers. The Unified New Orleans Plan (UNOP) and Neighborhood Rebuilding (Lambert) plans expressed several recurring priorities with respect to health and human services, including: improving public safety reforming the criminal justice system and providing more effective alternatives to detention for youth; improving access to health care in underserved areas by providing more health care facilities and better transportation; rebuilding hospitals and emergency facilities; and providing more programming for seniors and youth. UNOP plans also recommended shared-use community facilities that would make use of schools and other publicly-accessible locations to provide health, social, and community services and benefits to area residents.

During the Master Plan process, New Orleans residents reiterated health and human services goals found in previous plans, and emphasized other points as well:

- Give top priority to crime prevention.
- Increase emergency services, including hospitals, police, and fire.
- Provide neighborhood-based health centers or clinics in all areas of the city.
- Provide more programs and facilities for youth, including after school programs.
- Provide more services for seniors.
- Provide more day care and early childhood programs.
- Provide more services for the homeless.