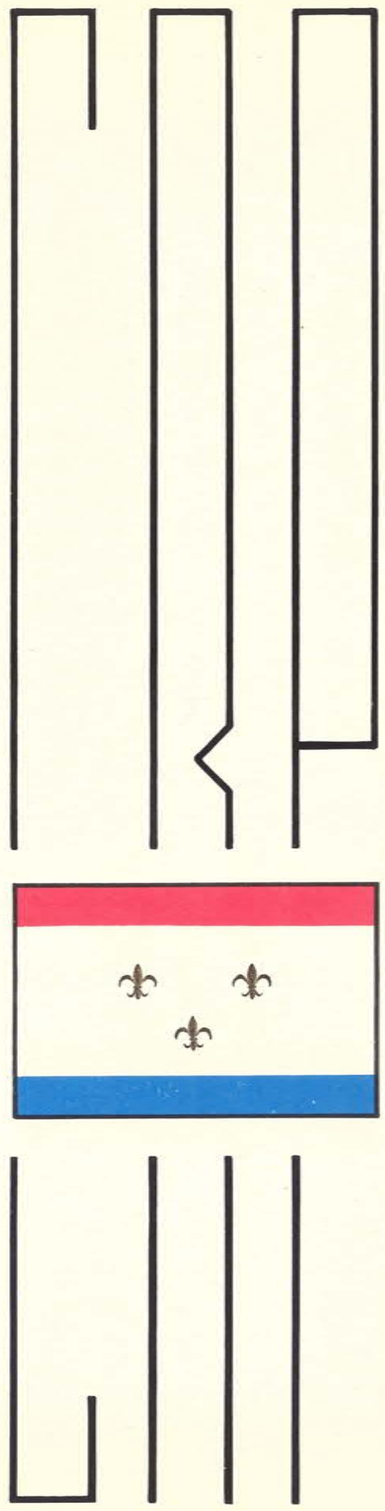

COMMUNITY RENEWAL PROGRAM
CITY OF NEW ORLEANS

CRP

COMMUNITY RENEWAL PROGRAM

NEW ORLEANS · LOUISIANA

THE PREPARATION OF THIS REPORT WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1949, AS AMENDED.

PREPARED BY NEW ORLEANS CITY PLANNING COMMISSION

CITY OF NEW ORLEANS
OFFICE OF THE MAYOR

MOON LANDRIEU
MAYOR

To the Council and Citizens of New Orleans:

New Orleans in past years has evidenced impressive development in nearly every field of human endeavor, reflective of an energetic and restless community spirit. Its accomplishments, although great, have never been enough. They have served instead as stepping stones for greater achievement. The City today continues to search with expanding determination for an even brighter future.

The Community Renewal Program (CRP) is an outstanding example of the City's determination to achieve the promise of a "new city". The CRP from inception was conceived as a logical means for establishment of:

1. The City's needs and resources for renewal;
2. Action programs to effectively utilize City resources to accomplish renewal;
3. A system for determining priorities of renewal actions by location and type.

With the acceptance and endorsement of the Community Renewal Program by the technicians and elected officials of the New Orleans City Government, as well as a representative citizens group, we now have a badly needed tool through which our future renewal actions may be charted, tested and evaluated on a continuing basis.

This program places primary emphasis on a sound decision-making process that will serve far beyond the specific five-year program and priority recommendations contained in the document.

It is with a deep sense of pride and appreciation for the efforts of the many persons and agencies who have contributed to the Community Renewal Program that I endorse the Community Renewal Program and recommend to the citizens and agencies of New Orleans the action programs and priorities contained therein as a guide for continuing progress.

Moon Landrieu
Mayor, City of New Orleans

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To the Mayor, City Council and Citizens of New Orleans:

This report summarily describes the major results of intensive work by the City Planning Commission, its staff, consultants and the Citizens Advisory Committee to the CRP.

Among the more salient features of the New Orleans CRP are an evaluation of the City's resources and needs for total physical, economic and social renewal; descriptive analysis of the entire city by area and physical condition; and recommendations for programming future renewal in New Orleans.

The CRP has already shown many notable accomplishments. For example, the adoption by the state in 1968 of urban renewal enabling legislation, on a local option basis, was partly set in motion by a series of preliminary CRP studies during the years 1965-68. Other significant plans, projects, or activities resulting in whole or in part from the CRP studies include the City's new Comprehensive Zoning Ordinance, the local Model Cities Program, the Lower Ninth Ward Neighborhood Development Program, and the state enabling legislation for creation of historic districts, to mention but a few.

In short, we believe that the substance of this report is and will be of considerable importance as a major policy guide for the future development and redevelopment of New Orleans.

Albert J. Saputo
Chairman
New Orleans City Planning Commission

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The City Planning Commission, in full recognition of the desirability and necessity of citizen input in the planning process, gratefully acknowledges the Citizens Advisory Committee, shown opposite, for their participation in the review of the CRP throughout its preparation and for their contribution to its completeness.

The City Planning Commission wishes to extend its sincere appreciation to the members of the Planning Advisory Committee, including both the present membership shown in the list opposite, as well as former members of the Committee whose participation and cooperation in this study over the past five and one-half years has been outstanding.

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FOREWORD

Over the past five years, beginning in March, 1965, the City of New Orleans through its City Planning Commission, has been engaged in an extensive study of overall community problems and needs. This study is officially designated as the Community Renewal Program or, as it is commonly called, the CRP.

The CRP is a federal program authorized by Section 405 of the Housing Act of 1959 under which municipalities meeting certain specified criteria may be eligible to receive federal financial assistance for a study of blight and its causes. The scope of blight covered by the CRP is comprehensive in that all conceivable forms of blight and factors causing or contributing to slums and blight are studied in depth. These forms of blight include, but are not limited to, the physical conditions of residential and non-residential properties, environmental deficiences, and sociological and economic factors.

The basic purpose of the CRP is to identify and measure in broad, general terms the total needs for community improvement; to relate these needs to existing and potential community resources; and to develop immediate and long-range programs for community betterment on both neighborhood and citywide levels. The fundamental premise upon which the CRP is based is that a basic awareness and understanding of the causes of slums and blight is requisite to a systematic approach toward the elimination of blight and prevention of its recurrence.

The CRP grew out of the need for comprehensive and long-range programming of renewal activities in relation to available City resources and in harmony with the comprehensive plan of the community. The CRP, therefore, attempts to bridge the gap between comprehensive planning and the programming of neighborhood improvements, by eliminating the project-by-project approach and substituting a preconceived, but flexible, staged program of community improvements based upon extensive research and analysis. The need for a citywide approach to community improvement has become obvious as more and more communities have demonstrated that the project-by-project approach is incapable of dealing with the monumental renewal task confronting them. Such an approach was not even eliminating blighted areas at a rate equal to which blight was occurring in other parts of the community.

This non-technical Final Report, consisting of a summary of five years of highly technical and detailed studies, represents a sincere attempt to relate the CRP, its purpose, its findings, and its proposals to the members of this community, both individually and as a whole. It is submitted in recognition of the fundamental principle that the success or failure of any planning program, or any of its individual proposals, will depend to a large degree on the public support and approval it may receive. Consequently, this report is geared toward effecting citizen understanding of the CRP which is a necessary prerequisite for the public endorsement that the CRP so vitally requires for its successful implementation.

In relation to the expressed intent of developing a product which is acceptable to both the technicians and the general citizenry, the City Planning Commission, with the concurrence and support of the City Administration and the Department of Housing and Urban Development, established a procedure for the CRP which resulted in the maximum imputs possible. This procedure consisted of the utilization of both a Technical Committee and a Citizens Advisory Committee to the CRP. The Technical Committee was composed of the heads of all City departments, boards, and commissions and their advice and guidance was solicited on many phases of this study, as deemed appropriate. The Citizens Advisory Committee to the CRP, appointed by the Mayor and composed of representatives from all geographic areas and all social, economic, and occupational groups of the City, has actively participated in the review of each of the CRP studies and reports. The review of the CRP by the technicians of City government and a representative citizens group has resulted in a very substantial exchange of information which would have been otherwise unattainable, and has assisted in the creation of a more technically competent product, to the mutual satisfaction of the professionals and the people.

While the CRP envisions a phased program of improvements extending over a period of twenty years duration, there has already emerged a series of significant events attributed, in large measure, to the preliminary CRP findings. Consider, for example, the adoption by the state in 1968 of urban renewal enabling legislation, on a local basis. Although it can not be claimed that the CRP is the sole factor responsible for the adoption of this Act, it may be justifiably contended that the dramatic illustration of numerous community problems reported in a series of preliminary CRP studies during the years 1965-1968 did bring about a greater awareness of the urgent needs confronting the urban area of New Orleans. It also became obvious on the basis of these CRP findings that increased federal and state financial aid would be essential and that the federal urban renewal program offered possibly the greatest single source of outside funds available.

Other significant plans, projects, or activities resulting in whole or in part from the CRP studies include the City's new Comprehensive Land Use Plan and Zoning Ordinance, the Comprehensive Recreation Plan, the Lower Ninth Ward Neighborhood Development Program, the local Model Cities Program for the Lower Ninth Ward, Desire/Florida and Central City Neighborhoods, and the proposed historic districts preservation legislation, to mention but a few. These and other contributions of the CRP are described individually and in greater detail in the Project Completion Report, which also contains a complete annotated listing of the CRP reports, maps, and other materials, and is available for review in the City Planning Commission.

I

SUMMARY AND RECOMMENDATIONS

In Chapter XIV, The Community Renewal Program, the massive CRP studies which are summarized by major components in the following chapters are translated into both general as well as specific proposals for community renewal. The more general city-wide renewal measures are grouped under the "Long-Range Renewal Plan" subsection of Chapter XIV, while the specific renewal measures are set forth in the "Action Program" subsection of that chapter.

Following is a capsule summary of these findings and recommendations, beginning with the category of physical renewal.

PHYSICAL RENEWAL

For the physical component of the Community Renewal Plan all of the developed areas of the City have been divided into sub-areas of manageable size for general renewal purposes based upon the condition and features of the areas. Each area has been assigned to one or another of eight treatment classifications as a guide to the overall level of physical treatment deemed appropriate for the area as a whole. Each area will exhibit certain characteristics and needs different from other areas assigned to the same treatment classification; nevertheless, the treatment of each in terms of overall amount of improvements needed and the extent of public action necessary to accomplish these needs are fairly comparable.

A review of the physical renewal treatment map (Plate 82) in Chapter XIV will reveal that most of the City can either be maintained in sound condition or satisfactorily renewed through moderate treatment measures of Conservation and Rehabilitation with minimal or no clearance. On the other hand, there are major areas primarily in the older, more densely populated areas on the fringe of the CBD in which rather extensive renewal treatment will be required and involving varying degrees of clearance.

Since it was impractical to illustrate on a single, citywide map all of the individual public improvement needs of each of the renewal areas, these needs which are the primary responsibility of the local government have alternatively been depicted on the Planning Section maps in Chapter XIII. These maps provide the most complete measurement of existing conditions and also proposed treatment for all areas of the City, including both private and public renewal needs.

Translating these overall needs into a concrete renewal action program required the following actions: first, the formulation of program and timetable goals; second, the application of an objective system for setting tentative project priorities; third, evaluating these priorties in terms of their relationship to the above goals, and in consideration of marketability and financeability factors; and, fourth, the preparation of a program of action, including cost estimates, in five year imcremental periods of 1970-1974 (initial level), 1975-1979 (intermediate level), and 1980-1984 (projected level). The resulting product is illustrated by Plate 84 together with the accompanying tables in Chapter XIV.

To accomplish this program will require a strong commitment by the public, the planners and the elected officials to direct their attention to the many problems exposed through the CRP and to take whatever actions are necessary with whatever resources that may now exist or become available in the future to combat existing blight and to prevent its recurrence.

SOCIAL RENEWAL

In order to obtain such information about the City's residents that might contribute effectively to the planning and execution of a program for community renewal, a sociological study was undertaken. The social studies and findings were based primarily upon two types of information that were obtained in the course of the sociological investigations. The first set of data resulted from a tabulation and analysis of questionnaire responses from a sample of New Orleans families. The second was obtained from the records of various public and private agencies and deals with various indices of social blight such as delinquency, crime, welfare, and the like.

The information obtained from the survey has provided an insight as to the social conditions and influences, as well as social trends and needs, of the people of this community which is a necessary ingredient to the formulation of practical renewal proposals based on real, rather than imagined, needs and desires.

The survey responses further indicated the attitudes of the residents toward their housing, neighborhood, and community as a whole, which will prove useful both in terms of immediate social program needs, as well as the long-term proposals.

One component of the sociological study was designed to provide an objective assessment of social blight in New Orleans. This was accomplished by collecting the address of persons from files of the City and State agencies for each of nine social blight indices. This information was collected and plotted to enable calculation of the individual blight incidence rates within each planning section. Also, by summing the individual rates for each index, an overall blight rating was established for each section.

The Community Renewal Plan for the social element is highly reflective of these findings and centers around the concept of citizen participation at all levels of community improvement. An additional measure is the proposal for systematizing the collection, recordation, and retrieval of all data relevant to the social process and for the creation of a central coordinating agency for dissemination of these data. It is intended that such a system would bring about a better awareness of social conditions and needs on a continuous basis, thereby representing an important first step toward achieving effective, comprehensive social planning both Citywide and at the neighborhood level.

For the details of these recommendations, the reader is referred to Chapter XIV, The Community Renewal Plan.

ECONOMIC RENEWAL

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ECONOMIC RENEWAL

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provided the population, employment and space-use forecasts essential to the preparation of a comprehensive renewal plan. Additionally, economic marketability and financial analyses have been applied to the renewal plan itself first, as an input to its preparation and, second, as a test of its feasibility.

Major economic goals have been set forth together with those actions deemed necessary to accomplish these goals. The recommended action consists essentially of building up the existing economic base; utilizing the city's present resources to promote those obvious chances for economic growth; and, capitalizing on the long-term economic opportunities.

Of the many specific economic measures recommended for implementation, three are particularly critical and are recommended for immediate attention as set forth and described in the economic renewal "Action Program" (See Chapter XIV). Briefly, these most pressing economic needs are as follows: the need to create an Economic Development Department in the City to stimulate and direct community development in accordance with the long-range goals; the need to revitalize the City's commercial and industrial districts, with particular attention to supporting City services; and the need to undertake detailed studies of future industry employment requirements as a basis for giving direction to programs for improving the skills level of the local employment base.

These recommended actions are considered to represent a reasonable base of initial, economic renewal activity for the City. Conceivably, additional actions as recommended by the CRP economic studies, could be undertaken in the next few years. Such a determination must be made by the City Administration and the City Council in the implementation of the Community Renewal Plan.

A review and forecast of minority housing patterns, trends and needs was also a product of the CRP economic studies, which was accomplished in conjunction with sociological studies of housing discrimination, for a comprehensive approach to this matter of special concern. The joint economic: social study of minority housing has resulted in a forecast of housing needs for the minority population element and the preparation for an Affirmative Program of Action to meet these needs.

HISTORIC PRESERVATION

The plan for historic preservation is a product of the joint findings of the inventory of historic areas and structures and the legal-historic implementation study. An analysis and interpretation of these two studies suggests that significant accomplishments can be made toward effecting historic preservation in New Orleans provided only that the public lends support to the various measures that are available for its implementation.

This CRP plan and action program is initially directed mainly to those areas which have been placed into the highest levels of historic and/or architectural value (See Plate 8) and, of course, the many individual properties of national, major, and lesser historic value that are located in areas so classified. Foremost among the areas recommended for early implementation of an historic district preservation program are the areas adjacent to the Vieux Carre', the Lower Garden District or Coliseum Square Area, the Bayou St. John Area, and the Garden District. The historic district designation of these areas is dependent, first, upon the adoption by the State of enabling legislation for creation of historic district (as proposed by CRP legal-historic study and pending before the State Legislature at the time of writing this report) and, second, action by the local governing body (following the adoption of the proposed State Act) for the designation of these, and possibly other areas, as historic districts to be created and administered under the guidelines of the State Act. Other areas which may, either immediately or in the future, be considered for historic district designation include the areas along St. Charles Avenue and Esplanade Avenue. These actions are predicated upon future court decisions relative to the exercise of police power for the purpose of historic preservation.

Other means of possibly achieving historic preservation, on a more limited scale, but warranting further study are outlined in Chapter XIV.

II

EXISTING LAND USE

LAND USE TRENDS AND PATTERNS

GROWTH OF URBAN AREA

The urbanization of the City of New Orleans may be examined and described in three incremental growth periods based upon the citywide land use inventories of 1927, 1949 as updated to 1953, and 1965. Plate 1 illustrates the areas which developed during these periods and the general limits of development at the end of each period.

Prior to 1929 the development in New Orleans was very compact by present standards and was generally confined to the area bounded by Florida Avenue, the Orleans/Jefferson Parish Boundary Line, the Industrial Canal, the Mississippi River, and on the west bank of the River, by Behrman Avenue.

In the period 1928 to 1953 development in the City spread to the north, south and east as required by growing population pressures and permitted by the replacement of fixed trolley lines in favor of motor bus routes and the increasing utilization and popularity of the automobile. Drainage requirements continued to form one of the greatest obstacles to new areas of growth, as it does today. By 1953, practically the entire area north of Florida Avenue, between the Industrial Canal and the Orleans/Jefferson Parish Line was developing rapidly, as was the area south of Florida Avenue to the east of the Industrial Canal. The development of the west bank continued at a slow pace, inhibited by the lack of adequate access. Also, some development had occurred north of Florida Avenue to the east of the Industrial Canal along Chef Menteur Highway and Hayne Boulevard.

The development period of 1954 to 1965 resulted in the urbanization of practically the entire area bounded by Lake Pontchartrain, the Orleans/Jefferson Parish Line, the Mississippi River, the Industrial Canal north of Florida Avenue and the Orleans/St. Bernard Parish Line south of Florida Avenue. The construction of the Greater New Orleans Mississippi River Bridge in the mid 1950's strongly accelerated development on the west bank. Similarly, improved access to the area east of the Industrial Canal resulted in an increased rate of development in that area, especially in the form of residential subdivisions extending between Chef Menteur Highway and the Dwyer Canal. Additionally, the Orleans Parish Levee Board succeeded in the reclamation of several hundred acres of Lake Pontchartrain's shoreline, converting these areas into attractive residential neighborhoods.

GROWTH OF THE URBAN AREA

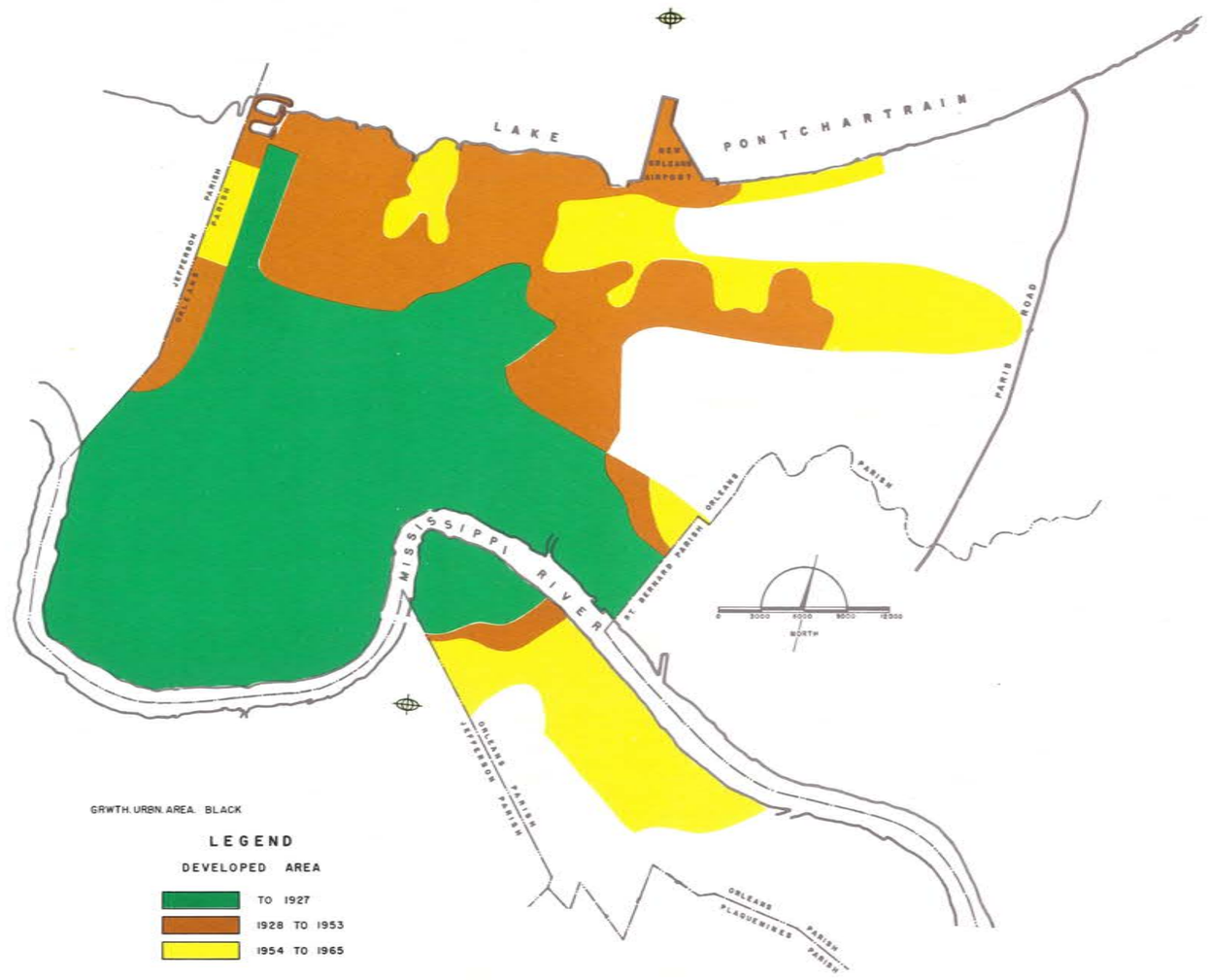


PLATE 1

GENERALIZED EXISTING LAND USE PATTERN

The 1965 inventory referred to earlier consisted of an inspection of each parcel of property in the City and the recordation of its primary land use among a large set of items. These individual land uses were than categorized into twelve major land use classifications.

Plate 2 shows the 1965 generalized land use pattern of New Orleans resulting from a grouping of the twelve land use classifications into four principal categories, namely, residential,commercial, industrial and public and semi-public.

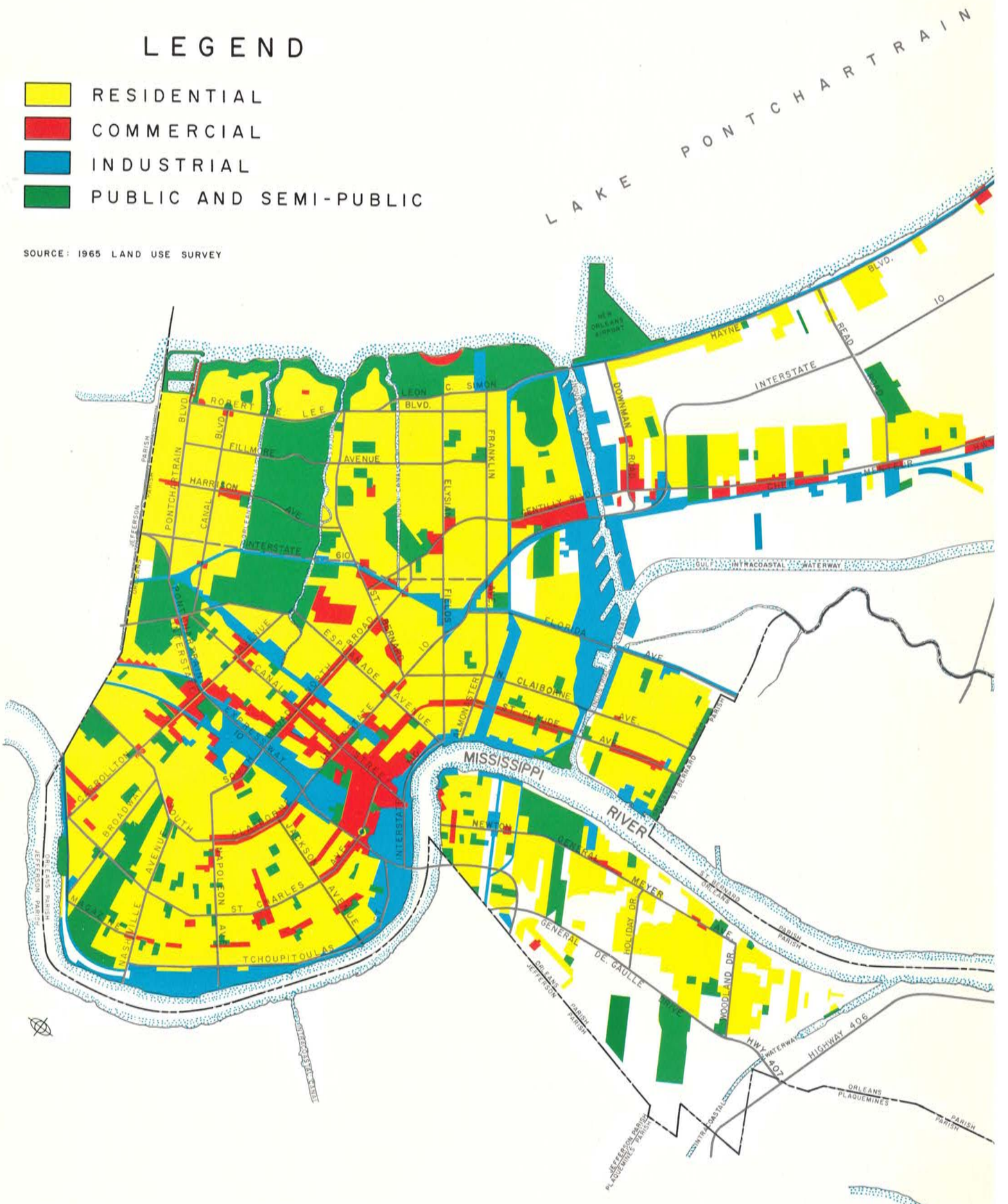
The Central Business District of New Orleans is illustrated as a dominating hub of concentrated commercial activity. This map depicts the extension of the central business area into parts of the Vieux Carre' and outward along Canal Street, St. Charles Avenue and North Rampart Street. Public building complexes in the central area, such as the Civic Center and the nearby Charity Hospital medical center and Union Passenger Terminal, the Municipal Auditorium and the International Center are depicted as impressive landmarks giving added orientation and definition to the commercial core.

The general lack of commercial areas in the form of community or regional-type shopping centers is adequately illustrated by Plate 2. Only three commercial centers, excluding the CBD of course, meet the criteria of a shopping center. These exceptions are the Gentilly-Elysian, the Gentilly Woods and the Carrollton Shopping Centers. The extensive number and array of "corner-type" commercial uses, such as bars, groceries, laundries, and the like, situated throughout the older parts of the City, together with the rather extensive strip commercial uses along such roadways as St. Claude Avenue, Claiborne Avenue, Broad Street and Magazine Street, has tended to keep centralized shopping center commercial developments to a minimum.

Existing industrial areas are shown in five major locations: along the Mississippi River; along each side of Pontchartrain Expressway; along the St. Louis Street railroad frontages; along the Industrial Canal; and the emerging industrial complex east of the Industrial Canal between the L & N railroad tracks and the Intracoastal Waterway.

Public and semi-public uses have made a distinct impact upon the City's land use pattern. The 1500 acre City Park, for example, is one of the most impressive features of Plate 2. Other significant public uses include the Lake Pontchartrain Park and open space frontages, Audubon Park, Pontchartrain Park, the New Orleans Airport, the Naval Station in Algiers, and the campuses of L.S.U.N.O., Tulane, Loyola, and Dillard Universities.

GENERALIZED EXISTI
LAND USE



CITY OF NEW ORLEANS, LOUISIANA

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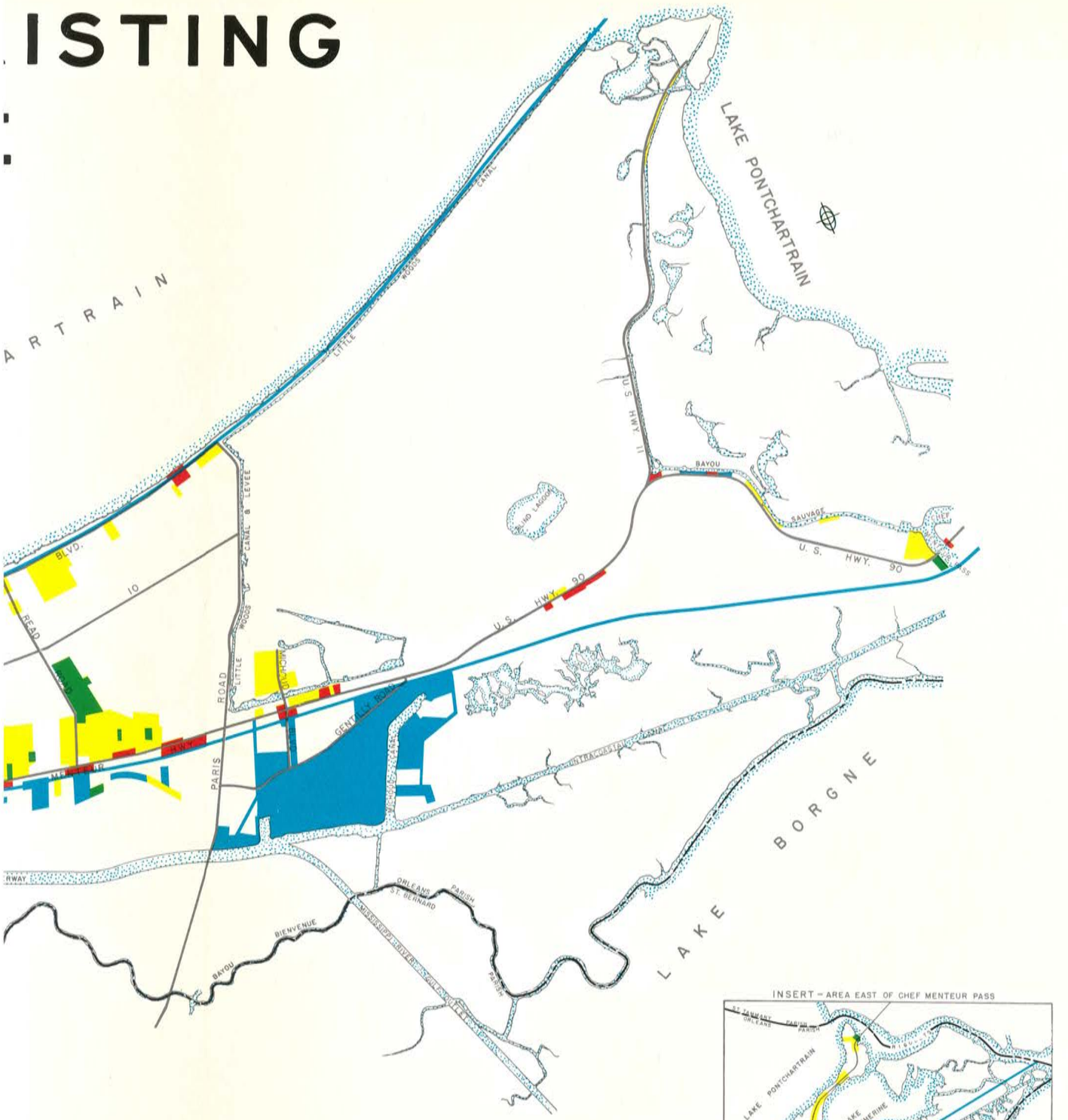

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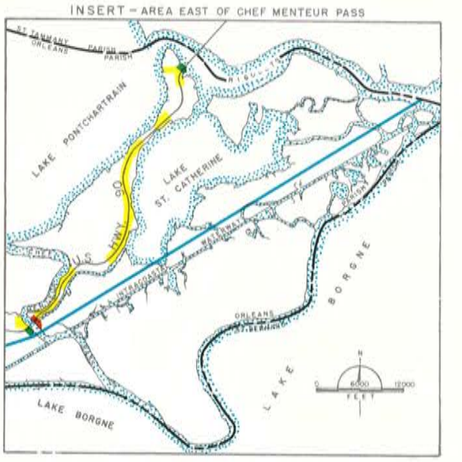
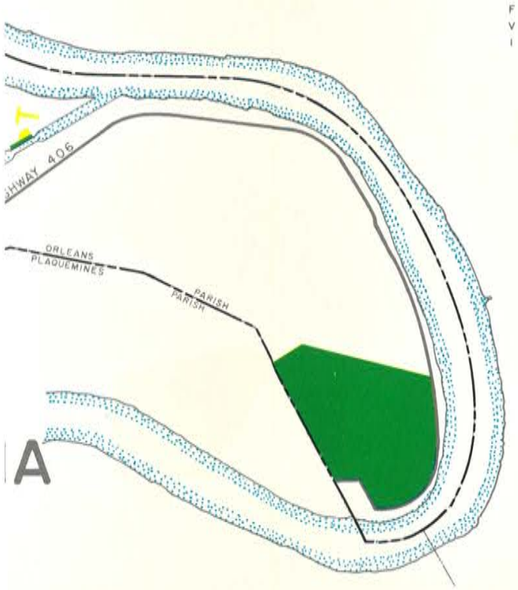


THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.



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COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

COMPARISON OF 1949 AND 1965 LAND USE DATA

Table 1 shows the land use acreage changes in New Orleans from 1949 to 1965. The total acreage devoted to each major land use category and the percent that each category represents of the total developed area are given.

As shown on Table 1 more than 16,000 acres of land was developed in the sixteen year period between 1949 and 1965 with notable increases being recorded in virtually each major land use category. Among the most significant increases is the expansion of single family residential land use of about 3,400 acres. The expansion of single family development in New Orleans is indicative of a trend experienced by most cities in recent years commensurate with the emphasis on individual home ownership.

TABLE I

COMPARISON OF 1949 AND 1965 LAND USE ACRES

Type of Use	1949 Area Used (Acres)	% of Total	1965 Area Used (Acres)	% of Total
Single-Family	4723	17.9	8124	19.1
Two-Family	3446	13.1	3646	8.6
Three and Four Family	320	1.2	553	1.3
Multiple-Family	516	2.0	975	2.3
Total Residential	9006	34.2	13,299	31.3
Commercial	821	3.1	1594	3.7
Light Industrial	1017	3.9	2500	5.9
Heavy Industrial	727	2.8	1421	3.3
Railroads	878	3.3	1725	4.1
Total Industrial	2622	10.0	5646	13.3
Parks and Playgrounds	2431	9.2	2624	6.2
Public and Semi-Public	3000	11.4	3352	7.9
Streets	8478	32.2	16,033	37.7
Total Developed Area	26,355	100.0%	42,547	100.0%
Vacant Land	94,502		78,311	
Total Land Area	120,858		120,858	

Sources: Chapter 6, Land Use and Zoning, 1949 Master Plan of New Orleans, P. 41 and Preliminary CRP Report on Existing Land Use, P. 5

The traditional New Orleans two-family or duplex residence, on the other hand, which has been so popular in the past, is demonstrating signs of saturation as evidenced by an increase of only 200 acres of two family developed land during this sixteen-year period. Furthermore, the two family acreage as a percent of the total developed area decreased from 13.1% in 1949 to 8.6% in 1965.

Three and four family residential acreage similarly showed a very moderate increase from 1949 to 1965 while generally maintaining its relative position accounting for slightly over 1% of the total developed area. Multiple family development has traditionally lagged far behind other forms of residential housing in New Orleans. The fact that duplex housing has captured the bulk of the housing rental market in New Orleans, coupled with the previous difficulties in financing apartment type housing, have been key factors underlying the relative scarcity of multi-family housing in the City. Now, however, with the liberalization of financing terms and an emerging national trend toward apartment living there has been a very substantial increase in apartment construction in New Orleans which is reflected by an increase of approximately 460 acres of multi-family developed acreage from 1949 to 1965. This trend toward apartment construction is expected to continue into the coming decades.

The City experienced a substantial increase of approximately 700 acres of commercial development over the period, 1949-1965, thereby increasing to about 1594 acres or approximately 3.7% of the total developed area. This nearly twofold increase of commercial acreage represents both an increased supply of commercial facilities and the trend toward larger commercial sites meeting modern space requirements for off-street parking, loading and unloading, and general pedestrian and auto circulation areas. One of the most important trends evidenced by Table 1 is the increase in the industrial land category of more than 3,000 acres which more than doubles the 1949 figures. New Orleans is particular-

ly fortunate to have available an abundance of ideally located vacant land suitable for industrial occupancy in the vast area east of the Industrial Canal between the L & N Railroad tracks and extending southward along each side of the Intracoastal Waterway.

Public and semi-public land uses which include schools, libraries, cemeteries, government facilities, etc., accounted for slightly over 3, 350 acres or about 8% of the total developed land in 1965. These figures represent a moderate absolute increase of about 352 acres since 1949 but an overall decline in its relative proportion of the total developed area of about 3. 5%.

Parks and playgrounds similarly experienced a modest increase of approximately 193 acres during the study period which represents a decline in terms of its share of the total developed area from 9. 2% in 1949 to 6. 2% in 1965.

The overall total of more than 16, 000 acres of street land represents the largest single land use classification in the City and is indicative of the many spacious boulevard type roadways with broad neutral grounds separating opposing traffic lanes which is so characteristic of the City.

LAND USE CHARACTERISTICS

The 1965 Land Use Survey which was initiated as a separate program prior to the CRP, included the identification and recordation of existing land uses, lot sizes, yard areas, accessory uses, parking spaces, and numerous other items for each of the City's approximately 125, 000 land use parcels. These data were initally recorded on maps and code sheets by field inspectors, and later punched into data cards and transferred to magnetic tapes for permanent storage. The processing of this extensive information, including Census data, by modern high speed computers permitted a degree of in-depth analysis heretofore impractical because of time and man power limitations. This method of analysis resulted in the following observations regarding the physical characteristics of land uses in New Orleans:

LOT WIDTHS

Plate 3 shows the location of lots having widths of 30 feet or less, in four percentage ranges, by Planning Unit or groups of Planning Units. Areas of predominant or total nonresidential use are ommitted from this map. This map clearly shows that with very few exceptions the narrow lots are concentrated in the older, more central areas of the City, while the more recently developed areas north of Florida Avenue in Lakeview and Gentilly, east of the Industrial Canal and on the west bank in Algiers generally contain a minimum of lots in the under 30 foot width category. Illustrated by this map is the fact that New Orleans is a City of predominantly small lots which is due, in part, to the high cost of land and the extent of development prior to adoption of zoning and subdivision controls establishing minimum lot dimensions. Statistically, 25% of all lots are 30 feet or less in width and 62% are less than 50 feet wide. Only 14% of the lots are more than sixty feet wide.

WIDTH OF RESIDENTIAL USE PARCELS

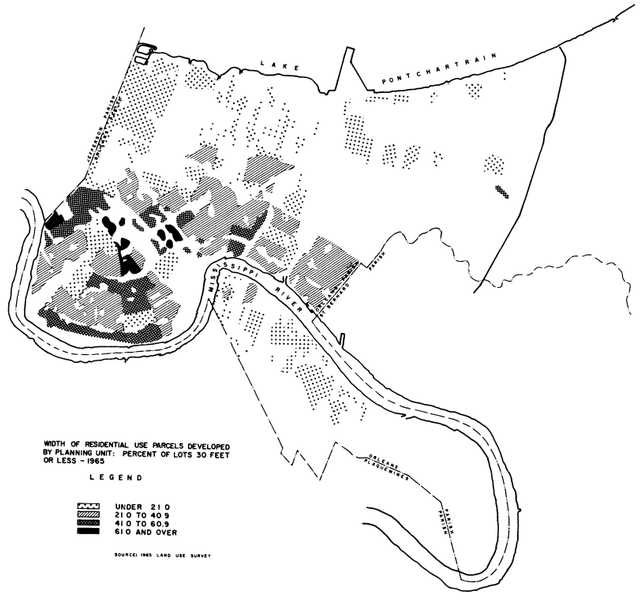


PLATE 3

LOT AREAS

Plate 4 shows the location of residentially developed use parcels having lot areas of 4, 000 square feet or less, as mapped in four percentage ranges for Planning Units or groups of Planning Units as applicable. The pattern illustrated by this map coincides rather closely with the map of lot widths, again depicting the predominance of the smaller sized lots in the older, developed areas. The areas north of Florida Avenue, east of the Industrial Canal and on the west bank, generally contain less than 25% of lots in the 4, 000 square feet or less category, as opposed to the residential areas on the periphery of the CBD and stretching along the west side of the Pontchartrain Expressway in which the corresponding figure is 76% or greater. For the City as a whole, 41% of the total number of residential parcels contain less than 4, 000 square feet of lot area.

AREA OF RESIDENTIAL USE PARCELS

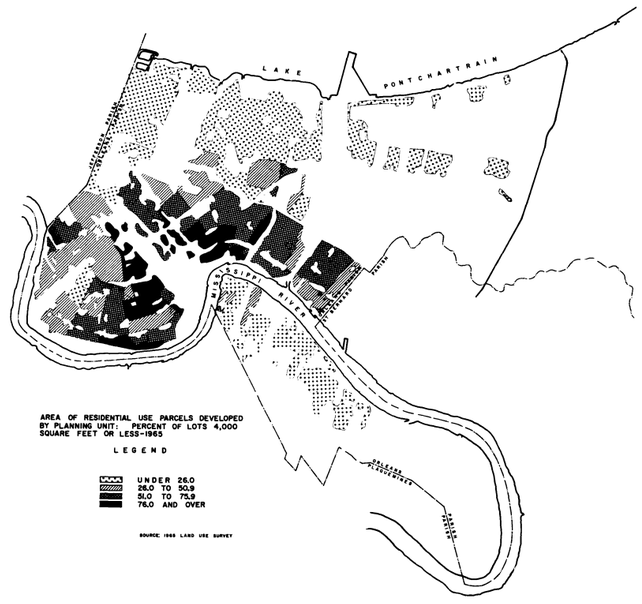


PLATE 4

RESIDENTIAL PARKING SPACES

The predominant ratios of residential parking spaces to dwelling units are shown by location on Plate 5. Off-street parking deficiencies are acute throughout much of the older, developed areas to the south of Florida Avenue and in Algiers. In these areas, the ratio of off-street parking to dwelling units generally ranges from .6 to zero with the lowest ratios found in the areas nearest the Central Business District. The street congestion in these areas caused by automobiles parked on each side of the roadway is a result of this undesirable condition. The high costs of land and the absence of zoning controls at the time these areas developed are primary factors underlying the scarcity of off-street parking.

RESIDENTIAL PARKING SPACES

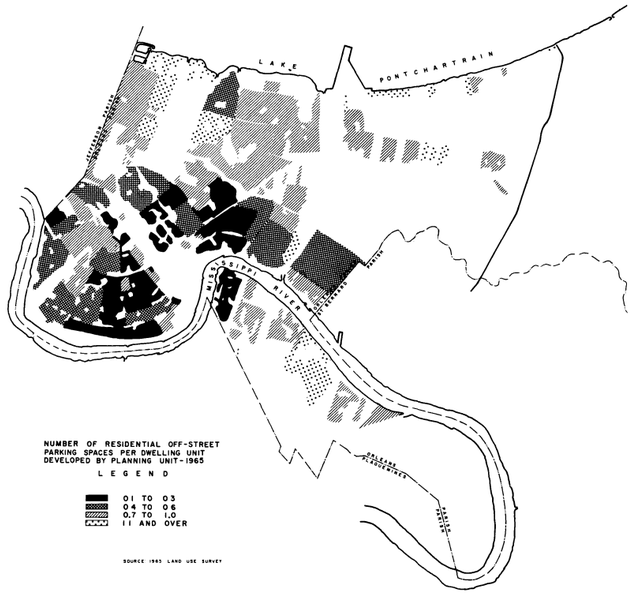


PLATE 5

RESIDENTIAL VACANCIES

The citywide residential vacancy rate in New Orleans in 1960 was 6.3 percent. Plate 6 illustrates vacancy rates, in four percentage ranges, on a locational basis. This map shows vacancy rates above the average in parts of the newly developing areas of Edgelake, East Gentilly, and Aurora and in limited, developing parts of Lakeview and Gentilly due to new homes and apartments not yet occupied. Within and around the CBD, vacancy rates were also somewhat higher than the City norm. One likely factor explaning this condition is that some of the housing in the central core area is used for semi-transient people. With the above exceptions, most areas exhibited vacancy rates generally equivalent to or slightly below the citywide average of 6.3 percent.

RESIDENTIAL VACANCIES

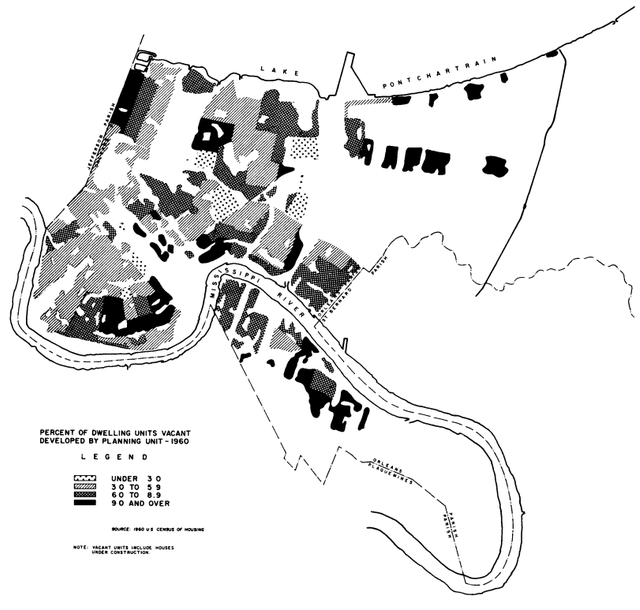


PLATE 6

LAND USE RELATED TO POPULATION

The estimated 1965 population of the City and of each Planning Section was obtained by multiplying the number of dwelling units within each Section by the average population per dwelling unit for that area. The 1965 Land Use Survey was the source for the dwelling unit count while the 1960 Census of Population was used to determine the average population per dwelling unit. With the benefit of a reasonably accurate inventory of housing units this method of population estimation is considered one of the most reliable. The 1965 citywide population estimate of 669,650 produced by this method represents a gain of 42,125 persons, or 6.7% over the 1960 Census figure of 627,525. The population characteristics and the population projections of New Orleans are presented in detail in Chapters V and X, respectively, of this Final Report.

LAND USE RELATED TO ZONING

EXISTING ZONING DISTRICTS

Table II compares land used with land zoned by acres. The zoning totals combine the various commercial zones and the Unrestricted zoning category has been omitted. Vacant land, streets, railroads, water, parks, and playgrounds, and public and semi-public uses have all been omitted from the land use figures. Because schools and parks, for example, must be zoned and because zoning must provide for future development, the amount of land zoned and land used for a specific purpose can seldom be the same. It is normal therefore for land zoned to exceed the land used for the permitted purposes.

The disparity between the amounts of land zoned and actually used for single family use, as

shown by Table II, is largely explained by the nearly 18,000 acres of land in New Orleans East and Lower Algiers that are zoned Single-Family, but are almost totally undeveloped. The excess of land zoned for two-family use in contrast to land used for that purpose stems mainly from the fact that most public and semi-public uses are included in the two family zoning classification.

The three and four family zoning acreage far exceeds the amount used for this purpose. Although the three or four family home is not prevalent, locally, the density levels in many areas have been responsible for this classification.

TABLE II

Acres Zoned and Acres Used by Category

Category	Land Zoned	Land Used
Single Family	29,162.8	8,124.4
Two Family	9,246.8	3,645.5
Three and Four Family	2,053.1	553.4
Multiple Family	1,675.6	975.4
Commercial	2,854.0	1,593.8
Light Industry	5,654.5	2,500.3
Heavy Industry	25,123.4	1,420.7
TOTALS	75,500.2	18,813.5

Source: Land Use Survey, 1965

There is an excess of about 1,000 acres of land zoned commercially over land used for this purpose. The over-zoning of land for commercial use is quite common and a fairly generous excess can be justified provided it is properly located. However, improperly located, commercially zoned lands well in excess of actual need, can lead to speculative land practices and constitute a form of blight.

The amount of land zoned for light industry is about twice the land so used. Most of this excess is located in New Orleans East in the vicinity of the Michoud Complex and along the Intracoastal Waterway where industrial expansion is likely and desired. The heavy industrial zoning greatly exceeds the amount of land use for that purpose but is reflective of the opportunities for industrial land development in New Orleans.

USES INCONSISTENT WITH ZONING

A zoning inconsistency is defined as any use of the land which is inconsistent with its district zoning regulations. A non-conforming use is only one example of a zoning inconsistency as there are many cases wherein properties may conform in all respects to the zoning regulations but still represent an inconsistency. An example of such a condition would be the zoning of land permitting uses that are less restrictive than the existing uses in the area as, for example, commercial zoning in a residentially developed area with no apparent need for commercial development. Such a condition and others of the same general type, particularly within the various categories of residential use were encountered in the CRP studies of land use. Another notable inconsistency was the minimun lot area requirements of the Zoning Ordinance being substantially less than the prevailing lot sizes in some areas, particularly along the lakefront and in the newly developing areas. The reverse condition of lot area requirements well in excess of the predominant lot areas in fully developed areas is even more prevalent. There are many other similar examples of inconsistencies but the foregoing illustrations identify the more typical types.

NON-CONFORMING USES

A non-conforming use is any use of the land that does not conform to the zoning regulations of the district in which it is located. A non-conforming use may have legal status by virtue of being established prior to the effective date of the zoning ordinance, or it may exist as a violation of the ordinance. However, there was no attempt in this study to ascertain the legality of any specific nonconforming use.

An excessive number of nonconforming uses naturally indicates an intermingling of uses considered incompatible by the zoning ordinance. It must be recognized that a certain number of nonconforming uses is unavoidable and is not necessarily bad. In general, the longer that zoning has been in existence, the fewer nonconforming uses there should be since the regulations are designed to inhibit the reestablishment of a nonconforming use once it has been discontinued or severely damaged. There were 3,344 nonconforming uses of all types within the City of New Orleans in 1965.

The most prevalent type of nonconforming use is commercial; followed closely by the nonconforming multiple family use. Few areas of the City are free of the nonconforming commercial use. They are especially prevalent in the area near Elysian Fields and St. Bernard Avenue south of Florida Avenue. Other concentrations exist in the area east of the Industrial Canal and south of Florida Avenue, the area near Galvez Street and Melpomene Avenue, and in Algiers. The greatest percentage of these nonconforming commercial uses are made up of grocery stores or bars in residential areas. They are usually located on street corners and cater to walk-in trade.

Multiple family residential nonconforming uses represent the second most frequently encountered type of nonconforming use. These are especially concentrated in the area immediately south of City Park, the Carrollton area, the Broadmoor area, and the Garden District. Most other areas of the City have substantial numbers of multiple family residential nonconforming uses, but these are not as concen-

trated as in the above mentioned areas. Most of these nonconforming multiple family uses are three or four family homes in the Two Family zoning district, and a great many were actually in existence before zoning was adopted.

ZONING ACTIVITY

To assist in the analysis of past zoning activity, the land involved in rezoning applications during an eleven year period (1954 through 1964) was recorded on a map of the City with certain patterns becoming evident. In all, ten areas of high rezoning activity and four of low zoning activity were noted, as shown on Plate 7. For ease of treatment, all of Algiers was treated as a single area, as was all of the area between the Industrial Canal and Paris Road.

ZONING ACTIVITY 1954-64

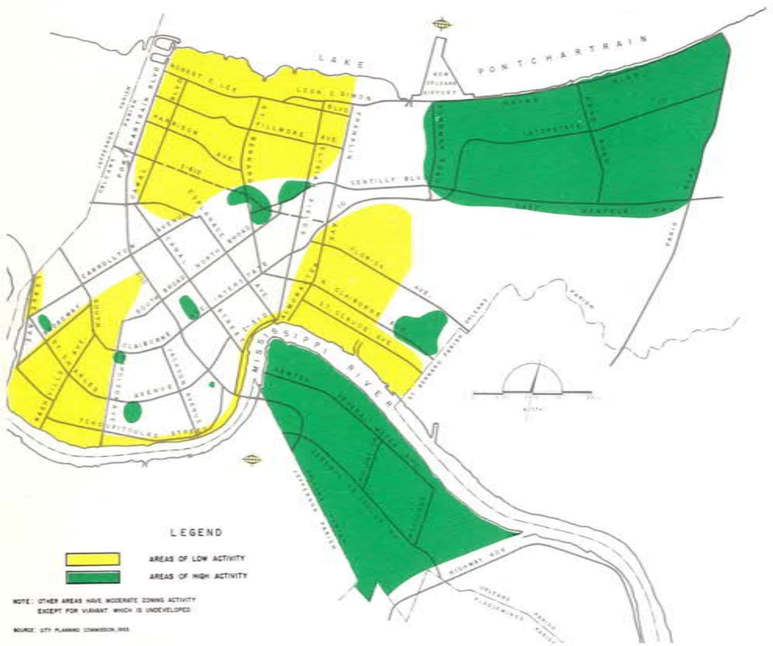


PLATE 7

For the eleven year period, there were a total of 465 requests for zoning reclassification ranging from 27 in 1954 to 55 in 1961, or an average of about 42 cases per year. Of this total, 225 requests were approved, 206 denied, and 34 were withdrawn by the petitioner. (Many of the requests approved were actually modified by the City Planning Commission and/or City Council before approval was granted).

The most requests for a single classification during the entire eleven year period were 142 for a Neighborhood Shopping classification, followed closely by 128 requests for a Heavy Commercial classification. Of the total 142 requests for Neighborhood Shopping District, 51 were approved, 83 denied, and eight were withdrawn. Of the 128 cases involving a Heavy Commercial classification, 75 were approved, 46 denied, and seven withdrawn. Since the zoning ordinance provides commercial zones of considerable extent, well distributed throughout the City, it appears that many of the requests for commercial zoning classifications may have been for purely speculative purposes. The great number of denials tends to confirm this.

There were 55 requests for Multiple Family zoning classifications in the eleven year period. Of the total cases, 27 were approved, 20 were denied, and eight were withdrawn.

The above requested zoning districts account for about three-fourths of the total number of petitions received during the eleven year study period.

AREAS OF LOW ZONING ACTIVITY

Very few petitions for zoning changes were processed during the past eleven years for the City Park-Lakefront area, (See Plate 7). The fact that much of this land is in public ownership has contributed to the small number of zoning cases. This is a substantial residential area of one and two family homes of fairly recent vintage. The area has developed largely since the advent of zoning regulations, so that proper land use controls were exercised throughout the development of the area. The lack of zoning activity indicates that the zoning has been well-attuned to the land use needs of the area.

There have been few zoning petitions also in the area bounded by the Mississippi River, Broadway Avenue, Pontchartrain Expressway, and Napoleon Avenue. As with the first area discussed, much land is in public and semi-public ownership, since Audubon Park and the Tulane-Loyola University complex are located within the area. This is a stable area of substantial older one and two family homes with a few multiple family dwellings interspersed throughout. The existence of active civic groups dedicated to the fostering of "good" zoning practices has had a significant effect upon the number of zoning cases in the area. The combination of these factors has helped to keep the number of rezoning requests low.

A third area which has had little zoning activity is the area bounded generally by the Mississippi River, St. Bernard Parish, Claiborne Avenue, the Industrial Canal, Interstate 10, and Elysian Fields Avenue. This lack of zoning activity may be partially explained by several factors. Much of the land is already zoned in such classifications as "Industrial" and "Four Family", thereby limiting demand for any lowering of restrictions. In addition, much of the area is in a stable, older neighborhood of modest one and two family homes, so that no pressures to change the predominant land uses in the area are present.

There have been very few requests for rezoning for the strip of land several blocks deep along the entire length of the Mississippi River in the City. This is readily explained by the fact that this land is zoned industrially, a classification that permits nearly all types of land uses.

AREAS OF HIGH ZONING ACTIVITY

The ten areas of high zoning activity during the past eleven years are also shown on Plate 7. These ten areas were responsible for just under half of the total zoning petitions in the City, and over half of the requests that were granted. The most frequently requested classifications were Neighborhood Shopping and Heavy Commercial Districts, both in the areas of high activity and in the City as a whole. There is little industry in

any of the ten areas, so few requests for industrial zoning were made.

Based upon a rather extensive study of the apparent forces leading to the large number of zoning requests in these areas, it was concluded that the majority of requests were the result of land speculation unrelated to any planning justification but that valid land use needs were responsible for a rather large share of the total requests. The number of rezoning requests granted, which is about one-third of the total requests, implies that the existing zoning in these ten areas of high zoning activity is not entirely in agreement with the current land use needs.

ARCHITECTURAL AND HISTORICAL VALUES

The benefit of cultural conservation is the promotion of the general welfare in a manner that is usually not as well understood as other types of conservation. If one element of culture is looked at by itself, it rarely takes on a significant importance, but many elements blended together in a particularly pleasing manner usually have a widespread or easily recognized appeal. Carrying these ideas into the sphere of historic-architectural preservation in New Orleans, the existing or potential conditions in many of the older areas of the City do contain this desirable mixture or balance of elements. Hence, care should be taken when upgrading substandard areas to maintain and enhance these sometimes inconspicuous cultural values. The CRP historic and architectural study has permitted the identification of the structures and areas which possess these features as a guide to their treatment under the overall Community Renewal Plan.

ARCHITECTURAL TYPES

Architectural types in New Orleans may be classified according to successive, chronological phases of the City's development. With few exceptions, notably the Bayou St. John area, the first phase of the City's development is contained within the Vieux Carre' which was excluded from this study because of the concurrent Demonstration Study of this area conducted under the auspices of the Bureau of Governmental Research.

The next major phase of development that is recognizable is that beginning in the 1830's in areas surrounding the Vieux Carre'. The types of houses erected during this era are mainly two and a half or three and a half story brick buildings, or dormered cottages of one and a half stories in brick or wood. Both types have restrained Greek Revival detail in mouldings, doorways and sometimes windows.

Later, in the 1840's, as urbanization spread outward, wooden row houses were constructed with one level or two level galleries, known respectively as the tall-pillar gallery type and the two-level gallery type. The pillars were either plain posts, or Greek Revival columns.

The commercial buildings constructed in this period and continuing through the 1860's followed a few basic patterns. Granite pillars were used on the ground floor to support brick fronts on the floors above. The average building height was three to four stories. Later, decorative cast iron columns replaced the granite columns at street level, and cast iron mouldings and ornaments were used around the windows on the upper floors.

As the Garden District developed during the 1850's and 1860's homes were built in the tall-pillar gallery and two level gallery type mentioned already. Those built in this area, however, usually display more careful detailing in all respects, including door and window frames, columns and railings.

During the same time, construction in the more outlying areas employed a type of construction which might be called the raised villa. Its main floor, raised above a basement, has a gallery with columns or pillars across the front, and dormer windows above. Cottages began to cluster along the side streets and back streets of the older sections during this period. These structures had galleries across the front with pillars and are known as the pillared cottage type. Greek Revival detail appears in some of these cottages and many of them had prefabricated railings, newels, and dormers. Another influence occuring at this time is the Italianate tradition, which is responsible for the rows of brackets along the cornices of many houses. Smaller houses at this time were sometimes built by a peculiar method known as flatboat construction, using lumber from Mississippi River produce barges.

Later, during and after the 1880's, the characteristic shotgun and double shotgun cottages began to appear. These had roofs overhanging the galleries supported either by turned colonnetes with spindles, beads, or jigsaw work, or by prefabricated decorative brackets. By the turn of the century many of these cottages were being built with fluted Corinthian columns.

A variation of this cottage resulted from the addition of a second story at the rear to produce the so-called "camelback" cottage. Some larger examples of jigsaw or spindle cottages exist and are generally conspicuous especially since they are usually placed on lots larger than the average size.

As the building of homes continued outward, several other styles developed. One of these deserving of special attention is the mansard type, which used steep roofs and dormers. Another is the shingle style of the 1890's, which used decorative shingles as siding; this style, however, did not originate here.

The urban development between 1900 and 1914 brought the introduction of the all-American type bungalow to New Orleans, which began to supplant the shotgun cottage.

No buildings later than World War 1 have been included in this inventory of architectural types for three major reasons; namely, less local flavor is incorporated into the design; the better examples need no program for preservation as of yet; and, too many controversies exist regarding the value of recent architecture. Selections of architectural types concerning this era of construction, however, should be done at some time in the future.

HISTORIC SITES AND STRUCTURES

Based upon a complete inventory of the City, sites and structures of historical and/or architectural importance were identified and grouped into four successive classifications; namely, Of National Importance, Of Major Importance, Of Importance, and Worthy of Preservation As Part of the Scene. The location of these properties were plotted on maps which were then used to great extent in the formulation of CRP proposals relative to the preservation of structures and areas of architectural and/or historical value, in conjunction with a broad range of both public and private improvements.

On the basis of this inventory certain areas of the City have been designated for consideration as historic preservation districts. Plate 8 illustrates these areas in three levels of importance as summarily described below:

HIGHEST CATEGORY

The highest category includes five areas which can be described as being of unquestionable architectural and/or historical significance.

1. The Garden District
   This area of consistently imposing mansions should be legally defined so as to include properties facing upon either side of Jackson Avenue, St. Charles Avenue, Louisiana Avenue, and Magazine Street, but excluding properties on either side of Magazine Street above Washington Avenue.
2. The Coliseum Square or Lower Garden District Area
   This somewhat older, more depreciated area of imposing mansions and adjacent open space should be legally defined as continuing down from Jackson Avenue (though excluding it so as to avoid conflict with the Garden District designation) bounded by Prytania Street (both sides of the street) and Magazine Street (both sides) to the point where Prytania Street intersects diagonally with Camp Street at Calliope Street, but excluding the Squares bounded by Camp, Magazine, Erato, and Calliope Streets.

ARCHITECTURAL AND HISTORICAL VALUES

PLATE 8

3. The Esplanade Ridge
   This predominantly French area that parallels the American development of the Garden District, includes all properties fronting upon Esplanade Avenue throughout its entire length, and includes some adjacent streets in the Faubourg Treme and Grand Route St. John Areas.
4. The Bayou St. John Area
   This area of very early buildings includes both sides of Bayou St. John from a point midway between St. Ann Street and Orleans Avenue to a point three hundred feet beyond Esplanade Avenue.
5. Jackson Barracks
   This area of several squares at the Orleans Parish Line should be set off by itself.

SECOND CATEGORY

This second category contains five areas which are of considerable value.

1. St. Charles Avenue
   This area of rapidly disappearing buildings is defined as a strip along both sides of St. Charles Avenue, including five squares along both sides of Carrollton Avenue from St. Charles Avenue to Zimple St. Excluded are portions of St. Charles Avenue already included in the Garden District Area, and also along lower St. Charles Avenue from Jackson Avenue to Polymnia Street and from Erato Street to Lee Circle.
2. Gormley's Basin
   This depreciated area which still, however, displays an excellent streetscape, is defined as the area bordered by Calliope Street, St. Charles Avenue, Dryades Street, and Second Street, with the exclusion of properties fronting on St. Charles Avenue, (some already included in St. Charles Avenue Strip) and properties fronting on Dryades Street below St. Andrew Street.
3. Faubourg Treme
   This somewhat depreciated area of buildings ranking almost equal in value with many buildings in the Vieux Carre' is defined as the area bounded by Rampart Street, North Claiborne Avenue, Esplanade Avenue (but excluding properties fronting upon Esplanade), St. Ann Street from Rampart Street to Marais, then both sides of St. Ann from Marais to North Claiborne Avenue.
4. Faubourg Marigny
   Like Faubourg Treme, this area is also composed of deteriorating buildings and is bounded by Esplanade Avenue, (but excluding properties fronting upon Esplanade), Rampart Street and St. Claude Avenue (but excluding properties fronting on these from Kelerec Street to Elysian Fields Avenue), and Elysian Fields Avenue, (but excluding properties fronting on it from the River to Chartres Street.)
5. Related Area
   This undesignated area is similar in character with Faubourg's Treme and Marigny and is bounded by Esplanade Avenue, (but excluding properties fronting on Esplanade) Claiborne Avenue, Rampart Street, and St. Bernard Avenue (but excluding properties fronting on St. Bernard Avenue).

OPTIONAL CATEGORY

Many older neighborhoods throughout the City can be put into the optional category as illustrated by Plate 8 as they represent a standard in materials and workmanship that cannot be duplicated at any cost.

Neighborhoods in this category depending on condition should either be left relatively unchanged, be reworked with selective demolition and new building, or, be altered slightly to provide suitable quarters for a higher standard of living.

III

ENVIRONMENT

NATURAL AND PHYSICAL ENVIRONMENT

As briefly pointed out in Chapter II of this Report, New Orleans' natural environment has unique features which sets it apart from almost any other American City. To bring this unique combination of natural and physical characteristics into best focus, the topography of the area, soil conditions and foundation problems, and hydrographic and climatic conditions have been studied in relation to overall CRP objectives.

GEOLOGICAL HISTORY AND TOPOGRAPHY

The land upon which the city of New Orleans has been developed consists entirely of sediment that has been deposited by the Mississippi River since the last period of glaciation. Among the most serious problems associated with alluvial areas such as New Orleans are first, an abnormally high water table and, second, an abnormally low load bearing capacity of the soil. Compounding these inherent problems is the fact that much of the city is below mean Gulf level. Plate 9 illustrates this condition by topographic contour lines at an interval of two feet.

SUBSURFACE COMPOSITION

Plate 9 also shows that the subsurface soil composition of New Orleans consists mainly of swamp and marsh deposits. In contrast, there is a pronounced sand zone bordering along Lake Pontchartrain which is thought to be an ancient, buried beach and, of course, the sand fill in the reclaimed areas along the Lake's shoreline. This map shows the influence of the Mississippi River on the soil and topographic features of the lands adjacent to it, and also the Gentilly and Metairie Ridges. The generally unstable soils prevailing in the city have created problems to builders resulting in increased costs for land development, and has additionally caused damage to structural foundations, and streets and sidewalks.

BUILDING FOUNDATIONS

The CRP studies have produced evidence of blight in the form of cracked building foundations, walkways, steps, and street and sidewalk damage due to the prevailing, unstable soils. In virtually all parts of the developed portion of the city except on the so called sand ridges and natural levees, the drainage system and consequent lowering of the water table has resulted in the drying, shrinking and settling of the soil. Buried cypress stumps, sudden changes in soils, manholes and other features cause irregular settlement. As a result, the differential settlement of the soil is often large and the damage severe. In a few instances, the lowering of the water table after sewer lines have been installed has caused the land to shrink and settle out from under houses built on pilings, leaving the pilings exposed and damaging walkways and steps. In addition to the problem of structural damages, the soil and foundation problems have resulted in a very substantial increase in costs of land development and building construction.

DRAINAGE SYSTEM

The below sea level topography and the high water table in New Orleans make it imperative that drainage improvements be installed before land can be developed. These conditions together with an average annual rainfall of more than sixty inches have led to the development of an elaborate drainage system utilizing electric pumps to lift storm water run-off to a level sufficient for drainage into the Lake.

Heavy rains of short duration frequently cause temporary ponding on some streets; however, this condition normally lasts only a short time. Ponding is not confined to any particular area nor does it appear to have any direct relationship to blighted areas. With the main exception of the Downtown Planning Section in which about 80% of the area is without subsurface drainage, most of the city is adequately served. Criteria used to rank the comparative adequacy of drainage systems are based primarily upon the annual flood damages versus drainage construction and operating costs. A comparison of these data with cities of comparable size indicates the New Orleans storm drainage facilities to be generally good.

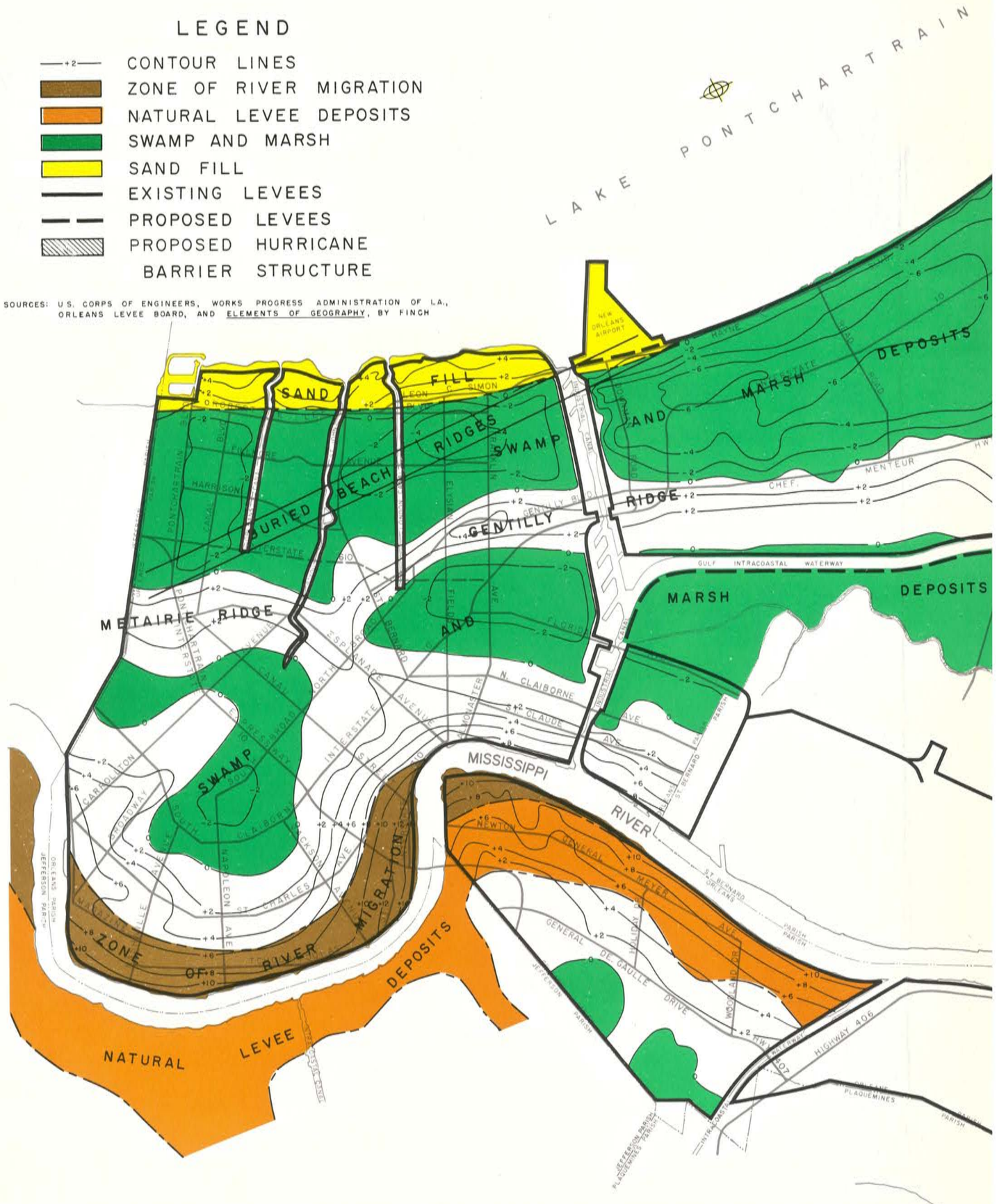
RECLAMATION AREAS

The Board of Commissioners of the Orleans Levee District, established by Act No. 93 of the 1890 session of the Louisiana State Legislature, is the agency charged with protecting the Orleans Levee District from overflows of the Mississippi River, Lake Pontchartrain, and Lake Borgne. The boundaries of the Orleans Levee District are defined in the Act as being co-extensive with the boundaries of Orleans Parish and the City of New Orleans.

Initially, the activities of the Board were limited to protection from overflow waters through the construction and maintenance of levees and appurtenant structures (See Plate 9). Additional legislation adopted in 1922 empowers the Board to sell, lease or rent reclaimed lands, provided a minimum of 30 per cent of the area reclaimed is reserved for public use. In 1928, the State Constitution was amended to authorize the Board to undertake reclamation and development of the south shore of Lake Pontchartrain from the Orleans-Jefferson Parish Line on the west to the eastern boundary of Township II, South, Range 12 East. Under this Constitutional provision, the Board to date has reclaimed and developed approximately five and one-half miles of lakefront lands extending from the Jefferson Parish, or "West End" line, to the Inner Harbor Navigation Canal. The Reclamation area consists of slightly over 2,000 acres of land with about 1,000 acres developed residentially and about 600 acres as park and open space. An additional proposed reclamation project would extend from the New Orleans Lakefront Airport to Paris Road, reclaiming about 3,000 acres of lake bottom from Lake Pontchartrain.

While the term "reclamation areas", as commonly used locally, refers mainly to areas reclaimed from Lake Pontchartrain, any discussion of reclamation should not omit mention of the tremendous areas of heretofore, undrained land in the eastern reaches of the City. In spite of its close proximity to the central area of the city, this land has remained vacant

TOPOGRAPHY, SOILS,
FLOOD PROTECTI



CITY OF NEW ORLEANS, LOUISIANA

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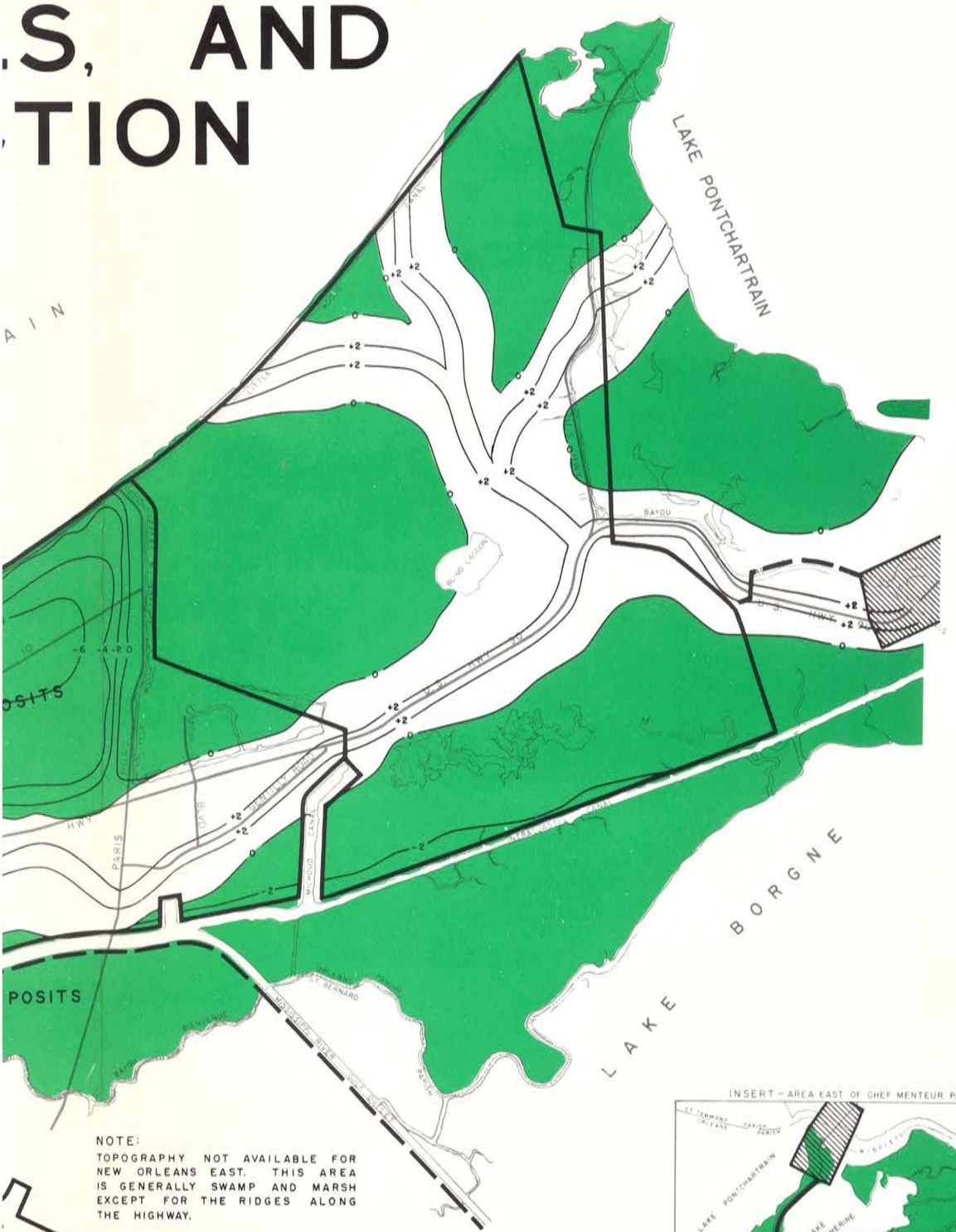
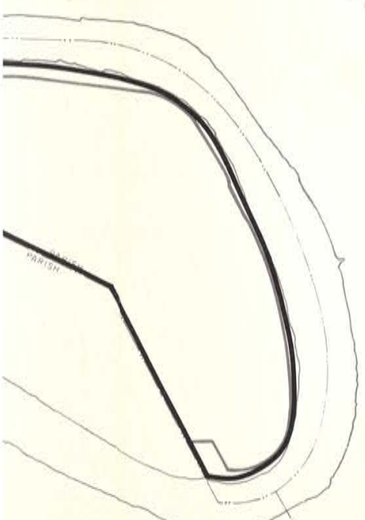
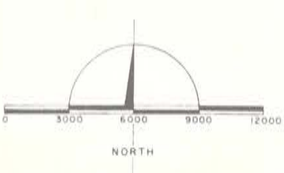


INSERT - AREA EAST OF CHEF MENTEUR PASS

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED





COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES PLANNING CONSULTANTS MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON	PLATE SOURCE DATE

through the City's development because of its swampy condition. Now the land is beginning to be reclaimed by a combination of public works and private enterprise with some thirty-seven thousand acres included in plans now at various stages of development. The reclamation methods being used hinge basically upon the two alternatives of (1) leveeing the area, establishing a basic drainage system and lowering the water table by pumping and (2) raising the level of construction sites through the use of hydraulic fill and the use of the water drainage system usually accomplished with a system of lakes and lagoons.

CLIMATIC CONDITIONS

Prevailing winds from the Gulf of Mexico most of the year and particularly during the summer provide moist, semi-tropical weather to New Orleans. The average annual rainfall is about 63 inches. In the summer, about 80 per cent of the hourly temperatures range from 74 degrees to 89 degrees, and rarely rise above 95 degrees. In winter, approximately 90 per cent of the hourly temperatures range from 41 degrees to 69 degrees, and rarely fall below 32 degrees.

Since weather conditions apply rather uniformly to all areas of the city, it cannot be demonstrated that climate is a direct cause of blight or influences the locational pattern of blight.

HURRICANES

New Orleans lies in the hurricane belt, with the threat of hurricanes generally extending from mid-summer through early fall. Although there exists a rather extensive system of levees (See Plate 9) to protect New Orleans from flooding by waters which generally surround the area, the tidal "surges" and characteristically heavy rainfalls associated with hurricanes has resulted in considerable flooding of parts of the city in past years. The most damaging hurricane to New Orleans in its recent history was Hurricane Betsy of 1965. Plate 10 illustrates the flood conditions resulting from this hurricane which inundated a considerable amount of developed land in the eastern parts of the city, in addition to the flooding of many acres of vacant, swampy land along the Intracoastal Waterway and Tidewater Ship Channel.

It is possible that those areas which were flooded will experience some loss of value due to real or imagined dangers of future damage. However, it is doubtful that this would be a serious or permanent blighting influence, particularly as defenses against floods caused by hurricanes are strengthened.

FLOOD CONDITIONS RESULTING FROM HURRICANE BETSY

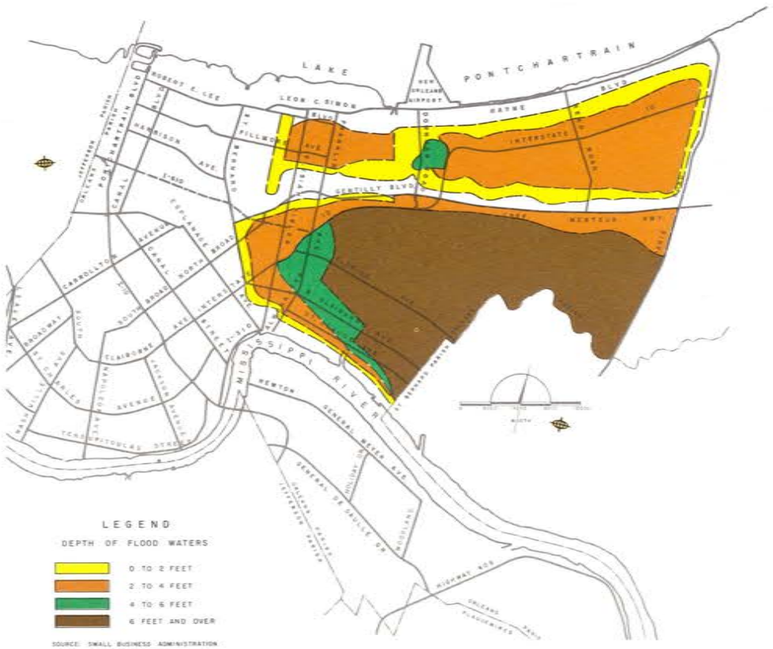


PLATE 10

EXISTING COMMUNITY FACILITIES

Community facilities, such as schools, libraries, and playgrounds which are the primary responsibility of the local government, have a great impact on conditions within the City. The presence of adequate public improvements serve to encourage the development of new areas and to stimulate the maintenance and improvement of older areas. Conversely, the lack of or inadequacy of these improvements discourages "civic pride" and generally invites neglect of properties. The result, of course, is the generation of physical blight. The City therefore has an obligation and responsibility in preventing blight. An investigation was made in this CRP to determine, in broad terms, whether or not the City has fulfilled its obligations to the people by providing adequate municipal services. As the following paragraphs show, there is needed considerable improvement in some types of public facilities.

SCHOOLS

ENROLLMENT TRENDS

The school facilities in New Orleans have somewhat different characteristics than in most other cities of comparable size. Whereas a public agency normally provides the great majority of elementary and secondary education facilities in most cities, there were in 1965 some 84 catholic parochial schools in New Orleans attended by about 27% of the total number of children attending schools. There has also been a pronounced increase in the private school enrollment locally since the Supreme Court's ruling on integration in 1954. In 1965, private schools accounted for 7.3% of the total enrollment. Table I shows the trend in local population growth for each decade since 1940, as well as racial trends, and for age groups that normally attend elementary and secondary schools, i.e., 5 to 19 years of age. This Table reveals an increase of 133,000 persons over the twenty year study period, or about 27% . The non-whites accounted for about two-thirds of the total population increase, which has resulted in a large increase in the non-white segment of the school age group.

There has been recorded an average yearly increase of 3,800 students attending local elementary and secondary schools over the period 1955-1965. About 84% of the total student increase occurred in the public schools and more than 90% of the total student increase was represented by non-white students. In direct contrast, the catholic parochial schools have experienced a decrease in pupils during

TABLE I

TRENDS IN NEW ORLEANS'S POPULATION BY RACE AND SCHOOL AGE GROUP
1940 to 1960

	1940		1950		1960	
	No. of Persons	% of Total Population	No. of Persons	% of Total Population	No. of Persons	% of Total Population
Total Population	494, 537	100.0	570, 445	100.0	627, 525	100.0
White	344, 775	69.7	387, 814	67.9	392, 594	62.5
Non white	149, 762	30.3	182, 631	32.1	234, 931	37.5
Population -						
5 to 19 Years	121, 318	24.5	117, 108	20.5	164, 589	26.2
White	81, 126	16.4	72, 947	12.8	93, 170	14.8
Nonwhite	40, 192	8.1	44, 161	7.7	71, 419	11.4

Source: U. S. Census of Population - 1940, 1950, and 1960.

the ten year study period. The school integration issue and the out-migration of white families to the suburbs were primarily responsible for this decrease as an increase of nearly 2, 000 Negro pupils at parochial schools occurred during the past four years in contrast to an overall decrease in excess of 5, 000 pupils over this same period.

Private schools recorded the highest percentage increase (176%) during the 1955-1965 study period, with a numerical increase of 7, 349 pupils. The increased enrollment in private schools began mainly after the 1959-1960 school year and evidently resulted from local policies on school integration and from action by the State Legislature in 1962 authorizing payments to parents for each child attending private nonsectarian schools. The subsequent elimination of these payments and the gradual acceptance of integration has reduced these trends somewhat.

LOCATION AND SERVICE

A study of the location of school sites has revealed many inadequacies and peculiarities. There are many instances where schools are unusually close together and sometimes in adjacent blocks. Several factors explain this phenomenon; namely, the large number of parochial and private schools competing with public schools in serving much the same area; the former condition of totally segregated schools; high land costs and high densities in many areas; and the former public and catholic school practice of operating separate schools for boys and girls.

Unusually large numbers of schools are located along major streets which is particularly undesirable for elementary schools. Another unfortunate condition is the rather large number of schools located in predominantly commercial and industrial areas.

STRUCTURAL AND SITE CHARACTERISTICS

All schools in the City were inspected and given a rating of good, fair or poor for both structural conditions and site conditions. The results of this survey are illustrated by Plate 11. As would be expected, the locational study of school conditions revealed generally better conditions prevailing in the newer areas

than in the older, more densely populated and congested portions of the City. This pattern coincides quite closely with the pattern of substandard housing and related blight conditions exposed during the CRP discussed in other chapters of this Final Report.

CONDITION OF SCHOOL FACILITIES

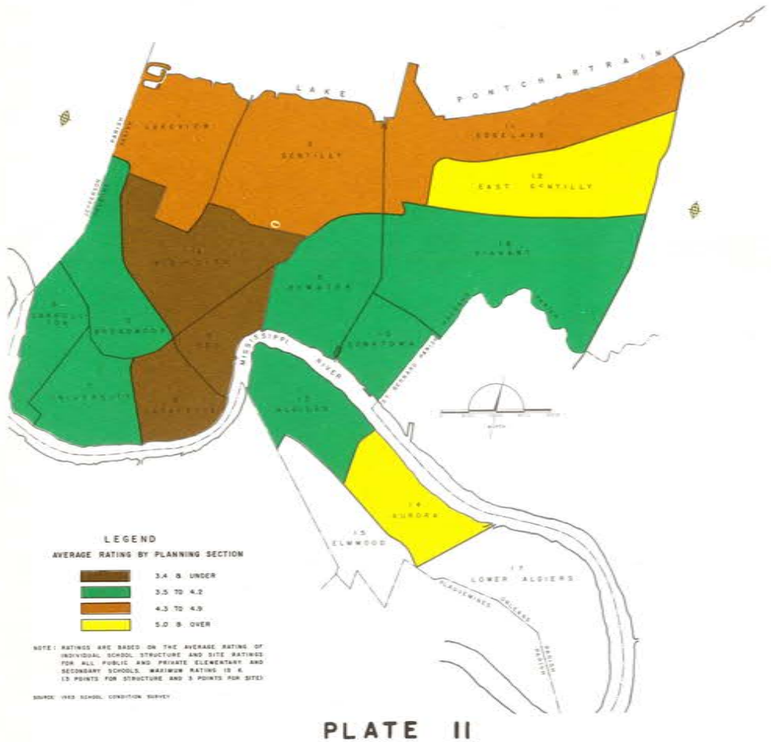


PLATE II

The survey results revealed generally better structural conditions for parochial schools and public secondary schools than for public elementary and private schools. With the exception of parochial secondary schools, virtually all types of schools received generally substandard ratings in regard to their site characteristics ranging from about 50% poor site ratings for all public schools and parochial schools to about 76% poor ratings for all private schools. The most common defect of school sites is the lack of sufficient area. Because of the comparatively expensive land costs and the practice of constructing schools on whatever land was available at the time, school sites in New Orleans tend to be considerably smaller than school sites prevailing in other cities. These factors have also resulted in relatively few recreational sites being provided either within or adjacent to the schools. These space deficiencies are brought into proper perspective when it is realized that area standards for local school sites were lowered as much as three times the national standard but still resulted in generally substandard ratings throughout the older parts of the City and in some of the more recently developed areas.

These seriously substandard school conditions represent a major concern and backlog of needed capital improvements. When improvements are made they can be expected to help stimulate a general up-grading of the neighborhoods they serve, particularly if the improvements to public facilities can be coordinated with a simultaneous program for rehabilitation of private property, as contemplated and proposed by the Community Renewal Plan. Failure to improve these school conditions, on the other hand, will severely inhibit the objectives of the CRP.

A limited study in this CRP of Colleges and Universities revealed obvious space deficiences in institutions such as Tulane, Loyola and St. Mary's Dominican, their lack of off-street parking and resulting congestions on surrounding residential and major streets. Although institutions of higher learning are normally compatible with residential areas and often serve as a stabilizing force for the maintenance and upgrading of adjacent and nearby areas, the absence of sufficient space for such facilities can and often does constitute a form of blight.

PARKS AND RECREATION

Overall recreation area standards developed by the National Recreation Association (NRA) call for 1 acre for permanent recreational land for each 100 persons.

Applied to the City's 1965 population of 670, 000, this standard suggests a need for 6, 700 acres of recreation land in New Orleans which is more than double the existing recreation space in the City (3, 175 acres). Thus, there is a rather serious recreational area deficiency in the City at present.

Standards of the NRA for major parks as one element of the overall recreation need call for one such facility per 50, 000 persons with a minimum aggregate area of .25 acres per 100 population. These standards would require 13 major parks with an aggregate area of about 1, 600 acres in New Orleans. Although the aggregate major park area of the City at over 2, 300 acres is well in excess of the 1, 600 acre requirement, the number of major parks is less than one-half of the minimum standard. Thus, the distribution of major parks is insufficient.

Based upon a minimum standard of .26 acres of non-school related recreational space per 100 population, there was in 1965 a neighborhood park and recreational area deficiency in New Orleans of more than 1, 500 acres. As shown by Plate 12, the older, more densely populated sections of the city generally have the most severe neighborhood recreation deficits. This feature of the problem is particularly crucial since the land in such areas is very expensive, difficult to assemble into large parcels, and normally requires demolition of considerable improvements before recreation space can be made available. It is imperative that the provision of additional recreational facilities be closely related to the CRP proposals for improvement of private properties in order to take full advantage of the open space and recreation programs offered by the Federal Government and to achieve total upgrading of blighted areas.

Also of major concern is the fact that during the recent period of 1960-1965, the amount of neighborhood recreation land remained almost constant while the City experienced a population growth of more than 40, 000 persons.

In addition to the high cost of providing the needed facilities, the problem is made more difficult because the city's recreation program is being operated principally by five separate agencies. While having some advantages, this arrangement tends to limit the optimum use of recreation monies since some dupli-

NEIGHBORHOOD RECREATION SPACE

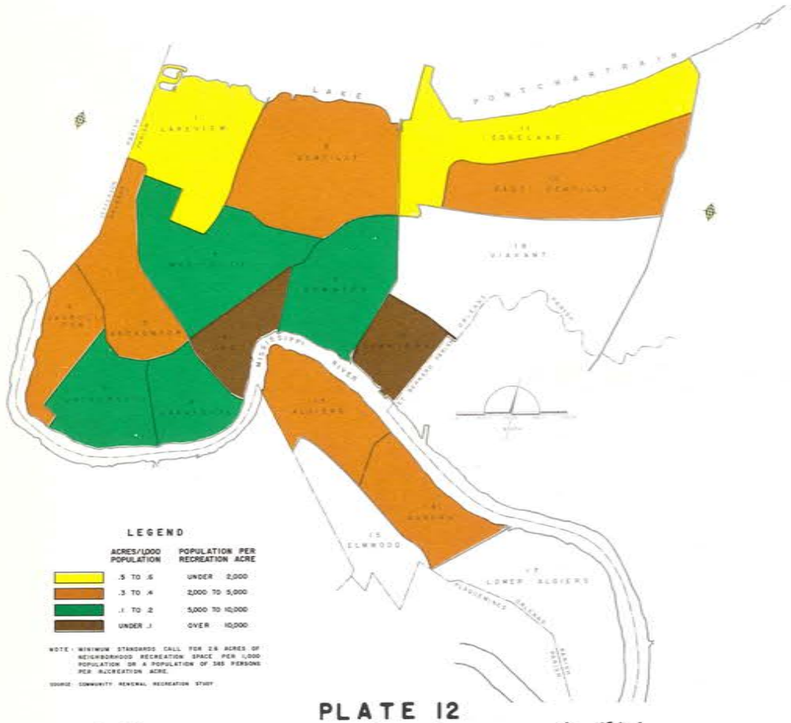


PLATE 12

cation of effort, manpower and maintenance facilities is almost inevitable.

LIBRARIES

EXISTING CONDITIONS

The New Orleans Public Library system consisted in 1966 of a main library, twelve branch facilities, and two bookmobiles. Very few of the branch libraries meet even minimum floor area standards for such a facility, although nearly all meet or exceed the desired number of titles. Individual inspections revealed only four of the branch libraries to be in good structural condition, while four were classified as poor. With only three exceptions, off-street parking was unavailable.

Although the main library incorporates many features of modern design, the facility was designed with a book capacity of 1,050,000 volumes, in sharp contrast to the approximately 300,000 volumes it contained in 1966.

LOCATION AND SERVICE

Plate 13 shows the library facilities in New Orleans as of 1966 and the general service areas for neighborhood-type libraries. The service areas are illustrated by circles three-fourths of a mile in radius which is the standard suggested by the most recent library study of New Orleans. The circles represent idealized service areas for typical neighborhood branch facilities, not the actual service area of each library. As the map revealed, much of The Broadmoor, Mid-City and Gentilly areas were not adequately served by branch library facilities in 1966. Additionally, the only service at that time for areas east of the Industrial Canal was by bookmobile.

LIBRARY SYSTEM

PLATE 13

Some of the branch facilities are too small, antiquated and structurally deteriorated to provide adequate service to the areas in which they are located. Economies and improvements possible through the implementation of a regional concept of library services which provides fewer but larger facilities, better equipped and staffed than the typical neighborhood library, would help provide better services at lower costs. This is the sytem now being implemented in New Orleans. The library on Holiday Drive in Algiers, completed in 1966, is an example of a regional-type facility (See Plate 13). Not reflected on this map is the new regional-type branch library in east New Orleans, located on Read Road.

POLICE AND FIRE STATIONS

This section of the CRP is concerned with the relationship, if any, between police and fire protection facilities and blight. While the social aspects of crime prevention and fire control are considered in Chapter VI, "Social Conditions and Influences", this section deals with the adequacy of the police and fire facilities as physical elements of the neighborhoods of which they are a part.

POLICE PROTECTION FACILITIES

In order to obtain a general evaluation of the adequacy of the existing neighborhood police stations, a visual survey was made. Each station was rated adequate or inadequate for each of nine basic criteria. A station rating adequate on all counts would receive no penalty points and one rating inadequate on all counts would receive a total of nine penalty points.

Plate 14 shows the location of the nine police stations and the scores for each. Only one station received a perfect score. The stations located on Magazine Street, Rosedale Street, Morgan Street in Algiers and the Juvenile facility on St. Philip Street were all penalized quite heavily and can therefore be termed generally inadequate . The age of several of the police stations is sufficient to indicate that new facilities are warranted. Two of the districts stations, namely those on Magazine Street and on Morgan Street, were constructed prior to the turn of the present century. Although most of the stations have been kept in good repair and are

POLICE AND FIRE STATIONS

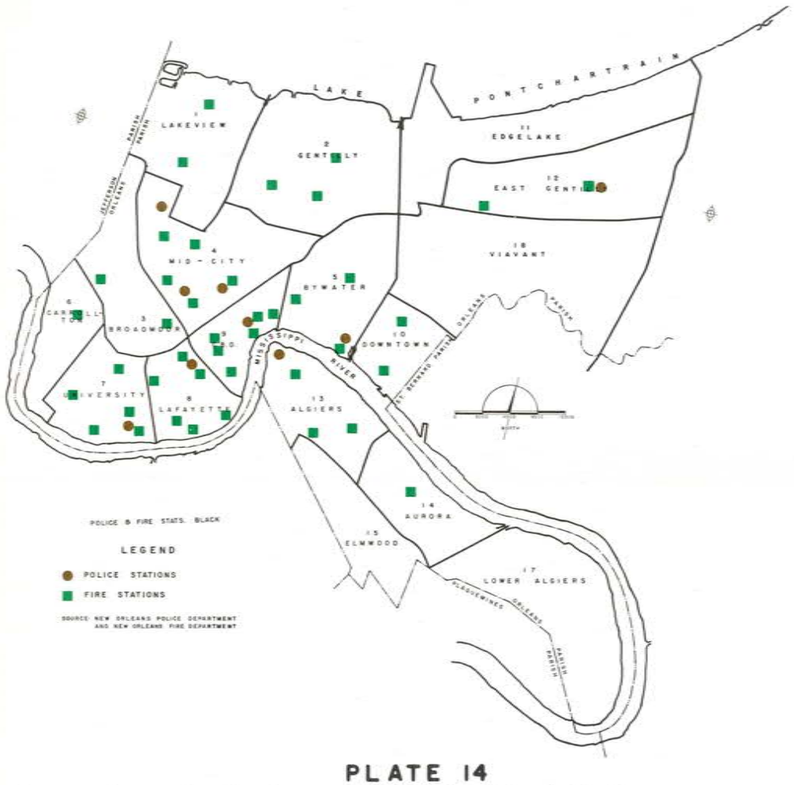


PLATE 14

adequately maintained, many are obsolete in both size and design.

FIRE PROTECTION FACILITIES

Neighborhood fire stations were evaluated in generally the same manner as police stations except that ten criteria were used instead of the nine used for police stations. A zero score was the best possible and a score of ten was the poorest. The location of fire stations and the scores for each are shown on Plate 14. The survey resulted in twenty-five stations receiving five penalty points or less and the remaining sixteen receiving six or more penalties. With very few exceptions, the fire houses in New Orleans are structurally sound which can be attributed to the excellent maintenance of most of the stations. Although some stations are located on minor streets, most fire engines have convenient access to major streets. The majority of the penalties were assessed for age and obsolescence and for insufficient size of site. The general lack of adequately sized entrance aprons, which is required for ingress and egress of fire engines, is one of the major site deficiencies, together with minimum building set-backs and off-street parking. Attractive landscaping is practically non-existent on fire station sites in New Orleans due to space deficiencies, but the grounds are excellently maintained in most instances.

SUMMARY OF POLICE AND FIRE STATIONS

Generally speaking, both police and fire stations were penalized heavily for factors relating to site conditions, such as inadequate setbacks, lack of off-street parking, and insufficient overall area, and with penalties for structural characteristics usually centered on factors of age and obsolescence rather than condition or state of repair. It has been concluded that police and fire stations do not contribute substantially to the conditions of blight but that there are many cases where a police or fire facility is needed and the construction of a new, well designed facility would be an upgrading influence on the neighborhood.

UTILITIES

SANITARY SEWERAGE SYSTEM

The sanitary sewerage system in New Orleans is a publicly owned utility managed by the Sewerage and Water Board of Orleans Parish. As shown on Plate 15, practically all of the developed areas are now served with sanitary sewerage collection facilities. As the vacant areas develop, sanitary sewers will be required to comply with the Subdivision Regulations of the City.

Because of the high ground water, low land elevations and the flat topography, sewerage pumping stations must be utilized. The system included 57 sewerage pumping stations in 1966, ranging from a capacity of 200,000 gallons per day to 93,800,000 gallons per day. Thirteen outfall sewers are utilized at various points throughout the City to discharge the sewerage into the Mississippi River. With the exception of sewage treatment plants serving parts of the developing New Orleans East area, untreated sewage was being pumped into the River at the time of this study. However, the Sewerage and Water Board, with financial assistance from the federal government, had begun implementation of a massive sewer treatment program at a total projected cost of well over $20 million. The system will ultimately serve the entire City and result in the treatment of all sewage prior to discharge into the River.

There are few sanitary sewers that are below the eight inches minimum size now required by the Sewerage and Water Board. The only areas now served by sewers of less than the minimum standard are small, isolated pockets of one block or less in length. Because of the low incidence of substandard sanitary sewers, it may be concluded that there is no apparent relationship between areas of blight and inadequate sanitary sewers.

The problem of water pollution of Lake Pontchartrain caused by the infiltration and exfiltration of sewer and drain line materials was the subject of an intensive study in this CRP and is discussed in another section of this Final Report.

WATER SYSTEM

Like the sewerage system, the New Orleans water system is publicly owned and administered by the Sewerage and Water Board. Plate 15 graphically shows the areas within the City that have public water supply. The only large areas without water service are the undeveloped sections of the west bank, East Gentilly and New Orleans East. Subdivision Regulations require all new developments to be connected to the City water system if available, and if not, a State approved alternate water supply and distribution system must be provided.

The Mississippi River is the source of water for the City. Water from the River is treated for consumption at two plants, one in the Carrollton area, and the other in Algiers. The capacity of these plants at about 250,000,000 gallons per day is well above the existing and short-range projected demand.

The majority of the total length of water mains

WATER, SEWER AND DRAINAGE

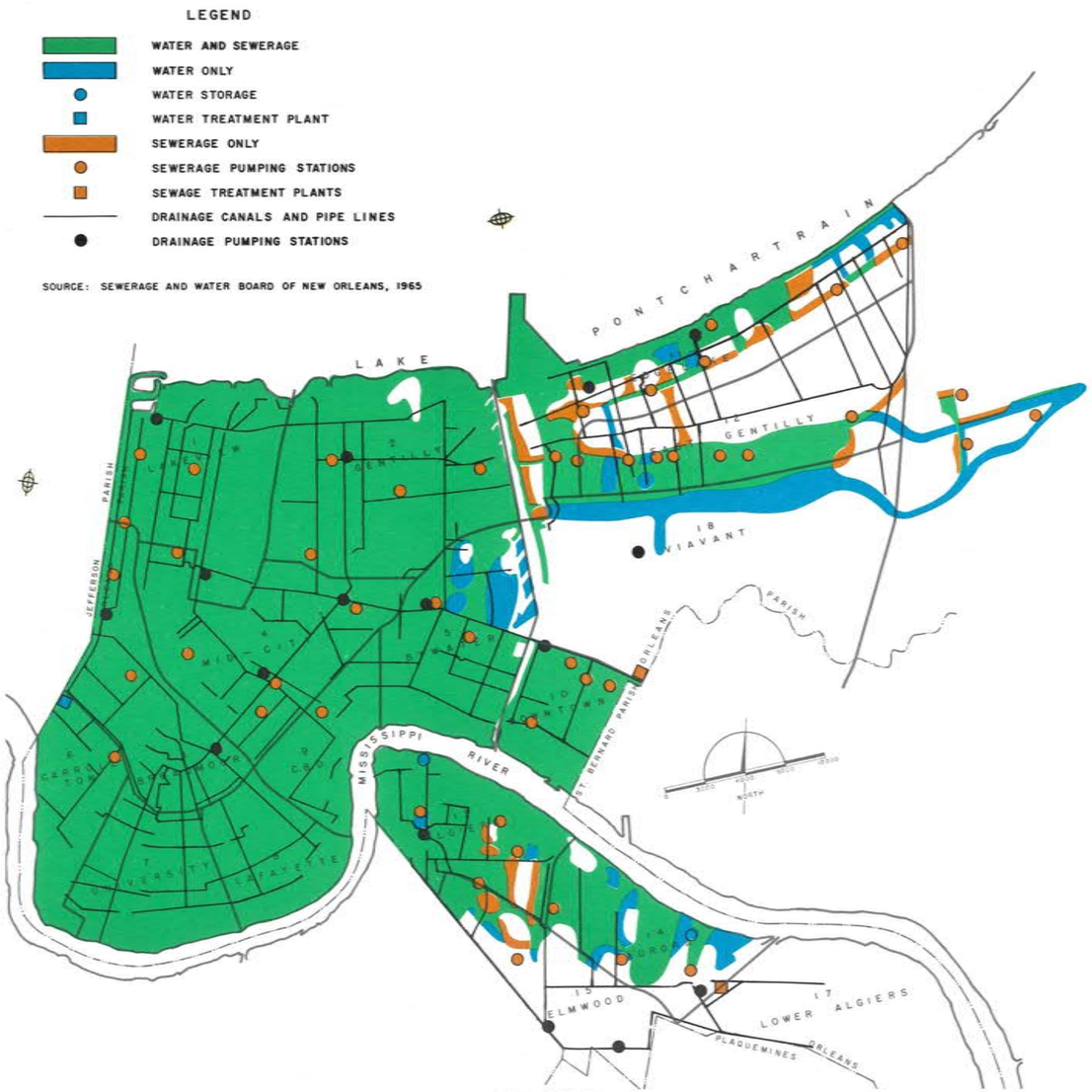


PLATE 15

have diameters ranging from six to ten inches. Although a part of the system is made up of mains smaller in diameter, these are being systematically replaced by larger mains as repairs are needed. New subdivisions are required to install water mains eight inches or larger in size, except that if an acceptable grid street system exists six inch mains may be permitted.

Since undersized water mains are found in both standard as well as blighted parts of the City, it appears that in New Orleans there is no relationship between the water supply and blight.

SUBSURFACE DRAINAGE

The problem of storm water drainage was mentioned briefly in the beginning of this Chapter. The drainage system, also operated by the Sewerage and Water Board, serves an area of about 49,000 acres (See Plate 15). It includes 165 miles of canals and 14 pumping stations with a total capacity of 31,000 cubic feet of water per second. An additional 1,300 miles of subsurface drainage lines provide a collector system for street drainage.

Without proper drainage facilities, storm water cannot be effectively removed from streets and abutting properties. All streets in New Orleans should have subsurface drainage because of the unique conditions. Without drainage facilities, storm water tends to pond and cause flooding as it cannot drain out of the area. Open ditches are also ineffective for storm water removal as they collect debris which hinders the water movement and creates unsanitary conditions.

Some of the older sections of the City such as Boradmoor, Bywater and especially Downtown do not have adequate drainage. The best subsurface drainage conditions are generally in those areas which were developed in accordance with the requirements of Subdivision Regulations. While there is a definite relationship between areas which lack adequate drainage and areas of blight, there are some blighted areas that are adequately served by subsurface drainage.

STREET LIGHTING

The street lighting system is owned in part by the City of New Orleans and by New Orleans Public Service, Inc. Most of the associated street lighting equipment (conduits, wiring, controls, etc.) is owned by Public Service whereas the City owns about 98% of the standards and fixtures connected to the associated equipment.

All of the developed parts of the City have

street lights, although at the time of this study many areas had lighting of less illumination than recommended by modern standards. The City Department of Utilities, however, is now engaged in an extensive program to replace the substandard street lights with new, clear mercury lamps in accord with the modern standards. New residential street lights are being provided first, followed by new lighting on major streets.

It was intended that this approximately $4 million program would be completed by 1970; however, because of limited capital revenues, it appears unlikely that this target date can be achieved.

TRANSPORTATION

This part of Chapter IV examines the effect of transportation facilities on the land use pattern in New Orleans, beginning with a brief historical review of major transportation influences followed by consideration of the individual major transportation facilities as shown on Plate 16.

HISTORIC TRANSPORTATION INFLUENCES

The French, seeking an inland water route from the river to the Gulf Coast of Mississippi, chose the site which was to become New Orleans for their river terminal. A route to the existing French settlement at Biloxi was available linking this lake to the Gulf. The Esplanade Ridge, a relatively high strip of ground, provided a short and easy portage between the River and Bayou St. John. The first settlement originated at the intersection of the Esplanade Ridge and the Mississippi River and expanded westward along high ground in the area now known as the French Quarter. Prior to the introduction of adequate drainage facilities in 1917, the growth area of the City was limited to the relatively high ground adjacent to the river and along the various ridges extending out from the river.

The Louisiana Purchase brought a high influx of Americans to the City in the early 19th Century, and the incompatibility of the American and Creole social systems quickly led to residential segregation with

MAJOR TRANSPORTATION FACILITIES

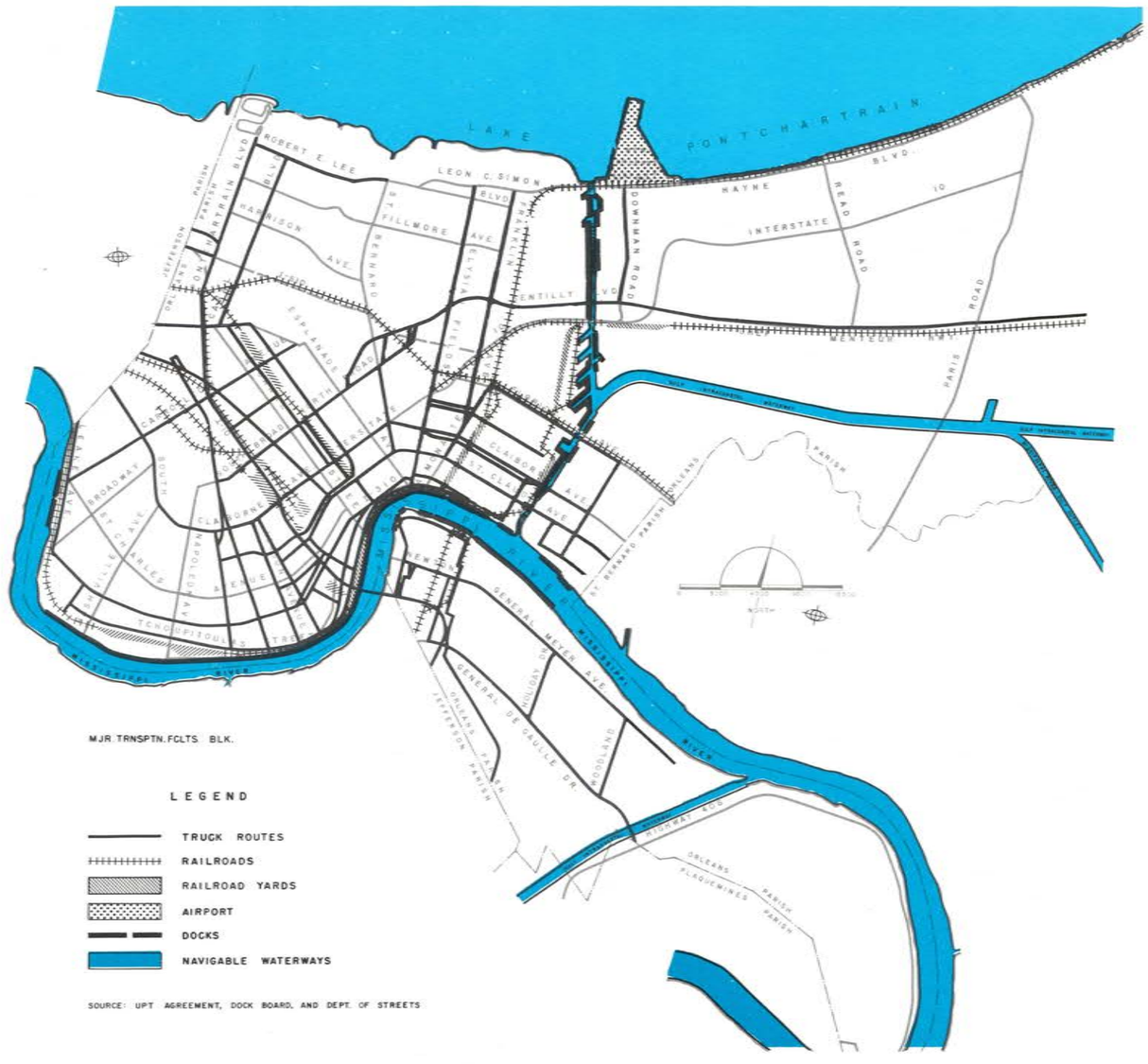


PLATE 16

Canal Street taking on a resemblance to a national boundary line. The Americans settled up-river west of Canal Street, the French and Spanish descendants in the area now known as the French Quarter. The area east of the Esplanade Ridge became the site of extensive truck gardens. Surrounding the French and Spanish and American centers were the dwellings of those negro slaves who did not live in servants

quarters on the premises of their masters' homes. While the French and Spanish were generally content with the philosophy of hereditary land wealth and leisure social life, the commercial-minded Americans took advantage of the location and established a thriving port trade that has continued to flourish up to the present time.

The second railroad in the United States (Pontchartrain Railroad) was constructed in New Orleans in 1830 to connect the village of Milneburg on Lake Pontchartrain (near the present location of Pontchartrain Beach Amusement Park) with the rapidly developing young city along the River. This railroad was used primarily for passenger service and was in the location of Elysian Fields Avenue.

To supplement the port transportation facilities, numerous man-made canals were constructed in those early years to provide more efficient transportation routes to and from the port area. The Carondelet Canal (1796) and the New Orleans Navigational Canal (1838) were the most important of these.

The rapidly developing port industry with its substantial requirements for labor attracted many Irish immigrants. The resulting growth of population caused an expansion and reshuffling of the residential areas in the American section. With their mounting wealth, many Americans moved out to build new homes in the section now referred to as the Garden District. This move pushed the Negro residential fringe even farther out. Since the Irish immigrants were working for the Americans, they were not welcomed in other sections of the City and, therefore, settled in the area now known as the Irish Channel. The growing 'French' population could not move west or east since it would have meant crossing the boundary lines into the areas occupied by the Americans and the truck-gardening population which they considered socially inferior. Their only recourse was to move out Esplanade Ridge toward Bayou St. John and here today New Orleans has lovely old homes which are a product of this period. The strip of habitable land on this ridge was rather narrow and any tendency of the residential development to widen was quickly checked by the swamp lands. As a result, building took place farther and farther away from the business section. With the development of an adequate drainage system in 1917, the effect of the swamps as a barrier to residential expansion diminished, and residential areas began to develop accordingly. The American residential section expanded northward toward the former swamp area and the French section spread out in both directions from the Bayou St. John area.

At the same time the drainage improvements were occurring, transportation developments were in process which had marked effects on the pattern of development. Insofar as the historical residential land use pattern is concerned, one of the most important transportation developments for New Orleans was the streetcar. With streetcars available, it was no longer necessary for laborers to live close to their places of employment. The low-income residential fringe disappeared and large low-income residential areas began to develop in the former swamp areas near the central business district.

The introduction of the automobile, which had such a profound effect on early suburban growth in most American cities, had a relatively small initial effect in New Orleans, since most of the outlying areas were swamps which had little or no appeal as residential building sites. However, with improved drainage facilities and population growth following World War II, the City has experienced development in the more outlying areas similar to that which many large cities experienced in the 1920's and 1930's.

With the foregoing brief historical analysis as a guideline, each of the individual transportation factors and their effect on the past, present and future land use pattern will be examined in greater detail.

PORT FACILITIES

The port district in New Orleans and its value to the City's economy cannot be over-emphasized. New Orleans first developed as a great city because of its natural water transportation advantage, that is, as the sea gateway to the continent by way of the Mississippi River.

New Orleans' service as a water terminal requires an interchange with other modes of transportation, particularly railroads and trucks. The port area attracts industrial development, some of which actually depends on water frontage, and others on the transportation facilities located in the port area. The terminal area became an important employment center which, before the automobile, needed nearby residential development for its employees. The location of port facilities, therefore, had a very important effect on the land use pattern.

One of the most important early port developments and one which has exerted considerable influence on adjacent development was the New Orleans Navigational Canal. This man-made waterway, better known as the New Basin Canal, was constructed between the years 1832 and 1838 to provide a convenient water route between the West End Harbor, which was located near the present site of the Orleans Marina, and the port trade area on the west side of Canal Street. The area in which the canal was constructed was unsuitable for residential development because of severe drainage problems, but attracted a varied array of industrial uses desiring location along this navigable waterway. Although the canal has since been filled, much of the area remains as an extensive, elongated, inner-city industrial complex, with the old canal right-of-way still providing for its transportation needs as the site of the Pontchartrain Expressway.

Although the harbor has been under public control since the founding of the City, the state created its own agency in 1886 to take charge of the waterfront development. This agency, known as the Board of Commissioners of the Port of New Orleans (Dock Board), assumed full control of the port in 1901. The Board proceeded immediately to issue bonds for financing needed improvements to the harbor area. One of the most important projects initiated by the Board was the Inner-Harbor Navigational Canal (Industrial Canal) which was completed in 1923. This canal is a five and one-half mile long channel running between the Mississippi River and Lake Pontchartrain. In addition to permitting an interchange of barge traffic between the river and the lake, it provided space for the establishment of

industries requiring waterfront operations and for wharves to supplement those on the Mississippi River. The Board has leased much of its frontage on the Industrial Canal to private industries. A wide variety of concerns are represented, including manufacturing plants, shipbuilders, construction materials companies, government services and ship repair services. The inducements offered by deep water frontage, favorable lease terms, and improved transportation facilities have all stimulated the demand for sites along this canal.

Other man-made waterways include the Intra-Coastal Canal (1945) and the Mississippi River Gulf Outlet (1958). The Intra-Coastal Canal provides for east-west barge traffic from Florida to Mexico. One of the most ideal industrial sites in the New Orleans area is offered between this waterway and the Louisville and Nashville Railroad tracks, extending from the Industrial Canal to Paris Road. This large land area, located south of the Chef Menteur Highway and serviced by the major transportation facilities (street, rail, water) will undoubtedly accommodate much of the new industrial development anticipated in New Orleans.

The Mississippi River Gulf Outlet, opened for traffic in the late 1950's, was constructed to shorten the route between the Port of New Orleans and the Gulf of Mexico. The "Ship Channel", as it is commonly referred to, extends straight from the City for approximately 76 miles through the surrounding lakes and marsh regions to the Gulf and has shortened the distance from the port area to the Gulf by approximately 40 miles. As the port continues to develop, its needs could be met by extending the port facilities eastward along this waterway. In this manner, the Mississippi River Gulf Outlet will continue to affect the land use pattern in the City of New Orleans for many years to come.

The enormous quantity of bulk commodities loaded and unloaded each day along the waterfront area makes rail transportation service an absolute necessity for the port district. New Orleans, like most other major ports, provides a railroad belt system for transportation efficiency in the port area. The belt system connects the main tracks to the docks and provides belt engines to pick up freight cars from the main lines and deliver them to the wharves for loading or unloading. In this manner, the main railroad lines are, for the most part, kept out of the dock area thereby avoiding congestion and delay.

Motor freight service is also an important factor in the port transportation complex and, incidentally, a blighting influence on adjacent residential property. These huge, slow-moving vehicles hinder traffic flow and detract from the appearance and desirability of the waterfront area as prospective building sites. In New Orleans, the development along Tchoupitoulas Street from Jefferson Avenue to the Central Business District can be cited as an example. An abundance of substandard residential, commercial, and industrial structures are located throughout this elongated strip of land, due primarily to the blighting influences of the waterfront operations in this area. To combat this situation, the City must provide for more efficient transportation routes within this area of intensified truck traffic. A major transportation facility is needed to accommodate the trucking operations and provide convenient connections with the major terminals, industrial centers, rail terminals, highways and expressways.

In summary, the port district is highly attractive to industry requiring water transportation. Also, the rail and truck facilities located within the port district makes this area highly attractive to a wide variety of commercial and industrial development. Unfortunately, the absence of suitable facilities to serve the vehicular traffic along the waterfront area has remained a pressing problem influencing blight in adjacent areas as evidenced by the large number of substandard residential, commercial and industrial structures located along the waterfront area.

RAILROAD FACILITIES

In order to handle the large volumes of bulk commodities passing through its port, New Orleans has developed as an important railroad center servided by eight major truck lines. In addition to these main lines, two short lines enter the City from the south, one through St. Bernard Parish and the other through Plaquemines and Jefferson Parishes. Also, two belt railroads are in operation in the New Orleans area. The Public Belt Railroad, operated by the Public Belt Commission of the City of New Orleans, serves the port and industrial development along the riverfront and the Inner-Harbor Navigational Canal (Industrial Canal), while the Outer Belt, owned by the New Orleans Terminal Company, (subsidiary of the Southern Railway System), serves the main line railroads entering from the east.

The extent of railway services, location of railroad facilities and railroad entrance have remained relatively stable for a considerable number of years and have been altered only in recent years by the adoption and gradual implementation of the Union Passenger Terminal agreement (hereafter referred to as the UPT) in the late 1940's. The UPT contract between the City of New Orleans and the Railroads was formulated through the efforts of various agencies including railroad officials, consultants and city officials to realize the full potentials of the railroad facilities in New Orleans. This plan provided primarily for the unification of passenger terminal facilities and the elimination of grade crossings. The means of effecting this plan were relatively simple. Main railroad passenger lines entering the City from all directions would be moved over designated routes, primarily Outer Belt and newly constructed UPT tracks to a central location, and then over UPT tracks to the newly constructed Union Passenger Terminal Station in the vicinity of the Central Business District. The resulting rail traffic consolidation has permitted the abandonment of the numerous former passenger stations as well as considerable unnecessary trackage. Also, many grade crossings were eliminated and costly grade separations minimized. The site of the main approach to the Union Passenger Terminal Station is in the area previously described as the Inner-City Industrial Complex adjacent to the Pontchartrain Expressway.

The railroad lines and related facilities have had pronounced effects on the land use pattern. Generally, the railroads have supplemented the trans-

portation facilities developed in connection with the port thereby promoting increased industrial development in these areas. The location of railroad lines has also influenced increased industrial growth in other areas, some of which are unsuitable for industrial development with the prime example being the industrial development along St. Louis Street where the tracks divide a major residential section of the City while crossing many of the City's major thoroughfares. Also, the railroads have generated new industrial activity in still other areas which otherwise would have been developed predominantly with residential uses. A prime example would be the industrial uses along the New Orleans and Northeastern Railroad yard on Press Street. Other railroad lines have been located in such a manner as to hamper the normal growth pattern preventing proper neighborhood development and causing substantial traffic problems. Examples of this are found in the Carrollton area between the inbound and outbound tracks of the Illinois Central Railroad and in Algiers where the huge, main classification yard of the Texas and New Orleans Railroad bisected the older section of Algiers inhibiting coordinated neighborhood development and causing traffic problems. However, this problem with the cooperation of the railroads has diminished in recent years.

Further, the Southern Railway's tracks along Hayne Boulevard will definitely adversely affect the growth of this area east of the Industrial Canal along the Lakefront if the tracks remain in their present location, particularly if the proposed East Lakefront Reclamation project of the Levee Board is implemented.

In conclusion, the location of the railroad lines in the City of New Orleans has enhanced and significantly aided the industrial growth of the community while the implementation of the UPT agreement has provided more efficient freight and passenger service. However, if New Orleans is to continue to progress and to offer a better environment for living, inadequacies in the present location of several of the railroad facilities must be considered. Among the most important problems are the tracks along Hayne Boulevard.

MAJOR STREETS, BRIDGES AND HIGHWAYS

The City of New Orleans, limited by the physical barriers of the Lake and the River as well as the swamp lands between these two bodies of water, did not experience a growth pattern which could be specifically identified with patterns typical in many large urban areas. In New Orleans high ground along the River and along the various ridges extending out from the banks of the River afforded the only habitable land prior to the provision of adequate drainage facilities in the mid-19th Century; therefore, development was naturally stretched along the River and extended in depth only when relatively high ground was encountered. Further, due mainly to the ethnological and sociological factors limiting expansion to the east, most of the City's early growth took place upstream west of the main business and employment center. The shape of the River along this route, as well as the old plantation property lines, have affected the historic and present street pattern in this area. Streets extending out from the River tend to come to a focus, which resulted from their being laid out parallel to the plantation lines which were roughly at right angles to the winding River. The focal point was a swamp which was slow to develop because of severe drainage problems and, when development did occur, it was of a mixed variety possessing no dominant features or special characteristics. Street design and platting in this area was often irregular and as a result unrelated to todays traffic needs.

The physical boundaries represented by the Lake, the River, and the Industrial Canal delayed large scale expansion to the south, north or east. These physical boundaries are gradually being overcome by highway construction and bridge crossings.

The demand generated by the public for convenient access to the Gulf Coast of Mississippi led, shortly before World War II, to the construction of the Chef Menteur Highway which has become the major traffic artery providing ingress and egress from the eastern section of the City. A draw bridge was utilized for crossing the barrier presented by the Industrial Canal. The majority of land in East New Orleans has not yet been provided with complete drainage facilities; consequently, development has occurred very slowly. The inconvenience of the draw bridge crossing has also been a factor limiting desirability of this area for residential expansion. The New Seabrook Bridge at the intersection of the Industrial Canal and Lake Pontchartrain, and the Interstate Route I-10 crossing several blocks south of the present Chef draw bridge, has provided the impetus for land improvements in the vast area east of the Industrial Canal. Further, substantial areas in this section are now protected by levees and reclamation.

Although the River Road was the first road constructed west of the parish line, the construction of Metairie Road, prior to the turn of the 20th Century, was the most significant step generating suburban development in the New Orleans area. The construction of the Airline Highway in 1935 and its connection with Tulane Avenue leading into the core of the City provided an additional major traffic route enhancing development west of the Orleans Parish Line.

Another major local transportation facility is the Pontchartrain Expressway and the connecting Mississippi River Bridge crossing. Constructed in the late 1950's, this high-speed traffic artery, extending into the City from the west has spurred further growth in Jefferson Parish. The Mississippi River Bridge crossing into the Algiers section of Orleans Parish is having an important effect on the rate of development of the West Bank. Access to the Algiers area was formerly provided primarily by ferries. The inconvenient and time-consuming ferry crossing did little to encourage growth in this section, although it is located close to the New Orleans central business district. With the Mississippi River Bridge crossing (toll bridge), this area has witnessed considerable growth. The elimination of the toll in 1963 has accelerated development in Algiers and adjoining parishes on the west bank of the River. Indications are that these areas will continue to develop rapidly in the future.

With the barriers to the east, west and south considerably reduced, only the Lake Pontchartrain

barrier on the north remained, The construction of the bridge crossing Lake Pontchartrain (Causeway) has provided more convenient access to adjoining parishes on the north shore of Lake Pontchartrain. With the realization of this bridge crossing, the last major barrier to expansion of the urbanized area has been partially removed and new areas have been opened for growth in all directions.

Another major impact on the Land use pattern resulting from major vehicular facilities is that of "strip" commercial development. Many cities have continued to settle for the compromise of furnishing major highways to serve the dual purpose of moving through traffic and providing access to individual parcels of land. These two functions cannot be supplied effectively by the same road. In addition to defeating the purpose of the highway investment, commercial development sprawled along the highway rights-of-way has caused progressive depreciation of adjacent residential property, the value of which is reduced by bordering land uses that are often unsightly and generally incompatible with their surroundings.

Although the majority of the adverse criticism of "strip" commercial development is directed toward the major highways leading into the core of the City, this condition is not restricted to highways. Unfortunately, many other major streets contain excessive strip commercial development. This is not intended to infer that commercial zoning is not desirable at carefully selected locations along major streets and highways, but rather to emphasize that stretching commercial development along the major streets seriously limits the effectiveness of the streets and creates a blighting influence on adjacent residential development.

Like numerous other cities, New Orleans is plagued by substantial strip commercial development along many of its main traffic arteries. The two major U. S. Highways (Airline and Chef Menteur) providing access to the City and extending into town as designated "major streets" are the worst offenders. The varied array of commercial uses located along these routes has seriously impaired the primary function of these streets, namely, to provide smooth, efficient flow for large volumes of traffic.

In addition to these two primary examples, similar conditions are evident on many streets throughout the City. Tchoupitoulas Street along the Riverfront, North Broad Street from Esplanade Avenue to Tulane Avenue, North Rampart Street - St. Claude Avenue Connection between Poland Avenue and Canal Street, and Magazine Street from Louisiana Avenue to Nashville Avenue are four streets containing a great amount of strip commercial development. It is not necessary to enumerate all of the streets in the City having rather extensive strip commercial land uses or to rank each according to degree to observe that the traffic situation in New Orleans has been seriously impaired by a multitude of commercial uses encroaching on its major thoroughfares.

TRANSIT FACILITIES

The transit industry in New Orleans originated with a horse drawn car line in 1834. A transition from mules and horses to electric streetcars occurred in the late 19th Century. The New Orleans Public Service, Inc., assumed full control of transit facilities in the early part of the 20th Century by consolidating the existing seven separate railway lines into a single organization.

Inasmuch as a land use pattern had been more or less established in New Orleans at the advent of transit facilities, transit routes were naturally extended to serve the existing population centers and other generators of primary demand for transit services. The focal point of the street car was the CBD with most lines terminating at Canal Street and immediately adjacent streets between Rampart Street and the River. The availability of the streetcar enabled workers to move farther away from their place of employment.

The main disadvantage of the streetcar lines was that it was economically unfeasible to extend the costly track and electric lines to areas in which population was relatively sparse. Another disadvantage was its lack of flexibility. The former absence of transit facilities in areas like Lakeview and Gentilly was certainly a factor limiting the residential expansion of the City. With the exception of the streetcar line on Metairie Road, which served New Orleans' initial suburban development along the Metairie Ridge, most outlying areas were without transit facilities. However, with the advent of the automotive age and the availability of the bus, the relatively undeveloped areas could be reached without extending track and electric lines. Bus routes were extended from existing streetcar routes to accommodate the relatively sparse population in Lakeview and Gentilly, thereby encouraging increased residential expansion to these areas. The use of the bus has enabled a considerable portion of the population to live farther away from their places of employment.

The provision of transit services has affected the land use pattern in much the same manner as the street plan. Transit facilities have been provided as the need dictates while stimulating growth in the form of higher densities which tend to locate near mass transportation facilities. Transit service is provided by New Orleans Public Service, Inc. and Westside Transit Lines operating under New Orleans franchises, and Louisiana Transit, Trailways, and Greyhound buses providing inter-parish and interstate service. Westside Transit Lines also provides inter-parish transit.

AIRPORT FACILITIES

Three active airports presently serve the Metropolitan Area of New Orleans. These include Moisant International Airport in Kenner, New Orleans Airport on the Lakefront within the City limits, and Alvin Callendar in Plaquemines Parish southeast of the City.

The Moisant International Airport, constructed in the mid-forties and municipally owned, handles the scheduled passenger, mail, and cargo-traffic for the metropolitan area as well as a minor amount of non-scheduled operations.

The New Orleans Lakefront Airport, constructed by the State of Louisiana in the thirties, is located just

east of the Inner-Harbor Navigational Canal on land reclaimed from Lake Pontchartrain and owned by the Orleans Levee Board. The New Orleans Airport currently serves only non-scheduled commercial and private flying, including repair, maintenance, storage, charter flying, student instructions, private flying, and related activities.

The Alvin Callendar Airport is located southeast of New Orleans in Plaquemines Parish and is owned by the Federal Government. This airport, constructed in 1943, presently serves all of the military installations in this area, as well as being an alternate airport for scheduled passenger, cargo, and mail planes in the event inclement weather limits the safe use of Moisant Airport.

It is important that existing and future land uses be considered in planning airport sites since airports have considerable influence upon adjacent and nearby development. Generally, airports are considered incompatible with neighborhood residential development because of the safety factors as well as the noise level and other distractions associated with airplane take-offs and landings.

It is therefore evident that the location of airports has an important effect on the land use pattern. In most cases, residential development will tend to keep a considerable distance from the airports. The New Orleans Lakefront Airport, located immediately east of the Industrial Canal on the lakefront, is the only active airport in Orleans Parish. As mentioned previously, this airport presently serves only small, mostly privately owned business and pleasure aircraft. Inasmuch as the giant transport airliners and other large, noisy jet aircraft do not use this airport, its effect on nearby development has not been, nor is it expected to be severe. Furthermore, the location of the New Orleans Lakefront Airport permits much of its traffic pattern to be over lake or industrial property on both sides of the Industrial Canal.

The major street pattern serving the airport is such that airport generated automobile traffic does not have a blighting effect upon nearby neighborhoods. Care should be exercised to make sure that present and future residential neighborhoods are not blighted by noise, ground traffic or threats to public safety caused by the New Orleans Lakefront Airport. Any consideration of a new International Airport should be evaluated with these factors receiving consideration.

TRAFFIC

TRAFFIC VOLUMES AND CAPACITIES

Plate 17 indicates, for each major street segment, whether the street is functioning "below capacity" or "above capacity." The first classification

MAJOR STREET TRAFFIC DEMANDS

means that the street is capable of carrying more traffic than the present demand while the second means that the street cannot adequately handle the traffic volumes now desiring to use it. When neither below capacity nor above capacity is indicated, that major street segment is considered as balanced. This map also shows the heavy truck routes of the City.

It has been concluded that most major streets in the City are now subjected to traffic volumes well above their design capacity, if design capacity is defined as the level of service characterized by reasonably smooth and efficient traffic flows. The condition has resulted in an average vehicular speed in most of the City of 13 miles per hour as opposed to the desired minimum of 30 miles per hour. It is pointed out, however, that many major streets do have sufficient right-of-way for possible future roadway widenings.

STREET CONDITIONS

Based upon Citywide studies of street conditions by the Department of Streets in the mid-1960's, it was estimated that more than one-half of the total linear street footage in New Orleans was in need of either repair, resurfacing, or reconstruction. Plate 18 illustrates these conditions by classifying substandard street segments as to whether they require total reconstruction or only surface repairs. The high degree of street deterioration evidenced by these studies is due in large measure to the generally unstable organic soils and high ground water content. Fluctuations in the water content of the soil have caused roadbeds to settle which resulted in the cracking and breaking of paved surfaces.

TRAFFIC CONDITIONS AND BLIGHT

Needless to say, the comparatively high degree of street, and also sidewalk, deterioration prevailing in the City has contributed to overall conditions of blight. Additionally, the noise level on an overloaded street along with toxic fumes, the inconvenience of slow traffic movements and the difficult access to and from abutting land uses do encourage relocation .

A review of the maps indicating the locations of critical street capacities, poor pavement conditions and areas of substandard housing, reveals a high rate of residential blight and adverse traffic and pavement conditions in the same areas. Thus, there is a very pronounced relationship between the two forms of blight and it may be justly concluded that while the blighted condition of structures is not the sole result of adverse traffic conditions, such conditions have definitely contributed thereto.

STREET CONDITIONS

STORM WATER POLLUTION

STUDY PURPOSE AND METHODOLOGY

The storm water pollution of Lake Pontchartrain was studied by the Sewerage and Water Board of New Orleans, acting as consultants to the City for this phase of the CRP. A summary of the consultant's findings together with their recommendations for alleviating this problem of major environmental concern are presented in this section. The emphasis given to this critical local issue is commensurate with the current, worldwide concern of environmental and ecological issues . It is also reflective of the comprehensiveness of the CRP as a means of investigating the totality of problems faced by any given community.

Around the beginning of the 60's, it became apparent that Lake Pontchartrain, which borders the City to the north, was becoming "polluted". After a fish kill of moderate proportions was observed in the Lake on July 1, 1962, an investigation into the pollution of the Lake was instituted by the Orleans Levee Board, the New Orleans Health Department, the Stream Control Commission, and the State Board of Health. This initial investigation resulted in the closing of public bathing areas on the south shore of the Lake in the summer of 1962, and has caused the periodical closing of the beaches in each summer thereafter.

In a report on the "Pollution Evaluation of Lake Pontchartrain in 1962" prepared by the Division of Public Health Engineering of the Louisiana State Board of Health, it was determined, among other things, that some degree of pollution of the Lake was occuring as a result of discharging of storm water into the Lake through the various outfall canals leading from the Sewerage and Water Board's drainage pumping stations. This pollution was determined by a count of coliform present in the discharge canals leading into the Lake.

In an effort to determine at what point, or points, and the quantity, that sanitary sewage was entering the storm water drainage system, this CRP study was initiated.

This was accomplished mainly through various tests and examinations of the sanitary sewer lines and storm sewers for a determination of how, where, and to what extent the storm water which is discharged into Lake Pontchartrain is receiving domestic sewage. The highly technical nature of this analysis precludes an effective summary of the study methodology at this point. However, such a description is available in the technical report of the Sewerage and Water Board.

Briefly, the study consisted first, of an analysis of all existing data relative to the problem of water pollution, particularly pollution of Lake Pontchartrain; and second, the selection of appropriate sample areas and the carrying out of certain sewer exfiltration and infiltration tests and television inspections of the sewers in these areas. These sample areas, five in number, were selected on the following basis: (1) areas that had been previously identified as possible renewal project areas; (2) areas that are generally representative of a major section or sections of the City as to sub-surface soil composition, topography, and similar physical features; and (3) areas in which pollution is known or suspected due to seepage from sanitary sewer lines into storm water drainage lines.

Within the five areas selected, six to eight preliminary test blocks were selected for the infiltration, exfiltration, and television inspection tests.

STUDY LIMITATIONS

No attempt was made to ascertain the degree of pollution resulting from surface water run-off, the possible existence of connections of sewer house connections to storm sewers or industrial wastes being discharged directly into storm sewers for the following reasons:

1. The extent of pollution from surface run-off is not susceptible to accurate measurement or separation from other sources of pollution, especially where these other sources contribute heavily to the problem.

2. Connection of sewer lines from residences, restaurants, etc., to the storm drains is illegal and is closely watched by the Plumbing Department of the Sewerage and Water Board. If any exist they are few in number and would be corrected upon discovery.

3. Interviews with Sewerage and Water Board employees of long experience revealed a consensus of opinion that the problem of pollution from industrial wastes from industries located within the City of New Orleans is negligible.

SUMMARY OF FINDINGS

As the tests proceeded it became increasingly obvious that the major source of storm water pollution came from accidental cross connections between sewer house connections and storm sewers at the point where one crossed the other, usually where the house sewer runs beneath the storm sewer. These cross connections occurred as a result of broken or cracked pipes, and/or joints in the storm drain pipes and sewer pipes.

On the main sanitary sewer lines which had broken or open joints and/or cracked pipe there was, in most cases, very little increase in leakage in the joints or cracked pipes when the paralleling storm sewers were flooded except in cases where the two were very close together. The main source of leakage was through the sewer house connections and not through breaks in the main sewer.

It was also observed that the greatest leakage occurred in areas having the oldest sewers. This is not due entirely to the age of the sanitary sewers, some of which are sixty-two years old, but results from the fact that the storm sewers were installed at a later date, sometimes as much as thirty years later.

The theory as to what occurs during a moderate to heavy rainfall is as follows:

(a) Rain water enters the storm drains through the street catch basins.

(b) Water leaks through open storm sewer joints, saturating the shell bedding and flowing into any broken sewer house connections along the line. In many instances, it was seen through a television camera that this flow was so great that it appeared that a large open-

ing in the storm sewer must be directly over a large opening in the sewer house connection.

(c) Leakage continues until the sanitary sewers become flooded and manholes surcharged to an elevation at or near the level of the storm water in the drainage system, as the sanitary sewage pumping stations are of far too small a capacity to handle such a load.

(d) The Sewerage and Water Board has a very efficient system of large pumping stations and drainage canals which are designed to remove storm water as soon as possible, with the result that as soon as the rain slacks or stops, the level of water in the storm sewers drops much faster than the water in the sanitary sewers.

(e) Now that the elevation of water in the sanitary sewers is higher than that of the storm drains the reverse of what initially took place occurs; the mixture of storm water and sewage leaks back into the drainage system to be ultimately discharged into Lake Pontchartrain.

RECOMMENDATIONS

1. During the 1950's, the practice of installing storm sewers along both sides of streets was abandoned in favor of using a single larger one. This reduces by one-half the number of potential cross connections between sanitary and storm sewers and it is recommended that this practice be continued.
2. There should be a minimum cushion of twelve inches between the storm drain and any sanitary sewer pipe. In areas of conflict of grades between house service lines from shallow sewer mains and the storm sewer, it is recommended that dual sanitary sewers be installed in the sidewalk area back of the curb on each side of the street. These dual sewer lines should be continued until they reach sufficient depth for the house service lines to clear the storm drains without the use of siphons. This would eliminate all possible cross connections between storm sewers and sewer house connections, greatly reduce the footage of six-inch sewer pipes, and eliminate siphons which are generally a source of maintenance trouble.
3. Whenever possible, sanitary sewers and house connections should be installed at the same time as the storm sewers. Any subsidence of the ground thereafter would affect both systems equally and should prevent the breakage which has occurred in the past. It would also permit the simultaneous planning of these lines to avoid conflicts of line and grade.
4. In all cases where conditions permit, sewer house connections should pass over the top of a storm sewer instead of beneath it. This is especially desirable in the case of storm sewers 30 inches in diameter and larger.
5. The maximum infiltration allowance of 250 gallons per inch of diameter per mile of pipe per 24 hours as presently required in Sewerage and Water Board specifications for new sanitary sewers should be retained, as well as the 500 gallon per inch of diameter per mile per 24 hours allowed for storm sewers. It can be added that any leaks between new sanitary sewers and storm sewers could be detected if the higher line was flooded during the time of the storm sewer infiltration test.
6. Continued use of water tight joints in all sanitary and storm sewers is strongly recommended, that is, those employing a rubber gasket, factory shaped plastic molded joint, or chemically welded plastic joints used with plastic pipe.
7. The Sewerage and Water Board's storm drainage system at present diverts all of the dry weather flow from Drainage Pumping Station No. 5 where it is discharged into Bayou Bienvenue. This constitutes some 70% of the dry weather flow from the East Bank section of the City, west of Paris Road, and it is discharged into the Mississippi River Gulf Outlet and Lake Borgne. Also, at the onset of rain this diversion is continued until flow exceeds the capacity of this route and it must be diverted into Lake Pontchartrain.

It is recommended that this practice be continued as this greatly reduces pollution of Lake Pontchartrain with surface water runoff.

RELATED STUDY OF SEWERAGE & WATER BOARD

Following the completion of these tests included in the CRP work program, the Sewerage and Water Board, at its expense, repaired the most seriously damaged sewers in order first, to derive cost data for estimating the expense of repairing the various types of leaks encountered as projected Citywide, and second, to determine if effective repairs could be made to such a degree as to result in a substantial reduction in the pollution of storm water. The results of this independent study are included in this report because of their relevancy to the problem and the feasibility of its correction.

During the period from September, 1969, through January, 1970 a total of 47 of these defects were repaired at an average cost of $360.00 each where the cost of the television inspection is included. There is a total of 6,900 linear feet of 8" pipe in the areas selected which were built prior to 1950. With a total repair cost of $16,200.00, this gives an average cost of $2.35 per foot to effect these limited repairs. Therefore, since there is a total of 3,573,045 linear feet of 8" gravity sewer pipe in the New Orleans system which was laid prior to 1950 and using the concept of locating and repairing major defects only, a total estimated cost of $8,396,655.75 would be involved.

Upon completion of these repairs, exfiltration tests were made on all of the lines which had been repaired. This was done by isolating a block of sewer line with plugs and actually metering the flow required to maintain the water at a constant level in the upstream manhole. An inspection of these rates indicates excessive leakage still existing in spite of the repair of major leaks and points to the fact that there must be considerable leakage from the unrepaired house connections. Therefore, to completely eliminate pollution of storm sewers by domestic sewage entering through broken sewer house connections, all sewer house connections twenty years of age and older should be replaced in the area under the storm sewers. Without preliminary television inspection the average repair cost per house connection is reduced to $282.35 each. There is an estimated total of 107,191 house connections installed prior to 1950 in the City, which would require approximately $30,265,378.00 to renovate.

IV

PROPERTY CONDITIONS

RESIDENTIAL PROPERTY CONDITIONS

The problem of blight in housing is more serious and far reaching in its consequences than blight in other kinds of property. Thus, the subject of residential property conditions received maximum attention throughout the CRP. The approach used was to first obtain an overall picture of property conditions in the City as a whole by use of data available from the 1965 land use survey, the 1960 Census and City records, and from these data to determine the problem areas which require more intensive study. A sufficiently representative sample of structures within these areas of concentrated blight was then examined individually and in considerable detail. The following are the major findings of this analysis reported in the sequence of study beginning with the 1965 Land Use Survey.

1965 LAND USE SURVEY

A field survey of existing land uses in New Orleans was conducted between December, 1964, and July, 1965. As a part of this survey, the condition of each residential structure within the City, based upon an exterior observation, was recorded. This exterior survey classified all structures as either standard or substandard.

The 1964 Land Use Survey defines a standard structure as one which could be improved through minor maintenance, not involving a great sum of money. This would include sound structures with no repair needed, or structures needing paint, step or porch repair, window or door frame repair, etc. A substandard structure is one which has one or more major defects or a combination of many less serious deficiencies that requires a large sum of money to improve, such as a sagging roof, walls out of plumb, sinking foundations, poor original construction, etc.

SUBSTANDARD DWELLING UNITS-1965

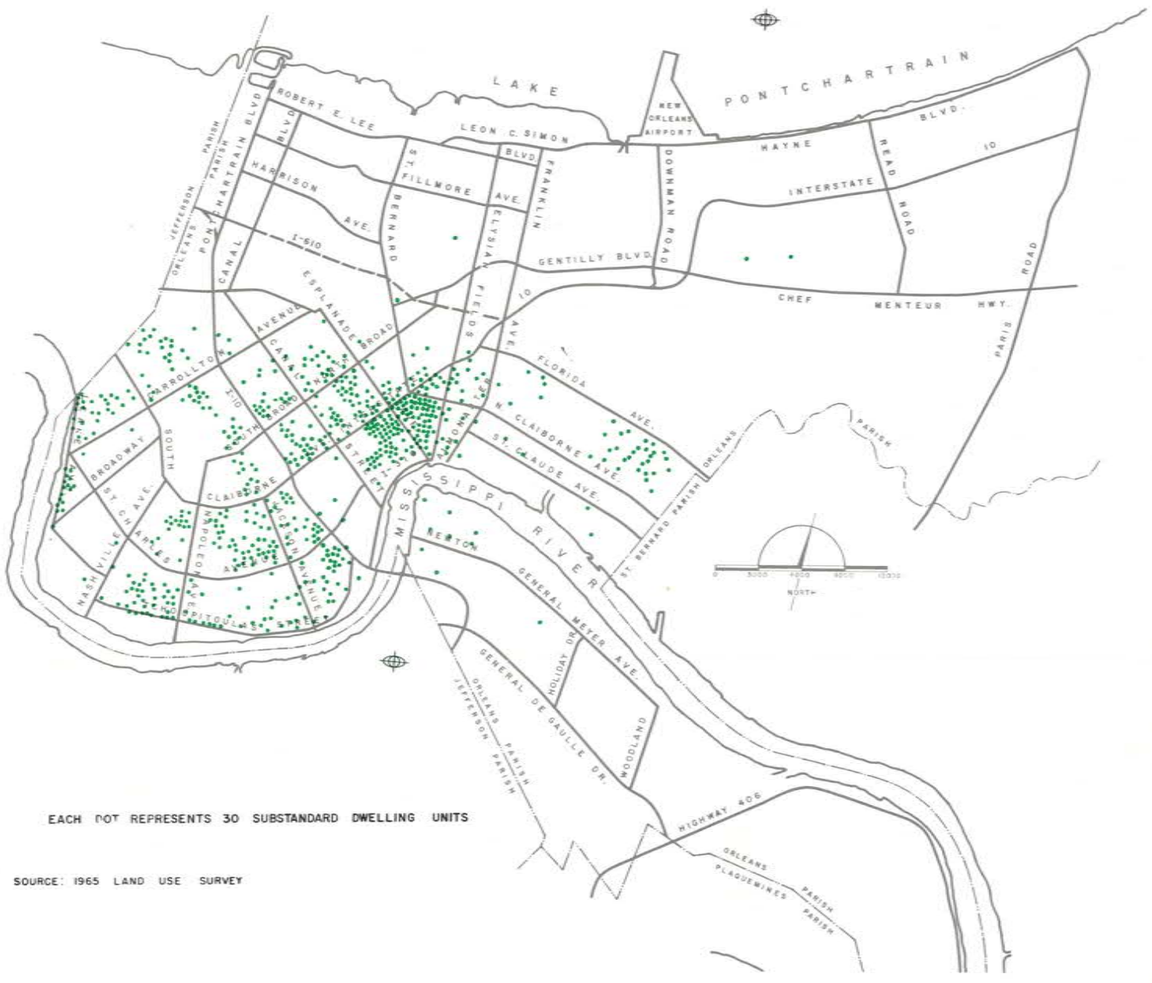


PLATE 19

The residential property conditions in New Orleans according to the Land Use Survey are shown on Plate 19 with each dot representing 30 substandard dwelling units. Statistically, the survey reported 21,158 units or 10.1 per cent of the total units in the City, to be substandard. Utilizing residential structures as a measure, 9,746 structures or 9.2 percent were reported as substandard.

As Plate 19 illustrates, the greatest concentration of substandard residential structures is found in an area bounded roughly by Bienville Street, Broad Street, Esplanade Avenue, Galvez Street, Elysian Fields Avenue, and the Mississippi River. Smaller concentrations of structural blight are scattered throughout many of the other older areas of the City.

Very few substandard residential structures exist north of Florida Avenue. Other areas with little substandard housing include much of the Westbank and a broad strip of land paralleling Audubon Park and Tulane University. These areas are characterized by high price development and/or housing of relatively recent vintage, both of which contribute to the absence of substandard housing.

The land use survey also included an inventory of the number of dwelling units within each structure and the area of each lot. These two items of information were summarized for a measurement of population density.

The most densely populated part of the City is the area bounded by the Pontchartrain Expressway, Claiborne Avenue, Louisiana Avenue, and St. Charles Avenue. Nearly all of the blocks within this area exceed 20 dwelling units per acre, and a substantial number exceed 40 dwelling units per acre. The Magnolia and Guste public housing projects are both in this area and help account for the high densities. The only other concentration of blocks with densities in the 40 and over category is found in the Vieux Carre'.

The Mid-City, Broadmoor, Lafayette, and Central Business District Planning Sections contain most of the blocks with population densities in excess of 20 housing units per acre. The lowest densities are found along the Lakefront and in part of Algiers and Aurora. In general, the closer to the CBD, the higher is the population density. Obviously, the one and two family areas have the lowest densities, while the areas in which multiple units predominate have high population densities.

There is no causal relationship between housing density and substandard housing, since 30 families per acre, for example, may or may not be a blighting factor, depending on specific circumstances. However, in general, the area in the City with the highest family per acre densities are also the areas with the most substandard housing.

BUILDING PERMIT ACTIVITY

In order to measure the extent of private renewal in the City, a study of building activity, as reflected by building permits for the years 1958 to 1965, was undertaken. Using the 1960 Census of Housing and the 1965 Land Use Survey data as guidelines, 79 areas, each composed of four blocks, were selected in various sections of the City. For each of these areas a relatively detailed analysis of building permit data was conducted. These sample areas are well-spread geographically and are fairly evenly distributed among areas of good, fair, and poor housing conditions.

The areas with a housing condition rating of poor had the highest average value of building permits while the areas rated good were second highest and the areas rated medium were lowest in average permit value. Fifty-four percent of the 28 sample areas containing poor housing conditions had over $100,000 worth of building permits while only 25 percent and 22 per cent of the areas rated good and medium, respectively, were above $100,000 in permit value.

Although analysis of the four-block sample areas indicates that improvement activity is greatest in poor areas than in other areas, and that medium areas are the least active of the three, these data must be considered only general and cannot be applied indiscriminately to individual cases. Many other factors often difficult, if not impossible, to measure must be considered before application to a specific area or section can be attempted. Among the factors to be considered are the City's rehabilitation program which results in required, rather than voluntary improvements; the effects of Hurricane Betsy; and the matter of home improvements for which no building permits were secured.

However, the premise that improvement activity is greatest in the areas of poorest conditions does appear valid, but the extent of such activity is not sufficient to elevate housing from the poor to the medium to good classification. Possibly, activity in such areas is greatest in order to keep the area minimally habitable or to comply with the minimum codes.

1960 CENSUS OF HOUSING

Plate 20 shows the location of deteriorating and dilapidated dwelling units on the basis of the 1960 Census survey. Statistically, the 1960 Census of Housing classified 35,611 dwelling units as deteriorating and 14,223 units as dilapidated, for a total measurement of 49,834, substandard units, or about 24.6 percent of the total supply of dwellings.

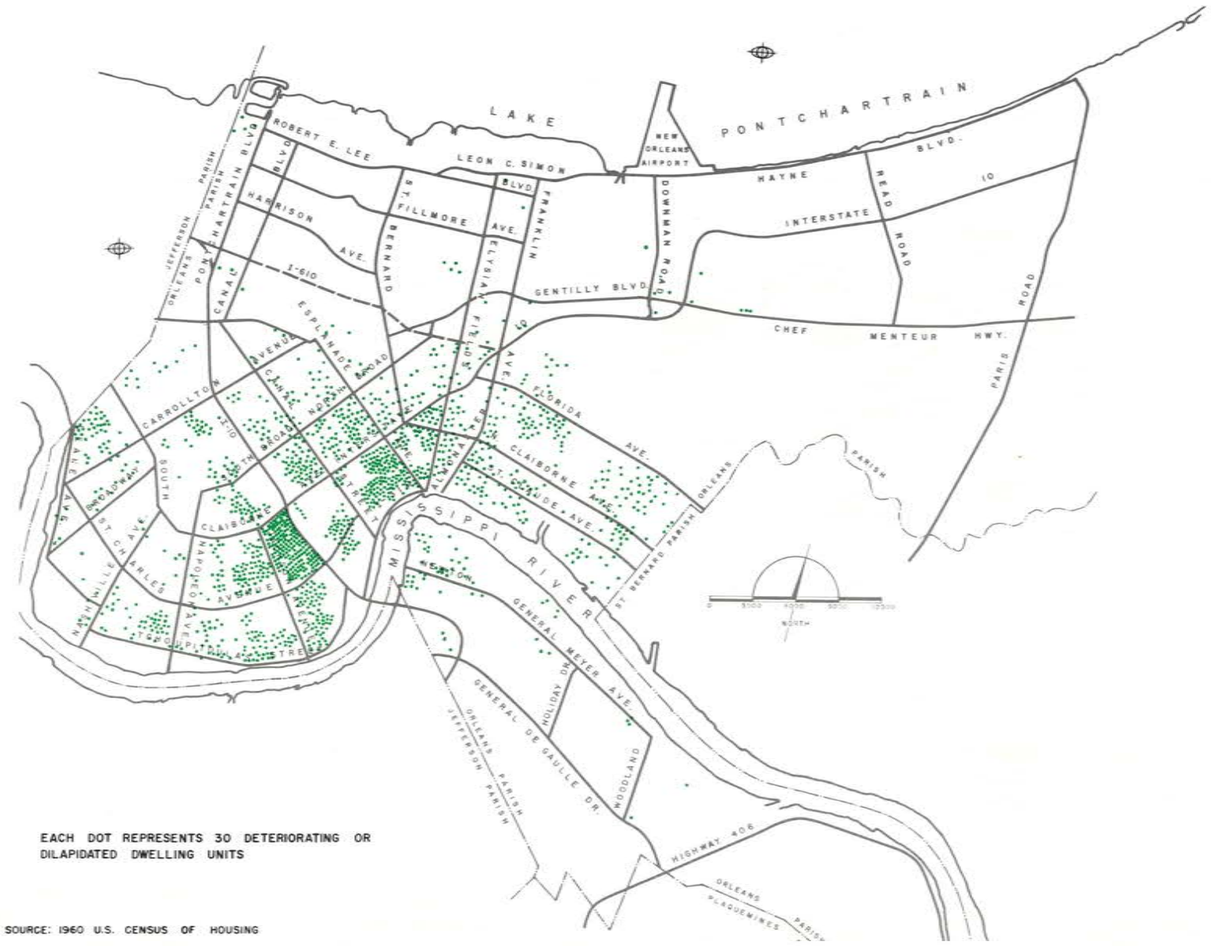
While these figures may seem in contrast of the previous report of 21,158 or 10.1 percent substandard dwelling units according to the 1965 Land Use Survey, the difference is mainly due to the use of three levels of condition by the Census, sound, deteriorating and dilapidated, as opposed to only two classifications by the land use survey, standard and substandard. It is clear, too, that the land use survey classification of "substandard" entails a condition somewhat more severe than the "deteriorating" classification of the Census.

Plate 20 shows that the largest concentrations of substandard housing exist within and on the periphery of the CBD and generally diminish outward from the core area. There are a few substandard dwelling units located north of Florida Avenue, east of the Industrial Canal, along the wedge of land in the vicin-

ity of the Audubon Park, Tulane and Loyola University Complex, or in the newer areas of the west bank.

The pattern of substandard housing produced by the Census on the one hand, and the Land Use Survey on the other, coincides quite closely, which tends to confirm the findings of each of these two independent surveys.

DETERIORATING AND DILAPIDATED DWELLING UNITS - 1960



EACH DOT REPRESENTS 30 DETERIORATING OR DILAPIDATED DWELLING UNITS

SOURCE: 1960 U.S. CENSUS OF HOUSING

PLATE 20

RESIDENTIAL SAMPLE PROPERTY SURVEY

Using the 1960 Census of Housing, together with the 1965 Land Use Survey, as the bases for locating areas of relatively poorest housing conditions, a total of sixty areas of varying size and composition were selected for a detailed measurement of the nature and severity of housing blight. Most of the survey areas contained between 40-60 city blocks, of which about 15% were chosen for study purposes. In designating specific blocks to be inspected, an effort was made to insure that the sample would be representative of the total area, hence the sample blocks were rather uniformly spaced throughout the areas. In these blocks, one-half of the structures were inspected and based upon a penalty point scoring system were rated as either standard, minor defects, major defects or dilapidated for each of three main rating categories; namely, Structural, Site and Environmental and Composite. A total of about 3,200 house inspections were made in this survey. The individual ratings within each survey area formed the basis for projecting a rating for the area as a whole.

STRUCTURAL CONDITIONS

Shown on Plate 21 are the Residential sample survey results in terms of the Structural ratings. A total of forty-three areas, or nearly three-fourths of the total number of survey areas, were rated less than 30 percent major defects or dilapidated for structural characteristics.

Stated differently, in these 43 selected areas, slightly more than one-fourth of the structures are in poor condition, some of which require clearance, but the majority of the homes in these areas are either standard or could be brought to standard condition by concentrated enforcement of the City's minimum housing codes. Based on the survey results, it is concluded that there are very few areas in New Orleans which contain high degrees of structural dilapidation to the extent warranting clearance. This is not intended to infer that New Orleans does not

have an acute housing problem, but rather to emphasize that the great number and percentage of dilapidated homes in the City are mostly scattered and are highly concentrated in very few locations. There are, however, a great number of areas characterized by less than standard housing conditions with a few dilapidated structures interspersed.

The distribution of penalty points assessed in the sample structural survey provides further insight into the housing problem. In practically every area and planning section studied the most recurrent structural penalties involved those for repair and upkeep. Of the total structures inspected in the sixty selected sample survey areas, 1, 827, or 58 percent were penalized, to some extent, for general repair and upkeep. The most prevalent factor penalized under this category was paint neglect, which is a structural appearance, rather than condition factor.

Slightly over 30 percent of the structures were penalized for deficiencies of exterior walls, while approximately 25 percent were penalized for foundations and roofs. Nearly one out of every five structures in the sixty areas were penalized for doors and windows while a slightly lower percentage were penalized for appurtenances. Slightly over three percent of the structures were penalized for no dual egress and only 145, or less than five percent of the total inspections, received penalties for totally inadequate original construction.

SITE AND ENVIRONMENTAL CONDITIONS

As mentioned previously, in addition to the consideration of structural conditions, the residential sample survey also rated properties and areas according to Site and Environmental features. Considerations of this type included overcrowding, site shape and layout, streets and sidewalks, utilities, off-street parking, surrounding incompatible uses and infestation or refuse accumulation.

Plate 22 illustrates the results of the Site and Environmental ratings for the survey areas.

RESIDENTIAL STRUCTURAL CONDITIONS

PLATE 21

RESIDENTIAL SITE AND ENVIRONMENTAL CONDITIONS

LEGEND

PERCENT OF AREA RATED MAJOR REPAIR OR DILAPIDATED.- OBTAINED FROM SAMPLE RESIDENTIAL SURVEY

- LESS THAN 10
- 10 TO 20
- 20 TO 50
- 50 AND OVER

SOURCE: 1965 SAMPLE RESIDENTIAL SURVEY

PLATE 22

In twenty-three of the areas (38 percent), one-half or more of the blocks were found to contain major site and environmental defects or dilapidation, while in one-third of the total areas surveyed, dilapidation or major defects existed in 20 percent to 50 percent of the blocks. The remaining seventeen areas (29 percent) generally may be regarded as satisfactory, since the blocks that comprise these areas fall into the categories of minor defects or standard.

With only two exceptions, site and environmental deficiencies exist in varying degrees in every area surveyed, which includes all of the developed areas of the City. Generally speaking, the areas north of Florida Avenue, in the Lakeview and Gentilly Sections, were found to be the best, and were rated either standard or minor defects. Except for a very small one block area which was rated 100 percent dilapidated, the same is true of those sections of the City east of the Industrial Canal and north of Florida Avenue. South of Florida Avenue, however, particularly in the Downtown area and in parts of the Mid-City, Broadmoor and Lafayette Planning Sections, substandard residential site and environmental conditions are fairly widespread, and in certain areas quite acute.

In the areas south of Florida Avenue and in Algiers, the most frequently encountered environmental deficiencies involved overcrowding of structures on the land and inadequate off-street parking. Poor condition of streets, curbs, and sidewalks also figured heavily as environmental defects particularly in the Broadmoor, Carrollton, Downtown and Algiers Planning Sections.

COMPOSITE CONDITIONS

In order to reflect overall property conditions, a composite rating was obtained by combining the structural and site and environmental factors into a single property conditions index.

A study of the composite ratings immediately reveals one obvious fact about property conditions in those areas included in the survey; poor site and environmental factors generally are much greater

blighting influences, both in degree and extent, than structural deficiencies.

The impact of poor site and environmental conditions on a blighted area becomes even more meaningful with a detailed analysis of the specific areas. Of the sixty areas surveyed, twenty-nine areas were rated "over 50 percent dilapidated" as a result of either structural or site and environmental deficiencies. Of these twenty-nine areas, however only ten received composite ratings of overall severe dilapidation. This means that nineteen areas, though "badly blighted" because of poor structural conditions or because of poor site and environmental conditions, did not contain a sufficient degree of both structural and environ mental dilapidation to warrant a composite rating of severe dilapidation. The effect of poor environmental conditions in the ten areas which received composited ratings of "over 50 per cent dilapidated" is considerable. Five of the 10 areas were classified as critically blighted areas because of significant major defects in structural as well as site and environmental conditions. The remaining five blighted areas, however, were so classified primarily on the basis of poor site and environmental conditions.

This situation is perhaps most typical of those areas east of the Industrial Canal roughly between Florida and St. Claude Avenues. In this section, commonly referred to as the Lower Ninth Ward, the six areas selected for inclusion in the sample survey encompass some 200 city blocks and cover virtually all of the area bounded by Florida Avenue, St. Claude Avenue, Tupelo Street, and Jourdan Avenue. On the basis of structural conditions only, none of the six areas rated dilapidation to the degree of "over 50 percent". Regarding site and environmental factors, however, exclusive of structural conditions, all sample survey areas except one rated over 50 percent dilapidation, and this one exception had dilapidated conditions approaching 50 percent. When combined to obtain a composite rating, the condition of the structure tends to offset the poor environmental conditions such that only one area produced a composite rating of "over 50 percent major repair and/or dilapidation."

The results of this special sample survey tend to illustrate a condition of poor neighborhood appearance and upkeep which, together with the condition of poor housekeeping practices, offers sufficient evidence that significant improvements could be made through "clean-up" and "paint-up" activities, together with correction of environmental deficiencies, jointly by private and public actions, in contrast to excessive rebuilding and large scale clearances.

COST OF REHABILITATION

A fourth part of the sample survey involved an estimate of the expenses required to rehabilitate the structure up to minimum standards. If the structure was rated standard, no cost estimate was needed, naturally. Similarly, since rehabilitation of a dilapidated structure is usually not economically feasible, no cost is required for structures receiving this rating. However, for structures with minor or major defects an estimate of the cost needed to bring the structure up to habitable standards was given.

Updating these costs to 1970 levels, it is estimated that about forty-one percent of the structures rated minor or major defects could be rehabilitated for $750 or less, while $1500 or less would be adequate to rehabilitate 65 percent of these structures. A full 94 percent of the properties classified as having either minor or major defects could be rehabilitated for an amount under $4500 per structure. The average rehabilitation cost for the 1607 structures in those categories is slightly less than $1650. Thus, a relatively small sum of money for repairs could return the majority of substandard structures to a minimum sound condition.

This study further supports the prior contention regarding the condition of poor housekeeping practices entailing the general neglect of property maintenance, repairs and painting, in contrast to excessive structural dilapidation.

PROPERTY ASSESSMENTS

Since property assessment data can indicate, to an extent, the general level of property conditions in an area, as well as the property tax income, the total assessed value of properties per block was studied and mapped for New Orleans.

Visual comparison of maps depicting property assessments with the maps showing condition of housing based upon the 1960 census and the 1965 land use survey, indicate generally a relation between low assessed values and the incidence of poor housing. This correlation is especially noticeable in Algiers, the Downtown area, and in the older parts of town along the River. However, areas of poor housing conditions in much of the Lafayette and University areas are also areas of relatively high assessment levels. Much of the area bounded by Claiborne Avenue, Jefferson Avenue, Freret Street and Louisiana Avenue serves as an example of this inverse relationship.

Due to the wide disparity in block sizes and because a low property assessment level doesn't necessarily mean poor housing conditions, utilization of assessment levels either as a measure of poor housing or to predict poor housing conditions is quite limited.

COMMERCIAL AND INDUSTRIAL CONDITIONS

The purpose of this section is to describe and evaluate the commercial and industrial property conditions in New Orleans as part of the total incidence of blight. Because the United States Census does not report the structural conditions of non-residential properties, the sources for data of this type are limited to the special studies of the CRP, particularly the 1965 Land Use Survey and the Commercial and Industrial Sample Survey.

1965 LAND USE SURVEY

According to the 1965 Land Use Survey, commercial and industrial property constitutes 13 per-

cent or 5,500 acres of the total 42,500 acres of developed area in the City of New Orleans. This is about two-fifths of the amount of land used for residential purposes. Residential acreage exclusive of streets amounts to about one-half of the total developed land with commercial and industrial uses accounting for approximately 21 percent.

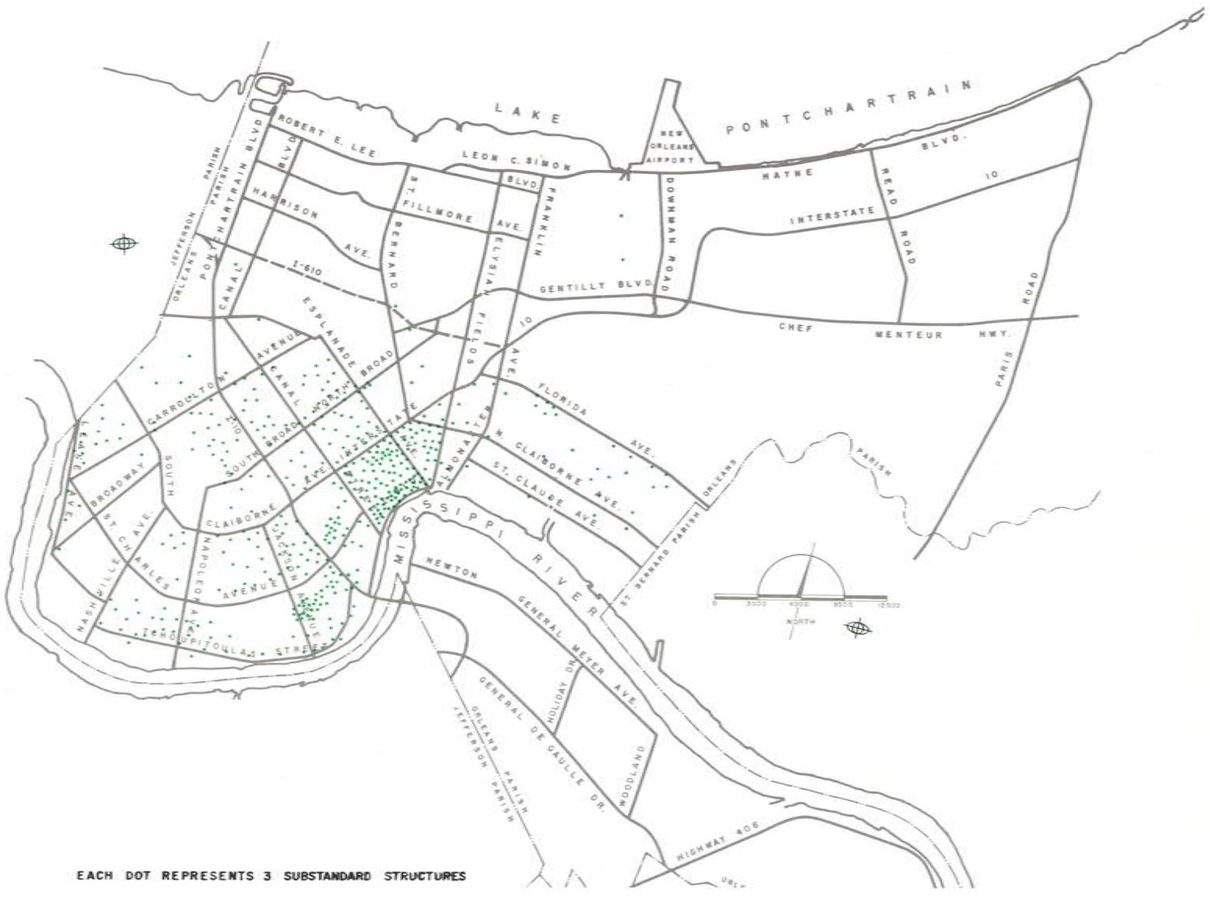
More important than acreage statistics, however, is the fact that 1,468 of the total 10,646 commercial and industrial structures are classified as substandard according to the 1965 land use survey. While the total number of substandard nonresidential structures is considerably less than the total 9,746 substandard residential structures, the proportion of substandard non-residential structures, at 13.8%, is greater than the corresponding 9.2% substandard residential structures. The magnitude of the problem of structurally substandard commercial and industrial properties are therefore placed into perspective by these proportional comparisons.

Plate 23 shows the general location and concentrations of commercial and industrial properties judged to be substandard by the land use survey. This map, together with Plate 24 illustrating similar conditions according to the commercial and industrial sample survey discussed next, form the basis for the conclusions presented later in this Chapter relative to the major locations and extent of commercial and industrial blight.

COMMERCIAL AND INDUSTRIAL SAMPLE SURVEY

The procedure used for examining commercial and industrial property conditions through the use of a sample survey was similar to the method of analysis in the residential sample survey. Using as a base the 1965 Land Use Survey, twenty areas were selected in which the incidence of substandard commercial and industrial properties was comparatively the highest. Then, approximately 25% of the blocks within each of

SUBSTANDARD COMMERCIAL AND INDUSTRIAL STRUCTURES



EACH DOT REPRESENTS 3 SUBSTANDARD STRUCTURES

SOURCE: 1965 LAND USE SURVEY

PLATE 23

these twenty areas were chosen on a random sample basis for actual inspection. In addition, a smaller number of the blocks within the developed planning sections but outside the study areas were selected for survey in order to secure some general information regarding the condition of nonresidential structures in all parts of the City.

Each commercial and industrial structure in the selected survey blocks was inspected, scored and rated as either good, fair, or poor, using as a guideline a penalty point scoring form. Each structure was rated according to each of three rating categories -- Structural, Functional and Environmental, and Composite (combination of structural, and functional and environmental scores).

A total of 888 inspections (eight percent of the total nonresidential buildings) were conducted and the median penalty point score for each survey block was determined in order to rate each of the survey blocks for each of the rating categories (structural, functional and environmental, composite). The twenty selected survey areas were also rated based on the median penalty point score for the inspections in each area. Of the total 888 inspections, 528 or 60% were conducted within the twenty survey areas with the remainder being the supplementary samples selected at random throughout other parts of the city for overall measuring purposes.

STRUCTURAL CONDITIONS

The results of this sample survey of structural conditions generally confirm the findings of the Land Use Survey in that 61% of the inspections in the twenty survey areas produced structural ratings of "poor". Extending these ratings to an area-wide basis, eleven of the twenty survey areas were rated "poor" on the basis of structural factors. Penalties assessed for structural condition were fairly uniform among the six scoring factors and roughly equally distributed among the categories related to structural condition on the one hand, and to structural maintenance on the other.

FUNCTIONAL AND ENVIRONMENTAL CONDITIONS

Although structural conditions alone provided the basis for the original land use survey ratings, functional and environmental factors are also important in measuring blight. For example, the absence of customer and employee parking facilities or inadequate shipping and receiving facilities for commercial or industrial uses can be a greater blighting influence than, for instance, the general upkeep or state of repair of the structure itself. Further, and of greater importance, an improperly located commercial or industrial structure can cause deterioration to neighboring residential properties, the value of which is often reduced by the incompatible use, whether it be in a good state of repair or not.

The rating of commercial and industrial properties in consideration of functional and environmental factors was even more severe than the structural ratings and has resulted in sixteen of the twenty areas being rated "poor" as opposed to eleven areas receiving poor ratings due to structural condition. This may be partially attributed to the fact that many of the nonresidential buildings in New Orleans were constructed prior to the adoption of the Zoning Ordinance and, therefore, do not have off-street parking, shipping and receiving facilities, adequate area, etc.

Eighty-five percent of the structures inspected received maximum penalties for the functional and environmental factor labeled "opportunity for expansion". The factors of "off-street parking" and "shipping and receiving facilities" also had greater than 50 percent poor scores. Scores for these three factors, combined with the scores for mixed use in same structures (44 percent poor), account for practically all of the panalties in the functional and environmental category.

COMPOSITE CONDITIONS

Of the twenty survey areas, sixteen have been rated poor, three rated fair and one rated good in consideration of the composited structural and functional and environmental ratings. The areas, or, in some cases, groups of contiguous areas, rated fair or poor are shown on Plate 24.

Although the inspections of non-residential properties for the random selections throughout the City produced better ratings than in the twenty survey areas, a sufficient degree of both structural and functional and environmental deficiencies was reported to conclude the substandard commercial and industrial properties are scattered throughout virtually all areas of the community. However, as the maps show, the poorest commercial and industrial property conditions are evident in the Mid-City, Lafayette, and Central Business District Planning Sections. This feature is logical in consideration of the age of development in these sections, and their high relative amounts of commercial and industrial properties.

GENERAL APPEARANCE FACTORS

The studies discussed previously in this Chapter are concerned with physical deterioration of individual properties, both residential and non-residential. In order to complete the study of blight it was considered necessary to conduct a study, not of individual properties, but of entire street frontages. This study is concerned with the overall appearance of an area rather than with the extent of structural deterioration. This study is based on the premise that unattractiveness is itself a blighting influence. There is ample evidence to support this assumption. The value of an individual property, no matter how well maintained, declines rapidly if the neighborhood of which it is part is allowed to become cluttered and unkempt.

In order to obtain some measurement of general neighborhood aesthetics, a sample survey of 841 street frontages was conducted in all parts of the City and ratings of good, fair, marginal or poor were made in accordance with a schedule for assessment of penalty points for factors involving signs

COMMERCIAL AND INDUSTRIAL CONDITIONS

LEGEND

PHYSICAL CONDITIONS BASED ON A 25 PERCENT SAMPLING OF CONCENTRATED AREAS OF SUBSTANDARD COMMERCIAL AND INDUSTRIAL USES. EVALUATION BASED ON CONDITIONS OF THE STRUCTURE, SITE AND ENVIRONMENT - OBTAINED FROM THE COMMERCIAL AND INDUSTRIAL SAMPLE SURVEY.

FAIR

POOR

SOURCE: 1965 COMMERCIAL AND INDUSTRIAL SAMPLE SURVEY

PLATE 24

and bill-boards, overhead wires, landscaping, fences, street furnishings, and architectural compatibility of buildings. Penalties for landscaping were greater in almost all areas than for any other factor, and overhead wires was a close second. Together, these two factors received two-thirds of all penalty points assigned. The average score for the City as a whole is 30, or fair rating, with ten Planning Sections rated fair, seven rated marginal and only one section (Lakeview) rated good. No planning section received a poor rating. As might be expected, those older, more densely populated planning sections in and around the Central Business District of New Orleans received generally lower ratings than the more outlying sections. This locational pattern of blight is consistent with other findings reported in this and other chapters of this report.

TRAFFIC VIBRATION STUDY

A study was conducted in this CRP as to the vibration caused by heavy trucks and buses relative to its apparent effect on adjacent development with the intent of measuring any correlation which may exist between traffic vibration and physical blight.

The method of analysis consisted of selecting a generally equivalent number of blighted and standard areas that were all subjected to high volumes of commercial vehicles and had similar pavement conditions and other characteristics to establish that the primary contrast between the two types of areas was the appearance of blight. Then, traffic vibration tests were conducted, using specialized equipment, over a period of several days and at different hours in order to obtain representative samples of normal traffic as well as peak hour traffic. A total of sixteen locations were studied.

It is significant that at most locations during the conduct of the tests, vibrations were perceptible to the study project personnel. Thus, it is possible that vibrations may cause some feeling of discomfort to nearby residents. While it might be concluded that discomfort may cause some occupants to relo-

cate and leave the property in the hands of less interested people thereby contributing to blight, perceptible vibrations occurred at all test sites, in both standard and blighted areas, and therefore may be considered a general condition from which there is no exception in the New Orleans Area.

GENERALIZED STRUCTURAL BLIGHT

Based upon an extensive evaluation and merging together of many of the studies and surveys described previously in this Chapter, generalized areas have been delineated and grouped into several classifications of substandardness, as illustrated on Plate 25. It can readily be seen that few parts of the older, more densely populated areas of the City to the south of Florida Avenue are exempted from the classifications of substandard conditions illustrated. At the same time, however, it is abundantly clear that New Orleans contains few large areas of extensive dilapidation, i.e., true ghetto areas. It is therefore concluded that the great majority of substandard areas, even in those areas of poorest conditions, can be upgraded to acceptable liveability standards through vigorous enforcement of the minimum housing code, the provision of municipal services, and with a minimum of large scale clearances.

The compositing of the Census data, Land Use Survey and the numerous CRP surveys relative to structural conditions, as reflected on Plate 25, offers the most complete and reliable measurement of the location and extent of structural blight in the local area. Together with measurements of social and economic blight presented subsequently in this Report, these collective studies form the basis for many of the treatment proposals contained in the Community Renewal Plan.

STRUCTURAL BLIGHT

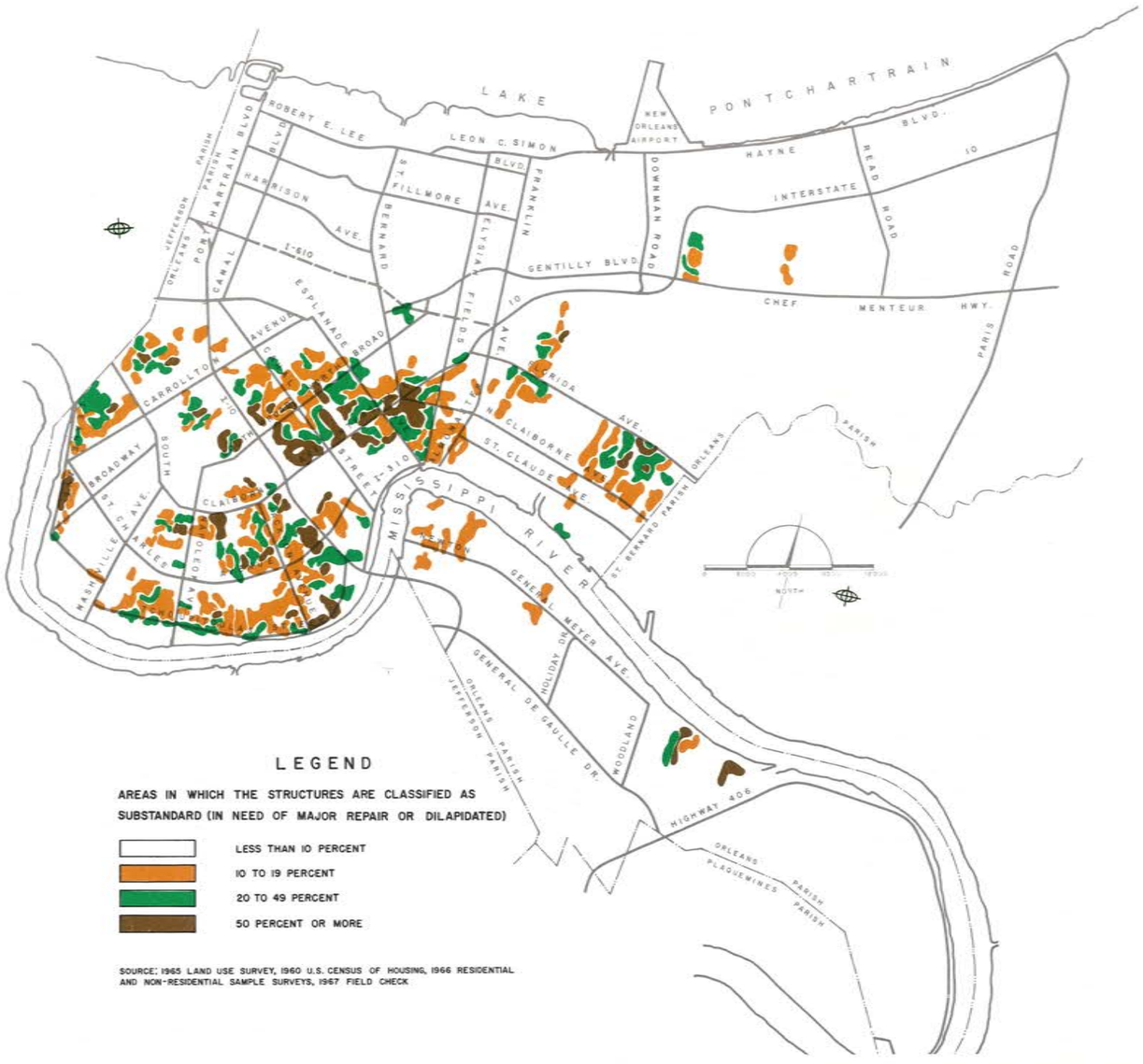
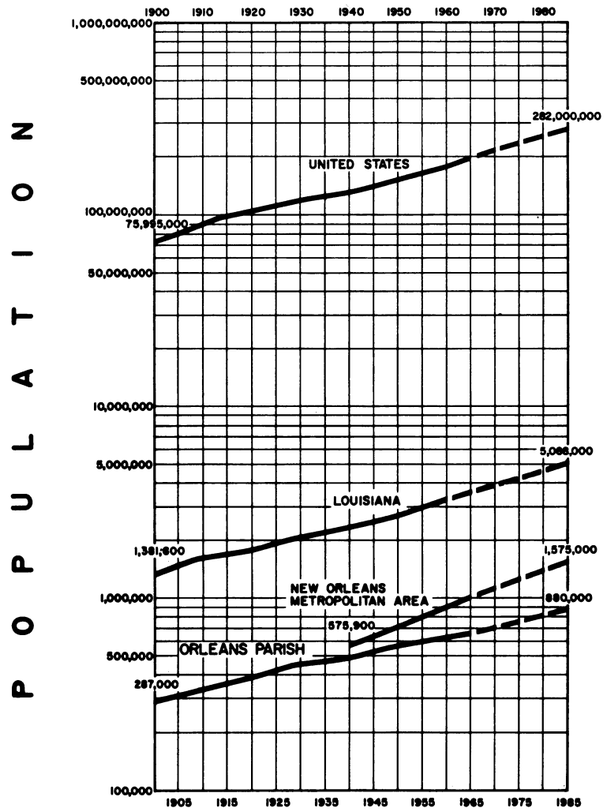


PLATE 25

V

POPULATION CHARACTERISTICS

This chapter presents an analysis of past trends in local population growth; their relationship to national, state and other municipal area population growth trends; trends in the location of the local population; and also some of the more important characteristics of the local population and changes therein, such as age groups, median incomes, family size, and years of schooling. Some data is also included regarding housing conditions such as overcrowding and years of residence in the same dwelling.



POPULATION GROWTH

UNITED STATES, LOUISIANA, NEW ORLEANS METROPOLITAN AREA, AND ORLEANS PARISH

PLATE 26

PAST GROWTH TRENDS

Plate 26 illustrates past trends in local population growth as compared to corresponding trends in the New Orleans Metropolitan Area, the State of Louisiana, and the entire United States. Although the city has experienced a steady absolute growth of population from 1900 to 1965, the percentage of the total metropolitan area population residing in Orleans Parish has decreased from nearly 86% in 1940 to about 64% in 1965. This changing demographic structure of the metropolitan area has far reaching implications, particularly with regard to the financing of city services by the city taxpayers for the use and enjoyment of persons not residing in the city.

Population growth or non-growth of any area is measured by two variables, namely, "natural increase" and "net migration". The natural increase variable is dependent upon the local birth and death rates, as compared one to the other.

The birth rate in New Orleans has been relatively high since 1940, averaging 14,880 births annually during the past 25 years. Since 1960, the average annual births have been about 15,000. The local death rate has been substantially lower than the birth rate, averaging 6,649 per year during the past 25 years. Hence, there has been a relatively large "natural increase" (excess of births over deaths) in the local population since 1940, averaging 8,234 annually.

The difference between the excess of births over deaths and the actual increase in population reflects the number of persons that moved into or out of the area or, as referred to previously, "net migration". Table 1 shows the population migration trends in this area since 1940. Most significant is the net "out-migration" of 41,017 persons which occurred in Orleans Parish (same as the City of New Orleans) in the 1950-1960 decade. This was a decade of relatively low subdivision and housing construction activity in the City with more current indications since 1960 pointing toward a reversal of this trend and a re-establishment of "in-migration", which may be expected to accelerate as development of the eastern portion of the city and the west bank intensifies.

TABLE I

BIRTHS, DEATHS AND AMOUNT OF MIGRATION SINCE 1940 - ORLEANS PARISH

Year	Births	Deaths	Excess of Births Over Deaths	Actual Increase In Population	Amount of Migration
1940-1950	130,635	62,081	68,554	76,000	+7,446
1950-1960	165,452	67,335	98,097	57,080	-41,017*
1960-1965	75,987	36,785	39,202	42,125	+2,923

* Indicates a movement out of Orleans Parish

Source: New Orleans Office of Louisiana State Board of Health.

TABLE II

POPULATION DENSITY - 1965

PLANNING SECTION	Dwelling Units Per Acre		Population Per Acre	
	Net[a]	Gross[b]	Net[a]	Gross[b]
1 - Lakeview	7.4	1.8	24	6
2 - Gentilly	10.0	3.8	35	14
3 - Broadmoor	17.7	6.1	57	20
4 - Mid-City	22.1	8.1	67	24
5 - Bywater	19.7	6.0	62	19
6 - Carrollton	15.9	5.0	48	15
7 - University	19.0	9.0	59	28
8 - Lafayette	35.0	14.6	105	44
9 - Central Business District	46.7	9.0	121	25
10 - Downtown	15.0	6.0	58	23
11 - Edgelake	7.5	*	26	2
12 - East Gentilly	7.9	1.2	30	5
13 - Algiers	13.9	3.8	45	12
14 - Aurora	5.4	1.5	21	6
15 - Elmwood	5.1	*	18	*
16 - New Orleans East	12.5	*	44	*
17 - Lower Algiers	0.9	*	4	*
18 - Viavant	10.5	*	37	*
19 - Chef--Rigolets	1.6	*	5	*
TOTAL CITY	15.8	1.7	50	5

(a) Net acres developed residentially, excluding streets.
(b) Total area of each section.
(*) Factor is less than 1.0.

Source: Computed from 1965 Land Use Survey Data.

By far, the most densely populated section of New Orleans is the residential area of the CBD, with 121 persons per net acre or about 46.7 dwelling units per net acre. Even with the vast areas of nonresidential use, the CBD has a gross density of 25 persons per acre, exceeded only by the University and Lafayette sections.

In terms of net residential density, a very distinct pattern is apparent. The most dense area consists of the contiguous CBD and Lafayette sections with 121 and 105 persons per net acre, respectively. The second most dense area forms a continuous band generally surrounding the core area and including the Mid-City, Broadmoor, University, Bywater, and Downtown sections with densities in this band ranging from 57 to 67 persons per net acre. Carrollton and Algiers form the third density level with 48 and 45 persons per net acre respectively.

Much of the development in New Orleans between 1950 and 1965 occurred in Lakeview, Gentilly, East Gentilly and Aurora. Development was only recently initiated in the New Orleans East section which contained only a minor number of new homes in 1965.

Some population decrease occurred in isolated parts of the older sections, primarily because of the removal of homes and reuse of the area for nonresidential purposes. In general, however, the older sections did not experience any serious population decreases during the past 15 years.

MAJOR POPULATION CHARACTERISTICS

AGE-SEX DISTRIBUTION

Some of the more important characteristics of the local population and changes therein are summarily discussed in this section. One major change has been the marked increase in the number of persons of age 19 or less. The number of these younger per-

residents. There are also several tracts around Tulane University containing well above average percentages. This probably resulted from foreign born students and instructors attending or working at the University. An interesting relationship was observed, namely that many of the tracts containing the largest percentage of foreign born showed the number of school years completed as being well above the average. This would be expected around the University, but it also prevailed in some of the other tracts.

Only 26 Census Tracts out of the 115 for which data was given had 4% or more foreign born population in 1940. This number remained the same in 1950 and increased to 28 tracts in 1960. Thirty-one Census Tracts had slight increases in percent of foreign born between 1940 and 1950 and 38 increased between 1950 and 1960 while all the rest declined. The increases were actually so slight as to be insignificant. The ten Census Tracts having the highest percentage of foreign born (over 6%) in 1960, actually had a total of only 1, 873 foreign born persons.

By far the largest nationality group among persons of foreign stock are the Italians who represent 26 percent of all the foreign born in these ten tracts.

The trend toward a decreasing percentage of foreign born may have been altered in recent years by the in-migration of Spanish speaking people but must await the 1970 Census for verification.

MEDIAN FAMILY INCOME

The median income of families and unrelated individuals in 1960 in each Census Tract is graphically portrayed by Plate 29. The 1960 median income for the entire City of New Orleans was $4, 301.

The families having incomes of over $7, 000 in 1960 were located almost exclusively in parts of Lakeview and Gentilly, and in the newly developing areas of East Gentilly and Aurora. There was also a small concentrated area just north of Tulane University with higher income families. The majority of the next highest family incomes, $5, 000 to $7, 000

MEDIAN INCOME

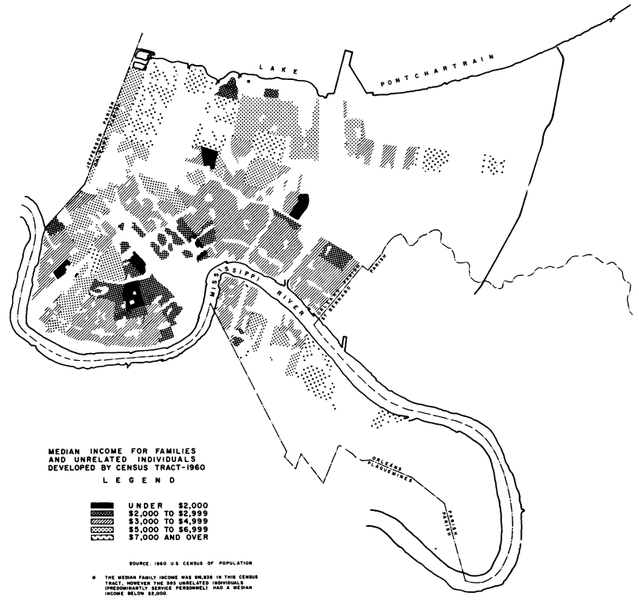


PLATE 29

were also located primarily in the northern part of the city and around Audubon Park and Tulane University.

The lower income families of less than $2, 000, and $2, 000 to $2, 999 were generally confined to areas surrounding the CBD except for the public housing sites in Gentilly, Bywater, and Algiers. That part of the Lower Ninth Ward north of Galvez Street also contained families of low income.

There was in 1960 and no doubt still is a close relationship between the location of low income families and both blighted and non-white residential sections. Again, the major exception is the Pontchartrain Park Subdivision, which is a desirable section occupied almost totally by non-white families.

There was a substantial increase in the median income for families and unrelated individuals in Orleans Parish between 1950 and 1960, from $2, 267 to $3, 822, or an increase of 68%. This condition prevailed in practically all areas of the country and resulted primarily from improved economic conditions, including increased employment opportunities and higher wages, together with the inflationary trends of the economy.

Increases in median income of over 100% occurred mainly in the newer residential sections, namely along the Lake, along Chef Menteur Highway, and in practically all of the City south of the River. Several tracts experiencing similar increase are located along Claiborne Avenue and the Pontchartrain Expressway as well as around Audubon Park and Tulane University. The tracts containing the next largest increase of 61 to 100% are located in the northern part of the City, along St. Charles Avenue, around the Business District, and east of the Industrial Canal to the south of Florida Avenue.

The large majority of the newer and better residential sections experienced the largest increase in median income which is to be expected. However, there is little relationship between the percentage of increase and the location of non-white residences and blighted residential sections. For example, some of the largest increases occurred along both the Pontchartrain Expressway and Claiborne Avenue, which are predominantly non-white and blighted, and a large increase occurred in the non-white section east of the Industrial Canal and south of Florida Avenue. The disparity between white and non-white income is clearly illustrated, however, with the median non-white income of $2, 987 being roughly one-half of the median white income of $5, 882.

MEDIAN SCHOOL YEARS COMPLETED

There was a substantial increase in the median number of school years completed in Orleans Parish during the past three decades. In 1940 it was 7. 8, in 1950 it was 8. 6, and in 1960, 9. 0. Plate 30 shows by classification the median school years completed of individuals residing in each Census Tract as of 1960. The classifications range from less than eight years to 12 years and over.

Elysian Fields Avenue and St. Bernard Avenue, and a few along Claiborne Avenue and the Pontchartrain Expressway.

HOUSEHOLD SIZE

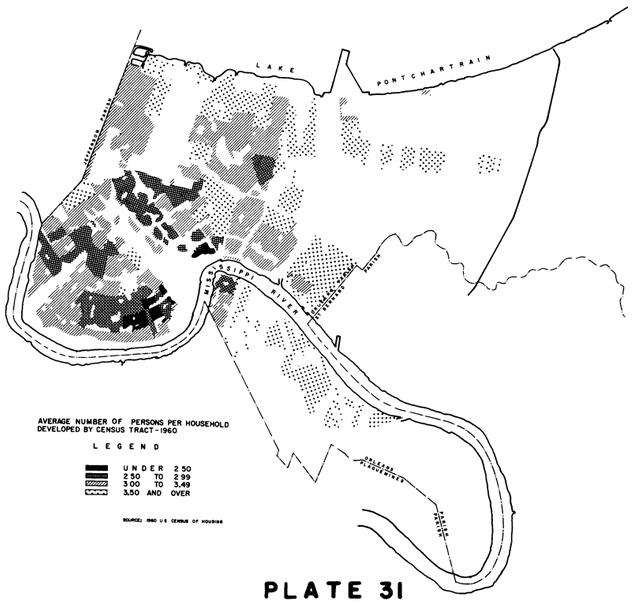


PLATE 31

The families containing the smallest number of persons--less than 2. 5-- were primarily located within and around the Central Business District and in tracts along St. Charles Avenue. These are sections containing many apartments with units usually accommodating small families or unrelated individuals sharing accommodations. The large proportion of the Census Tracts contained families within the average range of 3. 0 to 3. 49 persons.

The 1960 data revealed no pronounced tendency for large families to predominate in non-white or blighted sections, but the larger families did generally predominate in new and higher value residential developments. However, the Census does admit that the population counts in the blighted areas were probably under-reported and therefore the validity of the previous statement is subject to question.

The average size of the families in Orleans Parish has decreased from 3. 72 in 1940 to 3. 31 in 1950 and to 3. 22 in 1960 with the major decrease (0. 41) occurring between 1940 and 1950. The decrease in family size is not peculiar to New Orleans, as similar trends prevailed in most larger and older urban areas. Increase in the number of persons per household between 1950 and 1960 primarily occurred in the newer outlying sections, namely in the northern, eastern, and West Bank portions of the City. Increase in family size also occurred in most of the housing projects. Most of the older sections of the City experienced some decrease in family size including both white and non-white districts. An exception to this general trend in non-white sections occurred in the area east of the Industrial Canal and south of Florida Avenue. While this is an older area, there has been a considerable movement of new families into the area with fairly high median incomes.

HOUSING OWNERSHIP

According to the 1960 Census, almost 70% of all housing units in New Orleans were rental units. Plate 32 graphically illustrates the distribution of owner-occupied housing units by block.

As would be expected, the areas containing the highest percentage of owner-occupied housing--over 80%--were located in the newer and better residential areas along the Lake, east of Franklin Avenue to the north of Gentilly Boulevard (and Chef Highway Extension) and in the Aurora area on the West Bank.

The areas containing the lowest percentage of owner-occupied housing--under 21%--were found to be concentrated both within and surrounding the Central Business District and including the Lafayette, Broadmoor, and Mid-City Planning Sections. All of the housing project areas were also included in the lowest category. These areas demonstrating a low percentage of housing ownership were also located mainly in non-white and blighted residential sections. The major exception was the predominantly non-white Downtown Planning Section, which is a blighted section despite its relatively high degree of housing ownership.

HOUSING OWNERSHIP

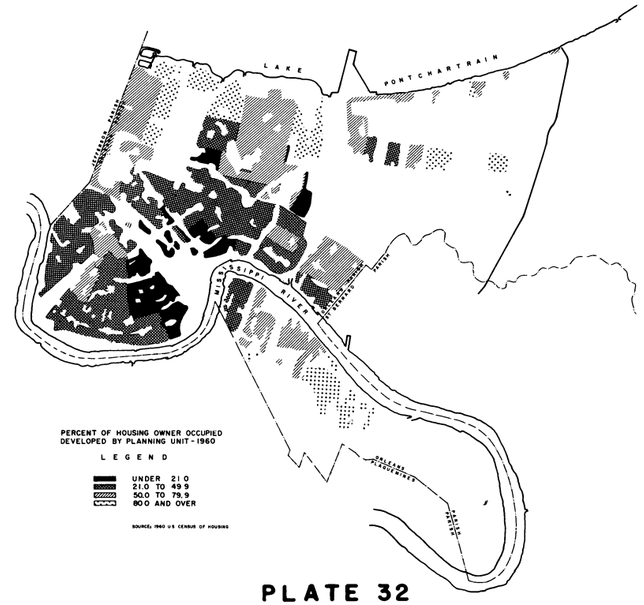


PLATE 32

RESIDENTIAL OVERCROWDING

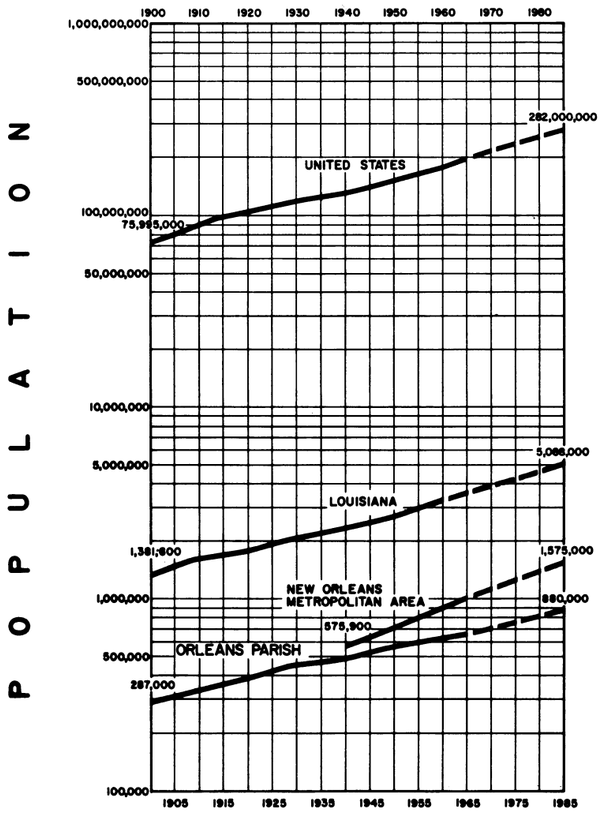
The 1960 Census of Housing reveals that 18 percent of all occupied dwelling units in the City of New Orleans have the overcrowded condition of 1. 01 or more persons per room. Plate 33 locates residential overcrowding by Census Tracts. As can be seen on this Plate, tracts of a relatively high degree of overcrowding (30% or more of all occupied dwelling units) are scattered throughout the City.

Areas of the greatest overcrowding are the tracts on both sides of Claiborne Avenue south of the Pontchartrain Expressway, several tracts near the intersection of Harrison and St. Bernard Avenues, the area south of Florida Avenue to the east of the Industrial Canal, the area south of Gentilly Boulevard east of Franklin Avenue, several tracts north of the intersection of St. Bernard and Claiborne Avenues, and several tracts in the western portions of Algiers.

The largest percentage of families owning autos were in the newer and higher valued residential sections in the northern part of the City, the area east of the Industrial Canal, around Audubon Park, and Tulane University, and in the Aurora area on the West Bank. A substantial proportion of the older residential areas had about an average proportion of units without cars, generally ranging from 31 to 50%.

Generally, there was a close relationship between a high percentage of housing units with no autos and the location of those with low median income.

This chapter presents an analysis of past trends in local population growth; their relationship to national, state and other municipal area population growth trends; trends in the location of the local population; and also some of the more important characteristics of the local population and changes therein, such as age groups, median incomes, family size, and years of schooling. Some data is also included regarding housing conditions such as overcrowding and years of residence in the same dwelling.



POPULATION GROWTH

UNITED STATES, LOUISIANA, NEW ORLEANS METROPOLITAN AREA, AND ORLEANS PARISH

PLATE 26

PAST GROWTH TRENDS

Plate 26 illustrates past trends in local population growth as compared to corresponding trends in the New Orleans Metropolitan Area, the State of Louisiana, and the entire United States. Although the city has experienced a steady absolute growth of population from 1900 to 1965, the percentage of the total metropolitan area population residing in Orleans Parish has decreased from nearly 86% in 1940 to about 64% in 1965. This changing demographic structure of the metropolitan area has far reaching implications, particularly with regard to the financing of city services by the city taxpayers for the use and enjoyment of persons not residing in the city.

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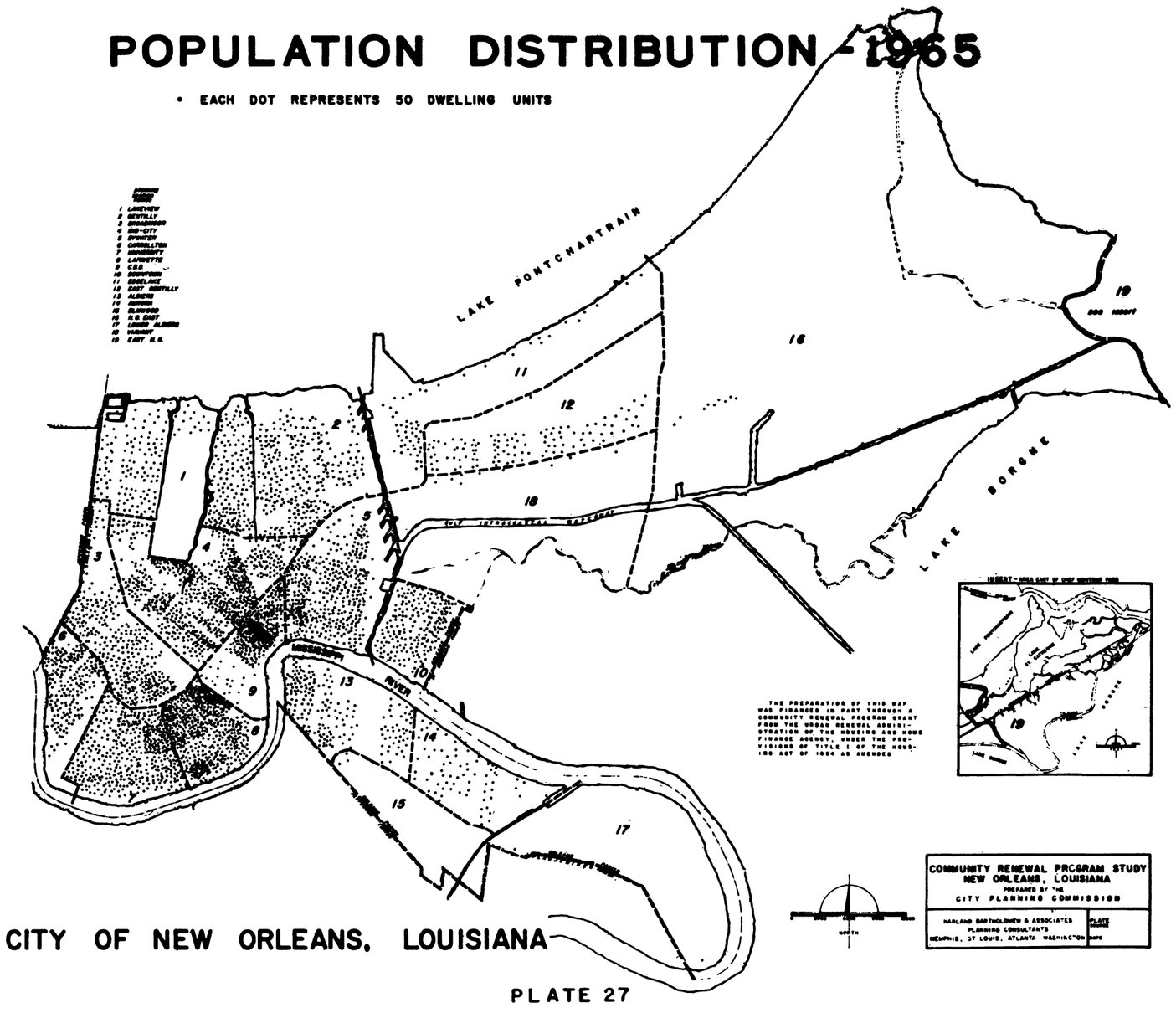

POPULATION DISTRIBUTION AND DENSITY

As in practically all of the larger central cities, the heaviest concentration of living units and population is in the older sections in and around the Central Business District. (See Plate 27) Portions of this general section of the city, especially areas near the River, the Industrial Canal, and the railroads, contain a substantial amount of industrial development and logically have only a small amount of resident population. The most densely populated area is bounded generally by Broad Street, Napoleon Avenue, Elysian Fields Avenue and the Mississippi River. Outlying sections have relatively more single and two family homes, larger lots, and generally lower population densities.

Areas of predominant single-family residential development are generally restricted to locations north of Florida Avenue in Lakeview and Gentilly, to the east of the Industrial Canal along Chef Menteur Highway and in the newly developing parts of the west bank in Algiers. Even in the outlying sections, however, the local population is generally more concentrated than most central cities due mainly to the high costs of land and utilities which results in comparatively small lots and intensive land usage.

Several planning sections (See Planning Section Maps in Chapter XIII), especially New Orleans East, Elmwood, and Lower Algiers, are very sparsely populated and have vast growth potential.

The average population densities citywide and for each planning section are given in Table II.

TABLE II

POPULATION DENSITY - 1965

PLANNING SECTION	Dwelling Units Per Acre		Population Per Acre	
	Net[a]	Gross[b]	Net[a]	Gross[b]
1 - Lakeview	7.4	1.8	24	6
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TOTAL CITY	15.8	1.7	50	5

(a) Net acres developed residentially, excluding streets.
(b) Total area of each section.
(*) Factor is less than 1.0.

Source: Computed from 1965 Land Use Survey Data.

By far, the most densely populated section of New Orleans is the residential area of the CBD, with 121 persons per net acre or about 46.7 dwelling units per net acre. Even with the vast areas of nonresidential use, the CBD has a gross density of 25 persons per acre, exceeded only by the University and Lafayette sections.

In terms of net residential density, a very distinct pattern is apparent. The most dense area consists of the contiguous CBD and Lafayette sections with 121 and 105 persons per net acre, respectively. The second most dense area forms a continuous band generally surrounding the core area and including the Mid-City, Broadmoor, University, Bywater, and Downtown sections with densities in this band ranging from 57 to 67 persons per net acre. Carrollton and Algiers form the third density level with 48 and 45 persons per net acre respectively.

Much of the development in New Orleans between 1950 and 1965 occurred in Lakeview, Gentilly, East Gentilly and Aurora. Development was only recently initiated in the New Orleans East section which contained only a minor number of new homes in 1965.

Some population decrease occurred in isolated parts of the older sections, primarily because of the removal of homes and reuse of the area for nonresidential purposes. In general, however, the older sections did not experience any serious population decreases during the past 15 years.

MAJOR POPULATION CHARACTERISTICS

AGE-SEX DISTRIBUTION

Some of the more important characteristics of the local population and changes therein are summarily discussed in this section. One major change has been the marked increase in the number of persons of age 19 or less. The number of these younger per-

sons increased from a total of 177,208 in 1950 to 236,210 in 1960 and represented, respectively, 31 and 37.6% of the total population in each of the two decades. The largest increase occurred in the age groups between 5 to 9 and 10 to 14. The increase in these groups comprised of children of school age indicates the necessity of providing additional recreational opportunities. There were somewhat more females than males in this entire group during both decades.

The other major population increase was in the groups aged 65 years or more. In 1950 there were 40,700 persons over 65 in Orleans Parish while the 1960 figures indicated a total population of 54,086 persons over 65. The city-wide proportional change (7.1 to 8.7% of total population) was an increase of 1.6%. In 1940, persons over 65 represented about 5.9% of the population, so the older age group is increasing at an accelerating rate. The trend toward an increasing proportion of older residents could, if continued, present major problems with regard to employment, recreation and housing.

Of major concern, and in contrast to the above population increases in the young and old age groups, there was a marked decrease of 22,688 persons in the population groups between 20 and 30 years of age, during the 1950-1960 decade. There was some decrease in the age groups between 30 and 50, but not as pronounced as in the group between 20 and 30. These are some of the most productive years of a person's life and also a period when they can assume responsibilities and leadership in civic and community affairs. Hence, these trends are highly undesirable and efforts should be directed toward creating meaningful employment opportunities in order to ultimately reverse this movement of population.

NON-WHITE POPULATION

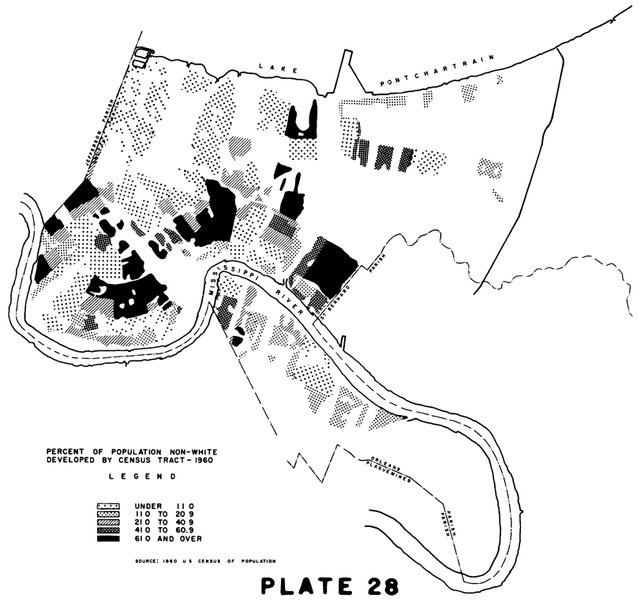

PLATE 28

NON-WHITE POPULATION

Plate 28 graphically shows the 1960 location of non-white population by indicating the percentage, according to several classifications, of non-white persons in each census tract.

It can be readily seen that the major concentrations (61% and over) of non-white population are found in several large, compact sections, yet located in different areas rather than confined within a single portion of the city. Several of the predominant non-white tracts are immediately adjacent to tracts almost exclusively white. There is also some scattering of white occupied residences within the predominant non-white tracts, especially near the boundaries.

The smallest proportion of non-white residents are in Lakeview, the Garden District, and the Aurora Section, and around Audubon Park and Tulane University. These are areas of high-value homes.

There is a pronounced relationship between the location of non-white families and blighted or deteriorated sections of the city. The major exception is in the newer Pontchartrain Park Subdivision development which has experienced rapid growth and is a desirable section of the city. It is occupied almost entirely by non-whites.

A majority of the planning units south of Florida Avenue have experienced some increase in the proportion of non-white residents. The exceptions, that is those areas that have stayed the same or had a declining non-white percentage, point up the fact mentioned previously in this and other chapters, that the non-white areas are enlarging and becoming more non-white, and several relatively small but significant areas in the older parts of the city are actually becoming more white. These latter areas include the Vieux Carre' and portions of the Central Business District, the Garden District, and two small areas adjoining it to the north and east, the area to the lakeside of Claiborne Avenue between Toledano and Carrollton Avenue, and both sides of Esplanade Avenue in the City Park Area.

POPULATION FOREIGN BORN

The percent of the total local population represented by foreign born has been steadily decreasing since 1940. In that year the percentage was 3.0, in 1950 it was 2.5, and in 1960 it was 2.3 percent. This is not an unusual trend since immigration to the United States has become gradually more restrictive through the years. In 1960, there were only 14,580 persons of foreign birth in Orleans Parish. This is such a small proportion that it has little influence upon housing or other general conditions, and the location of these persons was not graphically detailed in this study.

An analysis was made, however, of the census tracts containing the largest proportion of foreign born. The Vieux Carre' and immediately adjacent areas contain the highest percentage of foreign born

residents. There are also several tracts around Tulane University containing well above average percentages. This probably resulted from foreign born students and instructors attending or working at the University. An interesting relationship was observed, namely that many of the tracts containing the largest percentage of foreign born showed the number of school years completed as being well above the average. This would be expected around the University, but it also prevailed in some of the other tracts.

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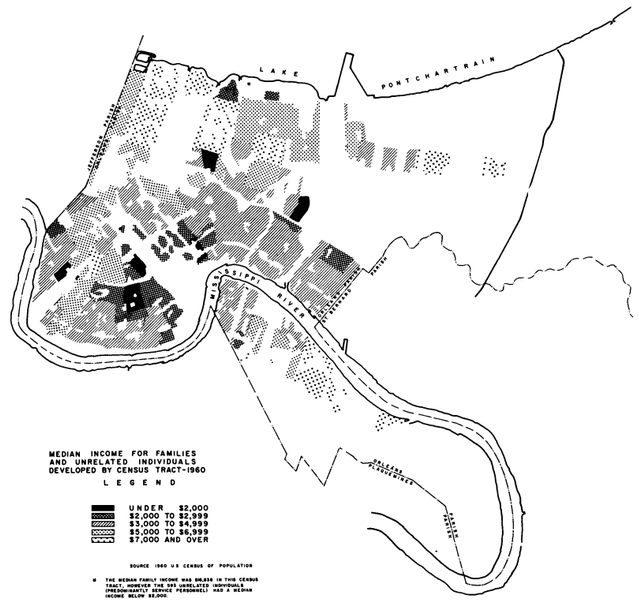

PLATE 29

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There was a substantial increase in the median number of school years completed in Orleans Parish during the past three decades. In 1940 it was 7. 8, in 1950 it was 8. 6, and in 1960, 9. 0. Plate 30 shows by classification the median school years completed of individuals residing in each Census Tract as of 1960. The classifications range from less than eight years to 12 years and over.

EDUCATION

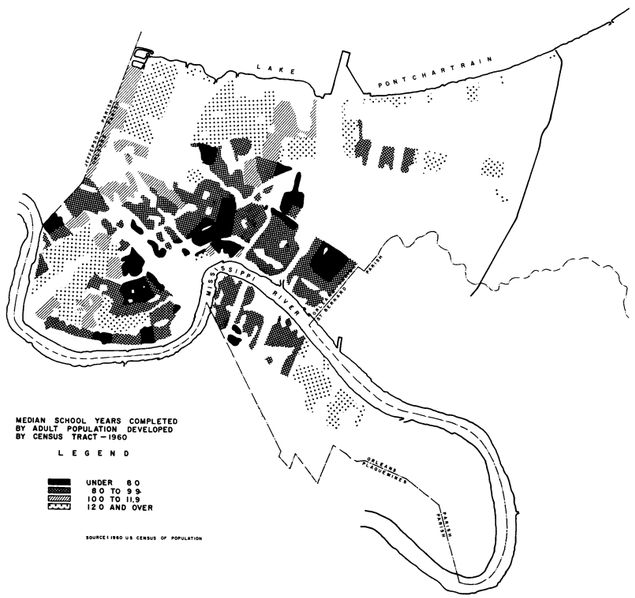


PLATE 30

As would be expected, the newer residential sections located in the northern part of the City, east of the Industrial Canal to the north of Florida Avenue, and in the developing areas on the West Bank, had the highest median school years completed. There was also a concentration of these tracts in the Garden District, around Audubon Park and Tulane University, and in a portion of the Vieux Carre'. The large majority of the tracts containing the next highest classification of 10.1 to 11.9 years of schooling completed were also found in the northern part of the City.

The tracts containing the lowest median school years completed were located along Claiborne Avenue, along the River southwest of the Business District, and between Florida and Claiborne Avenues east of the Industrial Canal. Tracts containing public housing projects were also usually found in this classification.

It is evident that the majority of tracts containing low median school years completed were located in predominantly non-white and blighted residential sections. Again, the major exception was in Pontchartrain Park. Another notable exception was between Franklin Avenue and the Peoples Avenue Canal.

A study of the apparent trends in educational achievement shows a generally steady improvement. In 1940 only 51 Census Tracts of the 115 for which data is given had a median number of school years completed of 8 or more. This figure rose to 74 in 1950 and to 93 in 1960. The overall improvement in median school years completed appears to have been greater between 1940 and 1950 than in the 1950 to 1960 decade. Between 1940 and 1950 only six Census Tracts failed to show an increase in median school years completed, while 27 tracts failed to improve between 1950 and 1960. The tracts that experienced a decline or which stayed the same were scattered, but as would be expected, were located generally in the more substandard areas.

RESIDENTIAL TENURE

The 1960 Census revealed the percentage of local families living in the same residence for different periods was as follows:

2 years or less	32.4 %
3 to 7 years	25.0 %
7 to 21 years	30.2 %
21 years and over	12.4 %

The majority of the families, 57.4% had lived in their homes for less than 7 years, but a fairly large number, 12.4% had occupied the same dwelling for 21 or more years.

The tracts having the longest tenure of occupancy by the same families were located in the area generally bounded by Esplanade Avenue, City Park, Florida Avenue, Industrial Canal, and the River; areas along Claiborne and St. Charles Avenues west of Napoleon Avenue; east of Elysian Fields Avenue in the vicinity of Gentilly Boulevard; and in Algiers. The majority of the above tracts contain substantial amounts of older living units as does the CBD fringe, but the period of residency around the Business District is not long, due primarily to the comparatively high supply of transient and semi-transient rental housing as well as housing replacements in this area.

The tracts containing shortest periods of occupancy are obviously in the apartment district, the Vieux Carre', public housing projects, and in the newer outlying sections containing most of the new development. The areas of shortest tenure (where 41-65% of all households have resided in the same house for less than 2 years) are located primarily in the CBD, Lafayette, and East Gentilly Planning Sections; in the newly developed area west of Pontchartrain Boulevard; in some newly developed tracts of the Gentilly Planning Section; and in several tracts on the fringe of industrially developed areas.

Length of tenure is more of an index to apartment dwellings and other kinds of rental property than to blight. Obviously, the areas of the very newest housing will also be areas of short tenure.

There was no distinct pattern of tenure within the City, in 1960, nor was there any pronounced relationship between the period of residential tenure and the location of blighted residential sections. Instead, the closest relationship was in age and type of residential development.

HOUSEHOLD SIZE

The 1960 Census revealed an average of 3.22 persons per household in Orleans Parish. Plate 31 graphically shows the average number of persons per household according to major groupings in each Census Tract. There are four groupings ranging from less than 2.5 to 3.5 persons and over.

Many of the larger families, or 3.5 persons and over, were located in the newer and better residential sections along the Lake, along Chef Menteur Highway, and in practically all of the more recently developed areas lying south of the River. Larger families were also found in most of the public housing projects. Certain older areas also contained large families, such as the tracts east of the Industrial Canal to the south of Florida Avenue, those between

Elysian Fields Avenue and St. Bernard Avenue, and a few along Claiborne Avenue and the Pontchartrain Expressway.

HOUSEHOLD SIZE

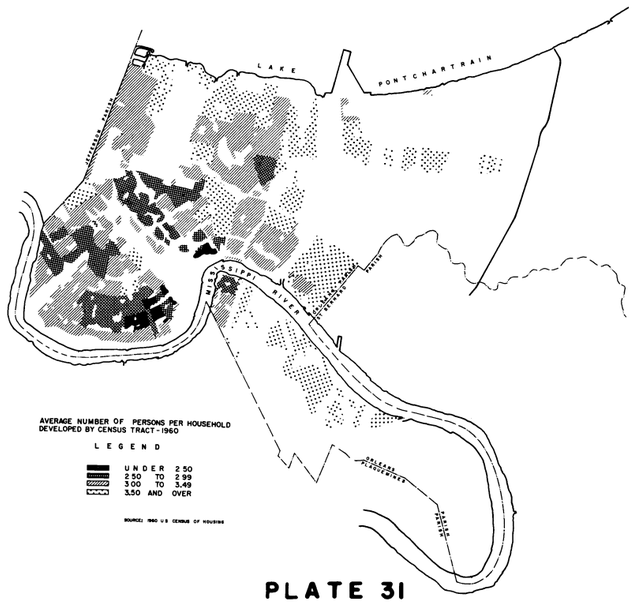


PLATE 31

The families containing the smallest number of persons--less than 2. 5-- were primarily located within and around the Central Business District and in tracts along St. Charles Avenue. These are sections containing many apartments with units usually accommodating small families or unrelated individuals sharing accommodations. The large proportion of the Census Tracts contained families within the average range of 3. 0 to 3. 49 persons.

The 1960 data revealed no pronounced tendency for large families to predominate in non-white or blighted sections, but the larger families did generally predominate in new and higher value residential developments. However, the Census does admit that the population counts in the blighted areas were probably under-reported and therefore the validity of the previous statement is subject to question.

The average size of the families in Orleans Parish has decreased from 3. 72 in 1940 to 3. 31 in 1950 and to 3. 22 in 1960 with the major decrease (0. 41) occurring between 1940 and 1950. The decrease in family size is not peculiar to New Orleans, as similar trends prevailed in most larger and older urban areas. Increase in the number of persons per household between 1950 and 1960 primarily occurred in the newer outlying sections, namely in the northern, eastern, and West Bank portions of the City. Increase in family size also occurred in most of the housing projects. Most of the older sections of the City experienced some decrease in family size including both white and non-white districts. An exception to this general trend in non-white sections occurred in the area east of the Industrial Canal and south of Florida Avenue. While this is an older area, there has been a considerable movement of new families into the area with fairly high median incomes.

HOUSING OWNERSHIP

According to the 1960 Census, almost 70% of all housing units in New Orleans were rental units. Plate 32 graphically illustrates the distribution of owner-occupied housing units by block.

As would be expected, the areas containing the highest percentage of owner-occupied housing--over 80%--were located in the newer and better residential areas along the Lake, east of Franklin Avenue to the north of Gentilly Boulevard (and Chef Highway Extension) and in the Aurora area on the West Bank.

The areas containing the lowest percentage of owner-occupied housing--under 21%--were found to be concentrated both within and surrounding the Central Business District and including the Lafayette, Broadmoor, and Mid-City Planning Sections. All of the housing project areas were also included in the lowest category. These areas demonstrating a low percentage of housing ownership were also located mainly in non-white and blighted residential sections. The major exception was the predominantly non-white Downtown Planning Section, which is a blighted section despite its relatively high degree of housing ownership.

HOUSING OWNERSHIP

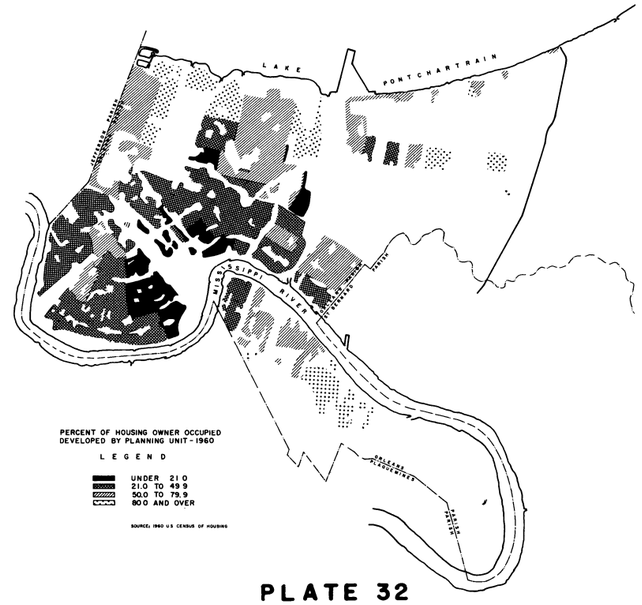


PLATE 32

RESIDENTIAL OVERCROWDING

The 1960 Census of Housing reveals that 18 percent of all occupied dwelling units in the City of New Orleans have the overcrowded condition of 1. 01 or more persons per room. Plate 33 locates residential overcrowding by Census Tracts. As can be seen on this Plate, tracts of a relatively high degree of overcrowding (30% or more of all occupied dwelling units) are scattered throughout the City.

Areas of the greatest overcrowding are the tracts on both sides of Claiborne Avenue south of the Pontchartrain Expressway, several tracts near the intersection of Harrison and St. Bernard Avenues, the area south of Florida Avenue to the east of the Industrial Canal, the area south of Gentilly Boulevard east of Franklin Avenue, several tracts north of the intersection of St. Bernard and Claiborne Avenues, and several tracts in the western portions of Algiers.

It is observed by comparing Plate 33 with maps showing substandard housing that high levels of overcrowding generally accompany areas of housing blight. Although some of the areas of high overcrowding indicated on Plate 33 are also areas of relatively high blight, the statistical comparison by Census Tract averages revealed little correlation. Instead, the greatest correlation seems to be between residential overcrowding and family size.

RESIDENTIAL OVERCROWDING

PLATE 33

RESIDENTIAL DENSITY

Plate 34 illustrates the residential density of New Orleans in terms of dwelling units per acre. The density figures are based upon net residential acreage per block as derived by using the 1965 Land Use Survey.

RESIDENTIAL DENSITY

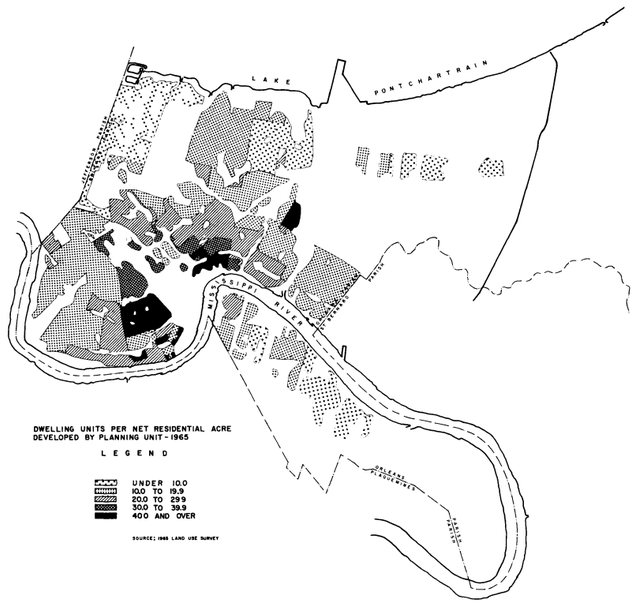


PLATE 34

Those areas containing less than ten dwelling units per acre are located primarily in the newer residential sections of the City. Once again, these areas are located along the Lake and in the Gentilly, East Gentilly, Algiers, and Aurora Planning Sections.

The areas of highest residential density or over 40.0 dwelling units per acre, are found within the older, more centrally located sections of the City, including the Lafayette and Central Business District Planning Sections and the housing project areas of the Bywater Planning Section.

An analysis reveals a high correlation between high residential density and blight.

DISTRIBUTION OF AUTOMOBILES

In 1960, 40.2% of all housing units in New Orleans did not have an automobile. Plate 35 graphically shows the percentages (by major groupings) of housing units in each Census Tract that did not have an auto in 1960.

DISTRIBUTION OF AUTOMOBILES

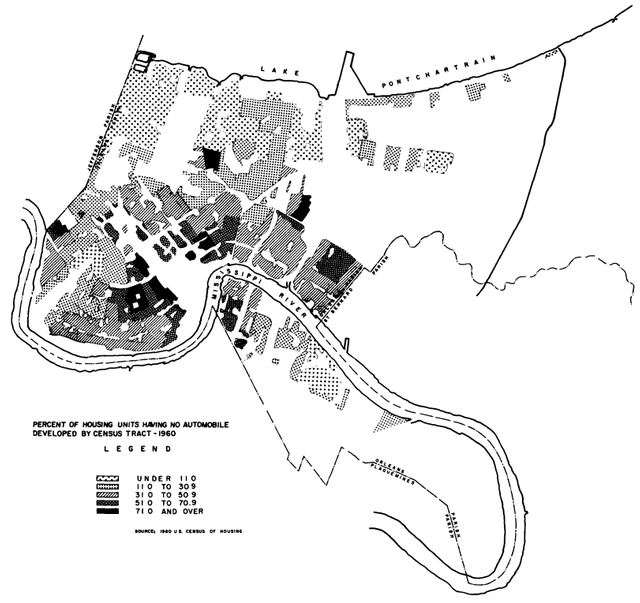


PLATE 35

The largest percentage, 71% and over, of housing units without autos were in tracts located in the vicinity of the Central Business District. Public housing project areas were also characterized by a high percentage of units without autos. The next highest percentages were in the predominantly non-white tracts south of Florida Avenue and east of the Industrial Canal.

The largest percentage of families owning autos were in the newer and higher valued residential sections in the northern part of the City, the area east of the Industrial Canal, around Audubon Park, and Tulane University, and in the Aurora area on the West Bank. A substantial proportion of the older residential areas had about an average proportion of units without cars, generally ranging from 31 to 50%.

Generally, there was a close relationship between a high percentage of housing units with no autos and the location of those with low median income.

VI

SOCIAL CONDITIONS AND INFLUENCES

This chapter presents information about the city's residents that might contribute effectively to the planning and execution of a program for community renewal. Only a limited amount of information about the city and its inhabitants is contained in the U.S. census and other reports. Such existing information is not nearly sufficient for a thorough assessment of the people themselves: their satisfactions and dissatisfactions, their aspirations and intentions, their self-images and self-identifications.

As a result, the CRP study of social conditions and influences relied heavily on two additional sources of social data developed through this study. The first, which constitutes the bulk of the chapter, is a special CRP survey of a sample of 1,536 New Orleans residents. The second is the records of various public and private agencies, and deals with various indices of social blight, such as delinquency, crime, etc.

These survey data have provided insight as to the social characteristics and needs of the inhabitants of New Orleans which is a necessary element for a comprehensive approach to the problem of blight.

ETHNIC, CULTURAL AND HISTORICAL FACTORS

RACIAL COMPOSITION

It was found that of 14 developed planning sections in the city, three had a majority of black population and the remaining sections had whites in the majority. This white majority however varies from 61.5% to 100%. Most sections were found to be mixed racially.

PLACE OF BIRTH

The great majority of New Orleanians are native Americans; and a majority are natives of the city itself. An even greater number were born here or elsewhere in Louisiana. No planning section contains more than 1/5 of persons who have migrated here from outside the South. No racial differences between native-born were found.

ETHNIC BACKGROUND

This variable was determined from the birthplace of the respondent's father, his mother, or in determining the first immigrants on the father's side of the family. (Negroes are excluded here). Concentrations were for those of French, North European, Italian and German backgrounds, although Germans were somewhat more spread out than the others. The Irish and Latin Americans were found to be well dispersed.

RELIGIOUS PREFERENCE

The sample survey supports the contention that New Orleans is a heavily Catholic City. In no Planning Section does the proportion of Catholics fall below 1/3, and in three sections it rises to about 2/3's. Racially, whites are predominantly Catholic and Negroes are predominantly Protestant. The Jewish population was found to be very small.

HOME OWNERSHIP STATUS

There was a wide variation from planning section to planning section in the extent of home ownership. Generally, renters tend to be found most often in older parts of the city and owners tend to be found in newer parts of the city. However, class level usually determines whether a person will rent or own his residence, with the upper levels tending to be owners and the lower levels tending to rent. No racial differences were detected with the exception that whites in the lower class were more likely to own their homes than were blacks in the lower class.

MEDIAN RENT

There is great variation from section to section in median rent paid per month. The largest number appeared to pay between $40 and $80.

MEDIAN HOME VALUE

The same findings as above are applicable here. The variation from section to section is too diverse to be summarized and requires a section-by-section examination.

FAMILY INCOME

Using $3000 as the poverty line, several sections were found to be poverty areas. Not all of these areas were sections of high Negro concentration. Areas of high income were found to be areas which also had the characteristic of high home value. Again the variation from section to section does not allow for summarization on a city-wide basis. Whites were concentrated in the middle-income categories and blacks tended to fall below the median white incomes.

EDUCATION

It was found that sections were not homogeneous in levels of educational attainment, but instead showed a rather wide range of variation from the very minimal levels to the very highest. The extremes were, on the other hand, 2 sections with very high proportions of college graduates and, on the other hand, one section with half of its population having a grammar school education or less. There was a positive correlation between socio-economic level and level of education. Blacks were found to be less well educated than whites in all classes.

RESIDENTIAL STABILITY

The degree of residential stability was found to vary from one section to another, but, all in all, it may be said that the city is characterized by relatively high proportions of residential stability.

It was found that there is some tendency for residential instability and racial segregation to be associated. It was found that those planning sections with higher proportions of Negro residents are also the sections with lower proportions of residents who have lived in the same houses for 10 years or more.

RACE AND INCOME

Plate 36 graphically illustrates the residential distribution in New Orleans by race and income.

The evidence is clear that the extent of racial segregation has been increasing in New Orleans in particular, and in Southern Cities generally. This segregation is spreading throughout the city. There seems to be little doubt that the increase in residen-

tial segregation is related to the migration of the population, predominantly white, out of the central city and into the suburbs.

Planning objectives should be aimed at slowing or halting the growing extent of racial segregation, because without such an effort, it is clear that the city will move towards increased residential segregation and all that it implies.

SOCIAL CONTRIBUTORS TO BLIGHT

An important element of the sample survey revealed the attitudes of the inhabitants toward housing, the neighborhood and the urban environment.

ATTITUDES TOWARD HOUSING

The general level of satisfaction with housing on a city-wide basis is high. The vast majority was found to be either "very satisfied" or "just satisfied." It was found that blacks were much less satisfied with their housing than were whites.

The majority in all sections of the city regard housing as neither a supreme value nor the least important value. However, more persons saw the house as of little importance than gave it supreme importance. There were no consistent race differences visible.

City-wide, the housing features most liked were location, quality and space. The lack of quality and space were most often mentioned as what was disliked. A large portion of the sample also replied that they disliked nothing in their house. No racial differences were found.

ATTITUDES TOWARD THE NEIGHBORHOOD

The attitude of the residents toward neighborhoods was examined to determine its viability as a meaningful area for planning purposes. In general, the majority of sections are characterized by respondents who know 5 or less families in their neighborhoods. Usually about 20% do not know anyone in their neighborhood. Blacks tend to know more persons in their neighborhood than do whites.

The vast majority of all persons interviewed use the neighborhood to buy groceries, but tend to travel to the Central Business District or shopping centers for other services. One conclusion here is that the neighborhoods in the city no longer can be seen as cohesive social entities. The service aspect of neighborhoods tends to be more important with whites than blacks. Blacks tend to see the neighborhood more in terms of personal relationships with friends and neighbors.

In general, the neighborhood, like the house, is given some importance but not supreme importance. The neighborhood is shown to be relatively unimportant for most individuals as an effective social locale or as a cohesive social entity. No racial differences were found.

Location and neighbors were most generally mentioned as what was liked and disliked about the neighborhood. Racially, blacks are more likely to mention neighbors and whites are more likely to mention location.

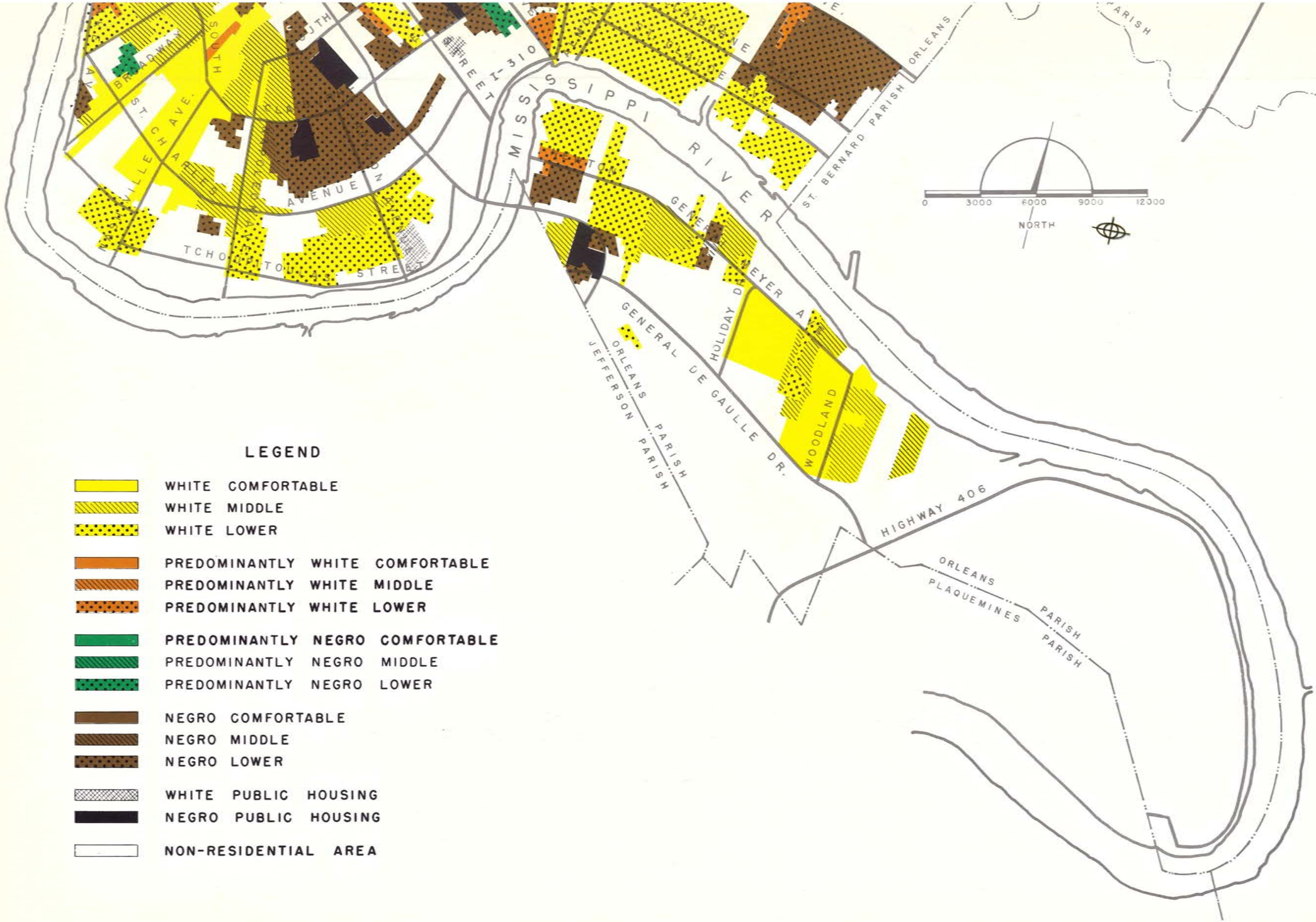
The majority of the residents of New Orleans expressed a general satisfaction with services in the neighborhood. However, more blacks tend to fall into the unsatisfied category than the whites in regard to neighborhood services.

ATTITUDES TOWARD THE ENVIRONMENT

The city as a whole was the subject of analysis in an examination of the extent of involvement by residents in the urban environment. In this connection, the residents were asked to indicate the extent of their organization affiliation. City-wide, people are not distinguished by a great deal of organizational activity. Political activity must be characterized as moderate, which means that persons usually are registered to vote and are engaged in one or two other political or quasi-political activities. No racial differences were noted. When confronted by city problems, a consistent behavior is reluctance to complain directly to the proper city department. When residents encountered problems, the two most frequent ways of handling the problems posed were to complain to friends or to take care of the problem personally.

INCIDENCE OF SOCIAL BLIGHT

This component of the social study was designed to provide a source of data independent from the subjective interpretations resulting from the sample survey interviews so that blight in New Orleans could be objectively measured. This was accomplished by collecting the address of persons from files of the city and state agencies for each of nine blight indices. The addresses were collected for 1965 and for a time period as close to 1960 as possible. They were then charted on a block map of the city to enable calculation of the incidence rates for each planning section.



LEGEND

- WHITE COMFORTABLE
- WHITE MIDDLE
- WHITE LOWER
- PREDOMINANTLY WHITE COMFORTABLE
- PREDOMINANTLY WHITE MIDDLE
- PREDOMINANTLY WHITE LOWER
- PREDOMINANTLY NEGRO COMFORTABLE
- PREDOMINANTLY NEGRO MIDDLE
- PREDOMINANTLY NEGRO LOWER
- NEGRO COMFORTABLE
- NEGRO MIDDLE
- NEGRO LOWER
- WHITE PUBLIC HOUSING
- NEGRO PUBLIC HOUSING
- NON-RESIDENTIAL AREA

RACE AND INCOME

OLD AGE ASSISTANCE

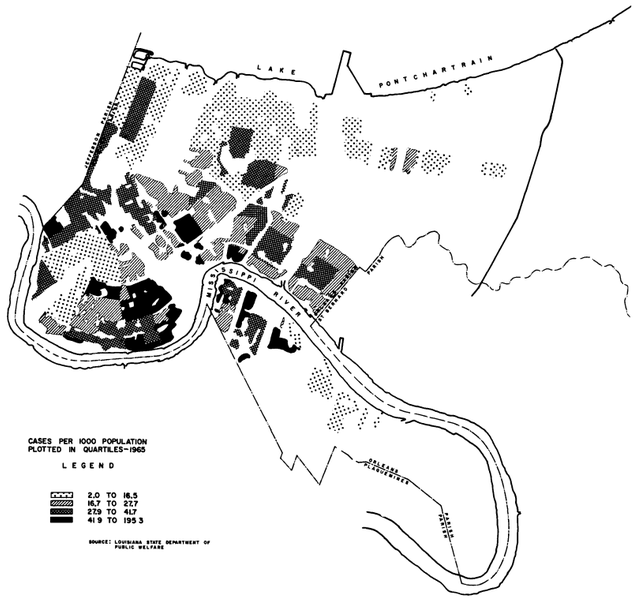


PLATE 37

Plate 37 graphically illustrates the incidence of old age assistance. In the city as a whole, there was little change in the rates for old age assistance over the five year period measured. In both years, the rate varies between 1/10 and 5.0 per 1000 persons.

OTHER WELFARE

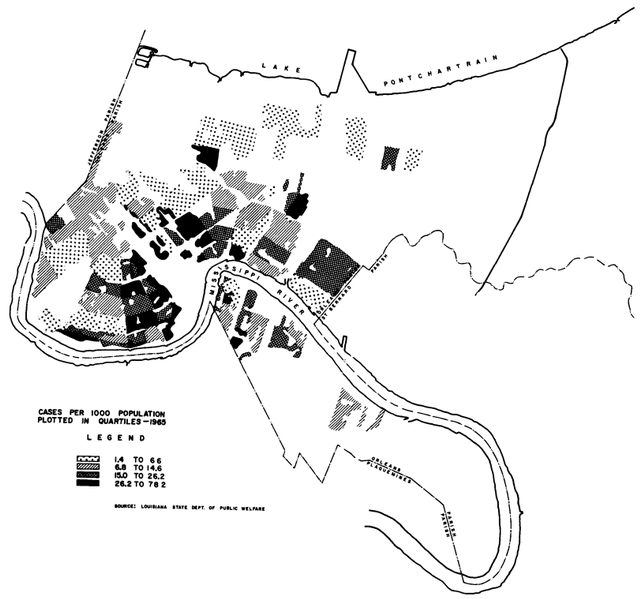


PLATE 38

Rates for other welfare (Plate 38) have increased for almost every section during the five years. It accounts for some social problems, but it is not among the most important for the city as far as incidence is concerned. Rates here vary from 0 to a high of 2.9 per 1,000.

ADULT CRIME

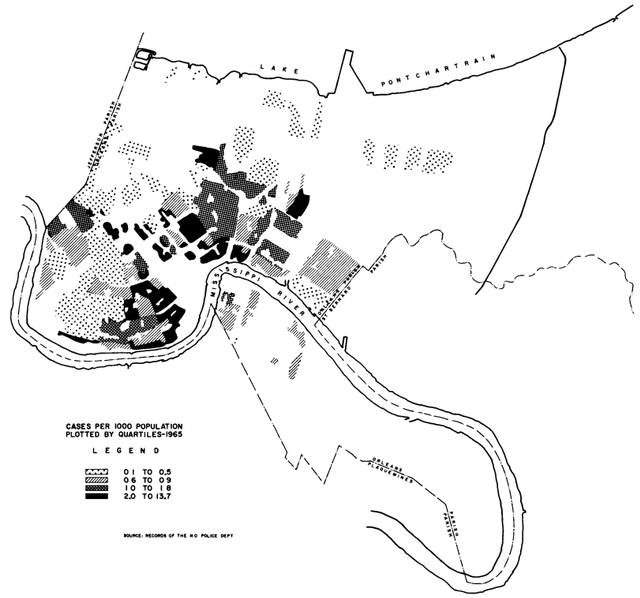


PLATE 39

Adult crime (Plate 39) is not seen as one of the worst indices of blight even though it is one of the most visible forms of social problems. Compared with other rates, however, crime is not very high in incidence. Crime has, however, increased precisely in those areas that already have the highest rates.

As Plate 40 illustrates, juvenile delinquency is one of the most frequent problems of all the indices of social blight. Improvement was found in some sections, but there was deterioration in others.

Venereal disease (Plate 41), like delinquency, is one of the more outstanding social problems in the city as far as incidence is concerned. The rate in 1960 was as high as 17.6 per 1,000 population in some areas. However, the major feature of this rate is that there was marked reduction in this rate over the five year study period.

Infant mortality (Plate 42) is one of the least pressing social problems found. In only two sections does it reach even 1.0 per 1,000 population, and there are signs of some improvement even in this low rate.

JUVENILE DELINQUENCY

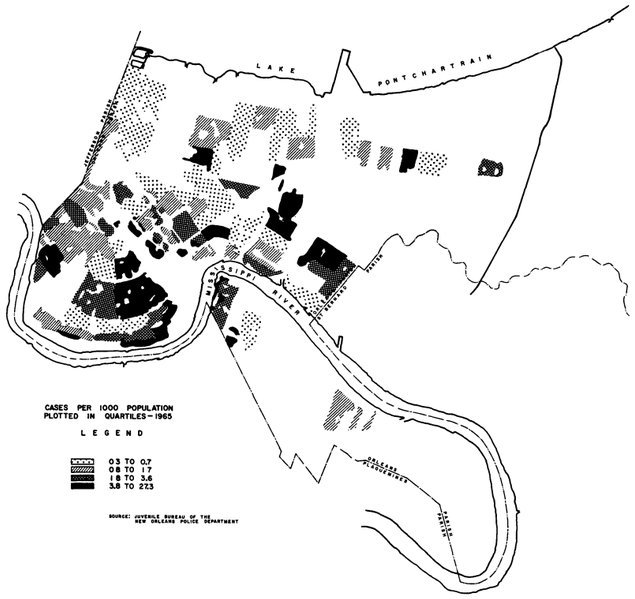


PLATE 40

VENEREAL DISEASE

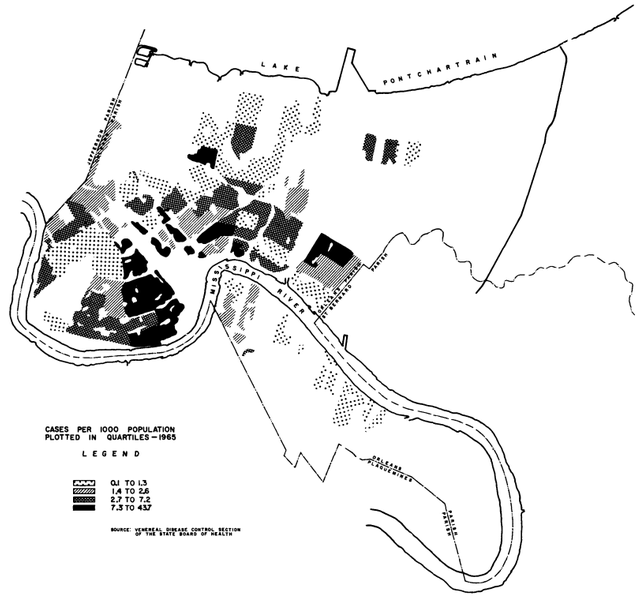


PLATE 41

INFANT MORTALITY

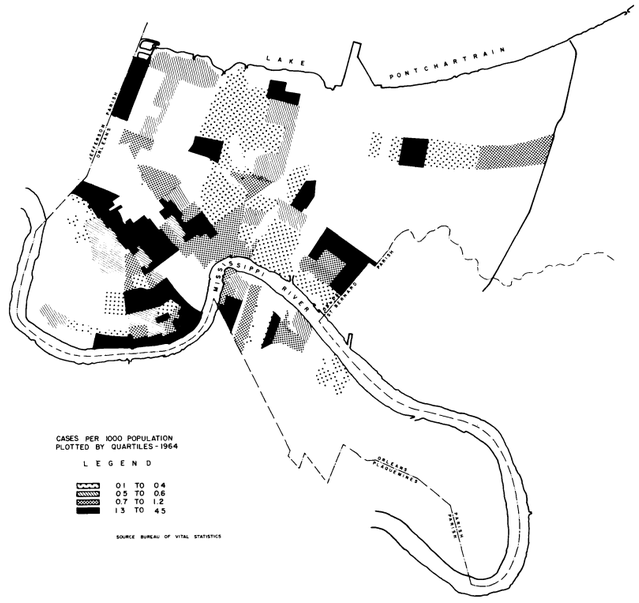


PLATE 42

Plate 43 illustrates illegitimacy to be a social problem of moderate severity compared with other problems. Rates reach as high as 4.7 per 1,000 for one section. Illegitimacy rates have increased in all sections of the city with one exception.

School dropouts (Plate 44) is a moderately severe problem. The rate goes as high as 5 per 1,000 and would go higher if only school age persons were considered. The trend for five years was one of general increase rather than improvement, so that sections that had a severe dropout problem in 1960 had an even more pressing problem in 1965.

Comparisons for two selected years could not be made for incidence of tuberculosis because of the way the T.B. Clinic keeps its records. There was consequently no basis for comparisons. It was noted that there is some relationship between conditions of poverty and T.B. incidence (Plate 45) but this is not a perfect relationship.

ILLEGITIMACY

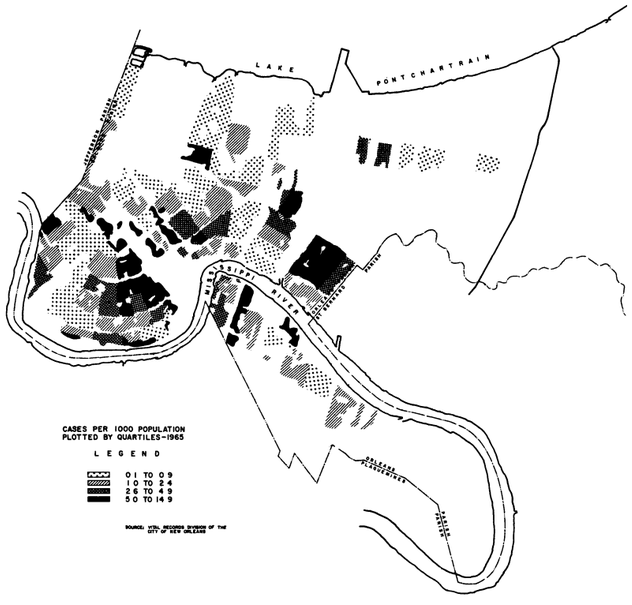


PLATE 43

SCHOOL DROPOUTS

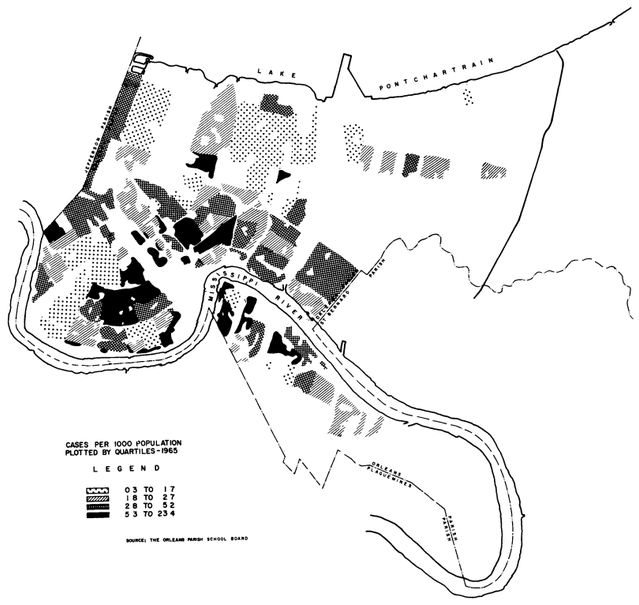


PLATE 44

TUBERCULOSIS

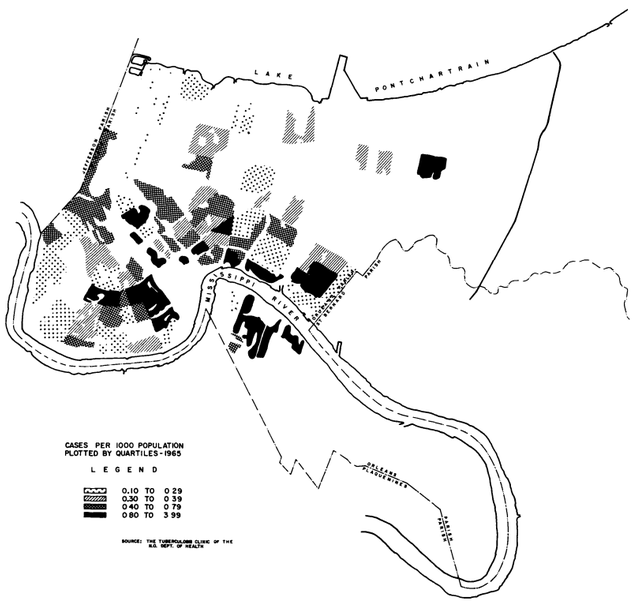
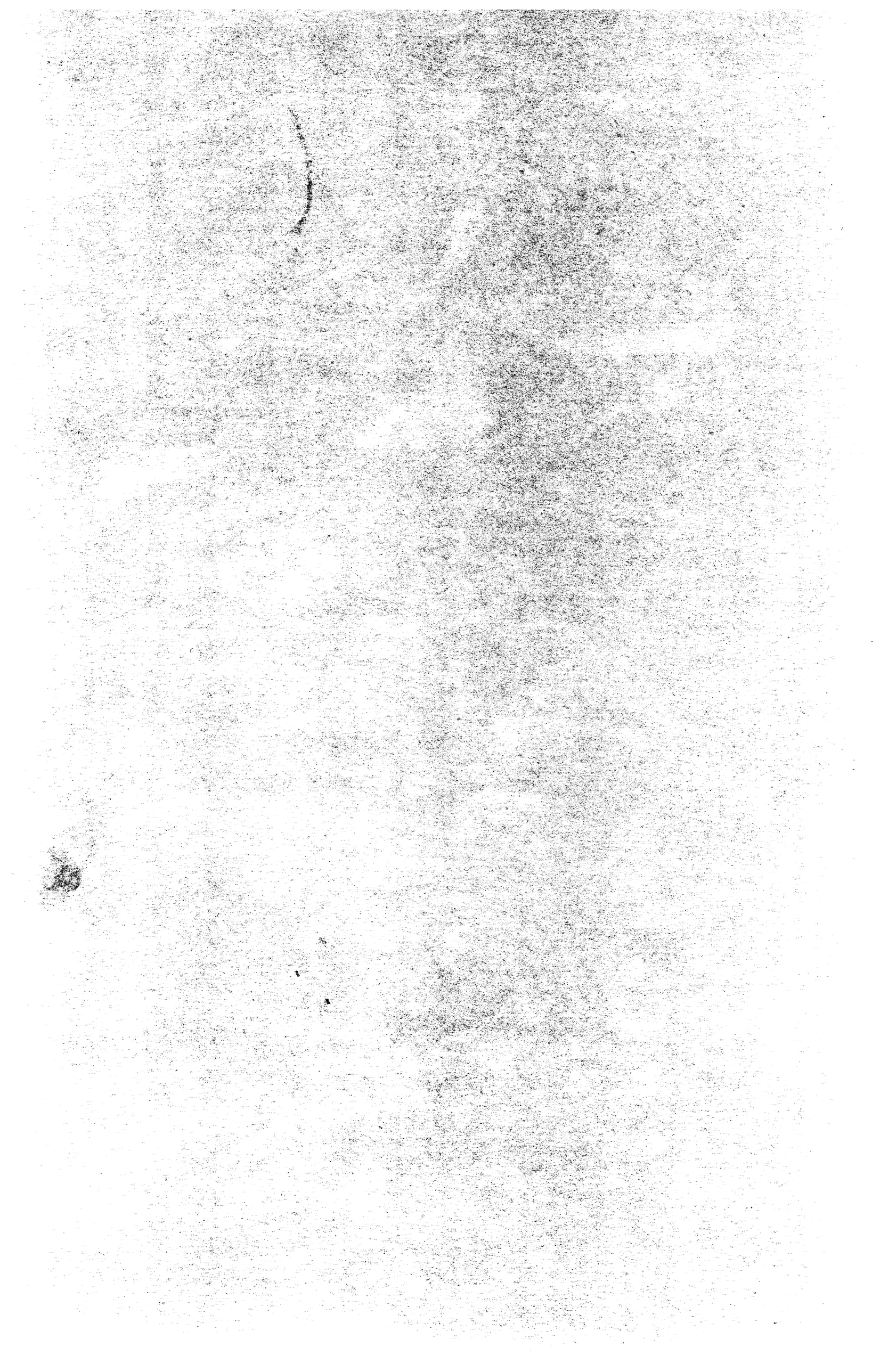


PLATE 45

These indices of social blight, discussed and illustrated individually in this Chapter, have been collectively analyzed, mapped and reported in Chapter lX, Summary of Blight. Additionally, the implications of these findings relative to social conditions and influences prevailing in the local area will be further analyzed and refined in terms of the needs for social renewal in Chapter Xll, Needs and Resources.

VII

ECONOMIC CONDITIONS AND INFLUENCES



This Chapter highlights some of the major economic foundations of the City of New Orleans. The general overview of economic conditions and influences presented in this Chapter are further reported in terms of major economic problems and needs in Chapter XII and recommended programs to improve the City's economic base in Chapter XIV.

ECONOMIC STRUCTURE OF THE CITY

Employment levels and the various components of the local economic base are frequently used to highlight the significance of each component in the total local base. Standard "industrial" definitions are commonly used as a way of examining local industries. Although these may not fully explain some types of local "industries" that tend to cut across these lines (tourism, port activities, etc.) they are useful as one measure of local industrial strength.

Table I summarizes the pattern of importance of local industries, based on these standard industrial definitions. As can be seen from this data, based on both the numbers of employees and total wages paid, Manufacturing is the largest single industry in the New Orleans economy. Second in importance is Retail Trade (based on the number of employees) or the Services (based on the wages paid).

However, key to the life blood of a community are those industries which bring in trade and support from outside of the community. These are called "basic industries" as compared with the "service industries" which largely serve the local population.

Detailed analyses of local employment by firm and by classification reveal a substantially different industrial pattern. The five major New Orleans basic industries are shown on Table II.

TABLE I

ANNUAL AVERAGE EMPLOYMENT AND WAGES BY INDUSTRY IN 1965
NEW ORLEANS SMSA#

Category	Annual Aver. Employ. Total	Annual Aver. Employ. % of Total	Annual Aver. Employ. Rank	Wages Paid Total	Wages Paid % of Total	Wages Paid Rank	Wages Paid Per Employee	Wages Paid Per Employee Rank
AGRIC. & FISH.	284	0.1	10	$1,626	0.1	10	$5,725	2
MINING	11,924	4.5	8	70,571	6.1	7	5,918	1
CONSTRUCTION	23,796	8.9	6	100,517	8.6	6	4,224	8
MANUFACTURING -								
Durable:	33,290	12.5	--	180,515	15.4	--	5,422	--
Lumber	1,153	0.4		3,737	0.3		3,241	
Furniture	513	0.2		1,487	0.1		2,899	
Stone, Clay, Glass	3,768	1.4		17,299	1.5		4,591	
Fabric, Metal Prod.	2,996	1.1		16,827	1.4		5,616	
Machinery	1,446	0.6		7,319	0.6		5,062	
Transport. Equip.	9,087	3.4		46,570	4.0		5,125	
Other Durable	14,327	5.4		87,276	7.5		6,092	
Nondurable:	24,392	9.2		94,258	8.1	--	3,864	
Food	12,002	4.5		47,421	4.1		3,951	
Apparel	4,499	1.7		11,286	1.0		2,509	
Paper	1,926	0.7		8,289	0.7		4,304	
Printing & Publ.	2,336	0.9		10,088	0.9		4,318	
Chemicals & Allied	1,637	0.9		8,345	0.7		5,098	
Petrol. Refin. & Rel.	1,190	0.5		6,147	0.5		5,166	
Other Nondurable	802	0.3		2,682	0.2		3,344	
TOTAL MANUFACTURING	57,682	21.7	1	274,773	23.5	1	4,864	5
TRANS., COMM., UTIL.*	37,634	14.1	3	161,263	13.8	3	4,285	7
WHOLESALE TRADE	25,130	9.4	5	116,324	10.0	5	4,629	6
RETAIL TRADE	48,894	18.4	2	132,682	11.3	4	2,714	10
FIN., INS., REAL-ESTATE	16,728	6.3	7	68,773	5.9	8	4,111	9
SERVICES	32,333	12.2	4	181,414	15.5	2	5,611	3
GOVERNMENT**	11,734	4.4	9	60,325	5.2	9	5,141	4
Total	266,139	100.0		$1,168,268	100.0		$4,390	

\# Includes Orleans, Jefferson, St. Tammany, & St. Bernard Parishes.
* Excludes Railroad Employment
** Excludes Non-Commercial State & Local Employees.

TABLE II

1965 IMPACT OF MAJOR INDUSTRIES
NEW ORLEANS METROPOLITAN AREA

"Industry"	Employment Number	%	Payroll Number ($m)	%	Population Supported ** Number	%
1. Port & Related*	40,000	16%	$ 180	15%	400,000	38%
2. NASA - Michoud	12,000	5#	85	7	120,000	11
3. Mining	12,000	5	71	6	120,000	11
4. Tourism ##	10,000	4	30	3	100,000	10
5. Shipbuilding	9,000	3	44	4	90,000	9
Subtotal	83,000	33%	$ 410	35%	830,000	79%
Total All	250,000	100%	$ 1,168	100%	1,050,000	100%

* Sea Transportation, Port-oriented Wholesale and Port-Oriented Governmental employment.

\# This category has posted a decline to 9,000 (3%), and Shipbuilding has increased to 12,000 (or 5%), as of 1968.

** At a basic employment: population ratio of 1:10

Covered employees only. Category is larger due to the large numbers of employees in this industry not covered by the minimum wage laws.

The Port was the largest basic industry in the Metropolitan Area as of 1965, with some 40,000 employees, a payroll approximately $180 million, and which provided support for some 400,000 of the Area's population base.

As of 1965 the NASA operations at Michoud matched Mining for second place in terms of numbers of employees, but edged Mining slightly in terms of payroll. Since that time, NASA posted a decline to some 9,000 employees as of 1968, and to even lower levels as of the early portion of 1970. Shipbuilding which ranked #5 in 1965 has since increased dramatically to some 12,000 employees, replacing NASA as the #2 industry.

Tourism, ranking #4 in 1965 on the basis of "covered employees", has remained a strong contender as a major contributor to the local employment base - a position which is somewhat understated due to the large numbers of tourism employees who are not covered by the minimum wage laws and therefore who are not included in these statistics. With the expansion of motel and hotel activities in the New Orleans Area in recent years, it is expected that Tourism has become the #2 industry of New Orleans, closely followed by Mining and Shipbuilding in that order.

THE PORT

A statistical analysis of the impact of the Port in the local economy cannot be accomplished directly due to the lack of statistics which can clearly reveal the number of employees directly involved in Port activities. This study utilized sea transportation Port-oriented wholesale activities, and Port-oriented governmental employment, as the basic indicators in developing Table II. However, these analyses indicate that over 42% of Metropolitan Area employment has a Port orientation of one form or another (i.e., the Jobs would be materially affected without the presence of the Port), and the total number who could be considered to be "Port dependent" could range as high as 30%-35%. This would of course include the Shipbuilding and NASA operations which have located in New Orleans in part because of the availability of the Mississippi River and the Intracoastal Canal.

At the time the CRP was initiated (1965) little was being done to publicize the degenerating condition of the Port due to its obsolete facilities and due to ingrained local labor attitudes which have tended to create an "umbrella" of job and income protection that makes other competing ports in the Gulf Coast Region appear more advantageous for transshipping. This was particularly true for operations oriented to special handling techniques of recent design.

Since that time, Port management has seized the initiative and adopted agressive programs aimed at insuring the Port's long term health and role in future patterns of water-born transportation and Port-oriented industrial activities. The aggressive "Centroport" concept is providing the galvanizing force for focusing public attention and state support on this key bulwark of the Region's economic support. As such, the current outlook is substantially different than that which formerly prevailed.

TOURISM

Like the Port, Tourism is another "industry" for which there is a lack of direct statistics concerning the size of its employment base. Further-

more, this industry includes those categories of workers in many establishments in which many employees are not covered by the normal minimum wage laws, and therefore are not available for evaluation through standard statistical sources.

Again, trends since the middle 1960's have dramatically altered the characteristics of this industry in New Orleans. These trends have not affected so much the characteristics of the industry (business visitors still account for some 30-35% of the industry, with vacation visitors another 30-35%, although convention activities are increasing in importance with the opening of the Rivergate) as with the quantity of visitors and visitor accommodations, particularly within the Central Business District of the City. The 3,350 hotel or motel rooms in the Downtown Area which existed prior to 1960 have expanded to almost 5,200 rooms as of 1968, and are expected to increase to over 7,500 rooms by the end of 1970. Thus there has been more than a doubling of hotel accommodations in the Central Area over this brief decade.

It has been estimated that the number of annual visitors to New Orleans has increased from a level of about 850,000 as of 1948 to a level of some 1.65 million as of 1965. Expenditure estimates indicate that New Orleans visitors spent $182 million in 1965, generating employment for almost 10,000 persons, and a payroll of nearly $30 million. These expenditures account for more than 90% of the receipts of transient facilities as well as commercial-recreation facilities, and nearly 4% of the City's total retail sales.

The critical importance of the Vieux Carre to the visitor market must be kept in mind. During the hotel and motel visitor survey conducted in 1966, 68% of the respondents dined in the French Quarter, 73% spent an evening on Bourbon Street, and although only 26% were located in French Quarter hotels and motels, 44% indicated that they would prefer one closer to or in the French Quarter in contrast to the location of their present motel. Some 35% of those responding to the study had done major shopping in the French Quarter. Furthermore, the two studies completed in 1965 and 1966 indicated that between 91% and 99% of the visitors interviewed had visited the Vieux Carre.

MINING

Mining ranks high as a contributor to the basic employment of the Region, and also ranks very high in terms of its per employee wages paid.

New Orleans enjoys the advantages of being a center for Mining and Mining support activities, now enhanced by the accelerating exploration activities for oil in the offshore tidelands of the Mississippi delta. New Orleans Mining employees are largely office workers. Some additional support is available from the support services.

A dramatic increase in the importance of this category in recent years is indicated by the increase in the number of employer units from 22 in 1950 to 164 in 1965. Of the total of 164 firms in the category, 158 were concerned with oil and gas operations while the remaining 6 were concerned with mining minerals such as sulphur. Over 11,500 of the 12,000 persons in the category were employed by oil and gas firms as of 1965.

Louisiana is the Nation's second leading producer of both crude petroleum and national gas. Further, the State's proven reserves have increased steadily in the 1960's in spite of heavy production. The bulk of the most productive fields are within 100 miles of New Orleans.

Given the tremendous proven reserves of oil and natural gas, and the probability that these reserves will continue to increase somewhat in the future even with continued heavy production, the outlook for the industry in the Area is quite good. On the other hand, with the rapidly changing technology characteristic of the industry, it seems unlikely that employment in the Mining category will continue to increase at the same rate as it has in the past. For example, improvements in discovery techniques are continually being introduced and improved upon. The use of computers in the processing of geophysical data is increasing. A variety of other innovations are continually being introduced into all phases of the industry, with the net effect that industry employment nationally has, since 1957, been on a steady decline while output has maintained its level and/or increased.

The situation with respect to sulphur and salt is quite similar. Although further exploration and discovery is undoubtedly likely in the future, most reserves are now proven and employment is expected to remain at stable levels for the foreseeable future, subject only to technological innovation which can reduce employment in future years.

In view of the foregoing, the outlook for Mining is relatively stable over near future years, but subject to contraction after the next, say, 10 years as a result of the reduction in exploration and offshore activity with the final proving out of reserves in these areas. As such, it cannot be expected that employment in this category will increase at the levels experienced in the past 15 years, but rather increases will be relatively modest.

MANUFACTURING

As indicated previously, Manufacturing as a whole ranks high in terms of its contribution to SMSA employment levels. However, the bulk of this has been in the NASA activities, and in the Ship and Boat-building categories.

During the decade of the 1950's, Total Manufacturing declined, largely as a result of the major decline in Nondurable Goods, which was partially offset by the increase in Durable Goods during this time span. This pattern continued during the 1960's, with Durable Goods increasing dramatically, while Nondurable Goods declined only modestly(actually reflecting a slight increase in the latter portion of this period), for a substantial increase in Manufacturing in total. Total Manufacturing Employment has declined in its proportional relationship to Total Population of the Metropolitan Area over this time span. (Declining from 67.0 employees per 1,000 population in 1950 to some 52.7 as of 1967.)

It is clear that what stability has existed in Manufacturing has been due solely to the growth in the shipbuilding industry and the NASA facilities. All other categories reflected barely stable characteristics or posted moderate to significant declines over this time span. Hence, the decline of Manufacturing in the New Orleans Metropolitan Area during this time period is evident.

In fact, if the Michoud employment figures were extracted, the balance of the Manufacturing Sector has not regained its early 1950's level (also reached in 1957) but instead remains approximately 2,200 jobs below that level as of 1968. Further, even with the NASA figures included, the current Manufacturing employment has only achieved the levels previously reached in 1953 thus illustrating the lack of growth in this potentially key industrial segment.

RETAIL AND OFFICE ACTIVITIES

Retail Trade in 1965 was the #2 industry in terms of the standard industrial classification system. It had a total employment of almost 49,000 employees, and generated $133 million in annual wages which ranked #4 among all such categories. However, its per employee wage level at $2,714 per employee ranked last or lowest among the standard major industrial classifications.

Although some Retail Trade caters to the visitors to the City, or to the rural hinterland surrounding the New Orleans Area, the bulk of Retail Trade employees are engaged in servicing the retail needs of the local area population base, and therefore contribute little to the economic base of the Region.

New Orleans should continue to play a dominant role in the Retail activities of the Region. However, with increasing population development in the hinterland, competing retail centers will be developing thus reducing the necessity for residents of these rural areas to come to New Orleans for their shopping needs.

Additionally, population expansion in the suburban portions of New Orleans will generate the further flight of retail facilities to the suburbs in support of this population expansion. However, it would appear reasonable to expect the Downtown to remain in a reasonable position of parity in support of the sizable Central City population base which cannot be served well from suburban locations, and in support of the annual shopping needs or other special shopping needs of the population remaining in the rural hinterland. However, it cannot be expected that employment in the Downtown will increase dramatically in the Retail category, although employment throughout the Parish can be expected to continue its upward climb.

With respect to Office employment, this is another category that cuts across the standard industrial classification. Principal support comes from the Mining category and the Finance/Insurance/Real Estate category. Additional lesser support comes from virtually all of the other standard industrial categories normally employed for analysis purposes.

Major office space construction has been added in the Downtown - as will be discussed subsequently in the CBD review. Additional construction occurs in non-Downtown locations, although not at the rate which is being encountered in some of the more dispersed metropolitan areas of the Nation. This is due to the substantial "commercial" character of the New Orleans economic base, as opposed to the "industrial" or "manufacturing" character of many of the more decentralized communities.

Total Office space employment is estimated at about 74,250 employees as of 1965, or almost 30% of the Metropolitan Area's employment base. This form of employment activity can be susceptible to stimulation in future years as a result of accelerating economic development efforts by the community. Therefore, it is expected that office employment will become more prominent in the Metropolitan Area in future years.

GOVERNMENT

Contrary to the impression given by the statistics set forth in Table I (which includes only those employees covered by the Unemployment Insurance Act) Governmental employment in the Metropolitan Area actually comprised some 44,300 persons in 1965, and as such was one of the more important categories in the City.

The growth of Government employment, however, has been relatively stable and has generally reflected the economic and population growth of the Area. The 1950 level was 32,500 employees, and the growth rate since 1950 approximated some 2.4% per year to 1960, and then some 3.02% per year since 1960.

However, the growth in Governmental employment in the Metropolitan Area has been slower than that encountered by the State or at the National level. Similarly, this rate has fallen behind the rate in many of the other more rapidly developing metropolitan areas of the Nation. As such, the past relative stability of Governmental employment growth (running 11.7% of the labor force in 1950 and approximating 11.5% as of 1965) may shift to a larger proportion of the total employees in future years - particularly if the City's budgetary problems can be resolved.

From the foregoing it is evident that there is a continuing role for Governmental employment in the Metropolitan Area, a role which may expand in future years in response to the growing complexities of urban life and the increasing demands of citizens for increased quantity and quality of governmental services.

THE CENTRAL BUSINESS DISTRICT - ITS SCOPE AND FUNCTION

ROLE OF THE CBD

The Central Business District of New Orleans (CBD) contains the heaviest concentration of commercial and related activities in New Orleans. It is a location as contrasted to a business-type sector of the New Orleans economy (such as the visitor market, the port, manufacturing, etc.). Its growth is linked in part to the growth of the economic sectors which determine the health of the total New Orleans economy, as well as to its own physical well-being.

The Downtown cannot be considered separately from the Vieux Carre. The French Quarter is not only, to a great extent, physically located within the CBD, but it is a principal magnet that draws the visitor (businessman, convention delegate or tourist) into the Downtown for recreation or shopping, as well as to established transient lodgings.

The strength of the CBD in the various categories of commercial activity has given it an historical dominance within the Metropolitan Area that exceeds that of many other major city CBD's. A high level of hotel, motel, and office construction in the Downtown (in relation to other metropolitan areas) during the 1960's reflects in part this dominance. Also, although retail sales in the CBD declined somewhat during the first part of the 1960's, the Downtown shopping area remains the single strongest major retail center in the Metropolitan Area, and should continue to maintain this role in the future. However, adequate access to and from the Downtown, as well as pedestrian circulation within the CBD, are mandatory to encourage Downtown commercial and office locations in competition with suburban locations.

PAST TRENDS

Between 1948 and 1964 retail sales in the CBD increased from $345.3 million to $354.4 million, an 8.4% growth over the 15 years. Although total sales reported in 1963 were some $6 million less than in 1958, the CBD remains the dominant retail center in the New Orleans Metropolitan Area.

As Table III indicates, since 1954 the CBD has been experiencing a continuing decline in sales within the convenience and comparison goods categories as well as in the lower intensity retail category, as many of these sales have been yielded to urban and suburban shopping centers (the major ones of which have been developed subsequent to 1954). On the other hand, CBD sales in other shopper retail outlets (autos, auto service, eating and drinking places, etc.) have continued to rise since 1954 in contrast to the decline in the other categories.

TABLE III
CBD SALES, AND SHARES OF
NEW ORLEANS METROPOLITAN AREA AND CITY RETAIL SALES
1948 - 1963

Category	1948	1954	1958	1963
	Retail Sales - (000's)			
Convenience Goods	$ 27,719	$ 30,252	$ 30,171	$ 23,565
Comparison Goods	157,894	173,343	171,914	167,032
Other Shopper Retail	46,406	51,285	57,483	62,868
Lower Intensity Retail	2,295	2,392	694	890
Total	$234,314	$257,272	$260,262	$254,355
	CBD Percentage Share of New Orleans Metropolitan Area*			
Convenience Goods	15.6%	12.2%	8.6%	6.2%
Comparison Goods	76.5	74.6	62.0	54.3
Other Shopper Retail	31.6	21.3	20.4	18.1
Lower Intensity Retail	7.0	5.7	1.8	2.2
Total	41.6%	33.7%	27.5%	23.6%
	CBD Share of City of New Orleans Sales.			
Convenience Goods	17.8%	15.2%	11.8%	9.8%
Comparison Goods	79.8%	78.9%	68.9	67.4
Other Shopper Retail	37.7	26.2	26.5	25.4
Lower Intensity Retail	9.2	7.3	2.5	3.7
Total	46.7%	39.7%	34.7%	33.5%

* Four Parish SMSA

Despite these sales trends, CBD retail employment payroll increased from $0.7 million in 1948 to $42.0 million in 1963, with 1963 employment at a level of more than 13,000 persons. Total employment, as surveyed by the Real Estate Research Corportion revealed an employment level of some 40,598 in the CBD in 1958, which has increased modestly to some 41,346 as of 1967 (a 1.8% increase during this time span).

Despite its relative decline, the CBD of New Orleans remains the dominant retail center in the City, as well as in the Metropolitan Area. The more than $254 million of retail sales in the CBD during 1963 accounted for approximately one-third of all retail sales in the City. The approximately 14% decrease in sales volume experienced between 1958 and 1963 is small when compared to other major cities. For example, the CBD share in Dallas declined more than 35% during the same period (from 11.5% to 7.4% of the Metropolitan Area). The Denver CBD share decreased nearly 30% (from 15.8% to 11.3%), while downtown Phoenix, Arizona declined nearly 60% (from a share of 18.4% to 7.7%).

As such, the strength of retail activities in the New Orleans CBD is evident despite the suburbanization of the Metropolitan Area and the growth of suburban retail facilities to serve this population.

In 1958 the net usable office space in the New Orleans Core was reported by Real Estate Research Corporation at 4.9 million square feet. By 1967, CBD office space increased to some 5.8 million square feet.

Governmental office space expansion comprised the major proportion of the increase, pushing goverment office space from 20% to 24% of total CBD office space during this time span. This includes the completion of nine non-government office buildings during this time span, plus three government buildings. Additionally, three major facilities under construction would add an additional 580,000 square feet to the inventory shortly after this time span.

This has resulted in a past rate of absorption of approximately 160,000 square feet of non-governmental office space per year during this time span. This comprises some 75-80% of major new office construction in this City.

Although vacancy rates have risen somewhat in the CBD in recent years, they are yet comparatively low, suggesting the Downtown should be able to absorb new space in the near future without experiencing high vacancy levels. The Central Business District has in the 1960's been further solidifying its position as a major office center in the Gulf Coast Region, and planned new CBD construction suggests this trend should continue into the 1970's.

Past trends in the development of transient accommodations in the CBD also continues strong. Before 1958, the four major Downtown hotels (Jung, Monteleone, Roosevelt, and St. Charles) had an aggregate of some 3,300 rooms. From 1958 to 1967 over 1,800 new rooms were added in the Downtown, bringing the total to some 4,150 rooms as of that time. Since then, additional expansion has been undertaken, which will add over 2,000 additional rooms, bringing the total by the end of 1970 to almost 7,500 rooms in the Downtown.

Nearly 55% of the hotel/motel units completed, under construction or planned in the CBD between 1960 and 1966 were located in the Vieux Carre. Since that time, restrictions on new such uses in the French Quarter will limit future motel and hotel construction in this area, although considerable activity remains in the strip between Canal Street and Iberville, just bordering the French Quarter. The Downtown share of new unit construction throughout the Metropolitan Area has been estimated at approximately 75% of total new transient facility construction in New Orleans during the 1960's.

Past trends in the CBD development (as reflected by these three major categories of space and usage - Retail, Office and Transient facilities) remain generally strong and healthy, despite a loss of position of Downtown retail sales in the Metropolitan Area. Intensification of preservation efforts in the French Quarter, coupled with public and private rejuvenation efforts extending into all corners of the CBD promise to maintain a dynamic and healthy Downtown in future years, providing public support in access, parking, and other such services are provided.

FUTURE MARKETS

Table IV sets forth a summary estimate concerning future CBD markets by various space use types. This represents a forecast of what can be added to the CBD in future years, rather than what will be added - since the realization of these markets will depend in substantial degree upon the course of action followed by the City, by its developers, and by myriads of other people all of whom will have a stake and a role in guiding the construction of the facilities needed to satisfy these markets. As such, the realization of these markets will depend upon future conditions which can only be extrapolated and assumed at the present time. These estimates provide a useful indication of the relative magnitudes of land demands in the Downtown in future years, which could be directed in support of public and private redevelopment activities.

As indicated by Table IV residential land requirements (apartments) will present the largest single land requirement in the CBD in future years, approximating a requirement for some 70 acres of land to satisfy this need, if appropriate residential environments are created in the CBD, and if density levels are achieved which approximate those assumed for the purposes of these forecasts.

The expansion of commercial facilities (principally office space, hotel/motel space, and shopper retail space) comprise the next largest single category - approximating some 37.6 acres of total space over these 15 years.

An additional absorption of some 11 acres in public and semi-public space (predominantly hospital beds) is also indicated. Additional government office space requirements and perhaps some education space requirements might be attracted to the CBD if planning determinations are so directed. However, such deliberations are beyond the economic parameters of the CRP and therefore no forecast of space in these categories is set forth in Table IV.

Similarly, industrial space could be attracted to the CBD in future years if appropriate urban renewal projects or other such activities are undertaken to attract such space at land values competitive with suburban locations. However, land values in the general area of the CBD are substantially above the levels which can normally be supported by industrial space users. As such, no industrial space expansion is indicated for the CBD although it could be realized if appropriate space is made available at a reasonable cost.

Undoubtedly, CBD land use requirements will continue to increase in future years. The nearly 120 acres total forecast represent net acreage -- and could be augmented further by provision of plazas, streets and walkways, promenades, etc. However, they are indicative of the magnitude of growth requirements focusing on the CBD in future years - which could be available to support urban renewal developments if so directed.

TABLE IV

FUTURE CBD MARKETS

	1970-75	1975-80	1980-85	Assumed Density	Average Need 1970-1985
Residential (Units)					70.6
Single Family	9	4	9	15 per acre	1.5
Duplex	95	95	95	30 per acre	9.5
Apartments	1,755	2,600	3,105	125 per acre	59.6
Commercial (Sq. Ft. of Building Area -000's)					37.6
Shopper Retail	108	109	150	@ 1:1	8.4
Non-Allocated Retail	33	50	50	@ 1:1	3.1
Selected Services	7	7	9	@ 1:1	0.6
Office Space	2,145	2,055	1,733	@ 1:8	17.0
Hotel/Motel (Units)	431	483	449	160 per acre	8.5
Public & Semi-Public					11.1
Governmental Office Space	(Based on Planning Determinations)				0.0
Hospital Beds	249	295	212	@ 100 per acre	7.5
Education	(None Forecast)				0.0
Other Non Profit Uses	-	-	-		3.6
Industrial	None Forecast - Land Values too High				0.0
	Total (Net Acres)				119.3

ECONOMIC TRENDS

POPULATION AND INCOME

The New Orleans Metropolitan Area population level exceeded one million residents by 1965 representing a substantial market for local products and services. Growth from 1950-1965 averaged over 20,000 residents per year. Additionally, New Orleans is the center of the Gulf Coast Region, a market of some 26 million residents (1960 levels). As such, local and regional population levels represent major markets.

With respect to past population levels, New Orleans, Dallas, Atlanta, and Houston all averaged about the same population level in 1940 (some 500,000 residents). New Orleans ranked second among this group, just behind Atlanta, with some 552,000 residents. However, in the 20 years to 1960, Atlanta, Dallas, and Houston all grew at substantially greater rates than New Orleans resulting in population levels of 200,000-400,000 more residents in these communities by 1960. This is a direct reflection of the declining position of New Orleans in the Southern Region of the Nation.

Another characteristic worthy of highlighting at this point is the income distribution of New Orleans residents. In 1960, some 24.3% of all families in the New Orleans Area were in the Lower income group, a figure substantially above the approximately 19.1% average in Dallas, Houston, and Atlanta. The 35.2% represented in the Lower-Middle grouping also ranged above the 31.9% average in these other southern metropolitan areas. Of course, reciprocal patterns pertained to the Upper-Middle and the Upper income groupings.

Lower per-family income reflects a lower purchasing power--and a somewhat reduced commercial market in areas where it prevails. With lower per-family incomes, discretionary income (i. e., the income left to be used after purchases of "necessities" have been made) will be much lower, which will hold down purchases for luxury items and services. As a result of this, market areas with relatively lower income structures do not attract as wide a variety of goods and/or specialized services as are to be found in more affluent markets.

Analyses of the white and non-white income groupings clearly demonstrate that the disproportionately lower New Orleans patterns are the direct result of the significant proportions of local non-whites among Lower Income groupings. These analyses suggest that about 60% of the New Orleans Area market can be considered to be representative in income structure of the markets prevailing in other urban centers of the Nation (particularly the industrial centers), with some 40% (the non-white segment) representing a much

lower income market (although a significant part of the total local market in terms of numbers of persons).

Under these circumstances, the purchasing power represented by the local Area market is more typical of a market of some 600,000-700,000 residents, than the one million residents normally associated with this marketing area.

It is clear from the foregoing that local income patterns are lower than those in other major Southern metropolitan areas. This is largely due to the predominant lower-income characteristics of the New Orleans Area non-white segment. Non-white labor force participation rates averaged slightly below the Area averages, accounting in large measure for a "below U. S. average" local area position. Non-white employment levels (91.9%) were substantially below Area averages and accounted for a "below U. S. average" local area position. Mature non-white males comprise an even lower proportionate share of the employed local labor force. The education achieved by the local labor force is substantially below the levels achieved in all U. S. Urban Areas or in the other competing/comparative major metropolitan areas. These low levels are largely due to the low educational levels of local non-whites, particularly among non-white males. As such, local patterns will remain distorted without major efforts to improve the education levels of local non-whites.

LABOR FORCE

With respect to labor force characteristics, the size of the total labor force in proportion to population or the working population age groupings is not unduly out of line with U. S. averages, with the disparity largely due to below-average participation rates for the non-white element of the local population base. Local employment levels were only slightly below U. S. urban averages in 1960, being pulled down by the substantial unemployment levels reported among non-whites. Mature, non-white males represented the most disproportionately low group in the employed labor force.

Educational achievements of the local labor force are substantially below the levels achieved in all U. S. urban areas, as well as in the other competing and comparative major metropolitan areas studied for the purposes of this report. Again, the low local levels are largely due to the low educational achievement levels of local non-whites, particularly among non-white males. It would appear reasonable to conclude that these local patterns will remain distorted unless major efforts are undertaken to improve the educational levels (and reduce the drop-out rates) of local non-whites and particularly males.

Clearly, these levels (particularly the educational achievement levels) should become a matter of major concern to leaders interested in developing the attributes of the Area for the attraction of new industry. As matters stand now, these levels would be viewed as a liability of the Area.

In summary, it can be concluded that the major problem areas within the New Orleans economy with respect to its labor force and occupational characteristics stem to a substantial degree to the particular characteristics of the non-white element within the labor force. The educational achievements of this group are such that they apparently lack the skills necessary to seek more skilled employment, as requirements for the lesser levels of skill (laborers, etc.) are phased out with growing technological improvements in the Area's industrial requirements. As such, marked improvement in averages can only be expected as the result of programs aimed at alleviating these adverse conditions among the large number of local non-whites.

EMPLOYMENT

The total civilian labor force grew from approximately 296,000 in 1950 to over 425,000 in 1968, for a gain during the period of 129,100. This represents an average annual increase of approximately 6,795 persons.

Unemployment during this period actually declined from 18,700 in 1950 to 18,100 in 1968, while at the same time, the employed portion of the labor force increased from 277,400 in 1950 to 407,000 in 1968, for a gain during the period of some 46.7%.

The Mining category showed the largest percentage increase of any of the employment sectors though it is one of the smaller categories. During the period 1950 to 1968, employment in Mining increased by some 370% from 3,000 persons in 1950 to 14,200 in 1968, for an average gain of approximately 590 persons per year.

Contract Construction, a category which generally follows the level of economic activity generated by other sectors of the economy, showed a healthy gain during the period with employment increasing from approximately 15,000 to almost 27,000. The gain of over 11,000 persons represented a 74% increase, with an average increment to this category amounting to 595 persons per year.

On the other hand, Manufacturing gained only a moderate amount (25.4%) since 1950. This represented some 11,700 persons in total, or 615 persons per year being added to the 1950 employment total of 46,600. This 25.4% gain during the period was significantly less than would be expected from the gain in population alone (56.5%).

The Transportation/Communications/Utilities category was the slowest growing during the overall period (recognizing that Agriculture declined) with only a total of 5,200 persons being added to this category during the 18 years covered.

The Wholesale and Retail Trade category was one of the major gainers with nearly 27,000 people or over 1,400 persons per year being added to the employment in this category. This presented a gain of approximately 44% over the 1950 level. A moderate gain was also made by the Finance/Insurance/Real Estate category in which 9,500 persons were added to the employment rolls for an 82% gain during the period.

The Services category made the most significant contribution to total employment by the addition of over 30,000 people since 1950. This category increased an average of over 1,600 persons per year and represented a gain of over 92% above the 1950 level. The increase in this category generally re-

flects similar increases in other major metropolitan areas throughout the country.

The Government category, on the other hand, gained at slightly less than the rate of increase in the total population base, with nearly 17,000 persons being added to the total employment, or a 51% gain since 1950.

An analysis of employment levels as a percent of total employment by category in the Metropolitan Area during the 1950 to 1968 period provides further insight into the changes which actually took place. As mentioned above, the Services category accounted for the largest single change, increasing its share of total employment from 11.9% in 1950 to 14.4% in 1965 (and subsequently to 15.6% in 1968). Mining and Contract Construction both made significant gains with the former increasing from approximately 1% of total employment to 3.2% in 1965 (and then to 3.5% by 1968), while Contract Construction increased from 5.5% to 7.1% (but subsequently dropped to 6.5%). Since 1965, however, it increased slightly to 11.6%. The other employment categories generally experienced only gradual increases or decreases as a percent of total employment.

The ratio of employees per 1,000 population has also been studied so as to remove, in part, the bias of a fluctuating work force and, more importantly, to relate in a meaningful way the employment levels of various categories to the changing population levels.

In Metropolitan New Orleans, the civilian labor force in terms of number of employees per 1,000 persons declined steadily from a 1950 level of 416 employed per 1,000 to 378 per 1,000 in 1965. Since then, it has held relatively constant. Unemployment, meanwhile, has dropped more than proportionately from a level of 26.2 per 1,000 in 1950 to 16.2 as of 1968. Following both the general trend of decline in the number of persons employed per 1,000 while at the same time declining in relative importance, the Transportation/Communications/Utilities category and the Manufacturing category stand out, with the former having declined from 59 persons per 1,000 to 42, while Manufacturing dropped from 65 to 52 per 1,000 during the period covered. The opposite situation is demonstrated by the Services category which increased from 46 per 1,000 to 50, the Mining category which increased from 4 to almost 12 per 1,000, and the Contract Construction which increased from 21 to 24 per 1,000.

INDUSTRIAL DEVELOPMENT PROBLEMS

The preceeding statistics highlight employment levels and changes, in total and by major industrial segment. Field interviews and mail surveys revealed numerous major factors which have influenced those trends in the past, or which may do so in future years.

Chief among these are the comments concerning local conditions and attitudes expressed by local leaders through field and mail surveys. Those which appeared most frequently have been summarized in Table V. The principal asset was the local labor force as described by numerous establishments (particularly manufacturing establishments, and particularly those with relatively higher paying jobs). This was the view that the labor force locally is capable of training and motivation for general industrial occupations. However, a number of instances were noted (particularly among those establishments which tend to pay lower wage scales) that much of the local labor force is poorly motivated, subject to absenteeism and instability. Further, some comment was made indicating the local force (particularly non-white) lacks basic tool-handling skills, even at a level common for persons coming into the labor force from rural areas and occupations. Additionally, some firms in the construction industry accuse the construction industry labor force of tendencies towards featherbedding, to the detriment of their productivity.

Major dificiencies ran to dissatisfaction with the quality, frequency, and price of readily-available industrial sites. Transportation (principally street and highway conditions) brooked large in complaints. Additionally, the lack of adequate vocational schools and training represented a problem frequently identified as interfering with the industrial expansion of the Area.

TABLE V

ADVANTAGES AND DISADVANTAGES FOR ECONOMICAL DEVELOPMENT

A. ADVANTAGES AND DISADVANTAGES OF PRESENT SITES

Principal advantages of their New Orleans location include:

#1 - Near or within the downtown
#2 - Presence of complementary industry or firms
#3 - Surrounding street patterns and traffic
#4 - Main highway accessibility
#5 - Public transportation system
#6 - Nearness of site to employees' homes

Principal disadvantages include:

#1 - Land costs
#2 - General availability of land
#3 - Availability of land for expansion of facilities
#4 - Availability of land for parking
#5 - Surrounding street patterns and traffic
#6 - Main highway accessibility

Major problems limiting local industrial/commercial development include:

#1 - Quality of available labor force
#2 - Land costs
#3 - Property taxes
#4 - Transportation problems
#5 - Local educational system
#6 - Land availability

B. CONDITIONS OF INDUSTRIAL SITE AVAILABILITY

Principal problems include:

#1 - Fully serviced, drained, and readily available sites are in scarce supply
#2 - Few "industrial parks" are available in the community
#3 - Land costs are high - by comparison with equivalent land in competing Southern cities
#4 - Piling (foundation) costs further increase local industrial site costs, particularly for medium and heavy floor loads

However - Potentially, urban renewal projects could alleviate the limited availability: high cost condition in the Urban Area

C. LOCAL ATTITUDES

With respect to Labor Force - many indicate that -

#1 - The labor force is apparently capable of training and motivation for industrial occupations

However, others claimed that -

#2 - Much of lower paid labor force is poorly motivated, subject to absenteeism and instability
#3 - Construction industry labor force is accused of tendencies toward featherbedding

Other responses to other aspects clearly showed that most business leaders felt that overall -

#4 - Attitudes are typically self-seeking in the short-term regardless of the implications of such attitudes for long-term results

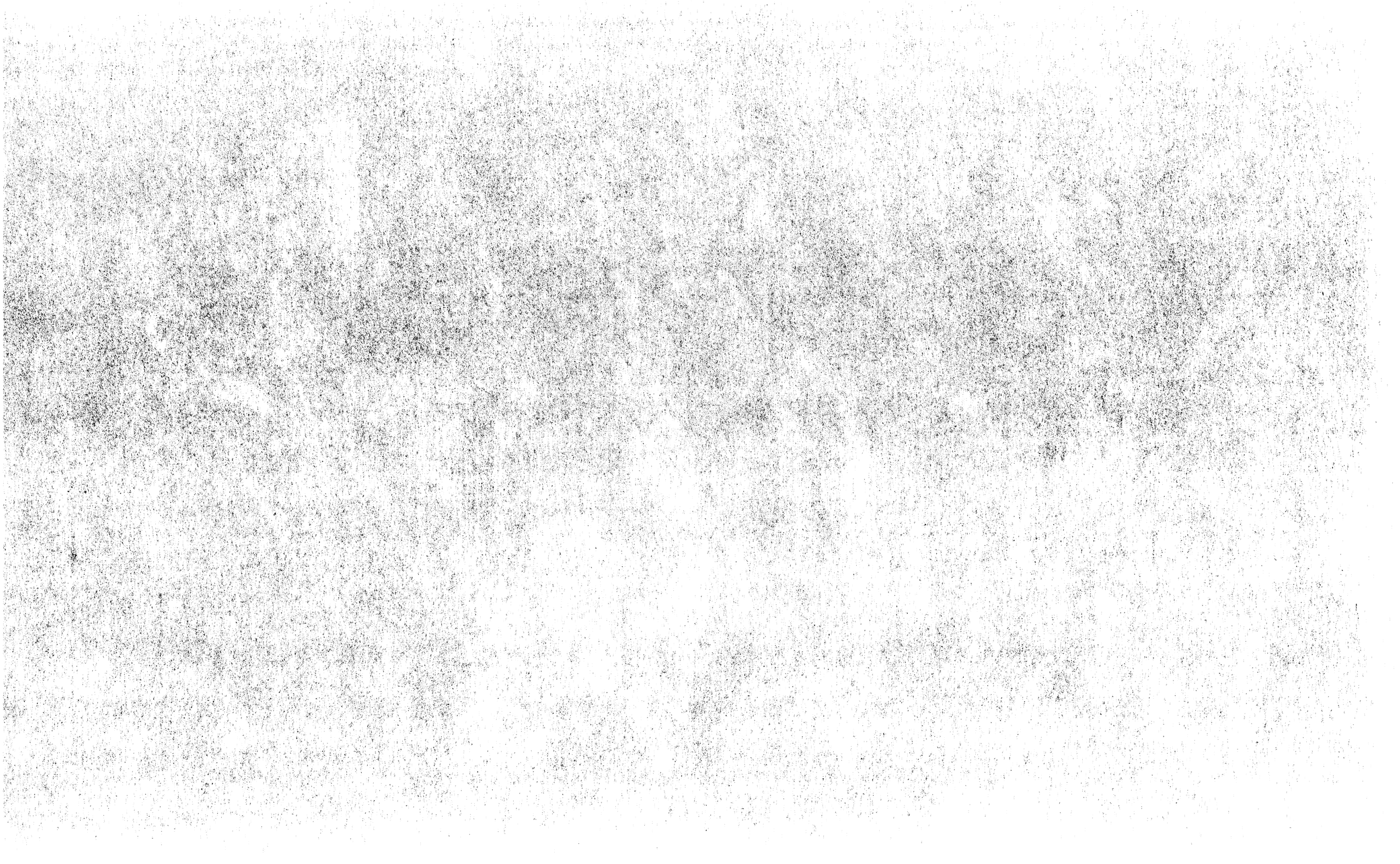
With respect to business leadership, principal criticism was directed at the lack of time and interest on the part of local businessmen in devoting effort to civic betterment and cooperation for civic improvement. Numerous comments were made suggesting that attitudes of existing business leaders tend to be satisfied with conditions as they are. Further, it appears that the bulk of successful business leadership is involved in the traditional areas of the Port, tourism and commerce, and is therefore not attuned to the needs of an industrial base in Manufacturing.

Criticism was also directed at union leadership in furthering featherbedding and "inordinately high" wage rate pressures (a criticism which is commonly expressed throughout the Nation in response to the usual and appropriately organized labor self-seeking activities).

However, the general criticism could be summed up in the view that local attitudes are typically self-seeking in the short-term, regardless of the implications of such attitudes for long-term results.

VIII

MINORITY HOUSING



The local minority housing situation was an item of thorough investigation and intensive analysis under this Community Renewal Program. A collective planning, economic, and social approach was utilized for an examination of minority housing patterns and needs and for the development of an action-oriented program to meet these needs. This Chapter partially summarizes the results of these studies focusing upon the findings relative to minority housing patterns and trends, discriminatory practices in the housing market, local attitudes toward race, and a forecast of minority housing needs. For ease of presentation, this Chapter is divided into two major sections, namely, Economic and Social. Chapter XIV, the Community Renewal Plan, presents the recommendations for an Affirmative Program of Action to improve the amount and quality of housing for minority groups based upon the findings outlined below.

AN ECONOMIC PERSPECTIVE

RESIDENTIAL VALUE PATTERN

An in-depth analysis was made of the value structure of housing occupied by blacks in the community as compared to the value structure of housing occupied by whites. The purpose of this analysis was to determine the degree to which price discrimination exists in New Orleans in non-white housing.

The procedure used for this study consisted of the selection of six sub-areas of the City according to the criteria shown on Table I.

The survey areas chosen which correspond to the above definitions are shown on Plate 46. These sub-areas are considered to be generally representative of the range of local housing areas in which the interaction between white and black, as well as between lower and middle income levels of the housing market, has occurred over past years, and in which these characteristics of the local housing market continue to play major roles in influencing the structure of residential values. The findings of this Chapter are those of the City's economic consultant based upon physical surveys, sales records, and interviews of families in these sample areas.

TABLE I

SAMPLE AREA TYPES AND CRITERIA

Area # and Type	General Racial Composition Range	General Range of Income Characteristics
1 - Lower Income Black	80 - 100 % Black	$ 3,000 and under
2 - Lower Income White	80 - 100 % White	$ 3,000 and under
3 - Lower Income Mixed	40 - 60 %	$ 3,000 and under
4 - Middle Income Mixed	40 - 60 %	$ 3,000 - 9,999
5 - Middle Income Black	80 - 100 % Black	$ 3,000 - 9,999
6 - Middle Income White	80 - 100 % White	$ 3,000 - 9,999

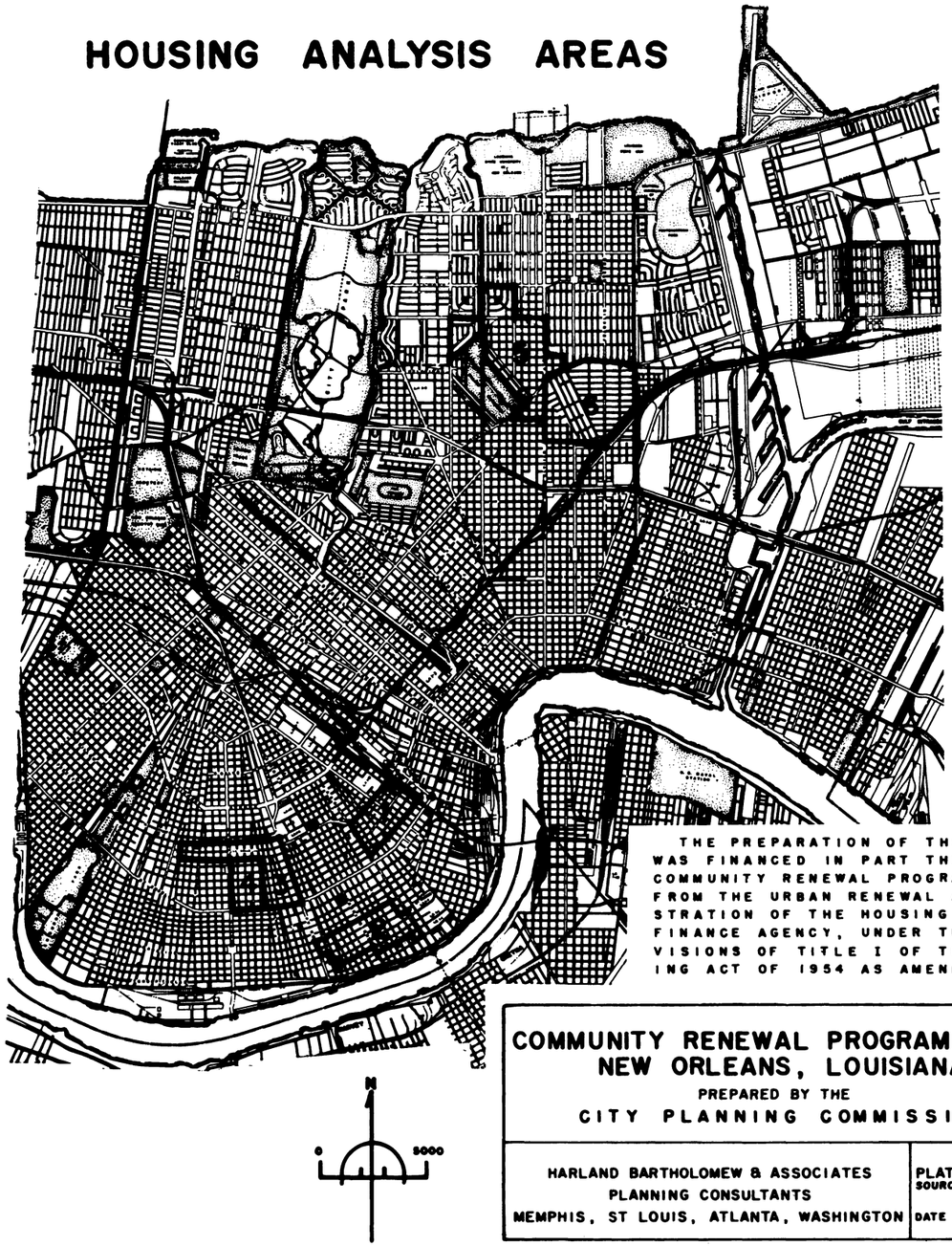
The general conclusion that has been drawn from these studies is that no apparent pattern of concerted price discrimination exists in the sale and rental of housing in these sections of the City. Since these sub-areas were selected on the basis of a widely ranged consideration of the various kinds of residential market conditions in the City, it is possible to extend this conclusion somewhat as generally true of the circumstances prevailing throughout the City under normal market conditions.

Of course, there were individual instances of individual blacks paying prices substantially above the level which would appear appropriate based on the "comparable sales" in the area or in the white areas. Similarly, there are instances of "good buys" by blacks (perhaps "distressed sales" as individual blocks are integrated). Similarly, there are individual instances of white owners and occupants paying more (or less) than the market would suggest as a "fair market value".

The only consistent and extended exception appears among the rental patterns applicable to the lower income blacks. In these areas, prices are held at levels typical of lower income white areas, but the quality of house and environment offered for the equal dollar is substantially less for the blacks than for his white counterpart.

Additionally, prices in the areas (and particularly the blocks) that are a mixture of whites and blacks tend to have lower values--perhaps reflecting a tendency for the market to drop (or remain static while the rest is growing) as individual blocks are integrated. This is not evident solely from the prices for the survey structures, but becomes clear from a field review of these, plus the "comparable sales" values developed for added background information.

Thus, the major parameters of the issue lie in the factors and conditions which affect normal market transactions in housing, more so than an overt pattern of discrimination against the non-white minority group as a whole. This conclusion tends to be supported somewhat by the pattern of sales and rentals existing in two of the residential areas compared, i. e., Areas 5 and 6. Area 5, which is adjacent to a major black university in the community, has experienced a pattern of sales of single and two-family housing which is generally comparable to the sale pattern for housing of equivalent quality/condition level and size in Area 4. (For example, the average price paid for single-family dwellings of average quality in Area 5, over this time



period, was almost identical to the average price paid for the same quality housing by whites in Area 4 over this period).

It is a noteworthy indication of the influence of the university complex in the vicinity of Area 4 on the value structure of single and two-family housing in the area that only slightly higher prices are paid by black families for single-family houses of generally superior quality.

This condition tends to further support the conclusion that the predominant influence affecting the establishment of price levels for single and two-family housing in areas experiencing strong pressures from the growth in the lower-income black segment of the market are the normal considerations of location, amenities, and convenience, as well as the quality of the original construction of the housing stock in each area.

It would appear that there is an initial impact on prices as an area integrates--mainly in a static or downward fashion. But as the area stabilizes with its new black population in predominance, prices climb back to approximate the levels in comparable white areas. However, in the interim, the level of maintenance of structures, yards, and street conditions tends to slip so that for these reasons one could conclude that the values are somewhat "over-priced" in a direct comparison with the comparable white districts.

In summary, therefore, major price discrimination does not exist in New Orleans in the sale or rental of housing to blacks. This is perhaps due to the fact that blacks are near to becoming the majority group in the community, and comprise such a large market that major evidences of price discrimination are unlikely.

The lower income black areas do have evidences of discrimination in the very poor quality of services and conditions prevalent in these oldest sections of the City (oldest, without the support of reclamation effort--as exists in the French Quarter, which is truly the oldest section of the City). Only a major effort in improving City services plus code enforcement and

landlord stimulation, plus a program of tenant motivation, can expect to eradicate the blight conditions in these areas.

Also, discrimination does exist between the value/quality of housing for lower income persons (black and white) when compared with the value/quality structure of housing occupied by middle income persons (black and white). As such, it is further concluded that the major differences pertain to discrimination between income levels rather than discrimination between the races. Of course, blacks comprise the largest proportion of lower income persons, and, therefore, these differences give the appearance of racial discrimination.

Effort, therefore, would appear best directed at alleviating the economic status of blacks, rather than aiming programs at apparent racial price discrimination. Additionally, effort must be directed at education and motivation of lower income blacks to self help, as well as training in the basic manual skills necessary for home and neighborhood maintenance.

HOUSING NEEDS OF MINORITY GROUPS

This section presents a brief review of the major findings and conclusions drawn from a review of potential housing needs of future blacks in New Orleans, and an evaluation of the housing market supply that can be expected to be available to meet their need.

This analysis stemmed:

First, from a review of past minority housing trends in the community.

Second, from consideration of the outlook for the future growth of area blacks based on considerations of 1950-1960 trends as extended statistically as well as the projections established by Tulane University recently as a result of their CRP analysis of minority housing. The lowest of the Tulane projections was adopted as a base for establishing minimum requirements that must be met by the City and Area in future years to meet at least the minimum likely need.

Third, consideration was given to past trends in rental and ownership occupancy character of blacks, value levels of black housing, type of structure trends, age of occupied housing inventory, and housing conditions.

These minority characteristics then formed the basis for a projection of future housing needs, by type, size, and value level, to meet the forecast need of black population growth.

These analyses resulted in a projection from a 1960 level of some 62,000 market units (including a 2.2% vacancy allowance) to a 1985 need almost double this level, i.e., to some 123,000 units. This was to accommodate a growth of non-whites from a level of some 235,000 as of 1960 to over 420,000 by 1985.

By adding foreseeable requirements due to public program demolitions and demolitions for obsolescence, (some 2,100 units for each reason from 1970 through 1985) the following increases in units were projected to satisfy this population growth: 1970-1975: 12,800 Units; 1975-1980: 15,200 Units; 1980-1985: 20,000 Units.

An analysis of income patterns (assuming constant dollar value levels) suggest that the bulk of future minority housing will become increasingly needed in the lower-middle income and value level groups. If the lower income group is kept constant at $3,000 and under, then the group from $3,000-5,999 will realize the largest increase, with a requirement growing from a 1970 estimated level of some 30,000 units to a 1985 level of some 50,000 units, or some 20,000 added units during this 15-year period. The forecasted increase in the other groups is for 13,000 "upper-middle" and 8,000 "upper-priced" structures from 1970-1985.

Owner-occupancy will represent a larger proportion of future demands than has existed thus far. Owner-occupied units are forecast to grow from an estimated 26,000 as of 1970 to some 54,000 as of 1985. Renter-occupied units should grow from an estimated 54,000 as of 1970 to some 70,000 as of 1985.

The projections of total numbers of units have been set forth in Table II for each of the Planning Sections of the City.

However, there will be a number of major factors influencing the market supply in future years--any one or all of which could materially affect the future market. The four major factors affecting the market supply of housing available to the minority population are identified and discussed below:

First, the demolition factor which is expected to generate a requirement for some 4,200 units, as previously noted, will affect some 5.3% of the estimated 1970 minority housing inventory. Though obviously a small proportion of the total market supply, this factor must be carefully weighed in all future public and private programs to assure that replacement housing units are provided through new construction, or through increased availability of the existing supply of housing.

Second, the growth rate in the available supply of older, standard housing is a factor largely dependent on the rate of movement of emerging middle-income families to other areas of the community. It is influenced largely by new family and household formation rates, the availability of new housing opportunities in other sections of the community (as reflected primarily by other such factors as the availability of new, residential land, the "money market" for new construction, increases in family and personal income, etc.). This factor is expected to satisfy most of the minority housing requirements over near-future years.

Third, public and private renewal programs (including public housing) have not substantially increased the market supply of minority housing units in most other major American cities, and recently emphasis has been placed in Federally assisted, local renewal programs on satisfying the relocation requirement for low-income groups by the construction of new units within such areas affected by these programs. However, it is not expected that such efforts could substantially increase the market supply of minority housing,

TABLE II

PROJECTED MINORITY HOUSING UNIT REQUIREMENTS
ORLEANS PARISH GROWTH AREAS AND SECTIONS
1975 - 1985

	1970 Inventory	Plus Housing Market Elements: Market Growth	Demolitions: Obsolescence	Demolitions: Public Programs	Net Market Requirement	Net Inventory Change	1975 Inventory	Plus Housing Market Elements: Market Growth	Demolitions: Obsolescence	Demolitions: Public Programs	Net Market Requirement	Net Inventory Change	1980 Inventory	Plus Housing Market Elements: Market Growth	Demolition: Obsolescence	Demolition: Public Programs	Net Market Requirement	Net Inventory Change	1985 Inventory
A. ORLEANS - CENTRAL	66,300	8,401	711	680	9,792	8,401	74,700	9,870	711	686	11,267	9,870	84,600	13,870	711	762	15,870	13,870	98,500
1. Lakeview	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
2. Gentilly	5,893	1,199	7	73	1,279	1,199	7,092	1,378	7	73	1,445	1,378	8,470	1,896	6	73	1,975	1,896	10,366
3. Broadmoor	9,469	958	95	37	1,090	958	10,427	1,211	95	112	1,407	1,211	11,638	1,693	95	127	1,915	1,693	13,331
4. Mid-City	13,079	1,646	156	167	1,969	1,646	14,725	2,054	156	109	2,300	2,054	16,779	2,858	156	125	3,139	2,858	19,637
5. Bywater	8,787	1,709	23	58	1,790	1,709	10,496	1,998	24	68	2,072	1,998	12,494	2,756	23	80	2,859	2,756	15,250
6. Carrollton	3,109	520	43	16	579	520	3,629	530	43	18	586	530	4,159	737	44	21	802	737	4,896
7. University	6,164	853	92	30	975	853	7,017	1,125	92	33	1,240	1,125	8,142	1,435	93	38	1,566	1,435	9,577
8. Lafayette	13,767	1,044	198	214	1,456	1,044	14,811	1,055	197	219	1,461	1,055	15,866	1,507	198	239	1,944	1,507	17,373
9. CBD	6,013	472	96	85	653	472	6,485	520	96	54	655	520	7,005	988	97	59	1,144	988	7,993
B. ORLEANS - EAST	9,800	2,119	25	21	2,165	2,119	12,000	2,615	25	203	2,854 *	2,615 *	14,600	3,491	24	57	3,572	3,491	18,100
10. Downtown	7,145	1,049	22	16	1,087	1,049	8,464	1,355	22	48	1,548	1,478	9,942	1,767	22	53	1,842	1,767	11,709
11. Edgelake	987	681	1	--	682	681	1,668	775	1	0	780	779	2,447	1,056	0	1	1,057	1,056	3,503
12. East Gentilly	1,392	378	1	3	382	378	1,770	472	1	1	500	498	2,268	650	2	3	655	650	2,918
16. New Orleans East	5	--	0	0	0	--	5	--	0	0	--	--	5	--	0	0	--	--	.5
18. Viavant	154	--	1	2	3	--	154	--	0	154	-- *	-154 *	0	--	0	0	--	--	0
19. Chef - Rigolets	74	11	1	0	12	11	85	14	0	0	14	26	111	18	0	0	18	18	129
C. ORLEANS - SOUTH	4,000	778	32	34	844	778	4,700	815	31	271	1,117	815	5,500	1,044	31	18	1,093	1,044	6,500
13. Algiers	3,278	633	30	34	697	633	3,911	750	29	271	1,050	750	4,661	952	29	18	999	952	5,613
14. Aurora	270	33	1	0	34	33	303	25	2	--	27	25	328	37	1	0	38	37	365
15. Elmwood	344	11	1	0	12	11	355	26	0	0	26	26	381	18	0	0	18	18	399
17. Lower Algiers	73	101	0	0	101	101	174	14	1	0	15	14	188	37	0	0	37	37	225
TOTAL ORLEANS PARISH	80,100	11,300	768	735	12,801	11,300	91,400	13,300	767	1,168	15,235	13,300	104,700	19,400	766	837	20,003	18,400	123,100

Note: Columns may not add to Area subtotals and Parish totals due to independent rounding.

* Units displaced due to the development of this Section to other land uses have been re-distributed to other Planning Sections in this Sector.

but rather, would more likely be expected to satisfy the relocation requirements generated by the clearance of existing minority units involved in public projects.

Fourth, new housing construction for the minority population, both in central portions of the City as well as in suburban growth areas, is the factor which would be expected to substantially increase the market supply of minority housing for upper-middle and upper income minority households. The growth in income levels represents the major factor generating a substantial level of construction in new suburban City sections oriented to the middle and upper income minority housing markets. However, the supply of housing for this group is directly dependent on the availability of reasonably-priced mortgage money, an uncertain element, as discussed in the following paragraphs.

Forecasts of market supply at the time of this report (1970) are severely clouded by events that are shaking the housing construction industry in current months.

As recently as 18-24 months ago (i. e., into 1968) the house construction industry had evidenced a period of unparalleled growth stemming from its rapid post-World War II buildup (to meet the high demand generated by the lack of construction during the War, and the post-War surge in family development). This growth and activity was fostered by: continuing,steady growth in demand; rising personal and family incomes; steady personal savings habits that fueled relatively stable interest rates and an ample flow of mortgage funds bolstered by favorable Federal FHA and VA funds levels and interest rates; and relatively stable lumber prices and only slowly spiraling wage levels for housing workers.

Projections of housing supply, based on these patterns could formerly be assumed to be assured and reliable for public policy programs.

However, in the last 18-24 months, this picture has changed dramatically as demand growth for new housing continues unbated and family and personal incomes are continuing to rise, but:

1. Governmental funding of low-interest housing has waned.

2. The "Prime Rate" has been pushed to levels virtually double those of 1965-1967.

3. Resulting Stock and Bond market gyrations as well as commercial bank rates for long-term funds have drained the savings and loan industry, one of the bulwarks of mortgage financing.

4. Insurance companies, banks, and private lending institutions have funneled their resources from support of the house construction industry to support of apartment developments, commercial loans, and the myriad other types of national needs for money (in the face of reduced supply) where high interest rates can be sought and achieved, and where "participation" by these institutions in the ownership of the rental real estate or other investments is common practice (thus "sweetening" the return from these new forms of investment to these traditional sources of funds for house construction).

5. Additionally, inflation and wage pressures are driving up the prices of building supplies and equipment as well as building trades wage levels at unprecedented rates.

6. Also, the result of the foregoing (plus increasing land values) has driven most builders out of the lower-middle income home market due to rising prices and the drying up of low-cost, government backed single-family mortgage funds. This has resulted in major governmental efforts to "break-through" the technological problems and the myriad limitations of fractionalized zoning and building codes, in an effort to turn out livable, lower-cost residential units that can be put in place and sold at moderate levels.

As such, the outlook for the future of the industry at this moment in time, is perhaps more uncertain than it has ever been in its history. Industry leaders are focusing on a number of major problem areas including the need for major technological advances to minimize traditional on-site construction techniques, and achieve major labor/material cost savings to preserve supply levels to middle-income owners and renters; the need to either revitalize the traditional sources of mortgage funds, or establish new methods of long-term debt funding, at levels which consumers can afford or legally accept below usury law limitations; the need to make major breakthroughs in new housing merchandising methods and costs; and the need to find totally new methods of low-cost dwelling construction acceptable to meet the continuing need for low-cost habitable dwellings.

There is considerable doubt in most industry circles that there will ever be a return to the 5% mortgage as a standard for industry activity in the single-family home market. Some claim that single-family construction is doomed to extinction, as costs make it ever more unavailable to all but the wealthy. Others look to the "mobile home" industry to provide the leadership to low-cost housing in the future, but recognize that reduced lot sizes and reduced individual amenities are the price that must be paid to keep total occupancy costs (dwelling plus lot) within reasonable levels.

It would, therefore, appear that without a strong governmental subsidy program (of interest rates, loan guarantees, etc.) the future "single-family" demand will not be met by single-family supply at virtually all levels of the market, and particularly, at the lower and the lower-middle price portions of the market. Rather, public policies must be geared (in the absence of major alterations in the present industry outlook) to ever-increasing levels of multi-family construction in future years (although perhaps tempered by "ownership status" through the use of cooperative or condominium methods).

In view of these circumstances, unless major breakthroughs are achieved (and few industry leaders expect any such major change) or unless major Federal funding efforts are adopted (also unlikely due to continuing international and other domestic program needs), the housing industry pattern of the past few

years--with its inability to meet growing demands--will continue and likely worsen.

Every effort must, therefore, be made to employ every method or program to the fullest in assisting the local house construction industry to meet the need for good quality, moderate, and low-priced housing in future years.

Similarly, every effort must be made to husband and conserve the existing housing resources of the community, as the most immediately available resource to meet the growing need for low and moderate-priced housing.

Without such programs, it can be assumed that the supply of new single-family, lower-cost housing will dry up and the only supply will be gradual downgrading of the existing housing inventory--a very inadequate source of supply as past years will attest. This will be particularly frustrating for the rising numbers of blacks in the community who will be enjoying increasing income levels, yet who will probably find traditional new housing being priced out of their pocketbooks.

This forecast of minority housing needs has provided the City with a realistic appraisal of its future needs in this marketplace, that must be met through acceptable future public and private housing policies to satisfy these growing needs for black (and white) lower-cost housing. These findings have been applied in the development of the recommendations for the "Affirmative Program" which are set forth subsequently in Chapter XIV, The Community Renewal Plan.

A SOCIAL PERSPECTIVE

ANALYSIS OF 1966 SURVEY

The CRP social survey in 1966 consisted of extensive interviews with a sample of more than 1,500 families in all parts of the City. Major conclusions and interpretations of these data were reported in Chapter VI, "Social Conditions and Influences". This section extends these findings to the specific concern of minority housing and racial discrimination.

Based upon this limited source of information the following conclusions have been drawn by the City's social consultant:

1. Negroes and the poor pay a greater proportion of their income for housing than do any other group in the City. The finding is supported not only by a general comparison between black and white residents, but also by comparing residents on the basis of income, occupation, and levels of education.

2. Negroes and the poor more frequently than other groups, live in overcrowded housing conditions. Again, support for the finding comes from a comparison between black and white residents, as well as from comparisons between residents on the basis of income, occupation, and education.

3. About one-third of the white residents and two-thirds of the Negro residents indicate they are "satisfied" or "very satisfied" with their present housing. There were no differences by income, occupation, or education in the levels of satisfaction that were expressed toward housing. Evidently, the standards that are employed by individuals to evaluate their housing differ from group to group. Hence, a person in the lowest income group can accept his housing as being "satisfactory" even through it would be inadequate according to the standards used by someone with a higher income. Similarly, a majority of black residents, apparently, are willing to accept housing that is overcrowded and relatively expensive for them.

4. Negroes and the poor, at the same time, more frequently than other groups can find little about their housing that they like. This finding does not contradict the preceding finding. In effect, the two findings taken together mean that Negroes and the poor residents accept their housing conditions with little thought that they deserve better.

5. The majority of respondents, regardless of race, income, occupation, or educational differences, prefers single housing to all other types.

6. Negroes are to be found predominately at or near the bottom of the Citywide distributions of income, occupation, and education, so that conclusions on housing about the poor are primarily also conslusions about black citizens.

ANALYSIS OF 1969 SURVEY

Because of the data limitations of the 1966 survey and a subsequent expansion in 1968 of the scope of the CRP study of minority housing, a special survey of 200 families was conducted to gather information specifically relevant to the subject of discrimination in housing. These interviews were conducted within the sample areas depicted on Plate 46 in conjunction with the paralleling economic studies of these same areas discussed previously in this Chapter.

The major findings by the consultant based upon these interviews, are as follows:

1. Most persons surveyed live in single-family dwelling units, but lower class, black residents more often than any other group live in three or four-family units.

2. Lower class residents have fewer rooms than other groups, and there is a tendency for lower class black persons to have the fewest rooms per family of all groups.

3. Lower class blacks occupy housing that is in the worst condition compared with other groups. However, those who live in integrated neighborhoods generally have better housing than black residents in segregated areas.

4. Black residents pay as much for their housing as do whites, but generally get less housing for their money. This finding is especially applicable to those with the lowest income who live in racially

segregated sections of the City. Hence, dollar for dollar, lower class black residents living in segregated housing are getting less for their money than lower class white residents living in segregated housing.

5. Lower class blacks, more than other groups, make complaints to their landlords and, generally, have to wait longer for repairs to be made. In view of the preceding findings about poor housing for black residents in the lower income class, it is not surprising to expect them to make more complaints than other groups.

6. White residents are more optimistic than Negroes about the freedom of blacks to rent or to buy housing anywhere in the City they desire. The one exception found was among white persons living in middle class, integrated areas. They, like most blacks, believed that such choices were limited.

7. White persons favor segregated housing much more than do black residents. For example, among white persons living in white neighborhoods, 54 preferred this kind of segregation and 13 preferred a racially mixed neighborhood. Among black persons living in black neighborhoods, six preferred this kind of segregation and 60 preferred a racially mixed neighborhood. Very similar proportions were found among white and black residents now living in mixed neighborhoods.

RESULTS OF REALTOR'S SURVEY

To determine prevailing attitudes concerning housing discrimination among persons who are continuously and economically involved in the housing market, an attempt was made to interview a sample of black and of white realtors. Interviews were conducted with 12 black real estate brokers and three black builders. Repeated efforts to interview a comparable sample of white realtors were unsuccessful. It was concluded, therefore, that white realtors generally, are unwilling to consider the problems of housing discrimination or to do anything about those problems.

The conclusions of the social consultant that follows are based only upon the responses given by black real estate brokers and builders.

1. Negroes who are poor, more frequently than whites who are poor, must live in housing that is inadequate, with inadequate plumbing and heating, and that is in need of repair and renovation.

2. Black persons are discriminated against in housing by various covert means used by realtors. Middle class Negroes who can afford it, are denied housing in sections that are racially segregated. Negroes are still barred from inspecting housing in some areas. Mortgage loans are more difficult for Negroes to obtain regardless of their social position or income.

3. Negroes are discriminated against in positions and organizations that are relevant to the housing market. The black realtors believed that Negroes were excluded from appointive supervisory boards and administrative positions. In this connection, the State Licensing Board for Contractors and the State Real Estate Board came in for sharp criticism. Local real estate brokers are separated into racially distinct organizations, although only half of the black real estate brokers believed that the two groups should merge.

4. Negroes are denied equal access to the housing market by lending agencies. The experience of the black real estate brokers has been that white banks are reluctant to make loans to Negro non-professionals. Also, the procedures followed by lending agencies is thought to screen out Negro applicants. Fear, threats, and excessive down payments have been employed to deny homes to Negroes in the past.

IX

SUMMARY OF BLIGHT

The "Summary of Blight" study is an extension and evaluation of the prior chapters on Existing Land Use, Population Characteristics, Environment, Property Conditions, Social Conditions and Influences, and Economic Conditions and Influences. These prior chapters reported factual information on existing conditions of the City for the various subjects. The Summary of Blight Chapter combines and utilizes this information to quantify the existence and type of blight within the City by Planning Units (See Map of Planning Units in Chapter XIII).

This evaluation of blight in the City is developed on a rank quartile basis (explained later in this Chapter) for each of the three major categories of blight, namely physical, social, and economic. The quartile ranking of these categories of blight on a limited area basis provides a general guide to the location, nature and extent of blight in the various neighborhoods of the City.

Within the general framework of reporting neighborhood conditions by means of the rank quartile system, subsequent CRP studies will refine these inputs for selecting specific "project areas", proposing appropriate types of treatment, and based upon relative priorities, developing a comprehensive, action-oriented renewal program.

SUMMARY OF PHYSICAL BLIGHT

Basic to the use of the rank quartile method of defining blight is the identification of factors that cause or contribute to neighborhood deterioration and decay, and also the grouping of these factors into the appropriate blight category, i.e., physical, social, or economic. For the category of physical blight, this was accomplished by screening the results of prior studies of housing, community facilities, environmental features and aesthetics in order to select a combination of factors which, taken collectively, portray physical neighborhood conditions with a reasonable and acceptable degree of accuracy.

A total of eleven indices of physical blight were chosen, relative weights among each were established, and a penalty point system was devised to permit a single index of physical blight to be obtained for each Planning Unit by summarizing the total penalties under each of the individual indices. A similar procedure was developed for applying the mathematical rank quartile system to the categories of social and economic blight. These physical blight indices and the penalty point ranges assigned to each are shown in Table 1. No attempt has been made in this summary chapter to introduce the reasoning or justification for the selection of these factors or their relative weights due to the multiplicity of considerations. Such a description is available, however, in the preliminary CRP Report entitled "Summary of Blight", dated May, 1968.

Of the total 202 planning units throughout the City, 155 units were included in the summary of physical blight and ranked, while the remaining 47 units were excluded because of insufficient existing development, or because land uses in these areas are predominantly public or semi-public, or otherwise not applicable to this particular analysis.

The ranks and quartiles were determined by first listing all planning units according to the total penalty points, from the lowest, or best, to the highest, or worst.

Based upon total penalties, each planning unit was then assigned a number or rank. Having arrayed the planning units in rank order of penalty points, the four quartiles were established by dividing the actual (not the maximum) penalty point range into four equal parts.

The distribution of planning units among the four quartiles is as follows:

Quartile	Penalty Point Range	Number of Planning Units
First	15-175	25
Second	176-337	48
Third	338-499	43
Fourth	500-660	39

TABLE I

PHYSICAL BLIGHT INDICES AND RELATIVE WEIGHTS BASED UPON PENALTY POINT RANGES

Index	Penalty Points
1. Residential Structural Conditions 1965 Land Use Survey	0-200
2. Nonresidential Structural Conditions 1965 Land Use Survey	0-100
3. Condition of Housing 1960 Census of Housing	0-100
4. Street Conditions	0-100
5. Off-Street Parking	0- 50
6. Area Per Dwelling Unit	0- 50
7. Overcrowding 1.01 or more persons per room	0- 50
8. Schools	0- 25
A. Site B. Structure	
9. General Appearance Factors	0- 25
10. Recreational Deficits	0- 25
11. Nonconforming Uses	0- 25
TOTAL	0-750

The grouping of planning units into quartiles is basically a mechanical process. The procedure is governed by relatively fixed, mathematical rules, and does not specifically involve any attempt to "grade" the planning units except in a very general way. For example, one may conclude that physical conditions are best in those planning units in the first quartile, and worst in those in the fourth quartile; however, this process does not permit measurements in more absolute terms of good, fair, marginal or poor. This is the result of a decision made at the outset of the study that a relative ranking of the planning units would suffice to indicate the overall location and extent of blight, and would provide an adequate basis for a general comparison of conditions in a given unit with those in others. It was felt that any attempt to further "rate" the planning units would introduce yet another value judgment that necessarily would be somewhat arbitrary.

The results of this study process are illustrated on Plate 47. None of the planning units north of Florida Avenue, either east or west of the Industrial Canal, are in the fourth or worst quartile and only one area, which is one of the older subdivisions along Chef Menteur Highway, falls into the third quartile.

South of Florida Avenue, on the east bank of the River, numerous planning units fall into the third and fourth quartiles indicating a fairly high, overall incidence of physical blight in these areas. Of the total 104 ranked units south of Florida Avenue, seventy-four (71%) are in either the third or fourth quartile. Of these latter areas, thirty-eight units (51%) are in the fourth or worst, quartile. Stated differently, roughly 90 percent (74 of the total 82 units) of all planning units throughout the City that are in the third and fourth quartiles are located in the area bounded by Florida Avenue, the Mississippi River, and the Jefferson and St. Bernard Parish Lines. Although third and fourth quartile units are fairly widespread throughout this area, the more severe concentrations are found in and around the CBD.

SUMMARY OF PHYSICAL BLIGHT

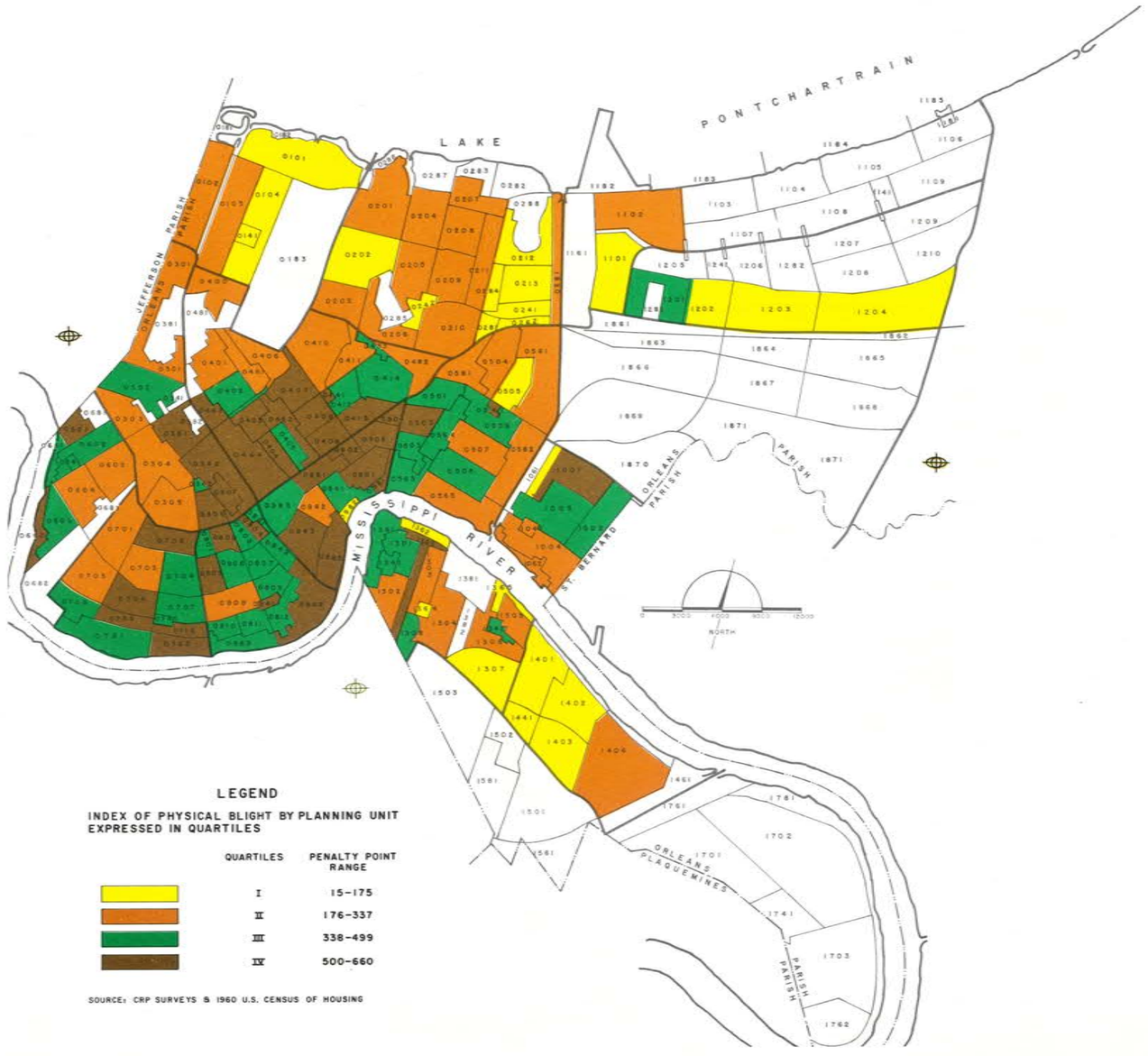


PLATE 47

The locations of the better, less blighted areas south of Florida Avenue, generally are concentrated in the vicinity of the two major parks (City Park and Audubon Park) and in those parts of the Broadmoor Section north of the Airline Highway, and south of Earhart Boulevard in the vicinity of Fontainbleau Drive. Other areas evidencing a relatively low incidence of physical blight include the Garden District, the CBD Core, and several planning units (industrial and residential) east of Almonaster Avenue in the vicinity of the Mississippi River and the Industrial Canal.

On the west bank of the River, the majority of the ranked planning units fall into either the first or second quartiles.

SUMMARY OF SOCIAL BLIGHT

Blight is not measured solely in terms of physical deterioration or decay. The term "blight", by definition, implies all facets of the urban environment, and thus must include social and economic as well as physical considerations.

It is generally recognized that powerful though often subtle blighting influences result from oppressive social forces which either gradually through the years, or more abruptly, have developed in a particular area and now tend to dominate the neighborhood. These forces, though less tangible than physical blighting influences and more difficult to quantify, nevertheless often have a direct and significant impact on the location, character and extent of what is commonly referred to as blight.

Through the use of certain, totally objective criteria, overall social conditions have been determined within the various planning units. By ranking all units according to the extent of incidence that each contained for each of nine indicators of social blight and then obtaining the median rank of all the indicators of blight for each unit, it was possible to obtain for each planning unit a single impression or index of social blight. The selected indices of social blight are as follows: Old Age Assistance, Other Welfare, Adult Crime, Juvenile Delinquency, Venereal Disease, Infant Mortality, Illegitimacy, School Drop-outs and Tuberculosis.

The mechanical process used for ranking planning units and placing these units into quartiles of social blight is essentially the duplicate of the process previously explained for the study of physical blight. Plate 48 illustrates the results of this procedure for social blight. No interpretation of this Map is offered as to whether areas are socially blighted or not since the indicators of social blight must be considered in conjunction with other characteristics of the population and the areas of the City in which they reside. Nevertheless, this map does serve the purpose of conveying a single impression of how well or how poorly any given section of the City fares according to the social indices of blight established.

SUMMARY OF SOCIAL BLIGHT

PLATE 48

SUMMARY OF ECONOMIC BLIGHT

The purpose of this section is to identify and establish a blight index based on economic considerations, appropriate for the CRP, in order to facilitate the determination of relative degrees of economic blight among the planning units of the City as an input to the assignment of priorities for renewal treatment.

Economic blight may be defined as an influence(s) that impairs investment, depreciates values, retards normal growth, stimulates deterioration and discourages individual owners from upgrading or maintaining their properties. In order to determine the presence and degree of economic blight on a planning unit basis, several objective criteria were used as follows:

1. A lack of building construction or renovation, as demonstrated by a lack of issued permits for such activities, in each area where other evidences of blight exist.

2. A declining population level (measured from the census years of 1950-1960), unaccompanied by a corresponding decline in housing units, if coupled with other indications of blight.

3. Substantial levels of vacant land, or vacant building space, in areas where other evidences of blight are also present.

Penalty points have been assigned to each planning unit on the basis of the application of the above economic criteria. It is emphasized at this point that economic blight indices as used in this report are useful and valid only in the presence of other blighting factors, due to the "reinforcing" character of the economic blight considerations in the presence of physical blight. Hence, the summary of physical blight discussed earlier in this Chapter has been examined and used to adjust the economic penalty point score as follows:

1. Planning Units ranked in the first (best)

quartile of physical blight received no penalty points, regardless of their raw penalty point score on the basis of economic blight considerations.

2. Planning Units ranked in the second quartile of physical blight received the actual penalty point score assigned for economic considerations.

3. Planning Units ranked in the third quartile of physical blight received adjusted economic penalty points at twice the level of their raw economic score.

4. Planning Units ranked in the fourth (worst) quartile of physical blight received adjusted economic penalty points at triple the level of their raw economic score.

The adjusted economic scores formed the basis for ranking units and assigning them to quartiles in accordance with similar methods used in the physical and social blight summaries. The quartile ranking of Planning Units as a result of this process is illustrated on Plate 49. The resulting pattern tends to reinforce the pattern of blight exposed through the physical and social blight summaries.

SUMMARY OF ECONOMIC BLIGHT

LEGEND

INDEX OF ECONOMIC BLIGHT BY PLANNING UNIT EXPRESSED IN QUARTILES.

	QUARTILES	PENALTY POINT RANGE
	I	1-40
	II	41-77
	III	78-116
	IV	117-155

SOURCE: LARRY SMITH & COMPANY, ECONOMIC CONSULTANTS

PLATE 49

CORRELATION OF BLIGHT INDICES

There exists among those planning units which were ranked according to all three factors, a fairly high degree of agreement as to quartile. Of the units which were rated for all three factors, roughly 30% are in full accord regarding the three respective quartiles in which they fall. Conversely, only 7% of the units reflect no agreement as to quartile among the three factors on which the units were ranked. However, in the majority of cases (63%), there is quartile agreement among two of the three factors.

In order to obtain, for a given planning unit, agreement as to quartile among the three rating factors, the units must be homogenous to the extent that physical, social, and economic conditions are uniformly good, fair, marginal or poor. If, for any reason, this requirement is not met, the unit will reflect only partial agreement or at the other extreme no agreement. The fact that 93% of all units in the City are either in full or partial agreement among the three quartile rankings suggests that there is a close relationship among the various types of blight in New Orleans, i.e., when blight exists in a neighborhood there is likely to be physical, social, and economic blight.

Regarding those planning units in the category of which physical, social, and economic factors are only in partial agreement as to quartile, it is difficult, if not impossible, to cite an example that could be considered typical. Numerous reasons underlie such a condition and these reasons would tend to differ from unit to unit. Also, such a condition may be expected to predominate as few urban centers are composed of neat, typical neighborhoods. By its very nature, an urban center generates and encourages diversity.

X

POPULATION PROJECTIONS

Many factors exert an influence upon the population growth in urban areas. Some of these are national or regional in scope and are not affected by the influence of the local urban area. Included in this category are major wars and economic depressions. Some are of state and regional extent and again a local urban community exerts little control over these influences. Among the more important of these is political policies which would affect industrial and urban development within the state or region.

Several factors which affect population growth are entirely local in character however, and the local governments and citizens have considerable control over these factors. Among the more important are the character and appearance of the city; the standard of improvements and government services; existing tax rates; availability and character of housing; the potential for new development; and the extent of efforts to provide additional means of gainful employment.

Estimates of future local growth contained in this chapter are based upon the assumption that there will be no major changes which would adversely affect or retard national, state, or local growth. Further, while other phases of the Community Renewal Program have indicated many local problems and inadequacies there is no evidence that these cannot be gradually overcome and corrected. The population projections of this chapter are for the twenty year planning period of 1965 to 1985.

STATE AND NATIONAL POPULATION GROWTH

It is widely accepted that the population of the United States will continue to grow at a rapid rate and several competent authorities have predicted a national population of 330 million by the turn of the century. One forecast by the Bureau of Census indicated a 1980 United States population of 260,000,000. By interpolating this and other reliable estimates, an estimated 1985 United States population of 282 million was derived. It is also expected that Louisiana will continue to gain population as the anticipated 1985 State population is 5,088,000 which represents an increase of 1,240,000 over the projected 1970 State population figure.

EMPLOYMENT PROJECTIONS

The extensive analysis of the economy of the New Orleans Metropolitan Area and Orleans Parish has resulted in a projection of employment as illustrated in Table I. This Table indicates an overall employment growth for the New Orleans S.M.S.A. (includes Orleans, Jefferson, St. Bernard and St. Tammany Parish) to a level of 512,000 by 1985 as opposed to the 1965 estimate of about 385,000. This increase of about 127,000 employees is projected largely on the basis of anticipated employment increases in the services and miscellaneous, finance, insurance and real estate and government categories of employment. Most other employment categories are projected to remain rather stable or to increase or decrease very slightly. If past trends in other categories continue as forecast, it would appear that these three principal employment categories must be looked to as the basis for the expansion of jobs, and hence people, in the local area. Of major importance is the fact that these projections indicate a decreasing proportion of employees in Orleans Parish from about three-fourths of the overall metropolitan area employment in 1965 to about two-thirds of the total by 1985.

ESTIMATES OF FUTURE ORLEANS PARISH POPULATION

The past trends of population growth are often useful indices for forecasting future population. These include trends in natural increase (excess of births over deaths); trends in migration to and from the area; amount and percent of population increase during past decades; and trends in the percentage that the local population has represented of the National, State and Metropolitan population during past decades. Judgements must be made, however, as to whether or not these trends will change. The following is a summary of the numerous population projections and methods used in this CRP. For the purpose of these individual descriptions only the 1985 projection is given whereas for each method of projection figures for 1970, 1975, 1980, and 1985 were provided as shown in the "Summary of Estimates".

NATURAL INCREASE AND MIGRATION

Between 1940 and 1965 there was a total excess of births over deaths in Orleans Parish of 205,855, or an average increase of 82,342 persons per decade. During the same 25 years there was a net population loss of 30,618 persons through migration, caused by persons moving from the city. However, there was a reversal of this trend between 1960 and 1965 resulting in a net population gain through migration of over 2,900 persons during this five year period.

It is likely that some decrease may be experienced in the birth rate during the next 20 years if present national trends continue, but with a larger population base the total number of births will likely increase. The death rate will also likely increase, but probably at a slower pace than the birth rate. A natural increase of births over deaths of 90,000 per decade has been estimated for the future.

Because of the in-migration that has occurred within Orleans Parish since 1960 and the previously discussed factors favoring New Orleans to attract new growth, it is estimated that net in-migration will be 7,500 persons during future decades. This would result in a growth of 15,000 by 1985, which with the 180,000 increase resulting from the excess of births over deaths would result in a 1985 population of 865.000.

NUMERICAL INCREASE

There has been a numerical increase in the Orleans Parish population of 175,200 in the 25 years since 1940. This represents an annual increase of

TABLE I

SUMMARY-EMPLOYMENT PROJECTIONS NEW ORLEANS S. M. S. A. AND ORLEANS PARISH 1960-1985 (ROUNDED)

Employment Group	Actual 1960	Actual 1965	1970	1975	1980	1985
New Orleans S. M. S. A.						
Mining	7,900	12,200	13,800	15,300	16,700	18,000
Contract Construction	17,900	27,200	27,600	29,400	32,700	35,000
Manufacturing						
Durable Goods	18,430	33,610	37,000	40,250	45,200	49,900
Non-Durable Goods	27,100	24,900	25,090	26,300	27,400	29,100
Transp. Comm., Pub. Util.	43,400	43,700	43,000	43,000	43,000	43,000
Trade						
Retail Trade	49,400	54,100	58,600	62,900	68,000	73,000
Wholesale Trade	25,500	26,800	30,000	34,500	39,000	42,000
Finance, Ins., Real Estate	18,000	19,600	23,500	27,500	31,500	35,000
Services & Miscellaneous	44,700	55,700	60,000	66,000	71,500	75,000
Government	38,500	44,300	49,000	54,000	59,500	65,000
Agriculture	1,000	1,000	1,000	1,000	1,000	1,000
Other Non-Agricultural Employment	41,100	41,800	42,500	43,600	44,800	46,000
Total	332,930	384,910	411,090	443,750	480,300	512,000
Orleans Parish						
Mining	6,060	7,200	8,000	8,800	9,600	10,000
Contract Construction	11,300	15,500	17,200	18,200	19,200	20,000
Manufacturing						
Durable Goods	9,710	20,740	21,670	22,990	24,550	26,000
Non-Durable Goods	20,320	18,220	18,530	18,785	19,350	20,000
Transp., Comm., Pub. Util.	40,450	38,700	36,500	36,000	35,500	35,000
Trade						
Retail Trade	37,200	37,800	38,100	38,500	38,800	39,000
Wholesale Trade	22,900	23,000	24,450	26,200	27,100	28,000
Finance, Ins., Real Estate	17,150	18,150	20,500	23,200	25,800	27,000
Service & Miscellaneous	29,800	49,000	51,500	54,500	58,000	60,000
Government	27,800	31,400	34,000	36,500	39,250	42,000
Agriculture	--	--	--	--	--	--
Other Non-Agricultural Employment	34,900	35,600	36,100	37,100	38,100	39,000
Total	267,590	295,310	306,550	320,775	335,250	346,000

about 7,000 persons or 70,000 per decade. Between 1960 and 1965 the increase was 42,125 or an average of 8,425 annually. In view of the growth potentials discussed earlier, it is reasonable to assume a future average annual increase of 10,000. This would result in an increase of 200,000 by 1985, or a total population of 870,000.

PROPORTION OF NATIONAL GROWTH

The percentage that the local population represented of the total United States population gradually increased each decade until 1950, and between 1950 and 1960 it decreased from 0.379 to 0.350. This was the period during which growth was much more rapid in other portions of the metropolitan area than in Orleans Parish. It is expected that the percentage that the local population represents of the population in the entire nation will continue to decrease in the future, but not as rapidly as between 1950 and 1960. Using the above assumptions would result in an Orleans Parish population of 922,000 by 1985.

PROPORTION OF STATE GROWTH

Prior to 1950, the Orleans Parish population represented about 21 percent of the total population within Louisiana, but decreased to 19.3 percent in the last decade. There may be a future continuation of this decrease, but it should be minor because of the current tendency for population to concentrate in the larger urban areas. Based upon the U. S. Census series 1-B projection of state population, which is the population forecast accepted by the Louisiana Department of Public Works, and an assumed continuing minor decrease in the percentage that the Orleans Parish population represents of the State total to 18.3% by 1985, a projection of 931,000 persons in Orleans Parish has been made.

PROPORTION OF METROPOLITAN GROWTH

The New Orleans metropolitan area of Orleans, Jefferson, St. Bernard and St. Tammany Parishes have enjoyed a substantial population growth since 1940 - from 575,900 to an estimated 1,040,000 in 1965. The 1985 population of the New Orleans SMSA has been projected at 1,575,000 persons. This projection is derived by applying a forecasted unemployment rate of 5.5% and a forecasted Labor force participation rate of 34.5% to the projected total of 512,000 employees in the metropolitan area by 1985 as shown on Table I.

The proportion of metropolitan growth attracted by Orleans Parish has been decreasing from over 75% in 1920 to about 30% in 1960. Prior to the slow growth era of the 1950's, however, this share represented well over 50 percent. Because of the reasons outlined previously, it is doubtful if the decreased share of metropolitan population growth by Orleans Parish during the 1950's and early 1960's is representative of the growth potential of New Orleans. Assuming that the City of New Orleans would attract a greater proportion of metropolitan growth in the future to a level of 55% by 1985 has resulted in a projection of 945,000 persons in Orleans Parish by 1985.

SUMMARY OF ESTIMATES

The five sets of population projections shown below and discussed previously have a 1985 range of 80,000 persons, from a low estimate of 865,000 to a high of 945,000.

The difference of these projections is due primarily to differing assumptions of New Orleans population growth trends and potentials. The low projections place more emphasis on the slow growth rate between 1950 and 1960 while the high projections place more significance on the increasing growth rate since 1960 and the vast growth potentials of New Orleans. It is entirely feasible for New Orleans to attain the high projection of 945,000 persons by 1985. Whether or not it does will depend upon sound and aggressive governmental and civic leadership, and upon aggressive development and promotion of the extensive vacant areas of Orleans Parish.

POPULATION PROJECTIONS

Method of Projection	1970	1975	1980	1985
Natural Increase and Migration	718,700	767,500	816,200	865,000
Numerical Increase	720,000	770,000	820,000	870,000
Proportion of National Growth	730,000	797,000	853,000	922,000
Proportion of State Growth	720,000	780,000	853,000	931, 000
Proportion of Metropolitan Growth	719,000	781,000	863,000	945,000

Following an evaluation of the above projections a sixth population projection was made, based primarily upon an analysis and projection of the growth potentials of the sub-areas of the City. This projection of 880,000 people in Orleans Parish by 1985 is generally central to the range of projections produced by the foregoing methods and was made jointly by the Planning Commission and its consultants for the Community Renewal Program. This final accepted population projection for New Orleans is shown on Table II.

LOCATION OF FUTURE POPULATION

The distribution of the estimated 1985 New Orleans population (880,000) will depend upon several factors. Of major importance are (1) the competition between outlying vacant areas, (2) the extent and timing of improving or redeveloping the older sections of the City, and (3) the extent to which the existing, stable, residential sections will be preserved or rehabilitated.

Previous comments have indicated the excellent possibilities of developing local vacant areas. The extent to which each of these areas becomes developed depends to some degree upon the ability of developers to provide new housing to meet the metropolitan housing demand both in terms of time and price. There is no practicable way to accurately forecast this potential development.

Another important factor is the extent to which redevelopment will occur in the older blighted sections of the City. Redevelopment of the older and blighted residential sections is recommended by this CRP, but at this time there is no assurance as to when this will be accomplished. Consequently, the forecasts of Table II are based in part upon subjective judgements, yet believed sound because of the following considerations:

(1) New residential development can and should occur in the outlying areas of the City at a more rapid rate than it has been in the past 15 years.

(2) The older and seriously blighted districts should be renewed in accordance with the recommendations of the CRP.

(3) Future net residential densities are expected to increase slightly due to population pressures of a growing metropolitan area. The average net density of each planning section is expected to maintain a pattern similar to the present; namely, that of highest densities in the central area with decreasing densities as distance from the center increases.

(4) The older residential areas around the Central Business District should continue to be replaced by higher intensity uses, including high density apart-

ment buildings. This will cause a substantial increase of net residential density in the Central Business District and adjacent planning sections.

(5) The older but stable residential sections should continue as desirable residential sections, but a slight increase in density and development of existing vacant land will result in a gradual increase of population.

(6) Growth of the outlying sections will occur predominantly in a uniform pattern out from existing developed areas except for pockets of unique development types such as Venetian Isles.

(7) Finally, the sections which are predominantly undeveloped at present will absorb the greatest share of the new growth.

POPULATION CAPACITY ESTIMATES

In order to determine the future population potential of each Planning Section, the projected population density figures were applied to potential residential land as shown on Table II. The estimate of future population densities assumes a slight increase in residential densities and a continuation of the uniform density pattern which exists at present, but at a larger scale to encompass the entire city. Potential residential acreage includes all land proposed for residential use on the Land Use Plan less the area normally used for streets and facilities. The product of future residential acreage and densities is the estimated capacities as shown on Table II.

The population capacity is the population that each Planning Section would acquire, assuming the entire city would become developed to the assigned densities. The 1985 population projection for New Orleans represents only 56% of the total capacity. The extent to which each section is expected to achieve its capacity population is also shown on Table II.

DISTRIBUTION OF FUTURE POPULATION

Plate 50 graphically illustrates the projected 1985 distribution of dwelling units for each Planning Section.

Both economic and planning evaluations of the past building and population growth rates were made in estimating future planning section population. The resulting population figures were then compared to the capacity population of each section. It was assumed that the older planning sections should develop

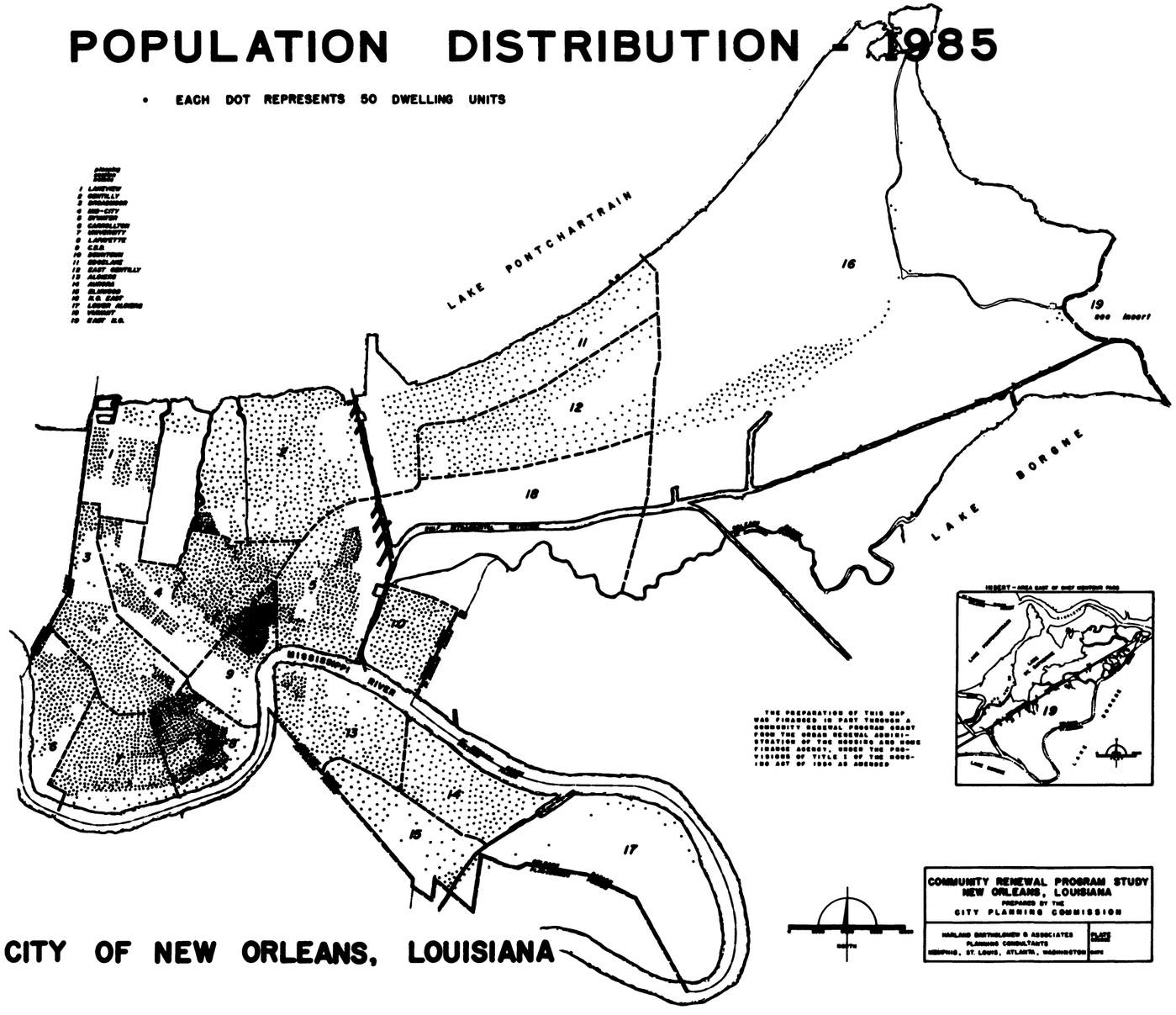


PLATE 50

to between 90% - 100% of their assigned potential, depending upon the character of the section, its past growth rate, and the extent to which the density is expected to increase. The sections which are predominantly developed to date were projected first and the remaining population growth was then distributed to the undeveloped sections.

If the City of New Orleans achieves a greater 1985 population than 880,000, the possibility of which was discussed previously, the added population pressure would probably cause all sections to increase, however, the outlying sections would likely attract the most growth. The distribution would most likely be as follows: Orleans Central, 15 percent; Orleans East, 50 percent; and Orleans South, 35 percent.

TABLE II

Estimated 1985 Population by Planning Section

Section	1960 Population (Census)	1965 Population (Land Use Survey)	Potential Residential Acreage[a]	1965 Density[b]	Estimated Future Density[b]	Estimated Population Capacity (Rounded)[c]	Estimated 1985 Population	1985 % of Capacity
1-Lakeview*	21,197	23,650	1,060	24	30	32,000	31,000	97
2-Gentilly*	70,677	80,300	2,430	35	40	97,000	92,000	95
3-Broadmoor	57,790	60,300	1,090	57	60	65,500	65,000	99
4-Mid-City	106,112	104,350	1,600	67	70	112,000	105,000	91
5-Bywater	71,185	64,200	1,100	62	70	77,000	74,000	95
6-Carrollton	32,402	30,000	640	48	50	32,000	31,000	97
7-University	62,631	67,750	1,160	59	70	81,000	72,000	89
8-Lafayette	74,932	81,650	800	105	110	88,000	85,000	97
9-C B D	39,302	38,350	(d)	(d)	(d)	50,000[d]	50,000[d]	--
10-Downtown	33,002	39,050	750	58	60	45,000	41,000	91
11-Edgelake	7,211	10,400	2,280	26	30	68,500	41,000	60
11-c East Lakefront[e]	0	0	1,470	--	20	29,500	16,000	54
12-East Gentilly	13,193	19,600	2,250	30	35	79,000	47,500	60
13-Algiers	25,487	31,200	980	45	50	49,000	42,000	86
14-Aurora	8,215	13,400	1,400	21	30	42,000	31,000	74
15-Elmwood	828	550	940	18	30	28,000	14,000	50
16-New Orleans East	3,361[f]	1,850	18,000	44	20	360,000	36,000	10
17-Lower Algiers		450	1,980	4	25	49,500	3,000	6
18-Viavant		1,150	--	--	--	--	--	--
19-Chef-Rigolets		1,450	8,750	5	20	175,000	3,500	2
Totals	627,525	669,650	48,680			1,560,000	880,000	56

Footnotes:

(a) Present residentially developed land plus estimated potential land available for residential development after provisions of streets and facilities.
(b) Persons per Net Residential Acre.
(c) Potential acreage times probable future density.
(d) Estimating acreage and density potential for the Central Business District is infeasible because of unique circumstances. There is relatively little land zoned for residential use; however, the land will be made available as the market dictates and in the Central Business District zone there is a permissible density of over 500 persons per net acre. For the purpose of this table, therefore, Larry Smith and Company's 1985 estimate of 50,000 has been used.
(e) Proposed Reclamation Area.
(f) 1960 Census figures give a single population total for Planning Sections 16, 17, 18, and 19.

Note: The projections for Lakeview and Gentilly assume increasing pressure for development in these highly desirable areas. If competition with the more outlying areas develops at a faster rate than anticipated, these sections may not achieve this degree of development by 1985.

XI

COMMUNITY GOALS AND STANDARDS

COMMUNITY GOALS

A program for community improvements can be considered a success if it ameliorates conditions which are commonly perceived to be detrimental to the community. Efforts toward renewal are wasted if they are directed toward a number of unrelated projects or projects which by-pass major community problems. It is, therefore, in the best interest of the community that a concise statement of goals be set forth in order to evaluate any proposal for improvement. The community can be served most effectively if consideration of community goals involves all of the divergent interests of the community, while subordinating individual concerns to the common needs of the entire population. Such an intensive endeavor was not possible during the New Orleans Community Renewal Program Study because of the restrictive scope and limited finances of the Community Renewal Program.

This cursory study of community goals has resulted in a listing of those goals which are evident in existing community reports and documents. A suggested grouping of these goals is shown in Table I of this chapter. Table I lists ideals toward which community efforts should be directed, but these ideals are merely suggestions based upon the frequency with which such goals are mentioned in selected publications and the amount of money the community appears willing to spend in pursuit of them.

General Welfare and Development was placed at the head of the list because it deals primarily with the most basic human values. The promotion of the health, safety, and general welfare of the people is the prime goal of any free society. Economy and Commerce was placed in the subordinate role because the goals contained in that category are actually means whereby the general welfare can be improved. Aesthetic Value was listed last because while it adds meaning to the first two categories, it is itself dependent upon the other two. Briefly stated, promotion of the general welfare is the primary goal, economics is the principle means available to attain that goal, and aesthetic considerations add meaning and value to the other goals.

Although there is little disagreement with the general validity of the goals in Table I, it is to be remembered that this abbreviated study is intended mainly as a collection of the data for CRP purposes, rather than a proposal for Citywide goals adoption.

Currently in progress are two area goals programs; the Regional Planning Commission is pursuing metropolitan area goals research and there is in addition, a state goals program. The City could profit most if its goals are complementary to those resulting from the metropolitan and state studies. To maximize local accomplishments, a program of neighborhood goals should be instituted prior to the execution of any public action in the subject neighborhood. In this way, the specific desires of residents in a renewal area could be achieved, against the background of the desires of the community at large. The work of the various citizen groups in the City's improvement areas will be important in the establishment of a neighborhood goals program.

There are two major efforts underway in New Orleans which are furthering goal development, refinement and updating on both the community and neighborhood levels. One approach is the Model Cities Program which fosters citizen groups in the various neighborhoods which have developed and initiated neighborhood goals studies. In addition, the Model Cities Program funds necessary staff to support the citizen's activities and seeks out programs to implement the goals. The other source is the Regional Planning Commission's Forum which includes active citizen participation in metropolitan planning. The City Planning Commission's public hearing procedures are another method by which citizen expression can be channelled into the developing and maintaining of a set of goals.

TABLE I

GENERAL WELFARE AND DEVELOPMENT

GENERAL WELFARE

Promote the health, safety, convenience, and general welfare of the people, and provide the community services and facilities necessary to guard the community against natural and manmade disasters, disease, lawlessness, juvenile delinquency, and fire; Eliminate urban blight in New Orleans through the use of comprehensive studies and enforcement of modern codes as the basis for community improvements in blighted areas; Encourage the most appropriate use of the land to promote an efficient and well balanced pattern of community development to conserve property values; Promote and encourage citizen participation in civic affairs.

HOUSING

Achieve adequate housing for all people in New Orleans; Relocate all persons displaced by various types of governmental action adequately and efficiently.

EDUCATION

Achieve better, more comprehensive educational opportunities for all; Achieve quality of teaching; Achieve equality of education for all; Provide modern, efficient school plants on adequate school sites, located according to a comprehensive school plan.

RECREATION AND CULTURAL FACILITIES

Develop and maintain a total recreational program based upon a comprehensive recreation study, which program will include:

a. An adequate system of major parks, scenic drives, and other open spaces;
b. Adequate neighborhood recreation facilities;
c. Planned, year-around recreation activities;

Emphasize and develop natural recreational features of the area; Improve and expand cultural activities and facilities in New Orleans.

ECONOMY AND COMMERCE

GENERAL ECONOMIC DEVELOPMENT

Achieve and maintain a healthy, balanced economy based upon a just and reasonable tax base and sound financial planning and fiscal policies; Maintain and improve the Port of New Orleans by:

a. Emphasizing and supporting international trade;
b. Encouraging port activity which involves the movement of passengers and of high-value, low-volume goods, as well as bulk commodities;
c. Providing adequate, modern, efficient port facilities;
d. Developing the Tidewater Ship Channel and the Industrial Canal into prime attraction for waterway-oriented industries;

Create and maintain in New Orleans a climate favorable to industrial development.

CENTRAL BUSINESS DISTRICT

Revitalize the CBD--physically, functionally, and economically--and maintain it as the major commercial core; Encourage only acceptable core area functions in the CBD arranged so as to achieve balance, compactness and compatibility; Achieve excellence of service and appearance in the CBD.

TOURISM AND CONVENTIONS

Maintain and improve the unique character of New Orleans as a tourist attraction, particularly the strong potential of the Vieux Carre' to attract tourists and conventions; Strengthen the functional relationship of the Vieux Carre' to the CBD.

TRANSPORTATION

Improve vehicular and pedestrian circulation throughout New Orleans, including adequate provisions for parking, truck service facilities, safe,pleasant, convenient pedestrian movements, and the separation of rail and vehicular traffic; Develop and maintain modern, adequate air and rail terminals to meet present and future needs of the City; Develop and maintain a modern, efficient and economical public transit system.

AESTHETIC VALUES

Encourage and promote aesthetic considerations in all aspects of urban design and environment, both in the public and private sector, including, for example:

a. Various urban design standards, such as subdivision layout and street design; street furnishings; design and control of signs and overhead wires; landscaping of public and private property, etc., all of which create a more wholesome, pleasant, livable urban environment;
b. An appreciation of the arts, music, learning, etc., and all other activities which tend to make man's life a richer, fuller experience, and add dignity and meaning to his existence;
c. An awareness of the beauty that can be the City, and a determination to eliminate from the urban scene all that is ugly and disorderly, such as, litter and abandoned cars in the streets; open, unsightly storage yards; commercial sprawl along the highways and boulevards, etc.;

Preserve the character and uniqueness of the Vieux Carre'; Identify and protect other areas or structures of historic and architectural values worthy of preservation.

COMMUNITY STANDARDS

Community standards are essentially specifications, which are to some degree, reflective of community goals. The adopted ordinances, procedures, and policies are used, generally speaking, to regulate public activities. These are, in effect, guidelines for the attainment of the goals of the community. While community standards cannot in themselves provide for all the needs of the community, they do establish basic minimum requirements for public services and facilities. The intent of this chapter is to point out sources and general types of standards as they exist. A comprehensive approach to the analyses of community standards was beyond the scope and finances of the CRP. It is suggested, however, that the City should further the development and refinement of community goals and community standards in the near future for overall direction of all improvement activities.

The value of such a study will be dependent on the degree of citizen involvement. If there is adequate citizen participation, a good measure of the community goals will be reflected in the community standards.

There are many major sources of community standards. Some of those having the greatest impact on the individual citizen are: the Comprehensive Plan, the Zoning Ordinance, and the Housing Code.

THE COMPREHENSIVE PLAN

The Comprehensive Plan consists of many elements which have established standards. The Land Use Plan, the Transportation Plan, and the Public Facilities Plan are three elements having a direct effect upon the population. The standards comprising these three elements can reflect most clearly the community goals expressed by the citizenry. The Land Use Plan sets forth the amounts of land needed for each major land use category; i. e., residential, commercial, industrial, public, and semi-public, together with the optimum locations and positions of these uses. The Transportation Plan includes the Major Street and Highway Plan, while the Public Facilities Plan covers school, park, recreation, library, health center, and other municipal facility plans. The more citizen participation involved in the make-up of the Comprehensive Plan, the more nearly the three plan elements above and the other elements will reflect the goals espoused by the community.

THE ZONING ORDINANCE

The second major source of standards is the Comprehensive Zoning Ordinance. A new Zoning Ordinance will go into effect in August, 1970. This Zoning Ordinance was completed after extensive review by a Citizen's Advisory Committee and more than 20 public hearings. Zoning standards include the use of height, area, parking, and loading standards, as well as certain performance standards to insure minimum problems from nuisance commonly associated with industry. The thrust and intent of zoning regulations is to allow the maximum air, light, and open space in the community. New standards for controlling density by means of floor area ratios and building set-backs, parking and loading, signs, and other provisions for improving the efficiency of its administration and amenities of life also appear in the Zoning Ordinance.

In addition, the Zoning Ordinance has many standards important to the improvement of transportation in and around New Orleans. Aesthetic requirements are provided throughout the Ordinance. Community goals constitute the basis for the Ordinance.

THE HOUSING CODE

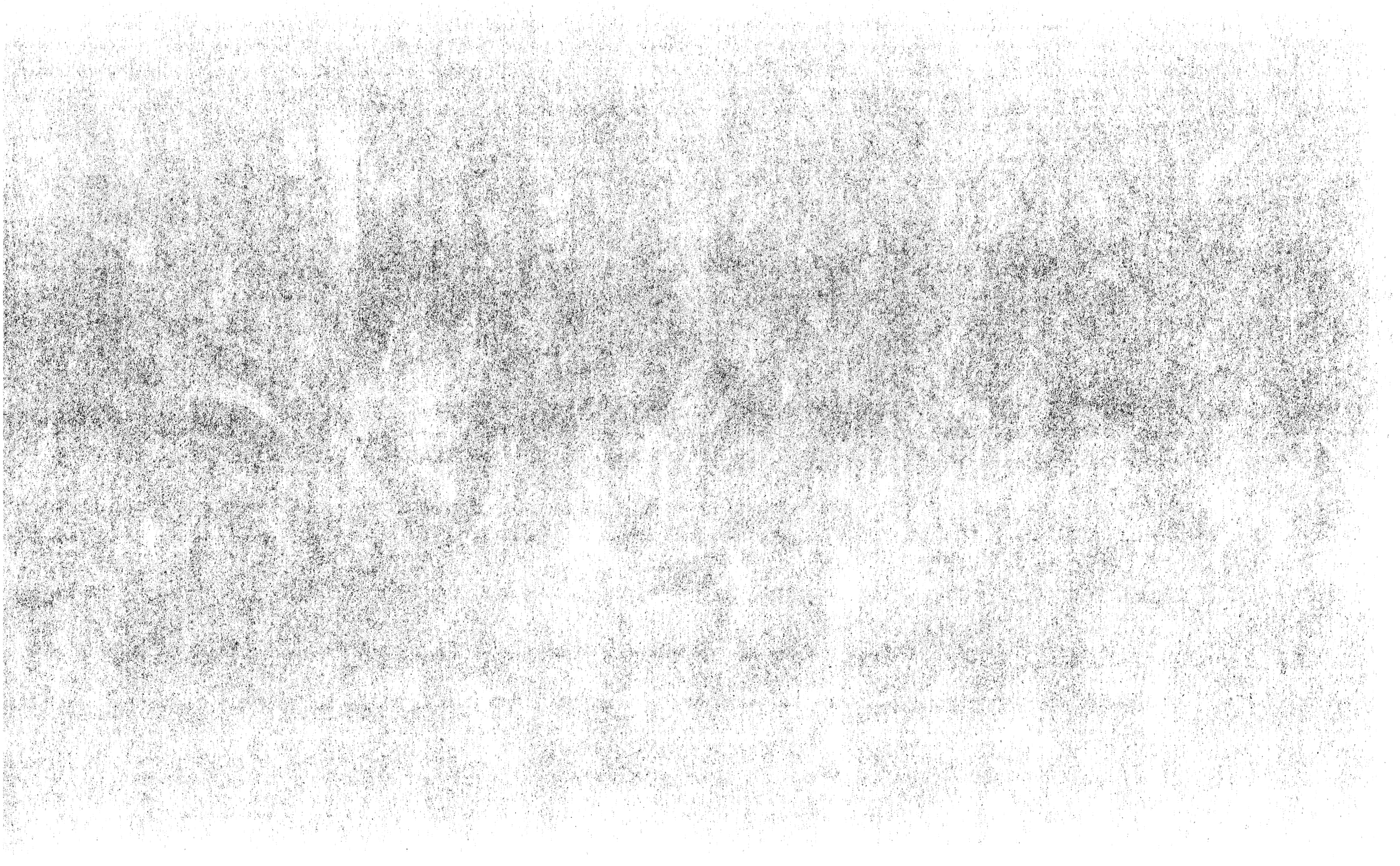
The need for safe and adequate shelter is one of the most basic human needs and standards for the goal of adequate housing for all are found in all of the major sources of standards, especially the Comprehensive Plan and the Zoning Ordinance. The community goals of promotion of health, safety, convenience, and general welfare are reflected in the Housing Code, which contains minimum standards as to the livability needs of housing occupants. The community's support is needed in the City's relocation responsibility outlined by the Federal Government. Persons displaced by public and private action need to be provided with other homes as efficiently and conveniently as possible, involving minimum social and economic costs. It is only through citizen action that private displacement action will not result in leaving homeless families. The promotion of better housing for all people in New Orleans should rank high as a goal of the community and the Housing Code should be responsive through enforcement. Generally speaking, the Housing Code serves as a housekeeping standard with good health practices as a basis.

Other community standards are expressed in other codes and regulations. These include the Building Code, the Health Code, Traffic Regulations, and Subdivision Regulations.

The mark of a truly responsive community standard is how clearly it demonstrates the community goal which underlies it. Whether present City regulations reflect current City goals is subject to serious question. The existing community ordinances, standards, and regulations must be reviewed to extract the intents which formed their bases. The results of such a review should be brought before the City's planners, citizens, and public officials to determine whether these underlying goals, as expressed in existing regulations, are the same goals which are deemed important by the population today. The two most important tools for making the community standards relevant and meaningful are citizen involvement and regular up-date.

XII

NEEDS AND RESOURCES



This Chapter draws upon all four of the major CRP study elements, namely, physical, social, economic and historic, in order to evaluate the City's general renewal needs and, correspondingly, its resources.

LAND USE NEEDS AND RESOURCES

Community renewal, like all phases of community development, should be in accordance with a comprehensive community plan. It is, therefore, necessary to include as a part of the CRP a general review of the comprehensive plan in order to determine whether any major changes need be made before any large scale renewal measures are undertaken.

Following three years of intensive study the first comprehensive plan of the City was completed in 1929. Elements of the plan included a land use plan and a zoning ordinance. The 1929 comprehensive plan remained in effect as the adopted policy guide until 1949 when the plan was comprehensively revised and updated over a period of about 5 years. The last time that an official citywide land use plan was approved was in 1954. This plan no longer reflects local land use concepts, needs and desires, except on a limited basis in newly developing areas for which individual amendments have been adopted. Therefore, included in this CRP are proposals for updating the citywide Land Use Plan.

LAND USE PLAN

The study process used started with the existing plan adopted in 1954, adding to it amendments which have been approved since that time, analyzing the implications of the population, land use, public facility, and zoning studies which had recently been completed, and then reviewing the whole in light of land use needs for the year 1985 as well as for the total development of all the land within the City limits at whatever time that should occur. Changes were made as necessary to reflect land use needs calculated according to land use trends and economic factors. The Comprehensive Land Use Plan, developed concurrently with the CRP, is illustrated on Plate 51.

This proposed Land Use Plan was subjected to detailed review by the City Planning Commission, in conjunction with the CRP studies and zoning studies, and a modified Land Use Plan has been developed and is now under consideration for adoption as part of the City's comprehensive plan.

RESIDENTIAL DEVELOPMENT

Residential areas on the land use plan are divided into low, medium and high density areas as a guide to the general character of the area. Density, in this case refers to the number of persons per acre of land developed residentially. Low density areas are characterized by Lakeview and Aurora. Examples of medium density areas are Broadmoor and Downtown, and two of the highest density areas in the old portion of the City are Mid-City and Lafayette. It must be remembered that these density designations do not necessarily follow existing or future zoning district lines, but represent average densities over large areas.

The estimated density of each planning section for 1985 was shown in the Chapter on Population. The densities of low, medium and high indicated on the land use plan reflect these 1985 densities. Expressed in terms of dwelling units per net residential acre and in number of persons per net residential acre these designations are as follows:

Population Densities - 1985

	Dwelling Units Per Acre	Persons Per Acre
LOW	1 - 10	35 and under
MEDIUM	11 - 20	36 - 64
HIGH	Over 20	65 and Over

COMMERCIAL

The generalized Plan does not differentiate between the different types of commercial development. The commercial areas shown would include large shopping centers, the Central Business District and general strip commercial if it is of a type that serves several neighborhoods rather than only a single one. Small neighborhood shopping facilities are not shown on the Generalized Land Use Plan.

INDUSTRIAL

For the older developed areas of the City, the plan contemplates minor expansion of industry rather than any areas of large-scale change from residential to industrial uses. It is anticipated that the bulk of the new industrial development within the City will be in a vast area between the Chef Menteur Highway and the Gulf Intracoastal Waterway and south of that waterway to the City Limits. This area is already being improved for better highway transportation and the Board of Commissioners of the Port of New Orleans (Dock Board) has plans for the extensive expansion of port facilities into this area.

FUTURE LAND USE NEEDS

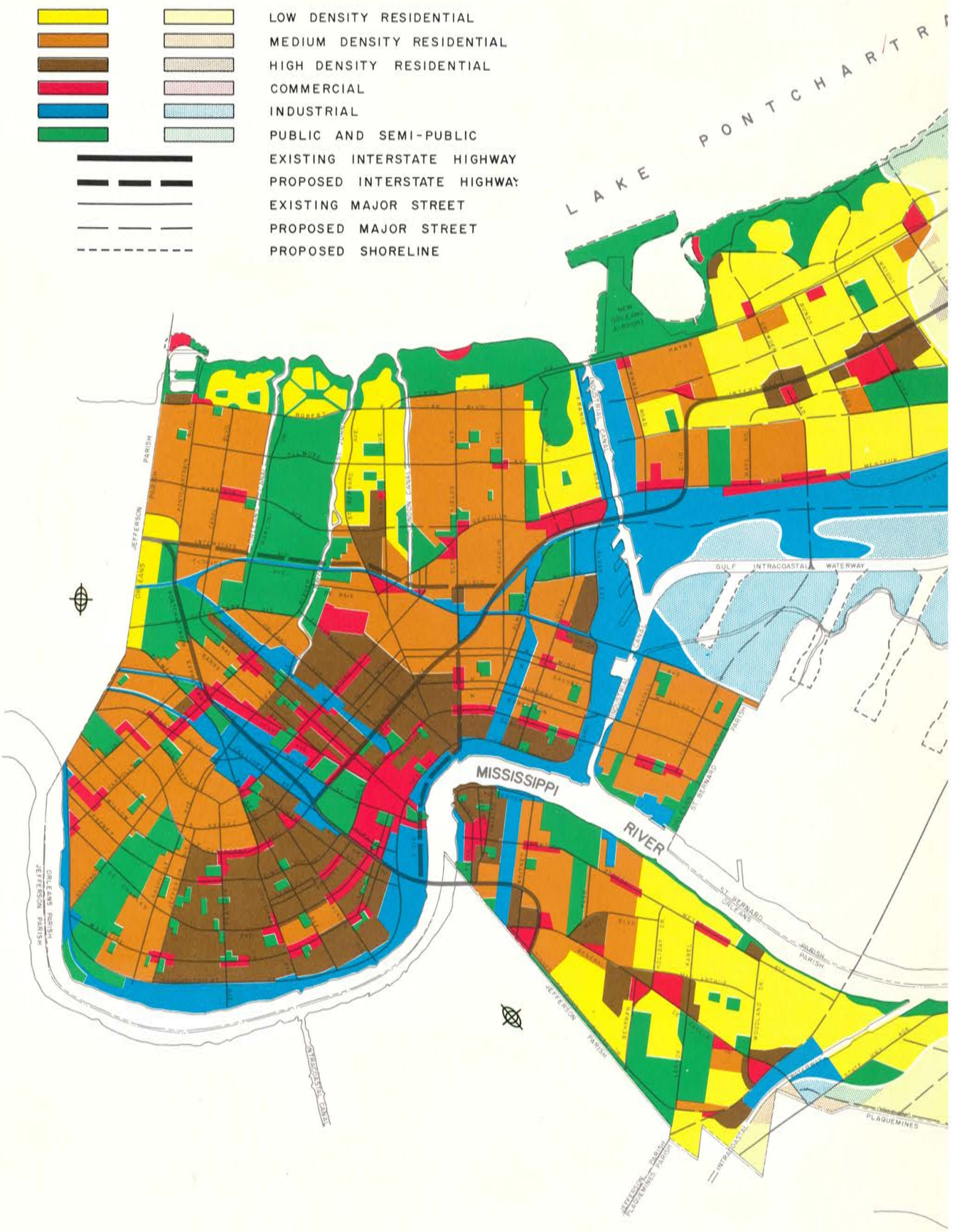
It is important that the total acreage planned for each use in any given section be related to the anticipated need for such use. While the land use plan can be readily changed to meet changing conditions, and should be flexible, the zoning districts which are based upon it are usually less flexible. When the amount of land planned for commerce, industry, apartments, or other uses is far out of proportion to actual needs, the result can be a form of blight, inhibiting normal development or inflating or deflating property values, or creating an undesirable mixture of land uses.

The generalized land use plan for New Orleans is based on projections which take into consideration both land use ratios and also rather extensive marketability studies and projections of population and housing, and trends in commercial and industrial development accomplished during the CRP. These projections, and a description of the methods used, are given in the more detailed, preliminary CRP reports.

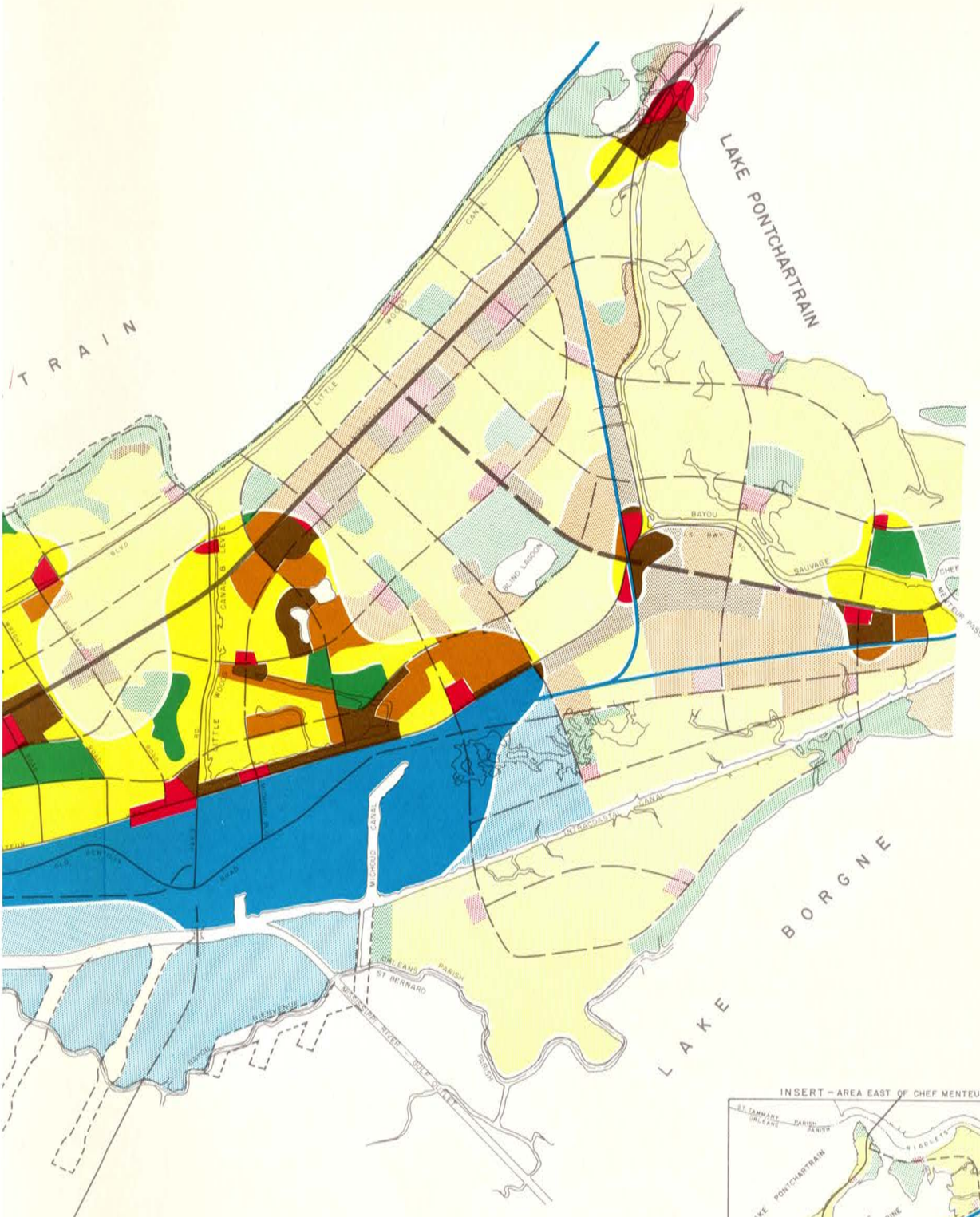
GENERALIZED LAND USE PLAN

LEGEND

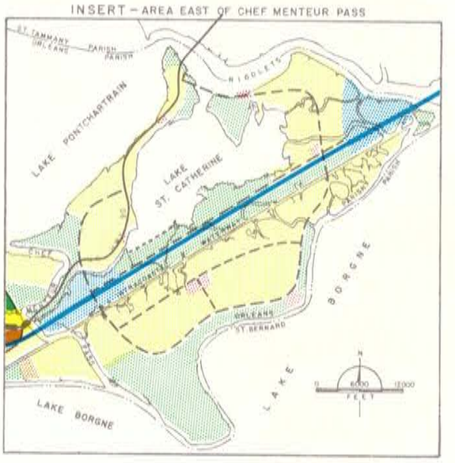
AREA PREDOMINANTLY URBANIZED BY 1985	AREA URBANIZED AFTER 1985	
		LOW DENSITY RESIDENTIAL
		MEDIUM DENSITY RESIDENTIAL
		HIGH DENSITY RESIDENTIAL
		COMMERCIAL
		INDUSTRIAL
		PUBLIC AND SEMI-PUBLIC
		EXISTING INTERSTATE HIGHWAY
		PROPOSED INTERSTATE HIGHWAY
		EXISTING MAJOR STREET
		PROPOSED MAJOR STREET
		PROPOSED SHORELINE



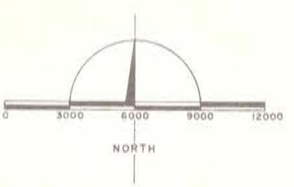
CITY OF NEW ORLEANS, LOUISIANA



INSERT – AREA EAST OF CHEF MENTEUR PASS



THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.



COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA

PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES PLANNING CONSULTANTS MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON	PLATE SOURCE DATE

SOCIAL NEEDS

This section assesses social resources available for a community renewal program in New Orleans as well as social-oriented forces that could interfere with the success of such a program.

CITIZEN PARTICIPATION

In order to achieve its goals, any community organization program must necessarily build upon existing structures. Two interrelated, but separate, levels of structure may be distinguished. At one level--the institutional--are to be found churches, schools, and businesses within a neighborhood that have direct ties with the City as a whole. At another level there are important, but less organized networks of informal relationships; neighborhood patterns, friendships, and leisure activities. This latter informal set of relationships shall be referred to as the residential level. These two levels contain different interests and different possible forms of resistance to renewal. At the institutional level, for example, emphasis might be placed on the argument that renewal involving relocation will enhance participation by people as clients or customers in the institutions affected. Obviously, the loss of customers or clients is not immediately a concern of residents, but it is highly relevant for churches, schools, and business establishments.

Regardless of the type of renewal, reactions are likely to come from the residents of the subject area. Renewal is most keenly felt at the informal level of organization. Past experience with relocation projects, and especially with follow-up studies of such projects, has demonstrated that slum dwellers are as attached to their homes as are many middle class persons. It is not only the home that is lost, but the spatial surroundings that have developed over the years can be destroyed instantly unless some plan is projected to compensate for these losses.

One form of compensation that has been used successfully is involvement. Involvement is not simply being informed of what is happening, but actual inclusion in the planning and decision making process wherever is possible. It is not only the holding of town meetings, but also smaller gatherings where individuals can communicate their feelings more freely and effectively. Where possible, programs should be flexible enough to allow for alternatives that can be chosen by residents of an area. Such alternatives might include the determination of priorities, or the chronology of changes that will take place.

SOCIAL SERVICES PROGRAMS

In community organization work, two types of field workers are needed, professionals and citizen workers. The term professionals is applied to trained social workers, while citizen workers are untrained residents of the area involved. The professionals are needed for their organizational and administrative skills as well as to supplement the work of the citizen workers. It is not necessary that citizen workers be leaders in the community. In fact, established leaders may be a hindrance to the program unless they can maintain leadership throughout. The major advantage of the citizen worker is that he is familiar to others in the community. Time is a factor. The rapport, for instance, that an accomplished social worker can establish takes time, whereas such rapport is already present with residents of the area. Furthermore, residents are more likely to trust and accept one of their own number more readily than strangers and outsiders. This does not mean that the professional workers should be shunned. With the assistance of the citizen workers, they can be effective representatives of agencies outside of the immediate community. Since distrust of such agencies is often at the core of the residents' cynicism concerning the workability of this kind of program, the role of the professionals cannot be played down.

The specific task of the community organization worker is to inform, persuade, and involve members of the community in about that order. Informing residents of changes that will affect them sounds, at first, like a simple task. But, planning is a very complex process and the information provided to the residents must be presented in such a fashion that they are not overwhelmed by its complexity. Involvement is a difficult objective to achieve. For the residents, involvement often implies a completely new form of activity. Here too, the example provided by the citizen worker can be used to overcome the strangeness of involvement. Since communities differ in the strength and forms of existing structures, as well as in their potential for organization, sufficient freedom must be allowed the community organizer to develop and generate programs fitted to the specific needs of a neighborhood.

The recruitment and training of citizen workers should take place as soon as an area has been selected for a renewal project. It has been the experience of the local anti-poverty program that there are always more applicants for positions as citizen workers than there are places available, therefore, recruitment should be no problem. Ample time should be set aside for the training and orientation of the workers, for it essential that they be convinced of the worth of the program. They should not only be aware of the specific program that will be operative in their neighborhood, but should be made aware of its relation to the community renewal program as it effects the entire City. The professional staff and the citizen trainees should begin working together in the orientation period so that from the start they can work as a team. The actual training should take place in the neighborhood. This will prevent the training program from becoming pedantic or stilted, and will allow the professional staff and the citizen workers to become familiar with each other's strengths and weaknesses.

Generally speaking, there are two roles that service agencies can play in a community renewal program. With proper planning and coordination, the direct service that many of these organizations are already providing for the community can add substantially to renewal efforts. A second contribution these agencies can make is to public relations.

In addition to the direct services they can contribute and the added publicity they represent, involving service agencies deeply in the community renewal program is valuable in itself. These agencies represent a large corps of experienced, professional per-

sonnel whose consulting ability should not be overlooked. If they are encouraged to participate in renewal efforts, they can play an invaluable role in the initiation and implementation of the program. Before any specific project is started, for example, all agencies that are operative in the area selected should be consulted in order that their experience in the area may be brought to bear on the renewal project. At this point, they can be encouraged to participate more directly in the planning process.

ORGANIZATIONS

This section identifies those types of organizations whose assistance and cooperation is vital to the success of community renewal locally. It should be noted that in the following lists of organizations there is some overlap between the groups. That is, an organization may be listed in the first group and a sub-division of that organization may appear in the second or third group to follow. This reflects the various levels at which some organizations operate, and was done in order to insure accuracy and provide more information. However, it was not intended that this list encompass the total agencies whose participation could be expected in contribution to the community renewal effort.

Because of the variety of services that the following lists of organizations represent, they are grouped into three categories. The first group of organizations are those that can lend support through their prestige in the community. Many of them, if not all, have issued statements or otherwise acted in support of urban renewal.

GROUP I ORGANIZATIONS

The Times-Picayune
The States-Item
The Louisiana Weekly
The Clarion Herald
WDSU-TV
WVUE-TV
WWL-TV
WYES-TV
Dillard University
Dominican College
Louisiana State University in New Orleans
Loyola University
Southern University in New Orleans
Tulane University
Xavier University
The Better Business Bureau
The Catholic Council on Human Relations of the Archdiocese of New Orleans
The Chamber of Commerce of the New Orleans Area
The Junior League of New Orleans
The League of Women Voters of New Orleans
The Junior Chamber of Commerce
The Metropolitan Area Committee
Council for a Better Louisiana
Community Relations Council

Because of the nature of the work of the organization in the second group, they should be thought of as potentially active participants in renewal programs themselves. Many of them now support programs that could be integrated into renewal projects. Others that are not now so involved should be encouraged to do so by initiating projects or by joining other agencies in active sponsorship of renewal programs. The exact nature of the participation could vary considerably. The funding of housing or rehabilitation work, development of educational and recreational programs, establishing clinics or professional counseling centers, or otherwise providing workers that fit the needs of a renewal program, are just a few examples.

GROUP II ORGANIZATIONS

Associated Catholic Charities
Florida Family Center
Baptist Friendship House
Berean Community Center
Bureau of Governmental Research
Carver Baptist Center
Episcopal Community Services
Family Service Society
Greater New Orleans AFL-CIO
Greater New Orleans Federation of Churches
Jewish Welfare Federation of New Orleans
Kingsley House
The Legal Aid Bureau
Louisiana Association for Mental Health
Louisiana State Board of Health
New Orleans Mental Health Center
Southeastern Mental Health Center
Louisiana State University School of Social Welfare
Metropolitan New Orleans Council on Aging
Health Department of the City of New Orleans
Housing Authority of New Orleans
New Orleans Recreation Department
Orleans Neighborhood Centers
Orleans Parish Department of Public Welfare
People's Methodist Community Center
Public Affairs Research Council of Louisiana
Rachel Sim's Memorial Mission
St. Mark's Community Center
School of Architecture, Tulane University
School of Social Work, Tulane University
NAACP
Loyola University Institute of Human Relations
Congress of Racial Equality

The last group of organizations are those whose public support of urban renewal is unquestioned, for they are now involved in programs that are essential to comprehensive community renewal. They should be encouraged to extend their work and greater effort made to coordinate their respective programs in order to make more efficient use of their skills.

GROUP III ORGANIZATIONS

Archdiocesan Commission on Housing and Community Life
Archdiocesan School Board
Citizen's Housing Council of the Greater New Orleans Area
Louisiana Division of Employment Security
Orleans Parish School Board
Social Welfare Planning Council
Total Community Action
Urban League of Greater New Orleans

EVALUATION OF SOCIAL RESOURCES

A survey of neighborhood organizations throughout the City indicated a strong basis for support in the low-income black areas where the need for renewal is the greatest. However, the existing organizations in the priority areas are limited in their ability to determine the extent and direction of social renewal. The low-income white areas of the City constitute a necessary sector for the successful completion of community renewal objectives throughout the City. In these areas the support of existing organizations for renewal is the weakest. Because of this, educational measures should be planned to effectively involve these groups in renewal efforts.

ECONOMIC NEEDS

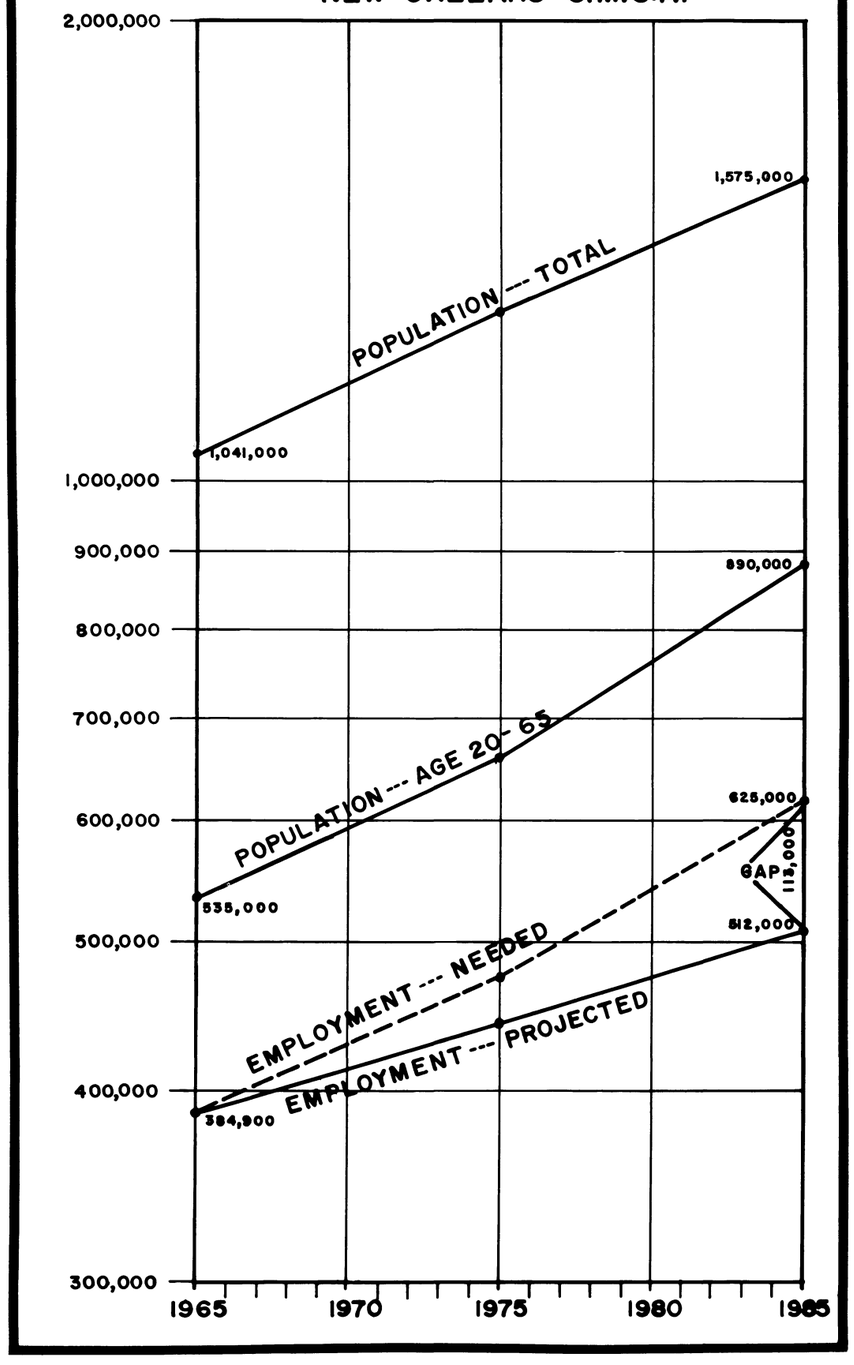
The major problems associated with Area and City trends in economic development and diversification can be summarized as follows into fifteen major economic needs. Chapter XIV, The Community Renewal Plan, sets forth programs to meet these needs for improvement of the City's economic base.

First and foremost, the Area lacks adequate employment growth opportunities. Population forecasts result in an increase of some 50% over 1965 population levels by the year 1985 (See Table I). Examination of age group survival patterns strongly indicate that significant proportion of this group will be in the age groups of 20-65, which are expected to increase some 67% during this time span, if the Area is to maintain its share of normal growth patterns. However, employment projections show employment increasing only 35%, despite optimistic projections for sizable increases in the Services and in Government industrial categories.

As such, it appears that there will not be enough jobs to meet the employment needs of the Area's future labor force under presently foreseeable circumstances. Rather, there may be a gap of 113,000 employees by 1985 (See Table I) and a substantial proportion of the forecast employment will have to be created in the Services and the Government categories, typically lower paying categories when viewed against Mining, Manufacturing, Construction and the more aggressive commercial activities.

TABLE I

POPULATION vs. EMPLOYMENT GROWTH
NEW ORLEANS S.M.S.A.



At stake are over 100,000 jobs, and at stake is a payroll that could exceed one-half billion dollars ($500,000,000) at an annual rate by 1985.

Second, Area business leadership has in the past years been strongly oriented toward commerce and port activities. As such, the community is not attuned toward fostering those factors which can expand the development of Manufacturing and other such industries in the local economy.

Third, although New Orleans has the second largest port in the United States, the Port is suffering from the obsolescence of its facilities as well as from the long association of organized labor with port activities that has tended to create an "umbrella" of job and income protection when viewed against labor conditions in other potential competing ports in the Gulf Coast. While steps have been taken to secure State support for port facility modernization and bold plans have been announced for port modernization and relocation, the threat continues that local organized labor attitudes could price the Port into a disadvantageous competitive condition, much as the textile workers did to the textile mills of New England in the early 1900's.

Fourth, settlement on the location and plans for a new regional airport has not been accomplished, a factor which can put New Orleans at a competitive disadvantage with respect to Houston, Dallas and Miami (all of which have their programs of construction well advanced) in continuing to compete for the regional tourism spurred by effective local airport facilities.

Fifth, although tourism is now healthy and gives every evidence of continuing to expand, there is a need for a more "rounded" appeal - through the development of daytime use facilities for "family-oriented" activities, to counterbalance the heavy emphasis on adult-oriented facilities and nighttime activities. Whether a "Disneyland" could be developed for summer vacation time emphasis as an off-season use of the proposed Domed Stadium is a factor yet to be proved out, yet one that could substantially overcome this lack. Additionally, the funding of the Domed Stadium is now under question, a factor which again needs to be resolved so

that the program of construction of the stadium can proceed.

Furthermore, highway service (key in part to tourism as well as commerce and industry) on a regional basis will be excellent with the completion of the Interstate System, in every direction from New Orleans except northwestward to Shreveport and the northwestern corner of the State. Although freeway service will be provided to Baton Rouge, present plans do not program a freeway link to Alexandria and Shreveport, a critical need to facilitate both the motor transport servicing from New Orleans, and to facilitate present traffic to the City from Interstate Route 1-20, a major east-west traffic arterial under the proposed Interstate Program.

Sixth, with respect to Manufacturing, NASA has recently declined in its employment base, and gives evidence of further decline - at least until a reduction in international commitments will allow further national emphasis on the space program. On the other hand, shipbuilding has expanded in the last several years in response to the growing world need for more ships. However, other manufacturing has not expanded in recent years, nor has the community exerted the effort necessary to attempt to attract other manufacturing firms to the community. Labor skills of the unemployed tend to be low, yet on-the-job and job-related training programs have not been geared up to a level in support of potential manufacturing establishments. The State has a program aimed at industry inducement, yet much of this program resulted in the development of low labor requirement chemical and petrochemical industries, rather than the labor-intensive types of industries necessary to solve the unemployment problems in the New Orleans Area.

Seventh, local government efficiency is hampered by a lack of adequate budgets, and by the pressure on job wage levels which makes difficult the attraction and/or retention of highly competent key personnel to spur local governmental programs.

Eighth, with respect to manpower skills and occupations, despite sizable pools of workers for a wide variety of industrial activities, a large segment of the local employable base is not suited by present skills for ready absorption into an industrial economy, nor are they skilled in the brain power and "white-collar" skills necessary for a major commercial economy, in the modern sense of the word. As such, a further acceleration of local schooling programs geared to actual job needs remains a critical requirement of the Area.

Ninth, local per capita incomes tend to be low when measured against patterns in other urban areas throughout the Nation largely as a result of the large number of non-whites who have not been trained and adequately absorbed into the local employment base. At stake is the issue of whether New Orleans wishes to be considered a Metropolitan City (in purchasing power) of only 700,000 residents, or if it wishes to achieve its full stature of over 1 million residents - as measured against other metropolitan areas of the Nation.

Tenth, the physical condition of the urban area is not highly attractive, when measured against other newer, more modern communities elsewhere in the Nation and the South. In part, this is a reflection of the age of the community, and in part it is a reflection of environmental problems (foundations, heat, and humidity, termites, other weather factors, etc.). Additionally, low municipal budgets prevent an aggressive program toward street improvement and cleanliness, as well as drainage.

Of importance is the condition of the "gateways" to the City for the principal sources of visitors - the airport, the incoming highways, etc. Improvement of the appearance of these "front doors" can have an impact on a new visitor far out of proportion of the impact of the visual amenities of the balance of the community. Substantial need remains for New Orleans to improve the visual characteristics of its "front doors".

Eleventh, industrial sites and industrial districts in the Area do not have the physical amenities associated with the better industrial districts and parks elsewhere in the Nation. Very few true industrial parks exist in the New Orleans Area. As such, outside industrialists are limited in the conditions of existing available industrial areas by this lack of a wide variety of industrial circumstances tailored to different industrial needs.

Twelfth, with respect to land availability and cost, much of the City of New Orleans is unique in that a substantial investment must be made in reclaiming land prior to its urban use. This has focused urban usage more intensively on the existing Urban Area than is the case in other metropolitan areas, with a resultant reduction in the ready availability of large tracts of vacant land for industrial purposes, and in somewhat higher price for such land locally when compared with alternative areas. Of course, higher site costs might be more than offset by lower local utility or labor costs. But, there is no organization and research means available to highlight these potential advantages, in comparison with the obvious possibly increased cost of local industrial land in the promotion of the Area to potential industrial site seekers.

Thirteenth, the New Orleans Region is composed of a wide variety of municipal, parish, and independent governmental bodies, boards, agencies, etc., a fragmented condition which is further highlighted by the substantial rivalries which exist between the various parishes and communities. Regional cooperation to "make the pie bigger" rather than "get a bigger piece of the pie" is mandatory for an effective economic development program. Similarly, it is mandatory for the solution of these problems which go beyond municipal or parish boundaries for their adequate solution. Increasing cooperation and mutual concern for problems remains a continuing problem yet to be resolved.

Fourteenth, it appears that the average resident of the Area has not in the past been made conscious of the problems and opportunities affecting the Area from the standpoint of economic development, and has not been given the chance to focus his resources and energies in support of the Area's development (with the exception of the very recent series focusing on the local Area problems being undertaken by the local newspapers, radio and television media).

Fifteenth, there is a need for a single, strong function (person, agency, foundation or non-profit corporation) charges with the responsibility of investing and staying abreast of trends in Area development activities, translating its findings into policy and action recommendations for submission to the applicable

agencies that should be concerned with carrying out these programs, and then applying pressure through persuasion and publicity to accomplish the adoption and execution of programs necessary for the furtherance of the Area's economic development. Other cities, by having a "spur" of this type, insure that this key goal of local economic development will not be submerged and lost in many activities of the area due to oversight, confusion or inadvertant misdirection. Again, the New Orleans Area appears to be lacking in its need for such an entity.

HISTORIC CONSERVATION

The study of historic structures and sites described in Chapter II consisted primarily of an inventory and listing in categories of rank order of importance of properties and areas of historic and/or architectural value. Presented in this section are the highlights of a study accomplished under an extension to the basic CRP which extended the inventory in order to devise means by which the City can implement programs to maintain and preserve structures and areas of historic significance.

National attention has been given to the importance of historic preservation, by Presidents Eisenhower, Kennedy, and Johnson in various speeches, statements and messages during their respective terms of office. Many of their references are to the National Trust for Historic Preservation, which was chartered by an act of Congress in 1949. The Trust can enter into agreements with governmental organizations, corporations, and individuals concerning the preservation of historic sites, buildings, and objects. The Trust itself preserves several outstanding structures throughout the country and also functions as a clearing house for information for other organizations. The Trust is not financed by the U.S. Government, but its association with government is constantly increasing in accord with its general increase in activities in all spheres.

The largest measure of direct involvement thus far by the Federal Government is that contained in the National Historic Preservation Act or "Yarborough" Act of 1966. Under this act, the Secretary of the Interior is authorized to maintain a National Register of districts, sites, buildings, structures and objects significant in history, architecture, archaeology, and culture; he is also authorized to grant up to 50% in matching funds to the States or to the National Trust for Historic Preservation for preserving items designated in the National Register or for making necessary pertinent surveys.

Several other related programs also exist at the national level. The "Demonstration Cities and Metropolitan Development Act of 1966" expanded the participation of the Department of Housing and Urban Development in the area of preservation. Under this act the Secretary of Housing and Urban Development is authorized to make grants to the National Trust for Historic Preservation; to assist cities, counties, and municipalities, in making surveys; and to enter into contracts to make grants to State and local public bodies for acquisition and restoration of historic buildings, structures, and sites.

The first major entry of the State of Louisiana into the area of historic preservation was the State Constitutional Amendment authorizing the (then) Commission Council of the City of New Orleans to set up the Vieux Carre Commission, which was implemented by City Ordinance and later re-affirmed by the Home Rule Charter of the City of New Orleans.

Also established under Louisiana state law is the Orleans Parish Landmarks Commission, composed of five members appointed by the Governor, which is authorized to designate landmarks with bronze plaques.

Another undertaking by the State in the field of preservation is the Louisiana State Museum, which operates the Cabildo, Presbytere, Lower Pontalba Buildings and Madame John's Legacy, and which administers the Huey P. Long residence in New Orleans.

There are in addition several acts of statewide scope that also affect New Orleans. Foremost among these is the Louisiana Historical Preservation and Cultural Commission, which has as its function the development of plans and criteria for preservation and restoration, and the co-ordination of the related activities of persons and governmental agencies. The Commission also is authorized to place markers on important state sites and to approve the erection of monuments or markers on State property by any party.

At the local level the Vieux Carre' Commission, as a result of State legislation and the City Charter, has the authority and responsibility of preserving buildings in the Vieux Carre' having historical or architectural value and of making overall recommendations for the general preservation of the Vieux Carre'. The City Council provides for proper enforcement of Vieux Carre' Commission rulings.

The imposition of regulatory controls on private property for historic preservation and for most all types of laws is legally constituted by the police powers granted by the State to lesser governmental units. In order to establish historic preservation districts within the framework of the law, special enabling legislation or a state constitutional amendment is required.

It is recommended by the CRP that the State Legislature adopt such legislation enabling lesser governmental units to establish, operate and maintain historic preservation districts by the adoption of local ordinances or laws, rather than have a specific constitutional amendment on statutory provision enacted for each district. With such an Act, the creation of historic districts will be at the discretion of the local area involved, as it should be, and subject only to the overall guidelines as expressed in the enabling statute. The recommended form and content of such an Act is included in the preliminary CRP "Legal-Historic" Report.

Of the numerous areas previously designated in Chapter II (Existing Land Use) for consideration as potential historic preservation districts, it is suggested that only the Garden District, the adjoining Lower Garden District or Coliseum Square Area and the Bayou St. John area now clearly meet the legal criteria for their establishment as historic districts; provided, of course, that the state enabling legislation referred to above is adopted. Other areas that may meet the legal criteria at this time would include Faubourg Treme and Faubourg Marigny.

PUBLIC IMPROVEMENT

Public improvements have a great impact on physical conditions within a city. The presence of adequate public improvements such as schools, parks, paved streets, utilities, and libraries encourage sound development into new areas and stimulate maintenance within older areas; however, the lack of these improvements discourages "civic pride" and invites neglect of properties by property owners. The result is the generation of physical blight. As public improvements generally reflect the City's attitude toward the welfare of its residents, property owners are willing to invest money in their property only to the extent that the city also participates in neighborhood maintenance and improvement. The City, then influences the general attitude of its residents and thus has a great responsibility in preventing blight.

The lack of public facilities creates blight in a more direct manner. For example, gravel streets can create dust and dirt on abutting properties, open ditch storm gutters can collect trash and create unsanitary conditions, and the lack of playground space results in children playing on the streets. These conditions downgrade abutting properties and discourage their private maintenance.

Plate 52 shows the major public improvements proposed in the 1967-1988 and 1967-1971 Capital Improvement Programs. The information for the 20 year program was obtained by updating data from the study presented in the report on the 1963 Capital Budget which included a twenty-five year projection of capital improvements. As changes have been incorporated into the 1963 Capital Budget since the year it was adopted, all agencies involved in the public improvements program were contacted and asked to bring their recommendations up to date to the year 1988. The 1967-71 Capital Improvements Program and information obtained from these agencies were the sources of the five-year improvements program. Those improvements that are circled on Plate 52 are proposed in the 1967-71 Capital Program.

If the city is able to finance and complete all the projects reflected in the 20 year Program, blight removal will be well underway. A review of Plate 52 illustrates that the older, more densely populated areas of poorest overall conditions shall receive a large share of new capital improvements in an effort to stimulate upgrading of these areas. It is extremely important that the programming of these improvements be closely related to the renewal programs of the CRP for maximum efficiency and economy.

The vacant and newly developing sections of the city, such as the area east of the Industrial Canal and in Algiers, will also be the recipient of a large share of capital improvements. Provision for these facilities before total development occurs is essential to realize an organized and efficient land use pattern.

LEGAL AND ADMINISTRATIVE

New Orleans' Community Renewal Program came about as a result of an awareness on the part of city officials that substandard housing and other conditions of blight in New Orleans have reached proportions that should not be tolerated. Implicit in this awareness of blight and determination to fight against it is a willingness on the part of the City to seek the necessary financial resources and make the effort required to implement a program capable of stopping the further spread of blight and removing that which already exists. This part of Chapter XII deals with the administrative needs of such a program and with legislation that may be needed to carry it out.

LEGISLATIVE NEEDS- STATE LEVEL

URBAN RENEWAL LEGISLATION

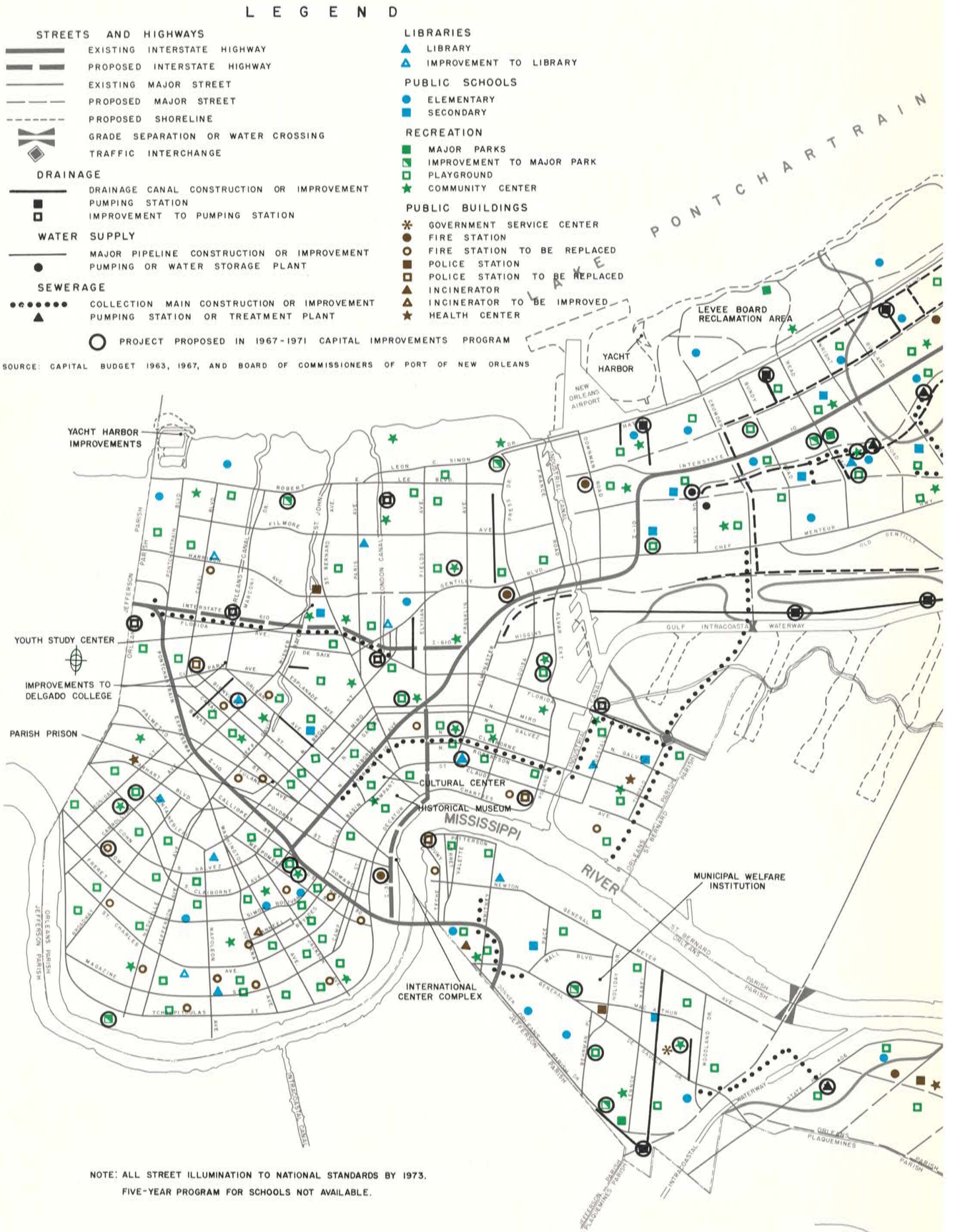
It is generally agreed by persons most aware of the problems of renewing blighted areas, that it cannot be done on a broad scale without reliance on state and federal financial assistance. Such assistance is available under the programs established by the various Federal Housing Acts, and particularly the Federal Urban Renewal Program.

Since Urban Renewal projects involving sale of land to private developers extends the concept of eminent domain as usually practiced, it is necessary that cities obtain legislation at the state level permitting them to engage in this type of Urban Renewal. At the time this CRP was initiated the State of Louisiana was the only state that had failed to enact Urban Renewal Enabling Legislation. As a result, New Orlean's use of Urban Renewal has been restricted to those projects whereby the lands acquired from private owners were not resold to private interests but retained in public ownership and use in keeping with the traditional exercise of eminent domain powers. In New Orleans, the Police Complex and the Proposed Cultural Center are all examples of the City's use of Urban Renewal funds to partially offset the costs of acquiring blighted property and converting these lands to public improvements.

It should not be inferred by the foregoing that the Urban Renewal Program is oriented solely toward slum clearance. On the contrary, the emphasis of the Urban Renewal Program is on home improvements by property owners together with the provision of needed public services, such as streets, utilities, recreation, libraries, health clinics, and the like. However, the acquisition of private properties which are incapable of rehabilitation is sometimes required to achieve total upgrading of the area or for providing sites for needed public improvements. This acquisition becomes financially possible to the local governmental unit under the Urban Renewal Program since the Federal Government absorbs the majority of the project costs. For those areas which may require large-scale clearance, land acquired under this Program is provided with the necessary street improvements and utilities, also on a cost-shared basis with the Federal Government, and usually resold to private interests for development in accordance with a plan approved by the local governing body. In this manner, assemblage of land in blighted areas formerly divided into many small parcels with many different owners is made possible and the redevelopment of the land becomes practical.

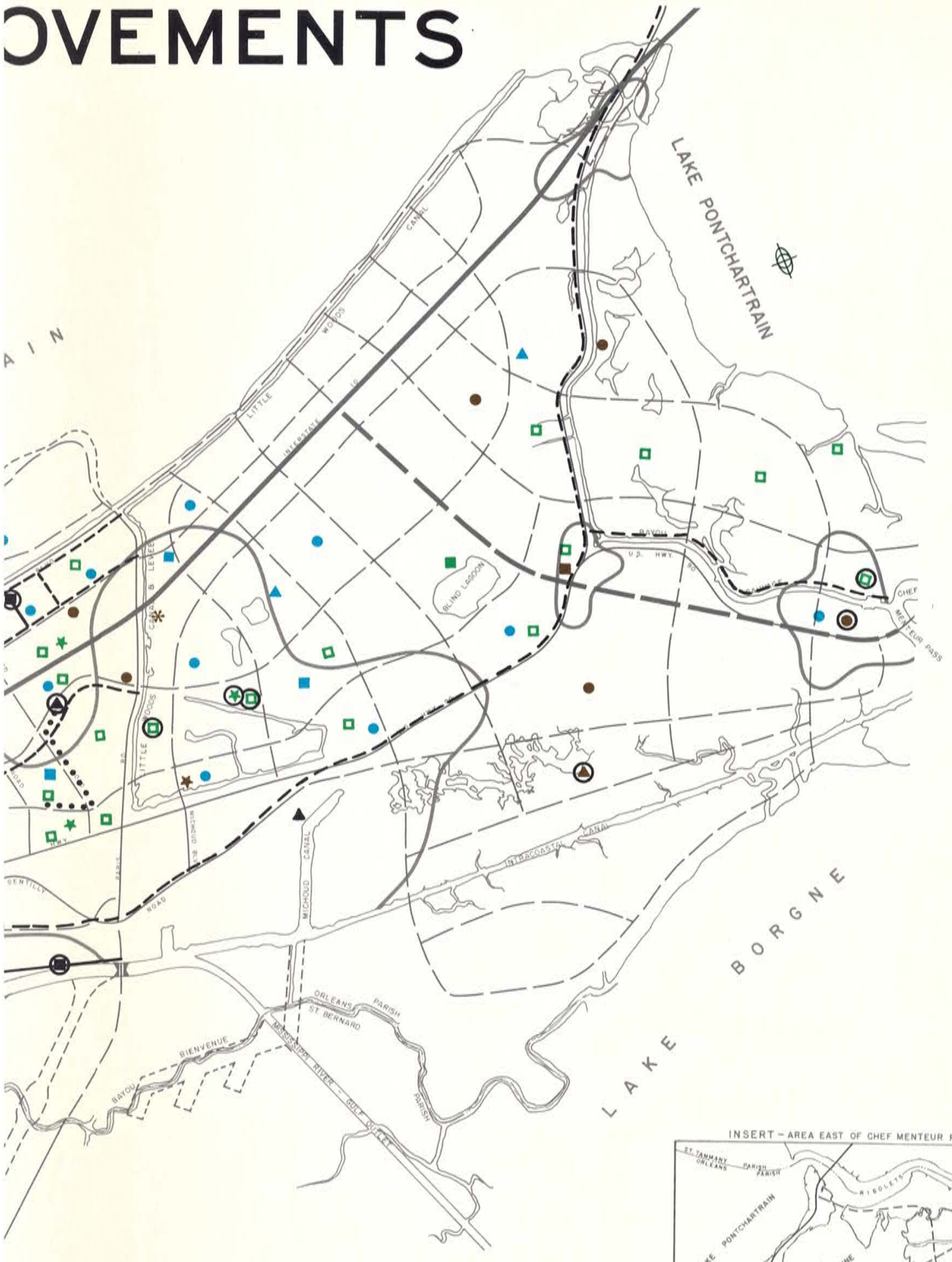
Due to the legal constraints imposed by the State of Louisiana, New Orleans as well as other localities

PROPOSED PUBLIC IMPROV
1967 - 1988



CITY OF NEW ORLEANS, LOUISIANA

OVEMENTS



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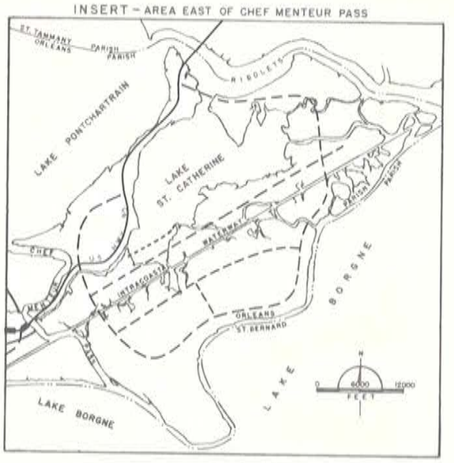
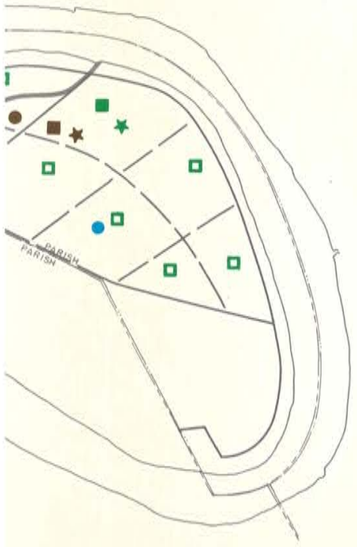
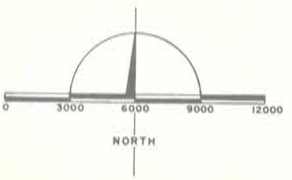


THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.





COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

in the State have in the past been severely restricted in their opportunity to receive Federal Urban Renewal Funds. As an illustration, of the nineteen cities in its size class, New Orleans ranked sixteenth (as of December, 1965) in terms of the dollar amount of Urban Renewal Grant Reservations with the three cities ranking below New Orleans not choosing to participate in the Program at all. Of those cities participating in the Program, the average grant reservation was more than $43 million as opposed to the local grant reservation of about $2 million. Needless to say, the inability of the City to secure its fair share of federal funds for neighborhood improvements, including housing as the major element, has been a factor underlying the continuation and acceleration of the City's severe problems of blight.

As a result of the continuing efforts by those who recognized the necessity of Urban Renewal Enabling Legislation, Act #170 was passed in the 1968 state legislative session, which permits certain governmental units within the state to engage in the urban renewal program on a local basis. Information developed by the CRP was used by those groups and individuals to assist in securing the passage of the Act. Shortly after the passage of this Act, the Lower Ninth Ward Urban Renewal Project was initiated in New Orleans. This project contemplates the upgrading of some 200 acres of land in which buildings are deteriorating, and environmental deficiencies, particularly the lack of community facilities, are severe. The people of New Orleans voted their approval of this project in a city-wide referendum held in November of 1969. The project is scheduled to be underway in 1970.

The legal issues outlined above are extremely crucial to the CRP since urban renewal is envisioned as one of the foremost means of effectively dealing with the problem of slums and blight. A critical examination of the state legislation authorizing urban renewal would normally be in order at this point. However, inasmuch as the City has not yet carried out an urban renewal project within the framework and limitations of the recent state enabling act, there is no real basis for such an analysis. It is suggested that the urban renewal enabling act be continuously evaluated in conjunction with the City's experience in urban renewal. Should there prove to be deficiencies in the Act, the City should act immediately to secure the necessary amendments.

STATE PLANNING

There is a need for a higher degree of coordination and direction from the state level of comprehensive planning activities throughout the state. This need will be even more pressing now that urban renewal enabling legislation has been passed. Although a state planning agency has recently been established in Louisiana, it has only a minimum staff and lacks the legal status to undertake and carry out meaningful planning functions. In order to carry on with state-wide planning for recreation, economic development, and other phases of the state plan, as well as providing research material for the use of local planning commissions, and the administration of Federally aided programs including "701" and urban renewal programs, these needs must be met.

FINANCIAL ASSISTANCE

In some states, local urban renewal is aided by a grant from the state which pays a portion of the local share of the expense. Such a state grant is desirable in that it relieves the city of some of the financial burden; however, in view of the general apathy toward New Orleans and urban renewal in the more rural areas of the state, it is unlikely that Louisiana can adopt such a program in the near future. As renewal efforts in Louisiana are tried and tested, and as the trend toward urbanization continues, the state may realize the benefits of urban renewal and be willing to support future urban renewal programs.

It would also be desirable if the state would take steps to provide its share of relocation payments to persons displaced by the State-Federal highway program. Federal funds are available for assisting persons being displaced by the highway program, but Louisiana does not receive such funds because the state does not provide the required matching funds. State participation in this program would greatly facilitate the local goal of a single relocation plan with equal or approximately equal benefits for all displaced families, regardless of the reason for their displacement. Existing state laws preclude this type of assistance; however, pending legislation would remove the restrictions.

TAX STRUCTURE

Since the success of any renewal program for New Orleans depends upon the availability of large amounts of local as well as Federal money, a look at the city's general financial condition is in order.

A report called, Dimensions and Solutions of New Orleans Financial Dilemma, which was prepared in November, 1966, for the Bureau of Governmental Research predicts gigantic deficits for the city in the coming years unless the entire tax structure is overhauled. The report stressed the need for restructuring of the property tax as the most important single reform needed. It pointed out the need for: "state-wide assessment equalization, a reduction in homestead exemptions, a loosening in the constitutional earmarking of the tax, the abandonment of state participation in taxation and the establishment of a system of appointed professional assessors." These are all matters requiring action at the state level which, according to the report, should be put into effect if New Orleans is to regain a firm financial footing. It appears, therefore, that cooperative action between the state and the city is essential if the Community Renewal Program is to be anything more than words.

The City Administration has developed a legislative package for introduction in the 1970 session of the state legislature. Numerous important bills concern the revenue needs of the City of New Orleans. The degree of support the city receives from the state for passage of these bills will determine to a large extent the fiscal success of both the current and succeeding City Administrations.

LEGISLATIVE NEEDS- CITY LEVEL

HOUSING TAXATION

An item of considerable importance which acts to some extent as a deterrent to the improvement of housing conditions is the current method and logic of property taxation. Slum housing perpetuates because it is profitable to the owner to invest in such housing. Rental properties may be depreciated for tax purposes in short periods of time causing high turnover rates and

thereby inhibiting and discouraging major repairs and renovations. This, together with the existing taxing system whereby higher taxes are assessed on properties on which improvements have been made, and lower taxes on whose value diminishes as repairs are neglected, represents a major problem. Other monetary advantages which accrue to owners of substandard housing are less maintenance costs as buildings deteriorate and elimination of insurance as deterioration accelerates and insurance becomes impractical. The low tax base additionally permits holding of land and improvements with minimal or no maintenance in anticipation of speculative gains.

A reversal of this system wherein tax benefits would accrue to owners who improve their property with penalties assessed to owners who neglect their property is a logical proposal that should be the subject of intensive study.

ZONING ORDINANCE

Zoning, if not adequately related to economic reality, can actually be a cause of blight. For instance, commercial zoning of a predominantly residential area where commercial development is not feasible often results in the decline of the area since homeowners are reluctant to invest in repairs and improvements of their properties if they expect the area to eventually develop commercially. The need for having a realistic zoning ordinance with some degree of flexibility is very significant since it is the principal legal tool for the implementation of the Land Use Plan.

The Zoning Ordinance has been completely revised and was adopted in April, 1970. The New Zoning Ordinance incorporates new concepts in living patterns and building trends and allows greater opportunity to increase densities in various sections of the city. This type of flexibility encourages new residential development in older residential areas which in turn can encourage a greater degree of maintenance of existing buildings. Also, areas better suited to other uses have been recognized and reclassified, and outlying areas that will develop sometime in the future have been zoned in accordance with adopted plans. The Revised Zoning Ordinance is based on land use trends, existing land use, and anticipated land use patterns. It was developed in conjunction with the Community Renewal Plan, and should be of great assistance in discouraging blight and assisting future renewal efforts. Also, the existing state zoning enabling legislation should be carefully examined with the intent of providing additional flexibility to local areas for the drafting and administration of zoning controls, but retaining the necessary safeguards and standards to protect the property rights of all citizens.

BUILDING CODE

The Building Code may inhibit progress if it is not sensitive to the use of new materials and methods. As new effective construction techniques and designs are discovered, they should be incorporated into the Building Code. The Building Code is currently being revised in accordance with local and national standards and should be effective in insuring sound development in the future.

HOUSING CODE

The Housing Code now in use was adopted in January, 1967. It is a combination of standards from the Southern Building Officials Conference of America (BOCA) and other uniform housing codes, and requires residential buildings to meet minimum standards for health and safety. As now written, it should be an effective tool in the prevention of blight, provided, of course, that a major enforcement effort is effectuated.

At present there is no code, similar to the Housing Code, other than basic fire and safety statutes, that requires non-residential buildings to meet certain physical standards. Legislation should be considered for this type of code, since non-residential structures are in many instances more guilty than residences in violating the health, safety, and welfare of the people. Furthermore, it will be a necessity for participation in Urban Renewal Programs as well as Concentrated Code Enforcement Programs.

SUBDIVISION REGULATIONS

Subdivision Regulations can contribute to blight if they allow the undesirable platting of land or if they do not require necessary property improvements. New Orleans' Subdivision Regulations were first adopted in 1966. They have been very effective in insuring sound development in the past and should continue to do so in the future. A deficiency that exists in the Ordinance, however, is that the subdivision of land only pertains to "the division of land into two or more lots, tracts, sites, or parcels any one of which has an area of less than three acres...." Therefore, any parcel of land subdivided into parcels of three acres or more is not required to conform to the Subdivision Regulations, hence, some large industrial areas, commercial areas, etc. need not comply. This problem should be studied further and resolved.

Similar to the case of zoning enabling legislation the state laws relative to subdivisions should be re-evaluated with consideration given to increasing local options for administration of these controls.

OTHER LOCAL CODES

Other local codes such as the mechanical, electrical, health, plumbing, and fire should also be reviewed and amended as needed. The latter three are completely outside the jurisdiction of the Department of Safety and Permits, and there is a need for better coordination of inspections between departments. Utilization of a more coordinated approach to the inspection system and the interplay between departments should be studied and improved. Since these other codes are developed generally in accordance with sound local and national standards, their requirements are adequate; however, their method of administration might be improved.

ADMINISTRATIVE NEEDS

The subject of blight elimination is so broad and complex that virtually all departments of the City Government, all semi-autonomous boards and commissions, and many private agencies should be involved. The principal responsibility, however, should rest with agencies already functioning in planning, housing, and financing, plus a special administrative agency for carrying out the urban renewal activities. The general staff needs of such agencies are individually discussed below:

PLANNING

The City Planning Commission and its staff should set the goals and provide the comprehensive planning framework within which the blight eradication program will operate. Basic determination of land use, population densities, provisions for public facilities, and traffic circulation should be provided by this agency. The Commission should review all

planning proposals to assure that they agree with the Comprehensive Plan and should keep the Land Use Plan up-to-date, as well as develop the guidelines for the urban renewal program. Additionally, the Planning Commission should function as the coordinating City agency; a catalyst to bring together the varied interests and motivating forces working within the community.

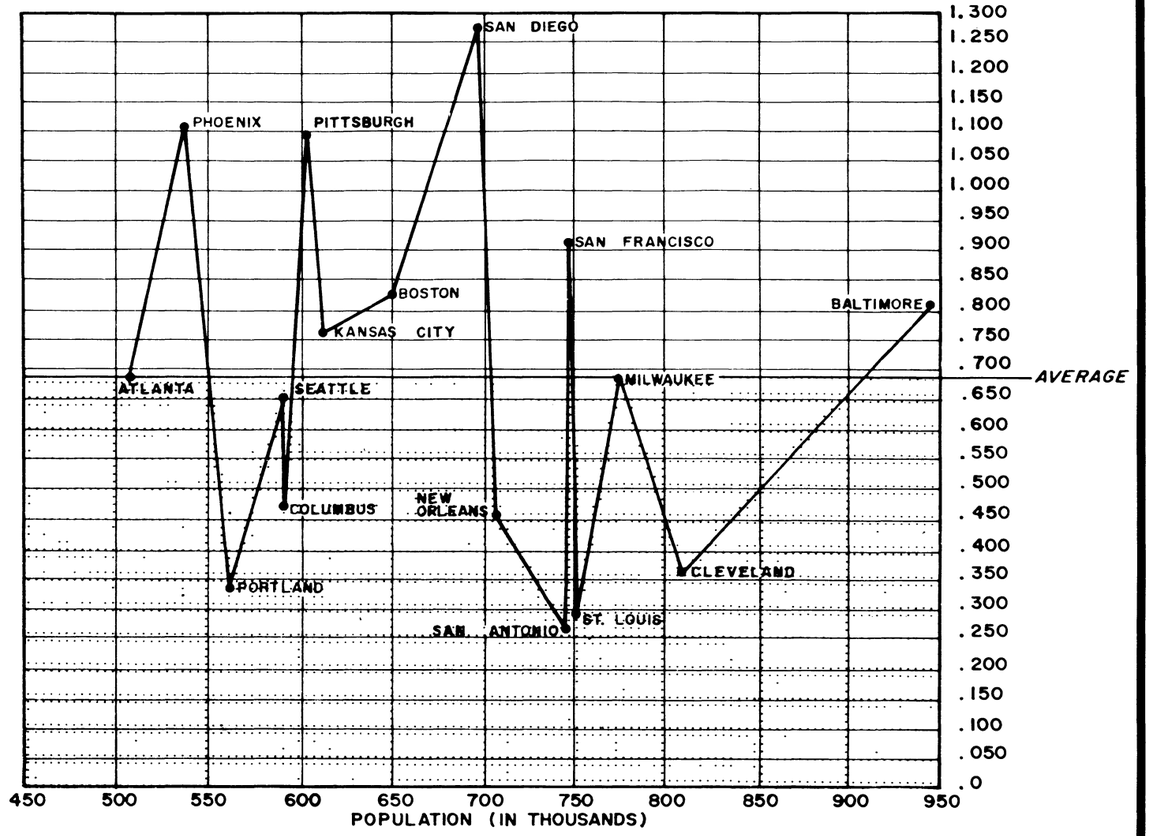
Many professional, as well as non-professional, positions in the City Planning Commission are vacant or frozen, primarily due to the lack of funds to take on additional personnel. This situation must be corrected and a full staff employed as soon as possible if the Comprehensive Plan and the Community Renewal Program are to be effectuated instead of shelved. The City Planning Commission must further develop those plans that have been completed and take a more active part in the City development and re-development process and the only possible way to accomplish this is to have an adequate staff, both in number and quality.

Table II presents the results of a study of planning expenditures on a per capita basis of sixteen selected cities in New Orleans' general size class. New Orleans ranks twelfth with a per capita planning outlay of $0. 46 per person. This compared to the average of about $0. 68 per person. New Orleans, therefore, ranks low in money spent for planning purposes in comparison to the other cities listed in the table adding further support to the argument that the planning budget should be increased considerably in New Orleans.

TABLE II

PLANNING EXPENDITURES - PER CAPITA

CITY	PER CAPITA EXPENDITURE
SAN DIEGO	1. 278
PHOENIX	1. 114
PITTSBURGH	1. 073
SAN FRANCISCO	. 925
BOSTON	. 833
BALTIMORE	. 817
KANSAS CITY	. 767
ATLANTA	. 692
MILWAUKEE	. 692
SEATTLE	. 653
COLUMBUS	. 479
NEW ORLEANS	. 459
CLEVELAND	. 368
PORTLAND	. 347
ST. LOUIS	. 281
SAN ANTONIO	. 278



COMMUNITY IMPROVEMENT AGENCY

The administration of an urban renewal program is a complex task that requires constant contact with many functions, groups, and individuals, as it involves physical, social, and economic decisions in the planning and execution processes. To successfully carry out such a program, an agency must devote its full efforts to this cause and, therefore, a separate Urban Renewal Agency is desired, instead of inclusion into an already existing department. A separate agency can concentrate all its efforts towards achieving the Community Renewal Plan without sacrificing staff or funds for the accomplishment of other programs. Such an agency has recently been established in New Orleans (The Community Improvement Agency).

The administration of Federally assisted urban renewal projects calls for specialists in the intracacies of the Housing Act of 1954, as amended. Preparation of applications, budgets, and reports in conformance to constantly changing directives from the Department of Housing and Urban Development is a complex task.

In addition to purely administrative personnel, the Urban Renewal Agency would require staff specialists in various phases of the Urban Renewal Program and would probably employ legal counsel, professional real estate appraisers, and other specialists on a consulting basis.

Many different types of functions are involved in the program undertaken by an Urban Renewal Agency. The following functions are utilized at one time or another:

Administration	Housing Counseling
Administration Assistance	Case Work
Planning	Property Management
Engineering	Rehabilitation Coordination
Accounting	Property Inspection
Real Estate Consultation	Clerical
Loan Administration	Legal Consultation
Drafting	Real Estate Appraisal
Relocation	Real Estate Negotiation

Of course, all of these functions would not be needed immediately, for example, the property management function would be needed only after property is actually acquired. Some of the key functions would be staffed, while others could be carried out by other agencies, departments, or consultants.

The types of positions that an Urban Renewal Agency can staff are quite flexible since they depend to such a great extent on local resources and needs. A CRP special survey of Urban Renewal Agencies showed a great variation in their number and type of staff personnel. The staff needs depended upon such factors as the size of the renewal program, the degree of assistance from other agencies, departments, and consultants, and the types of renewal projects undertaken. New Orleans' Community Improvement Agency staff will also be developed with these factors in mind and can be formed accordingly.

Some of the agencies that can fulfill the other functions are the City Planning Commission, the Regional Planning Commission, the Department of Safety and Permits, the City Attorney, the Housing Authority of New Orleans, and various types of consultants.

CITY DEMONSTRATION AGENCY

In New Orleans, the City Demonstration Agency has been established to administer the Model Cities Program in three selected target areas of the City, namely, the Lower Ninth Ward, Desire/Florida, and Central City neighborhoods. This agency performs a coordinating function to mobilize all of the available local, state, and federal resources in support of total physical, social, economic, and environmental improvement of the affected areas.

DIVISION OF BUILDING INSPECTION

An essential ingredient of any successful program for the elimination of blight is the strict enforcement of the Building and Housing Codes. Such enforcement requires strong support from the City Administration and the public, since it must deal with opposition from powerful groups of property owners who will be faced with large expenses for renovations, repairs, and building permits. Enforcement of these laws helps to offset situations whereby it is highly profitable to own and operate substandard housing. A side benefit of Building Code enforcement is that the building permit records will be much more complete, providing a valuable statistical resource.

Perhaps the most significant deficiency in the code enforcement program, locally, is the lack of sufficient inspectors. As of January, 1970, there were only 27 housing inspectors to enforce the Housing Code. Cities implementing a strong Housing Code enforcement program have approximately one inspector for every 10,000 population in the City according to some authorities. By this measure, New Orleans would require approximately 70 housing inspectors instead of the present authorization. With a staff of this size, a program of periodic inspection of all properties in the City could be considered.

HOUSING AUTHORITY

The Housing Authority should have close ties with the City Planning Commission, the Urban Renewal Agency, and the Divisions of Building Inspection and Housing Improvement to effect complete coordination of programs. The Housing Authority plays a major role in the relocation housing problem since it is able to develop low to moderate income housing on a low interest rate and rent supplement basis. Any plan for the relocation of families displaced from a project area, even if only temporarily, will depend heavily upon public housing for families who cannot pay the cost of private housing.

The Housing Authority should continue to work closely with the City Planning Commission to obtain recommendations on the most suitable areas for public housing development in relation to land use, zoning, community facilities, and services, etc.

The Divisions of Building Inspection and Housing Improvement can assist in indicating the need for public housing in various areas in relation to structural conditions, permit activity, and code enforcement. The Urban Renewal Agency requires assistance from the Housing Authority to determine what public housing is available to relocatees and what housing programs could best suit the needs of the relocatees. Also, in many instances, particularly with the heavy Federal emphasis on low to moderate income housing programs, the Housing Authority may be the redevelopers of a portion of the property cleared by urban renewal. This type of program allows displaced families the opportunity to relocate back in the same neighborhood where their original social and economic ties were rooted. Coordination of agency and departmental functions is a necessity in such a program.

TOTAL COMMUNITY ACTION

The New Orleans Community Renewal Program has been prepared with great emphasis upon the sociological aspects of blight. In many areas, social problems contributing to blight must be corrected before any lasting solution can be implemented. Through past experiences, it has been learned that physical change without social change only shifts the location of blight or delays blight, instead of eliminating it.

Much emphasis must be placed on the elimination of social blight in future urban renewal programs. Total Community Action is one agency that can provide great assistance in this field as it has programs, manpower, and facilities dealing with such social problems as unemployment, school dropouts, lack of skills required for securing employment, and others. These social problems are usually prevalent to a degree in urban renewal areas and must be resolved if code enforcement, rehabilitation, and relocation efforts are to be successful.

Also, another important contribution that Total Community Action might make to the urban renewal effort would be a program of information and educa-

tion through which New Orleans residents in general and project area residents in particular would become convinced that urban renewal is in their best interest and should be supported. A public relations program that emphasizes the value of urban renewal and the opportunities it provides to the people of New Orleans is necessary to instill confidence in all aspects of the program. This should be a continuing program to keep the public informed and aware of renewal efforts.

CHIEF ADMINISTRATIVE OFFICE

All of the proposals of the Community Renewal Plan and any other anti-blight measures will require large amounts of money. In its present situation, New Orleans lacks funds for many important needs including staff needs and public improvement needs. Obviously, the blight eradication program depends upon an improvement in the financial condition of the City, which is a major responsibility of the Chief Administrative Office. The Chief Administrative Office can also provide the supervision and coordination between the agencies engaged in renewal.

ELECTRONIC DATA PROCESSING

Most cities now recognize the great advantage of electronic data processing because of the great masses of data that are necessary to maintain in the process of operating a city. The new equipment that is available in the Bureau of Electronic Data Processing of the City of New Orleans is a very valuable tool for the storage, tabulation, computation, correlation, and retrieval of data of all kinds and from all departments. The Bureau has been increasing its capability in this field steadily for several years. Not all departments are yet making full use of the Bureau; however, it will be probably many years before the full potentialities of this facility are realized.

The goal is to establish a common data bank where all statistical information will be stored and be readily available for all uses. The City of New Orleans wisely recognized the need for electronic data processing and invested in such equipment. The City maintains the Bureau of Electronic Data Processing, which administers this program and has an excellent service capable of being expanded to all City departments needing it.

The Community Renewal Program made use of electronic data processing for the processing of all data on land use, building conditions, population, and environmental conditions survey data. All this data should be updated periodically and new printouts obtained as needed. New methods of utilizing electronic data processing should also be investigated by all agencies and departments of the City with the intent of developing more efficient administrative and management techniques.

RELOCATION

The CRP included a forecast of the number and characteristics of residential and non-residential displacements expected as a result of implementation of the Community Renewal Plan and an analysis of the resources available to these prospective relocatees. This study is crucial since the action program must be tailored to the capability of the local housing supply to provide suitable housing for those families displaced by urban renewal actions.

The first step in this analysis consisted of the identification of areas which on the basis of prior CRP studies, have been tentatively assigned to treatment classifications that require either significant or total clearance. Treatment areas classified as "Rehabilitation with either Light, Moderate, of Heavy Clearance" and "Total Clearance", were studied since the other types of treatment require only very minimal displacements. A total of 33 treatment areas were chosen and studied on this basis.

An estimate of the number of future displacements in these areas was obtained through results of the Sample Residential Survey (discussed in detail in the Property Conditions Chapter) which included a structural conditions survey of all areas in the City that contained concentrations of substandard housing as reported by both the 1960 U. S. Census of Housing and the 1965 Land Use Survey. By relating the percentage of dwelling units requiring clearance on a block basis according to the Sample Survey, the number of dwelling units in these 33 areas to be cleared was estimated as 8,018.

The characteristics of these potential relocatees were determined by relating the census tract statistics to the respective treatment areas within the census tracts. In this manner, the study was able to estimate relocatee characteristics of race, age, income, education, employment, household size, and home ownership. For general comparative purposes, the characteristics of the relocatees in the Cultural Center and Police Complex urban renewal projects and the Guste Homes and Fischer Homes public housing projects, were utilized.

Two major sources were utilized to obtain some indication of the amount and type of private housing that might be available at any given time to accommodate relocatees. These sources were the 1960 Census of Housing and a special newspaper survey conducted by the CRP staff in 1967. Based upon a very detailed study of the characteristics of existing vacant housing as to sale and rent levels, number of bedrooms, condition of vacant housing, and the ratio of advertisements for white and Negro, it was evident that private housing within the rent capabilities of potential relocatees is not available in sufficient quantity.

Some pertinent statistical summaries of the study are as follows:

1. While an estimated 46% of future relocation families require housing in the gross rent range of less than $62, only 11.1% of the total supply of available rental housing advertised was in this range.

2. With regard to size, the greatest deficiencies are in the four and five bedroom categories since 14.3% of future relocation families require such housing and only 2.5% of the units advertised were in these categories. A deficiency is also reported in the two-bedroom category.

3. Only 55% of the available one-bedroom unit resources are in the gross rent range below $87, compared to nearly 90% of the needs in this same range with the greatest deficiency in the $25 to $49 gross rent range.

4. A great need for housing in the $38 to $74 gross rent range was indicated in the three-bedroom category as nearly 60% of the previous relocatees required such housing and only 1.4% of the three-bedroom units were advertised in this range.

It may also be concluded that existing public housing is inadequate to materially assist in meeting the potential relocation workload as an analysis of the turnover rates of public housing clearly reflects. Of the 8,018 families, it is estimated that about 40% will seek the aid of public housing since their incomes are less than $3,000 and, therefore, cannot approach the purchase or rental price of sound private housing. Clearly, then, an urban renewal program in this City must be tailored closely to the number of subsidized housing units that can be constructed and reserved for relocatees.

Assuming a twenty-year implementation period for the local urban renewal program, an average of approximately 481 families will require relocation each year (this figure also includes provisions for an estimated 800 family displacements as a result of highway improvements and Citywide code enforcement programs projected over a 10-year period). Of this total yearly figures, and based upon an analysis of the characteristics and needs of the potential relocatees, 192 (40%) will require public housing, 109 (23%) will continue as homeowners, and 180 (37%) will occupy private rental housing.

The Housing Authority of New Orleans (HANO) is now planning to develop 3,350 public housing units in the five-year period from 1968 to 1972, or an average of 670 units per year. Using the above estimates of 192 families per year requiring public housing, a balance of 478 public housing units per year may be available for either an accelerated urban renewal program or for other eligible families provided HANO realizes its objective and extends this program at the same rate over a 20-year period. Additional public housing units are available as a result of the normal turnover in existing public housing. Also, an additional 5,000 units have been requested in 1970, but have not yet been authorized.

Although an estimated 830 non-residential structures will require relocation in the 33 treatment areas, only about 5% are estimated to have special relocation problems because of specific locational requirements, and therefore problems in non-residential relocations are not anticipated to be severe.

A Central Relocation Agency has been established in New Orleans in 1970 to provide relocation assistance and service to families and businesses to be displaced as a result of all governmental programs.

XIII

PLANNING SECTION ANALYSIS

CONCEPT OF PLANNING SECTIONS

The land area of the City of New Orleans consists of nearly 200 square miles, or about 125,000 acres. In order to undertake a meaningful analysis of a complex urban center of such huge proportions, it is first necessary to divide the City into more manageable geographic areas for study purposes. Such divisions are essential to the collection, assemblage, recordation, retrieval, and evaluation of data of the magnitude generated by the CRP. This basic requirement to the systematic approach to community renewal in New Orleans is furnished by the Planning Sections and Planning Units established well in advance of the CRP by the City Planning Commission with the advice and assistance of City Departments, Agencies, and Officials. These Planning Sections, and their smaller divisions, or Planning Units, are illustrated on Plate 53.

While practically all of the Planning Sections comprise rather large geographic areas containing heterogeneous types of people, development, and conditions, they nevertheless represent areas with which members of the public can generally identify in most instances. As an illustration, Gentilly (Planning Section 2), is a term familiar to most residents of New Orleans and comprises an area which most residents can associate with in a very general manner. Although there may be some disagreement as to its boundaries, Gentilly is still a geographic unit of some general identity and manageable size. An obvious advantage of this form of land division is that conditions and proposals of this CRP for most any given area can be easily related to general locations within the City simply through the use of a single term, i. e., Lakeview, Gentilly, Carrollton, etc. Thus, the Planning Sections have been used as basic geographic units for reporting existing conditions and summarizing CRP proposals for improvement.

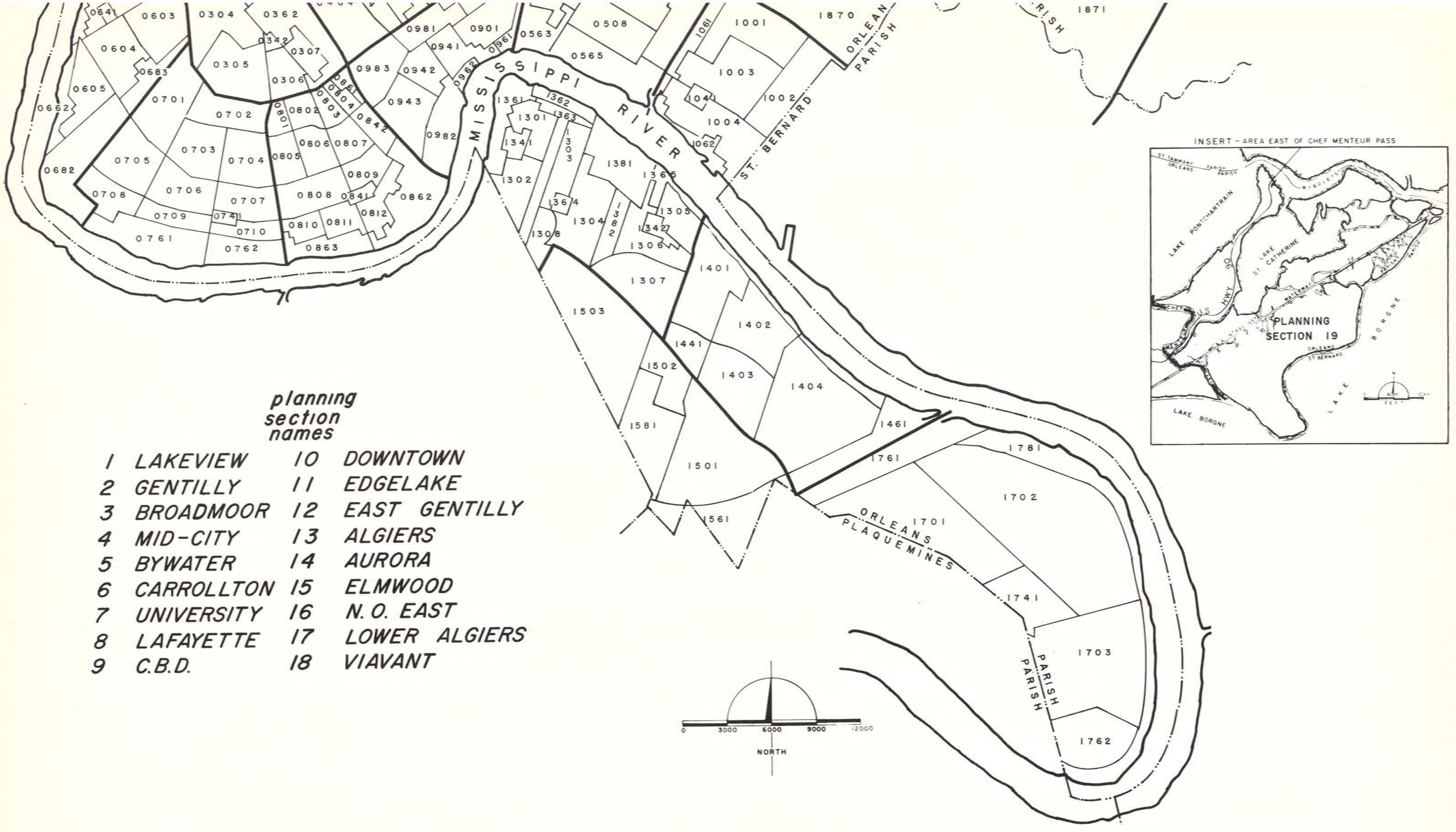
Of importance, too, are the Planning Units. Plate 53 shows that within each Planning Section there are a number of smaller areas which are termed Planning Units. These areas are generally delineated according to the predominant land use of the area. The residential Planning Units generally reflect an area of such a size, type, and population as to support an elementary school and playground (about 5,000 people). The Planning Units, then, are "neighborhoods" in the traditional definition of the term, except that these areas have not been sufficiently studied or refined to permit their classification as true City neighborhoods.

While the Planning Unit has been extensively used throughout the CRP as a convenient geographic level for the aggregation and summarization of statistical data, it is not practical to attempt an analysis or to report conditions by such limited and restricted geographic areas. It is, therefore, repeated that Planning Sections, not Planning Units, are the basic geographic units used for summarizing the CRP findings and proposals.

In addition to the conveniences to both the public and the technicians afforded by this system of land division, another important consideration is that it represents an initial step toward the establishment of a municipal data bank and for ultimate, comprehensive planning on a neighborhood basis.

Following is a description of each of the developed Planning Sections consisting first of an analysis of existing conditions as determined through the CRP and second the general treatment proposals for these areas.

Since the purpose of the CRP is to locate and measure blight and propose appropriate forms of treatment on the basis of these findings, a detailed examination of vacant or sparsely developed areas would be of very limited value. Accordingly, the following analysis has been confined to the developed sections of the City, which consists of all Planning Sections except Elmwood, New Orleans East, Lower Algiers, Viavant, and Chef Rigolets.



INSERT – AREA EAST OF CHEF MENTEUR PASS

planning section names

1	LAKEVIEW	10	DOWNTOWN
2	GENTILLY	11	EDGELAKE
3	BROADMOOR	12	EAST GENTILLY
4	MID-CITY	13	ALGIERS
5	BYWATER	14	AURORA
6	CARROLLTON	15	ELMWOOD
7	UNIVERSITY	16	N.O. EAST
8	LAFAYETTE	17	LOWER ALGIERS
9	C.B.D.	18	VIAVANT

LAKEVIEW
SECTION 1

EXISTING DEVELOPMENT

LAND USE

As illustrated on Plate 54, Lakeview has as its boundaries Lake Pontchartrain on the north, Bayou St. John on the east, proposed Interstate 610 including all of City Park on the south, and the parish line on the west. It is almost fully developed with residential uses with associated public and semi-public uses and neighborhood shopping districts. The huge, 1500 acre City Park, constitutes the single most impressive land use in the entire City and has been a significant feature along with the natural amenities of the Lake underlying the high quality conditions of Lakeview.

RESIDENTIAL CONDITIONS

The census data reflect the generally good overall condition of the Lakeview area. Ninety-six percent of the dwelling units are in standard condition, the highest in the City, and no dwelling units lack plumbing facilities. Seventy-eight percent of the homes in Lakeview were owner-occupied in 1960, the highest ratio in the City. The average value of owner occupied homes was nearly $28,000 in 1960, the highest of all the areas and more than 100 percent higher than in 1950. The total number of housing units nearly doubled during the ten-year period, from 3,314 to 6,555. The nonwhite occupancy dropped from two percent of the total units in 1950 to zero in 1970, making Lakeview the only developed planning section with a total white population.

The 1965 land use survey disclosed that over 99 percent of the residential structures were in standard condition. The few substandard structures were dispersed throughout the area so that no concentrations of poor housing existed. Most of the densities by block in Lakeview fall into two ranges, two to six and six to ten dwelling units per acre. For the section as a whole the density is only 3.9 dwelling units per acre, one of the lowest in the developed area of the City.

COMMERCIAL & INDUSTIRAL CONDITIONS

Because of its recent growth, Lakeview has been controlled to a considerable extent by the application of comparatively better standards than many areas developed prior to World War II. Instead of having very widespread and scattered commercial and industrial development as do many of the other developed planning sections, the location of non-residential development in Lakeview is largely restricted to several well defined areas. Of the total 6,188 buildings in Lakeview only 80 are commercial and industrial buildings and only two of these eighty were classified as substandard by the 1965 land use survey, which is the smallest percent of nonresidential buildings of the 14 developed planning sections in the City.

Similarly, only 27 acres (less than one percent) of the total 3,534 acres of developed land in Lakeview are devoted to commercial and industrial uses. Lakeview is far below most of the other developed sections in terms of commercial and industrial development. This can be explained, for the most part, by two factors. First, its development has been guided by the Land Use Plan and the zoning regulations have helped to insure sound development. Secondly, the character of the area is such that it has attracted high quality residential usage.

GENERAL APPEARANCE FACTORS

A total of 43 sample street segments was inspected in Lakeview. The average weighted score for each of the selected general appearance factors in Lakeview is consistently lower than the scores for most of the other planning sections. Consequently, Lakeview received one of the best overall ratings -- Low Good.

Approximately 93 percent, or 40 of the 43 total inspections, received ratings of good or fair with the remaining three rated marginal.

Penalties for overhead wires, landscaping, and street furnishings comprise over 80 percent of the total penalties in Lakeview and, more specifically, the visual effect of overhead wiring, shade trees and light standards and utility poles combined, accounted for over half of the total penalties. Examined separately, the factors entitled signs and billboards, architectural compatibility of buildings, and fences each received good ratings.

HISTORIC SIGNIFICANCE

West-End Park is of significant historical importance together with the West-End Lighthouse. Also in the West-End Area are the sprawling restaurants on pilings which are some of the few remaining vestiges of a building type that once covered the entire lakefront.

Lake Vista subdivision laid out in the 1930's and hence, not historic by present cirteria, could in the future become one of the noteworthy areas of the City. Its system of dead-end, rear-access streets, with houses facing either parks or lanes, follows the famous plan of Radburn, New Jersey in the 1920's.

City Park, developed for public use in 1896, contains several elements of historic value. The Isaac Delgado Museum building is a good example of the City Beautiful movement of the early 1900's; the Greek Peristyle near City Park Avenue and Dumaine Street is another example of this type architecture although it is marred by improper renovations. The W.H. Mc Fadden House now occupied by the Christian Brothers and used as an educational facility is an extraordinarily opulent mansion, situated in the interior of the park. Another building of merit is the flying-horse enclosure which is an excellent example of rapidly disappearing Victorian folk architecture. There are many landmark trees in the park including the much romanticized Dueling Oaks. Also the last remaining segment of Bayou Metairie exists as the City Park lagoon along City Park Avenue.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
LAKEVIEW

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	968	Commercial - 24 Industrial - 3 Public & Semi-Public - 1,725
2. Land Use Survey - 1965		
A. Number of structures	6,027	161
B. Percent of structures substandard	3%	2%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	35	3
B. Percent rated "poor" by category		
1. Environmental conditions	0	0
2. Structural conditions	0	0
3. Composite conditions	0	0

	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	14.9 %	7.9 %

	WHITE	NON-WHITE
5. Total Population by Race - 1960	21,178	72
6. Total Dwelling Units by Race - 1960	6,289	16

	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	4,937	1,352
8. Average Population Density Per Net Residential Acre - 1965	24.4	
9. Average Home Value - 1960	$ 27,934	
10. Average Rent - 1960	$ 71	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	13.2 %	19.8 %	27.7 %	39.3%

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 8 (2 Public, 4 Catholic, 2 Other Private).
- Condition of Public school buildings – 1 Good, 1 Poor.
- Adequacy of Public school sites – 1 Good, 1 Fair.
- Condition of All school buildings – 4 Good, 3 Fair, 1 Poor.
- Adequacy of All school sites – 3 Good, 4 Fair, 1 Poor.
- Total school acreage – 47.5.

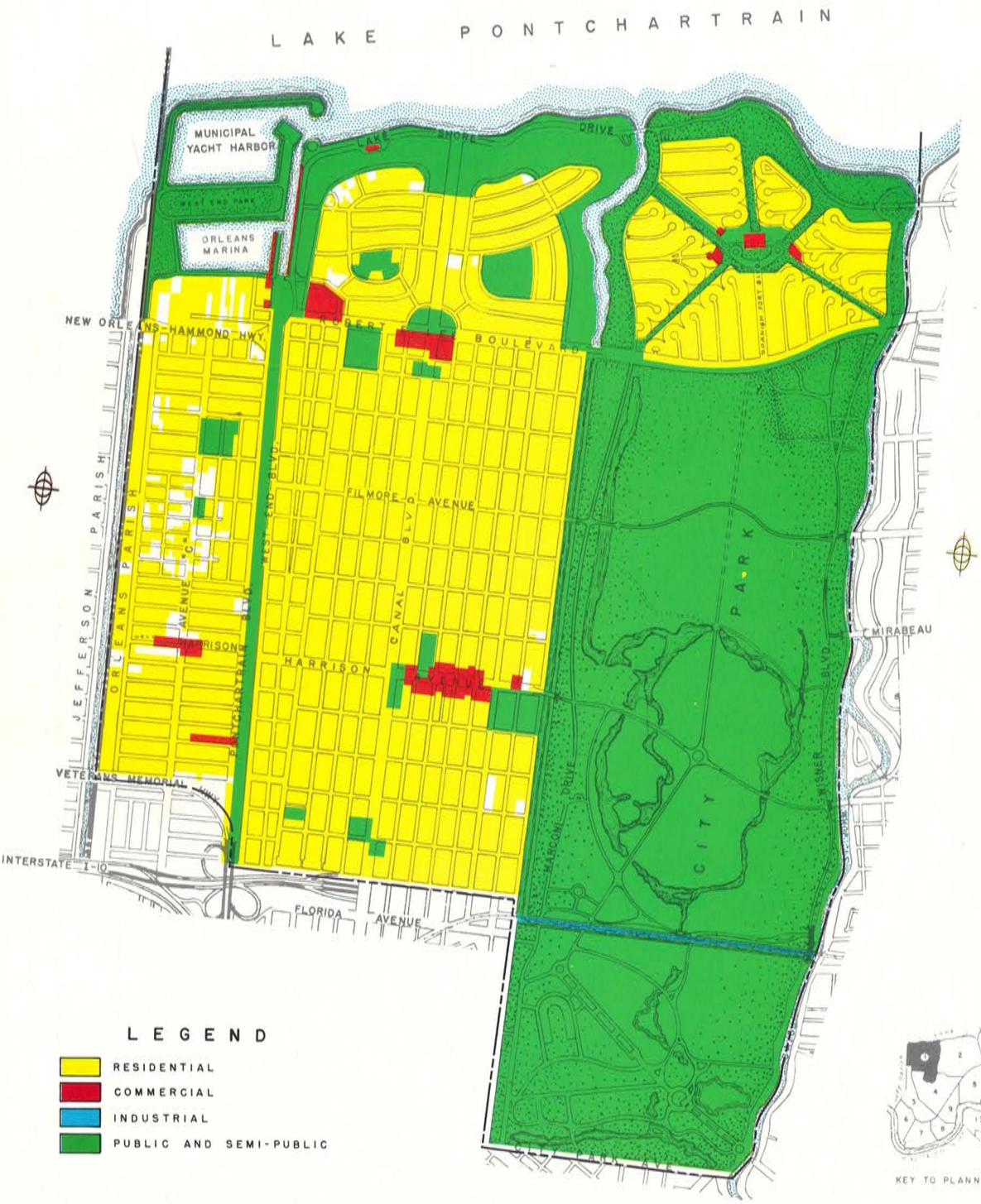
Recreation:
- Neighborhood recreation acreage – 13.0.
- Minimum recommended acreage – 61.5.
- Neighborhood recreation space deficit – 48.5.

Police and Fire Stations:
- Number of Police Stations – None.
- Number of Fire Stations – 2.
  - Condition of buildings – 2 Good.
  - Adequacy of sites – 2 Good.

Libraries:
- 1 Branch facility, 1 bookmobile stop.
  - Condition of building – Good.
- Percent of area more than 3/4 mile from library – 40 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 8 percent.
  - Requiring repair – 5 percent.
- Major streets functioning above capacity –
  - Canal Blvd., sections of Harrison Ave.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE

LAKEVIEW

Planning Section 1

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.

0 1000 2000 3000 4000

NORTH

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 55 graphically illustrates the proposed development within the Lakeview Planning Section.

Lakeview contains the best overall housing conditions of any planning section in the city. Although its present character is low-density, the filling in of vacant parcels and growth areas south of Robert E. Lee Boulevard will increase the density to medium as shown on the Land Use Plan. This medium-density classification will permit the continuation of the trend toward two-family homes and provide for limited future population growth. The area north of Robert E. Lee Boulevard is fully developed and will remain low-density residential.

The area along Robert E. Lee Boulevard, immediately south of the Orleans Marina, has been proposed for high-density residential. A market exists for this type of development in close proximity to the excellent recreational facilities, adjacent to a shopping facility, and along an attractive major artery. Allowing high-density residential in this area will satisfy the market demand for apartments, thereby stimulating private enterprise to further develop this area.

Because of the overall good condition of the Lakeview Section there were no areas designated as renewal treatment areas. Since all areas of this Planning Section are in standard condition, the entire section is designated for Conservation which mainly requires continued private maintenance and corresponding continuance of municipal services. The age of development in this area suggests that enforcement of the City's basic codes may in the near future become necessary to prevent decline. Also, use of the paving lien program extensively in Lakeview would improve the appearance and environmental quality of the area thus contributing to its continued excellence as a residential area. Attention should also be directed to the neighborhood-type recreation needs of Lakeview.

The following table summarizes the projected development of the Lakeview Planning Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	872	57	3	1,037
Projected Dwelling Units	8,575			
Projected Population	31,000			
Projected Density (Pop/net residential acre)	35.5			

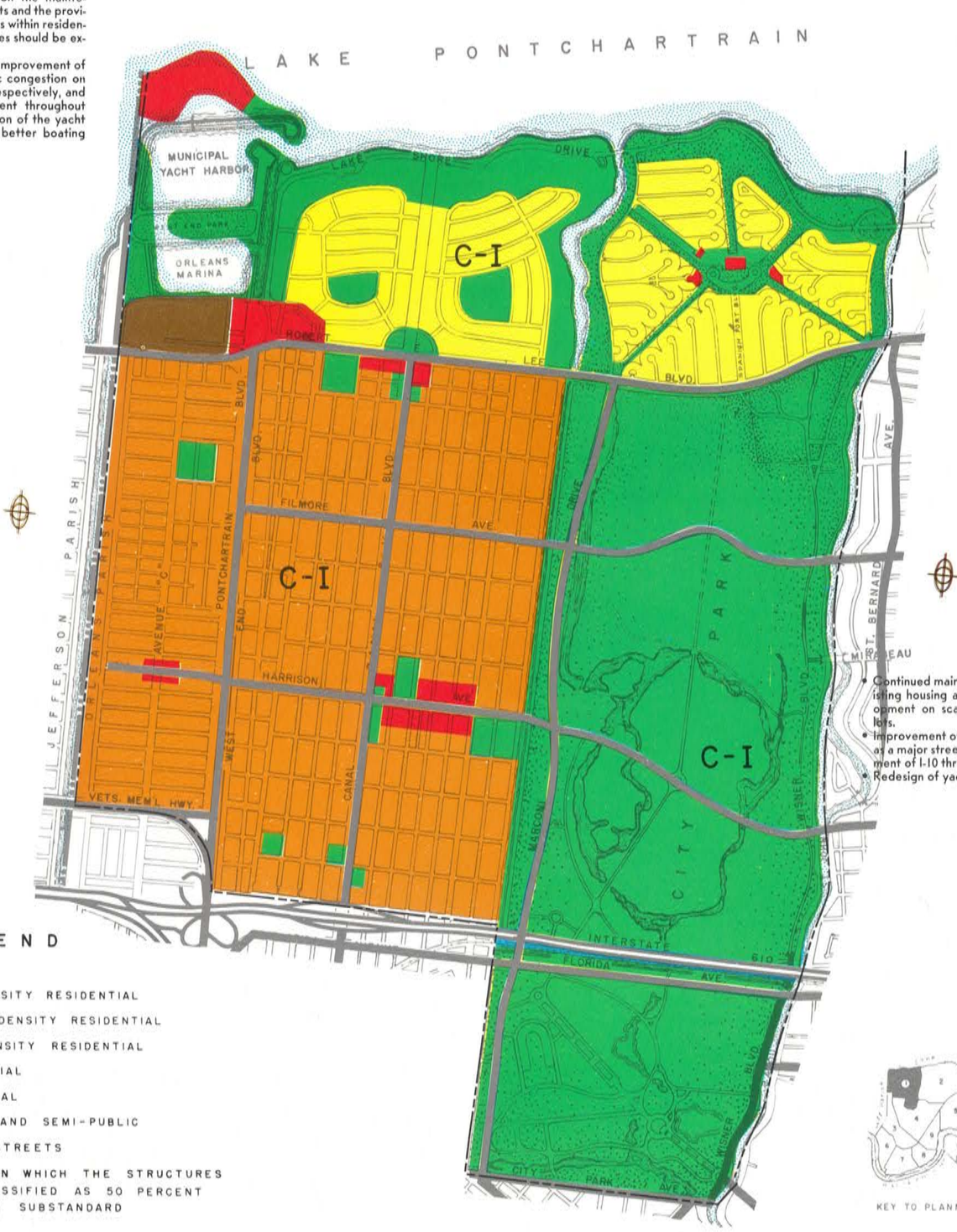
GENERAL NOTES

A recently-developed section, Lakeview maintains the best overall housing conditions and the finest major recreational facilities in the community.

The objectives in Lakeview are to maintain the quality of existing development and to insure sound new development on scattered vacant lots through the enforcement of housing and building codes and conformance to the Land Use Plan.

Emphasis should be placed on the maintenance and beautification of streets and the provision of neighborhood playgrounds within residential areas. Inadequate school sites should be expanded.

Development of I-10 and the improvement of Marconi Blvd. should ease traffic congestion on Harrison Ave. and Canal Blvd., respectively, and should facilitate traffic movement throughout the area. Redesign and expansion of the yacht harbor and marina will provide better boating facilities for more people.



- Continued maintenance of existing housing and new development on scattered vacant lots.
- Improvement of Marconi Blvd. as a major street and development of I-10 through City Park.
- Redesign of yacht harbor.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

PROPOSED DEVELOPMENT

LAKEVIEW

Planning Section I

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

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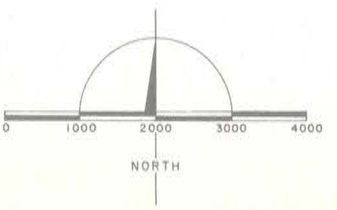


COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

GENTILLY SECTION 2

EXISTING DEVELOPMENT

LAND USE

The Gentilly planning section is situated in the area generally bounded by Lake Pontchartrain on the north, the Industrial Canal on the East, Interstate I-10 and proposed Interstate I-610 on the south and Bayou St. John on the west. While this area had experienced a limited degree of scattered development as far back as 1929, the near complete urbanization did not occur until the period between the land use surveys of 1949 and 1965. Plate 56 illustrates the generalized existing land use pattern in Gentilly as of 1965. The predominant low to medium density residential character of Gentilly is amply demonstrated by this map. The total area of 5,470 acres makes Gentilly one of the largest of the developed planning sections.

RESIDENTIAL CONDITIONS

A substantial percentage of blocks within Gentilly has a total assessed value of less than $50,000. Although many of these are merely block fragments, a significant number are full-sized blocks. Although little physical deterioration in housing now exists in Gentilly, these blocks with inordinately low property assessments may indicate areas where blight could start.

Housing conditions in Gentilly, as measured by the Census, are quite good. Ninety-six percent of the dwelling units were in standard condition and no units lacked plumbing facilities. The percentage of owner occupied homes increased from 11 to 63 percent between 1950 and 1960, while the average value increased by about $8,600 to a 1960 level of $20,347. The total number of dwelling units increased to 19 percent. The 2,100 additional nonwhite units was one of the largest gains made, although the increase in white units (4,700) exceeded it.

According to the 1965 land use survey, only a handful - about one-half of one percent of the residential structures in Gentilly are substandard. There are only two small areas which exhibit poor housing. Only Lakeview has fewer substandard residential structures. Most of the blocks within Gentilly have moderate population densities, between two and ten dwelling units per acre. The only densely populated areas are two private and one public housing projects. Taken as a whole, the density is 8.2 dwelling units per acre.

COMMERCIAL & INDUSTRIAL CONDITIONS

Like Lakeview, Gentilly has developed largely subsequent to the adoption of the Zoning Ordinance in 1929. As a result, the location of commercial and industrial buildings in Gentilly is generally restricted to a few areas as opposed to the highly scattered nonresidential development found in those sections of the City which developed prior to 1929. Of the total 14,957 buildings in Gentilly, only 302 are used for nonresidential purposes.

Since there are no concentrations of substandard nonresidential development in Gentilly, none of the nonresidential sample survey areas are located in this section (as explained in Chapter IV, Property Conditions, only areas that exhibited poor structural ratings from the land use survey were specifically designated for the sample survey). Therefore, only supplemental or "spot" checks were conducted, consisting of eight scattered blocks and a total of fifty-one inspections. Over forty of these inspections received ratings of good for each of the three rating categories of structural, functional and environmental and composite. Penalties for the functional and environmental factor, opportunity for expansion, were the most recurring with approximately two-thirds of the 51 structures penalized for this deficiency.

Individual scores for structural factors were good in Gentilly, with nearly 86 percent of the structures given a structural rating of good, which is considerably better than the 56 percent average structural rating of good for all inspections in the survey.

GENERAL APPEARANCE FACTORS

Gentilly received an overall rating for the study of General Appearance Factors of Medium Fair, which rating is exceeded only by Lakeview and Aurora of the 14 developed planning sections. As in the case of most of the other sections, the poorest scores in Gentilly were for overhead wires, landscaping, and street furnishings.

It is significant that the majority of the sample street segments rated good are located in the northern part of Gentilly near Lake Pontchartrain, while the central part of Gentilly contains most of those streets rated fair, and those streets rated marginal or poor are located in the southern portion of this planning section. This appears to indicate a correlation between age of development and appearance. While deterioration due to age would be expected to detract from appearance, none of the development in this area is excessively old and with proper maintenance should have continued to present a pleasing appearance.

HISTORIC SIGNIFICANCE

Gentilly Boulevard is pleasantly landscaped in part and follows the high ground created by the former Bayou Sauvage (Gentilly). Oak trees on Elysian Fields Avenue near Lakeshore Drive and in adjacent Live Oak Park mark the site of the business center of the former resort village of Milneburg, originally a brick works owned by Alexander Milne, where the New Orleans and Pontchartrain Railway (Smoky Mary) stopped to discharge passengers before continuing along the trestle to supply the camps with water. The Milneburg Lighthouse (now on land in Pontchartrain Beach Park) once stood offshore and is an historic landmark of considerable value.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS GENTILLY

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	2,278	Commercial - 159 Industrial - 167 Public & Semi-Public - 1,070
2. Land Use Survey - 1965		
A. Number of structures	14, 509	448
B. Percent of structures substandard	.5%	3%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	19	52
B. Percent rated "poor" by category		
1. Environmental conditions	0	12%
2. Structural conditions	0	15%
3. Composite conditions	0	15%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	12.1%	21.0%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	54,126	16,571
6. Total Dwelling Units by Race - 1960	15,731	3,602
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	12,139	7,194
8. Average Population Density Per Net Residential Acre - 1965	35.2	
9. Average Home Value - 1960	$ 20,347	
10. Average Rent - 1960	$ 56	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	24.7%	27.7%	29.6%	18.0%

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 23 (12 Public, 7 Catholic, 4 Other Private).
- Condition of Public school buildings – 9 Good, 2 Fair, 1 Poor.
- Adequacy of Public School sites – 5 Good, 7 Fair.
- Condition of All school buildings – 18 Good, 3 Fair, 2 Poor.
- Adequacy of All school sites – 6 Good, 13 Fair, 4 Poor.
- Total school acreage – 103.7.

Recreation:
- Neighborhood recreation acreage – 25.3.
- Minimum recommended acreage – 208.7.
- Neighborhood recreation space deficit – 183.4.

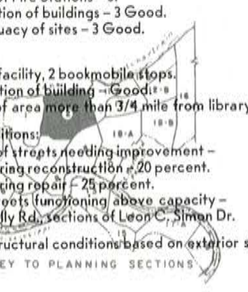
Police and Fire Stations:
- Number of Police Stations – None.
- Number of Fire Stations – 3.
  - Condition of buildings – 3 Good.
  - Adequacy of sites – 3 Good.

Libraries:
- 1 Branch facility, 2 bookmobile stops.
  - Condition of building – Good.
- Percent of area more than 3/4 mile from library – 70 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 20 percent.
  - Requiring repair – 25 percent.
- Major streets functioning above capacity – Gentilly Rd., sections of Leon C. Simon Dr.

Note: All structural conditions based on exterior surveys.

KEY TO PLANNING SECTIONS



EXISTING LAND USE
GENTILLY
Planning Section 2

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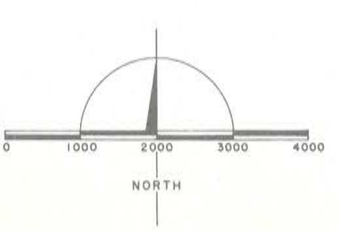

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES PLANNING CONSULTANTS MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON	PLATE SOURCE DATE

PROPOSED DEVELOPMENT

Plate 57 illustrates the proposed development within the Gentilly Planning Section

The area generally between London Canal and Peoples Avenue has been proposed for medium density residential development. Although Gentilly as a whole is generally a low to medium density area, its central area has been proposed for medium density development which will allow a gradual transition of mixed single and two family homes to a full medium density level in accord with normal growth trends and needs. The remainder of the section will remain low density in order to preserve and maintain the present character of these areas, which have demonstrated the capability of resisting change from their predominating single family character.

High density residential usuage has been proposed only in very restricted locations and in limited amounts primarily within and immediately adjacent to the existing public and private apartment developments. Additional commercial space is provided for the projected expanded space needs of the Gentilly Woods and Gentilly Elysian major shopping centers which have a combined 1985 land use requirement of 120 acres and projected yearly sales volume of $80 million. Industrial uses are shown as restricted to present locations mainly along the Industrial Canal frontages.

As illustrated by Plate 57, the proposed general treatment classification for the Gentilly Section is exclusively conservation treatment which requires no major renewal effort. This category of treatment is of course reflective of the essentially standard conditions prevalent in Gentilly and discussed earlier in this report. Similar to Lakeview, code enforcement and paving lien programs should be considered in this area to preserve its high quality residential environment, together with provision for public services.

The following summarizes the projected development of Gentilly for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	2,342	262	248	725
Projected Dwelling Units	24,272			
Projected Population	92,000			
Projected Density (Pop/net residential acre)	39.3			

GENERAL NOTES

Gentilly is characterized by its excellent major educational facilities (Louisiana State University of New Orleans, Dillard University, and the Baptist Theological Seminary) and its attractive residential atmosphere.

The objective in Gentilly is to maintain the quality of existing development, with careful attention to structural maintenance and scattered commercial uses in the southern portion of the section. This can be achieved through the encouragement of private improvements, emphasis on housing code enforcement, and adherence to the Land Use Plan.

Many minor streets throughout the section should be improved and beautified to enhance residential areas. Recreation space should be provided by developing vacant areas into playgrounds and expanding inadequate school sites. A library and an additional fire station are also needed.

The extension and improvement of Filmore Ave. and Harrison Ave. and the development of I-10 will improve east-west traffic movement through the section and ease traffic congestion on Gentilly Rd. The new Seabrook Bridge has improved access to the east.

LEGEND

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- KEY TO PLANNING SECTIONS
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

PROPOSED DEVELOPMENT

GENTILLY

Planning Section 2

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NORTH

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PLATE
SOURCE
DATE

BROADMOOR SECTION 3

EXISTING DEVELOPMENT

LAND USE

The Broadmoor planning section is bounded generally by Veterans Memorial Highway, Pontchartrain Boulevard, Interstate I-10, South Claiborne Avenue and the Orleans-Jefferson Parish boundary line. A gross land area of nearly 3,100 acres is reported in Broadmoor, of which all but 103 acres were considered developed as of 1965. Although residential is the primary use in terms of total acres of development, Broadmoor contains sizable areas of commercial, industrial, and public semi-public uses.

Numerous distinctive physical features characterize Broadmoor and have greatly influenced its land use pattern, both past and present. The crescent shape of the Mississippi River, and also the old plantation ownership lines, have affected the street and block pattern of much of this area as streets extending out from the River tend to come to a focus in Broadmoor. The land development pattern in this area is consequently most unorthodox containing many irregularly-platted streets, blocks and lots.

The construction of the former New Orleans Navigational Canal, or New Basin Canal, in the 1830's, as a link between the West End Harbor and the Riverfront port area, was another important factor influencing the development pattern in Broadmoor, resulting in considerable industrial activity along its frontage. The generalized 1965 land use pattern of Broadmoor is illustrated on Plate 58.

RESIDENTIAL CONDITIONS

A sizable number of blocks in Broadmoor have a total assessed value of less than $50,000. Even with allowance made for the many fragmentary blocks, the data indicate a correlation between low assessed valuation and poor housing conditions.

Eighty-three percent of the housing units in the Broadmoor area are in standard condition, and seven percent of the nondilapidated units lack some plumbing facilities. The value of the average owner occupied house increased to $19,391, a gain of 46 percent between 1950 and 1960. The average monthly contract rent also increased, from $37 to $52, or by 41 percent. Of the total 1335 gain in housing units, 69 percent was in non-white units, which comprised 47 percent of the total housing units in 1960. The vacancy rate was only five percent, the lowest among all the planning sections.

One thousand residential structures, 10.5 percent of the total, were classified as substandard according to the 1965 land use survey. Based upon a comparison of the census and land use survey data, it seems evident that the residential conditions have deteriorated since 1960, when the census was taken. The Fontainbleau area of Broadmoor, however, displays little or no housing blight. The majority of the blocks in the Broadmoor area have a density between 10 and 20 dwelling units per acre. For the area as a whole, the density is 14.1 dwelling units per acre.

COMMERCIAL AND INDUSTRIAL CONDITIONS

Eight percent or 801 of the total 10,494 buildings are devoted to commercial and industrial uses. The percentage of non-residential blight in Broadmoor (12 percent of the total nonresidential structures) is equivalent to the average of non-residential blight in the 14 developed planning sections.

Two of the 20 selected detailed survey areas are located in Broadmoor with 12 blocks and 33 inspections conducted in these two areas supplemented by 27 inspections in eight scattered blocks. Each of the two selected survey areas in Broadmoor received a rating of poor for both functional and environmental factors and for the composite rating, while one area was rated poor and the other fair for structural factors. Five of the eight scattered block samples in Broadmoor were rated poor for each of the three rating categories.

GENERAL APPEARANCE FACTORS

A total of 65 sample street segments were inspected in Broadmoor resulting in a rating of Low Fair. The scores in Broadmoor are generally consistent with the scores for the entire survey. Overhead wires and landscaping accounted for 19 of the total 28 point penalty score. Once again, the greatest penalty points were assessed for visual effect of overhead wires and poor use of shade trees.

The streets rated good or fair are located primarily within two distinct areas in this planning section. One of these areas is roughly bounded by Carrollton Avenue, Fontainbleau Drive, Washington Avenue, and Claiborne Avenue, and the other area is that portion located north of the New Orleans Country Club. Of the 30 inspections rated either good or fair, 21 are located within these two areas. Further, none of the 35 streets that were rated marginal are located in either of these two areas.

All of the sample street segments in Broadmoor rated marginal, therefore, are confined to a definite area rather than being scattered throughout the entire planning section. Of the 18 street segments inspected within the area bounded by Claiborne Avenue, Carrollton Avenue, Orleans Parish Line, and the New Orleans Country Club, 14 were rated marginal and the remaining four were rated good. The area containing the remaining 17 sample street segments rated marginal is bounded by Carrollton Avenue, Fontainbleau Avenue, Washington Avenue, Claiborne Avenue and Pontchartrain Expressway.

HISTORIC SIGNIFICANCE

The Broadmoor section contains several elements of notable historic value. Metairie Cemetery, begun in 1873, contains notable burials and monuments of a cer-

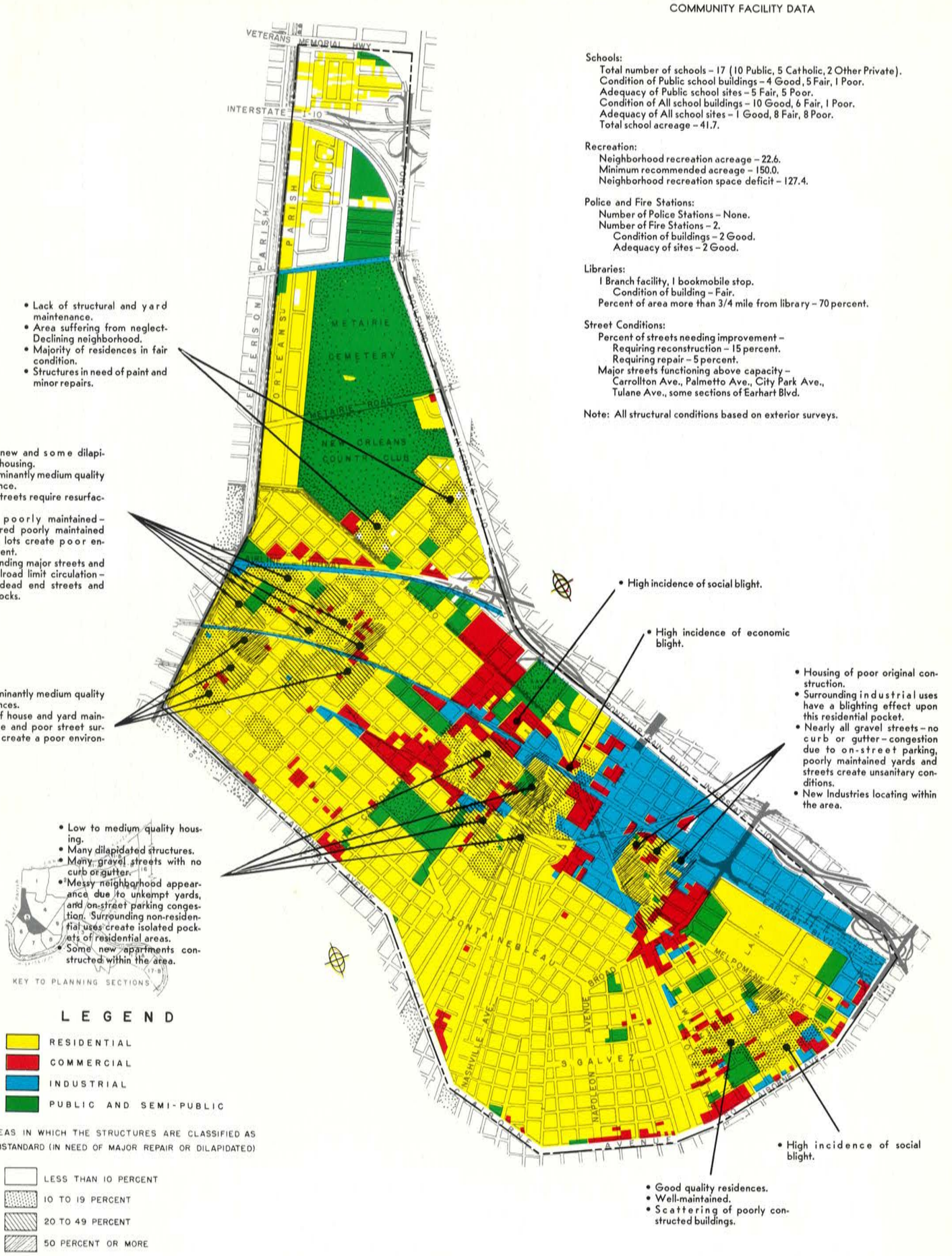
tain amount of architectural or sculptural interest.

The Hurst-Williams House, located on Garden Lane, is a plantation house which was removed from Tchoupitoulas Street and reconstructed on its present site. The New Orleans Country Club contains oak trees of landmark size located on its golf links. A few ninteenth century cottages in the vicinity of the Country Club are the sparse remains of suburgan development along the old shell road (now Pontchartrain Boulevard) that ran to West End.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
BROADMOOR

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	1,068	Commercial - 130 Industrial - 162 Public & Semi-Public - 355
2. Land Use Survey - 1965		
A. Number of structures	9,511	983
B. Percent of structures substandard	11 %	13 %
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	312	60
B. Percent rated "poor" by category		
1. Environmental conditions	41 %	67 %
2. Structural conditions	23 %	52 %
3. Composite conditions	33 %	60 %
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	10.9 %	59.1%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	27,251	29,385
6. Total Dwelling Units by Race - 1960	11,792	7,161
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	6,263	10,923
8. Average Population Density Per Net Residential Acre - 1965	56.5	
9. Average Home Value - 1960	$19,391	
10. Average Rent - 1960	$52	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	40.8 %	28.9 %	17.4%	12.9%



EXISTING LAND USE
BROADMOOR
Planning Section 3

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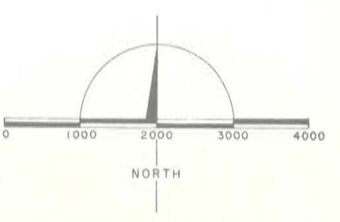

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PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

The proposed development within the Broadmoor Section is illustrated by Plate 59.

Residential development in Broadmoor is proposed to remain largely medium in density except the extreme northern portion which is developed with single family homes and is therefore low density and an area in the southwest corner of the section which is developed mainly with mixed residential and non-residential uses and is proposed for high-density residential. The proposed high density residential area is bounded by Melpomene Avenue, South Claiborne Avenue, and Toledano Avenue. This neighborhood, located close to a large industrial area, shopping facilities, and the central area could be improved through the encouragement of apartment development to this advantageous location to replace substandard buildings. Scattered marginal value commercial uses could also be replaced by high density or apartment-type residential uses.

A pocket of substandard residential uses exists in the area bounded by Washington Avenue, White Street, and Earhart Boulevard. This area, surrounded by industrial uses and railroad facilities, is poorly suited for residential development. A change to industrial use is proposed as the Illinois Central Railroad, surrounding industries, and the adjacent major streets create a substantial well-located site for industrial development.

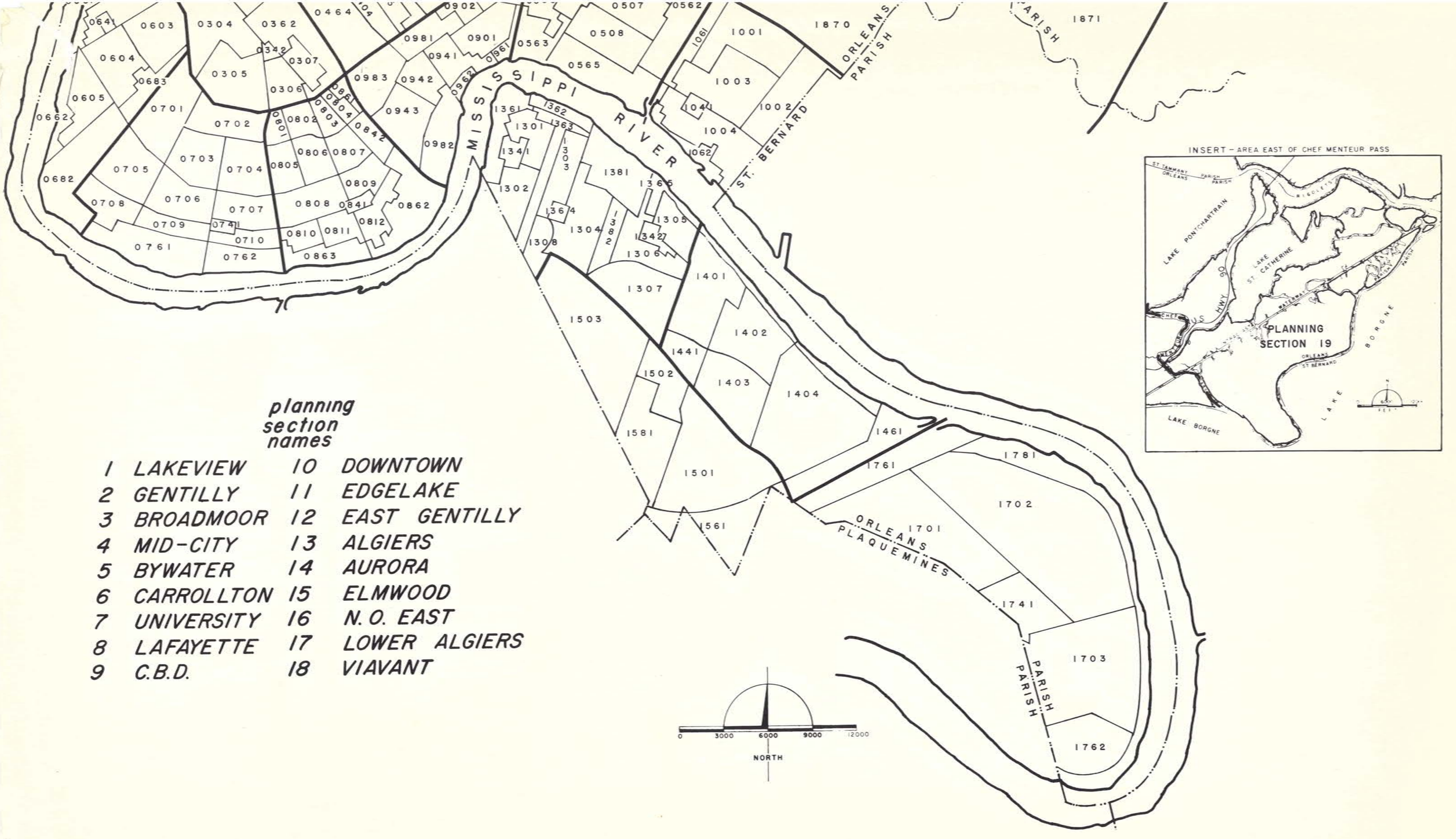
Strip commercial and industrial uses should be eliminated along Earhart Boulevard generally between Jefferson Davis Parkway and Carrollton Avenue to maintain the residential character of the area. Infringing commercial and industrial uses have created heavy traffic, parking congestion, and a poor general environment for existing residential uses in the area. Additional space is proposed for the projected expansion of the Carrollton shopping center to about 34 acres by 1985 with a sales volume of $27 million by that time.

Expansion of Xavier University is proposed to replace a pocket of residential uses that would otherwise probably become blighted due to the encroachment of adjacent industries. Provision for university expansion into this area will insure the unified development of a valuable facility.

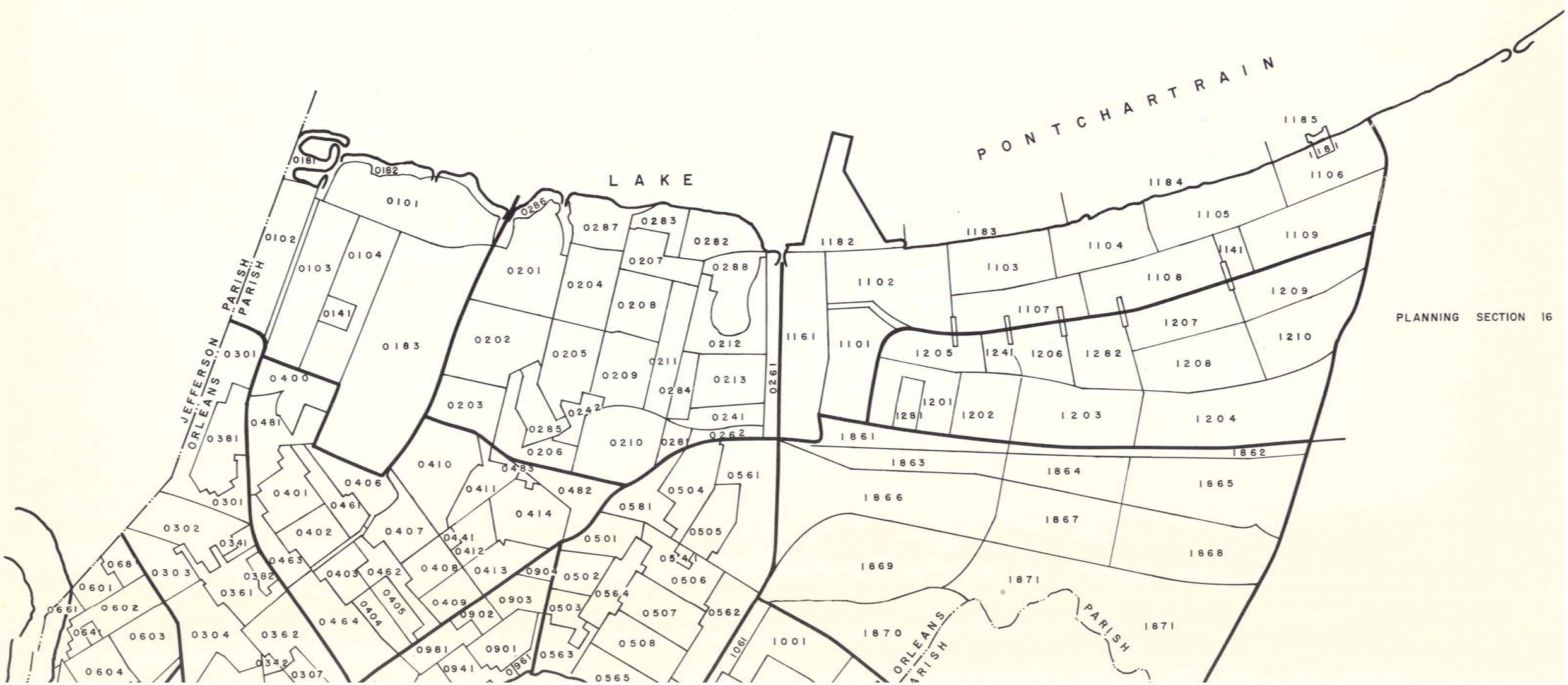
The various areas and type of renewal treatments proposed in Broadmoor are adequately reflected by Plate 59. The Community Renewal Plan (Chapter XIV) will present the pertinent details and descriptions of the major treatment areas proposed, as well as the documentation for the selection of each. It is difficult if not impossible to summarily categorize the general treatment necessary in Broadmoor due to the diversity of development if contains. Treatment proposals range from conservation to clearance.

The following summarizes the overall projections within the Broadmoor Planning Section for 1985.

	Residential	Commercial	Industrial	Public Semi Public
Projected Land Use in Acres	1,066	153	164	146
Projected Dwelling Units	20,315			
Projected Population	65,000			
Projected Density (Pop/net residential acre)	61.1			


planning section names
1 LAKEVIEW
2 GENTILLY
3 BROADMOOR
4 MID-CITY
5 BYWATER
6 CARROLLTON
7 UNIVERSITY
8 LAFAYETTE
9 C.B.D.
10 DOWNTOWN
11 EDGELAKE
12 EAST GENTILLY
13 ALGIERS
14 AURORA
15 ELMWOOD
16 N. O. EAST
17 LOWER ALGIERS
18 VIAVANT
MISSISSIPPI RIVER
ORLEANS PARISH
ST. BERNARD PARISH
PLAQUEMINES PARISH
0 3000 6000 9000 12000
NORTH
INSERT - AREA EAST OF CHEF MENTEUR PASS
PLANNING SECTION 19
LAKE PONTCHARTRAIN
LAKE ST. CATHERINE
LAKE BORGNE
US HWY 90
WATERWAY

PLANNING SECTIONS AND UNITS



PLANNING SECTION 16

GENERAL NOTES

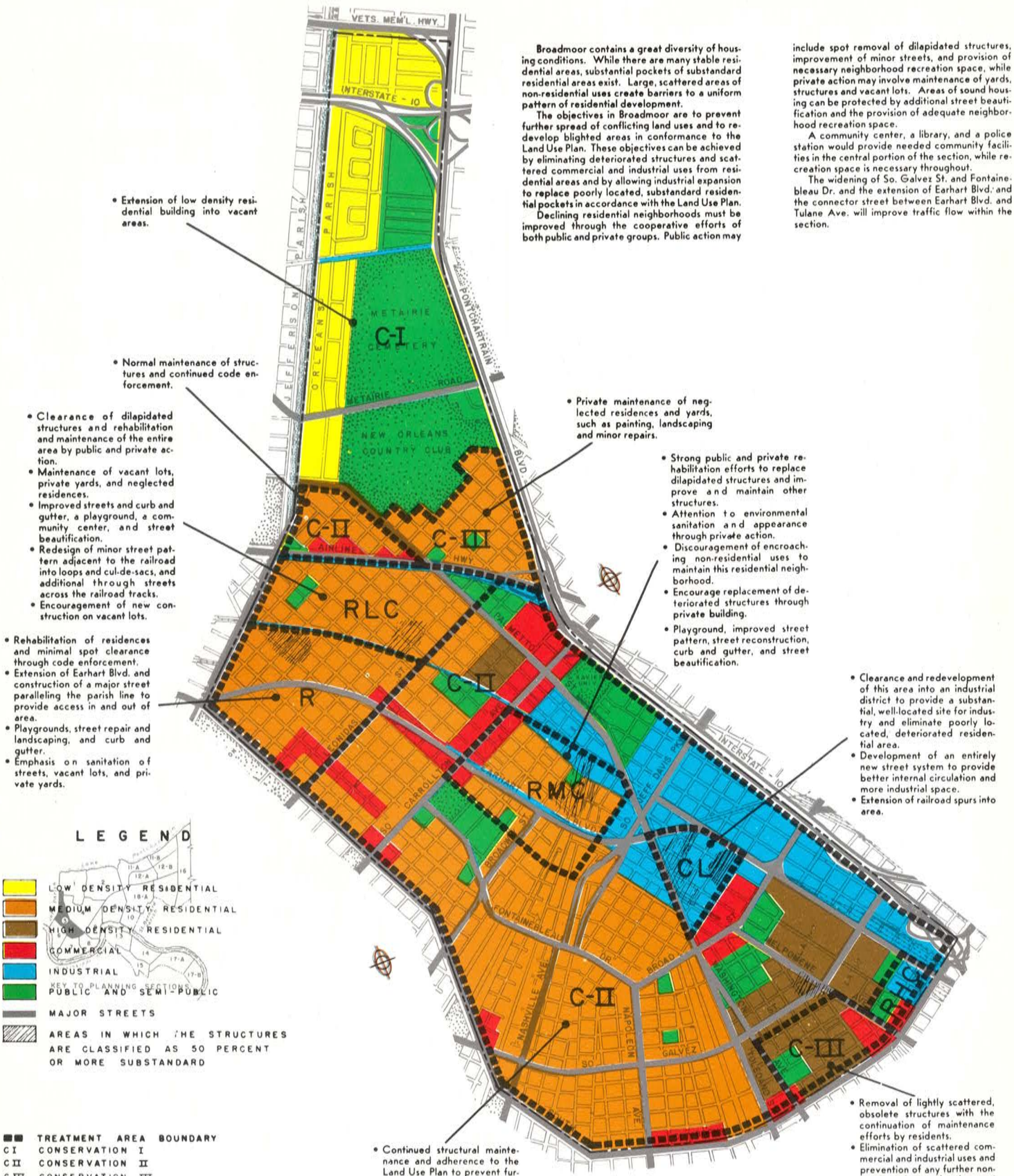
Broadmoor contains a great diversity of housing conditions. While there are many stable residential areas, substantial pockets of substandard residential areas exist. Large, scattered areas of non-residential uses create barriers to a uniform pattern of residential development.

The objectives in Broadmoor are to prevent further spread of conflicting land uses and to redevelop blighted areas in conformance to the Land Use Plan. These objectives can be achieved by eliminating deteriorated structures and scattered commercial and industrial uses from residential areas and by allowing industrial expansion to replace poorly located, substandard residential pockets in accordance with the Land Use Plan.

Declining residential neighborhoods must be improved through the cooperative efforts of both public and private groups. Public action may include spot removal of dilapidated structures, improvement of minor streets, and provision of necessary neighborhood recreation space, while private action may involve maintenance of yards, structures and vacant lots. Areas of sound housing can be protected by additional street beautification and the provision of adequate neighborhood recreation space.

A community center, a library, and a police station would provide needed community facilities in the central portion of the section, while recreation space is necessary throughout.

The widening of So. Galvez St. and Fontainebleau Dr. and the extension of Earhart Blvd. and the connector street between Earhart Blvd. and Tulane Ave. will improve traffic flow within the section.



- Extension of low density residential building into vacant areas.
- Normal maintenance of structures and continued code enforcement.
- Clearance of dilapidated structures and rehabilitation and maintenance of the entire area by public and private action.
- Maintenance of vacant lots, private yards, and neglected residences.
- Improved streets and curb and gutter, a playground, a community center, and street beautification.
- Redesign of minor street pattern adjacent to the railroad into loops and cul-de-sacs, and additional through streets across the railroad tracks.
- Encouragement of new construction on vacant lots.
- Rehabilitation of residences and minimal spot clearance through code enforcement.
- Extension of Earhart Blvd. and construction of a major street paralleling the parish line to provide access in and out of area.
- Playgrounds, street repair and landscaping, and curb and gutter.
- Emphasis on sanitation of streets, vacant lots, and private yards.
- Private maintenance of neglected residences and yards, such as painting, landscaping and minor repairs.
- Strong public and private rehabilitation efforts to replace dilapidated structures and improve and maintain other structures.
- Attention to environmental sanitation and appearance through private action.
- Discouragement of encroaching non-residential uses to maintain this residential neighborhood.
- Encourage replacement of deteriorated structures through private building.
- Playground, improved street pattern, street reconstruction, curb and gutter, and street beautification.
- Clearance and redevelopment of this area into an industrial district to provide a substantial, well-located site for industry and eliminate poorly located, deteriorated residential area.
- Development of an entirely new street system to provide better internal circulation and more industrial space.
- Extension of railroad spurs into area.
- Removal of lightly scattered, obsolete structures with the continuation of maintenance efforts by residents.
- Elimination of scattered commercial and industrial uses and prevention of any further non-residential strip development along Claiborne Avenue.
- Continued structural maintenance and adherence to the Land Use Plan to prevent further mixing of conflicting land uses.
- Playgrounds within residential areas.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

KEY TO PLANNING SECTIONS

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

PROPOSED DEVELOPMENT

BROADMOOR

Planning Section 3

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NORTH

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

Perhaps the most significant results of the General Appearance Survey in Mid-City occurred in the signs and billboards category, as penalties for this feature were higher than all but two of the other planning sections. One of these exceptions is Lafayette (Section 8), which received the same penalty point score (three) as Mid-City, and the other is, predictably, the Central Business District with a score of five. The relatively high penalties for signs and billboards in Mid-City is largely explained by the fact that this planning section contains considerable non-residential development, most of which is highly scattered throughout in the form of nonconforming uses.

Only three of the 111 total inspections were rated good, while the number of street segments rated fair were nearly the same as those rated marginal. No streets in Mid-City were given a rating of poor. The majority of those street segments rated marginal are located on the river side of Broad Street, while the area within Mid-City on the lake side of Broad Street contains most of the streets rated fair and good.

HISTORIC SIGNIFICANCE

The continuation of Bayou St. John in Mid-City to its southern termination is lined with landmark houses and trees on either side with this whole area being of major importance. The Esplanade Avenue frontages are also in this highest category and contain many fine structures.

The Fairgrounds besides having a gate structure designed by Gallier and Esterbrook also has many trees of landmark size within the race track. Other fine trees exist in avenues along Canal Street, Carrollton Avenue, Allard Boulevard, City Park Avenue, St. Bernard Avenue, North Dorgenois Street, Esplanade Avenue, Bienville Avenue, Banks Street and South Jefferson Davis Parkway.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
MID - CITY

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	1,574	Commercial - 345 Industrial - 260 Public & Semi-Public - 244
2. Land Use Survey - 1965		
A. Number of structures	16,056	2,219
B. Percent of structures substandard	14 %	16%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	598	191
B. Percent rated "poor" by category		
1. Environmental conditions	47 %	64%
2. Structural conditions	26 %	45%
3. Composite conditions	32 %	78%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	15.7%	47.1%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	67,733	38,178
6. Total Dwelling Units by Race - 1960	23,175	10,662
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	10,233	23,609
8. Average Population Density Per Net Residential Acre - 1965	66.7	
9. Average Home Value - 1960	$13,904	
10. Average Rent - 1960	$ 52	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	40.3%	34.6 %	18.4%	6.7 %

GENERAL NOTES

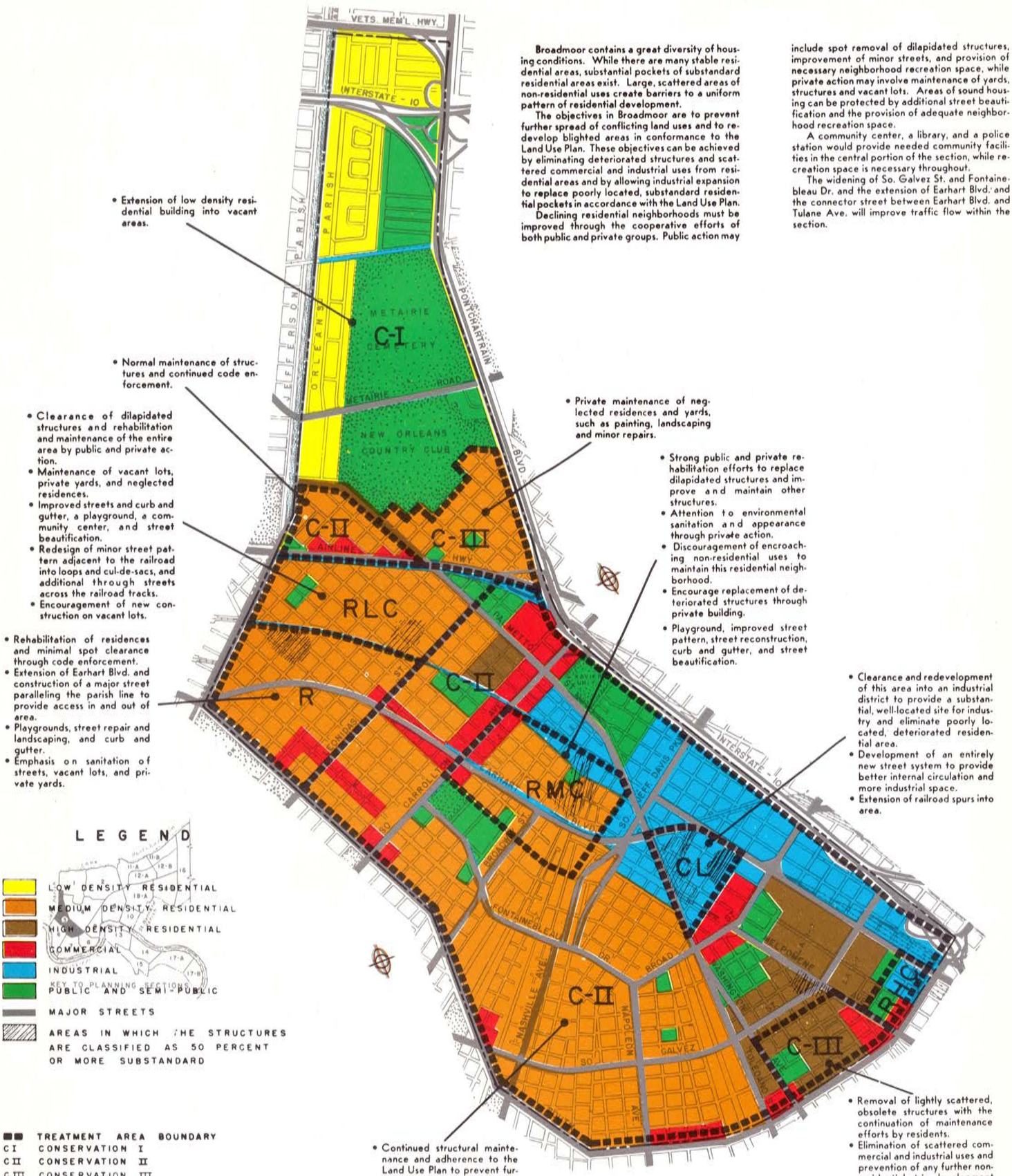
Broadmoor contains a great diversity of housing conditions. While there are many stable residential areas, substantial pockets of substandard residential areas exist. Large, scattered areas of non-residential uses create barriers to a uniform pattern of residential development.

The objectives in Broadmoor are to prevent further spread of conflicting land uses and to redevelop blighted areas in conformance to the Land Use Plan. These objectives can be achieved by eliminating deteriorated structures and scattered commercial and industrial uses from residential areas and by allowing industrial expansion to replace poorly located, substandard residential pockets in accordance with the Land Use Plan.

Declining residential neighborhoods must be improved through the cooperative efforts of both public and private groups. Public action may include spot removal of dilapidated structures, improvement of minor streets, and provision of necessary neighborhood recreation space, while private action may involve maintenance of yards, structures and vacant lots. Areas of sound housing can be protected by additional street beautification and the provision of adequate neighborhood recreation space.

A community center, a library, and a police station would provide needed community facilities in the central portion of the section, while recreation space is necessary throughout.

The widening of So. Galvez St. and Fontainebleau Dr. and the extension of Earhart Blvd. and the connector street between Earhart Blvd. and Tulane Ave. will improve traffic flow within the section.



LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

KEY TO PLANNING SECTIONS

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

PROPOSED DEVELOPMENT

BROADMOOR

Planning Section 3

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MID-CITY SECTION 4

EXISTING DEVELOPMENT

LAND USE

As evidenced by Plate 60, the section of New Orleans referred to as Mid-City is located in the area generally bounded by Florida Avenue, Pontchartrain Boulevard-Interstate 10 Expressway and Claiborne Avenue. It has a gross land area of 4,273 acres which is exceeded only by Gentilly (5,924) of the developed sections of the city.

The development in Mid-City is among the most diversified of any section in New Orleans. Nearly 630 acres, or roughly 15% of the total developed area is occupied by single family uses with two-family construction accounting for 721 acres or over 17% of the total developed area. The land devoted to single and two-family uses combined account for approximately 86% of the residentially developed land area in this section.

Commercial land development in Mid-City is primarily in the form of "strip" development and also scattered, neighborhood-type commercial establishments. The total commercially developed acreage in Mid-City at 345 acres is the most extensive of the planning sections in the city, while the proportion of commercial land use (8.3%) is exceeded only by the Downtown section of the developed areas of New Orleans.

Industrially developed land in Mid-City is largely confined to two general areas. The first of these areas forms the eastern half of the inner-city, elongated industrial complex alongside the right-of-way of the former New Basin Canal (now Pontchartrain Expressway). The other also takes the form of an elongated strip along the former Old Basin or Carondelet Canal and is located generally between Bienville Street and Orleans Avenue extending roughly from City Park Avenue to Rampart Street.

RESIDENTIAL CONDITIONS

Nearly one-fourth of the housing units in the Mid-City area were in substandard condition in 1960, while five percent of the nondilapidated units lacked plumbing facilities. Owner occupied housing decreased from 32 percent in 1950 to 30 percent in 1960, making this one of the few areas to experience a decline. The average value of owner occupied homes increased from $9,757 to $13,904, which is substantially below the citywide average of $18,400. The average rent increased by 68 percent to $52, slightly under the citywide average of $55. The total number of housing units increased from 30 to 32 percent of the total units, nearly equalling the city average.

The 1965 land use survey revealed that 2,249, or 14 percent, of the residential structures in the Mid-City area were in substandard condition. In total numbers, this is the greatest among all the planning sections, and in percentage terms, the third greatest. The census and land use data on poor housing tend to substantiate one another.

Approximately one-third of the blocks within the Mid-City Planning Section have a density of over 20 dwelling units per acre. In general, the higher densities are found closest to the Central Business District, while the lower densities are in those areas farthest away from the CBD. The density of dwelling units per acre for the area as a whole was 17.1, the third highest in the City.

COMMERCIAL & INDUSTRIAL CONDITIONS

Fourteen percent or 265 of the total 1,861 commercial and industrial structures in Mid-City were classified as substandard by the 1965 land use survey.

Because of the relatively extensive non-residential property use, and since Mid-City contains numerous concentrations of substandard non-residential development, more sample survey inspections were conducted in this section than in any of the other sections. Six of the twenty selected survey areas are located in Mid-City, which is greater than any other section.

A total of 191 commercial and industrial structures were inspected in Mid-City, the majority of which (132) were located in the six selected detailed survey areas. Of the six selected areas, three were rated poor, two fair, and one good for the composite ratings. More than one-half of the structures and blocks inspected in this six area sample were rated poor for each of the three rating categories.

A total of 59 supplemental inspections in 17 widely scattered blocks were conducted in Mid-City. The majority of the 59 structures received fair ratings for structural factors, whereas most were rated poor for functional and environmental factors. The findings of the supplemental inspections in Mid-City continue to support the statement made earlier in this report; specifically, that commercial and industrial blight is generally not confined to relatively small areas, but is rather highly scattered throughout the older, more developed parts of the City.

GENERAL APPEARANCE FACTORS

Mid-City has been given a rating of Low-Fair for the general appearance study. Since Mid-City comprises a significant portion of the developed land in the City of New Orleans and is virtually completely developed, more sample street segments (111) were inspected in this planning section than any of the other sections. The penalty point score for Mid-City is 30, which is the highest penalty score possible within the established point range for a fair rating and is also equal to the city-wide survey average.

Landscaping and overhead wires received a higher penalty point score than any of the other appearance factors, receiving nearly two-thirds of the total penalties in Mid-City. As in the other planning sections, the highest penalties were for visual effect of overhead wires and lack of shade trees.

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HISTORIC SIGNIFICANCE

The continuation of Bayou St. John in Mid-City to its southern termination is lined with landmark houses and trees on either side with this whole area being of major importance. The Esplanade Avenue frontages are also in this highest category and contain many fine structures.

The Fairgrounds besides having a gate structure designed by Gallier and Esterbrook also has many trees of landmark size within the race track. Other fine trees exist in avenues along Canal Street, Carrollton Avenue, Allard Boulevard, City Park Avenue, St. Bernard Avenue, North Dorgenois Street, Esplanade Avenue, Bienville Avenue, Banks Street and South Jefferson Davis Parkway.

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11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	40.3%	34.6 %	18.4%	6.7 %

- Old residences-Scattered dilapidated structures.
- Trash on streets and vacant lots.
- Lack of yard maintenance.
- Heavy overhead wires contribute to poor neighborhood appearance.
- Streets need repair.

- Mixed uses – Many substandard residences – and some dilapidated commercial structures.
- Much vehicular congestion.

- Residences of medium quality construction.
- Some substandard commercial structures.
- Poor structural and yard maintenance.
- Fair streets, curb and gutter.
- Some historic structures worthy of preservation.

- High incidence of social blight.

- Mixture of poor and medium quality residences.
- Scattering of shacks.
- Street system and condition poor.
- Poor curb and gutter.
- Neglected area.

- Many residences show upkeep and renovation.
- Some residences require major repair due to age.
- Sound area with good streets and neat appearance.

- Predominantly sound residences with some marginal structures.
- Many structures require paint and minor repairs.
- Well-maintained area.
- Adequate street paving.

- Old residences with minimal maintenance.
- Considerable degree of dilapidation.
- Poor quality street paving and lack of facilities create poor environment.
- Many substandard commercial structures scattered throughout area.
- Some structures of historic "importance" and some "worthy of preservation as part of the scene."

- Majority of residential and commercial uses are dilapidated.
- Suffering from age and neglect.
- Unsanitary conditions.
- Poor structural, yard and environmental maintenance.
- Poor streets, curb and gutter.
- Lack of aesthetic values.
- Developing predominantly industrial.
- Land use pattern is detrimental to residential development.

NOTE:
- High incidence of economic blight in most physically blighted areas.
- Minimal reconstruction activity.

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- High incidence of social blight.

- Old, poor quality housing.
- Depreciation due to lack of upkeep.
- Infringement of commercial uses.
- Mixed uses – Congestion.

- High incidence of social blight.

- Transition from residential to industrial-Mixed uses.
- Residences predominantly dilapidated.

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 41 (21 Public, 13 Catholic, 7 Other Pri
- Condition of Public school buildings – 6 Good, 12 Fair, 3 Poor.
- Adequacy of Public school sites – 1 Good, 10 Fair, 10 Poor.
- Condition of All school buildings – 9 Good, 22 Fair, 10 Poor.
- Adequacy of All school sites – 2 Good, 15 Fair, 24 Poor.
- Total school acreage – 52.7.

Recreation:
- Neighborhood recreation acreage – 12.0.
- Minimum recommended acreage – 271.3.
- Neighborhood recreation space deficit – 259.3.

Police and Fire Stations:
- Number of Police Stations – 3.
  - Condition of buildings – 2 Good, 1 Poor.
  - Adequacy of sites – 1 Good, 2 Poor.
- Number of Fire Stations – 5.
  - Condition of buildings – 4 Good, 1 Poor.
  - Adequacy of sites – 4 Good, 1 Poor.

Libraries:
- 1 Branch facility
  - Condition of building – Good.
- Percent of area more than 3/4 mile from library – 80 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 5 percent.
  - Requiring repair – 20 percent.
- Major streets functioning above capacity –
  - Canal St., Orleans Ave., Esplanade Ave., Carrollton Ave., Board St., sections of St. Bernard Ave.

Note: All structural conditions based on exterior surveys.

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE
MID - CITY
Planning Section 4

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PROPOSED DEVELOPMENT

The proposed development within Mid-City Planning Section is illustrated on Plate 61.

Various substandard or potentially substandard areas in Mid-City have been proposed for redevelopment. The residential area bounded by North Broad Street, Ursulines Avenue, Moss Street, and the Fair Grounds is proposed for a change to high-density from its present medium-density character. Being close to City Park, the Bayou St. John, the Fair Grounds and Esplanade Avenue, the area is desirable for a more intense residential use and should encourage new development to replace some scattered deteriorating structures.

Also high-density residential is proposed between Bienville Street, and Canal Street, north of Jefferson Davis Parkway, and along City Park Avenue although the character of the entire general area will remain medium-density. Close proximity to City Park, Delgado Trade School, and Canal Street should stimulate private renewal in these areas. The proposals for high density uses on the fringe of the CBD and Vieux Carre' are consistent with the intent of facilitating private redevelopment of older, deteriorating areas and creating a core of apartment development immediately near the central employment area.

Pockets of substandard residences exist in the area bounded by South Galvez Street, Tulane Avenue, Perdido Street, and Jefferson Davis Parkway. These should be eliminated, as mixed uses, surrounding non-residential uses, and the adjacent railroad and major streets create a poor residential environment.

The proposed expansion of commercial and industrial uses should encourage upgrading of existing conditions by providing suitable sites for commercial and industrial growth.

Industrial expansion is also proposed to replace residential uses along the Southern Railway between City Park Avenue and Jefferson Davis Parkway, which are blighted by their proximity to the railroad. New industry, developed with landscaped sites and proper setbacks, would buffer residential areas from the railroad trackage. It is additionally proposed that commercial land use controls rather than industrial be applied to the area along Tulane Avenue roughly from South Claiborne to South Carrollton to better reflect the existing and projected uses in this area.

Two public and semi-public uses have been proposed to replace substandard residential areas. The Police and Courts Complex, an existing urban renewal project at Broad and Tulane Avenue, should be provided adequate expansion area to replace adjacent deteriorated residential uses and to insure future space needs.

Also, the area generally bounded by Tulane Avenue, Johnson Street, the I. C. Railroad, and Derbigny Street, is proposed for Tulane Medical School expansion, existing hospital facilities, and related education-dormitory facilities. Semi-public reuse will remove substandard mixed residential and commercial structures and provide space for the much-needed health facilities.

The proposed renewal treatment in the Mid-City Section ranges from conservation to clearance as evidenced by Plate 61. Again, the diversity of development types and conditions precludes any summary of general renewal classification for the section as a whole. The Map, however, is sufficienty illustrative of the relative severity of physical renewal needed within the component parts of this section. It is necessary that Mid-City receive major attention in the very near future before the area declines to a point beyond which it can be saved. Such efforts will require joint support of the property owners and the City.

Also, the Esplanade Avenue frontages and the Bayou St. John area is proposed for historic preservation and will be discussed more fully in the next chapter on the Community Renewal Plan itself.

The projected development within the Mid-City Section is summarized below for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use In Acres	1,556	349	259	197
Projected Dwelling Units	34,682			
Projected Population	105,000			
Projected Density (Pop/net residential acre)	67.5			

PROPOSED DEVELOPMENT

MID - CITY

Planning Section 4

GENERAL NOTES

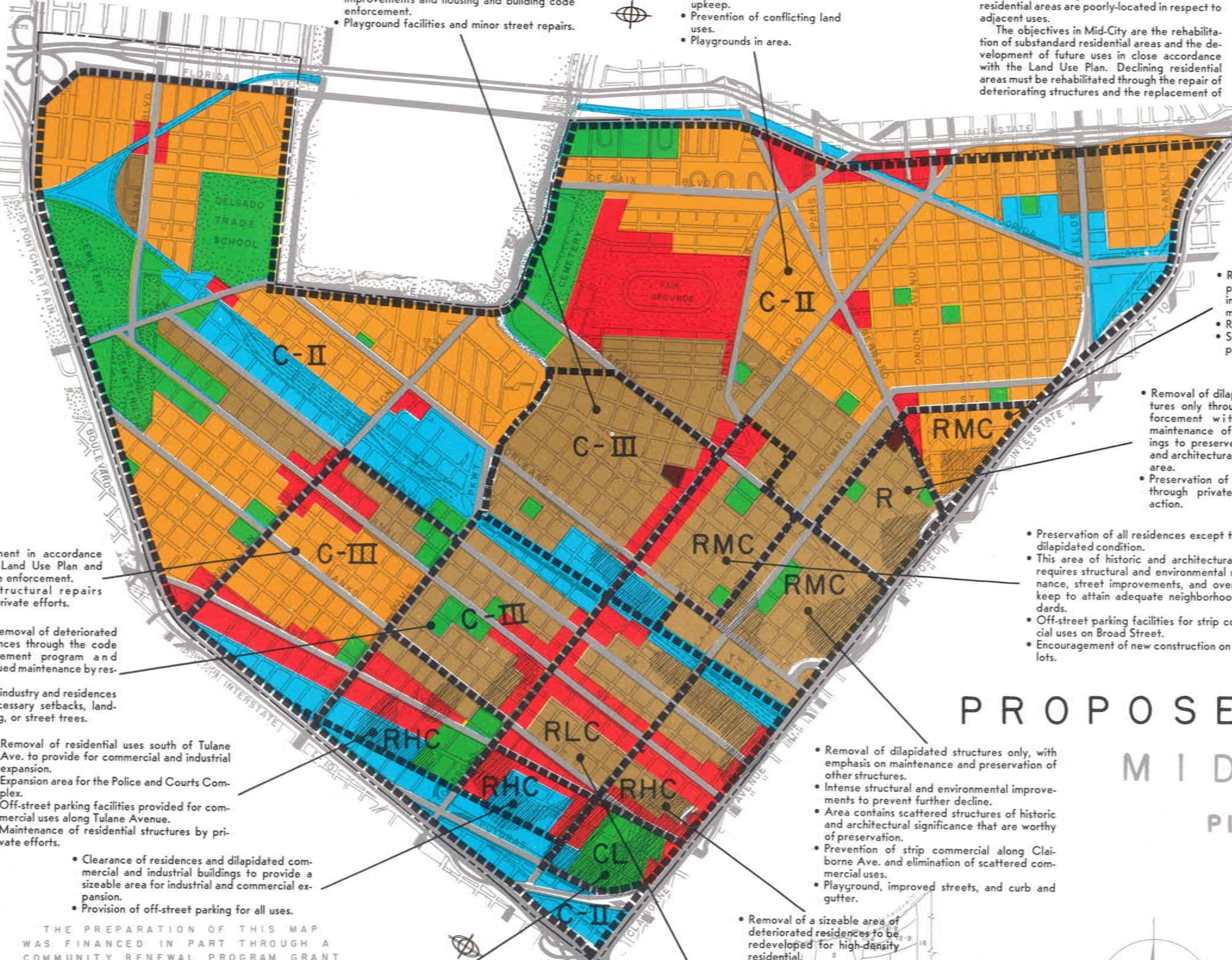
Mid-City is characterized by substantial areas of substandard housing in the older, southern portion of the section, with better residential areas in the northern portion. Many major streets are developed with strip commercial uses and some residential areas are poorly-located in respect to adjacent uses.

The objectives in Mid-City are the rehabilitation of substandard residential areas and the development of future uses in close accordance with the Land Use Plan. Declining residential areas must be rehabilitated through the repair of deteriorating structures and the replacement of dilapidated ones, with preservation of scattered structures of historic or architectural value. Rigid enforcement of the housing code will prevent blight from spreading into sound residential areas.

Inharmonious uses should be removed from residential areas and strip commercial uses scattered throughout the section should be confined and minimized. Private efforts to renovate structures should also be promoted as should new building activity in the section. Conversion of residential uses between Tulane Avenue and Pontchartrain Expressway is necessary to eliminate pockets of poorly-located, substandard housing and to provide expansion area for more appropriate non-residential uses.

Many school buildings require renovati-- and many school sites require expansion. T provision of neighborhood playground space a community centers could stimulate residential habilitation.

A new library is essential and various police and fire stations require building improveme and site expansion. Public improvement of mi streets such as resurfacing, completed curb a gutter, and landscaping (trees) would upgrade declining areas.



- Continued maintenance of buildings, increased yard care, and preservation of the area's historical and architectural values.
- Prevention of deterioration through private improvements and housing and building code enforcement.
- Playground facilities and minor street repairs.

- Continued maintenance of buildings and environmental upkeep.
- Prevention of conflicting land uses.
- Playgrounds in area.

- Removal of considerable pockets of substandard buildings and redevelopment as medium density residential.
- Redesign of street pattern.
- Street beautification and improvement, curb and gutter.

- Removal of dilapidated structures only through code enforcement with continued maintenance of other buildings to preserve the historic and architectural values in this area.
- Preservation of old buildings through private and public action.

- Preservation of all residences except those in dilapidated condition.
- This area of historic and architectural value requires structural and environmental maintenance, street improvements, and overall upkeep to attain adequate neighborhood standards.
- Off-street parking facilities for strip commercial uses on Broad Street.
- Encouragement of new construction on vacant lots.

- Development in accordance with the Land Use Plan and rigid code enforcement.
- Minor structural repairs through private efforts.

- Spot removal of deteriorated residences through the code enforcement program and continued maintenance by residents.
- Buffer industry and residences by necessary setbacks, landscaping, or street trees.

- Removal of residential uses south of Tulane Ave. to provide for commercial and industrial expansion.
- Expansion area for the Police and Courts Complex.
- Off-street parking facilities provided for commercial uses along Tulane Avenue.
- Maintenance of residential structures by private efforts.

- Clearance of residences and dilapidated commercial and industrial buildings to provide a sizeable area for industrial and commercial expansion.
- Provision of off-street parking for all uses.

- Clearance and redevelopment of entire area excluding buildings in standard condition along Tulane Avenue, Galvez St., and Claiborne Avenue.
- Area primarily for hospital, medical school, and related facilities.
- Redesign of minor street system to provide larger sites and limit through traffic.

- Removal of dilapidated structures only, with emphasis on maintenance and preservation of other structures.
- Intense structural and environmental improvements to prevent further decline.
- Area contains scattered structures of historic and architectural significance that are worthy of preservation.
- Prevention of strip commercial along Claiborne Ave. and elimination of scattered commercial uses.
- Playground, improved streets, and curb and gutter.

- Removal of a sizeable area of deteriorated residences to be redeveloped for high-density residential.
- Elimination of scattered commercial — Off-street parking provision for strip commercial.
- Rehabilitation of old, declining residences through public and private efforts.

- Removal of scattered dilapidated housing and structural maintenance of other housing.
- Elimination of scattered commercial.
- Off-street parking facilities for strip commercial uses.
- Playground west of Canal St.

LEGEND

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BYWATER SECTION 5

EXISTING DEVELOPMENT

LAND USE

The Planning Section of New Orleans referred to as Bywater is located in the area bounded by Elysian Fields Avenue, Interstate I-10, Inner Harbor Navigational Canal (Industrial Canal) and the Mississippi River. A total land area of 3,214 acres, exclusive of water, has been estimated in this section, all but 252 acres of which were developed by 1965.

By 1949, virtually all of Bywater south of Florida Avenue was fully developed. Moreover, the development had crossed the Florida Avenue drainage canal and railroad track "barriers" expanding northward to about midway between Florida Avenue and the L&N Railroad tracks which forms the northern boundary of this Planning Section. A sanitary land fill site occupied a rather large portion of this tract being situated in the area roughly bounded by Almonaster Avenue, Humanity Street, Feliciana Street, and Florida Avenue.

At the time of the 1965 Land Use Inventory, some major, new land development had taken place in this Section, particularly in the area north of Florida Avenue. The Desire Street low-rent public housing project was established in the area bounded by Florida Avenue, Piety Street, Alvar Street, and Higgins Boulevard. To the north of this housing project, the Gentilly Industrial District had been subdivided in 1956 and geared to accommodate industrial land uses in the area bounded by Louisa Street, Almonaster Avenue, Alvar Street, and Higgins Boulevard. Numerous industrial firms had established location in this tract, but considerable vacant land still remained in 1965. Adjacent to, and west of, the Gentilly Industrial District, the Orleans Parish School Board developed a large portion of ground with the School Board's Central Services Building, Carver Junior and Senior High Schools, and Edwards Elementary School.

The generalized 1965 Land Use pattern in Bywater is illustrated in Plate 62.

RESIDENTIAL CONDITIONS

A substantial number of blocks in Bywater have a total assessment of less than $50,000, indicating the possibility of poor property conditions.

Only 76 percent of the dwelling units in the Bywater area were in standard condition, while three percent of the non-dilapidated units lacked plumbing facilities in 1960. The owner-occupied dwelling units decreased from 73 percent in 1950 to 37 percent of the total in 1960, the greatest decrease in home ownership experienced by any planning section. Although the average owner-occupied home increased in value by over $3,000, the average value of $10,383 was among the lowest of all sections. The average contract rent increased by 62 percent to $42. The total number of dwelling units increased by 2,435, one of the largest gains made. The number of non-white units increased by 2,169 to 4,858, or 26 percent of the total units. This area experienced one of the largest gains in the number of non-white housing units in the City.

According to the 1965 Land Use Survey, 540 residential structures, or 5.3 percent of the total in the Bywater area, are substandard. Since many of the substandard structures are two and more family residences, the percentage of substandard dwelling units is much higher.

Most of the blocks have a dwelling unit per acre ratio of between 10 and 20, with an overall average density for the section as a whole of 13.8 dwelling units per acre. The two large public housing projects in the area account for a substantial amount of the high density development in this section and, therefore, have increased the overall densities somewhat out of proportion to the typical densities prevailing generally throughout the remainder of the area.

COMMERCIAL & INDUSTIRAL CONDITIONS

Approximately 551 acres, or 19 percent of the total 2,963 acres of developed land in Bywater, is devoted to commercial and industrial uses. This percentage is exceeded only by the Central Business District of the 14 developed planning sections in New Orleans. Nearly 80 percent of the 551 acres is occupied by industrial uses with this section containing four primary areas of considerable industrial activity. The first, and largest area, is roughly bounded by Interstate 10, the Industrial Canal, and Florida Avenue. However, this area is not yet fully developed. Other areas of considerable industrial use include the land on each side of the Press Street railroad yard, a strip of land adjacent to the Industrial Canal and another strip along the Mississippi River. The only concentration of substandard commercial and industrial structures in Bywater is located adjacent to the Desire Housing Project. It is a relatively small area comprised of six square blocks, of which two were selected for the purpose of the sample survey with a total of ten inspections made in this two block sample. Each of the two blocks in this small area were rated fair for structural factors while one was rated fair and the other poor for functional and environmental factors. The area rating for all three rating categories is fair.

A total of 39 inspections of commercial and industrial properties were conducted in the 14 block scattered sample taken in Bywater with the functional and environmental rating once again worse than the structural ratings, which can be attributed primarily to heavy penalties for inadequate off-street parking and insufficient shipping and receiving facilities. The majority of the 14 blocks were rated either good or fair for structural factors while most were rated poor for functional and environmental factors.

GENERAL APPEARANCE FACTORS

The Bywater Planning Section has been rated high marginal for the general appearance study. Bywater received a score of 36, which is the highest penalty point score of the developed planning sections. Two-thirds of this total score is attributed to penalties assessed against overhead wires and landscaping. The scores for each of these two factors are higher in Bywater than for any of the other developed planning sections.

Eighty-five percent, or 63 of the 75 total sample street segments inspected in Bywater, have been rated marginal with the remaining 11 rated fair.

HISTORIC SIGNIFICANCE

The portion of this section closest to the CBD is homogeneous with the Faubourg Marigny portion of adjacent Section Nine. Its upper boundary, Elysian Fields Avenue, is not so much a dividing line as a unifying artery, important to the rehabilitation of this vicinity.

From the River to St. Claude Avenue and from Elysian Fields Avenue to the vicinity of Louisa Street, is an area that represents the Downtown trend of urbanization during the Nineteenth Century corresponding to the up-River development in the American portion of the City to the west of Canal Street. The architectural character of this area has some affinity with that of the French Quarter. Some of the old families remain, while at the same time newcomers have begun to acquire and renovate old houses. This trend is resulting in an expansion of the Vieux Carre' type living environment into the fringe areas of Bywater and also Mid-City.

In the area generally from Louisa Street to the Industrial Canal, south of Florida Avenue, a predominance of jigsaw-embellished cottages constitutes a townscape similiar to that of the Irish Channel and Jefferson City.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
BYWATER

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	1,032	Commercial - 92 Industrial - 458 Public & Semi-Public - 208
2. Land Use Survey - 1965		
A. Number of structures	10,146	1,126
B. Percent of structures substandard	5 %	9 %
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	367	49
B. Percent rated "poor" by category		
1. Environmental conditions	46 %	57 %
2. Structural conditions	26 %	47 %
3. Composite conditions	32 %	55 %
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	20.5 %	88 %
	WHITE	NON-WHITE
5. Total Population by Race - 1960	46,289	24,764
6. Total Dwelling Units by Race - 1960	14,561	4,944
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	7,259	12,146
8. Average Population Density Per Net Residential Acre - 1965	62.3	
9. Average Home Value - 1960	$10,383	
10. Average Rent - 1960	$ 42	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	40.5%	36.8%	18.6%	4.1%

COMMUNITY FACILITY DATA

Schools:
Total number of schools – 25 (14 Public, 8 Catholic, 3 Other Private).
Condition of Public school buildings – 5 Good, 8 Fair, 1 Poor.
Adequacy of Public school sites – 3 Good, 2 Fair, 9 Poor.
Condition of All school buildings – 9 Good, 14 Fair, 2 Poor.
Adequacy of All school sites – 3 Good, 7 Fair, 15 Poor.
Total school acreage – 65.7.

Recreation:
Neighborhood recreation acreage – 10.1.
Minimum recommended acreage – 166.9.
Neighborhood recreation space deficit – 156.8.

Police and Fire Stations:
Number of Police Stations – 1.
Condition of building – Good.
Adequacy of site – Good.
Number of Fire Stations – 3.
Condition of buildings – 1 Good, 2 Poor.
Adequacy of sites – 2 Fair, 1 Poor.

Libraries:
1 Branch facility, 1 bookmobile stop.
Condition of building – Fair.
Percent of area more than 3/4 mile from library – 50 percent.

Street Conditions:
Percent of streets needing improvement –
Requiring reconstruction – 5 percent.
Requiring repair – 5 percent.
Major streets functioning above capacity – St. Claude Ave.

Note: All structural conditions based on exterior surveys.

- Housing of poor original construction.
- Most residences in "need of major repairs."
- Good streets, curb and gutter.
- Poorly maintained structures and sites.
- Declining area due to neglect.

- Residences primarily in "need of major repairs."
- Poorly maintained area.
- Mixed commercial uses.

- Generally old, medium quality residences.
- Structures need paint, yards need upkeep, streets need repair.

- High incidence of economic blight.

- Medium quality residences – Some new.
- Many scattered vacant lots with accumulated trash.
- Wind-blown sand and dust from industry to the east and west.
- Poorly maintained yards.
- Area is generally run-down and neglected.

- Old, good quality, well-maintained structures.
- Mixed commercial and the infringement of industry from the river create a potential hazard to this stable neighborhood.
- Many historic structures "worthy of preservation as part of the scene."

- High incidence of social blight.

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE

BYWATER

Planning Section 5

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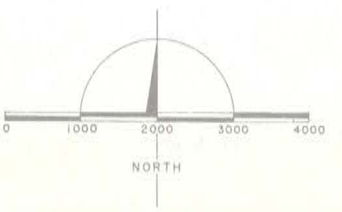


COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 63 illustrates the proposed development within the Bywater section.

The residential section of Bywater is proposed to remain primarily medium density with high density residential maintained for the public housing projects and south of St. Claude Avenue to hopefully stimulate private renewal activities in this deteriorating area. Proposed land use changes include: (1) industrial reuse of all land east of the Poland/Alvar Extension to replace a residential area that is adversely affected by surrounding industry, and (2) the development of a shopping district adjacent to the public housing project to replace dilapidated residential uses and provide a much needed neighborhood shopping facility. The main objective of land use changes in Bywater would be the elimination of incompatible commercial and industrial uses in residential neighborhoods, which have a detrimental effect on the maintenance of a sound housing stock.

The proposed renewal treatment in the Bywater Section consists of conservation as well as rehabilitation as shown on Plate 63. Similar to the comment contained in the discussion of the Downtown Section, the generalized types of treatment suggested by this Map for overall CRP purposes would require further study and refinement in terms of the impending urban renewal and model cities programs now being developed for the Desire-Florida component of the Bywater Planning Section.

Physical dilapidation is mainly scattered throughout this area and no large concentrations of this condition now exist. Therefore, preventive measures should be initiated (code enforcement, rehabilitation, community facilities, etc.) to prevent the further spread of blight. Attention should also be given to the social blight evidenced in large portions of this section in order to achieve total upgrading of the area. Improvement of streets, provision of lacking utilities and schools, playgrounds, health facilities, etc., is necessary to spur renewal of the area.

The trend toward decreasing home ownership is accompanied by an increase in non-white occupancy which from all indications will continue. The modest home values suggest that private maintenance of homes must be greatly increased in order to prevent the further decline of the area.

The projected development within the Bywater Section is summarized below.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	1,107	120	543	163
Projected Dwelling Units	21,330			
Projected Population	74,000			
Projected Density (Pop/net residential acres)	66.8			

GENERAL NOTES

Bywater is predominantly a well-maintained, older residential area, the character of which should be preserved. Blight, however, has developed in scattered areas throughout the section. Industrial areas along the river and the Industrial Canal can be developed in an orderly pattern and thus provide valuable sites for new industry.

The objective in Bywater is to maintain the quality and character of existing residential areas. This can be done through strong housing code enforcement, spot removal of substandard structures by public action in some areas, and private maintenance efforts by residents. Scattered mixed commercial uses should be removed and industry should be confined to designated areas and buffered or screened to protect residential uses.

Neighborhood playgrounds should be provided through the expansion of inadequate school sites and the improvement of vacant lots, and residential streets, curb and gutter, and street landscaping require treatment. Street trees and street maintenance would enhance conservation areas. A library, community centers, and the renovation of two fire stations would improve neighborhood facilities.

The improvement of Chartres St. and Florida Ave. will alleviate heavy congestion on St. Claude Ave., and the Alvar-Poland Ave. extension will discourage heavy truck traffic through residential neighborhoods.

- Increased structural maintenance to prevent deterioration.
- Power station should be screened by a fence or by landscaping to eliminate the blighting appearance of machinery storage.
- Elimination of mixed commercial and industrial uses.
- I-10 and adjacent industry buffered to protect residential areas.

- Neigborhood stabilization through private maintenance of structures and the environment.
- Enforcement of housing codes to remove any spots of structural blight.
- Playgrounds, additional street trees, and street repairs.
- Encouragement of private building on vacant lots.

- Protection of existing structures and minimal spot clearance by housing code enforcement.
- Discouragement of additional scattered commercial uses and the prevention of further encroachment of industry from the river.
- Widening of St. Claude Ave. to serve heavy industry along the river and railroad.
- Additional street trees.
- Preservation of buildings of historical and architectural value.

- Intense maintenance of poorly constructed and neglected housing, with a minimal amount of spot clearance.
- Beautification of the site and development of recreational facilities within the public housing project.
- Overall yard and environmental upkeep.
- Community center.

- Addition of new industries and expansion of existing industries into vacant areas or areas occupied by unrelated uses.
- Improved minor street circulation within the industrial complex.

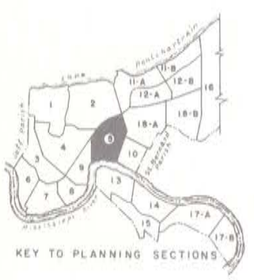
- Rehabilitation of deteriorating buildings with spot clearance of the few dilapidated structures.
- Buffer industry from residential uses with proper building setbacks, screening by landscaping, and street widening.
- Elimination of scattered commercial uses.
- Improved street paving, curb and gutter, and sidewalks.
- Maintenance and development of vacant lots, neglected yards, and the entire general area.
- Provision for a small neighborhood shopping facility at Florida Avenue.

- Maintenance and preservation of existing housing through rigid code enforcement.
- Many structures in southern portion of area of historical and architectural significance and worthy of preservation.
- Emphasis on additional recreation space and street beautification.

LEGEND

■■	TREATMENT AREA BOUNDARY
CI	CONSERVATION I
CII	CONSERVATION II
CIII	CONSERVATION III
R	REHABILITATION
RLC	REHABILITATION WITH LIGHT CLEARANCE
RMC	REHABILITATION WITH MODERATE CLEARANCE
RHC	REHABILITATION WITH HEAVY CLEARANCE
CL	CLEARANCE

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD


KEY TO PLANNING SECTIONS

PROPOSED DEVELOPMENT

BYWATER

Planning Section 5

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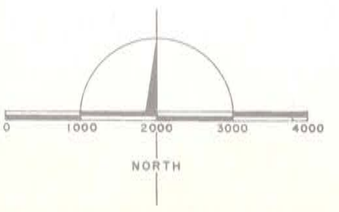

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SOURCE
DATE

CARROLLTON SECTION 6

EXISTING DEVELOPMENT

LAND USE

The Carrollton planning section is generally bounded by the Orleans-Jefferson Parish Boundary, South Claiborne Avenue, the Mississippi River and the east property lines of Audubon Park, Loyola University, and includes a parcel of ground jutting out from the extreme southeast corner of this area between Audubon Park, Tchoupitoulas Street, State Street and the River. Carrollton has a gross land area of nearly 2,000 acres and an estimated net developed area, i.e. excluding streets and vacant land, of about 1,400 acres in 1965.

Public and semi-public properties in this area aggregate over 500 acres, and includes such significant uses as Audubon Park, the New Orleans' Water Purification Plant, the Corps of Engineer's offices, United States Public Health Service Hospital, Crippled Children's Hospital, and Tulane, Loyola, St. Mary's Dominican and Newcomb educational institutions. Of the major categories of land use, the 29% proportion of public and semi-public use in Carrollton is exceeded only by the 34% total residential development.

Residential land use in Carrollton is predominantly in the form of single-family and duplex construction as attested by the fact that more than 90% of the residentially developed area is occupied by these two residential structural types.

The proportions of commercial and industrial land use in Carrollton, at 2% and 6% respectively, of the gross developed area, are each lower than the corresponding city wide total and are among the lowest of their type in the developed parts of the City.

The 1965 Land Use pattern of Carrollton is illustrated on Plate 64.

RESIDENTIAL CONDITIONS

Many of the blocks in Carrollton with an assessed valuation of less than $50,000 are also blocks with poor housing conditions, as measured by the Census of Housing and the land use survey. The relationship between low assessments and housing blight is stronger in Carrollton than in many areas of the City.

Eighty-one percent of the dwelling units in Carrollton were in standard condition in 1960, while four percent of the nondilapidated units lacked plumbing facilities. The percentage of owner occupied housing declined very slightly from 37 percent in 1950 to 36 percent in 1960, while the average value increased by nearly one-third, to $20,358, one of the highest averages among the planning sections. The average rent increased to $57, which was also among the highest rates. The total population was fairly stable over the ten-year period, with only 390 more units in 1960 than in 1950. However, the nonwhite units increased by 488 units, indicating an outward movement of white families and an inward movement of nonwhite families.

Of the total residential structures in Carrollton, 701, or 12.4 percent, were classified as substandard by the 1965 land use survey. This is substantially higher than the citywide figure of 9.2 percent. Much of the poor housing is located between Audubon Park, St. Charles Avenue and the Mississippi River and between the Parish line and Carrollton Avenue.

The population densities in Carrollton are moderate relative to the other sections. For the area as a whole, there is an average density of 9.2 dwelling units per acre. A few blocks exceed 20 units per acre, but the majority are more in line with the area average.

COMMERCIAL & INDUSTRIAL CONDITIONS

Carrollton contains the fewest total buildings and one of the smallest land areas of the developed planning sections. Only 6,153 buildings, of which 402, or seven percent, are commercial and industrial buildings, were classified as substandard by the 1965 land use survey.

Only one concentration of substandard non-residential development was found in Carrollton and it was selected for the nonresidential sample survey. Of the 26 inspections in the five block sample taken in this area, 21 were rated poor for functional and environmental characteristics but the structural ratings were better than the citywide average.

Scattered substandard commercial and industrial property is prevalent in Carrollton, as for most of the other sections. Five blocks were selected in Carrollton to supplement the inspections in the sample area. A majority of the 19 inspections in the scattered block sample were rated poor for both structural and functional and environmental characteristics. Further supported by the results of the supplemental inspections conducted in Carrollton, it is once again noted that substandard commercial and industrial properties are highly scattered throughout most planning sections.

GENERAL APPEARANCE FACTORS

Carrollton has received an overall rating of low fair for this study, the same rating given to each of the four planning sections (3, 4, 6, and 7) in the huge area bounded by the Orleans Parish Boundary Line, Interstate 6-10 (Florida Avenue), North Claiborne Avenue, Louisiana Avenue, and the Mississippi River. Nineteen of the total 28 point penalty score are attributed to penalties for landscaping (ten) and overhead wires (nine). Lack of shade trees was responsible for six of the ten penalty points in the landscaping category, with poor general overall appearance of yards and grounds accounting for the remaining four points. Practically all of the penalties for overhead wires were for the poor visual effect of overhead wiring.

Carrollton was originally established as a suburban village and river resort center. It was the county seat of Jefferson Parish beginning in 1854, and was annexed to New Orleans in 1874. A sense of identification and community survives among a number of old families, negro and white. While a large amount of the structures in Carrollton are important as "part of the scene", some of the structures are particularly noteworthy. Benjamin Franklin School, originally the Carrollton Court House is an outstanding example of the

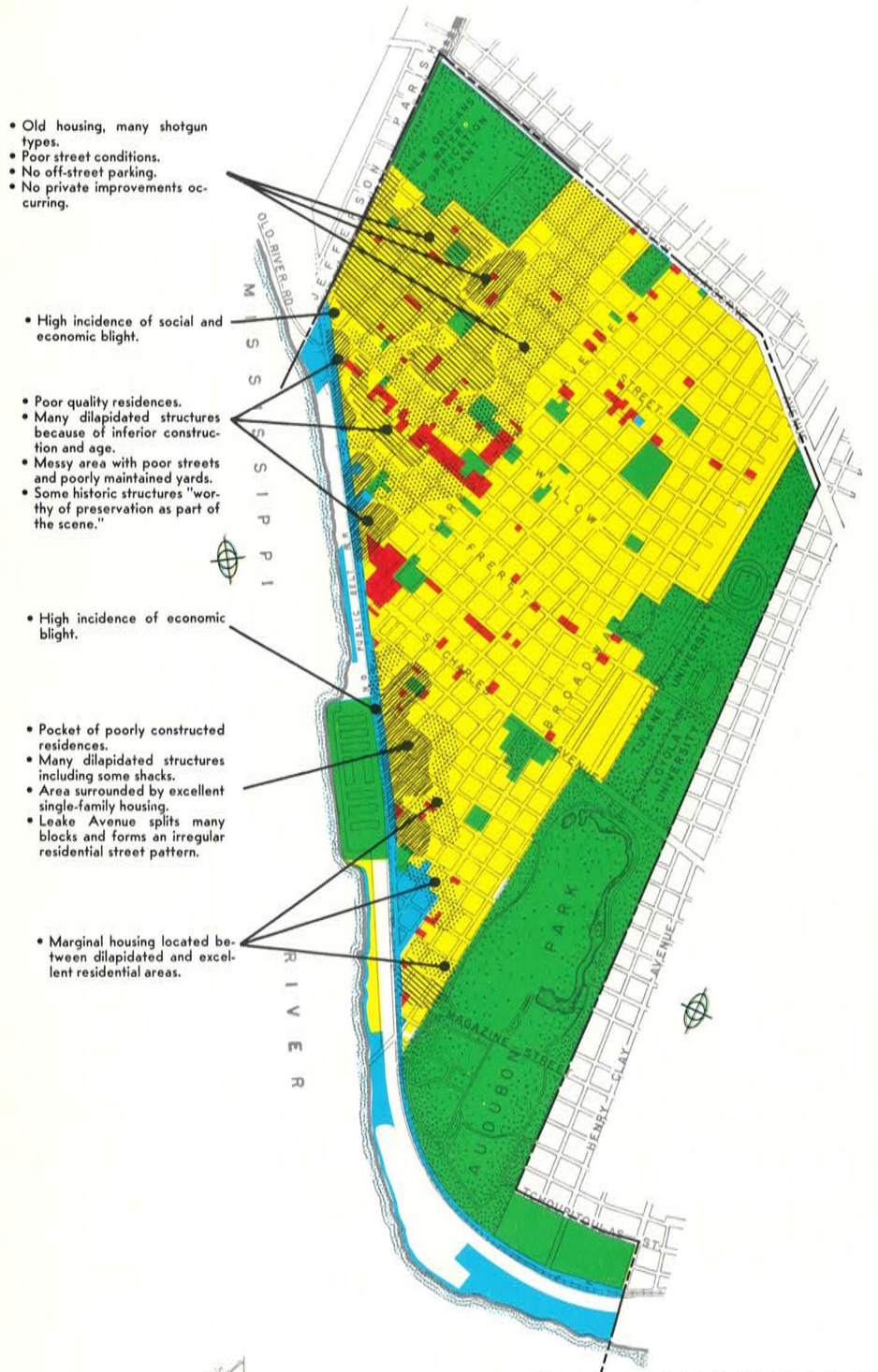
Greek Revival style. Other structures of importance include the Derby House on Carrollton Avenue at Freret Street; the Zeller House on Dante Street near Burthe Street, which was used as a hospital during the Civil War and is a large example of "flatboat" lumber construction; the main building of St. Mary's Dominican College; the original buildings of Tulane University; and several suburban villas of the mid-nineteenth century.

The St. Charles Avenue streetcar line, originally the New Orleans and Carrollton Railroad, dates from 1835, and was the second street railway line to be built in the United States. Originally run by small steam engines it was electrified in 1893 and is of major importance as an element of historic sentiment, a promoter of tourism, and a feature of urban design. The traditional open space along the levee visible at Carrollton and St. Charles, is important as an opportunity to view the Mississippi River and as a favorite location for leisure recreation.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
CARROLLTON

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	629	Commercial 41 Industrial 108 Public & Semi-Public 527
2. Land Use Survey - 1965		
A. Number of structures	5,652	501
B. Percent of structures substandard	12%	12%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	229	45
B. Percent rated "poor" by category		
1. Environmental conditions	47%	84%
2. Structural conditions	28%	37%
3. Composite conditions	38%	56%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	26.1%	47.5%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	23,897	9,232
6. Total Dwelling Units by Race - 1960	7,654	2,646
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	3,719	6,581
8. Average Population Density Per Net Residential Acre - 1965	47.6	
9. Average Home Value - 1960	$ 20,358	
10. Average Rent - 1960	$ 57	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	43.2%	27.7%	16.6%	12.5%



COMMUNITY FACILITY DATA

Schools:
Total number of schools – 16 (7 Public, 2 Catholic, 7 Other private).
Condition of Public school buildings – 1 Good, 4 Fair, 2 Poor.
Adequacy of Public school sites – 4 Fair, 3 Poor.
Condition of All school buildings – 6 Good, 8 Fair, 2 Poor.
Adequacy of All school sites – 7 Fair, 9 Poor.
Total school acreage – 104.0.

Recreation:
Neighborhood recreation acreage – 13.1.
Minimum recommended acreage – 78.0.
Neighborhood recreation space deficit – 64.9.

Police and Fire Stations:
Number of Police Stations – None.
Number of Fire Stations – 1.
Condition of building – Good.
Adequacy of site – Poor.

Libraries:
1 Branch facility.
Condition of building – Fair.
Percent of area more than 3/4 mile from library – 15 percent.

Street Conditions:
Percent of streets needing improvement –
Requiring reconstruction – 1 percent.
Requiring repair – 2 percent.
Major streets functioning above capacity – St. Charles Ave., Carrollton Ave.

Note: All structural conditions based on exterior surveys.

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE

CARROLLTON

Planning Section 6

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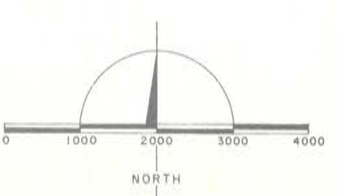

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PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 65 illustrates the proposed development within the Carrollton Planning Section.

Major land use changes proposed in Carrollton are the expansion areas proposed for Tulane University, Dominican College, Newcomb College, and Audubon Park. Although these expansion areas are presently comprised mainly of sound housing, the orderly expansion of this school-park complex will minimize the blighting effects of piecemeal, unplanned expansion of these facilities or the congestion that lack of growing space creates.

Residential development in Carrollton is proposed primarily for medium density uses which is consistent with the existing uses and the trends and projections of housing throughout most of the area. In order to afford maximum protection to the stable low to medium density residential neighborhoods in Carrollton high density development is proposed only in very limited and restricted locations.

It is significant too, that a somewhat unusual reverse trend toward conversions from duplex to single family housing has been noted in some of the areas generally adjacent to the park and universities. Accordingly, there is proposed low density development in these areas to complement this phenomenon.

Another land use change is proposed south of the U.S. Engineer Depot where a substandard residential area comprised mostly of shack housing should be reserved for river-oriented industrial uses. This area is undesirable for residential development, being between the levee and the river.

The proposed renewal treatment of the Carrollton Section ranges from conservation of existing structures to limited clearance in concentrated areas, all as shown on Plate 65. The intent of renewal treatment in Carrollton is to maintain the residential stability of the area by a combination of public and private efforts. If these efforts are made, Carrollton can be preserved as a highly desirable residential area.

The following table summarizes the projected development within the Carrollton Planning Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	6,078	44.5	110.5	354
Projected Dwelling Units	11,512			
Projected Population	31,000			
Projected Density (Pop. /net residential acres)	51.1			

GENERAL NOTES

An unusual situation exists in Carrollton where very poor housing is located adjacent to some of the finest quality housing in the community. As private rehabilitation efforts have continued and, in many cases, increased in good residential areas, deterioration has continued in the poor residential neighborhoods. The excellent educational and major recreational facilities are a valuable asset to the area.

The objective in Carrollton is to upgrade those areas of deteriorating housing to the standards of the more desirable residential neighborhoods in this section.

Residential rehabilitation consists of the replacement of dilapidated structures through public action, and the rennovation of declining residences and maintenance of properties by private efforts. The residetial character of stable areas should be protected through preservation of buildings of historic or architectural value and through proper maintenance. Attention to the appearance of minor streets and sidewalks would stimulate private improvements.

A fire station, a library, a community center and scattered playgrounds should be provided in the section.

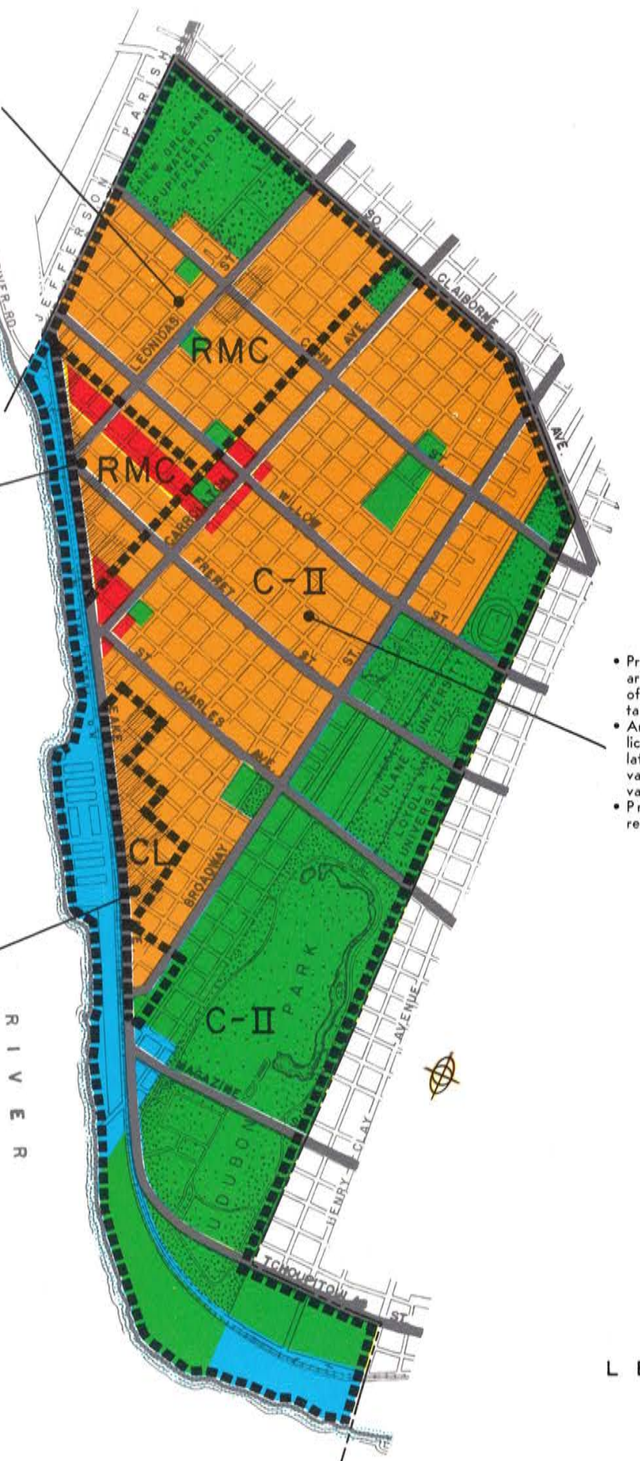
The improvement of east-west major streets will ease traffic congestion on St. Charles Ave. and the improvement of Broadway St. will decrease the heavy traffic volume on Carrollton Ave.

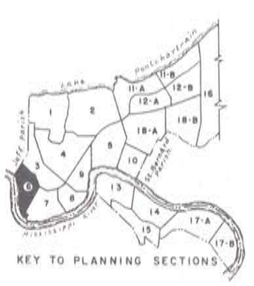
- Clearance of dilapidated buildings and rehabilitation of structures throughout this area.
- Intense code enforcement to prevent further decline.
- Street repair essential to encourage private improvements.
- Provision of suitable sites for new development.

- Removal of dilapidated structures along Leake Ave., spot clearance of scattered dilapidated buildings, and strict attention to environmental maintenance.
- Realignment of residential streets to enter Leake Ave. at right angles to eliminate triangular block shapes.
- Rehabilitation of shopping district along Oak St. as a major shopping center to include adequate off-street parking, predominantly through private efforts.
- Street and curb and gutter improvements.
- Preservation of scattered structures of historic and architectural value.

- Preservation of residential area through the continuation of structural and environmental improvements by residents.
- Architectural values and public improvements have stimulated the great degree of private maintenance and rennovation in the area.
- Provision for university and related park facility expansion.

- Replacement of a sizeable area of substandard buildings with medium and high density housing, and careful maintenance of structures immediately adjacent to clearance area.
- Realignment of residential streets into Leake Ave.
- Widening of Leake Ave. to create a better flow of traffic and to provide street landscaping for protection against industrial uses.
- Potential high-rise apartment location along Leake Avenue.
- Improved sidewalks.





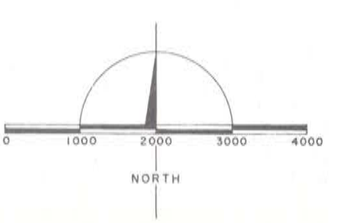
LEGEND

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

PROPOSED DEVELOPMENT
CARROLLTON
Planning Section 6

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.



COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

UNIVERSITY SECTION 7

EXISTING DEVELOPMENT

LAND USE

The University planning section encompasses the area bounded by South Claiborne Avenue, Louisiana Avenue, the Mississippi River and the east property lines of Audubon Park, Loyola University and Tulane University, less and except a small portion of ground in the southwest corner of this section occupied by the United States Public Health Service Hospital and the Crippled Children's Hospital which is included within the Carrollton section.

The predominant form of development in University is residential, with over 1,000 acres, or nearly one-half of the total developed area of this section devoted to residential land use. The great majority of the total residentially developed area is occupied by single and two-family structures. However, the residential structure types are mixed to such an extent that it is impossible to distinquish any sizeable subportion of this area as having exclusive single, two-family or apartment use.

In recent years, there has been a predominant trend toward the conversion of single family and duplex housing to higher density residential structure types throughout the major portion of this section. However, this trend has been slightly offset by a reverse trend for rehabilitation of duplexes to single-family structures particularly in the areas adjacent to the universities and Audubon Park and in the vicinity of Nashville and Jefferson Avenues. Generally speaking, private redevelopment from low density to high density becomes more intensified in moving from the west to the east portion of University, or going toward the Central Business District. This trend toward a more intensive use of existing land is expected to continue, and become even more pronounced in the coming years, consistent with a general trend found in the older sections of the City.

The location, character and extent of commercial development in the University section is comparable to the other sections of New Orleans that are situated near the Central Business District. Specifically, strip commercial use is prevalent along such arteries as South Claiborne Avenue, Louisiana Avenue, Freret Street, Magazine Street and Tchoupitoulas Street, while the highly dispersed, corner-type, commercial uses are common, particularly in that portion of University east of Jefferson Avenue.

Although there does exist a limited degree of industrial development in the interior parts of University, this type of use is largely confined to the southern periphery of this section between Tchoupitoulas Street and the Mississippi River. The 1965 generalized land use pattern of this section is shown on Plate 66.

RESIDENTIAL CONDITIONS

A number of blocks within the University Planning Section have an assessed value of less than $50,000. Although these blocks are farily well dispersed throughout the area, there is a noticeable majority in the southern portion of the section in the area generally between St. Charles Avenue and the Mississippi River. This relationship also applies to the location of substandard housing, that is, more substandard housing is found on the riverside of St. Charles Avenue. The blocks fronting major streets, including St. Charles, Napoleon, Louisiana, and Claiborne Avenues, all have higher assessed values than the rest of the section, reflecting the strip commercial development as well as high quality residential development along the major streets.

Eighty-two percent of the housing in the University area, according to the 1960 Census, is in standard condition, and six percent of the nondilapidated units lack some or all plumbing facilities. The percentage of owner occupied housing increased very slightly between 1950 and 1960 to 34 percent, while the home valuation increased by 14 percent to $18,007, just under the city-wide average of $18,400. The average rent also increased, from $42 in 1950 to $58 in 1960. Although the total number of dwelling units in the University section decreased by 108 units between 1950 and 1960, the non-white component of the housing stock increased by 668 units, indicating a considerable change in the racial composition of the area.

Most of the blocks have a density of between 10 and 20 dwelling units per acre, as the overall average of 13.8 indicates. In general, the areas closer to the CBD have higher densities than those near the Tulane-Loyola complex.

COMMERCIAL & INDUSTRIAL CONDITIONS

A considerable number of the total 783 commercial and industrial buildings in University are located on streets which can be classified as containing "strip" commercial development. These streets include such major thoroughfares as Tchoupitoulas Street, Magazine Street, St. Charles Avenue, Freret Street, South Claiborne Avenue and Louisiana Avenue.

A portion of this strip commercial development is located in each of two non-residential sample survey areas selected in the University area. The first, and largest of these two areas is located in the area roughly bounded by Jefferson Avenue, Magazine Street, Louisiana Avenue, and the River, while the other is located generally between Napoleon Avenue, Freret Street, and Magnolia Street. A total of 102 inspections were conducted in these two areas, and 87 of these, or 85 percent, were rated poor for functional and environmental factors. This percentage is 15 percent greater than the average 70 percent poor functional and environmental ratings found for all selected area inspections. The structural ratings, on the other hand, were significantly better as one area rated good and the other fair for structural factors.

In addition to the inspections in these two detailed survey areas, eight scattered blocks were selected for overall measuring purposes and a total of 19 inspections conducted. As was the case for the selected area samples and also true for the entire survey, the penalty scores for functional and environmental factors exceeded the penalty scores for structural factors. Of the 19 total inspections in these eight blocks, 18 received a functional and environmental rating of poor and the remaining inspection received a rating of poor. However, 12 of the 19 received a structural rating of either good or fair.

Ninety percent of the total 121 inspections in University were assessed maximum penalties for inadequate off-street parking, which is considerably higher than the 73 percent average poor rating for this functional and environmental deficiency for all inspections. The penalties for inadequate shipping and receiving facilities were above average in University as were the penalties for opportunity for expansion.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
UNVERSITY

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	1,146	Commercial - 77 Industrial - 141 Public & Semi-Public - 147
2. Land Use Survey - 1965		
A. Number of structures	10,519	1,019
B. Percent of structures substandard	17 %	17 %
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	276	121
B. Percent rated "poor" by category		
1. Environmental conditions	28 %	87 %
2. Structural conditions	13 %	37 %
3. Composite conditions	13 %	58 %
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	12.6 %	32.5 %
	WHITE	NON-WHITE
5. Total Population by Race - 1960	44,266	17,905
6. Total Dwelling Units by Race - 1960	14,572	5,372
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	6,798	13,146
8. Average Population Density Per Net Residential Acre - 1965	59.1	
9. Average Home Value - 1960	$ 18,077	
10. Average Rent - 1960	$ 58	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	38.5 %	30.2 %	17.7 %	13.6 %

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 35 (14 Public, 10 Catholic, 11 Other Private).
- Condition of Public school buildings – 11 Fair, 3 Poor.
- Adequacy of Public school sites – 9 Fair, 5 Poor.
- Condition of All school buildings – 8 Good, 17 Fair, 10 Poor.
- Adequacy of All school sites – 20 Fair, 15 Poor.
- Total school acreage – 104.0.

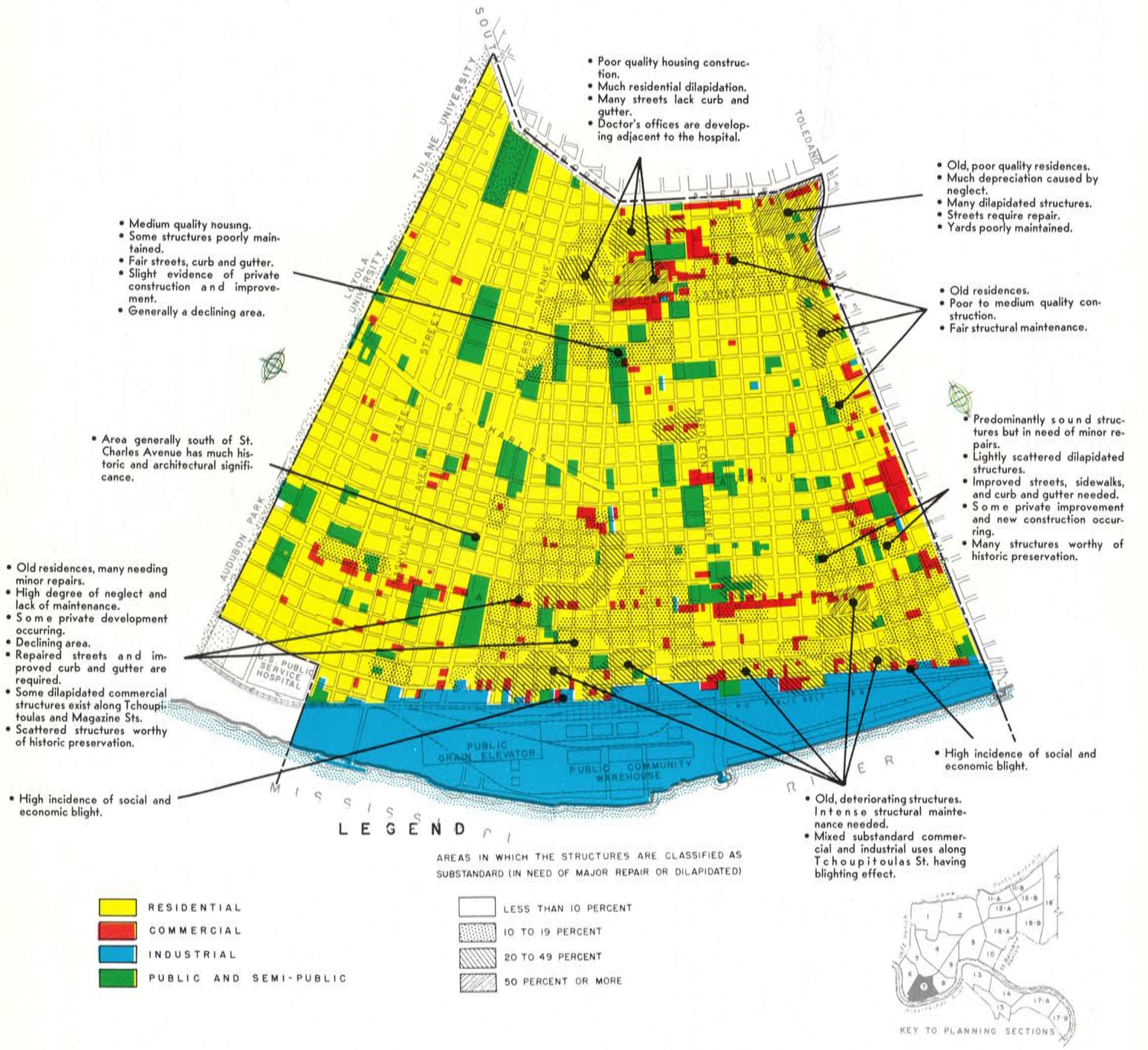
Recreation:
- Neighborhood recreation acreage – 10.2.
- Minimum recommended acreage – 176.2.
- Neigborhood recreation space deficit – 166.0.

Police and Fire Stations:
- Number of Police Stations – 1.
  - Condition of building – Good.
  - Adequacy of site – Fair.
- Number of Fire Stations – 6.
  - Condition of buildings – 4 Good, 2 Poor.
  - Adequacy of sites – 1 Good, 4 Fair, 1 Poor.

Libraries:
- 2 Branch facilities.
  - Condition of buildings – 1 Good, 1 Poor.
- Percent of area more than 3/4 mile from library – 25 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 10 percent.
  - Requiring repair – 15 percent.
- Major streets functioning above capacity – St. Charles Ave., Magazine St., Tchoupitoulas St., Napoleon Ave.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE

UNIVERSITY

Planning Section 7

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NORTH

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NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

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PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

GENERAL APPEARANCE FACTORS

The penalty point score of 28 for the University section is equivalent to a rating of low fair. Although the penalties for landscaping and overhead wires are again the greatest, comprising 63 percent of the total penalty points, University also received relatively high penalties for fences and street furnishings (four in each case). The combined score for these two categories is higher than any of the other developed planning sections. Considered individually, both fences and street furnishings in University would be rated marginal, as compared to a rating of fair for most of the other sections.

Architectural compatibility of buildings and signs and billboards each received low penalty scores in University and taken separately, each would be rated good.

HISTORIC SIGNIFICANCE

This area represents the development that took place in the latter half of the nineteenth century. This development began with Jefferson City, which eventually extended to Upperline Street and was annexed to New Orleans in 1870. Later growth included Rickersville, Hurstville, Burtheville and others. While the area was subdivided prior to the Civil War, this section retained a rural character for some time with plantation houses or suburban mansions predominantly of the raised villa type clustered along the St. Charles Avenue route.

Later development included shotgun cottages in the area from the River to St. Charles Avenue with larger houses of a later period beyond St. Charles Avenue. The late Victorian and Edwardian houses are well maintained and provide a consistent character to streets above Nashville Avenue in the vicinity of Audubon Park. This portion of the City, although unmarked by any particular regional character or historical significance at present, has an overall handsomeness which may acquire a greater importance in the future.

There are many individual properties in University of historic significance but are too numerous to list here. The preliminary CRP Report on Historic Areas and Structures provides such a complete listing.

PROPOSED DEVELOPMENT

The proposed development within the University Planning Section is illustrated by Plate 67.

The area bounded by Napoleon Avenue, Jefferson Avenue, South Claiborne Avenue, and Tchoupitoulas Street is proposed for change in land use to high density residential from its present medium density character. This is a very desirable location for more intensive residential use as it is in close proximity to the Garden District, Tulane University, Loyola University, and Audubon Park, and can replace some lower density areas that have deteriorated due to age.

Expansion area for Loyola University and Ursuline College is proposed generally between South Claiborne Avenue, Palmer Street, and St. Charles Avenue. Although this area is presently comprised of sound residences, guiding the direction of growth of these educational facilities will insure their unified development and will prevent haphazard, scattered growth.

Space for the expansion of Southern Baptist Hospital and Touro Infirmary and their medically-related uses has been provided in areas where adequate space for growth exists, including some areas where substandard uses should be removed.

Strip commercial uses along Magazine Street should be cut back to prevent further blighting influence on adjacent residential property, to ease traffic congestion, and to improve the poor visual effect. These commercial areas should be redeveloped in the form of small shopping centers with off-street parking.

The proposed treatment of the University Section consists of varying degrees of renewal involving rehabilitation as well as conservation, and is exhibited by Plate 67. Intensive private maintenance of the predominating old homes in this area must be forthcoming to prevent the decline of University as a desirable residential area. Again, the provision of municipal services is an important and necessary adjunct to the overall improvement needs of the area. Important, too, is the conservation of the historic character and traditions of the area, particularly along St. Charles Avenue, which is further discussed in the next chapter.

The following table summarizes the overall projections within the University Planning Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	1,100	89	141	170
Projected Dwelling Units	24,562			
Projected Population	72,000			
Projected Density (Pop/net residential acre)	65.5			

GENERAL NOTES

University contains a wide range of residential conditions, from sound, stable residential neighborhoods to areas of dilapidated housing. Medical, recreational and educational facilities in and around the section, as well as the attractive residential character of the area, provide a beneficial residential environment.

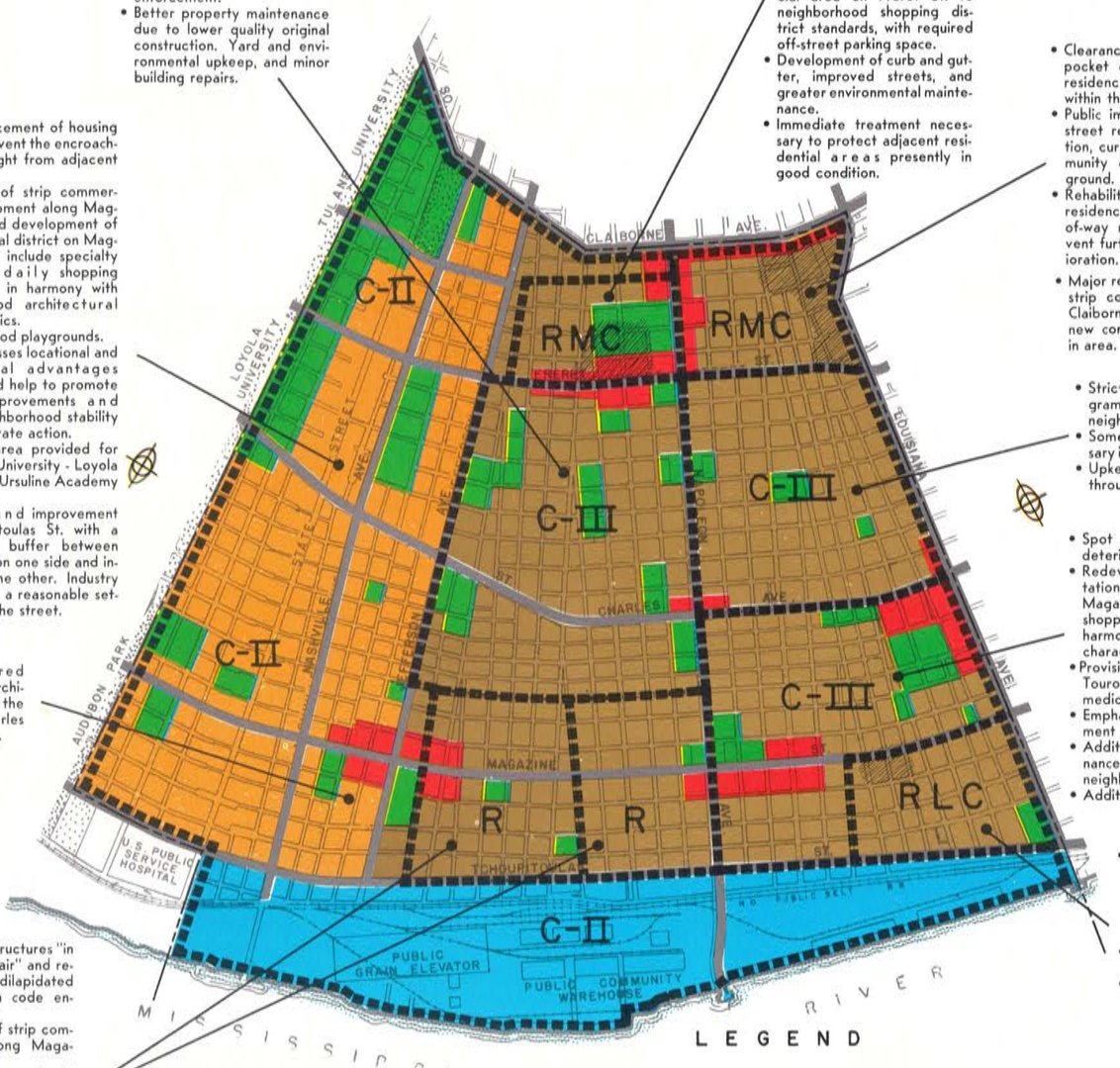
The objectives in University are to encourage private rehabilitation to upgrade declining residential areas and to protect and preserve sound residential areas through continuing maintenance efforts of residents. Preservation of buildings of historic and architectural value is of prime importance in this section.

The removal and redevelopment of pockets of substandard areas in the extreme northern and southern portions of the section require immediate attention to prevent further spread of these blighting influences into sound neighborhoods. Scattered commercial uses in the southern portion of the section should be eliminated and substandard strip commercial uses along Tchoupitoulas St. and Magazine St. should be removed and redeveloped. Sound neighborhoods can be protected from adjacent blight through rigid housing and building code enforcement and through private maintenance of buildings. Expansion areas for major public or semi-public uses have been recognized in the Land Use Plan.

Public participation may include minor street repairs, improved curb and gutter, street landscaping, provision of neighborhood playgrounds and community centers, and the rennovation of two fire stations and a library. Many school buildings require renovation and school sites require expansion.

Widening of Magazine St. and Tchoupitoulas St. would decrease congestion on these streets and the improvement of Freret St. and Willow St. would alleviate the heavy traffic volume on St. Charles Ave. Screening of industrial uses and proper setbacks along Tchoupitoulas St. would allow sound adjacent residential development.

- Private rehabilitation of scattered residential areas and spot clearance through code enforcement.
- Better property maintenance due to lower quality original construction. Yard and environmental upkeep, and minor building repairs.
- Removal of dilapidated buildings around the hospital and spot clearance in immediately adjacent blocks.
- Development of hospital and related medical facilities and high density housing around the hospital.
- Redevelopment of commercial area on Freret St. to neighborhood shopping district standards, with required off-street parking space.
- Development of curb and gutter, improved streets, and greater environmental maintenance.
- Immediate treatment necessary to protect adjacent residential areas presently in good condition.
- Clearance of a considerable pocket of old, deteriorated residences and spot removal within the remainder of area.
- Public improvements such as street repair and beautification, curb and gutter, a community center, and a playground.
- Rehabilitation of neglected residences and yard and right-of-way maintenance to prevent further spread of deterioration.
- Major rehabilitation efforts ot strip commercial uses along Claiborne Ave. to stimulate new commercial construction in area.
- Rigid enforcement of housing code to prevent the encroachment of blight from adjacent areas.
- Restriction of strip commercial development along Magazine St. and development of a commercial district on Magazine St. to include specialty shops and daily shopping needs built in harmony with neighborhood architectural characteristics.
- Neighborhood playgrounds.
- Area possesses locational and architectural advantages which should help to promote physical improvements and create neighborhood stability through private action.
- Expansion area provided for the Tulane University - Loyola University - Ursuline Academy complex.
- Widening and improvement of Tchoupitoulas St. with a landscaped buffer between residential on one side and industry on the other. Industry should have a reasonable setback from the street.
- Strict code enforcement program to maintain present neighborhood standards.
- Some spot clearance necessary in eastern portion of area.
- Upkeep and new construction through private action.
- Spot clearance of scattered deteriorated buildings.
- Redevelopment and rehabilitation of the shopping area on Magazine St. to neighborhood shopping district standards in harmony with the architectural character of the area.
- Provision of expansion area for Touro Infirmary and related medical facilities.
- Emphasis on street improvement and beautification.
- Additional private maintenance of buildings to insure neighborhood stability.
- Additional playground.
- Preservation of scattered buildings of historic and architectural value throughout the area between St. Charles Ave. and Tchoupitoulas St.
- Removal of deteriorated structures, both clustered and scattered, and maintenance of declining buildings throughout area to prevent further neglect and deterioration.
- Particular attention to uses along Tchoupitoulas St.
- Encouragement of private building and improvements.
- Rehabilitation of structures "in need of major repair" and removal of isolated, dilapidated structures through code enforcement.
- Discouragement of strip commercial uses along Magazine St.
- Intense maintenance of old buildings and environment necessary to halt decline of the area.
- Encouragement of private redevelopment trend.
- Public improvement of streets, curb and gutter, and street furnishings.
- Playground facilities in area.



LEGEND

■■	TREATMENT AREA BOUNDARY
CI	CONSERVATION I
CII	CONSERVATION II
CIII	CONSERVATION III
R	REHABILITATION
RLC	REHABILITATION WITH LIGHT CLEARANCE
RMC	REHABILITATION WITH MODERATE CLEARANCE
RHC	REHABILITATION WITH HEAVY CLEARANCE
CL	CLEARANCE

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

KEY TO PLANNING SECTIONS

PROPOSED DEVELOPMENT

UNIVERSITY

Planning Section 7

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LAFAYETTE SECTION 8

EXISTING DEVELOPMENT

LAND USE

The Lafayette section of New Orleans comprises the area bounded by Louisiana Avenue, South Claiborne Avenue, Pontchartrain Expressway, and the Mississippi River.

The development of Lafayette is rich in tradition and historical significance. Following the Louisiana Purchase in 1803, there was a tremendous influx of Americans into New Orleans. A clash of social systems between the Americans and the French founders soon led to a geographic segregation of these two groups, with Canal Street taking on the resemblance of an ethnic boundary line. The Americans settled up-river west of Canal Street, while the French remained in the Vieux Carre' and along Esplanade Ridge. The intense industrialization of the port area, initiated primarily by the American population, was accompanied by very pressing demands for an increased labor supply. Irish immigrants reacted to these demands and came to New Orleans in very substantial numbers. Most of these immigrants established residence in the area popularly referred to as the Irish Channel, while the aristocratic segment of the American population moved farther back from the Riverfront into such areas as the Garden District. Many of the homes constructed during this early nineteenth century period still remain in the Lafayette section, providing dwelling accomodations near the Central Business District, and serving as an historical enclave.

The construction of the New Orleans Navigation Canal, or New Basin Canal, in the mid 1800's is another notable element in the development history of this section. This navigable waterway was constructed by the Americans as a counterpart to the Carondelet or Old Basin Canal, which was constructed by the French shortly before the turn of the nineteenth century.

The development potentialities of the land near the New Basin Canal and the Mississippi River, together with this area's proximity to the Central Business District, has prompted the commercialization and industrialization of a very significant portion of the Lafayette section. Moreover, proximity to the employment opportunities presented by these types of uses has influenced a comparatively intensive use of residential land in this area, which has carried over to present time despite the decentralization tendencies brought about by the advent of automotive vehicles. In short, the development in Lafayette is highly diversified and varies from low intensity of land use in the Garden District to densely populated areas north of St. Charles Avenue.

Plate 68 shows the generalized land use pattern in Lafayette as of 1965.

RESIDENTIAL CONDITIONS

Roughly one-fourth of the blocks within the Lafayette Section have a total assessed value of less than $50,000. These blocks correspond quite closely to the areas containing poor housing according to the census and the land use survey.

The 1960 Census of Housing discloses that only 58 percent of the dwelling units are in sound condition. Only the Central Business District has a lower percentage. In addition, nine percent of the nondilapidated units lack some or all plumbing facilities. This, too, is second only to the Central Business District. Only 14 percent of the homes were owner occupied in 1960, the same percentage as in 1950 and the lowest in the City. The average value of owner occupied dwelling units dropped by $200, to $11,701, between 1950 and 1960. This was the only section to report a loss in home values. At the same time the home valuation was decreasing, the average monthly contract rent increased by approximately 88 percent. The nonwhite occupied units increased from 46 to 50 percent in the ten-year period, indicating that the racial composition of the area is undergoing change. Only the Downtown area has a higher overall percentage of nonwhite population.

The 1965 land use survey revealed that 1283 residential structures, 17 percent of all the residential structures in the Lafayette area, were substandard. Of the developed sections of the City, this percentage was exceeded only the Central Business District.

The Lafayette area contains some of the highest housing densities of all areas of the City. The area on the lakeside of St. Charles Avenue has a large number of blocks with over 40 housing units per acre, and much of the area on the riverside of St. Charles Avenue has densities in excess of 20 units per acre. The average density for the entire planning section is 20 dwelling units per acre, which is second highest only to the Central Business District.

All of the maps and statistics for the Lafayette area emphasize the area known as the Garden District. Relatively few substandard structures are found there and the assessed values are fairly high. In many respects the Garden District presents a vivid contrast with its surroundings, since it has withstood decay and blight quite successfully.

COMMERCIAL & INDUSTRIAL CONDITIONS

Lafayette has a total of 1,334 commercial and industrial structures, which represents 15 percent of the total structures in this section and accounts for 13 percent of the total 10,646 nonresidential buildings in the entire City. Only the Central Business District and Mid-City Planning Sections have more commercial and industrial buildings, while only the Central Business District has a greater percentage of nonresidential structures. More important, however, is the fact that Lafayette has the greatest percentage of substandard nonresidential structures at 19 percent than any of the other sections.

Five concentrations of substandard nonresidential development were found in Lafayette and these were selected for detailed investigation by the sample survey. Four of these five areas were rated poor for all three rating categories while the other was rated fair for all

rating categories. A total of 107 inspections were made in these five areas with 65 rated poor for functional and environmental characteristics and 58 rated poor for structural factors.

To supplement the inspections in the five area sample, 41 commercial and industrial structures were inspected in a nine scattered block sample taken in Lafayette. A greater percentage of the inspections in the scattered samples received poor ratings than in the selected area samples. This again illustrates the fact that substandard commercial and industrial structures are widely scattered and there are only a few concentrations of such areas.

GENERAL APPEARANCE FACTORS

Lafayette has received a penalty point score of 34 and a rating of high marginal for the general appearance factor study. Only one of the other developed planning sections (Bywater) received a greater penalty point score. Although the penalties for overhead wires and landscaping are again the highest, penalties for most of the other general appearance factors were greater in Lafayette than in the other developed planning sections.

The fact that penalties for architectural compatibility of buildings were greater in Lafayette than for most of the other sections is an indication of the diversity of development in Lafayette with most of the penalties for this category attributed to incompatible land uses.

The general appearance factors entitled fences, street furnishings and signs and billboards were generally penalized more in Lafayette than in the other planning sections.

A total of 36 sample street segments were inspected in Lafayette with the majority of these streets rated marginal and the remainder rated fair. There were no street segments in Lafayette rated either good or poor. All of the sample street segments inspected within the Garden District, roughly bounded by St. Charles Avenue, Jackson Avenue, Magazine Street, and Louisiana Avenue, were rated fair. In fact, there were only four streets in Lafayette rated fair outside of the Garden District boundaries, with the remaining streets inspected within this planning section all rated marginal.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
LAFAYETTE

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	780	Commercial - 102 Industrial - 191 Public & Semi-Public - 80
2. Land Use Survey - 1965		
A. Number of structures	7,541	1,590
B. Percent of structures substandard	17 %	19 %
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	520	148
B. Percent rated "poor" by category		
1. Environmental conditions	45 %	68 %
2. Structural conditions	30 %	61 %
3. Composite conditions	37 %	45 %
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	12.8 %	65.6 %
	WHITE	NON-WHITE
5. Total Population by Race - 1960	35,190	41,477
6. Total Dwelling Units by Race - 1960	13,075	12,924
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	3,698	22,301
8. Average Population Density Per Net Residential Acre - 1965	105	
9. Average Home Value - 1960	$ 11,701	
10. Average Rent - 1960	$ 47	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	55.5 %	30.5 %	9.9 %	4.1 %

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 23 (10 Public, 5 Catholic, 8 Other Private)
- Condition of Public school buildings – 3 Good, 1 Fair, 6 Poor.
- Adequacy of Public school sites – 2 Fair, 8 Poor.
- Condition of All school buildings – 8 Good, 5 Fair, 10 Poor.
- Adequacy of All school sites – 4 Fair, 19 Poor.
- Total school acreage – 29.5.

Recreation:
- Neighborhood recreation acreage – 12.3.
- Minimum recommended acreage – 212.0.
- Neighborhood recreation space deficit – 199.7.

Police and Fire Stations:
- Number Police Stations – 1 (Juvenile).
  - Condition of building – Good.
  - Adequacy of site – Poor.
- Number of Fire Stations – 5.
  - Condition of buildings – 2 Good, 3 Poor.
  - Adequacy of sites – 4 Fair, 1 Poor.

Libraries:
- 1 Branch facility.
  - Condition of building – Poor.
- Percent of area more than 3/4 mile from library – 35 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 4 percent.
  - Requiring repair – 1 percent.
- Major streets functioning above capacity – St. Charles Ave., sections of Jackson Ave.

Note: All structural conditions based on exterior surveys.

- Old, dilapidated residences.
- Lack of structural maintenance.
- Unkempt yards and streets create unsanitary conditions.
- Adequate street paving.
- Many deteriorated commercial structures.

- High incidence of blight.

- Most housing of poor original construction.
- Messy yards and streets – Area needs intense maintenance.

- Old housing that has been maintained in a sound condition.
- Some deteriorating residences.

- Old, poorly constructed housing.
- Messy and unsanitary area.
- Fair streets, poor curb and gutter.
- Substantial apartment building occurring.

- Area south of Dryades St. to St. Charles Ave. is historically and architecturally rated at "the secondary level of evaluation."

- Garden District is historically and architecturally rated at "the highest level of evaluation."

- Old residences with fair degree of maintenance.
- Scattered structures requiring major repairs.
- Fair curb, gutter, and sidewalks.
- Scattered historic structures worthy of preservation.

- Old residences requiring maintenance.
- Some dilapidated structures.

- Old residences in predominantly deteriorating condition.
- Good streets but no curbs.
- Areas require cleaning-up.
- Many nonconforming uses create congestion and an undesirable residential environment.
- Some "historic structures of importance" and "some worthy of preservation as part of the scene."

- High density residential area suffering from age and neglect.
- Most structures in dilapidated condition.
- Many substandard commercial uses along major streets.
- Mixed uses create a poor residential atmosphere.
- Many "historic structures of importaance" and many "worthy of preservation as part of the scene."

- High density residential areas declining due to age.
- Some new apartment construction.

- High incidence of social blight.

- Scattered substandard residences within an industrial area.
- Many industries in need of major repair, being old and poorly maintained.

- Area north of Magazine St. to St. Charles Ave. is historically and architecturally rated at "the highest level of evaluation."

- Pocket of old, dilapidated residences.
- Street pattern creates irregular block shapes.
- New industry infringing upon residential.
- Streets are unimproved.

- Area of substandard mixed uses – residential, commercial, and industrial.
- Obsolete structures have deteriorated due to age and neglect.

NOTE:
- Economic blight prevalent in areas of physical blight.

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

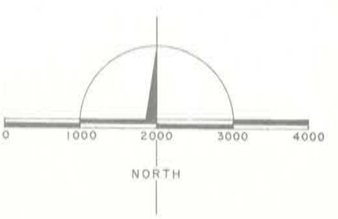
- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE

LAFAYETTE

Planning Section 8

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.



COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

HISTORIC SIGNIFICANCE

The Garden District is historically and architecturally in the highest category of importance. Buildings of outstanding importance are so numerous that nothing would be gained in listing them, short of a detailed inventory approaching that of the Vieux Carre' Survey. A number of the houses on St. Charles Avenue in this vicinity are of a Garden District character and alert the visitor to the realization of passing through one of the City's most distinguished environments.

Houses on the far side of St. Charles Avenue, while not generally considered a part of the Garden District are in many cases unusual structures of Garden District character. Specifically these are the Leathers-Buck House on Carondelet at Josephine Street; the Dabney-Rosenthal House on St. Charles Avenue at Philip Street; the Grima House on St. Charles Avenue at Fourth Street; and a fine example of the mansard style on St. Charles Avenue at Seventh Street.

The area below Jackson Avenue, including the vicinity of Coliseum Square is of equal historic importance with the Garden District proper although the condition of the structures in general is considerably less than desirable at present. However, this area with its core of open space and fine trees offers a great potential for upgrading similar to the early revival years of the Vieux Carre'.

Annunciation Square, also in this area, is another open space with high potential that has several valuable structures in its vicinity.

Other neighborhoods in the area worthy of note are the Irish Channel and Gormley's Basin. Both of these areas have extraordinary potential. These neighborhoods and their surroundings contain several landmark type structures such as St. John the Baptist Church and St. Mary's Church and are interspersed with enough interesting houses to be cultivated into a pleasant townscape.

PROPOSED DEVELOPMENT

Plate 69 illustrates the proposed development within the Lafayette Planning Section.

In keeping with existing trends, the entire residential portion of the Lafayette section is proposed for high-density residential with the exception of the Garden District which is proposed for medium-density. The high-density classification will allow intensive residential uses and thus encourage the replacement of substandard buildings, while the low to medium density character of the Garden District will be preserved.

The area bounded by Felicity Street, Tchoupitoulas Street, Market Street, and Annunciation Street is proposed for change to industrial reuse from residential. This substandard residential area is located in a poor residential environment as adjacent industry has created such nuisances as heavy trucking, smoke, noise, etc., and encroaching industry has disrupted the cohesiveness of the neighborhood. Redevelopment of this area would provide valuable sites for the expansion of industry due to the close-in location and immediate access to railroad facilities and major streets. Redesign of the street pattern would provide more suitable and larger sites for industry, and would prevent truck traffic from entering the adjacent public housing project to the west.

Another corrective land use change is the elimination of strip commercial uses along Dryades Street between Melpomene Avenue and Interstate I-10. Commercial development in this area disrupts the residential unity of the neighborhood and occupies an attractive potential site for high-rise apartment buildings. Commercial areas on Dryades Street to the west and on St. Charles Avenue, if properly developed, will adequately serve the neighborhood. Traffic congestion on Dryades Street due to on-street commercial parking will also be somewhat relieved.

Area for industrial expansion is proposed along the northern side of Tchoupitoulas Street where this trend has been occurring. Industrial expansion should be confined to designated areas as industry can create a blighting influence on adjacent residential property and accelerate neighborhood deterioration.

The proposed treatment for the Lafayette Section is characterized by extensive renewal treatment throughout most of the area. The treatment types and their respective locations are adequately illustrated by Plate 69.

Lafayette now contains some of the most extensive areas of dilapidated housing in the City which must be renewed for the area as a whole to escape from the further spread of blight. Other areas are deteriorating gradually and unless joint private and public improvement efforts are forthcoming these too will soon be placed into the slum category.

The general renewal measures suggested by the CRP are of course superceded by the vastly more detailed and refined proposals now being formulated for the Central City Model Cities Neighborhood. The CRP studies have developed the background information for the selection of this area as a model neighborhood. Under this program, total upgrading of physical, social, economic and environmental conditions is intended, again through the collective efforts of the federal and local governments and residents of the area. Hopefully, these efforts will stimulate and give the needed impetus to improvement of the areas surrounding the Central City Model Neighborhood itself.

An equally important treatment is the historic preservation of the Garden District, Cowen Garden District or Coliseum Square Area, and the St. Charles Avenue areas which can set the examples of maintenance for the Lafayette Section as a whole. The programs are discussed in Chapter XIV.

The following table summarizes the projections within the Lafayette Planning Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	791	110	196.5	72
Projected Dwelling Units	31,559			
Projected Population	85,000			
Projected Density (Pop/net residential acre)	107.5			

GENERAL NOTES

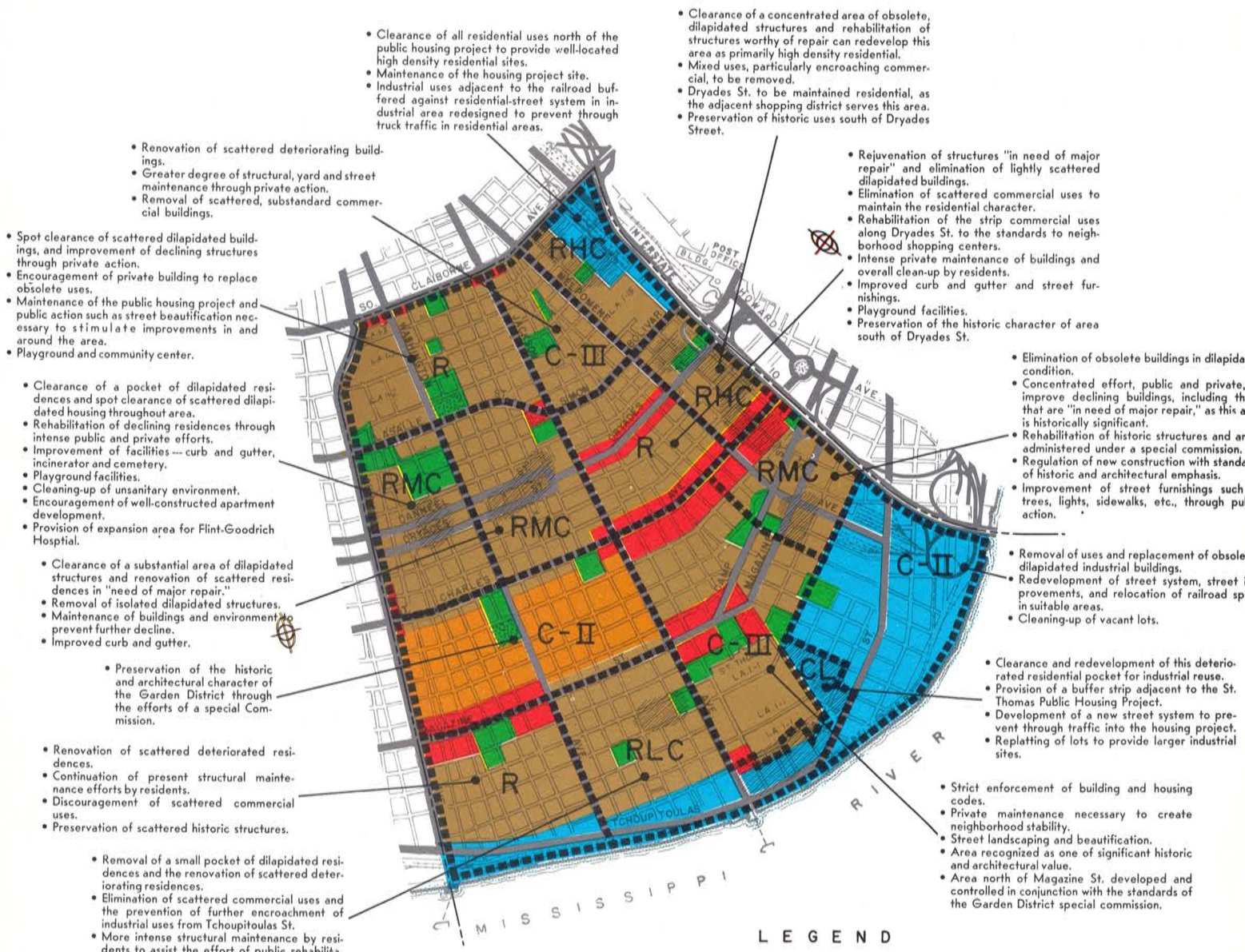
Blight is quite prevalent in Lafayette. With the exception of the Garden District and the area to its east, which are areas that possess charm and beauty reminiscent of the history of the city, substandard housing and environmental conditions exist due to age and neglect. Most of Lafayette is high-density, being close-in and easily accessible to the Central Business District.

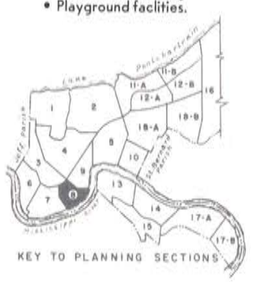
The objectives in Lafayette are the extensive rehabilitation of substandard residential areas and the expansion of industrial uses according to the Land Use Plan. Residential neighborhoods in the northern portion of the section warrant considerable clearance, including the removal of scattered commercial uses from these areas. Sound residential redevelopment of these areas and intense maintenance of marginal and deteriorating neighborhoods are necessary. Scattered blight must be removed. All commercial areas in the section require rehabilitation efforts to redevelop as sound neighborhood shopping districts with adequate off-street parking. Street improvements will stimulate private rehabilitation in residential areas and more efficient use of the industrial district to the south.

Preservation of the Garden District and the adjacent area to the east would best be accomplished through guidance by a special commission, which would insure the protection of valuable buildings and the general character of the area.

Close coordination of the efforts of public and private agencies must occur to implement a sound redevelopment program. Such community facilities as neighborhood playgrounds, improved streets, curb and gutter, and community centers must be provided to attract new development. Three fire stations and the library require structural rennovation, while many schools, both public and private, need structural maintenance and site expansion. Private efforts should concentrate on property maintenance and the stimulation of new development.

Improvement of Tchoupitoulas St. and Magazine St. will alleviate the heavy traffic volume on St. Charles Ave. and will also alleviate truck traffic on residential streets.





PROPOSED DEVELOPMENT
LAFAYETTE
Planning Section 8

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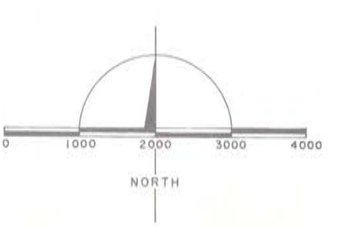

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SOURCE
DATE

C.B.D.
SECTION 9

EXISTING DEVELOPMENT

LAND USE

The Central Business District (CBD) planning section is located in the area bounded by the Pontchartrain Expressway-Mississippi River Bridge Approach, Claiborne Avenue, Elysian Fields Avenue and the Mississippi River.

The area of most intensive commercial development within the CBD, embracing the center of retail, finance, and business and consumer services, is generally bounded by Loyola Avenue, Iberville Street, Magazine Street and Poydras Street. Additional concentrations of commercial uses are found westward from this area to the Mississippi River Bridge Approach and along Canal Street, Tulane Avenue, North Rampart Street and into the French Quarter roughly to Orleans Avenue. The area located between Magazine Street, the Mississippi River, Poydras Street and the Pontchartrain Expressway is mixed commercial and industrial; as is the area to the south of Decatur Street in the French Quarter. Residential land use occupies the great majority of development to the east of Orleans Avenue within the CBD planning section.

Comparing those prior land use survey maps of 1929 and 1949 to the 1965 Land Use Map shown on Plate 70 reveals a very pronounced intensification of commercial activity in the vicinity of the commercial core area, with the area to the west of Poydras Street, north of Magazine Street and south of Loyola changing from a mixture of residential, commercial and industrial to almost total commercialization. Certain extensions of heavy commercial use westward along St. Charles Avenue and Dryades Street occurred mainly subsequent to 1929 and is also reflective of the intensification of commercial development in the immediate core area. These trends illustrate the continued growth and expansion of the CBD of New Orleans.

Significant public and semi-public areas shown on Plate 70 include the Civic Center, Cultural Center, International Center and the Jackson Square and Lafayette Square Areas.

RESIDENTIAL CONDITIONS

As would be expected in an area composed primarily of commercial and industrial properties, very few blocks have a total assessed valuation of less than $50,000. Many of the highest assessment totals in the City are located in the CBD. Even the residential blocks have high assessed values.

Only 53 percent of the dwelling units in the Central Business District are in standard condition according to the 1960 Census and ten percent of the nondilapidated units lack plumbing facilities. Both of these figures are the poorest among the developed areas of the City. Only 14 percent of the homes are owner occupied, a low for the City shared with the Lafayette area. In spite of a per house increase in value of $2,200 between 1950 and 1960, the average value of $10,006 is still among the lowest in the City. The average rent increased by 82 percent, to $51, just below the City average. The total dwelling units increased slightly, while the percentage of nonwhite units increased from 35 percent to 40 percent during the ten-year period. Fourteen percent of the total units were vacant in 1960, a figure exceeded by only two other planning sections and far above the citywide average of 6.3 percent.

A total of 1525 residential structures, 36.5 percent of the total, in the CBD were classified as substandard by the 1965 Land Use Survey. Since many of the structures are multiple family residences, the actual number of substandard dwelling units are much higher. The land use survey shows less blight than the Census primarily because only the structures which have a primary residential use are classified as residential by the land use survey, while the census data includes dwelling units located above a non-residential use, for example. However, by any measure, housing conditions in the CBD are poor.

As is the case in most larger cities, the population density is highest close to the CBD. Many blocks have a per acre density in excess of 40 dwelling units, and the planning section average is 21.7, the highest in the City.

COMMERCIAL & INDUSTRIAL CONDITIONS

Over 40 percent of the structures in the CBD are occupied by commercial and industrial uses. The 3,199 nonresidential structures in the CBD account for 30 percent of the total 10,646 commercial and industrial buildings in the City, while the 516 substandard nonresidential structures in the CBD are responsible for 35 percent of the total 1,468 substandard nonresidential structures in the City.

Three apparent concentrations of substandard nonresidential development were found in the CBD. These areas were selected for further study under the nonresidential sample survey. Each of these areas were rated poor for all three rating categories. An examination of the individual block ratings will show that penalty scores for structural factors were somewhat lower than penalty scores for functional and environmental characteristics.

A total of 61 inspections were made in the 11 block sample roughly bounded by Esplanade Avenue, North Claiborne Avenue and Elysian Fields Avenue. Less than half of these structures were rated poor for structural factors while nearly 84 percent were rated poor for functional and environmental characteristics.

The second survey area located in the area roughly bounded by North Claiborne Avenue, Orleans Avenue, North Rampart Street, and Esplanade Avenue, had a total of 33 nonresidential structures in the selected seven block sample. Of the 33 inspections, 19 were given a poor structural rating and 29 were given a poor functional and environmental rating. The composite rating had 25 structures rated poor.

The third and smallest selected study area in the CBD is located in the nine-block area bounded by Loyola Avenue, Poydras Street, Julia Street, and Baronne Street. Two of the nine blocks in this area were selected for survey purposes and a total of 24 commercial and industrial structures were inspected. The ratings for structural factors and functional and environmental factors were nearly the same with the number of structures rated poor for the former being 16, and the latter 15.

GENERAL APPEARANCE FACTORS

The core of the Central Business District was surveyed in a special manner and will be described later in this report. The area beyond the core, however, was inspected in the regular survey procedure and is defined, for these purposes, as the area bounded by Claiborne Avenue, Elysian Fields Avenue, Esplanade Avenue, Rampart Street and the Pontchartrain Expressway.

This part of the CBD received a penalty point score of 31, or a rating of high marginal. Although penalties for overhead wires and landscaping remained primarily responsible for the total penalty point score, penalties for signs and billboards and architectural compatibility of buildings rose noticeably from that of the other sections, while penalties for fences dropped considerably.

Although no penalties were assessed against signs and billboards which are properly designed, displayed, etc., the vast number of signs and billboards found in this area make penalties for this factor more likely in the Central Business District than any of the other sections. The penalty point score of five for this general appearance factor, though higher than any other planning section, is only equivalent to a rating of fair.

The comparatively high penalties for architectural compatibility of buildings (5) suggests a certain degree of incompatible land uses in this planning section. Many of the penalties for this appearance factor are a result of residential structures, particularly low density, being located adjacent to heavy commercial and industrial development.

Of the 40 inspections in this area, the majority (25) received a rating of marginal. Two of the sample street segments were rated good with the remaining 13 rated fair.

CBD CORE

The core of the Central Business District, defined as the area bounded by the Pontchartrain Expressway, Rampart Street, Esplanade Avenue and the Mississippi River, is the focal point of economic activity in the City of New Orleans. Commercial, industrial and related land uses predominate in this relatively small but nevertheless intensely developed area of extremely high property values. The development within the CBD dates back over 150 years, with many of the structures constructed prior to the Louisiana Purchase in 1803, still being used. Because of its special characteristics and unique development, the CBD core was treated unlike the other parts of the City for the general appearance study. Since many of the specific factors outlined on the general appearance survey form were not applicable to the development in this area some adjustments were required. To this end, a general checklist was formulated to provide a guideline for survey purposes. The factors or items listed on the checklist include:

1. Overall appearance of structures and streets
2. Compatibility of structures and uses
3. Street furnishings
4. Signs and billboards
5. Cleanliness of streets and sidewalks
6. Landscaping
7. Overhead wires
8. Conditions of streets, curbs, sidewalks, etc.

In order to get some indication of the core area's overall physical appearance, a brief tour of this area was conducted. Using the checklist as a guide, various notes and remarks were recorded concerning the core's physical appearance, rather than employing a specific scoring, weighing and rating procedure.

Because of similarities in development, the core area can be divided into three districts--Riverfront Warehouse and Service District, the Business District, and the Vieux Carre'.

The Riverfront Warehouse and Service District, which encompasses the area south of Magazine and Decatur Streets and that area within the core west of Poydras Street, is characterized by very old commercial and industrial structures in generally poor condition. The relatively few scattered residential structures in this area are, for the most part, in substandard condition.

The streets and sidewalks are generally in very poor condition and are even more unsightly by the presence of large amounts of trash. Also, onstreet parking and street loading and unloading hamper smooth traffic flow in this area.

Railroad tracks exist on some of the streets with the railroad box cars often being located in street rights-of-way. This condition is generally restricted to the area south of Tchoupitoulas Street which contains many warehouses and temporary storage facilities to accommodate the tremendouse volume of merchandise generated by the port trade.

Signs and billboards are plentiful, most are in disrepair and, therefore, detract from the physical appearance of the area. Most of the signs are either posted on or attached in some other manner to the building. Others are located on standards constructed above the structures, while some are painted directly onto the building surfaces.

The Riverfront Warehouse and Service District is generally unsightly.

The Business District, second of the three areas examined separately in the core, is roughly bounded by Rampart, Poydras, Tchoupitoulas and Iberville Streets. As its name implies, office buildings and retail outlets predominate in this area. Once again, the presence of scattered trash on the streets and sidewalks detract from the the area's physical appearance, as does the presence of trash stacked on the sidewalks awaiting sanitation department pick-up. Numerous automatic newspaper vending machines are found in this area of high pedestrian movement and are often grouped together taking up needed sidewalk space. These machines are mostly unpainted and detract from the area's physical appearance. Also, various newspaper and maga-

zine vendor stands located in this area often have distasteful signs pasted directly upon them. A considerable number of the department stores have signs and newspaper advertisements pasted on the store windows. Billboards are located throughout this area, some of which are well-maintained, others in disrepair.

The Vieux Carre', heart of the City's rich cultural heritage, forms a distinct part of the Central Business District. The narrow streets within the Vieux Carre' are overburdened with heavy traffic movements, as are most of the other streets in the core of the CBD. On-street parking and unloading compounds this problem and often infringes on the sidewalk area. Many of the streets, curbs, and gutters are in poor condition as are some of the street signs which are crooked and leaning. The interior streets of the Vieux Carre' are generally quite dirty with scattered bits of trash found throughout the area. The provision of more public trash receptacles in the area would possibly help solve this problem.

HISTORIC SIGNIFICANCE

New Orleans is in the unique position of having a great number of historic and architecturally valuable structures scattered throughout its central business district, in addition to the construction of them in the Vieux Carre'. The Vieux Carre' structures are too numerous to mention and are listed in detail elsewhere.

The tower of the Krauss warehouse at Gaienne and South Peters Streets, the Lee Monument at Lee Circle, and the pair of towers of the former Temple Sinai on Carondelet Street near Howard Avenue, are conspicuous landmarks viewed from the expressway approach to the East Bank of the City.

Of major national importance in the CBD are several buildings associated with James Gallier or his office including Gallier Hall, St. Patrick's Church, the Mercer house, or Boston Club, on Canal Street, and the Bank of America, or Krower Building, in the 100 block of Exchange Place.

The U.S. Customs House on Canal Street between Decatur and North Peters Street with its splendid Marble Hall is of major national importance. St. Louis

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
CENTRAL BUSINESS DISTRICT

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	316	Commercial - 258 Industrial - 241 Public & Semi-Public - 85
2. Land Use Survey - 1965		
A. Number of structures	4,176	3,731
B. Percent of structures substandard	37%	19%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	243	121
B. Percent rated "poor" by category		
1. Environmental conditions	39%	81%
2. Structural conditions	18%	55%
3. Composite conditions	22%	72%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	15.1%	60.6%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	18,281	19,377
6. Total Dwelling Units by Race - 1960	8,121	5,527
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	1,967	11,681
8. Average Population Density Per Net Residential Acre - 1965	121.3	
9. Average Home Value - 1960	$10,068	
10. Average Rent - 1960	$ 51	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	57.4%	28.1%	10.5%	4.0%

COMMUNITY FACILITY DATA

Schools:
Total number of schools – 13 (8 Public, 2 Catholic, 3 Other Private).
Condition of Public school buildings – 1 Good, 4 Fair, 3 Poor.
Adequacy of Public school sites – 8 Poor.
Condition of All school buildings – 3 Good, 6 Fair, 4 Poor.
Adequacy of All school sites – 1 Fair, 12 Poor.
Total school acreage – 11.5.

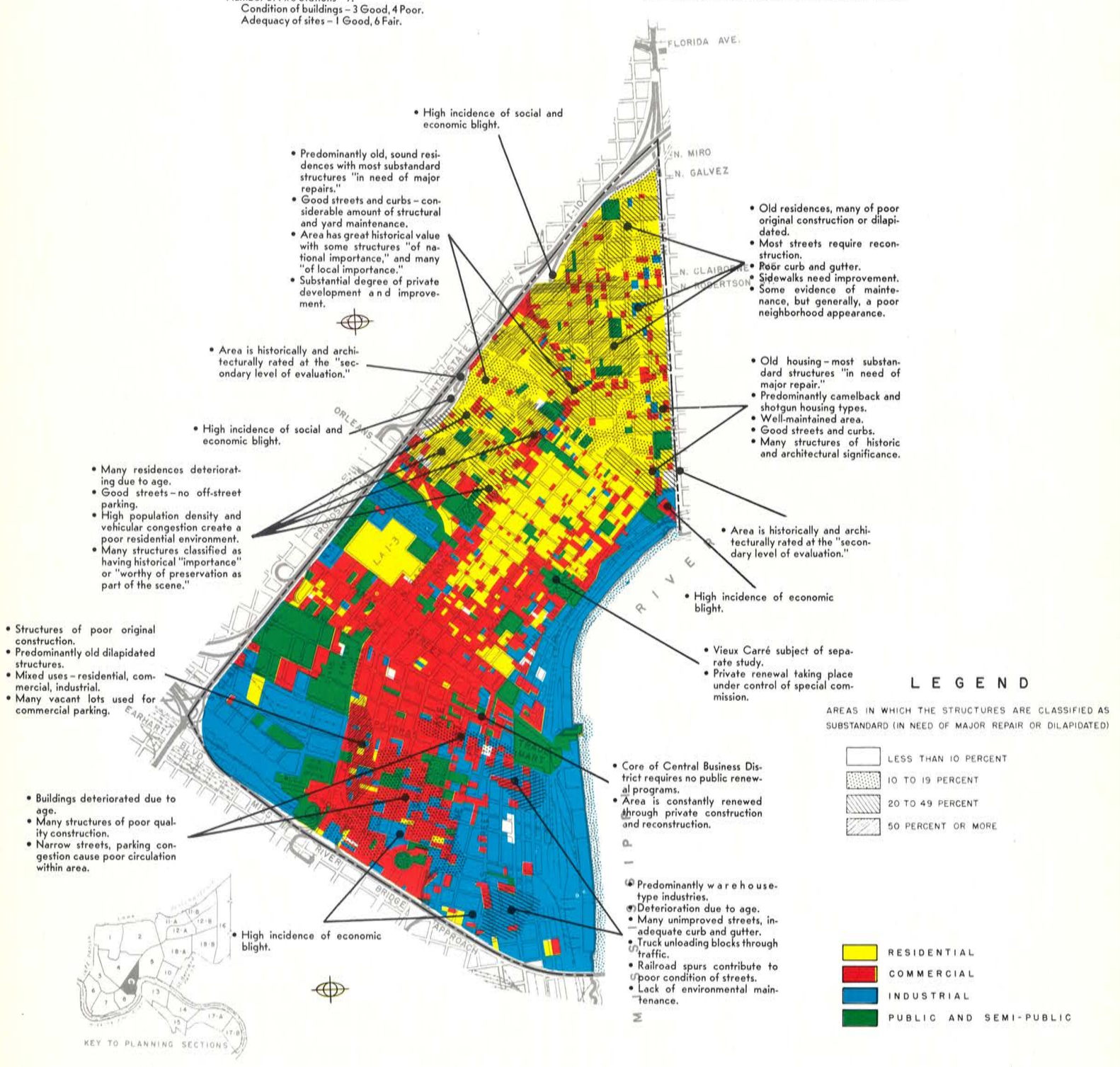
Recreation:
Neighborhood recreation acreage – 2.6.
Minimum recommended acreage – 99.7.
Neighborhood recreation space deficit – 97.1.

Police and Fire Stations:
Number of Police Stations – 1.
Condition of building – Good.
Adequacy of site – Good.
Number of Fire Stations – 7.
Condition of buildings – 3 Good, 4 Poor.
Adequacy of sites – 1 Good, 6 Fair.

Libraries:
The Main Library, 1 Branch facility.
Condition of buildings – 1 Fair, 1 Good (Main Library).
Percent of area more than 3/4 mile from library – None.

Street Conditions:
Percent of streets needing improvement –
Requiring reconstruction – 2 percent.
Requiring repair – 15 percent.
Major streets functioning above capacity –
Elysian Fields Ave., Esplanade Ave., Tchoupitoulas St., sections of the north-south street with the Downtown area and the Vieux Carré.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE

CENTRAL BUSINESS DISTRICT

Planning Section 9

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COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

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Cemeteries Nos. 1 and 2 are of outstanding historic interest as is Our Lady of Guadalupe Church on Rampart Street at Conti Street.

In the Faubourg Treme', there are many buildings of quality with the Meilleur House on Governor Nicholls Street near North Villere Street, St. Augustine's Church on St. Claude Avenue at Governor Nicholls Street, and a dormered cottage on St. Ann Street at Marais Street being of extraordinary quality.

PROPOSED DEVELOPMENT

Plate 71 illustrates the proposed development within the Central Business District.

The major land use changes in the Central Business District involve, in part, the expansion of public and semi-public uses. The Cultural Center, an urban renewal project presently underway, is replacing a previously substandard area of scattered commercial and residential uses. This new cultural facility is being located adjacent to the Municipal Auditorium and Beauregard Square and, in addition to replacing substandard mixed uses and providing a much-needed cultural facility for the community, will stimulate rehabilitation of adjacent areas, both to the northeast and within the Vieux Carre'. Redevelopment for high-density residential uses should become highly desirable around this valuable cultural and entertainment facility.

The proposed site for the Domed Stadium, presently in the planning stages, is bounded by Loyola Avenue, Poydras Street, Claiborne Avenue, and Interstate I-10. This site now contains low intensity industrial uses such as warehouses and railroad facilities, but, being adjacent to the Civic Center and in close proximity to the CBD and the Vieux Carre', would be an advantageous location for the stadium and related apartment and office uses. The conversion of this site to use by the Domed Stadium would also stimulate redevelopment of substandard commercial uses in adjacent areas. The Post Office, Federal Building, and Union Passenger Terminal will also be part of this complex.

The area around Lafayette Square bounded by Poydras Street, Carondelet Street, Girod Street, and Magazine Street should be retained and further developed as a government center to maintain the character of this area. The Federal Reserve Bank, Gallier Hall, the U.S. Federal Courts, the Public Housing Authority, and the Federal Building are presently included in this governmental building complex. Public or semi-public reuse of the Times-Picayune Building and encouragement of new government buildings to this area as proposed would insure the unity of these uses and encourage related growth.

The locations of these existing and planned public building complexes have been carefully selected and planned to check tendencies toward the undesirable spread of central commercial uses; to eliminate substandard and inappropriate uses from the CBD; and to accomplish many objectives of central city design. These complexes can additionally serve as distinct and impressive boundaries to the core area while acting as anchors for the development and redevelopment of the lands between the complexes.

Commercial reuse of the predominantly industrial area just south of Poydras Street, from Magazine Street to the river, would be more economical and desirable in relation to the Trade Mart complex and the government complex around Lafayette Square. This area could be developed as a unified, pedestrian-oriented, retail-office plaza and connect the proposed apartment-office complex adjacent to the river with the government center and eventually with the Domed Stadium related uses along Poydras Street. Replacement of industrial uses would also eliminate the blighting influences of industry on proposed apartment development.

Redevelopment of the area due north of the Trade Mart along Canal Street between North Peters Street and Wells Street from industrial to commercial uses will also create a more desirable area that can be developed in harmony with the Trade Mart Complex.

As is evidenced by Plate 71 the proposed development for the Central Business District is characterized by renewal treatment with some clearance in the majority of the section. Again, the map is largely self-explanatory and the marginal notes are sufficiently descriptive of the renewal proposals. While no detailed elaboration is presented in this Chapter, the Community Renewal Plan (Chapter XIV) will discuss these treatment areas in some detail.

The continued residential as well as commercial prosperity of the Central Business District is a goal of highest importance to the future of the City. To achieve this it will be necessary to focus attention on the main problems now approaching critical proportions in this area. The deterioration of older residential neighborhoods on the fringe of the Central Business District and the transportation problems of the central commercial area and the Vieux Carre' are foremost. While the CRP is limited to an investigation of the general magnitude of these problems and a summary forecast of the overall needs, it will be necessary to undertake specific redevelopment plans in the very near future to solve these problems.

There is proposed extensive historic conservation measures for the Central Business District affecting the residential areas of Faubourgs Treme and Marigny as well as the Vieux Carre'. The extension of preservation controls into these areas on the fringe of the Central Business District and Vieux Carre' will complement the present trends for spread of the French Quarter living environment into the adjacent areas north of Rampart Street and east of Esplanade Avenue.

The projected development within the CBD is summarized by the following figures for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	311	317	242	79
Projected Dwelling Units	22,106			
Projected Population	50,000			
Projected Density (Pop/net residential acre)	161			

GENERAL NOTES

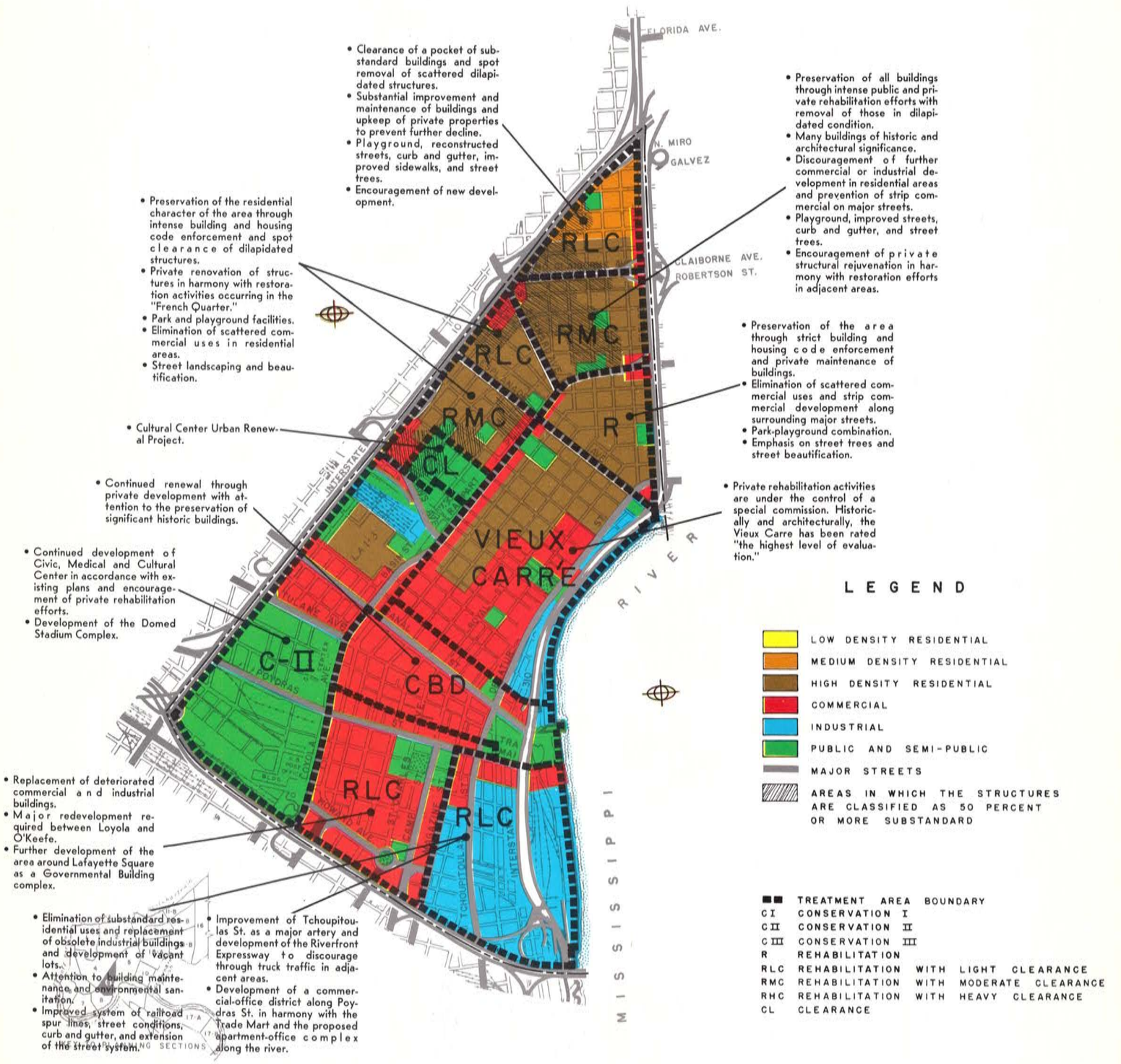
The Central Business District and the Vieux Carre' provide excellent shopping, business, entertainment and housing facilities. Development of the Cultural Center, the Domed Stadium complex, and the Trade Mart complex will further improve the quality and quantity of these facilities and will stimulate additional growth.

The objective of the CBD is twofold: to provide an attractive, efficient business district, entertainment area, and surrounding area; and to promote private rehabilitation of residential areas adjacent to the Vieux Carre' with special emphasis on historic preservation.

The commercial area south of the CBD requires spot removal of substandard buildings to hasten sound secondary commercial and office development and to provide space for stadium-related uses. Expansion of Vieux Carre' type development into adjacent areas will be stimulated by the proposed Cultural Center and by the demand for more housing of that type. Those areas adjacent to the Vieux Carre' should be guided through the efforts of a Special Commission. Scattered commercial buildings in these neighborhoods should be eliminated. Spot clearance of substandard buildings through public action in the industrial area will also promote a more efficiently-used industrial complex.

Residential areas require scattered playgrounds and minor street and curb and gutter improvements. Beautification of streets through landscaping would enhance residential areas and stimulate private investment. Four fire stations and many school buildings require rennovation. School site expansion should be utilized for recreation space.

The proposed Riverfront Expressway and the widening of Tchoupitoulas St. will alleviate heavy truck traffic in the business district area and, as a result, create a smoother flow of traffic.



PROPOSED DEVELOPMENT
CENTRAL BUSINESS DISTRICT
Planning Section 9

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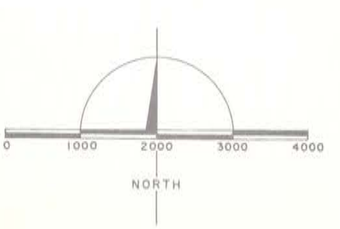

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

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DOWNTOWN SECTION 10

EXISTING DEVELOPMENT

LAND USE

Planning Section 10, generally referred to as Downtown, is bounded by Florida Avenue on the north, the Orleans-St. Bernard Parish line on the east, the Mississippi River on the south, and the Industrial Canal on the west. The Section comprises some 1,559 acres of land area of which 1,420 acres representing 91 percent of the total land area were developed by 1965. Vacant land in this Section totaled 139 acres in 1965.

The Downtown Planning Section was originally developed with single and two-family uses with the initial development occurring on small lots in the area between St. Claude Avenue and the riverfront. Truck gardening and other farming activities generally provided a major source of employment to residents of the area. Neighborhood commercial uses, characterized by the corner store or shop, were developed on a scattered basis as the number of inhabitants increased.

By 1965, the development of Planning Section 10 had spread considerably, encompassing most of the area north of Claiborne Avenue and also east of Caffin Avenue. Commercial development along the frontages of St. Claude Avenue continued to expand and industrial development along the frontages of St. Claude Avenue continued to expand and industrial development accelerated in the strip bordering the Industrial Canal from Claiborne Avenue to Florida Avenue. A continuation of the trend toward scattered light industrial and commercial uses throughout residential portions of the area was also evident.

The 1965 land use pattern in Downtown is shown in generalized form on Plate 72.

RESIDENTIAL CONDITIONS

A substantial number of blocks in the Downtown area have a total assessed value of less than $50,000 per block. Although blocks with low total assessments generally are scattered throughout the entire section, concentrations appear to be greatest in those areas along the Mississippi River and the Industrial Canal to North Claiborne Avenue; north of Galvez Street between Forstall and Tupelo Streets; and the entire western boundary of Planning Section 10, adjacent to Jackson Barracks.

Census data reveal that blocks 50 percent or more deteriorated or dilapidated are concentrated along both sides of North Claiborne Avenue, and along Florida Avenue roughly between Forstall and Tupelo Streets, extending south to within one block of North Galvez Street. This latter area, specifically, that section to the west of Tupelo, is characterized by narrow, elongated blocks, and blocks with irregular, triangular configurations. Roughly the same irregular, triangular street pattern extends to the Mississippi River. However, according to both the Census and the land use survey, only in those areas north of St. Claude Avenue are there correlations between irregular street patterns and the presence of substandard housing.

According to the 1960 Census, thirty-three percent of the dwelling units in the Downtown area are substandard, and eight percent of the nondilapidated units lack plumbing facilities. Just over half of the homes are owner occupied. Although the average value of the owner occupied houses doubled during the ten-year period, 1950-1960, the $9,974, value was still the lowest among the developed sections. The average rent nearly doubled also, up from $22 to $41. The Downtown area ranked second in total growth as measured by the increase in the number of dwelling units, from 3,230 units in 1950 to a total of 8,619 by 1960. In 1960, this area had the largest percentage of nonwhite housing in the City, 62 percent. The area gained 2,755 nonwhite housing units between 1950 and 1960, the greatest gain in nonwhite units experienced by any planning section.

The Downtown residential area is medium density having an average population density of eleven dwelling units per acre.

COMMERCIAL & INDUSTRIAL CONDITIONS

The 1965 land use survey report indicates that Downtown has few commercial and industrial buildings. Although in total number the amount (41) of substandard nonresidential structures is quite low, in percentage terms (15 percent) the figure is relatively high.

The relatively few commercial and industrial structures in Downtown are rather widely scattered; therefore, none of the detailed nonresidential sample survey areas are located in this section. In order to obtain some information regarding the condition of nonresidential structures in Downtown, a six block supplementary check was conducted and a total of 17 nonresidential structures inspected. Eleven of the seventeen structures inspected were rated poor for structural factors, while twelve were rated poor for functional and environmental characteristics.

GENERAL APPEARANCE FACTORS

Downtown has been given a penalty point score of 34 and a rating of high marginal for this study. The distribution of penalty points for the six general appearance factors in this planning section is consistent with overall survey findings. The scores for landscaping and overhead wires are again responsible for approximately two-thirds of the total penalties. The subsection penalty scores are also a duplication of the overall survey results with the visual effect of overhead wires, lack of shade trees, and general overall appearance of yards and grounds receiving the most penalties, in that order.

Of the 40 sample street segments inspected within this planning section 36 were rated marginal and the remaining four rated fair.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS

DOWNTOWN

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	660	Commercial 29 Industrial 59 Public & Semi-Public 41
2. Land Use Survey - 1965		
A. Number of structures	6,435	378
B. Percent of structures substandard	11%	14%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	331	17
B. Percent rated "poor" by category		
1. Environmental conditions	64%	71%
2. Structural conditions	26%	65%
3. Composite conditions	47%	76%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	17.4%	91.0%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	10,644	22,316
6. Total Dwelling Units by Race - 1960	3,087	5,150
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	4,361	3,876
8. Average Population Density Per Net Residential Acre - 1965	59	
9. Average Home Value - 1960	$ 9,974	
10. Average Rent - 1960	$ 41	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	37.6%	37.2%	18.4%	6.8%

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 13 (6 Public, 3 Catholic, 4 Other Private).
- Condition of Public school buildings – 3 Good, 1 Fair, 2 Poor.
- Adequacy of Public school sites – 2 Good, 1 Fair, 3 Poor.
- Condition of All school buildings – 8 Good, 2 Fair, 3 Poor.
- Adequacy of All school sites – 3 Good, 2 Fair, 8 Poor.
- Total school acreage – 24.3.

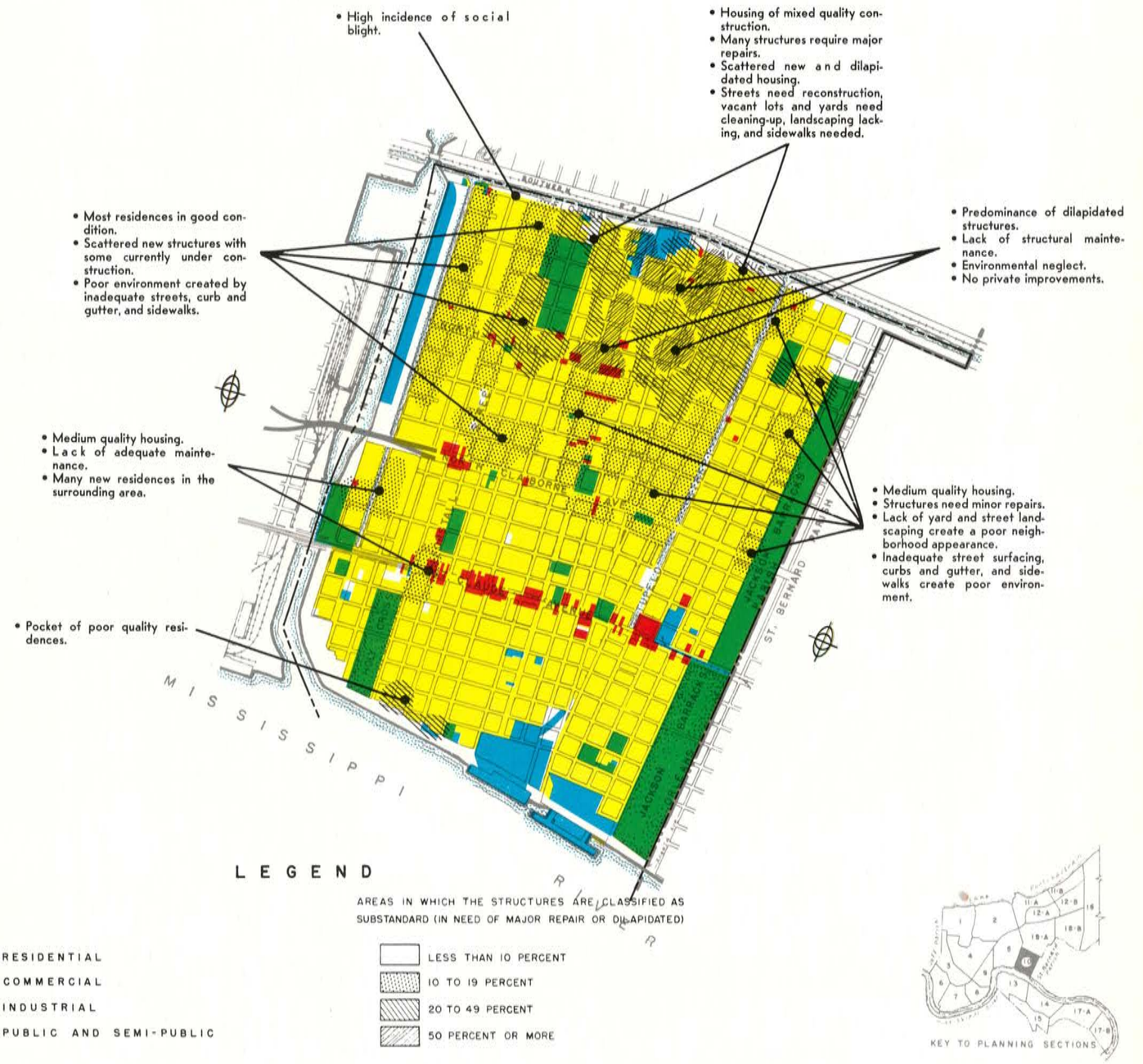
Recreation:
- Neighborhood recreation acreage – 3.0.
- Minimum recommended acreage – 101.5.
- Neighborhood recreation space deficit – 98.5.

Police and Fire Stations:
- Number of Police Stations – None.
- Number of Fire Stations – 2.
  - Condition of buildings – 2 Poor.
  - Adequacy of sites – 1 Fair, 1 Poor.

Libraries:
- 1 Bookmobile stop.
- Percent of area more than 3/4 mile from library – 90 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 40 percent.
  - Requiring repair – None.
- Major streets functioning above capacity – St. Claude Ave.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE
DOWNTOWN
Planning Section 10

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HISTORIC SIGNIFICANCE

This area is not as densely urbanized as the section above the Industrial Canal and provides the opportunity for imaginative development that would introduce new features yet retain some of the older buildings.

Traditional open space exists along the levee of the Mississippi River and along the Industrial Canal, with many fine trees in this section. The Captain M. Paul Doullut Houses on Egania Street near the River, built in 1905 are an unusual folk art of rare quality, which have interesting associations with river-boating, the Kinkaku in Kyoto and the St. Louis Fair of 1904. A Greek Revival house and some other structures of interest are located near the River in the vicinity of Andry and Flood Streets.

Jackson Barracks, a carefully maintained military facility is also located in this area. The brick arsenal across St. Claude Avenue and separate from the major complex is an especially interesting structure.

PROPOSED DEVELOPMENT

Plate 73 illustrates the proposed development within the Downtown section.

The residential portions of Downtown are proposed almost entirely for medium density uses which coincides with its present residential character. The inclusion of town houses in medium-density areas will allow additional flexibility in this type of residential development and may encourage private rehabilitation in declining areas.

The land use plan for Downtown coincides very closely to the existing land use pattern. Minor land use changes include the provision of industrial expansion by the river to discourage further mixing of residential and industrial uses, and to replace a deteriorated residential pocket with park and recreational facilities.

The general renewal areas and types of treatment contemplated in the Downtown Section are shown on Plate 73. As usual, no elaboration is offered here as the maps are generally self-explanatory, except that in the case of Downtown, this area contains the City's Lower Ninth Ward combination Model Cities and Urban Renewal Project now underway. Hence, the detailed renewal plans now being developed and carried out supercede any general measures suggested herein. It has become obvious through the CRP studies that environmental deficiencies are more severe in Downtown than in perhaps any other section. This was one of the factors underlying its selection as the City first urban renewal project under the 1968 State Enabling Legislation . The committment of local government to improve facilities and services to the residents of this area will hopefully provide the generative force to result in the permanent upgrading of the area.

The projected development within the Downtown Section is summarized below for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	724	35	91	160
Projected Dwelling Units	11,838			
Projected Population	41,000			
Projected Density (Pop/net residential acre)	56.6			

GENERAL NOTES

Downtown is comprised predominantly of old, stable residential neighborhoods; however, these areas are subject to deterioration due to the spread of blight from concentrated areas.

The objective in Downtown is to remove scattered dilapidated structures from substandard areas, with rigid housing code enforcement throughout the area to protect sound residential neighborhoods. Rehabilitation of declining residences and the encouragement of new development would be stimulated by the provision of necessary community facilities.

Intense public and private rehabilitation activity is required in the north-central portion of the section as many structures suffer from neglect and properties lack upkeep. Private action should consist of environmental maintenance, home improvement, and attention to vacant lots. Public improvements should focus on minor street reconstruction, curb and gutter improvement, sidewalk extension, and street beautification by use of trees and landscaping.

A library and community center are urgently needed, as well as scattered playgrounds and and park areas. Both fire stations should be renovated and many school buildings and school sites improved. A proposed new secondary school will provide additional educational and recreational facilities.

Improvement and extension of No. Galvez St. and widening of Tupelo St. will minimize traffic on residential streets. Widening of Florida Ave. will assist through-traffic movements.

PROPOSED DEVELOPMENT
DOWNTOWN
Planning Section 10

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EDGELAKE SECTION II

EXISTING DEVELOPMENT

LAND USE

The Edgelake Planning Section is located in the area bounded by the shoreline of Lake Pontchartrain, Paris Road, Interstate I-10, Chef Menteur Highway, the Downman Road Expressway Ramp and the Industrial Canal. The New Orleans Lakefront Airport is also included.

At the time of the 1965 Land Use Survey, about two-thirds of this total 4,700 acre Edgelake section was vacant. This is one of several sections which presents vast opportunities for the future growth and development of the City.

The existing (1965) generalized land use pattern of Edgelake is shown on Plate 74.

RESIDENTIAL CONDITIONS

The blocks shown as having an assessed value of about $50,000 are either predominantly vacant or very small in size, so the low value does not reflect poor housing conditions.

The 1960 Census of Housing revealed that 90 per cent of the housing units in the Edgelake Planning Section were in standard condition, and eight percent of the nondilapidated units lacked some or all plumbing facilities. Edgelake was one of the five developed planning sections to have 90 percent or more of its housing in standard condition in 1960.

The ratio of home ownership increased substantially over 1950, from 56 percent to 77 percent, and the average value of the owner occupied homes increased by 138 percent, to $15,774. The average monthly contract rent nearly doubled, increasing from $35 to $68. The Edgelake section was one of the few areas to experience a decrease in the total number of housing units, having a decrease of 130 units between 1950 and 1960. This planning section also had the highest vacancy rate, 19 percent. The decrease in the total number of housing units resulted from a drop in nonwhite units in spite of a small increase in white units. There were 651 fewer nonwhite units in 1960 than 1950, or a change from 33 percent to one percent of the total housing units. This is a dramatic change in the racial composition of the area, although it is largely undeveloped.

According to the 1965 land use data, less than one percent of the residential structures in the Edgelake planning section are in substandard condition. Obviously, poor housing is not a problem of any magnitude in Edgelake. Housing densities in the suburban Edgelake area are relatively low. Most of the blocks fall in the less than two dwelling units per acre category, and the overall density is only 1.8 dwellings per acre, the lowest among the City's developed planning sections.

COMMERCIAL & INDUSTRIAL CONDITIONS

Since this section is predominantly undeveloped and the land use survey did not report any concentrations of substandard commercial or industrial development, only supplemental blocks were selected for survey. One block was surveyed fronting on Chef Menteur Highway and inspections were also made of nonresidential uses located in a rather narrow long strip of land in the area bounded by Chef Menteur Highway, Industrial Canal, Lake Pontchartrain and Jourdan Road. Most of the inspections produced good ratings for all three rating categories.

GENERAL APPEARANCE FACTORS

Edgelake was rated low fair for the general appearance survey with most of the penalties assessed for landscaping and overhead wiring deficiencies. Penalties for street furnishings were next highest, followed by fences, signs and billboards and architectural compatibility of buildings. The penalty point score for overhead wires was nine, while the score for landscaping in Edgelake was twelve.

HISTORIC SIGNIFICANCE

There are no structures or sites of noteworthy historic value now located in Edgelake.

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 4 (1 Public, 1 Catholic, 2 Other Private).
- Condition of Public school buildings – 1 Good.
- Adequacy of Public school sites – 1 Fair.
- Condition of All school buildings – 3 Good, 1 Fair.
- Adequacy of All school sites – 3 Fair, 1 Poor.
- Total school acreage – 24.8.

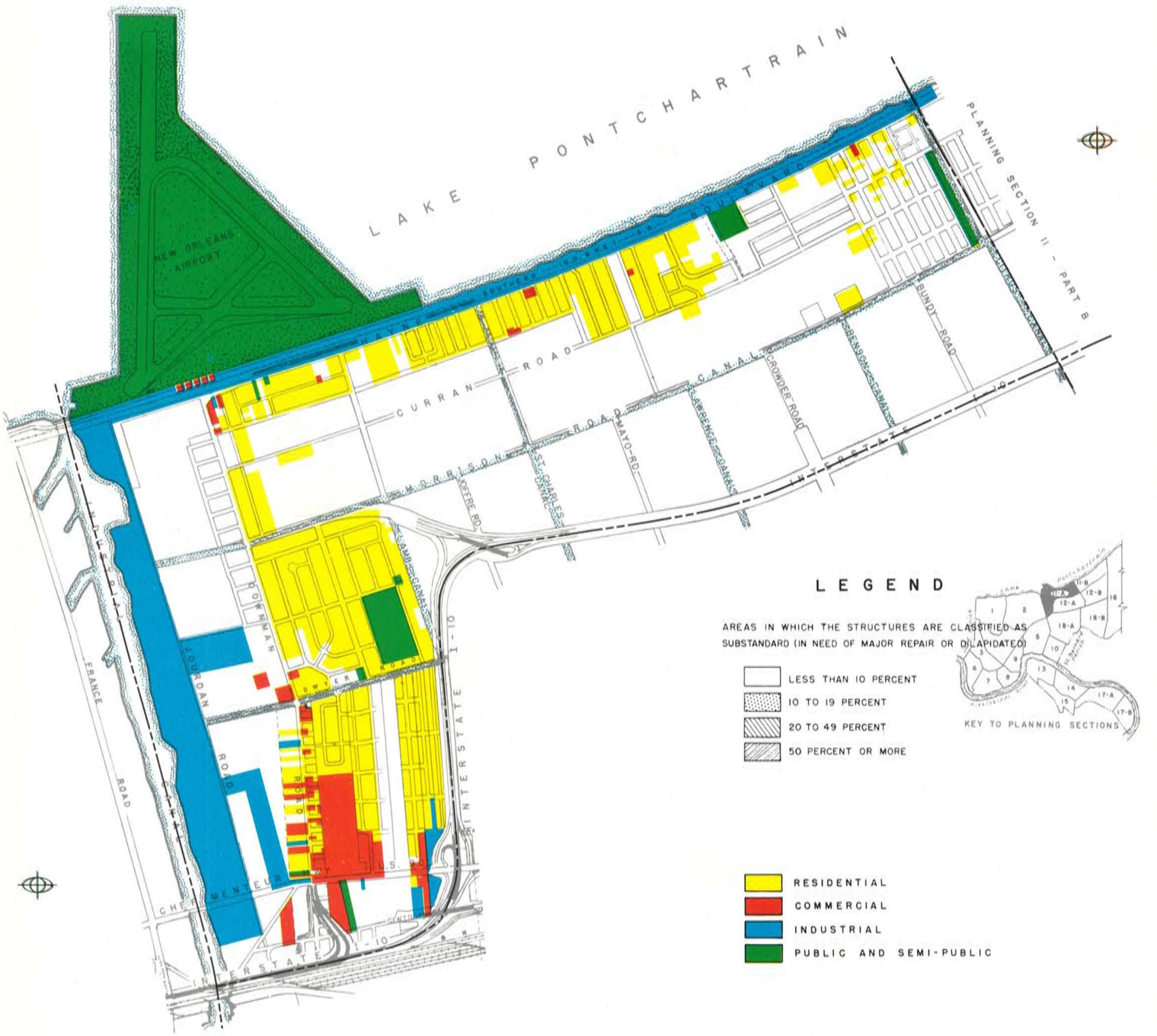
Recreation:
- Neighborhood recreation acreage – 5.4.
- Minimum recommended acreage – 27.0.
- Neighborhood recreation space deficit – 21.6.

Police and Fire Stations:
- Number of Police Stations – None.
- Number of Fire Stations – None.

Libraries:
- 1 Bookmobile stop.
- Percent of area more than 3/4 mile from library – 100 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 1 percent.
  - Requiring repair – None.
- Major streets functioning above capacity – None.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE

EDGELAKE

Planning Section II - Part A

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COMMUNITY FACILITY DATA

Schools:
Total number of schools – None.

Recreation:
Neighborhood recreation acreage – None.
Minimum recommended acreage – 7.5.
Neighborhood recreation space deficit – 7.5.

Police and Fire Stations:
Number of Police Stations – None.
Number of Fire Stations – None.

Libraries:
None.
Percent of area more than 3/4 mile from library – 100 percent.

Street Conditions:
Percent of streets needing improvement – None.
Major streets functioning above capacity – None.

Note: All structural conditions based on exterior surveys.

EXISTING LAND USE

EDGELAKE

Planning Section II - Part B

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SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS

EDGELAKE

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	394	Commercial - 61 Industrial - 62 Public & Semi-Public - 374
2. Land Use Survey - 1965		
A. Number of structures	1,995	132
B. Percent of structures substandard	2%	2%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	NA	5
B. Percent rated "poor" by category		
1. Environmental conditions		0
2. Structural conditions		0
3. Composite conditions		0
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	22.5 %	25.2 %
	WHITE	NON-WHITE
5. Total Population by Race - 1960	6,671	662
6. Total Dwelling Units by Race - 1960	1,860	129
	OWNER	RENTER
7. Occupancy of Dwelling Units 1960	1,464	525
8. Average Population Density Per Net Residential Acre - 1965	26.4	
9. Average Home Value - 1960	$ 15,774	
10. Average Rent - 1960	$ 68	

11. Income 1960	Lower	Lower - Middle	Middle	Upper
	20.7%	32.4%	33.4%	13.5%

PROPOSED DEVELOPMENT

The proposed development within the Edgelake Planning Section is illustrated by Plate 75.

Edgelake is proposed for predominantly low-density residential development with specified areas for commercial, industrial, and high-density residential uses. A land use change is proposed along Downman Road where residential development should replace strip commercial uses. This type of strip commercial should be discouraged as it creates traffic congestion, poor pedestrian circulation, and results in a poor environmental appearance. As existing development in Edgelake is quite sparse, the objective is to guide growth according to the Land Use Plan, which incorporates existing plans for East Lakefront and Lake Forest.

The proposed renewal treatment for the Edgelake Section consists of conservation and maintenance with no major renewal projects proposed at this time. The development of this area is expected in the coming planning period to about 1990. Implicit in this expected urbanization is the committment by the City to work closely with the private developers for the provision of all needed municipal services. This section, together with adjacent Section 12, East Gentilly, and Section 16, New Orleans East, offer tremendous growth potential to the City for the accommodation of future populations.

The following table summarizes the projected development of the Edgelake Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	1,347	166	352	282
Projected Dwelling Units	11,863			
Projected Population	41,000			
Projected Density (Pop/net residential acre)	30			

GENERAL NOTES

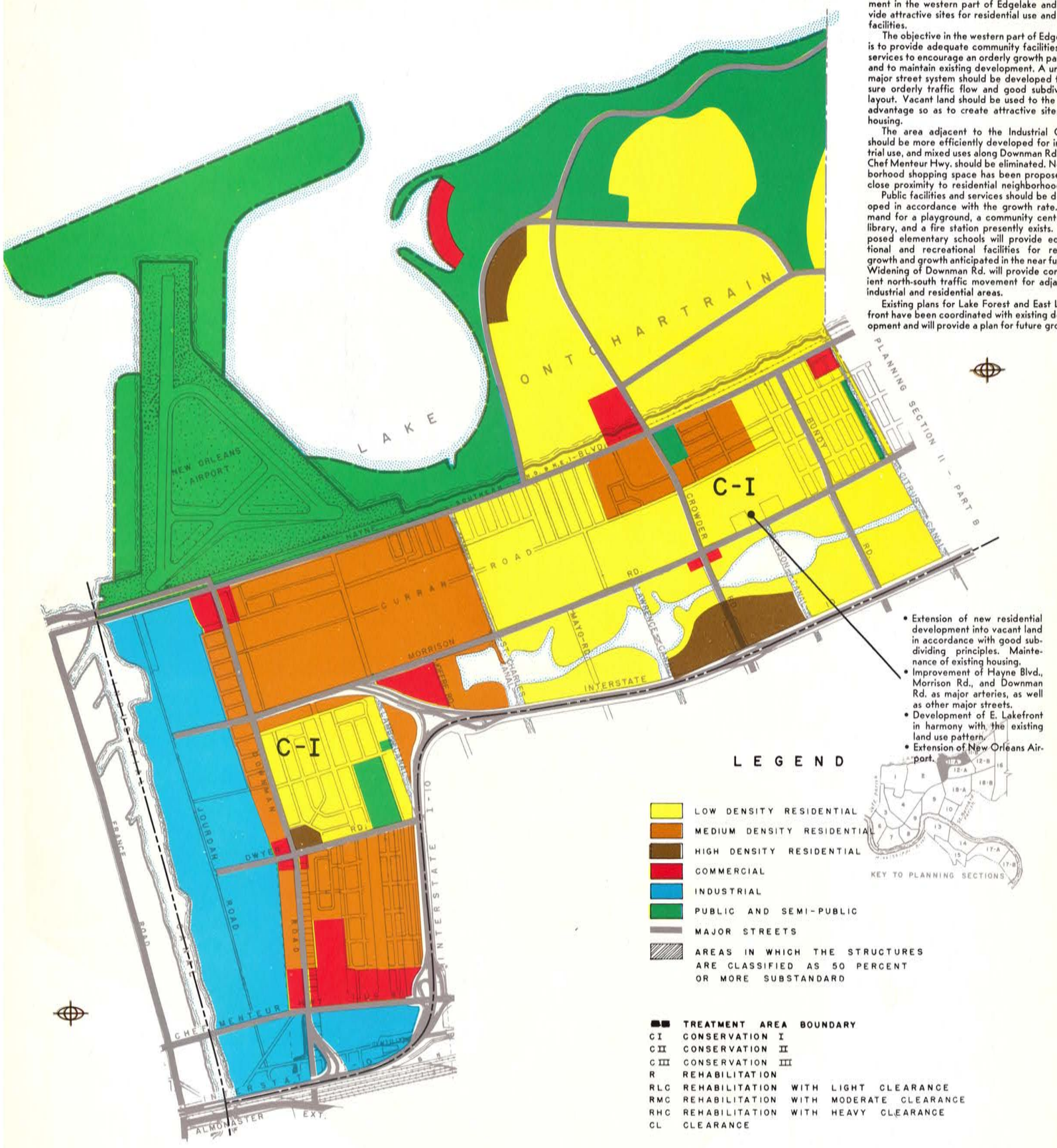
The existing plans for Lake Forest and East Lakefront will guide much of the future development in the western part of Edgelake and provide attractive sites for residential use and park facilities.

The objective in the western part of Edgelake is to provide adequate community facilities and services to encourage an orderly growth pattern and to maintain existing development. A unified major street system should be developed to insure orderly traffic flow and good subdivision layout. Vacant land should be used to the best advantage so as to create attractive sites for housing.

The area adjacent to the Industrial Canal should be more efficiently developed for industrial use, and mixed uses along Downman Rd. and Chef Menteur Hwy. should be eliminated. Neighborhood shopping space has been proposed in close proximity to residential neighborhoods.

Public facilities and services should be developed in accordance with the growth rate. Demand for a playground, a community center, a library, and a fire station presently exists. Proposed elementary schools will provide educational and recreational facilities for recent growth and growth anticipated in the near future. Widening of Downman Rd. will provide convenient north-south traffic movement for adjacent industrial and residential areas.

Existing plans for Lake Forest and East Lakefront have been coordinated with existing development and will provide a plan for future growth.



- Extension of new residential development into vacant land in accordance with good subdividing principles. Maintenance of existing housing.
- Improvement of Hayne Blvd., Morrison Rd., and Downman Rd. as major arteries, as well as other major streets.
- Development of E. Lakefront in harmony with the existing land use pattern.
- Extension of New Orleans Airport.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

TREATMENT AREA BOUNDARY

CI	CONSERVATION I
CII	CONSERVATION II
CIII	CONSERVATION III
R	REHABILITATION
RLC	REHABILITATION WITH LIGHT CLEARANCE
RMC	REHABILITATION WITH MODERATE CLEARANCE
RHC	REHABILITATION WITH HEAVY CLEARANCE
CL	CLEARANCE

PROPOSED DEVELOPMENT

EDGELAKE

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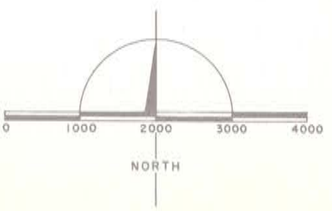

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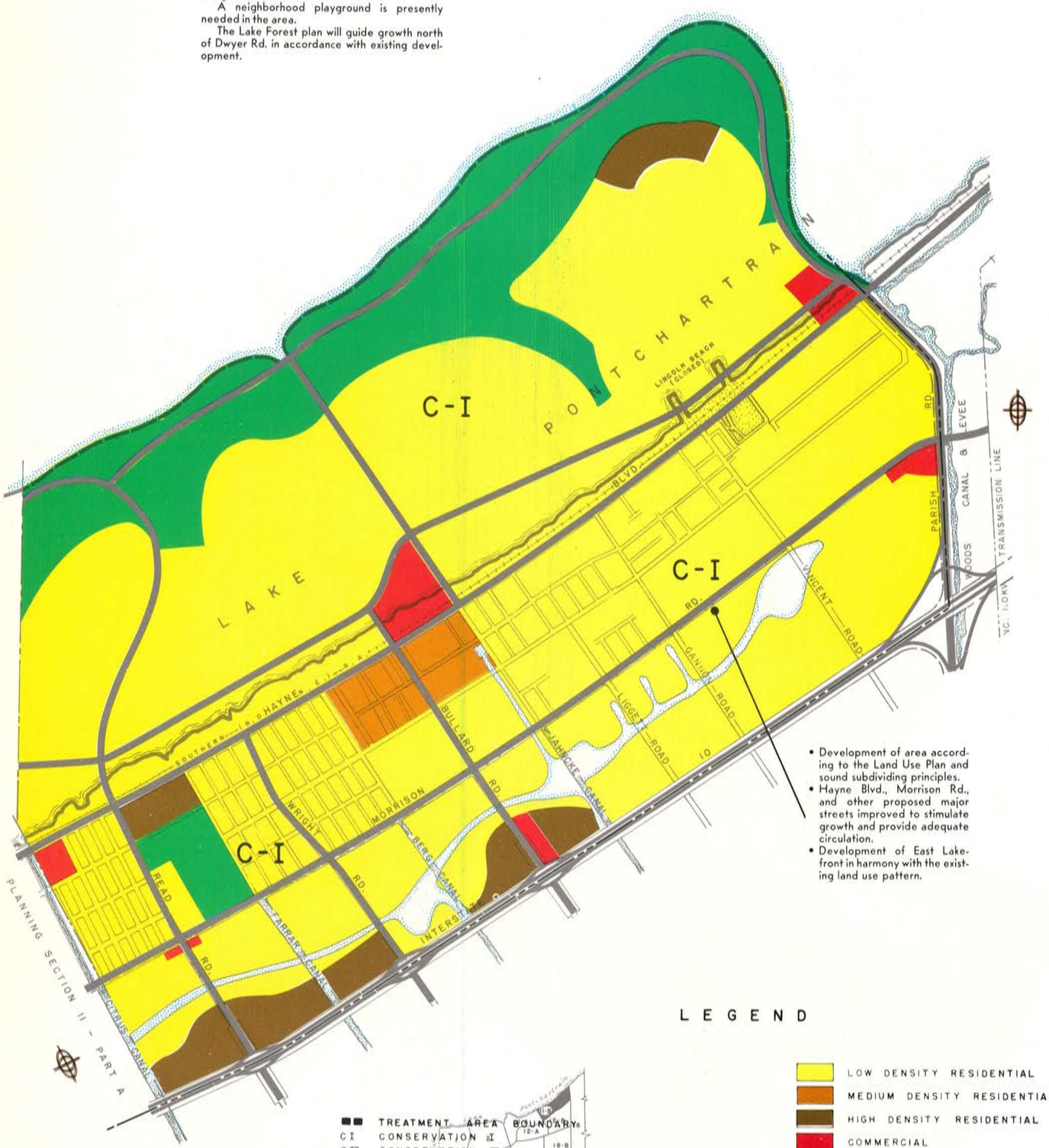
GENERAL NOTES

The objective in the eastern part of Edgelake is to insure sound development through the extension of community facilities and services. Major streets should be extended as needed to guide subdivision design and to prevent haphazard growth.

A neighborhood playground is presently needed in the area.

The Lake Forest plan will guide growth north of Dwyer Rd. in accordance with existing development.



- Development of area according to the Land Use Plan and sound subdividing principles.
- Hayne Blvd., Morrison Rd., and other proposed major streets improved to stimulate growth and provide adequate circulation.
- Development of East Lakefront in harmony with the existing land use pattern.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

TREATMENT AREA BOUNDARY

CI	CONSERVATION I
CII	CONSERVATION II
CIII	CONSERVATION III
R	REHABILITATION
RLC	REHABILITATION WITH LIGHT CLEARANCE
RMC	REHABILITATION WITH MODERATE CLEARANCE
RHC	REHABILITATION WITH HEAVY CLEARANCE
CL	CLEARANCE

KEY TO PLANNING SECTIONS

PROPOSED DEVELOPMENT

EDGELAKE

Planning Section II - Part B

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EAST GENTILLY SECTION 12

EXISTING DEVELOPMENT

LAND USE

The East Gentilly Planning Section is situated in the area formed by Interstate I-10, Paris Road and Chef Menteur Highway.

This section has a gross land area in excess of 4,000 acres, which is about equivalent in size to Mid-City. Of the total area, only about 40% was developed at the time of the 1965 land use survey. Similar to the adjacent section Edgelake, just described, East Gentilly exhibits great opportunities for new development in the very near future. Most of the vacant land in East Gentilly is in the area bounded by Interstate I-10, Paris Road and Dwyer Road, which forms the southern half of the 5,000 acre Lake Forest Tract now being developed. The northern half is in Edgelake.

The generalized existing land use pattern in East Gentilly is illustrated on Plate 76.

RESIDENTIAL CONDITIONS

With the exception of the Society of the Holy Family property fronting Chef Menteur Highway and a tract of land west of Lawrence Canal, the majority of blocks south of Dwyer Road between the Interstate I-10 and Crowder Road are assessed at less than $50,000 per block. The only other areas of low per block assessments are four blocks and two part-blocks just south of the Chef Menteur Highway in the vicinity of Interstate I-10, and two narrow strips of land north of the Chef Menteur Highway between Crowder and Bundy Roads.

Neither the Census nor the land use survey indicate any significant areas of substandard housing. Only eight percent of the dwelling units in East Gentilly were in substandard condition in 1960, while five percent of the nondilapidated units lacked plumbing facilities. Seventy-four percent of the dwelling units were owner-occupied in 1960, and the average value was $16,933. Since the 1950 Census of Housing reported no housing units in East Gentilly, comparisons of 1960 and 1950 cannot be made. There were 3,868 housing units in 1960, and 24 percent, or 773, of these were occupied by non-whites. Sixteen percent of the housing units were vacant in 1960, the second highest percentage among the developed planning sections.

The 1965 land use survey discloses no concentrations of substandard housing in East Gentilly. This is understandable in view of the fact that the Section is predominantly undeveloped, and development that has taken place is relatively new. The average density is 4.2 dwelling units per acre, which is slightly above that in Lakeview (3.9 dwelling units per acre) but considerably below densities in all other sections west of the Industrial Canal.

COMMERCIAL & INDUSTRIAL CONDITIONS

Since the land use survey did not reveal any concentrations of substandard commercial or industrial development in East Gentilly, only supplemental blocks were inspected in the nonresidential sample survey. Four blocks were surveyed and all fronted Chef Menteur Highway. Of the total of eleven inspections roughly one-fourth received poor structural ratings again confirming the report that substandard commercial and industrial properties are found throughout most all parts of the City and even in the newer areas of generally sound, overall conditions.

GENERAL APPEARANCE FACTORS

East Gentilly received a rating of low fair for the rating of general appearance factors. Most of the penalties were assessed for landscaping and overhead wiring deficiencies.

HISTORIC SIGNIFICANCE

There are no structures or sites of noteworthy historic value in East Gentilly.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS

EAST GENTILLY

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	651	Commercial - 36 Industrial - 2 Public & Semi-Public -185
2. Land Use Survey - 1965		
A. Number of structures	4,265	135
B. Percent of structures substandard	.8%	2%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	NA	11
B. Percent rated "poor" by category		
1. Environmental conditions		9%
2. Structural conditions		27%
3. Composite conditions		27%
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	26.8%	26.8%
	WHITE	NON-WHITE
5. Total Population by Race - 1960	9,565	3,574
6. Total Dwelling Units by Race - 1960	2,570	801
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	2,503	868
8. Average Population Density Per Net Residential Acre - 1965	30	
9. Average Home Value - 1960	$16,933	
10. Average Rent - 1960	$ 39	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	20.6%	30.3%	36.3%	12.8%

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 3 (1 Public, 2 Catholic).
- Condition of Public school buildings – 1 Fair.
- Adequacy of Public school sites – 1 Good.
- Condition of All school buildings – 2 Good, 1 Fair.
- Adequacy of All school sites – 2 Good, 1 Fair.
- Total school acreage – 6.1.

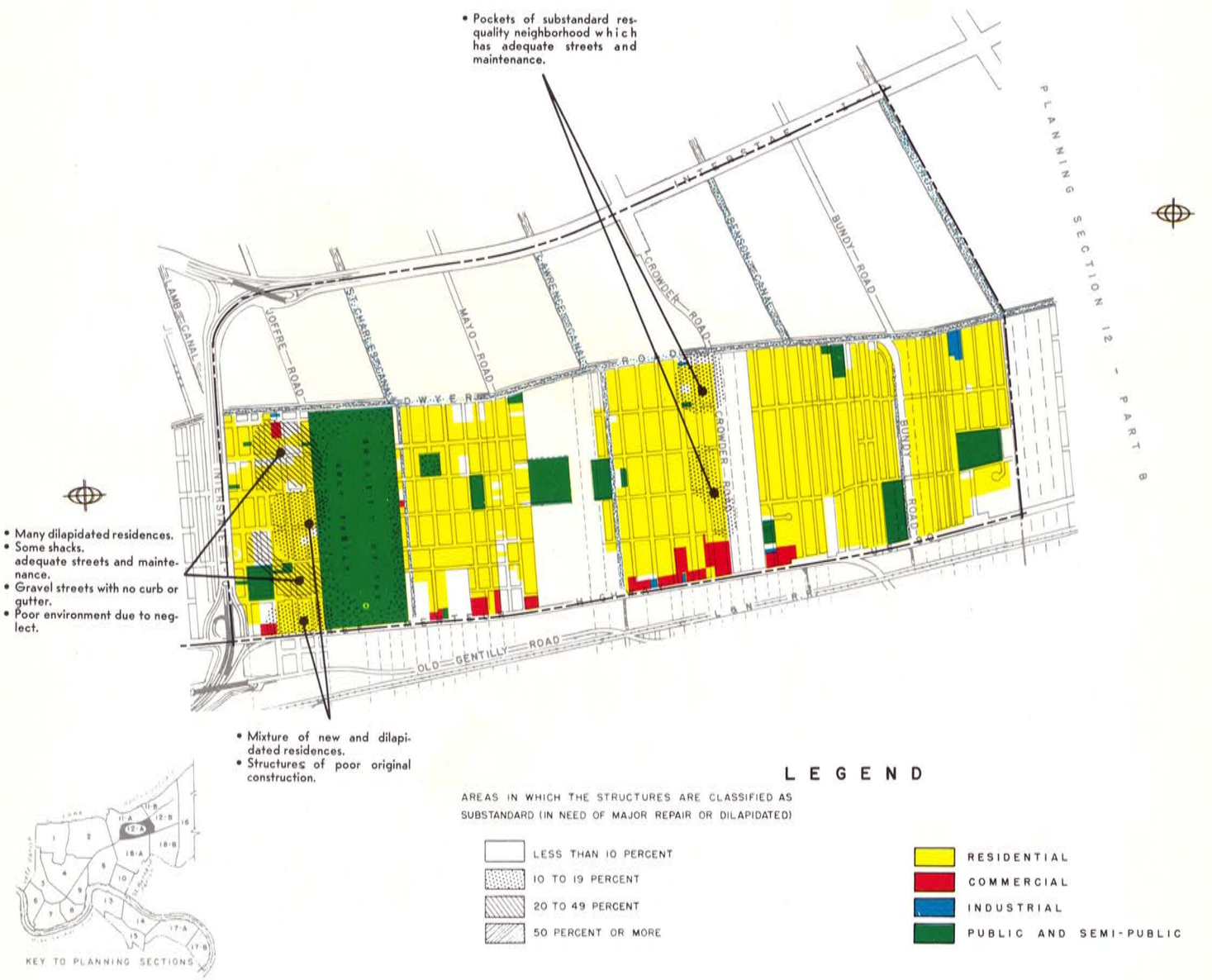
Recreation:
- Neighborhood recreation acreage – 3.2.
- Minimum recommended acreage – 45.2.
- Neighborhood recreation space deficit – 42.0.

Police and Fire Stations:
- Number of Police Stations – None.
- Number of Fire Stations – 1.
  - Condition of building – Good.
  - Adequacy of site – Good.

Libraries:
- 2 Bookmobile stops.
- Percent of area more than 3/4 mile from library – 100 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 5 percent.
  - Requiring repair – None.
- Major streets functioning above capacity – Chef Menteur Hwy.

Note: All structural conditions based on exterior surveys.



LEGEND

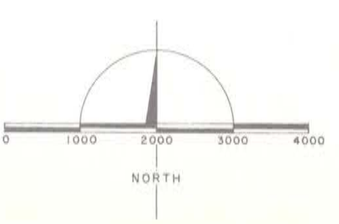
AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE
EAST GENTILLY
Planning Section 12 - Part A

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED.



COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

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COMMUNITY FACILITY DATA

Schools:
Total number of schools – 1 (Public).
Condition of Public school building – Good.
Adequacy of Public school site – Good.
Total school acreage – 4.6.

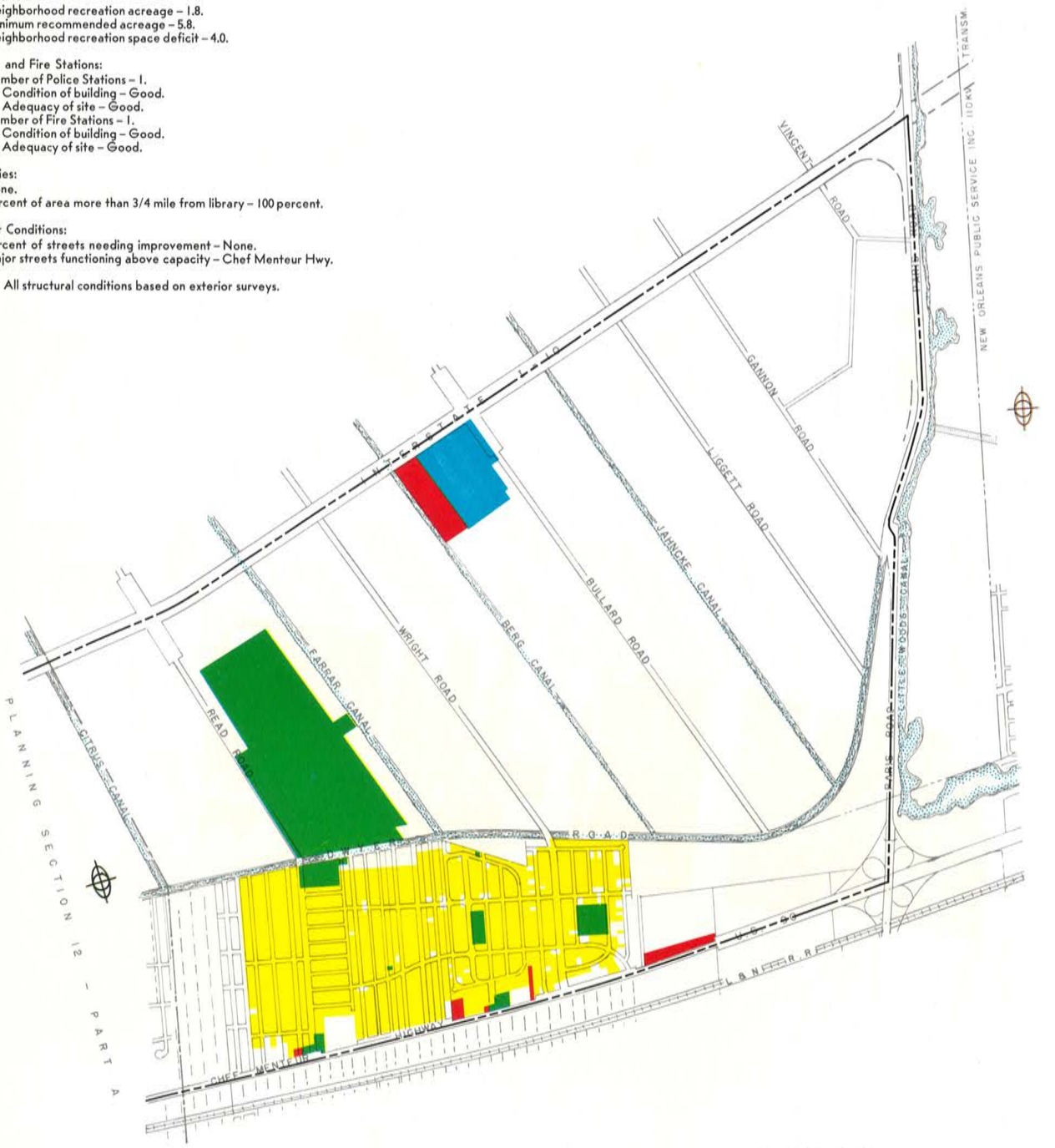
Recreation:
Neighborhood recreation acreage – 1.8.
Minimum recommended acreage – 5.8.
Neighborhood recreation space deficit – 4.0.

Police and Fire Stations:
Number of Police Stations – 1.
Condition of building – Good.
Adequacy of site – Good.
Number of Fire Stations – 1.
Condition of building – Good.
Adequacy of site – Good.

Libraries:
None.
Percent of area more than 3/4 mile from library – 100 percent.

Street Conditions:
Percent of streets needing improvement – None.
Major streets functioning above capacity – Chef Menteur Hwy.

Note: All structural conditions based on exterior surveys.



LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE

EAST GENTILLY

Planning Section 12 - Part B

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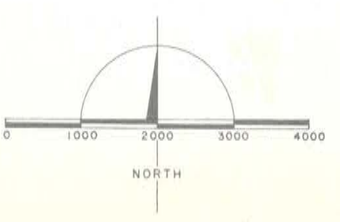

COMMUNITY RENEWAL PROGRAM STUDY
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PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 77 illustrates the proposed development within the East Gentilly Planning Section.

The limited areas of declining residential conditions in East Gentilly are proposed for medium-density development. The proposed regulations permitting townhouses may encourage new building in these areas and permit a moderate transitory change of uses without over-burdening the existing municipal services and utilities.

No major land use changes are proposed in the stable residential parts of the section and the low density classification of these areas will encourage maintenance of values and overall quality. In the northern part of the section, the Land Use Plan reflects the plan adopted for the overall Lake Forest development.

The proposed treatment within East Gentilly consists mainly of conservation treatment with one isolated renewal treatment area involving only a very limited amount of clearance along with the proposed rehabilitation program. The comments in the correspondence part of the report on the Edgelake Section relative to growth potentials apply to this section as well and for that reason are not repeated here.

The projected development within East Gentilly for 1985 is summarized below.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	1,125	146	38.5	250.8
Projected Dwelling Units	13,374			
Projected Population	47,000			
Projected Density (Pop/net residential acre)	42.2			

GENERAL NOTES

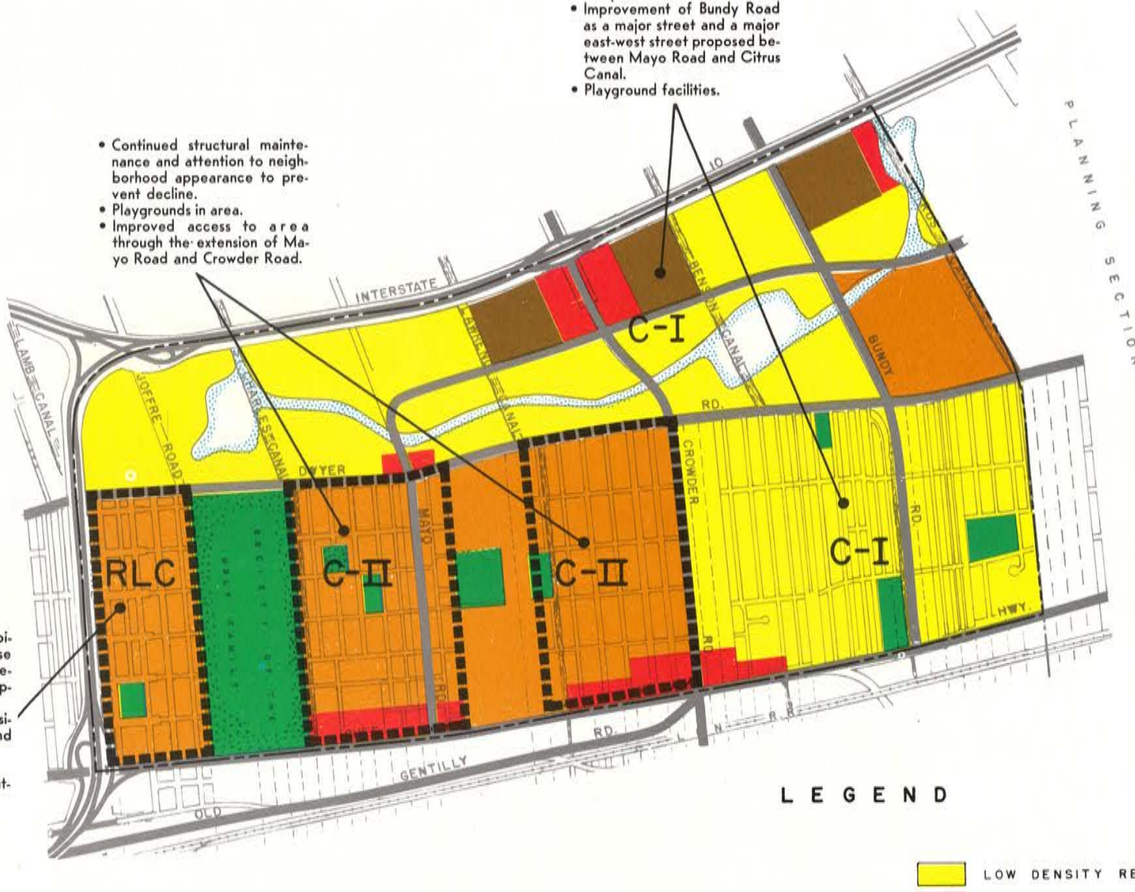
The objective in the western part of East Gentilly is to remove pockets of residential blight from a deteriorating neighborhood and to maintain sound residential areas. The neighborhood to the west requires spot removal of substandard residences and intense private maintenance of deteriorating houses. Rehabilitation of these residences would be stimulated by improved neighborhood facilities such as street repair, installation of curb and gutter, and the provision of playground space. Street trees would enhance the area. A library facility and other community facilities should be expanded as needed.

New development would be encouraged through the extension of major streets between Chef Menteur Hwy. and I-10. Planned shopping districts will serve adjacent residential neighborhoods.

The large area of vacant land north of Dwyer Rd. will be developed in accordance with the Lake Forest plan which provides considerable space for park and recreational facilities.

- Private maintenance of existing housing and residential expansion into vacant areas.
- Provision for shopping center space along I-10 and prevention of strip commercial development.
- Improvement of Bundy Road as a major street and a major east-west street proposed between Mayo Road and Citrus Canal.
- Playground facilities.

- Continued structural maintenance and attention to neighborhood appearance to prevent decline.
- Playgrounds in area.
- Improved access to area through the extension of Mayo Road and Crowder Road.



- Clearance of pockets of dilapidated residences and intense structural maintenance of deteriorating residences to upgrade this declining area.
- Concentrated effort by residents to maintain streets and yards.
- Playground.
- Street surfacing, curb and gutter, and street landscaping.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

PROPOSED DEVELOPMENT

EAST GENTILLY

Planning Section 12 - Part A

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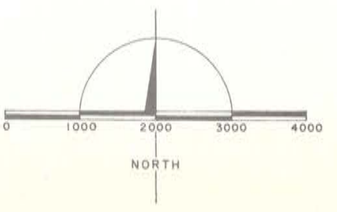

COMMUNITY RENEWAL PROGRAM STUDY
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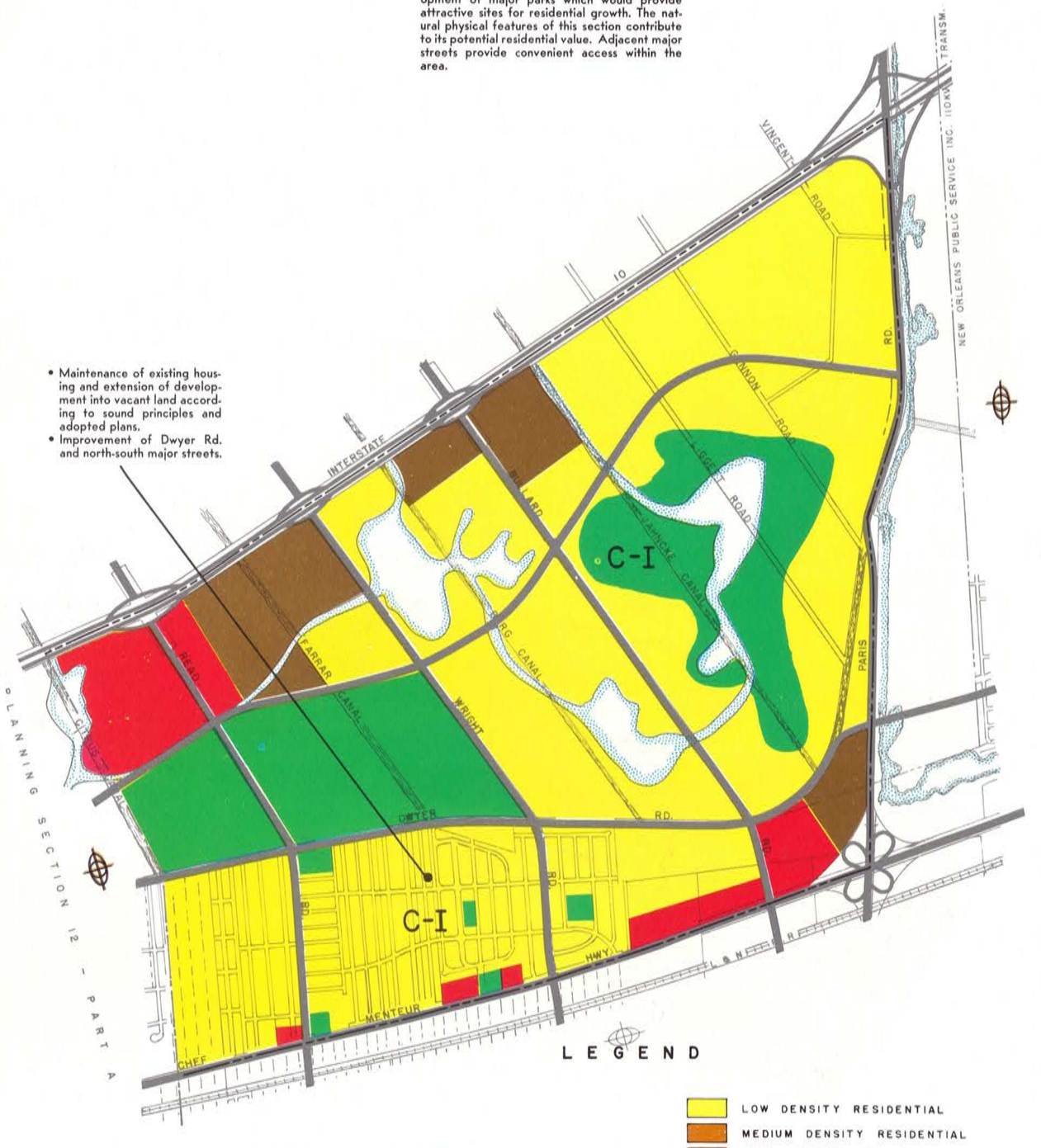
GENERAL NOTES

The objective in the eastern part of East Gentilly is to improve and expand community facilities and services to insure an orderly pattern of growth.

Large areas are being reserved for the development of major parks which would provide attractive sites for residential growth. The natural physical features of this section contribute to its potential residential value. Adjacent major streets provide convenient access within the area.

- Maintenance of existing housing and extension of development into vacant land according to sound principles and adopted plans.
- Improvement of Dwyer Rd. and north-south major streets.



LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
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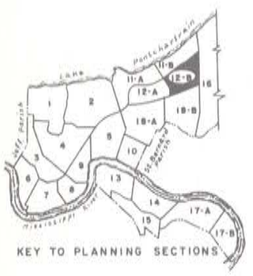
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE


KEY TO PLANNING SECTIONS

PROPOSED DEVELOPMENT

EAST GENTILLY

Planning Section 12 - Part B

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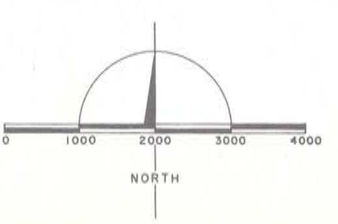

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ALGIERS SECTION 13

EXISTING DEVELOPMENT

LAND USE

The Algiers planning section encompasses that portion of Orleans Parish on the west bank of the Mississippi River generally bounded by the River, Holiday Drive, General DeGaulle Drive, West Bank Expressway and the Orleans-Jefferson Parish boundary line. This planning section comprises most of the older development on the west bank of corporate New Orleans and also includes some newly developed areas and vacant lands.

Algiers contains a gross land area of nearly 2,500 acres, of which all but 550 acres were developed by 1965. Residential land uses predominate in this section accounting for more than one-half of the total developed area exclusive of street rights-of-way. Most of the residential development is in either one or two-family structures with the latter clearly predominating in terms of dwelling units although more single family structures do exist. Commercial and industrial land areas are somewhat below the City average, but public and semi-public development is abnormally high, due to the huge U.S. Naval Station in this area.

The urbanization of the west bank sharply accelerated in the years following the construction of the Greater New Orleans Mississippi River Bridge in the late 1950's which provided roadway linkage between the Algiers area and the Central Business District. The proximity of Algiers to the CBD, with new access via the Bridge, gave impetus to intensive construction in this area. An additional incentive for the development of this area was furnished in the early sixties with the elimination of bridge tolls.

Plate 78 shows the 1965 generalized land use pattern of Algiers.

RESIDENTIAL CONDITIONS

An extremely large number of blocks in Algiers have a total assessed value of less than $50,000. In fact, a block assessed for $75,000 or more is a rare occurrence in Algiers. The low assessments may be attributed to the generally poor condition of housing and the fact that the homes were modest even when new in this oldest developed part of the west bank of Orleans.

According to the Census of Housing, 27 percent of the dwelling units in Algiers were substandard in 1960, and eight percent of the nondilapidated units lacked plumbing facilities. The degree of home ownership increased from 43 percent in 1950 to 48 percent in 1960. Both this and the $37 average monthly rent were far below the citywide averages for 1960. The increase in the total number of units within Algiers was 837, while the increase in nonwhite units was only 251. The nonwhite units comprised 31 percent of the total 1960 housing units, a very sight gain over the 1950 figure.

The 1965 land use survey classified less than four percent of the residential structures in Algiers as substandard. This low percentage as compared to the much higher 1960 Census of Housing figure results from a combination of factors including a five-year lapse of time between surveys, the previously described difference in survey procedures, and also the fact that many of these older homes are borderline cases as to their substandardness. The land use survey was for the most part substantiated by the Sample Residential Property Survey.

The population densities in Algiers vary considerably from area to area. In general, blocks nearest the river "point" of Algiers are the most densely populated, while the blocks farthest away from the river have the lowest dwelling units per acre. The average density for all of Algiers is 8.4, which is comparable to the Carrollton and Gentilly densities.

COMMERCIAL & INDUSTRIAL CONDITIONS

Algiers encompasses the older, more fully developed part of the Westbank of Orleans Parish. The location of nonresidential development in Algiers, as for most of the other developed planning sections, is quite scattered. No concentrations of substandard nonresidential development were found in Algiers, and therefore, no areas were delineated for sample survey purposes. The inspections in Algiers, therefore, consisted only of scattered supplementary block checks with a total of forty inspections in sixteen such blocks. The majority of the inspections were rated either good or fair for structural characteristics while most were rated poor for functional and environmental factors.

GENERAL APPEARANCE FACTORS

Algiers has been given a score of 32 and a rating of high marginal for this study. The same two factors, landscaping and overhead wires, responsible for most of the penalties in the other sections account for 63 percent of the penalties in Algiers.

The general distribution of penalty points for the six major categories are consistent with the overall survey findings. The penalty point distribution within the various subsections are also similar to the overall survey results.

HISTORIC SIGNIFICANCE

The older part of Algiers, located on a "point" or along an acute curvature of the River opposite the Central Business District, has a long history but suffered from extensive fires. It retains a quaint late ninteenth century flavor, with a few houses of earlier date, and generally has a consistent character, with good potential as a residential area for persons employed in downtown New Orleans.

Particular structures of note include the Algier Court House, built in 1896; the jigsaw-style house of Mayor Martin Behrman, at 228 Pelican Avenue; the plantation house used as the Admiral's residence in the U.S. Naval Station; and the Malcolm Williams house on Patterson Road near the U.S. Immigration Station.

A number of traditional open spaces with good views are particularly impressive including the open space opposite the court house and ferry landings of the Canal ferry and the now-discontinued Esplanade ferry with their excellent view of Jackson Square.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS
ALGIERS

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	680	Commercial - 34 Industrial - 30 Public & Semi-Public - 406
2. Land Use Survey - 1965		
A. Number of structures	4,930	549
B. Percent of structures substandard	3 %	7 %
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	175	40
B. Percent rated "poor" by category		
1. Environmental conditions	25 %	70 %
2. Structural conditions	13 %	35 %
3. Composite conditions	19 %	50 %
	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	19.3 %	73.7 %
	WHITE	NON-WHITE
5. Total Population by Race - 1960	16,769	8,717
6. Total Dwelling Units by Race - 1960	4,942	2,268
	OWNER	RENTER
7. Occupancy of Dwelling Units - 1960	3,469	3,741
8. Average Population Density Per Net Residential Acre - 1965	46	
9. Average Home Value - 1960	$11,998	
10. Average Rent - 1960	$ 37	

11. Income - 1960	Lower	Lower - Middle	Middle	Upper
	37.8 %	34.1 %	22.4 %	5.7 %

COMMUNITY FACILITY DATA

Schools:
- Total number of schools – 13 (8 Public, 3 Catholic, 2 Other Private).
- Condition of Public school buildings – 2 Good, 4 Fair, 2 Poor.
- Adequacy of Public school sites – 1 Good, 3 Fair, 4 Poor.
- Condition of All school buildings – 2 Good, 6 Fair, 5 Poor.
- Adequacy of All school sites – 2 Good, 5 Fair, 6 Poor.
- Total school acreage – 20.8.

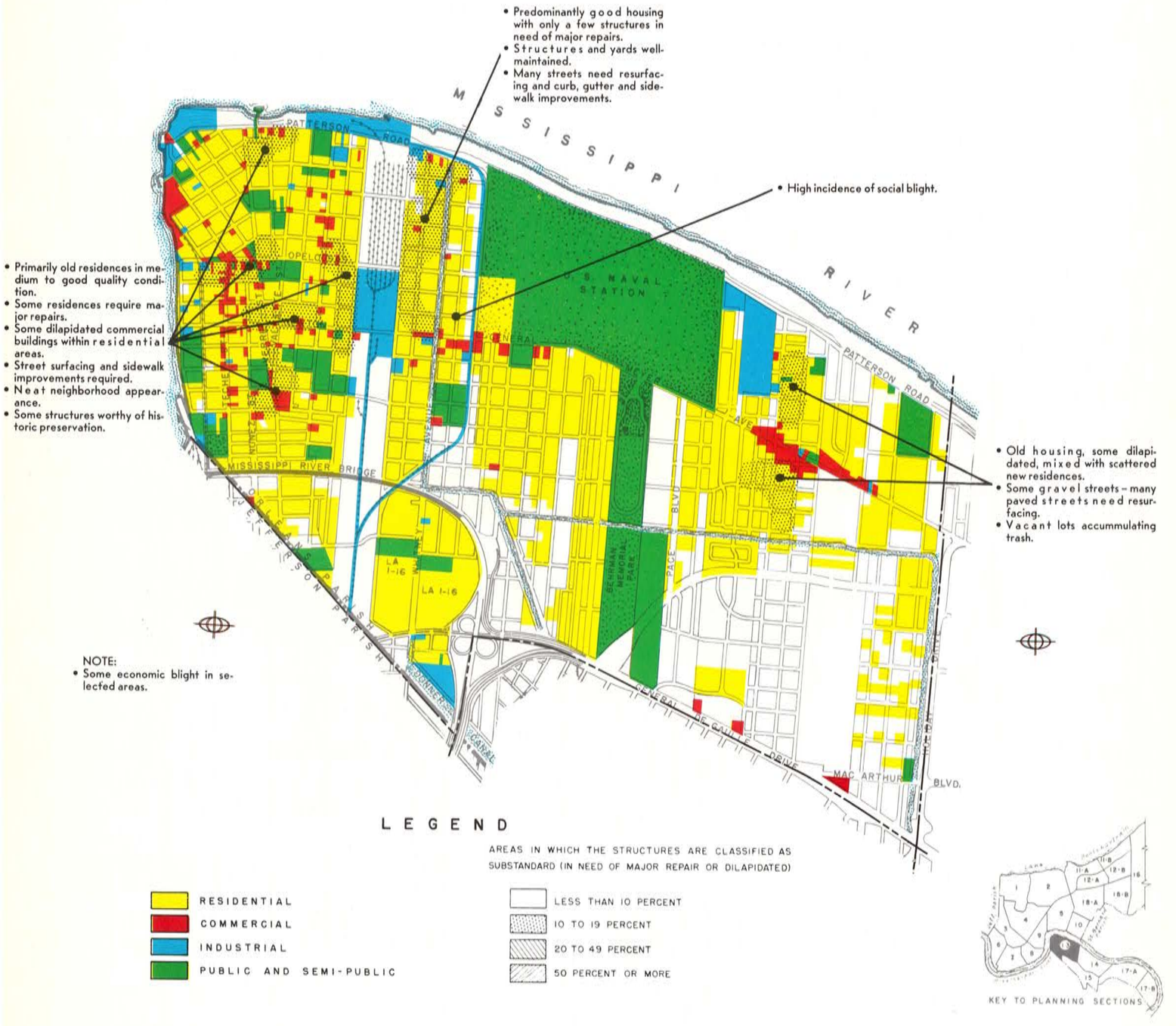
Recreation:
- Neighborhood recreation acreage – 9.0.
- Minimum recommended acreage – 81.1.
- Neighborhood recreation space deficit – 72.1.

Police and Fire Stations:
- Number of Police Stations – 1.
  - Condition of building – Poor.
  - Adequacy of site – Fair.
- Number of Fire Stations – 3.
  - Condition of buildings – 3 Good.
  - Adequacy of sites – 3 Good.

Libraries:
- 1 Branch facility, 1 bookmobile stop.
  - Condition of building – Poor.
- Percent of area more than 3/4 mile from library – 75 percent.

Street Conditions:
- Percent of streets needing improvement –
  - Requiring reconstruction – 25 percent.
  - Requiring repair – 40 percent.
- Major streets functioning above capacity – None.

Note: All structural conditions based on exterior surveys.



EXISTING LAND USE
ALGIERS

Planning Section 13

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NORTH

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 79 illustrates the proposed development of the Algiers Planning Section.

The "point" of Algiers has been proposed for high-density residential development. This area provides an advantageous location for high-rise apartments due to the view of the river and the CBD, the attractive residential character of Old Algiers, and proximity of the ferry. New apartment development will eliminate scattered commercial, industrial, and residential uses that presently exist in the area and will encourage new growth areas within Old Algiers. High-density residential development has also been proposed around the business district and should not only stimulate new residential growth but should encourage more complete development of the business district as a retail-office center.

The area bounded by Brooklyn Street, Socrates Street, Powder Street, and the river is proposed to be changed to industrial from residential to allow expansion for industries that require river transportation. The area is bounded by the business district to the east.

Another land use change is the reuse of the phased-out U.S. Naval Station for educational and recreational use. This facility can provide a valuable asset to the surrounding area and act as a stimulas to private rehabilitation and maintenance efforts. In conjunction with public reuse of the U.S. Naval Station, is the proposed expansion of Behrman Park into an adjacent vacant area to the east to provide needed park facilities for newly developing residential areas.

The proposed treatment in Algiers basically consists of varying degrees of conservation as shown on Plate 79. Intensive renewal or redevelopment activity is not warranted to any large extent. However, attention should be given to home maintenance perhaps through the code enforcement program in the near future to halt the decline of the area. For maximum effect, these actions should be accompanied by an acceleration of municipal services, including use of the paving lien program and provision of needed community facilities.

The following table summarizes the projected development within the Algiers Section for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	961	64	54	157
Projected Dwelling Units	16,710			
Projected Population	42,000			
Projected Density (Pop/net residential acre)	43.7			

GENERAL NOTES

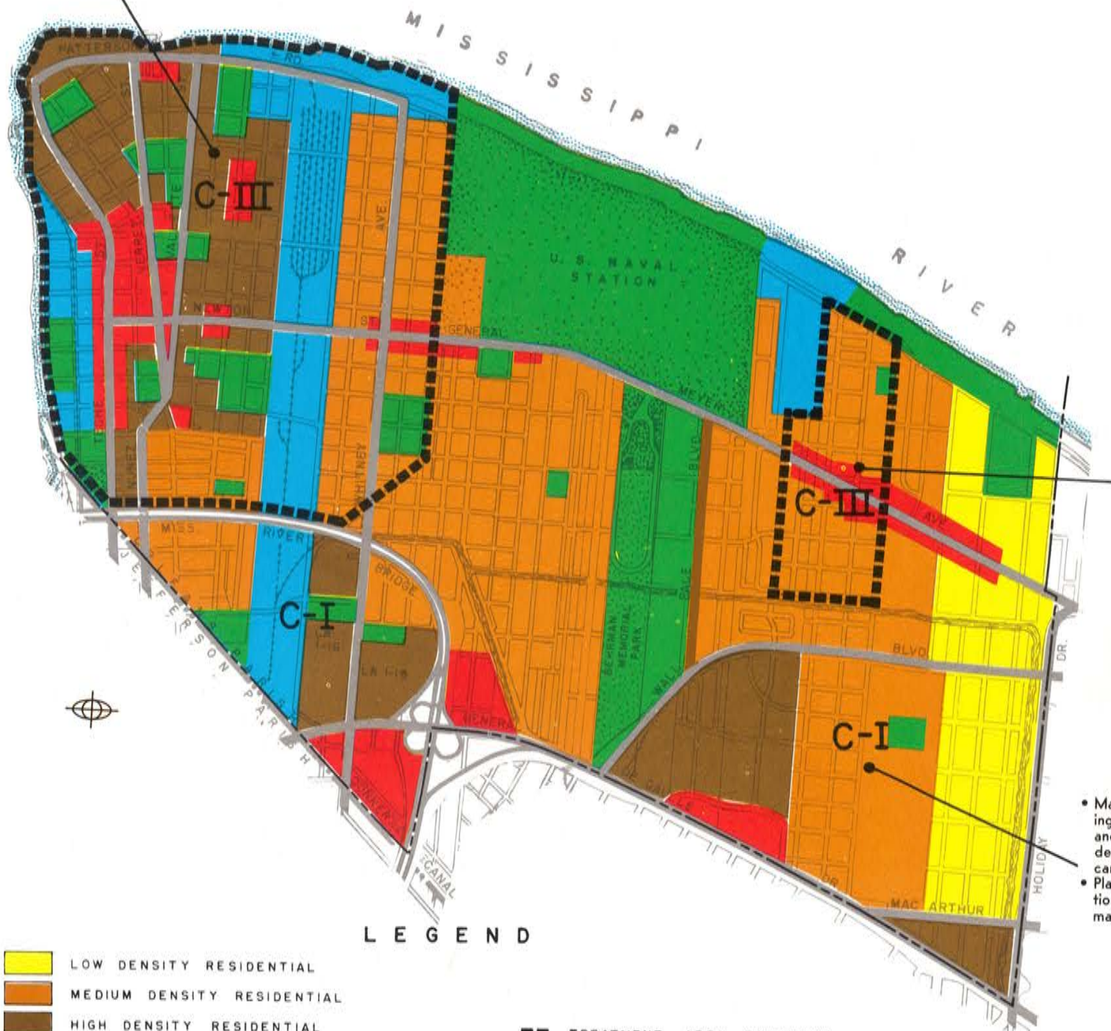
Algiers possesses the historic character of New Orleans, as well as the dynamics of new growth. The objectives in Algiers are to encourage private maintenance of structures to preserve the character of the older portion of the section and to promote residential expansion in the newer areas.

Preservation of the character of old Algiers can best be accomplished through private rehabilitation efforts and through the provision of improved public facilities and services, such as extended sidewalks, attention to the maintenance of street landscaping, and minor street repairs. A library, scattered playgrounds, and renovation of the police station are necessary to provide adequate facilities in the area. Scattered commercial uses should be discouraged.

A unified shopping district should be developed in old Algiers to perform a neighborhood retail-office function. Other areas for neighborhood commercial facilities are proposed throughout the section.

Improved access to the Mississippi River Bridge from old Algiers is necessary to stimulate growth in the area.

- Preservation of the character of the area, much of which has historic and architectural value, and spot removal of scattered dilapidated structures through rigid code enforcement.
- Playgrounds in area.
- Commercial expansion around Newton, Vallette, Opelousas, and Teche Streets to provide a unified business district of retail shops and offices.
- Careful maintenance of buildings to prevent further decline.
- Some street resurfacing and improved sidewalks.
- Discouragement of further mixing of residential and commercial uses.



- Replacement of substandard residences and development of vacant lots through private building.
- Street improvements.

- Maintenance of existing housing through private efforts and the extension of new residential development into vacant land.
- Playground needed in addition to the expansion of Behrman Memorial Park.

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

- TREATMENT AREA BOUNDARY
- CI CONSERVATION I
- CII CONSERVATION II
- CIII CONSERVATION III
- R REHABILITATION
- RLC REHABILITATION WITH LIGHT CLEARANCE
- RMC REHABILITATION WITH MODERATE CLEARANCE
- RHC REHABILITATION WITH HEAVY CLEARANCE
- CL CLEARANCE

PROPOSED DEVELOPMENT

ALGIERS

Planning Section 13

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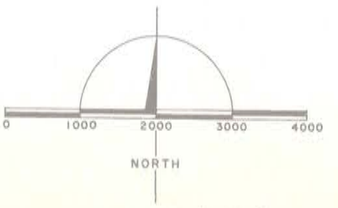

COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES
PLANNING CONSULTANTS
MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

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SOURCE
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AURORA SECTION 14

EXISTING DEVELOPMENT

LAND USE

The planning section known as Aurora is located on the west bank of the Mississippi River in the area bounded by Holiday Drive, General DeGaulle Drive, Intracoastal Waterway and the Mississippi River. This section is situated just southeast of the Algiers section previously described.

At the time of the 1965 land use survey, only slightly more than half of the total 2,300 acres in this section were developed, with single-family structures occupying the majority of the total developed area. Street use, at 40% of the total, ranked second with public and semi-public developments at a distant third (6%).

Most of the construction in Aurora is of recent origin and occurred mainly subsequent to the opening of the Greater New Orleans Mississippi River Bridge in the late 1950's, which facility provided the necessary mode for vehicular access linking together the employment centers of New Orleans with the west bank areas. The continued growth and expansion of the west bank, including Orleans, Jefferson and Plaquemines Parishes, is largely dependent upon the provisions of additional bridge crossings over the Mississippi River, relieving some of the pressures placed upon the lone existing bridge in this general vicinity.

Plate 80 illustrates the generalized land use pattern of Aurora on the basis of the 1965 land use survey.

RESIDENTIAL CONDITIONS

Although a number of blocks with low property assessments do exist in Aurora, most of these are at least partially undeveloped, so low quality housing does not necessarity account for the low property assessment.

Only six percent of the housing units in Aurora were classified as substandard in 1960, one of the lowest percentages among the planning sections. Only three percent of the nondilapidated units lacked plumbing facilities in 1960. The percentage of home ownership in Aurora was the highest in the City for 1960, as it was in 1950. It increased from 81 percent to 88 percent during the ten-year period. The average value of the owner occupied homes increased appreciably from 1950 to 1960, from $12,522 to $19,384. The percentage of nonwhite housing units dropped from 18 to 9 during the period, even though a numerical increase of 122 units was experienced.

Only 2.7 percent of the residential structures in Aurora were classified as substandard by the 1965 land use survey. However, a small area near General Meyer Avenue and Simpson Place contains a concentration of extremely poor housing. This condition amidst the middle to upper-class character of the suburban Aurora area may require a public corrective action. Population densities in Aurora are low, only 2.2 dwelling units per acre overall. Although this density will rise as the vacant areas develop, the area will no doubt remain one of low densities, since it is largely single family in nature.

COMMERCIAL & INDUSTRIAL CONDITIONS

Since the nonresidential land uses in Aurora comprise only about one percent of the total, and because these few were generally in good condition, no sample commercial and industrial survey was made in Aurora.

GENERAL APPEARANCE FACTORS

Aurora was rated second only to Lakeview for the general appearance factor study. The penalty point score of 17 in Aurora is only three points higher than the maximum acceptable score for a good rating. Aurora was the only planning section receiving the rating of high fair.

Although landscaping and overhead wires were again responsible for the bulk of the total penalties, the scores for these factors in Aurora are lower than every other section except Lakeview. As a point of fact, the average scores for five of the six general appearance factors in Aurora were lower than the overall factor scores, the one exception being the category of street furnishings, which was the same as the overall survey score.

The fact that the average penalty score for visual effect of overhead wires was about one-half that of the overall average is attributed to the presence of underground telephone and electric power lines in parts of Aurora. A recent amendment to the Subdivision Regulations of the City of New Orleans now requires that developers install underground wiring in new subdivisions. Its importance is put into perspective in view of the fact that the average penalties for this factor were greater on a citywide level than any other single factor in the entire general appearance factor survey. By requiring underground wiring in new subdivisions, the City has taken an important step toward eventually attaining physically attractive and pleasant neighborhoods.

Nearly 75 percent of the 51 sample street segments inspected in Aurora were rated good with ten streets rated fair and three rated marginal. The majority of these street segments rated fair or marginal in Aurora are located either on, or north of, General Meyer Avenue.

HISTORIC SIGNIFICANCE

The Aurora Plantation house, located on Patterson Street at Chester Street, is in good repair but has been modified. Also, there are vestiges of earthworks associated with the Battle of New Orleans, located in the area between General Meyer Avenue and the River near Woodland Drive.

SUMMARY OF SELECTED LAND USE, POPULATION HOUSING AND RELATED CHARACTERISTICS

AURORA

	RESIDENTIAL	NON-RESIDENTIAL
1. Existing Land Use in Acres - 1965	642	Commercial - 7 Industrial - 7 Public & Semi-Public - 72
2. Land Use Survey - 1965		
A. Number of structures	3,252	71
B. Percent of structures substandard	3%	6%
3. Sample Blighted Area Survey - 1965		
A. Number of structures inspected	NA	NA
B. Percent rated "poor" by category		
1. Environmental conditions		
2. Structural conditions		
3. Composite conditions		

	Percent of total street frontage surveyed	Percent of surveyed sample segments rated "poor" or "marginal"
4. General Appearance Survey - 1965	33.2%	9.2%

	WHITE	NON-WHITE
5. Total Population by Race - 1960	7,422	905
6. Total Dwelling Units by Race - 1960	1,797	177

	OWNER	RENTER
7. Occupancy of Dwelling Units 1960	1,701	273
8. Average Population Density Per Net Residential Acre - 1965	21	
9. Average Home Value - 1960	19,834	
10. Average Rent - 1960	25	

11. Income 1960	Lower	Lower - Middle	Middle	Upper
	12.6%	20.9%	38.9%	27.7%

COMMUNITY FACILITY DATA

Schools:
Total number of schools – 6 (4 Public, 1 Catholic, 1 Other Private).
Condition of Public school buildings – 3 Good, 1 Fair.
Adequacy of Public school sites – 3 Good, 1 Poor.
Condition of All school buildings – 5 Good, 1 Fair.
Adequacy of All school sites – 3 Good, 2 Fair, 1 Poor.
Total school acreage – 34.4.

Recreation:
Neighborhood recreation acreage – 5.6.
Minimum recommended acreage – 34.5.
Neighborhood recreation space deficit – 28.9.

Police and Fire Stations:
Number of Police Stations – None.
Number of Fire Stations – 1.
Condition of building – Good.
Adequacy of site – Good.

Libraries:
1 Regional facility.
Condition of building – Good.
Adequacy of site – Good.
Percent of area more than 3/4 mile from library – None.

Street Conditions:
Percent of streets needing improvement –
Requiring reconstruction – 1 percent.
Requiring repair – None.
Major streets functioning above capacity – None.

Note: All structural conditions based on exterior surveys.

LEGEND

AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS SUBSTANDARD (IN NEED OF MAJOR REPAIR OR DILAPIDATED)

- LESS THAN 10 PERCENT
- 10 TO 19 PERCENT
- 20 TO 49 PERCENT
- 50 PERCENT OR MORE

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC

EXISTING LAND USE

AURORA

Planning Section 14

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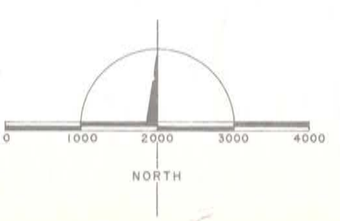

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NEW ORLEANS, LOUISIANA
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PLATE
SOURCE
DATE

PROPOSED DEVELOPMENT

Plate 81 illustrates the proposed development within the Aurora Planning Section.

Aurora is proposed generally for low-density residential with associated commercial and public areas. As the section is nearly totally residential at present and is proposed to remain residential, no land use changes have been proposed which will affect blight. Also, Aurora has developed quite recently and contains only a minimal amount of physical blight. Recently approved land use plans for the area have been incorporated into the overall development plan.

The proposed treatment of the Aurora Section consists almost totally of conservation with the one exception described above and also shown on Plate 81, which requires extensive renewal treatment. The specific renewal measure recommended and the pertinent statistical data for this small area is given in Chapter XIV. Crucial to the continuation of new development in Aurora and in the contiguous undeveloped sections of Elmwood and Lower Algiers is the provision of additional Mississippi River Bridge crossings. This is another area scheduled to develop in the primary planning period of 1970 to 1985 and will require the cooperative effort of the City and private developers for achievement of a permanent, high quality living environment.

The following table summarizes the projected development in Aurora for 1985.

	Residential	Commercial	Industrial	Public Semi-Public
Projected Land Use in Acres	1,329	73	34	202
Projected Dwelling Units	10,264			
Projected Population	31,000			
Projected Density (Pop/net residential acre)	23.3			

GENERAL NOTES

Aurora is a newly-developed section that has grown in accordance with modern subdividing principles. Curved or looped minor streets and cul-de-sacs are prevalent in attractive residential neighborhoods. The section has experienced a rapid rate of low-density growth which will continue in future years.

The objectives in Aurora are the continuation of private maintenance of homes and the filling-in and expansion of residential development into vacant areas. Methods of achieving this goal are the continuation of environmental upkeep, the extension of services into growth areas, attractive landscaping of public properties, and the prevention of conflicting land uses. Emphasis should be placed on street landscaping and beautification.

A substandard residential pocket presently creates a barrier to a unified, compact growth pattern and should receive rehabilitation treatment. Minor streets could then be extended to allow complete circulation within the general area.

Playgrounds and a police station are needed in the section.

■■ TREATMENT AREA BOUNDARY
CI CONSERVATION I
CII CONSERVATION II
CIII CONSERVATION III
R REHABILITATION
RLC REHABILITATION WITH LIGHT CLEARANCE
RMC REHABILITATION WITH MODERATE CLEARANCE
RHC REHABILITATION WITH HEAVY CLEARANCE
CL CLEARANCE

LEGEND

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- HIGH DENSITY RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- MAJOR STREETS
- AREAS IN WHICH THE STRUCTURES ARE CLASSIFIED AS 50 PERCENT OR MORE SUBSTANDARD

PROPOSED DEVELOPMENT
AURORA
Planning Section 14

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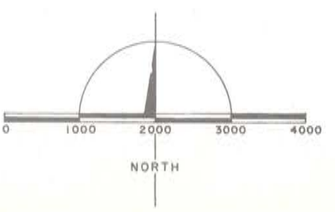

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SOURCE
DATE

XIV

COMMUNITY RENEWAL PLAN AND 5 YEAR PROGRAM

LONG RANGE RENEWAL PLAN

In the foreword to this report it was emphasized that the completed CRP encompasses both immediate and long-range programs for the improvement of the City as considered appropriate and necessary on the basis of the many studies of physical, social, economic, environmental, and historic conditions undertaken over the preceding five years. This particular Chapter is the culmination of all these prior studies and findings presented in the foregoing Chapters and the translation of these imputs into concrete plans and proposals for community betterment. Presented first is the long-range renewal plan and, second, the "action program."

This Chapter is further organized and grouped into individual presentations of each of the major types of treatment recommended through the CRP, beginning with physical renewal.

PHYSICAL RENEWAL

The preceding Chapter, "Planning Section Analysis", presented the physical renewal treatment proposed for each of the City's developed planning sections in generalized map form unaccompanied by explanatory text or specifically supportive documentation. For a full understanding of the physical renewal measures suggested by the CRP, this section presents a description of the individual types of physical renewal; an explanation of the criteria applied to all areas of the City for their placement into the appropriate physical treatment category; and a summary of the pertinent documentation and other statistical data for each of 33 major treatment areas (areas involving some or total clearance) as part of the Citywide physical renewal program.

Numerous types of residential renewal are proposed which encompass, either singly or in combination, the three basic types of treatment: conservation, rehabilitation, and clearance. In order that there may be common agreement on terminology, a definition of each of these treatment types is as follows:

CONSERVATION AREA

Normally, no clearance will be required in conservation areas, except as needed for public facilities. However, a conservation area may include a percentage of blocks (less than 40 percent of the total area) in which less than 1/5 of the structures are substandard. These figures would indicate a greater percentage and frequency of substandard conditions than would actually exist as they form the uppermost limit of substandard housing in conservation treatment areas.

REHABILITATION AREA

One in which 20% - 80% of the total number of blocks within the area contain some substandard residential structures. The number of substandard structures per block may range between 20% - 69% of all structures, depending upon the specific type or degree of rehabilitation designated for the area. The type of treatment in rehabilitation areas will include code enforcement or a combination of code enforcement and various degrees of scattered clearance. The degree of clearance necessary will depend upon the number and condition of substandard structures, and may be defined as light, moderate, or substantial scattered clearance.

CLEARANCE AREA

An area in which 70 percent or more of the structures per block are dilapidated or in need of major repair, and in which these substandard blocks represent 80% - 100% of all blocks. The type of treatment proposed for such areas at present is total clearance. However, any such proposal must be re-evaluated and detailed field surveys made prior to a final determination for clearance of an area, as it is possible that private redevelopment and improvements could occur in the future.

The types of treatment areas discussed above, which range from the best through various degrees of substandardness to the worst, are:

1. Conservation Areas

   a. Type I
   b. Type II
   c. Type III

2. Rehabilitation Areas

3. Rehabilitation/Clearance Areas

   a. Light scattered clearance
   b. Moderate scattered clearance
   c. Substantial scattered clearance

4. Total Clearance Areas

Because of the relatively narrow scope of each of the individual treatment areas cited above, and the comprehensiveness of them taken collectively, all developed areas of the City can logically be placed and have been included in one or another of the categories.

The designation of residential renewal areas and the determination of the appropriate type of treatment is accomplished through the use of the following sources of property conditions: 1965 Land Use Survey, Residential Sample Area Survey, and the 1960 Census of Housing.

The criteria set forth in Table I was applied to these sources in order to derive the boundaries and the appropriate treatment for each area of the City. As reflected by this Table, the designation of treatment areas is dependent upon, (1) the extent of substandard housing, by block, and (2) the number of concentration of substandard blocks within a given area.

As reflected by Table I, the 1965 Land Use Survey was used as the primary source of data for the delineation of conservation areas while the more detailed Sample Residential Survey served as the primary basis for the establishment of all treatment areas in which clearance activities were forecasted. The 1960 Census of Housing was additionally used as an overall guide and crosscheck for all of the treatment proposals. The total reasoning and details associated with this procedure are too complex to permit their full explanation in this final summary report. The CRP files do, however, contain such a complete description and provide the necessary documentation to this crucial element of the total program.

TABLE I

CRITERIA FOR THE DETERMINATION OF RENEWAL TREATMENT AREAS

Area Designation	1965 LAND USE SURVEY For Conservation & Rehabilitation Areas		SAMPLE RESIDENTIAL SURVEY For Clearance Areas: Concentrated or Scattered		1960 CENSUS OF HOUSING For Reference Purposes. All Areas	
	Condition of Structures, By Block	Occurence or Concentration Of Blocks	Condition of Structures, By Blocks	Occurence or Concentration Of Blocks	Condition of DU's By Block	Occurence of Concentration Of Blocks
Conservation: Type I	0 - 5 % Substandard	All or Virtually All Blocks	N/A	N/A	0 - 5 % Deteriorated	All or Virtually All Blocks
Conservation: Type II	6 - 10 % Substandard	Light	N/A	N/A	6 - 10 % Deteriorated	Light
Conservation: Type III	11 - 19 % Substandard	Light to Moderate	N/A	N/A	11 - 19 % Deteriorated	Light to Moderate
Rehabilitation	20 - 49 % Substandard	Light to Moderate	N/A	N/A	20 - 49 % Deteriorated	Light to Moderate
Rehabilitation/Light Clearance	N/A	N/A	0 - 19 % Major Repair & Dilapidation	Light to Moderate	50 - 69 % Deteriorated & Dilapidated	Light to Moderate
Rehabilitation/Moderate Clearance	N/A	N/A	20 - 49 % Major Repair & Dilapidation	Moderate	50 - 69 % Deteriorated & Dilapidated	Moderate
Rehabilitation/Heavy Clearance	N/A	N/A	50 - 69 % Major Repair & Dilapidation	Moderate to Heavy	50 - 69 % Deteriorated & Dilapidated	Moderate to Heavy
Clearance	N/A	N/A	70 % and Over Major Repair & Dilapidation	Heavy	70 % and Over Deteriorated & Dilapidated	Heavy

NOTE: The following provides a guideline to quantify the terms used in the column labeled "Occurence or Concentration of Blocks".

DESIGNATION	CRITERIA
All or Virtually All Blocks:	Less than 10% of total blocks in Project Area with deficiencies
Light:	10% - 19% of total blocks in Project Area with deficiencies
Light to Moderate:	20% - 39% of total blocks in Project Area with deficiencies
Moderate:	40% - 59% of total blocks in Project Area with deficiencies
Moderate to Heavy:	60% - 79% of total blocks in Project Area with deficiencies
Heavy:	80% -100% of total blocks in Project Area with deficiencies

As previously reported, all developed areas of the City have been included in one or another of the eight categories (See Table I) of physical renewal treatment. These areas and the type of treatment proposed for each have previously been illustrated by the "Proposed Development" maps of each of the developed Planning Sections in Chapter XIII. A composited map showing these areas and corresponding treatment on a Citywide basis is illustrated on Plate 82.

This map forms the substance of the CRP findings as to the relative severity of area-wide physical conditions throughout the City as a whole, and portrays the level of renewal deemed appropriate for the improvement of the area. It was not feasible to attempt to illustrate on a single, Citywide map the total package of physical renewal considered necessary for each sub-area, including community facility needs, street needs, land use needs, etc., because of the tremendous amount and diversity of data. Alternatively, these data have been adequately depicted by the Planning Section Maps in Chapter XIII.

Although the majority of the total developed area can be adequately maintained or brought to acceptable minimum standards either by conservation or rehabilitation treatments involving only minimum or no displacements, there are sizeable areas primarily in the older, more densely populated parts of the City in which varying degrees of residential clearance will be necessary. Table II shows the pertinent factual data for each of 33 major treatment areas in which clearance activities ranging from light to total clearance are proposed. From a review of these data and the treatment maps, it can readily be seen that only very limited areas of the City are proposed for heavy or total clearance. These proposals further support statements made previously in this report relative to the minimum number of areas containing totally dilapidated housing.

SOCIAL RENEWAL

Chapter VI of this report summarized the major social conditions and influences in New Orleans, while Chapter XII described some of the more outstanding social needs, and, correspondingly, social resources existing locally. These findings were based upon a rather thorough assessment of the social character of the City and its inhabitants as determined through extensive review and evaluation of available social data and special CRP surveys. Additionally, Chapter IX presented the results of a totally objective procedure whereby all planning units of the City were rated according to the extent of incidence each contained of nine selected indices of social blight.

A mathematical correlation of the physical, social, and economic blight indices yielded a high, positive relationship between the three indicators: normally, when an area exhibits a high degree of physical blight there is an accompanying high incidence of social and economic blight. It follows then, that the eradication of physical blight within an area will likely be accompanied by a decrease in social and economic blight. These changes are not immediate, nor are they as obvious as improvements in the physical condition of an area, but there does appear to be a causal effect among the three factors.

While blighting influences emanating from oppressive social forces in a particular area are powerful, they are often subtle influences, less tangible than physical blighting influences and more difficult to quantify. Social blight, then, usually cannot be expressed in the same physically definable terms in which the other aspects of urban renewal are considered and proposed. For this reason, in the prior consideration of social blight in Chapter IX, it was clarified that there could not be an interpretation of the results of the study of social blight in terms of either good, fair, or poor social conditions in any given area as such data must be evaluated in conjunction with other characteristics of the population and the areas in which they reside.

This should not, however, suggest that social and economic influences need not be recognized and considered in the determination of renewal areas, types of renewal treatment, and priorities. It is important, however, that the three elements of blight--physical, social, economic--be placed and kept in proper perspective.

The presence of social or economic influences does not change the existing physical condition of a structure or alter the fact that some type of treatment is necessary to correct existing deficiencies. These forces, may, however, influence the type of renewal treatment proposed, and obviously for this reason, must be given considerable weight in establishing a community renewal program based upon relative priorities.

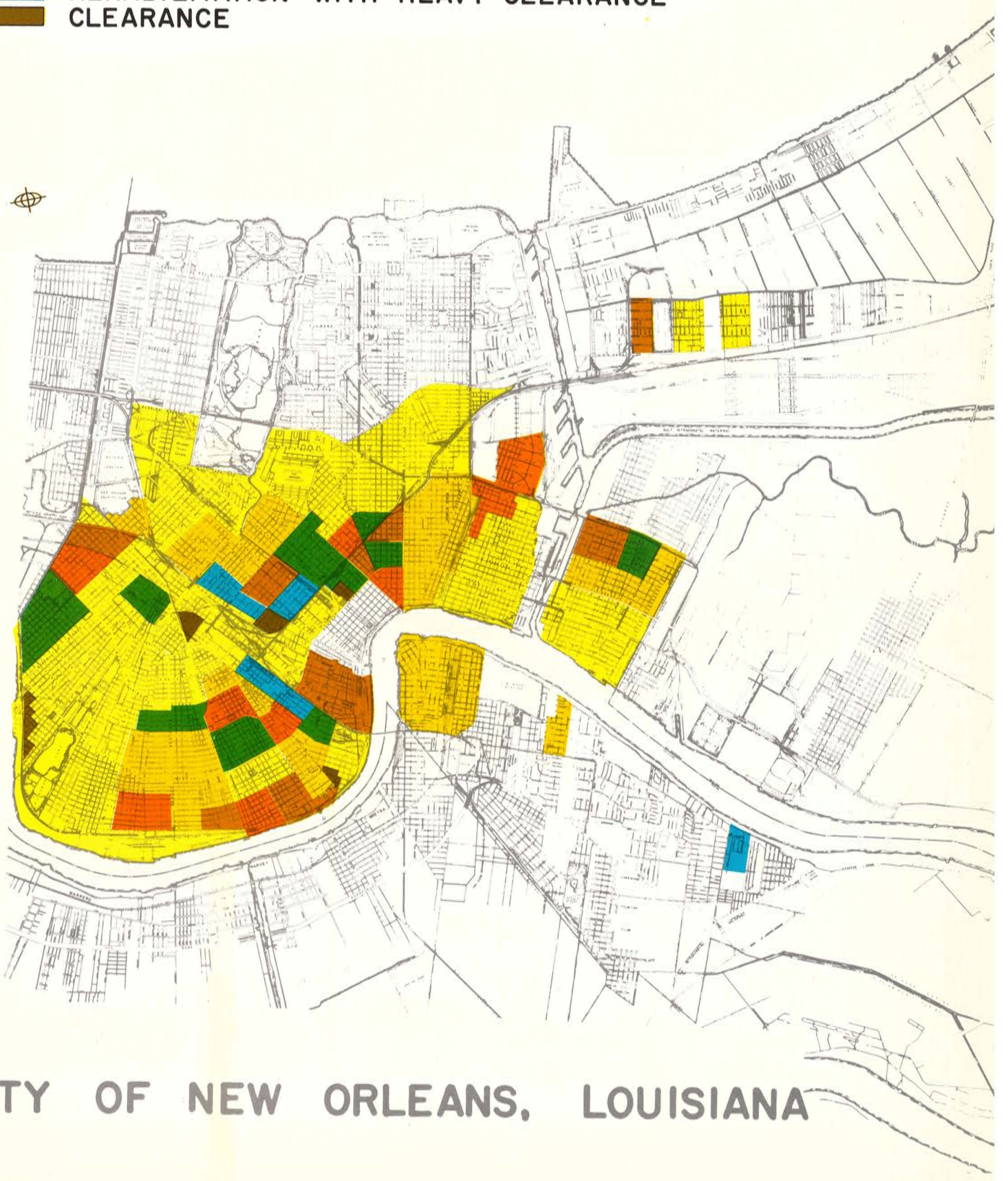
Consider, for example, two project areas, A and B, each approximately the same size, and both in need of rehabilitation with extensive scattered clearance. In other words, both are "borderline" total clearance cases. It is conceivable that because of certain social and economic forces which are prevalent in Area "A", but either absent or greatly diminished in Area "B", total rather than scattered clearance may be indicated for all or a large portion of the former. These forces may be identified by unusually high rates of crime, deliquency, infant mortality, etc.; little or no indication of neighborhood satisfaction or attachment; excessive amounts of vacant land or buildings; and relatively little building permit activity.

A closer look at the two areas in the light of these and other factors could disclose that even though Area "A" may be capable of responding physically to a rehabilitation/clearance type treatment and be retained as a residential neighborhood, it would be better redeveloped, all or in part, for a public use--say a school or a playground. This could possibly provide the change needed to reduce densities, introduce certain neighborhood amenities, and generate a new or improved social and economic atmosphere.

In Area "B", on the other hand, the presence of social and economic forces exactly opposite those described in Area "A" may justify extreme measures to rehabilitate structures and retain the Area as a residential neighborhood. In all probability, however, this kind of situation will be rare. The whole concept of the Community Renewal Program as regards existing residential neighborhoods is to preserve and strengthen them and make them more desirable and attractive places in which to live. It is submitted that of those areas proposed for conservation or rehabilitation, by far the majority can and should be retained in residential use. It is further suggested that current

PROPOSED RENEWAL T

- CONSERVATION I
- CONSERVATION II
- CONSERVATION III
- REHABILITATION
- REHABILITATION WITH LIGHT CLEARANCE
- REHABILITATION WITH MODERATE CLEARANCE
- REHABILITATION WITH HEAVY CLEARANCE
- CLEARANCE



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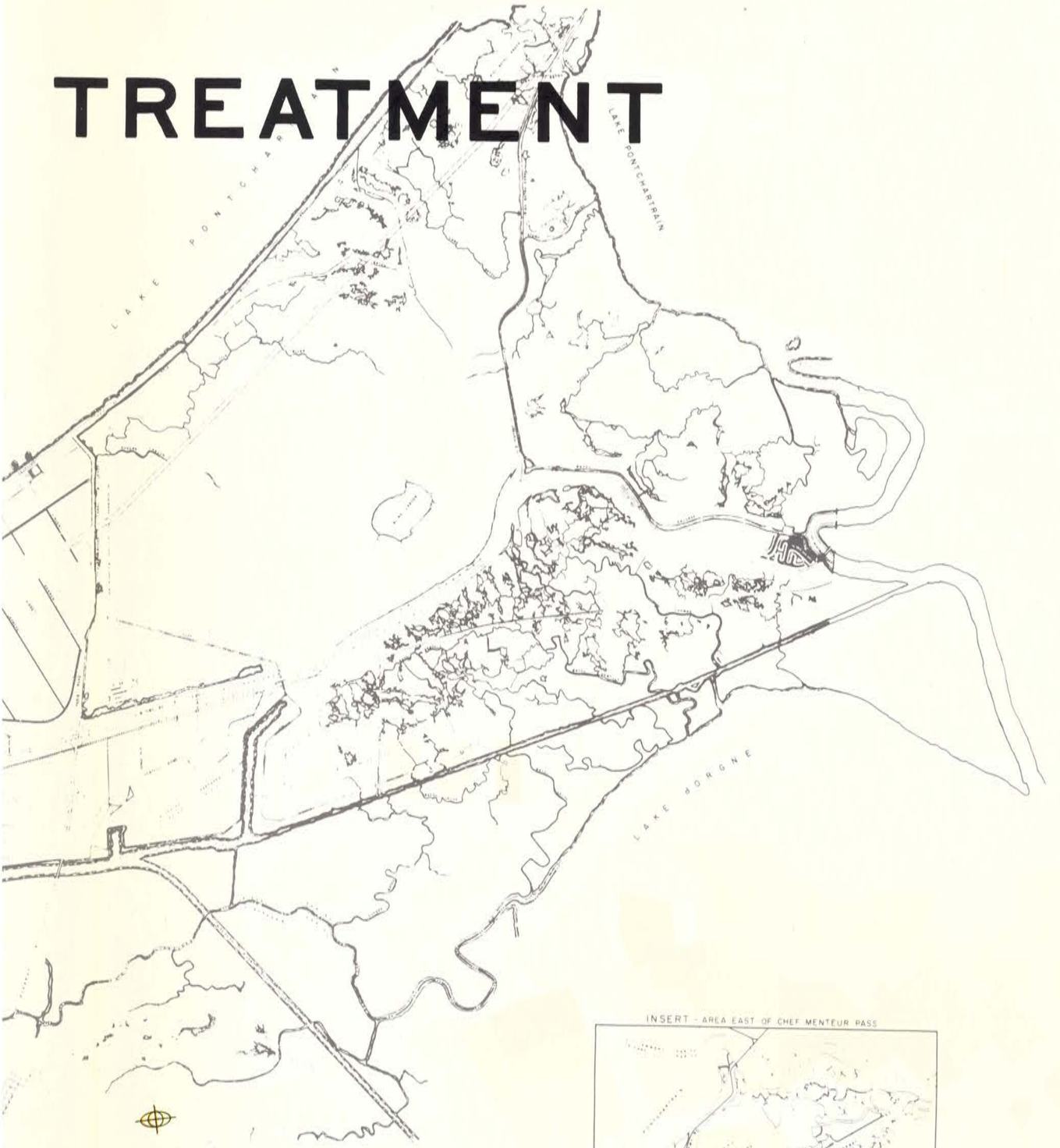
TREATMENT



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NORTH

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MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON

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Simon Bolivar, Jackson, St. Charles, Wash.	117	47	858	32%	1,810	68%	2,668	2,902	929	1,973	2,902	2.9	8,416	2,693	5,723	941	31	12	25	1,009	18	15%	141	5	2	4	152	13%	377	2,525
XV S. Roman, Expressway, Sim. Bol., Melpomene	98	31	19	1%	1,588	99%	1,607	1,819	18	1,801	1,819	3.1	5,639	56	5,583	266	41	38	13	358	26	35%	93	14	13	5	125	9%	164	1,655
XVI Sim. Bol., Expressway, St. Charles, Melpomene	66	24	695	43%	906	57%	1,601	1,614	694	920	1,614	2.0	3,228	1,388	1,840	251	126	32	10	419	17	35%	88	44	11	4	147	8%	129	1,485
XVII St. Charles, Expressway, Annunciation, Euterpe	90	30	972	82%	214	18%	1,186	1,208	991	217	1,208	2.8	3,382	2,773	609	332	93	37	6	468	27	15%	50	14	6	1	71	11%	133	1,075
XVIII Jeff. Davis, Banks, S. Broad, Perdido	82	30	694	57%	522	43%	1,216	1,193	680	513	1,193	3.0	3,579	2,040	1,539	473	84	26	5	588	17	100%	473	84	26	5	588	20%	239	954
XIX S. Broad, Tulane, S. Galvez, Perdido	41	11	198	42%	273	58%	471	608	255	353	608	3.2	1,946	817	1,129	198	36	18	4	256	13	100%	198	36	18	4	256	16%	97	511
XX S. Galvez, Tulane, S. Claiborne, Poydras	51	20	76	12%	536	88%	612	642	77	565	642	3.2	2,054	246	1,808	208	56	27	7	298	14	100%	208	56	27	7	298	16%	103	539
XXI S. Galvez, Lafitte, Claiborne and Tulane	152	39	1,249	67%	602	33%	1,851	1,802	1,207	595	1,802	2.9	5,226	3,501	1,725	545	118	35	19	717	17	35%	191	41	12	7	251	17%	306	1,496
XXII Broad, Lafitte, Galvez, Tulane	138	47	907	50%	895	50%	1,802	1,665	833	832	1,665	2.9	4,829	2,415	2,414	776	87	46	9	918	28	8%	62	7	4	1	74	17%	283	1,382
XXIII N. Broad, Esplanade, N. Miro, Lafitte	121	42	791	60%	531	40%	1,322	1,486	892	594	1,486	3.1	4,607	2,764	1,843	722	104	27	11	864	17	15%	108	16	4	2	130	28%	416	1,070
XXIV N. Miro, Esplanade, N. Claiborne, Lafitte	146	55	464	18%	2,167	82%	2,631	2,538	457	2,081	2,538	3.2	8,122	1,462	6,660	787	102	15	13	917	3	15%	118	15	2	2	137	15%	381	2,157
XXV N. Villere, St. Philip, Rampart, Orleans	24	11	95	13%	617	87%	712	571	74	497	571	2.7	1,542	200	1,342	197	29	7	7	240	7	100%	197	29	7	7	240	8%	46	525
XXVI St. Bernard, N. Rampart, Esplanade, N. Claiborne	46	17	276	39%	427	61%	703	924	360	564	924	3.3	3,049	1,189	1,860	321	41	5	5	372	6	8%	26	3	0	0	29	22%	203	721
XXVII N. Galvez, I-10, St. Bernard	57	20	26	4%	557	96%	583	606	24	582	606	3.8	2,303	92	2,211	319	22	2	9	352	32	15%	48	3	0	1	52	31%	188	418
XXVIII I-10, Elysian Fields, N. Claiborne	46	25	464	44%	580	56%	1,044	933	411	522	933	3.7	3,452	1,558	1,984	503	31	9	5	548	28	8%	40	2	1	0	43	33%	308	625
XXIX N. Claiborne, Elysian Fields, N. Rampart, St. Bernard	91	32	447	28%	1,150	72%	1,597	1,669	467	1,202	1,669	3.5	5,842	1,636	4,206	743	75	18	14	850	18	15%	111	11	3	2	127	22%	367	1,302
XXX Florida, Caffin, N. Galvez, Jourdan	165	51	345	25%	1,020	75%	1,365	1,126	281	845	1,126	4.1	4,617	1,154	3,463	847	21	16	11	895	123	8%	68	2	1	1	72	56%	631	495
XXXI Florida, Tupelo, N. Galvez, Caffin	111	53	2	0%	711	0%	713	1,043	0	1,043	1,043	4.4	4,589	0	4,589	728	18	5	8	759	255	15%	109	3	1	1	114	56%	584	459
XXXII Patterson, Blair, Berkley, Simpson Pl.	93	8	18	64%	10	36%	28	268	172	0	268	4.3	1,152	737	415	249	6	2	6	263	54	35%	87	2	1	2	92	94%	252	16
XXXIII N. Claiborne, Esplanade, N. Rampart, St. Philip	82	27	421	29%	1,041	71%	1,462	1,698	492	1,206	1,698	3.0	5,094	1,477	3,617	506	108	17	8	639	27	15%	76	16	3	1	96	11%	187	1,511

Source: Community Renewal Program Staff, 1967. Derived from 1965 Land Use Survey, 1960 U. S. Census, Sample Residential Survey, and Sample Non-residential Survey data.

TABLE II

RENEWAL TREATMENT AREA DATA

Treatment Area # And Boundaries	SIZE		DWELLING UNITS								POPULATION					TOTAL STRUCTURES						ESTIMATE OF STRUCTURES TO BE CLEARED						1965 DWELLING UNIT OCCUPANCY		
			1960					1965 Estimate						Estimate																	
	Acres	Blocks	No. White	% White	No. Non-white	% Non-white	Total	Total	No. White	No. Non-white	1965 D.U. x	(Pop. per D.U.) =	Total Population	No. White	No. Non-white	Residential	Commercial	Industrial	Public	Total	No. Vac. Bldg.	% Clearance	Residential	Commercial	Industrial	Public	Total	% Owner-occp'd	Owner	Renter
I Airline Hwy., Leonidas, R.R., Jeff-Orleans Line	157	52	284	27%	766	73%	1,050	1,197	323	874	1,197	3.4	4,070	1,099	2,971	760	9	5	12	786	31	8%	61	1	0	1	64	42%	503	694
II R.R., S. Clark, Grape, S. Carrollton	130	72	165	11%	1,347	89%	1,512	1,883	207	1,676	1,883	3.3	6,214	684	5,530	854	107	41	17	1,019	30	15%	128	16	6	3	153	21%	395	1,488
III S. Claiborne, Dublin, Plum, Jeff-Orleans Line	280	77	1,316	52%	1,203	48%	2,519	2,705	1,407	1,298	2,705	3.1	8,386	4,361	4,025	1,535	75	14	15	1,639	23	15%	230	11	2	2	245	32%	866	1,839
IV Plum, Dublin, Leake	74	29	540	80%	132	20%	672	670	536	134	670	2.8	1,876	1,501	375	371	53	20	4	448	17	15%	56	8	3	1	68	32%	214	456
V Leake Ave., and Several Streets	73	29	137	19%	576	81%	713	726	138	588	726	3.1	2,251	428	1,823	388	22	9	8	427	6	100%	388	22	9	8	427	40%	290	436
VI Earhart, S. White, Washington Avenue	37	19	8	1%	560	99%	568	573	6	567	573	3.1	1,776	18	1,758	265	37	17	9	328	8	100%	265	37	17	9	328	32%	105	223
VII Willow, Napoleon, Freret, Valmont	92	26	183	19%	797	81%	980	1,053	200	853	1,053	3.1	3,264	620	2,644	430	56	5	6	497	10	15%	65	8	1	1	75	29%	305	748
VIII S. Claiborne, Louisiana, Freret, Napoleon	100	35	304	24%	940	76%	1,244	1,261	303	958	1,261	3.2	4,035	968	3,067	576	58	7	9	650	12	15%	86	9	1	1	97	29%	366	895
IX Dwyer, America, Chef, I-10	127	40	78	16%	415	84%	493	501	80	421	501	3.8	1,902	304	1,598	381	8	4	10	403	87	8%	30	1	0	1	32	48%	240	261
X Magazine, Louisiana, Tchoupitoulas, Austerlitz	103	32	640	62%	386	38%	1,026	1,190	738	452	1,190	3.4	4,046	2,509	1,537	570	44	16	8	638	13	8%	46	4	1	1	52	34%	405	785
XI Magazine, Jackson, Tchoupitoulas, Wash.	158	53	1,747	84%	331	16%	2,078	2,138	1,796	342	2,138	3.4	7,269	6,106	1,163	915	85	22	21	1,043	10	8%	73	7	2	2	84	27%	577	1,561
XII Felicity, Market, Tchoupitoulas	17	8	39	20%	156	80%	195	190	38	152	190	3.2	608	122	486	65	15	12	1	93	5	100%	65	15	12	1	93	13%	25	165
XIII LaSalle, Washington, St. Charles, La. Ave.	113	44	381	19%	1,667	81%	2,048	2,346	446	1,900	2,346	2.9	6,803	1,293	5,510	781	60	9	12	862	14	15%	117	9	1	2	129	13%	305	2,041
XIV Simon Bolivar, Jackson, St. Charles, Wash.	117	47	858	32%	1,810	68%	2,668	2,902	929	1,973	2,902	2.9	8,416	2,693	5,723	941	31	12	25	1,009	18	15%	141	5	2	4	152	13%	377	2,525
XV S. Roman, Expressway, Sim. Bol., Melpomene	98	31	19	1%	1,588	99%	1,607	1,819	18	1,801	1,819	3.1	5,639	56	5,583	266	41	38	13	358	26	35%	93	14	13	5	125	9%	164	1,655

social and economic indices will tend to validate this hypothesis.

These same social and economic indices do, however, have a major role in the assignment of project area priorities. Assuming that Areas "A" and "B" above are both designated rehabilitation/clearance areas, it is entirely possible that because of the generally poor social attitudes and economic conditions in Area "A" as opposed to Area "B", the latter area may warrant a higher priority since the reaction and cooperation of the residents in Area "B" would be more positive, and the expectation of a successful renewal effort would be greater.

This is not intended to infer that the reverse situation would not have merit in some instances wherein the impact of renewal in an economically and socially depressed area would actually produce greater overall upgrading and perhaps justify a high priority treatment.

Thus, both social and economic factors must be taken into account within the context described above. In all instances, the treatment proposed for various project areas must be weighed against these factors in order to substantiate the type of treatment recommended, and more importantly, to establish reasonable and realistic area priorities for a staged program of action.

The foregoing is admittedly a less tangible utilization of the studies of social and also economic blight; however, such utilization is dictated by the nature of these findings as well as the interrelationship of the physical, social, and economic indices of blight.

In addition, though, there is a distinct area of outstanding need calling for implementation of a social measure in conjunction with the Community Renewal Plan and its continuous use. This area is one in which a constant surveillance of social conditions of the community can be achieved and expressed in absolute, quantifiable terms.

In the course of the CRP examination of social conditions, an inventory of social blight indicators (adult crime, welfare, illegitimacy, etc.) was compiled and studied. However, no single agency in the City maintains a current and systematic inventory of the indices of social blight. It was, therefore, necessary to contact a number of agencies to obtain the relevant information for each index.

A positive step toward an accurate, perpetual assessment of the social conditions in the community would be the establishment of a continuous inventory of the various social blight indices and other relevant social data. City agencies already collect these social statistics and they do so in a fairly complete manner. The desirable action would be to establish a regular procedure for the collection of this information and its assemblage into a central inventory bank.

The recent impetus to systematizing this task comes from two sources. First, the development of computers and computer programming have reduced the time and costs that would otherwise be involved. Second, scientific social knowledge has increased sufficiently to make effective use of the information for planners and administrators, as well as social scientists.

Although the development of continuous social indicators is an important input into the planning process for community renewal plans, it must also be recognized that such plans involve important changes in the social environment of the City. Not only the attitudes of the residents who are directly affected, but also the attitudes of others in the City are quite critical for implementing such plans.

The data that have been provided on such attitudes supplies an important adjunct to the policy-determination levels for renewal planning. In other words, once plans for renewal have been determined at the policy level, it becomes a critical matter to make sure that such plans can be put into effect. Here is where the knowledge of relevant attitudes becomes very critical. No longer is it possible, for example, to redevelop an area of the City without regard for the inhabitants who are affected. Instead, physical rehabilitation must be carried out hand-in-hand with social understanding if it is to be at all successful. Knowledge of such attitudes--attachment to the neighborhood, attachment to present housing, and the value of housing in general--must be considered along with the physical planning process itself. At the same time, it is necessary to mobilize the community as a whole behind any effort at major renewal or development. Here, too, the data supplied from the social surveys points to the attitudes that citizens hold that may bolster or impede any such effort.

Finally, the several social surveys pointed to a potential danger in the near future: the potential migration of white, middle class families from Orleans Parish to other parishes in the metropolitan area. A renewal program that does not recognize this trend and attempt to counteract it must face certain failure. The need to maintain high levels of City services, to maintain and enforce existing building codes, and to improve City streets and property, are all part of a continuous effort to prevent any large and continuous migration of such families out of the parish with the resulting further physical, social, and economic deterioration of the City itself.

ECONOMIC RENEWAL

The basic purpose of the economic studies under this program is to provide an economic, marketing, and a financial foundation, as a portion of the total base underlying the development of a Community Renewal Plan. In previous Chapters of this report the significant economic influences, problems, and needs of the local area were presented and measured; an index of economic blight was established in conjunction with indices of physical and social blight for an assessment of neighborhood renewal needs; and projections of land use, population, employment, housing, and other data were given to provide a framework for long-range planning activities. This section draws upon all of these studies for the development of a Citywide economic renewal program.

New Orleans is at a pivotal point in its historical evolution. It can choose to let the circumstances of modern life dictate the future of the Area, in which case the area will surely lose its vigor and remain in the bywaters of the growing economic life of the Southern Region. Alternatively, it can choose to guide its destiny, and muster its resources for the adoption and support of an economic development program and

Table III
ECONOMIC DEVELOPMENT OPPORTUNITIES

Item	Action
FIRST - BUILD WHAT ALREADY EXISTS:	
The Port	-State provide the needed funds for modernization. -Administrative review of the appropriateness/legitimacy of using Port funds (on a lesser priority basis) to provide needed low-cost industrial land. -Local Area adopt a goal calling for eventual enhancement of the role of manufacturing locally, with attendant decrease in the dominance of the Port.
Tourism	-Provide assistance through further vocational training of support staffs. -LSUNO develop a Department of Restaurant & Hotel Management (perhaps like Cornell) to enhance the prestige of this vital local industry, and provide needed management and professional personnel.
Shipbuilding	-Nurture the industry with further training assistance, through the provision of expansion room (as needed), etc.
NASA	-Washington representatives push for continued support of space programs and other use of Michoud.
Central Business District. Commercial Activities	-Reshape the CBD environment with new office/hotel/retail complexes, apartment complexes in a suitable environment, upgrading of the riverfront, promotion of the Domed Stadium and its environs, etc.
Airport	-Settle on a location and move ahead with all speed to realize the construction of this facility.
Local Manufacturers	-Develop a close liaison through a Chamber program of regular interviews, identification of problems and needs, and theprovision of assistance (as possible) in meeting these needs.
SECONDLY - PROMOTE THE MOST OBVIOUS CHANCES FOR GROWTH:	
Tourism	-Promote the Domed Stadium construction as a multi-purpose facility at the maximum size that can be financed. -Develop a daytime area of family entertainment (perhaps a "Disneyland" - perhaps for vacation period use of the Domed Stadium) to "round out" the full range of local tourism appeals. -Promote the early construction of a freeway to continue the New Orleans-Baton Rouge Interstate Freeway to Alexandria, and to connect with Interstate 20 at Shreveport, to facilitate the flow of tourists to New Orleans from the Northwest. -Promote an unlimited hydrofoil, a mid-summer national cup race in New Orleans as a mid-summer tourism feature.
"Office Industries"	-Can be a major opportunity for the growth of local commercial activities. A detailed study of the types (and specific companies) suited to this Area, and the preparation of promotional material and programs to these companies, is strongly recommended.
"Education Industry"	-Exert full efforts to facilitate the maximum health and expansion of local educational institutions. -Forge channels to develop closer working relationships between the brain power of local universities and the local business community.
Manufacturing	-Build procedures, data, staff capabilities and materials (Briefing Room) for the promotion of the Area to potential industrial prospects. Concentrate in early years on procedures and techniques with less emphasis on results - so as to build a solid foundation for later work. -Promote to walk-in-the-door prospects. -Foster "home-grown" (local) industrial development. -Promote to industries with an obviously advantageous local position - particularly the groups of (1) Food & Kindred, (2) Apparel & Related, (3) Fabricated Metal Products, and (4) Instruments. Also emphasize containers (corrugated boxes, plastic film and sheets, paperbound cartons, glass bottles and containers, paper bags, metal drums/tanks/containers, bottle caps, plastic/cellophane bags, and metal cans - representing an $84.5 million market throughout Louisiana now being satisfied by out-of-state purchases, and a $65.5 million market in the New Orleans Area alone). Additionally, Paint & Protective Coatings represents a state-wide market of some $7.6 million coming from out-of-state sources, $3.5 million in the New Orleans Area alone. -State-sponsor a detailed study of the Chemical Industry (with local participation) with emphasis on the subsequent uses of local chemicals and petrochemicals, and the progressive opportunities for further processing that might be spurred in Louisiana and New Orleans using their local resources.
THIRD - LONG-TERM DEVELOPMENT OPPORTUNITIES:	
Manufacturing	-Chemicals offer the largest, single area for major expansion of manufacturing in the use of local resources. Key support services must be fully identified and fostered to facilitate this industry's expansion. -Plastics fabrication appears to offer added significant expansion opportunities particularly in consumer goods oriented to Southern living (fiberglass & plastic boats, siding and other construction materials, trailers, sport goods, household appliances and equipment, etc., as well as plastic films and bags). -The New Orleans Area offers a "natural laboratory" for the development & testing of products suited to use in tropical, climate conditions (heat/humidity/corrosion/rotting/insects and termites/etc.). -Fabricated metals (the cornerstones of truly industrialized societies) must be encouraged to evolve locally. Initial efforts can be directed at the local aluminum output, plus the local (out-of-state purchases) for electrical wiring, conduits and fittings and non-electrical wiring ($11.3 million), screw machine products in fasteners - bolts, screws, nails ($4.6 million) and welding rods & wire ($4.0 million). Emphasis must be on spurring the "building blocks" (screw machine products, simple metal forming such as bottle caps, simple extrusions such as wire & cable, and basic forming capabilities such as pipe fittings & flanges) on which can then be developed the more complex fabrications, sub-assemblies and assemblies of a fully industrialized local economy. -Technical Instruments are a "footloose" industry that can be generated locally - if supported in its early stages. -Toys/Amusements/Sporting and Athletic Goods is also somewhat "footloose" and can be stimulated in a creative and artistic environment if given appropriate support. -Costume Jewelry/Costume Novelties and Miscellaneous Jewelry is also "footloose" and responsive to a creative and supporting environment - if encouraged.
Research and Development	-Requires both the attraction and the stimulation of exceptional brainpower for its motivation and staffing. -Local resources can support acceleration in local fisheries research and use particularly aimed at the ecology of the Mississippi Delta marine and environment. Further commercial exploitation of delta oysters as well as shrimp and crawfish appears appropriate, particularly if the local oyster can be fostered as have Maine lobsters, West Coast salmon, Alaskan King crab, etc. Fresh water catfish farming offers an equal opportunity. If "fish meal" is accepted internationally as a world food staple, substantial local fisheries expansion can be fostered. -Promote R & D efforts toward new products suitable for daily living in tropical climate conditions. This can lead to product development for local production and world export.
Tourism	-Develop & promote the Area's rich hunting and fishing resources as a local "industry".
Commerce	-Gear up the school system to turn out better graduates, geared for careers in commercial activities. -Further promote commerce with South & Central America, particularly in further marshalling the resources of local universities in this direction.

HISTORIC PRESERVATION

The CRP studies of historic preservation can initially be grouped into two categories, the inventory of historic structures, sites, and areas as explained in Chapter II (Existing Land Use) and the legal implementation study as explained in Chapter XII (Needs and Resources). This Chapter attempts to merge these two interrelated studies into a concrete program of action for historic preservation on a Citywide level.

However, when the legal recommendations are applied to the inventory, some discrepancies occur. Specifically, the legal based priorities or capabilities do not fully coincide with the historically based priorities as established by the inventory thus leaving a number of issues to be resolved. The areas which clearly meet the economic criteria necessary for establishment as historic districts comprise the first category for consideration. Included in this category are the Garden District, the contiguous Coliseum Square Area, and the Bayou St. John Area. The recommended action for these areas consists of first, the adoption by the Louisiana legislature of an act enabling political subdivisions of the State to exercise their own option in setting up historic preservation districts (see proposed enabling act in "Legal-Historic" report) and, second, following this action, the establishment of the above areas as historic districts by municipal ordinance along with the creation of an historic district commission for administration of the districts in accord with the requirements of the State Act.

The second category to be dealt with involves the areas which may or may not presently meet the economic criteria necessary for historic districts. Recommended action for this category, which applies mainly to the Faubourg Marigny and Faubourg Treme areas, is essentially the same as category one, namely, to attempt to establish these areas as historic districts within the framework of the state enabling act if it is adopted by the Legislature. Should this action prove impractical, an alternate means of historic preservation should be explored, perhaps utilizing methods discussed below.

These two categories represent the immediate recommendations of the legal implementation study thus leaving several areas and many structures of significant historic value unprotected.

Foremost among these are the areas outlined in the historic areas and structures survey which are recommended for historic preservation districts but do not now meet the legal criteria (see "Legal-Historic" report). The areas which make up this third category for consideration are Esplanade Avenue, St. Charles Avenue, Gormley's Basin, and the area bounded by Esplanade Avenue, North Claiborne Avenue, North Rampart Street, and St. Bernard Avenue. The recommended action for these areas is presently uncertain. One possibility which appears to have merit would be the designation of the entire lengths of St. Charles, Carrollton, and Esplanade Avenues as a scenic route. This would greatly enhance the potential of these areas becoming established as historic districts within the framework of the law. The improvement of landscaping, both in quality and consistency, of the public grounds along these boulevards would enhance this objective.

A fourth category involves the many scattered sites of historic value that are located outside of areas previously noted as possible historic districts. While a good many of these could be incorporated into the previously described potential historic districts by slight modifications and extensions of the district areas, others still remain isolated. These isolated sites should be specifically listed and potential uses for them should be formulated. Provided that the City secures the necessary legislation to exercise eminent domain for historic preservation purposes, some of these outstanding structures could possibly be purchased with federal funds under various existing programs as discussed in the "Legal-Historic" preliminary CRP report.

An additional and immediate program which may prove useful especially with regard to scattered historic sites is to simply inform owners of the historic value of their property by presenting them with a certificate explaining the designation. This could be a decisive factor in those instances where the demolition or structural modification of an historically valuable property is threatened by an individual who is unaware of its importance.

The recommendations presented herein are reflective of both the need to maintain and preserve the many sites, structures, and areas of significant historic and/or architectural value, as well as the vastly, more inclusive need of preserving and upgrading those older parts of the City which are declining and, without attention, will continue to deteriorate. The extent to which these older, established areas are upgraded and preserved will determine in large measure the success or failure of the City to satisfactorily provide for the future residential needs of the majority of its citizens.

PHYSICAL RENEWAL

The initial action program (1970-1974), for the physical element of the Community Renewal Plan consists essentially of those renewal projects and activities already in various stages of planning and/or execution. The Community Renewal Program studies have formed the basis for the initiation of these projects in whole or in part. This program is designed to meet the most pressing current needs and to take advantage of the clearest present opportunities.

Because of the scope and importance of the physical renewal component and due to the need to provide at least some measurement of the community's overall renewal requirements in relation to a practical timing device for implementation, physical renewal activities of an intermediate (1975-1979), and projected (1980-1984), nature have been introduced into the Action Program for this element of the Community Renewal Plan. Of course, there will be additions and modifications as the implementation of this program progresses and as the City continually evaluates its needs and the resources available to fulfill these needs.

Moreover, a plan for physical renewal must be responsive to changes in area conditions and trends, program policy and structure, and funding levels, in order to fully capitalize on the available opportunities, and therefore, must remain flexible. As such, those proposals which fall into the projected level of timing, for example, are considerably more flexible than those in the intermediate level.

To bring the Action Program into proper focus, it was first necessary to establish goals to be used as the overall program guide; and, second, to develop a system for the assignment of area priorities for renewal treatment in an objective manner which could then be screened and evaluated in terms of the program goals.

OVERRIDING PROGRAM GOALS

1. Get the program underway with the projects which have already received local civic support, and that have been approved or requested for approval and funding.

2. Develop an intermediate term "balanced program" providing for treatment of a full range of land use types using all available program tools.

3. After the initial projects are underway, appropriate adjacent neighborhoods should be considered for expansion of the project areas to logical district boundaries, so that bands or fringes of blight are not left in the edges of viable neighborhoods.

4. Concentrate in subsequent programs on:

   a. Establishing a logical sequence of renewal activity in consideration of area conditions and needs.

   b. Utilizing the code enforcement program (assisted and non-assisted) to the maximum extent in the appropriate areas as the principal means of preventing neighborhood decline (for use in areas not scheduled for early treatment in the Action Program).

   c. Treating key nodes of City growth and areas of street confluences or economic activities as rapidly as possible to create maximum visible impact.

   d. Using the strategy of renewal treatment to accomplish an expansion of job opportunities and to increase the City's tax base by appropriate commercial and industrial area expansion.

   e. Using renewal strategy to consolidate land tracts for unified development, including blighted, vacant, or predominantly vacant areas, as deemed appropriate.

   f. Using renewal strategy to create a sense of urban design by attention to the vistas of the City from its gateways and major traffic corridors, particularly from overpasses, bridges, and other elevated roadways.

   g. Improvement of visual amenities and working conditions in the City's commercial and industrial districts, as well as its residential districts.

TIMETABLE GOALS

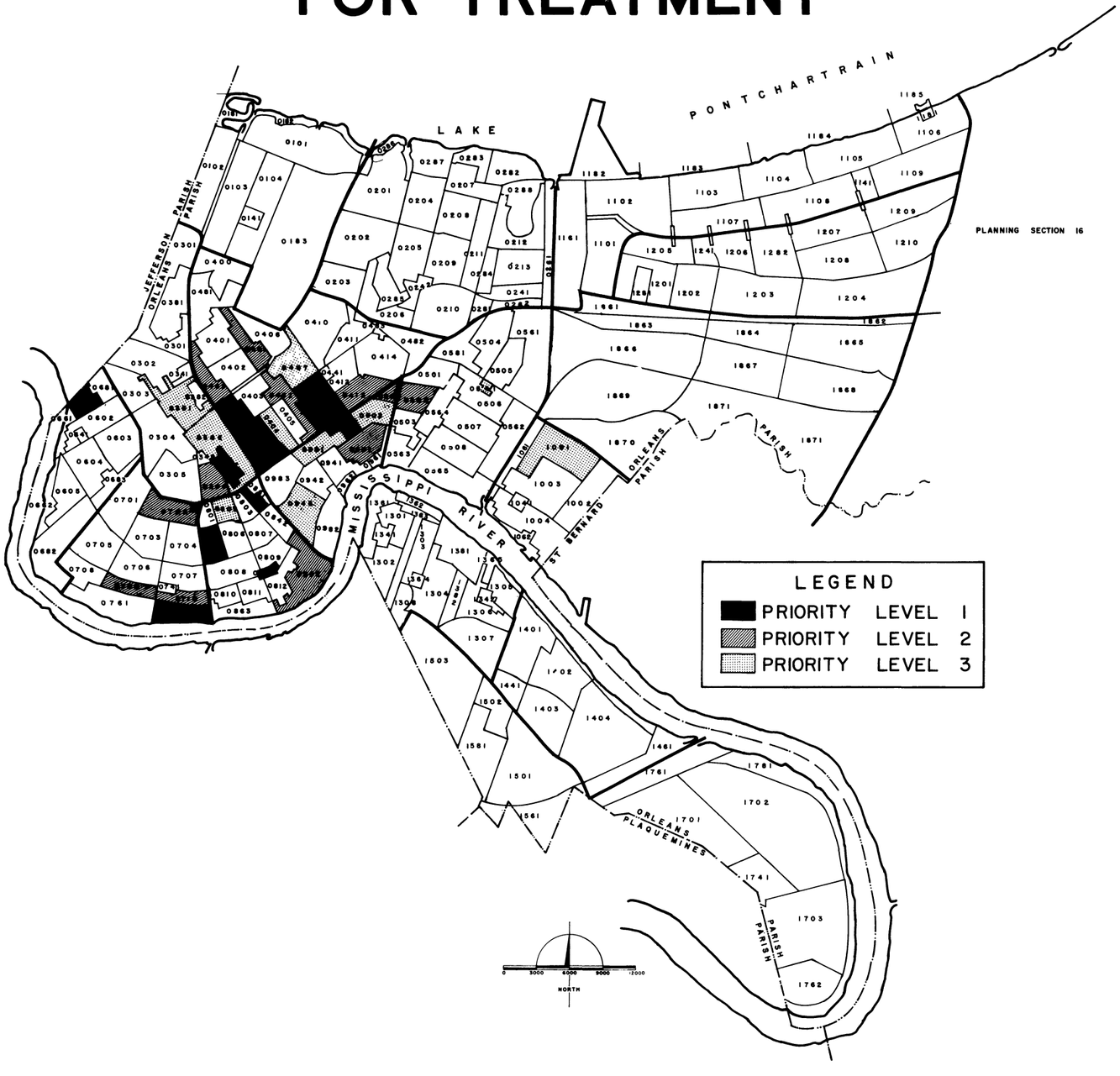
1. 1970 - 1974 (Initial Phase) Concentrate on:

   a. Get existing projects underway to accomplish basic program momentum:

      1. Survey and Planning (Gravier Project)
      2. Third Phase Renewal (Cultural Center)
      3. Neighborhood Development Program (Lower Ninth Ward)
      4. General Neighborhood Renewal Plan (Central City and Desire-Florida)
      5. Survey and Planning (Central City I and Desire I)
      6. Concentrated Code Enforcement (Central City and Desire-Florida)
      7. Interim Assistance (Central City and Desire-Florida)
      8. Certified Area (Central City and Desire-Florida)
      9. City Code Enforcement (Selected Areas)
      10. Parks-in-Cities (Central City and Desire-Florida)

   b. Staff up to effective levels and develop appropriate techniques and data sources.

PLANNING UNITS WITH TOP PRIORITY FOR TREATMENT



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In addition, though, there is a distinct area of outstanding need calling for implementation of a social measure in conjunction with the Community Renewal Plan and its continuous use. This area is one in which a constant surveillance of social conditions of the community can be achieved and expressed in absolute, quantifiable terms.

In the course of the CRP examination of social conditions, an inventory of social blight indicators (adult crime, welfare, illegitimacy, etc.) was compiled and studied. However, no single agency in the City maintains a current and systematic inventory of the indices of social blight. It was, therefore, necessary to contact a number of agencies to obtain the relevant information for each index.

A positive step toward an accurate, perpetual assessment of the social conditions in the community would be the establishment of a continuous inventory of the various social blight indices and other relevant social data. City agencies already collect these social statistics and they do so in a fairly complete manner. The desirable action would be to establish a regular procedure for the collection of this information and its assemblage into a central inventory bank.

The recent impetus to systematizing this task comes from two sources. First, the development of computers and computer programming have reduced the time and costs that would otherwise be involved. Second, scientific social knowledge has increased sufficiently to make effective use of the information for planners and administrators, as well as social scientists.

Although the development of continuous social indicators is an important input into the planning process for community renewal plans, it must also be recognized that such plans involve important changes in the social environment of the City. Not only the attitudes of the residents who are directly affected, but also the attitudes of others in the City are quite critical for implementing such plans.

The data that have been provided on such attitudes supplies an important adjunct to the policy-determination levels for renewal planning. In other words, once plans for renewal have been determined at the policy level, it becomes a critical matter to make sure that such plans can be put into effect. Here is where the knowledge of relevant attitudes becomes very critical. No longer is it possible, for example, to redevelop an area of the City without regard for the inhabitants who are affected. Instead, physical rehabilitation must be carried out hand-in-hand with social understanding if it is to be at all successful. Knowledge of such attitudes--attachment to the neighborhood, attachment to present housing, and the value of housing in general--must be considered along with the physical planning process itself. At the same time, it is necessary to mobilize the community as a whole behind any effort at major renewal or development. Here, too, the data supplied from the social surveys points to the attitudes that citizens hold that may bolster or impede any such effort.

Finally, the several social surveys pointed to a potential danger in the near future: the potential migration of white, middle class families from Orleans Parish to other parishes in the metropolitan area. A renewal program that does not recognize this trend and attempt to counteract it must face certain failure. The need to maintain high levels of City services, to maintain and enforce existing building codes, and to improve City streets and property, are all part of a continuous effort to prevent any large and continuous migration of such families out of the parish with the resulting further physical, social, and economic deterioration of the City itself.

ECONOMIC RENEWAL

The basic purpose of the economic studies under this program is to provide an economic, marketing, and a financial foundation, as a portion of the total base underlying the development of a Community Renewal Plan. In previous Chapters of this report the significant economic influences, problems, and needs of the local area were presented and measured; an index of economic blight was established in conjunction with indices of physical and social blight for an assessment of neighborhood renewal needs; and projections of land use, population, employment, housing, and other data were given to provide a framework for long-range planning activities. This section draws upon all of these studies for the development of a Citywide economic renewal program.

New Orleans is at a pivotal point in its historical evolution. It can choose to let the circumstances of modern life dictate the future of the Area, in which case the area will surely lose its vigor and remain in the bywaters of the growing economic life of the Southern Region. Alternatively, it can choose to guide its destiny, and muster its resources for the adoption and support of an economic development program and

physical renewal program offered by the CRP. Above all else, these programs must have civic support--support from business leadership, support from elected officials, support from organized labor, support from the educational institutions, and support from the citizens at large--for its ultimate success.

Its final success will be directly proportional to the degree to which this support can be mobilized and brought to bear on the City's problems.

The economic improvement program developed through the CRP is presented below, beginning with a statement of economic development goals, followed by specific proposals and programs.

PROGRAM RECOMMENDATIONS - ECONOMIC DEVELOPMENT GOALS

First, it is recommended that a program be established for the balanced economic growth of the Region.

This effort should emphasize those industries and activities that can complement existing businesses and add to the Area's economic diversification.

Long-term emphasis should be on manufacturing (fabrication and light assembly) and office-oriented commercial pursuits. Shorter-term emphasis should be on those elements that offer maximum immediate prospects (Tourism, Shipbuilding, the Airport, Mining regional headquarters operations, manufacturers who "walk in the door", etc.).

Second, it is recommended that the economic development program be geared up to a level that generates adequate jobs to meet the normal growth of the community. Satisfaction of the needs of existing citizens and their offspring should be the primary concern in a community with limited resources and a wide diversity of alternative monetary needs. Funds are urgently needed in many other directions, in part to improve total community conditions in many directions. As such, resources devoted to this program will have practical limits that can be satisfied by this goal.

Third, it is recommended that the specific goals of the program be focused on Jobs and Training.

Early year activities should be organized more strongly toward the quantitative elements of more jobs and better training, in view of the sizable problems facing the Area which stem from these factors.

Subsequent activities (some 7-12 years hence) can be expected to focus more completely on the qualitative aspects of higher personal incomes, better jobs, fuller use of abilities, etc.

Ideally, these twin areas of emphasis can be highlighted by the following:

1. "A job for every person who can and wants to work. "

2. "A full education for every person who can and wants to learn. "

Fourth, with respect to tangible goals, the following is recommended:

A. A Metropolitan Area population of 1, 575, 000 by 1985.

B. A Metropolitan Area employment level of 625, 000 by 1985.

C. A manufacturing employment increase of some 30, 000 employees by 1985, pushing 1985 manufacturing employment levels to some 90, 000.

D. A commercial employment increase of some 20, 000 employees above forecast levels, pushing Finance/Insurance/Real Estate and Services levels to a 1985 level of some 130, 000 employees.

E. Balanced growth in the other categories which tend to support the basic population of the Area, the natural outgrowth of the realization of the foregoing elements.

Fifth, a broad range of specific goals must be forged and accepted by the Area's leadership in support of these major goals, particularly with respect to the following elements:

A. The development of an effective vocational high school system, for industrial and commercial skills development, as well as for pre-apprentice vocational training (for unionized crafts and trades).

B. The achievement of schooling levels (and the reduction of drop-out rates) commensurate with experience in other urban areas, particularly competing Southern centers.

C. The development, expansion, and effective promotion of educational and vocational training opportunities for persons who must maintain full-time jobs (i. e., night school programs).

D. The development of effective business: government cooperation in areas of:

Welfare versus Employment
Regional Airport Development
Street Improvement and River Bridge Construction
Effecting State Cooperation in Support of Local Area Promotion Efforts
Urban Rejuvenation or Renewal
Tax Reform

Sixth, it is recommended that the total program focus on the priorities indicated in Table III.

The foregoing provide an outline of the goals which appear appropriate for itemization at this point in time. Of course, many more supporting goals must be identified and adopted for the implementation of these programs.

Table III
ECONOMIC DEVELOPMENT OPPORTUNITIES

Item	Action
FIRST - BUILD WHAT ALREADY EXISTS:	
The Port	-State provide the needed funds for modernization. -Administrative review of the appropriateness/legitimacy of using Port funds (on a lesser priority basis) to provide needed low-cost industrial land. -Local Area adopt a goal calling for eventual enhancement of the role of manufacturing locally, with attendant decrease in the dominance of the Port.
Tourism	-Provide assistance through further vocational training of support staffs. -LSUNO develop a Department of Restaurant & Hotel Management (perhaps like Cornell) to enhance the prestige of this vital local industry, and provide needed management and professional personnel.
Shipbuilding	-Nurture the industry with further training assistance, through the provision of expansion room (as needed), etc.
NASA	-Washington representatives push for continued support of space programs and other use of Michoud.
Central Business District Commercial Activities	-Reshape the CBD environment with new office/hotel/retail complexes, apartment complexes in a suitable environment, upgrading of the riverfront, promotion of the Domed Stadium and its environs, etc.
Airport	-Settle on a location and move ahead with all speed to realize the construction of this facility.
Local Manufacturers	-Develop a close liaison through a Chamber program of regular interviews, identification of problems and needs, and theprovision of assistance (as possible) in meeting these needs.
SECONDLY - PROMOTE THE MOST OBVIOUS CHANCES FOR GROWTH:	
Tourism	-Promote the Domed Stadium construction as a multi-purpose facility at the maximum size that can be financed. -Develop a daytime area of family entertainment (perhaps a "Disneyland" - perhaps for vacation period use of the Domed Stadium) to "round out" the full range of local tourism appeals. -Promote the early construction of a freeway to continue the New Orleans-Baton Rouge Interstate Freeway to Alexandria, and to connect with Interstate 20 at Shreveport, to facilitate the flow of tourists to New Orleans from the Northwest. -Promote an unlimited hydrofoil, a mid-summer national cup race in New Orleans as a mid-summer tourism feature.
"Office Industries"	-Can be a major opportunity for the growth of local commercial activities. A detailed study of the types (and specific companies) suited to this Area, and the preparation of promotional material and programs to these companies, is strongly recommended.
"Education Industry"	-Exert full efforts to facilitate the maximum health and expansion of local educational institutions. -Forge channels to develop closer working relationships between the brain power of local universities and the local business community.
Manufacturing	-Build procedures, data, staff capabilities and materials (Briefing Room) for the promotion of the Area to potential industrial prospects. Concentrate in early years on procedures and techniques with less emphasis on results - so as to build a solid foundation for later work. -Promote to walk-in-the-door prospects. -Foster "home-grown" (local) industrial development. -Promote to industries with an obviously advantageous local position - particularly the groups of (1) Food & Kindred, (2) Apparel & Related, (3) Fabricated Metal Products, and (4) Instruments. Also emphasize containers (corrugated boxes, plastic film and sheets, paperbound cartons, glass bottles and containers, paper bags, metal drums/tanks/containers, bottle caps, plastic/cellophane bags, and metal cans - representing an $84.5 million market throughout Louisiana now being satisfied by out-of-state purchases, and a $65.5 million market in the New Orleans Area alone). Additionally, Paint & Protective Coatings represents a state-wide market of some $7.6 million coming from out-of-state sources, $3.5 million in the New Orleans Area alone. -State-sponsor a detailed study of the Chemical Industry (with local participation) with emphasis on the subsequent uses of local chemicals and petrochemicals, and the progressive opportunities for further processing that might be spurred in Louisiana and New Orleans using their local resources.
THIRD - LONG-TERM DEVELOPMENT OPPORTUNITIES:	
Manufacturing	-Chemicals offer the largest, single area for major expansion of manufacturing in the use of local resources. Key support services must be fully identified and fostered to facilitate this industry's expansion. -Plastics fabrication appears to offer added significant expansion opportunities particularly in consumer goods oriented to Southern living (fiberglass & plastic boats, siding and other construction materials, trailers, sport goods, household appliances and equipment, etc., as well as plastic films and bags). -The New Orleans Area offers a "natural laboratory" for the development & testing of products suited to use in tropical, climate conditions (heat/humidity/corrosion/rotting/insects and termites/etc.). -Fabricated metals (the cornerstones of truly industrialized societies) must be encouraged to evolve locally. Initial efforts can be directed at the local aluminum output, plus the local (out-of-state purchases) for electrical wiring, conduits and fittings and non-electrical wiring ($11.3 million), screw machine products in fasteners - bolts, screws, nails ($4.6 million) and welding rods & wire ($4.0 million). Emphasis must be on spurring the "building blocks" (screw machine products, simple metal forming such as bottle caps, simple extrusions such as wire & cable, and basic forming capabilities such as pipe fittings & flanges) on which can then be developed the more complex fabrications, sub-assemblies and assemblies of a fully industrialized local economy. -Technical Instruments are a "footloose" industry that can be generated locally - if supported in its early stages. -Toys/Amusements/Sporting and Athletic Goods is also somewhat "footloose" and can be stimulated in a creative and artistic environment if given appropriate support. -Costume Jewelry/Costume Novelties and Miscellaneous Jewelry is also "footloose" and responsive to a creative and supporting environment - if encouraged.
Research and Development	-Requires both the attraction and the stimulation of exceptional brainpower for its motivation and staffing. -Local resources can support acceleration in local fisheries research and use particularly aimed at the ecology of the Mississippi Delta marine and environment. Further commercial exploitation of delta oysters as well as shrimp and crawfish appears appropriate, particularly if the local oyster can be fostered as have Maine lobsters, West Coast salmon, Alaskan King crab, etc. Fresh water catfish farming offers an equal opportunity. If "fish meal" is accepted internationally as a world food staple, substantial local fisheries expansion can be fostered. -Promote R & D efforts toward new products suitable for daily living in tropical climate conditions. This can lead to product development for local production and world export.
Tourism	-Develop & promote the Area's rich hunting and fishing resources as a local "industry".
Commerce	-Gear up the school system to turn out better graduates, geared for careers in commercial activities. -Further promote commerce with South & Central America, particularly in further marshalling the resources of local universities in this direction.

PROGRAM RECOMMENDATIONS - ACTION ELEMENTS

To alleviate the economic problem areas presented in Chapter XII (Needs and Resources) and accomplish the preceding goals, it is recommended that the citizens of New Orleans undertake a concerted program of City economic improvement, based on eight key elements of major attention:

1. Leave no stone unturned to keep the New Orleans Port activities fully competitive with emerging port development opportunities in Mississippi and Texas. The Port of New Orleans, directly or indirectly, accounts for over 50% of the jobs in the Metropolitan Area. These jobs are being threatened by competing trends and developments. All steps must be taken to keep the Port functions fully competitive and healthy, in comparison with alternative opportunities in the Gulf Coast Region.

   In addition, a similar thrust must be aimed at expanding tourism to its maximum degree (perhaps by turning New Orleans fully into "Fun City U. S. A." with the development of complementary "family-oriented" or "children-oriented" recreational facilities and services).

2. Establish a Community Development Function, with regional responsibilities to undertake the development and implementation of a program for community improvement. This function should be charged with the responsibility of providing the maximum spur to other local organizations in achieving the highest possible rate of local economic development, in a balanced program of civic upgrading. Its area of concern should cover all of the diverse elements pertinent to maximizing local development.

3. Support the Chamber of Commerce's efforts or a similar program to form and implement a concerted program of business diversification. This effort is long overdue in New Orleans, since aggressive action in this field has long been adopted by small towns and large cities throughout the Nation, to induce local business growth.

4. With respect to the condition of the City's physical plant, it is recommended that in addition to the formal urban renewal programs being undertaken by the City, local programs of voluntary rehabilitation should be stimulated intensively in one or two sample neighborhoods. City maintenance of sanitary conditions and the cleanliness of public areas should be stepped up at the same time. Total public relations programs should be stimulated to accomplish a maximum effort in these areas, and to create a general awareness throughout the City of the appropriateness of these actions. This program, if successful, can then be extended to other neighborhoods and perhaps accelerated if funds are available for this purpose.
   It is also recommended that in view of the tight financial position of the City, State legislation be adopted to enable funding of the renewal activity (for selected commercial or industrial projects) from the increase in taxes usually realized from the clearance and redevelopment for such high-valued uses. Such legislation has been adopted by many states and it permits the costs of commercial or industrial clearance projects to be borne by the beneficiaries of the project, its subsequent occupants.

5. Additionally, it is recommended that the City implement a study program geared at identifying the magnitude of the local deficiencies in human resources (when measured against the skills needs of prospective future area jobs), with a view to identifying and implementing a program geared to providing ways for such skills training on both a short-term and a long-term basis. Again, the magnitude of the local need for effort to overcome the major handicaps of the bulk of the available local labor force (unemployed and subemployed) will necessitate concerted civic action to formulate programs for overcoming these handicaps with related efforts at industry stimulation.

6. Additionally, one of the final cornerstones in a total community development effort for New Orleans must be the alleviation of its fiscal problems. Again, perhaps the identification of appropriate internal budgetary evaluation techniques would represent the first logical step. Perhaps economies that may be effected in this fashion can, over time, be put to use in fostering more effective fiscal management with surpluses available to fund these added programs. In this line, full use of Federal programs of community help should be made since the availability of added funds earmarked on a participating basis for the mandatory capital improvements will spur the finding of the local share to permit the needed improvements.

7. Steps must be taken to improve the competitive character of suburban New Orleans areas, in competition with housing developments in Jefferson and the other Parishes of the Area. Steps taken through the State Legislature for tax equilization (ad valorem taxes or assessment equilization), the adoption of metropolitan area-wide development requirements, the improvement of the financing capability of developers through improvement in state-wide local improvement district (LID) legislation, or other such activities, would tend to equalize the burden of expense on the developer in the suburban areas.

8. Lastly, it is recommended that the City undertake citizen awareness programs in leading the local electorate to recognition of the problems being faced by the City, and the possibilities for their solution. An informed electorate, wisely led, can accomplish significant programs of self-help, as evidenced by the mobilization of such action in past years in many American cities in support of critical local issues. Stimulation of civic pride coupled with the stimulation of an awareness of the need for (and pride in the maintenance of) well maintained local premises can do much to overcome local apathy toward these questions. However, the road will not be easy in view of the generations of acceptance of these conditions, which is the heritage of most of the City's present population base. Yet, the effort must be made if improvement in these conditions is to be accomplished.

HISTORIC PRESERVATION

The CRP studies of historic preservation can initially be grouped into two categories, the inventory of historic structures, sites, and areas as explained in Chapter II (Existing Land Use) and the legal implementation study as explained in Chapter XII (Needs and Resources). This Chapter attempts to merge these two interrelated studies into a concrete program of action for historic preservation on a Citywide level.

However, when the legal recommendations are applied to the inventory, some discrepancies occur. Specifically, the legal based priorities or capabilities do not fully coincide with the historically based priorities as established by the inventory thus leaving a number of issues to be resolved. The areas which clearly meet the economic criteria necessary for establishment as historic districts comprise the first category for consideration. Included in this category are the Garden District, the contiguous Coliseum Square Area, and the Bayou St. John Area. The recommended action for these areas consists of first, the adoption by the Louisiana legislature of an act enabling political subdivisions of the State to exercise their own option in setting up historic preservation districts (see proposed enabling act in "Legal-Historic" report) and, second, following this action, the establishment of the above areas as historic districts by municipal ordinance along with the creation of an historic district commission for administration of the districts in accord with the requirements of the State Act.

The second category to be dealt with involves the areas which may or may not presently meet the economic criteria necessary for historic districts. Recommended action for this category, which applies mainly to the Faubourg Marigny and Faubourg Treme areas, is essentially the same as category one, namely, to attempt to establish these areas as historic districts within the framework of the state enabling act if it is adopted by the Legislature. Should this action prove impractical, an alternate means of historic preservation should be explored, perhaps utilizing methods discussed below.

These two categories represent the immediate recommendations of the legal implementation study thus leaving several areas and many structures of significant historic value unprotected.

Foremost among these are the areas outlined in the historic areas and structures survey which are recommended for historic preservation districts but do not now meet the legal criteria (see "Legal-Historic" report). The areas which make up this third category for consideration are Esplanade Avenue, St. Charles Avenue, Gormley's Basin, and the area bounded by Esplanade Avenue, North Claiborne Avenue, North Rampart Street, and St. Bernard Avenue. The recommended action for these areas is presently uncertain. One possibility which appears to have merit would be the designation of the entire lengths of St. Charles, Carrollton, and Esplanade Avenues as a scenic route. This would greatly enhance the potential of these areas becoming established as historic districts within the framework of the law. The improvement of landscaping, both in quality and consistency, of the public grounds along these boulevards would enhance this objective.

A fourth category involves the many scattered sites of historic value that are located outside of areas previously noted as possible historic districts. While a good many of these could be incorporated into the previously described potential historic districts by slight modifications and extensions of the district areas, others still remain isolated. These isolated sites should be specifically listed and potential uses for them should be formulated. Provided that the City secures the necessary legislation to exercise eminent domain for historic preservation purposes, some of these outstanding structures could possibly be purchased with federal funds under various existing programs as discussed in the "Legal-Historic" preliminary CRP report.

An additional and immediate program which may prove useful especially with regard to scattered historic sites is to simply inform owners of the historic value of their property by presenting them with a certificate explaining the designation. This could be a decisive factor in those instances where the demolition or structural modification of an historically valuable property is threatened by an individual who is unaware of its importance.

The recommendations presented herein are reflective of both the need to maintain and preserve the many sites, structures, and areas of significant historic and/or architectural value, as well as the vastly, more inclusive need of preserving and upgrading those older parts of the City which are declining and, without attention, will continue to deteriorate. The extent to which these older, established areas are upgraded and preserved will determine in large measure the success or failure of the City to satisfactorily provide for the future residential needs of the majority of its citizens.

ACTION PROGRAM

PHYSICAL RENEWAL

The initial action program (1970-1974), for the physical element of the Community Renewal Plan consists essentially of those renewal projects and activities already in various stages of planning and/or execution. The Community Renewal Program studies have formed the basis for the initiation of these projects in whole or in part. This program is designed to meet the most pressing current needs and to take advantage of the clearest present opportunities.

Because of the scope and importance of the physical renewal component and due to the need to provide at least some measurement of the community's overall renewal requirements in relation to a practical timing device for implementation, physical renewal activities of an intermediate (1975-1979), and projected (1980-1984), nature have been introduced into the Action Program for this element of the Community Renewal Plan. Of course, there will be additions and modifications as the implementation of this program progresses and as the City continually evaluates its needs and the resources available to fulfill these needs.

Moreover, a plan for physical renewal must be responsive to changes in area conditions and trends, program policy and structure, and funding levels, in order to fully capitalize on the available opportunities, and therefore, must remain flexible. As such, those proposals which fall into the projected level of timing, for example, are considerably more flexible than those in the intermediate level.

To bring the Action Program into proper focus, it was first necessary to establish goals to be used as the overall program guide; and, second, to develop a system for the assignment of area priorities for renewal treatment in an objective manner which could then be screened and evaluated in terms of the program goals.

OVERRIDING PROGRAM GOALS

1. Get the program underway with the projects which have already received local civic support, and that have been approved or requested for approval and funding.

2. Develop an intermediate term "balanced program" providing for treatment of a full range of land use types using all available program tools.

3. After the initial projects are underway, appropriate adjacent neighborhoods should be considered for expansion of the project areas to logical district boundaries, so that bands or fringes of blight are not left in the edges of viable neighborhoods.

4. Concentrate in subsequent programs on:

   a. Establishing a logical sequence of renewal activity in consideration of area conditions and needs.

   b. Utilizing the code enforcement program (assisted and non-assisted) to the maximum extent in the appropriate areas as the principal means of preventing neighborhood decline (for use in areas not scheduled for early treatment in the Action Program).

   c. Treating key nodes of City growth and areas of street confluences or economic activities as rapidly as possible to create maximum visible impact.

   d. Using the strategy of renewal treatment to accomplish an expansion of job opportunities and to increase the City's tax base by appropriate commercial and industrial area expansion.

   e. Using renewal strategy to consolidate land tracts for unified development, including blighted, vacant, or predominantly vacant areas, as deemed appropriate.

   f. Using renewal strategy to create a sense of urban design by attention to the vistas of the City from its gateways and major traffic corridors, particularly from overpasses, bridges, and other elevated roadways.

   g. Improvement of visual amenities and working conditions in the City's commercial and industrial districts, as well as its residential districts.

TIMETABLE GOALS

1. 1970 - 1974 (Initial Phase) Concentrate on:

   a. Get existing projects underway to accomplish basic program momentum:

      1. Survey and Planning (Gravier Project)
      2. Third Phase Renewal (Cultural Center)
      3. Neighborhood Development Program (Lower Ninth Ward)
      4. General Neighborhood Renewal Plan (Central City and Desire-Florida)
      5. Survey and Planning (Central City I and Desire I)
      6. Concentrated Code Enforcement (Central City and Desire-Florida)
      7. Interim Assistance (Central City and Desire-Florida)
      8. Certified Area (Central City and Desire-Florida)
      9. City Code Enforcement (Selected Areas)
      10. Parks-in-Cities (Central City and Desire-Florida)

   b. Staff up to effective levels and develop appropriate techniques and data sources.

c. Develop the on-going fiscal program necessary to coordinate the City's Capital Program with its renewal activities, so as to insure that the needed public services are provided in a timely fashion to serve residents of renewal areas, as well as to support the renewal financing.

d. In the latter half of the period, expand these projects as appropriate to logical neighborhood planning boundaries.

e. Undertake an "open space project" in a large, predominantly vacant tract in which land assemblage, proper platting, and provision of City services is essential to its future use.

2. 1975 - 1979 (Intermediate Phase) Concentrate on:

a. Implement new renewal projects at a rate that can be efficiently and effectively treated and absorbed within staff, budget, marketability, and relocation capabilities.

b. Accelerate commercial and industrial renewal as necessary to meet the demands for space of an expanding economy (within allowable levels established by Federal priorities).

c. Intensify code enforcement efforts throughout the City to "hold the line" on further deterioration of the existing housing stock, and to prevent the spread of blight.

3. 1980 - 1984 (Projected Phase) Concentrate on:

a. Continuation of renewal treatment as needed to eliminate blight and to prevent its recurrence.

b. Expand project types to insure the continued provision of needed services to all New Orleans residents and businesses.

c. Continue the CRP and the urban renewal program as a tool in the long-term improvement of the New Orleans urban environment and quality of City living.

PRIORITY SYSTEM

An objective priority system was applied in order to narrow down the potential treatment areas to practical numbers for the purpose of the Action Program, which could then be related to the preceding goals for an assignment of priorities. This included:

1. The assignment of blight scores to each Planning Unit in accordance with the blight indices assigned for physical, social, and economic blight. Additional scores were assigned on the basis of the historical significance of the areas. Lastly, scores were assigned based upon the amount of funds which analyses suggest can be available in each planning unit from the non-cash credit sources anticipated for future years.

2. These scores were tallied, and 18 groupings were established.

3. The top 1-4 groupings were then given the highest priority levels. This group was followed by the 5-9 priority group, followed next by the 10-14 group, with the 15-18 group assigned to the lowest priority level.

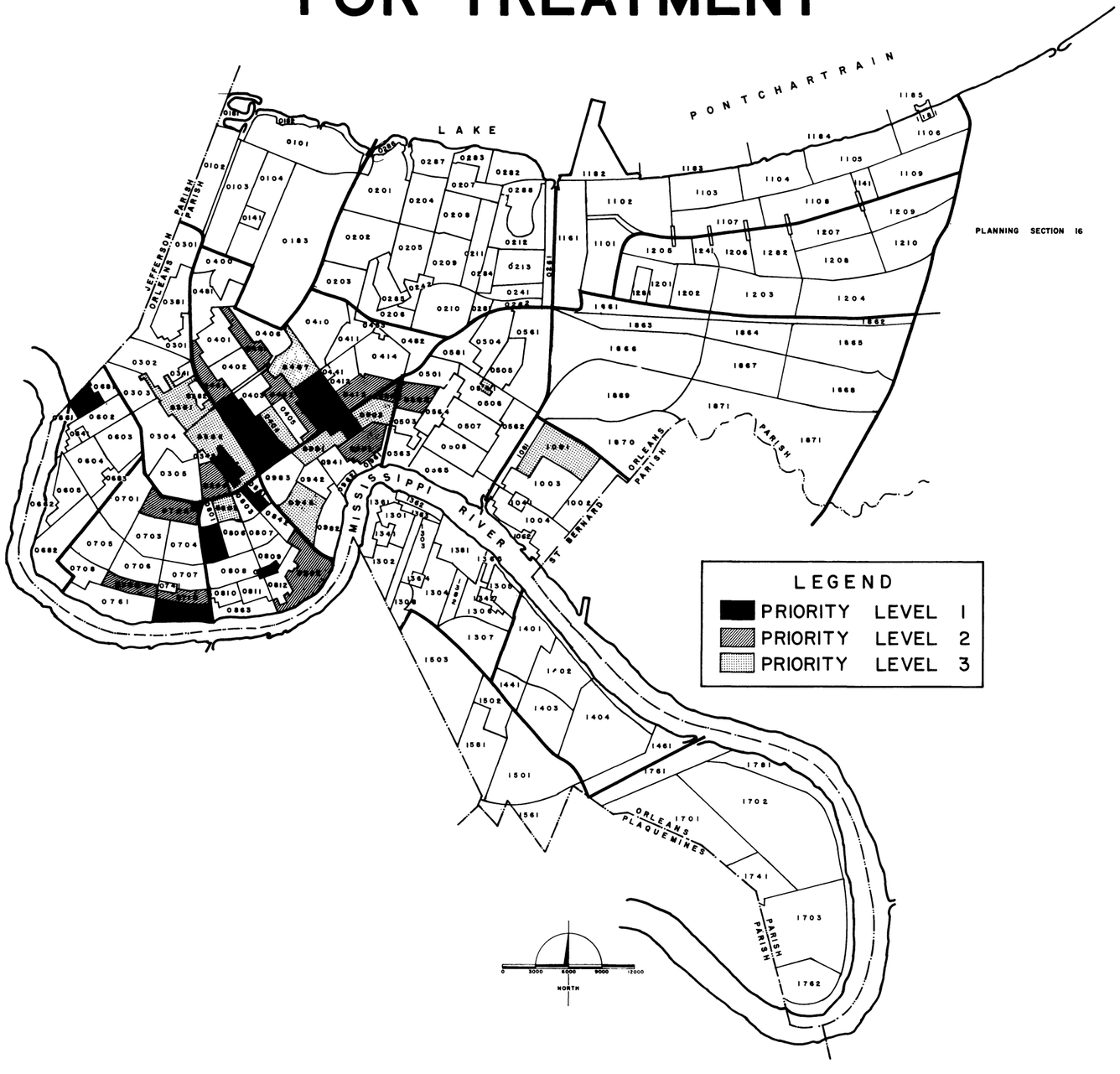
This procedure permitted the narrowing of potential area selections to the top areas of need, but resulted in a program of such size as to be considered unfeasible for early consideration.

4. Further evaluation of priorities was then accomplished by a review of each of the top three groupings within the highest priority level, with the pattern of results as set forth in Plate 83.

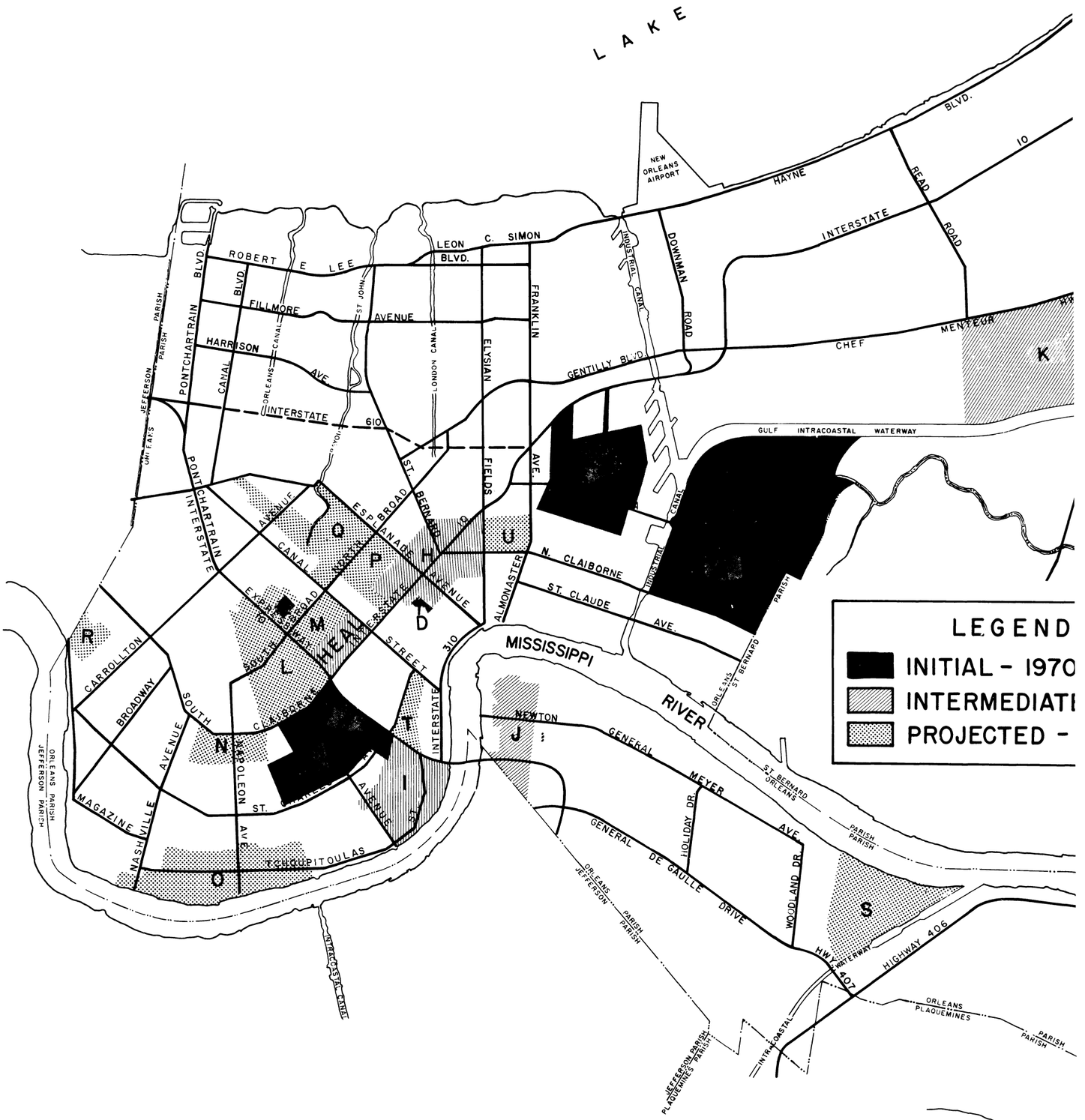
5. Next, this pattern was considered against the pattern of blight reflected in the 1965 block-by-block housing conditions. Also considered was the marketability of alternative projects in a balanced program. Again, consideration was given to the importance of historical preservation as a potential element of the overall renewal program and to areas which have evidenced private renewal health since 1965.

6. The results of these deliberations in relation to the foregoing goals, plus consideration of project financiability, have led to the selection of projects and assignment of priorities as shown by Plate 84.

PLANNING UNITS WITH TOP PRIORITY FOR TREATMENT



PHYSICAL RENEWAL - ACT



CITY OF NEW ORLEANS, LOUISIANA

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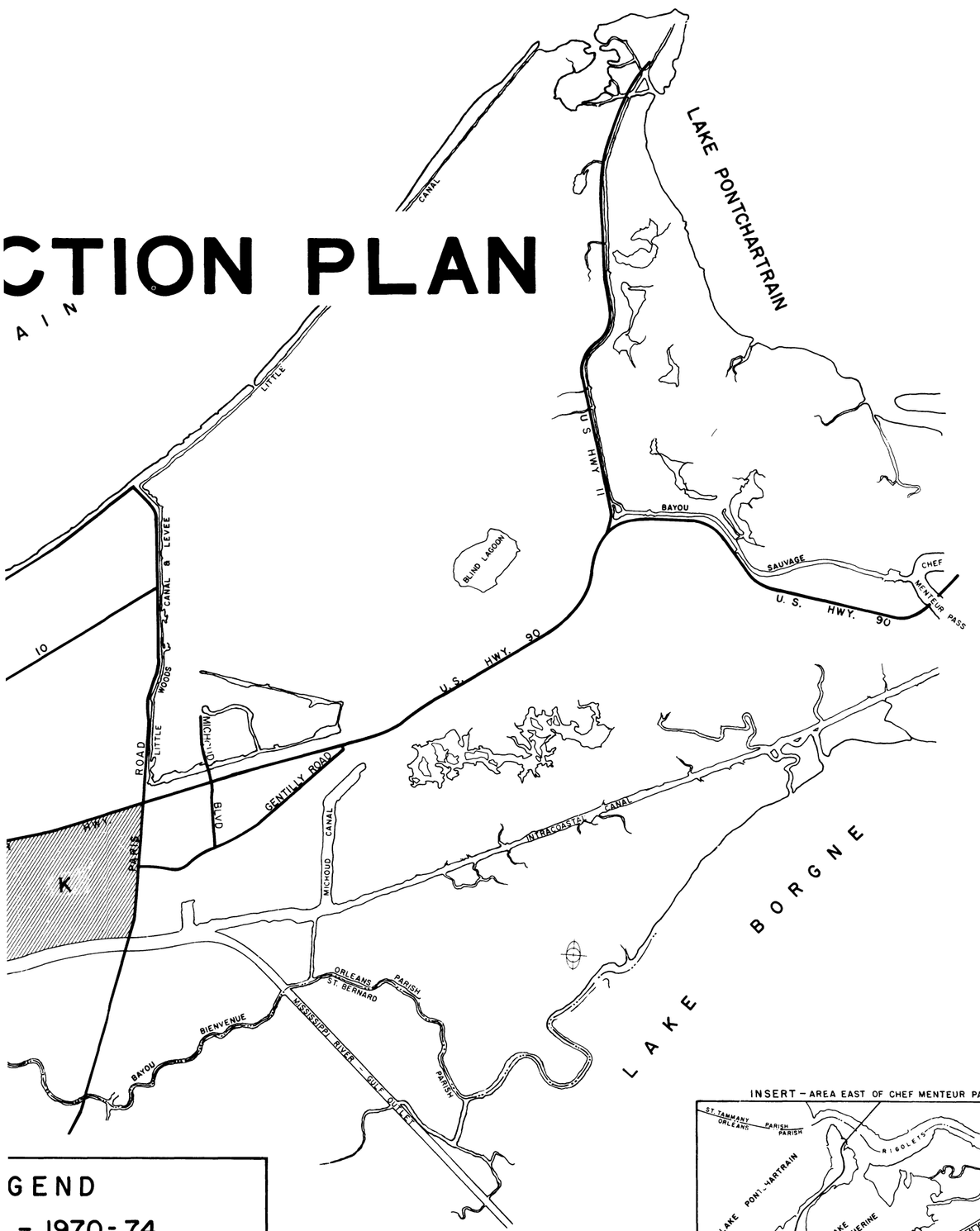

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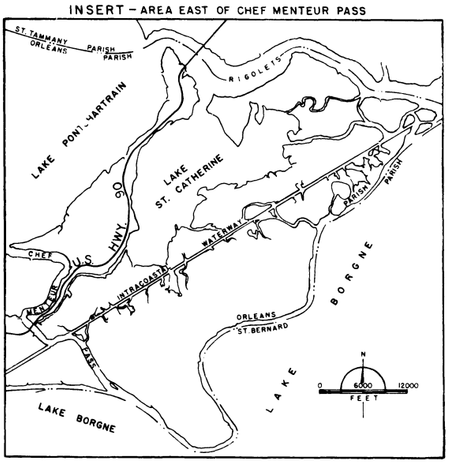

GEND

- 1970-74

IEDIATE - 1975-79

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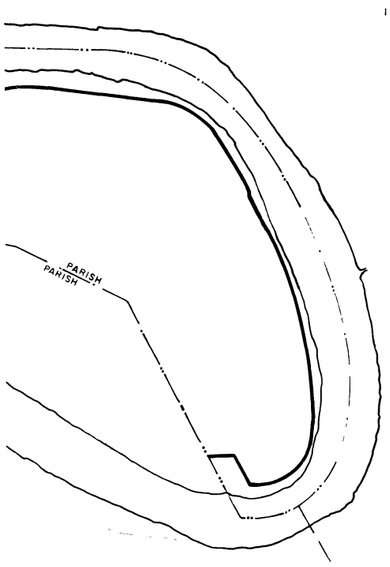
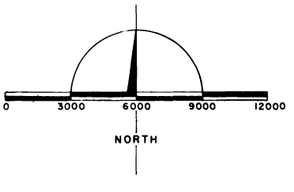
THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMMUNITY RENEWAL PROGRAM GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE PROVISIONS OF TITLE I OF THE HOUSING ACT OF 1954 AS AMENDED





COMMUNITY RENEWAL PROGRAM STUDY
NEW ORLEANS, LOUISIANA
PREPARED BY THE
CITY PLANNING COMMISSION

HARLAND BARTHOLOMEW & ASSOCIATES PLANNING CONSULTANTS MEMPHIS, ST. LOUIS, ATLANTA, WASHINGTON	PLATE SOURCE DATE

SOCIAL RENEWAL

Implicit throughout virtually all of the plans, programs, and activities called for by the five-year action program is the improvement of social conditions within the community. This awareness has been reinforced through the CRP studies, which have demonstrated a causal relationship between the three major forms of blight--physical, social, and economic.

The concept and application of a five-year social program is directed toward increasing the awareness of all sectors of the community toward the recognition of social patterns, characteristics, and needs. To achieve this end, an action program is proposed at the three component levels of community participation: Neighborhood organizations, City-wide organizations, and the Public service agencies.

NEIGHBORHOOD ORGANIZATION

The scope of the proposed action program at this level is developed around the concept of citizen inclusion in the planning process. To achieve this end, a citizen-professional worker organization should be established in the neighborhoods (as outlined in Chapter XII of this report). The professionals must be trained social workers assigned to the neighborhood to provide the organizational and administrative skill requisite to a neighborhood involvement program.

The citizen workers, the critical element of the program at the neighborhood level, will be untrained area residents who choose to become involved in the social action program. The primary responsibility of the citizen worker should be maintaining program leadership and total resident involvement. As an area resident, the citizen worker is likely to enjoy a natural rapport with the neighborhood residents, which is an important asset in any action program at the local level.

The citizen worker would function as a communicator between the public service and planning agencies and the residents of the area. As a representative of the neighborhood, his participation in the social action program can provide the residents with a direct expression of opinion concerning the social conditions and needs of the neighborhood, as well as the proposals for the area.

CITY-WIDE ORGANIZATION

The second component of the action program is directed toward mobilizing the various City-wide organizations in a coordinated effort to improve social conditions. There exists in the City several organizations with the potential to provide services to renewal efforts and social improvement efforts throughout the community.

Chapter XII of this report includes a list of organizations which can be instrumental in the organization and coordination of social renewal efforts. This can be accomplished, however, only by maximum coordination of these organizations themselves. To this end, a central coordinating agency is proposed. A possible existing agency to function in this capacity might be the Social Welfare Planning Council. This agency would provide the direction necessary to avoid duplication of effort and maximize the efficiency and effectiveness of these organizational contributions. It is imperative that whatever agency performs this function be acceptable to all participants.

The central coordinating agency would receive information on social conditions in a given area from two sources: the Neighborhood Organizations (described above), and the Public Service Agencies (described below). With the benefit of a continuous inventory of social conditions in each area of the City, the central coordinating agency would be best equipped to direct the activities of the City-wide organizations, the neighborhood organizations, and the public service agencies in the most efficient manner, thus achieving productive programs of action through the inclusion of all these organizations in the social renewal process.

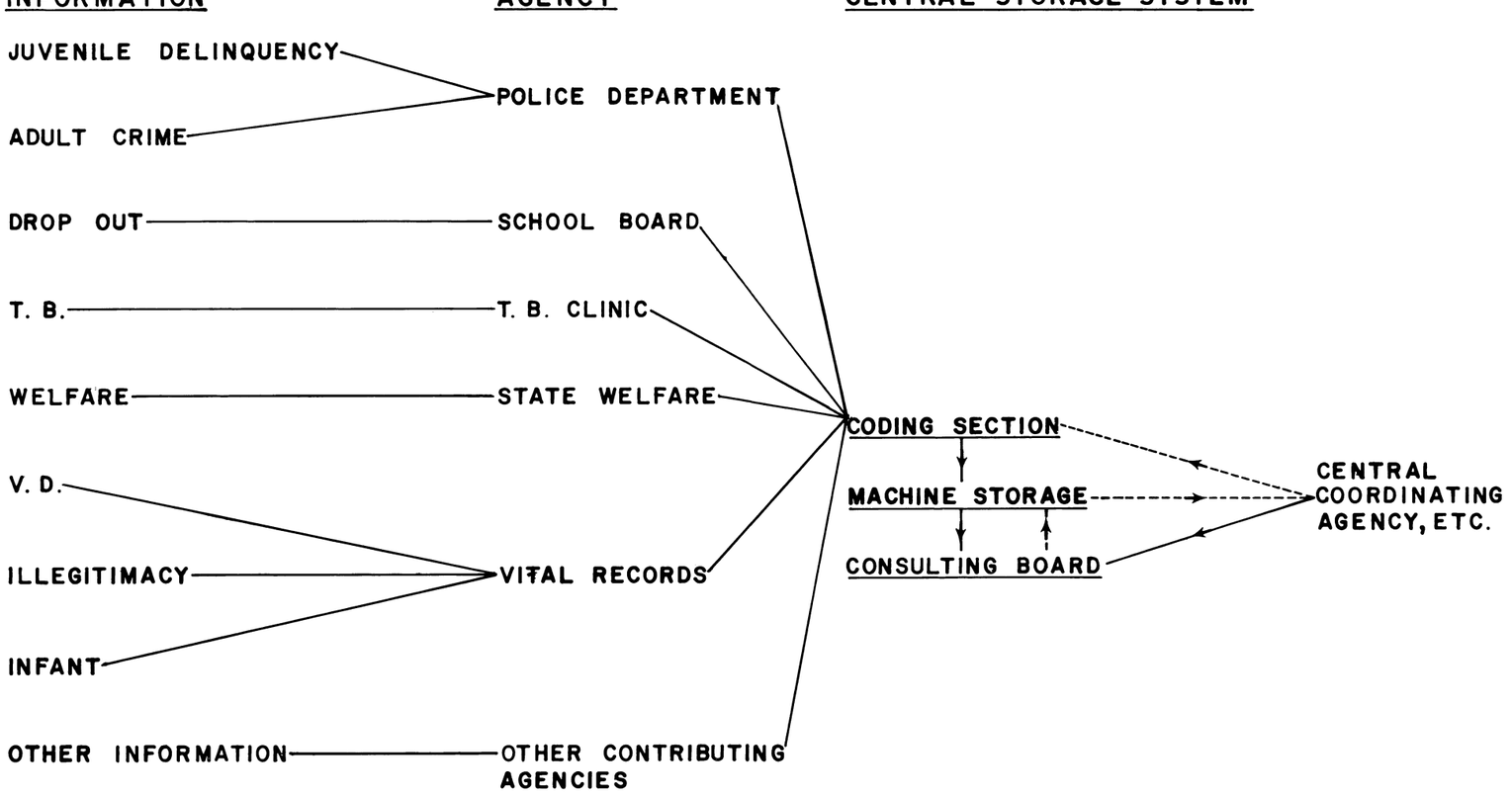
PUBLIC SERVICE AGENCIES

Social indicators, as used for the purpose of this report, are a form of statistical data that are regularly collected, providing a source of exact and current information about the social conditions of the community. Those public service agencies concerned are responsible for providing data on the various social blight indices (including those factors listed in the Summary of Blight Chapter, i. e., crime, welfare, illegitimacy, etc.). These data are essential to an understanding of social conditions and needs in the various neighborhoods, together with demographic and other pertinent social data. A determination of the relevant social data must, of course, be made by all of the participants in such a program.

At the public service agency level, the action program focuses on the development of a continuous inventory of social data. As discussed previously in this Chapter, the major problem in assessing the social condition of any given area through the use of existing data is the assemblage of this information from the variety of sources that produce it and, secondly, the availability of the data when it is needed in a form that is useful and relevant.

To provide a continuous inventory of social data, it is proposed that a central data collection and storage system be established for the recordation and distribution of information collected from all available sources. The chart shown below graphically illustrates the flow these data may take to the central storage system. It was not intended that this chart reflect the totality of data or its sources, but rather to graphically illustrate the recommended system.

FLOW CHART OF INFORMATION INTO CENTRAL INVENTORY OF SOCIAL INDICATORS



The agencies shown would provide the basic data for the center. This will be done by filling out a short, standardized form which is provided to each agency. This will be accomplished at the same time that the original report forms are completed. The forms, thus, could be completed by arresting police officers, secretaries in vital records, visiting teachers, and by case workers in welfare, the T. B. Clinic, and V. D. Clinic. The reason for this is that these individuals probably know more than anyone else in the agency about the particular case involved. These forms would then be packaged and sent once a month, or every two months, to the coding section of the central storage system where the reports would be coded, punched, and transferred to tape for machine storage in the machine records facilities of the City.

Any agency (outside of those already contributing) who might wish to obtain data from the inventory would submit their request to the central coordinating agency. It would be the duty of this agency to verify (1) the legality and legitimacy of the agency or organization requesting data and (2) to verify the legitimacy of the request itself; that is, how is the information to be used. This agency would be composed of appointed representatives from the agencies and organizations involved in contributing information to the inventory. If permission is granted, the requesting organization would be required to pay the cost of printing out the data from the machine. Finally, it is quite conceivable that after the research by the requesting agency is completed, they could feed back their findings into the central data bank, thus, adding to the value and comprehensiveness of the central file.

ECONOMIC RENEWAL

Of the many specific economic revitalization measures recommended in the long-range component of the Community Renewal Plan, three are particularly critical and have been incorporated into the Action Program as a realistic base of economic renewal activity for the short-range (five-year) implementation of the CRP.

1. It is recommended that an economic development department be established in the City. This department need not be large, comprising a staff of some 3-5 persons, including a highly competent director and a budget adequate for contract study services. Its principal function will be to stimulate and direct community development in all of the inter-related areas previously discussed. This must include the following major elements, among others:

   a. Schooling

   - early manual training
   - tailoring of high school programs to occupational requirements
   - vocational schooling at high school level
   - night school vocational training opportunities for adults and teenagers.

   b. Vocational training

   - expansion of on-the-job programs
   - expansion of formalized training programs for major new industry employees
   - expansion of formalized programs for basic occupations
   - expansion of craft-oriented training in support of union training efforts.

   c. Commercial/industrial district development and rehabilitation

   - stimulation of development of suitable commercial and industrial areas
   - stimulation of efforts at voluntary rehabilitation of such districts
   - stimulation of development of industrial/commercial redevelopment projects
   - stimulation of provision of adequate City services in commercial and industrial districts, including upgrading of street conditions and overall adequacy.

   d. Municipal finance

   - investigation and development of a balanced revenue: expenditure program with reference to other competing cities.

Gearing up for the challenge facing the City will more than occupy the first 3-5 years of program activities, toward the end of which time a new "reading" should be taken on the function and direction of the department--reflecting the successes being accomplished by the Chamber of Commerce, and other municipal functions as well as private organizations active in the field. However, liaison with the Chamber of Commerce, with the Tourist and Convention Bureau, with the Port Authority, with the Sewerage and Water Board, the Public Belt Railroad, and the many other elements which comprise the economic organizations of the Area is imperative, so that the City can lend its full weight in support of the efforts of all these groups, and to insure that proper direction is given to this effort in line with the goals and objectives of the community.

2. It is recommended that the City improve the caliber of its commercial and industrial districts, both by aggressive support to development of vacant lands suitable to such use and also the renewal, where appropriate, of existing commercial and industrial areas. The Central Business District and the Vieux Carre are giving full evidence of adequate vitality for their own renewal. However, fringe areas of the CBD, as well as older in-town and Riverfront industrial districts appear to require major improvement in City services (streets, utilities, etc.) as well as major attention to existing building conditions.

3. Industry: occupation: skills direction must be provided for the municipality through the undertaking of detailed studies of future industry employment requirements, by occupation, which then must be correlated to skills requirements--all as a basis for gearing up the community (and principally the schooling/vocational training resources) to satisfying the future need for occupational training and counseling. Similar studies have been undertaken in other metropolitan areas. Several years ago application was made by the City to the E. D. A. (Economic Development Administration--Department of Commerce) for assistance in funding such a study. The local share was pledged by the Chamber of Commerce, which served to fund the Chamber's further studies when the initial proposal was rejected by the Federal Government due to lack of funds. Efforts should be renewed to fund this study by whatever means are necessary for its accomplishment, and that it be undertaken for the purposes of providing a blueprint for community action in industrial/occupational/skills development and counseling for the next 10-15 years. This is one of the key evaluatory elements yet remaining to be completed before the City has an adequate package of tools available to it for directing its future economic development.

HISTORIC PRESERVATION

The five-year action program to accomplish, in part, the long-range components of the plan previously outlined in this Chapter focus on the following major elements:

1. Adoption by the State of the Legislative Act prepared under the CRP (or an acceptable alternative) to permit lesser governmental units to establish, at their discretion and choice, historic districts within their jurisdiction; and to establish the administrative framework for the implementation of historic preservation controls in such districts. (This Act is now pending action by the State Legislature in the 1970 Legislative Session.)

2. Following adoption of the Act described in Item 1, it is recommended that the City implement an historic district preservation program by the creation of historic district(s), as deemed appropriate, and the provision of the administrative machinery to exercise those controls deemed appropriate for the district(s) so created, in accordance with the overall guidelines specified in the Enabling Act as well as those additional guidelines which

may be deemed appropriate by the local governing body.

3. Pending the results of further reviews, findings, and conclusions by all appropriate agencies (Historic District Study Committee, City Planning Commission, City Law Department, City Administration, City Council, etc.), the areas suggested for immediate attention as historic preservation districts include the areas adjacent to the Vieux Carre, the Lower Garden District or Coliseum Square Area, the Bayou St. John Area, and the Garden District (all as described and defined in Chapter II).

4. Utilize the historic sites study accomplished through the planning program of the Regional Planning Commission as a further input and for a refinement of the stock of data collected under the CRP historic study.

5. Continue to maintain an alertness and to assess the conditions and trends in areas of historic value, as defined by these studies, with the objective of capitilizing on all available resources, programs, and opportunities that may be available or become available to assist in the preservation of such areas.

The foregoing action elements are to be considered as primary activities for the forthcoming five years. Conceivably, additional activities of a presently uncertain nature could be undertaken during this period depending, in large measure, on the outcome of the specific measures set forth above.

AFFIRMATIVE PROGRAM OF ACTION

GOALS, NEEDS AND RESOURCES

The Affirmative Program of Action to upgrade the quality of minority housing in the New Orleans Area must be considerate of the status, the future requirements, and the housing problems of the minority population base. As such, particular attention has been placed on these elements in the formulation of this Program.

Chapter VIII, Minority Housing, indicated that those portions of the minority housing market which can afford middle and upper income, open-market housing, are generally receiving equal price treatment in the community and therefore the Affirmative Program should not be directed principally to this group.

However, evidences were found of a relatively high "minimum level" of price for the poorer quality, open-market housing generally available to lower income and lower-middle income minority members in the community. As such, the Affirmative Program is tailored to an improvement of this condition.

Additionally, as pointed out in Chapter VIII, there is a substantial desire for home ownership on the part of the minority population. The CRP studies suggest that this group will be enjoying an ever increasing income level in future years, so that increasing opportunity will be available for this group to achieve home ownership. Further, much of the problem with respect to adverse physical conditions in the neighborhoods supporting present minority groups reflect a low level of tenant motivation for maintenance of premises and neighborhood conditions. The conclusion has been drawn that there is no greater motivational force for the maintenance of housing conditions than its ownership.

Therefore, from the point of view of (1) satisfying the desire for ownership, (2) eliminating the frustration of increasing incomes corresponding against a decreasing ownership possibility, and (3) improving minority housing and neighborhood conditions, the Affirmative Program is geared in large measure to the provision of substantial additional opportunities for home ownership in future years.

The results of the projections of the status of minority housing needs are set forth in Table IV

TABLE IV

PROJECTED STATUS - MINORITY HOUSING NEEDS
NEW ORLEANS, LOUISIANA

								Total Affirmative Program Need
A. DILAPIDATED UNITS (1960*)								9,156
B. FUTURE NEEDS								
	Market Growth							
Period	Total	Low/Lower-Middle	Upper-Middle	Upper	Public Program Demolitions#	Normal Obsolescence	Total All	Total - Excluding Upper Middle and Upper Price Groups
1970	2,260	1,180	720	360	43	154	2,457	1,377
1971	2,260	1,180	720	360	380	154	2,794	1,714
1972	2,260	1,180	720	360	109	154	2,523	1,443
1973	2,260	1,180	720	360	108	154	2,522	1,442
1974	2,260	1,180	720	360	100	154	2,514	1,434
Subtotal 1970-'74	11,300	5,900	3,600	1,800	740	770	12,810	7,410
1975	2,640	1,200	900	560	81	153	2,874	1,414
1976	2,640	1,200	900	560	269	153	3,062	1,602
1977	2,640	1,200	900	560	313	153	3,106	1,646
1978	2,640	1,200	900	560	216	153	3,009	1,549
1979	2,640	1,200	900	560	222	153	3,015	1,555
Subtotal 1975-'79	13,200	6,000	4,500	2,800	1,101	765	15,066	7,766
1980-'84	18,400	10,300	4,800	3,300	893	766	20,059	11,959
Total 1970-'84	42,900	22,200	12,900	7,900	2,734	2,301	47,935	27,135
C. TOTAL UNITS REQUIRED FOR "AFFIRMATIVE PROGRAM" CONCERN								36,291

Based on known public facilities programs and current estimates of timing. Includes a minimal allowance for urban renewal clearance (See Appendix Page VII-B-2).

* This estimate should be verified with the results of the 1970 Census and/or development of data by race for the Code Compliance Program estimates. It is assumed to be indicative of 1970 conditions.

The number of existing dilapidated units occupied by non-whites is assumed at the last reported level (1960 Census) of some 9,156 units. (This level must be verified with the results of the 1970 Census, as well as the results of subsequent inspections of housing conditions by race in the community.)

Market growth needs are set forth, including both the upper-middle and upper income market growth factors (which are expected to normally find appropriate housing in the open market-place without assistance) as well as the lower and lower-middle income market growth. Also listed are presently expected public program demolitions, and an allowance for normal obsolescence.

The Affirmative Program must concentrate on satisfying the quantity of units set forth in the final column of the table (excluding the upper-middle and upper price groups). As indicated, a total of 27,135 units will be required over this time span to meet future needs. These, coupled with the present inventory of dilapidated units (9,156), results in a total of 36,291 units required for Affirmative Program principal concern.

In satisfaction of this need, the Housing Authority of New Orleans (H. A. N. O.) now has some 3,064 additional units scheduled for construction to add to the existing 12,270 public housing units. Also, a request has been made of the City Council for authorization to seek 5,000 additional units of Federal assistance, a request which is now under active consideration. Thus, a total of some 8,064 public housing units are either programmed or proposed by H. A. N. O. for addition to the inventory at the present time.

Analyses of 1950-1960 Census data tentatively suggest that a minimal support level of housing for non-whites can be expected to be available from conversions from the existing housing stock.

The housing code compliance program of the City has upgraded some 8,690 units from January, 1965, through December, 1969 (both white and non-white units), and has some 44,007 additional units scheduled for rehabilitation by December 31, 1977. In addition, some 5,269 units are scheduled for demolition, with an additional 6,332 units in an uncertain status due to their inclusion in the vicinity of Interstate activity or in the Vieux Carre Demonstration Study Area at this time. Thus, a total of some 55,608 units (white and non-white) are expected to be affected by this program from January, 1965 through December, 1977.

The foregoing represent the only local public programs that are available to assist in this effort at the present time. Private resources are limited, although non-profit sponsored efforts are available, if appropriate Federal funds are available to assist in their efforts. As such, it has been found necessary to resort exclusively to Federal programs as the source of potential assitance in satisfying this total need.

A summary of programs established by the Federal Government for housing assistance has been documented through the CRP studies (See Economic Report Series 4 for list and description). These programs provide for a variety of assistance in mortgage insurance and improvement loans (both direct and in cooperation with local lenders), grants for housing improvements, rent supplement programs, and other such activities, designed to assist in a coordinated program of assistance to lower and lower-middle income persons and their landlords, in housing ownership and maintenance.

The availability of any of these programs is a direct reflection of the attractiveness of the interest terms of the respective programs vis-a-vis the interest rates available to mortgage money in the open market. It is also a reflection of the availability of Federal funds to augment these programs. These conditions vary from year-to-year, based upon the priorities and activities of the Federal Administration and its policies.

As such, it is most difficult to forecast at any given time the availability of these programs throughout a 10-15 year period. Rather, the local administration must be geared to stay abreast of the trends in the availability of these funds, and the availability of private funds to augment the guarantee programs or other local bank cooperation programs. Only in this way can the maximum of Federal funds be brought to bear in assisting in the local programs.

A summary of the forecast growth requirements in units by basic element, and the recommended allocation of the planned or proposed units for the satisfaction of these needs, are set forth in Table V. Also indicated is (1) the gap in units above the satisfied need, where forecast, or (2) an indication of uncertainty where this exists, as well as (3) an indication of the potential source of assistance for these units, where possible.

TABLE V

MINORITY HOUSING UNITS - NEED, SATISFACTION AND GAPS

Gross Requirement - Units		Satisfaction By Planned or Proposed Units - - - - - - - Units		Gap
1 Present Need:	9,156**	Public Housing - Program/Proposed	6,556	-
		Gap.		2,600
2 Public Program Demolitions:				
1970-'74	740	Public Housing - Programmed -	740	
1975-'79	1,101	Gap.		1,101
1980-'84	893	Gap		893
3. Normal Obsolescence:				
1970-'74	768	Public Housing - Programmed -	768	
1975-'79	767	Gap##.		767
1980-'84	766	Gap##.		766
4. Added Urban Renewal Demolitions:				
1970-'74	- ? -	Gap		- ? -
1975-'79	- ? -	Gap.		- ? -
1980-'84	- ? -	Gap.		- ? -
5 Market Growth - Low/Lower-Middle:				
1970-'74	5,900	The full range of programs, including:		- ? -
1975-'79	6,000	Senior Citizens Housing, Rent Supports		- ? -
1980-'84	10,300	Leasing, Limited Conversions of White Housing Stock, Financial Assistance to Non-Profit Sponsors, Interest Supplements for Ownership & Rental, & the various Mortgage Insurance Programs*		- ? -
6 Market Growth - Upper-Middle:				
1970-'74	3,600	Conversions from White Housing Stock	3,600	- ? -
1975-'79	4,500	and limited New Construction	4,500	- ? -
1980-'84	4,800	(same)	4,800	- ? -
7 Market Growth - Upper Value:				
1970-'74	1,800	Open Market New Construction	1,800	-
1975-'79	2,800	(same)	2,800	-
1980-'84	3,300	(same)	3,300	-
8 Modernization of Older Public Housing Projects:				
1970-'74	- ? -	Public Housing Modernization Program		- ? -
1975-'79	- ? -	(same)		- ? -
1980-'84	- ? -	(same)		- ? -
9 Preservation of Existing Stock - Code Enforcement				
1970-'74	18,398#	Housing Rehabilitation Grants, Code	18,398	-
1975-'79	6,244#	Enforcement Grants and Housing	6,244	-
1980-'84	- ? -	Rehabilitation Loans		- ? -
10 Preservation of Existing Stock - Urban Renewal:				
1970-'74	5,000#@	Housing Rehabilitation Grants Housing		- ? -
1975-'79	5,632#@	Rehabilitation Loans and Major Home		- ? -
1980-'84	- ? -	Improvement Loans		- ? -

* If interest rates drop to acceptable levels
** Dilapidated Units - Page 7-6
\# White and nonwhite units
@ Assumed
Possible satisfaction by conversions and code enforcement efforts.
?- Indicates an element of uncertain quantity at this time due to lack of data and/or need for further definition of program impact - see text

As set forth, the programmed public housing units have been allocated primarily to the satisfaction of the public program demolitions and the normal obsolescence which will occur in the first half of the 1970's. The balance is allocated to the present need in dilapidated units which are assumed to exist in the community at this time.

The allocation of all of this public housing to the minority housing requirements leaves not only a gap in the dilapidated units as indicated, but also a gap in the white lower and lower-middle income requirements which are similarly growing in the community. Despite this allocation, a gap of some 2,600 units above the presently programmed and proposed elements of the public housing program remains to be satisfied in the community (Item No. 1 on the Table).

An additional gap of 1,994 units remains, generated by public program demolitions in the post-1974 period, as indicated by Item No. 2 on the Table.

Although a gap is indicated due to normal obsolescence (No. 3) in the post-1974 period, it is possible that the satisfaction of this gap may be accomplished by conversions of housing, and by code enforcement efforts, both of which factors remain as unconfirmed elements in the minority housing market (due to the lack of available data).

Item No. 4 sets forth a number of elements of uncertain quantity to account for added urban renewal demolitions beyond the levels already taken into consideration (which were based on early estimates of unit demolitions likely to result from these programs).

Market growth in the lower and lower-middle price ranges (No. 5) can be expected to be satisfied in some degree by the full range of programs available through Federal sources -- to the extent that they are funded in the New Orleans Area. These include the elements set forth in the table, which cover virtually all of the programs previously cited. The gap remaining after the satisfaction of this need is as yet uncertain. However, it would be hoped that the bulk of this demand could be satisfied through the generation of funds in support of the application of these various programs.

Market growth of the upper-middle group (No. 6) can be expected to be predominantly satisfied by conversions of the existing housing stock, and by limited, new construction. The rate of conversions stemming from the analyses of 1950-1960 trends would not satisfy this total requirement. As such, it is imperative that this rate be reassessed on the basis of the 1970 Census so that an appropriate "gap" element can be assessed for this factor.

The market growth in the upper value levels can be expected to be satisfied by open market new construction to its full extent (No. 7). As such, no gap is indicated for this element.

There is also set forth (No. 8), an uncertain requirement for modernization of older public housing projects within the City. Some of the older projects are rapidly reaching a point where modernization will be required. Until programs are established for this modernization, this requirement will not be defined, nor timed. As such, the gap resulting from the possible withdrawal of units from the open market for modernization purposes cannot be assessed until a further definition of this program by H. A. N. O. (In this regard it should be noted that past efforts by the Housing Authority to secure modernization funds have not been successful in attracting such funds from Federal sources to date.)

The preservation of existing stock through the code enforcement program is Item No. 9. Programs of financial support set forth on the table can be expected to augment the financial resources available locally to permit these activities by the private market. As such, there is indicated no gap for this element, although it can be expected that some will exist and some dislocations may result from the efforts of this program. As such, this element must be watched for further trends.

The preservation of existing stock by urban renewal programs (No. 10) has been arbitrarily assigned between the first and second periods of the decade, due to the lack of certainty at this time as to the timetable for urban renewal projects, and the numbers of units that will be involved. The 10,632 unit estimate of the housing inspection reports has been adopted to cover all housing units (white and non-white), due to the lack of definition as to non-white housing impact. As such, gaps in this satisfaction may remain, but cannot be assessed at this time.

An evaluation of the foregoing clearly indicates that although New Orleans is contemplating moving ahead with an aggressive program to meet the needs of the lower income minority group in near-future years, longer range planning must be undertaken to satisfy the requirements expected to be generated in the second half of the 1970's and the first half of the 1980's.

PROGRAM ELEMENTS

Based upon the foregoing conclusions and the analyses presented in Chapter VIII, Minority Housing, it is recommended that an Affirmative Program of Action be adopted by the City which would include the following major elements:

1. The implementation of the request of the Housing Authority for 5,000 additional low rent public housing units as an application to HUD for early consideration. Further, the addition of some 2,600 more units under a variety of public housing programs to satisfy the remaining present need indicated by the dilapidated unit count of the 1960 Census (as updated by the results of the 1970 Census--or by other estimates of the existing, local non-white minority housing need).

2. Major consideration should be given to a modernization program for the existing public housing structures in the community, including the installation of air conditioning in these structures as a motivational assist to the persons living therein. Other elements of environmental control should be similarly investigated, in accordance with modern principals, techniques, and requirements for such structures.

3. Emphasis should be placed on preserving the existing housing inventory, in view of the growing limitations for stimulating new additions to the housing supply due to rising interest rates and rising costs in the house construction market. Attendant on this will be vigorous enforcement of code enforcement efforts. This should include an expansion and an amplification of budgets for inspectors so as to permit the attraction and retention of competent inspectors over long periods of time. Additionally, the legal administration of the City, as well as the judicial review authority, should be geared up to a vigorous, efficient, and effective code enforcement program.

4. A strong element of the program should be directed at motivation of low-income groups in the community, both renters and home owners. This is one of the major factors tending to create and perpetuate the unsatisfactory housing conditions in New Orleans. Elements that must be investigated include (1) manual training in early years of schooling, (2) evening and weekend courses (perhaps sponsored by appropriate unions) in basic home maintenance techniques, (3) motivational efforts conducted by garden clubs/ neighborhood groups/others to stimulate an awareness of the impact of personal activity on environmental conditions and to stimulate pride in possessions including housing.

5. A vigorous renewal program should be undertaken in those portions of the City that are substandard beyond an effective code enforcement activity (in addition to program emphasis on conservation and rehabilitation). This is particularly true in fringe areas where early attention may prevent the further outward spread of blight from the hard core areas of blight in the City. This program should be staffed and funded with competent personnel to accomplish its purposes.

6. Substantial effort should be put behind current Chamber of Commerce or similar efforts at attempting to upgrade the economic climate of the City. The ultimate goal of the Affirmative Program should be directed toward upgrading the socio-economic level of the minority element so that they can afford the ownership or rental of private, standard housing, rather than depend upon public housing and similar subsidies to satisfy this basic need. Thus, major efforts must be directed by the City to improving the skills and job capabilities of its minority citizens in conjunction with overall, economic stimulation and rejuvenation as recommended by the CRP.

7. The mobile home industry (on acceptable planning and economic terms) should be studied as a potential source in the City to assist in meeting the expected need for lower cost dwellings in the City and elsewhere in the Metropolitan Area.

8. City public authorities as well as its business community should endeavor to stay abreast of the "Operation Breakthrough" efforts to find ways of achieving lower cost new housing. This program will be coming to a head in the next 1-2 years and may prove out feasible techniques of low cost construction which may be acceptable in New Orleans as a further way of accomplishing the satisfaction of the need for new, lower cost housing.

9. Additionally, the City's need for lower cost ownership housing might be satisfied by vigorous implementation of the programs aimed at this need, principally those programs under Sections 221 (d) (2), 235, and 237 of the National Housing Act, plus the extension of FHA mortgage insurance into all project areas. This need could also be satisfied through the exploration of ways to bring cooperative and condominium multi-family structures to lower and lower-middle non-white families in larger numbers.

ADMINISTRATIVE ELEMENTS

1. A task force committee should be formed (perhaps an expansion of the Mayor's Housing Advisory Committee) which could include representatives of the public agencies as well as the private section of the New Orleans economy, with technical staff assigned from the applicable municipal departments and related boards, agencies, commissions, and authorities.

This committee should provide continuing activity focusing on the following major components:

a. Stimulation of implementation and expansion of utilization of the FHA as well as other Federal programs of insurance/grants/loans available to assist in these housing programs, with concentration on obtaining favorable support in Washington as well as in the regional HUD offices for local programs, as well as on implementing local sources of banking and insurance company funds from local firms for the cooperative insurance programs; also, stimulation of the adoption of a program of public information concerning these funds, their sources, channels of application, qualifications, etc.

b. Stimulation of the formation and staffing of "home maintenance clinics" and/or courses in support of resident education in home maintenance needs and techniques for each project area, as well as a central facility for the City as a whole. Included will be the union crafts, garden clubs, landscaping services, builders, financial technicians, and others, as educational resources.

c. Staying abreast of, and stimulating, if appropriate to this area, the adoption of low cost housing techniques that may become available as a result of "Operation Breakthrough" or similar technological studies and advancements.

d. Stimulation of the expansion of acceptable (both planning and economic) trailer park opportunities in the City and Metropolitan Area, should this prove appropriate and feasible.

e. Stimulation of, and insuring public awareness of, as well as support for, further expansion of the public housing programs to meet the need as forecast.

f. Stimulation of, and insuring public awareness of, as well as support for, (particularly in the business community) an aggressive, effective urban renewal program for the City.

g. Stimulation of Metropolitan Area-wide recognition of the problems and needs for urban renewal and minority housing opportunity expansion, as well as support for solutions on a Metropolitan Area basis.

h. Provide advice and assistance to the responsible public authorities in the development, implementation, and the continuous revision of the housing programs of the City.

i. Provide an element of City-wide citizen participation in this and other aspects of the total renewal problem (workable program, etc.).

2. Special emphasis should be placed by the City Planning Commission and the City Administration on the review, the adoption, and on the assurance of public awareness as well as support for a total City-wide renewal effort. This will include the following:

   a. Insure that the CRP is adopted as the policy guide for renewal activity and that it is maintained in a current status by annual review and periodic restudy of components, as recommended by the economic reports.

   b. Insure that the Capital Budget and Program is reflective of the financing requirements for the implementation of the CRP.

   c. Cooperate and coordinate with the City Demonstration Agency, Community Improvement Agency, Housing Authority of New Orleans, Central Relocation Authority (being formulated), etc., to insure that all of these aspects of the Program are effectively filling their roles and satisfying the identified need for renewal actions and related activities.

   For this purpose, a staff expansion in the City Planning Commission of three persons should be made; one Associate Planner, one Assistant Planner, and one Secretary/Clerk Assistant, to be assigned full-time to this function, with added budgets for restudy, data tabulations, and processing, etc., as needed from year-to-year.

3. With regard to other administrative needs, the following measures are suggested:

   a. Insure that an appropriately staffed and budgeted relocation function is implemented in the City Administration. Relocation will be a major problem limiting the speed with which the total renewal program can move ahead. As such, its effective implementation is mandatory for an effective total program.

   b. Expand the housing inspection capabilities of the City Division of Housing Improvement by the addition of budgets and staffing to an adequate level of housing inspectors, to satisfy the need as forecast by that Division. Housing inspection capabilities directly dictate the speed and effectiveness of the code enforcement programs, the only weapon which will be available for blight control over most portions of the City for the next decade.

   c. Expand the effectiveness of the court-oriented procedures of the program by either expansion of existing court facilities, or (preferred) the creation of a "Housing Court" with exclusive jurisdiction in this area, and where attention to this program can be given appropriate priority and effective implementation.

   d. Establish an "appeal" system from the decisions of the housing inspectors. This should be an independent authority or "Board of Appeals", to which a citizen could turn for an objective review of the findings of the Division of Housing Improvement (or, perhaps, the determinations of the Community Improvement Agency) if he feels unjustly treated by the inspection determinations. This could be a subcommittee of the Housing Committee, or an independently constituted authority. Its implementation could reduce the load of cases in the Housing Court.

4. A central information service should be formulated to coordinate effectively, as well as store and make available the myriad bits of information needed to effectively plan, execute, and monitor this affirmative program as well as related and complementary functions of City Government. Procedures and administration recommendations for this activity are set forth in the economic report entitled CRP Procedures (Report Series No. 5) for the technical guidance in implementing this need.

The foregoing elements need immediate attention. Their satisfaction is likely to tax the monetary and staff resources of the City to the maximum degree. However, it is recommended that the City direct attention to these elements in early program years, rather than direct attention to the more nebulous possible concerns ("Operation Breakthrough", etc.) that are being tackled by other cities who already have effectively implemented on-going renewal programs. Rather, the City should be prepared to adopt the feasible programs that are proven out in other parts of the Nation, as desirable, but concentrate on the accomplishment of these essential early steps in the early years.

The foregoing represents the recommendations for "first step" actions to get the program underway, leaving to future definition the more detailed elements of subsequent program direction and implementation.

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