

A PROSPECTUS FOR REVITALIZING NEW ORLEANS'

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WHY KEEP TALKING ABOUT THE FUTURE . . .
UNLESS THERE ARE AMONG US SOME
WHO ARE WILLING TO START WALKING INTO IT?

Louis C. Bisso
Director-Secretary, City Planning Commission

October 15, 1957

CONTENTS

	PAGE
List of Plates and Tables	iv
Preface	vi
Introduction	1
Chapter I - The Problem	5
Chapter II - Nature Of The Problem	11
Chapter III - Extent Of The Problem	17
Chapter IV - Approaching The Problem In Other Cities	33
Chapter V - Formulation Of A Concept - - Five Stages	42
Chapter VI - A Pattern For Coordination.....	56
Chapter VII - Suggested Studies	61

LIST OF PLATES AND TABLES

		PAGE
CHAPTER I		
1.	Interstate Highway System South Central Region	6
2.	Highway Traffic Volume New Orleans Region	7
3.	Major Streets and Traffic Desire Lines for New Orleans	9
4.	Traffic Volume - Central Business District	10
CHAPTER II		
1.	Development - 1880	12
2.	Development - 1930	13
3.	Development - 1950	14
4.	Estimated Development - 1975	15
CHAPTER III		
1.	Retail Sales Trends	19
1.	Projected Passenger Trend Central Business District.....	24
2.	Policy I	27
3.	Policy II	29
4.	Policy III	31

LIST OF PLATES AND TABLES - (Cont'd.)

	PAGE
CHAPTER IV	
Central Atlanta Plan	36
Prospectus - Downtown Baltimore	37
Circulation System - Cincinnati	38
Central Business District - Detroit...	39
Downtown Kansas City	40
Pittsburgh's Golden Triangle	41
CHAPTER V	
1. Stage I - Outer Belt	46
2. Stage II - Inner Belt	47
3. Stage III - Parking Terminals.....	49
4. Stage IV - Pedestrian-Transit Preserve	50
5. Stage V - Supporting Land Use.....	52
CHAPTER VI	
1. Pattern for Coordination	58

P R E F A C E

On May 27, 1957 the Central Area Committee of the Economic Area Council of the Chamber of Commerce invited the Director of the Planning Commission to attend a meeting relative to the preparation of a plan for the revitalization of the Central Business District of New Orleans. At this meeting it was decided to request of the Planning Commission authorization for its Director to make a tour (to be financed by the Central Area Committee) of 12 widwestern and eastern cities in order to gather first-hand information about how other cities are solving this "common" problem. This request was approved by the Planning Commission on May 28, 1957 and the Director of Planning was authorized to visit Little Rock, Arkansas; Memphis, Tennessee; Kansas City, Missouri; St. Louis, Missouri; Dayton, Ohio; Toledo, Ohio; Detroit, Michigan; Pittsburgh, Pennsylvania; Philadelphia, Pennsylvania; Baltimore, Maryland; Atlanta, Georgia; and Jacksonville, Florida between June 8 and July 14, 1957. On July 26, 1957, a summary of this tour was prepared and forwarded to each member of the Planning Commission and the Central Area Committee, followed subsequently by a verbal presentation by the Director on July 31, 1957 to a group including the above-mentioned members and the Mayor, Chief Administrative Officer and the members of the City Council.

With this summary as a base, and in an effort to stimulate even greater interest in this vital subject, the following report has been prepared primarily to offer a further insight into and focus greater attention upon some of the new concepts that are being formulated throughout the country. This report is not intended as a plan of action but as a schematic guide which attempts to set down and define certain concepts and policies of planning which will require further analysis and examination in the light of changing conditions and, more important, the cumulative effect of these changing conditions on the future of our city. It is hoped that this report will give a positive impetus to the search for a vitally needed solution to the problems confronting our downtown central business district.

The Planning Commission wishes to thank all of the Public Officials, Planners, and other civic-minded citizens in the above-mentioned cities who so patiently assisted our Director in the accumulation of information and data. The Planning Commission also wishes to express to the members of the Central Area Committee of the Chamber of Commerce its appreciation for their active interest and support which made the tour possible, which in turn contributed greatly to the preparation of the report.

INTRODUCTION EXCERPTS FROM THE PAST

It has often been said that the best way to predict the future is by examining very closely what has happened in the past. A review of the past 30 years is not only interesting but certainly offers a challenge to all of us of this generation to proceed into the future with even greater vigor and enthusiasm. The 1927 Major Street Report which was transmitted to the Commission Council by the City Planning and Zoning Commission on March 3, 1927, on page 16, reads as follows:

"The installation of a sanitary sewer system has materially improved health conditions and made New Orleans much less susceptible to the ravages of disease. The records of progress... may be studied completely in the publication of the Sewerage and Water Board. Better than any words they tell the story of the conquest of New Orleans' deadliest enemy, the deep black morass upon which it was founded.

Too much credit cannot be given to men who conceived the plan which made this conquest possible.... To do

this job required vision, initiative and ingenuity and the courage to seek the enormous funds to carry out such a program.... The fact that this fundamental task is well along to completion makes it more essential, and also easier, now to survey the city as a whole from other angles and to make preparations for the removal of other handicaps."

On Page 65 of the same report are probably the first recommendations ever made for improvements to the Central Business District. The following passages are quoted:

"In this plan, interest is centered for the first time on definite details of the Major Street Plan. The circulation problems of the community come to the front with greatest insistence in the Central Business section. Here congestion is most acute, property values highest and most delicately balanced and traffic relief difficult to secure. Throughout a large section of the heart of the city little can be done to better conditions beyond a mere improvement in the handling

of traffic flow....

"Just beyond the area of intensive uses, however, is a twilight zone wherein certain operations may still be performed to improve the efficiency of existing traffic channels. These operations may be classified under three heads:

- 1 - Opening of more adequate approaches.
- 2 - Development of multiple entries to central area.
- 3 - Widening of distributor streets for future use. In considering this phase of the Major Street Plan certain basic assumptions were made ... that the Vieux Carre was an asset ... deserving ... protection, that the active business interests of the Central Business District were expanding ... out Canal Street and that ... local outlying centers, of which none appear ... at present, were due to develop ... and should be anticipated."

It can be seen from the above quotes that

as early as 1927, through the exercise of some foresight and vision, sound concepts of planning were even then being formed which later were destined to be expanded.

— o — o —

Moving forward a decade, in the first Annual Report of Mayor Maestri, printed August 17, 1937, is found the following:

"NEW ORLEANS COMES BACK!

Compare these two pictures:

August 17, 1936 - a city whose affairs were in an almost hopeless condition. Credit exhausted. Unable to borrow money either at home or outside. A municipality in technical bankruptcy in the Federal Courts. Its streets going to wreck and ruin. Its public buildings decaying. Its employees disheartened and fearful, knowing full well the hardships of payless or percentage pay days. Private initiative at a low ebb.

That was New Orleans - a city on its knees to fate.

August 17, 1937 - a municipality that has come back. Its credit restored. Its financial obligations

discharged. Operating on a cash basis without resorting to new bank loans. Its street system being rebuilt. Its public buildings being restored. One of the greatest programs of general improvements in its history underway, and all financed on a "pay-as-you-go" basis. A community, the keynote of whose spirit is confidence and hope, with private enterprise and initiative recording material forward strides.

This is New Orleans today - a City on its feet, soundly facing the future."

The above report must have been very happily received by those people who had faith that New Orleans could move forward - when they, for the first time, were beginning to see some of the dividends materializing from their early concepts of sound planning.

— o — o —

Moving ahead another decade and turning to the 1947 "Mayor's Report to the People" by deLesseps S. Morrison on May 6, 1947, page 6, the Mayor began to talk of "The Era of Cooperation ... for the greater good of this city. It is my hope that we will always have a chief executive in the Governor's office whose interest in the welfare and problems of New Orleans is beyond

question."

"Through joint efforts we have maintained the closest possible liaison between Baton Rouge and New Orleans on such projects as the New Basin Canal closing, grade separations and Union Station Program ..."

Appropriately enough, the last paragraph of this report read as follows:

"The course of mankind is never backward. It is forward and onward. Sometimes the road is rough and rocky; at times there may be detours and temporary delays, but despite the efforts of reactionary interests to turn back the march of Man, it is inevitably FORWARD!"

Thus, the early planners began to see their concepts become plans for a framework which was going to be the foundation for a "new" New Orleans. During the decade 1947-1957 this framework crystallized into the following large projects, most of which many critics had stated "could not be done". These were:

- Closing of the New Basin Canal
- Consolidation and unification of the Railroads under the Union Passenger Terminal Contract
- Initial construction of parts of the Pontchartrain Expressway
- Construction of the Claiborne Avenue

Overpass, the common link between the Claiborne Avenue Expressway and the Pontchartrain Expressway.

- Construction of Veterans Memorial Boulevard
- Construction of the West Bank Expressway
- Completion of the causeway over Lake Pontchartrain
- Construction of the Mississippi River Bridge
- Construction of the Civic Center, including the new City Hall

and many others too numerous to mention.

This new spirit can rightfully be called "Delta Renaissance" and it is exemplified in the 1956-1957 Report of the Mayor in the second to last paragraph of his letter to the citizens of New Orleans, which reads:

"The physical evidence of our efforts has given us new confidence, new hope and new horizons. Our outlook has been changed. There is a spirit in New Orleans which says it can be done."

— o — o —

The year 1957 might well be looked upon by those who come after us as the "crucial year" for the City of New Orleans. Stated differently, this is the year for decisions; decisions to move

forward into the future with a determination and a willingness based upon new concepts. New thinking is necessary in our community if we ever expect to complete an over-all plan for combatting the new problem, i. e., the inevitable conflict for possession of available space between an ever expanding population and diverse modes of travel.

There are those among us who say, as it was probably said in 1927, that improving the Central Business District and relieving it of congestion - to revitalize it - is not necessary and, even worse, some say it is impossible. If our early pioneers had accepted this kind of thinking, the greater part of today's New Orleans would still be a swamp. It is always a responsibility of the leaders of a community to project new plans for the future, ensuring that our course and direction will always be onward. A direct result of early concepts initiated in the years following the first World War, i. e., 1918-1927, is our current use and enjoyment of the Civic Center, widened major streets, parks, playgrounds, and other commendable improvements. It is therefore necessary for us to review some of our concepts and ask ourselves whether our "City Planning House", particularly our most important "room" - the Central Business District - can survive in its present form with nothing to look forward to but a constantly increasing influx of vehicles and people daily, weekly, monthly and yearly. We must ask ourselves if the community is going to grow, how much it is going to grow, and what effect this growth is going to have on the downtown Central Business District. This report attempts to answer these questions and to suggest a framework within which to plan for the expansion which we confidently expect.

CHAPTER I THE PROBLEM

Situated on the mighty Mississippi River a short 100 miles from the Gulf of Mexico, New Orleans is the funnel through which all of the commerce of the great Mississippi River Valley must pass. Its geographical location (see Plate 1) at the mouth of the Mississippi River designates it as a terminal city and thereby assigns to it certain problems not usually experienced by major cities whose lines of communication pass through the urbanized area or around it. Only a very small percentage of the cargo entering New Orleans is destined to leave the city on the same vehicle of transportation on which it entered.

From Plate 2 it can be noted that metropolitan New Orleans serves as a transportation terminal for five U. S. highways, four State highways, and as a control point on the 41,000 miles of Federal-Interstate Highway System. U. S. Highways 61 and 65 connect New Orleans through the state capital, Baton Rouge, to points north and west. U. S. Highway 51 links New Orleans to north central cities through Memphis. U. S. Highway 90 joins New Orleans with the Mississippi Gulf Coast and Florida Parishes to the east and, via the Huey Long Bridge, to Texas cities to the west. U. S. Highway 11 extends to Birmingham, Alabama and to other major cities northeast of New Orleans. The traffic volumes indicated on Plate 2 show a general convergence

on the New Orleans Central Business District which, in turn, acts as a huge heart for a system of traffic arteries which carry metropolitan New Orleans' life blood, its traffic.

It might be said that because Sieur de Bien-ville established a city where no city should have been built, swamp reclamations since the city outgrew the Vieux Carre have only increased and will continue to increase our problems of providing space for people, streets and traffic. In spite of this, storm drainage needs created for New Orleans wide rights-of-way which in turn are our boulevard streets of today. To those who may not be familiar with New Orleans' topography, it's pointed out that a large part of our built-up city is below the mean level of the Gulf. To remove the more than 58 inches of annual rainfall, it has been necessary to develop extensive drainage systems and pumping facilities. As most of the drainage rights-of-way have subsequently been converted to traffic lanes through the covering of underground canals, the city of New Orleans now enjoys many wide boulevard streets occupying these canal rights-of-way, which up to the present have played a great part in providing for the traffic requirements. Unfortunately, this condition will not last forever.

This can be seen very clearly from Plate 3, demonstrating that the new desire lines of traffic are creating situations wherein the need for super-



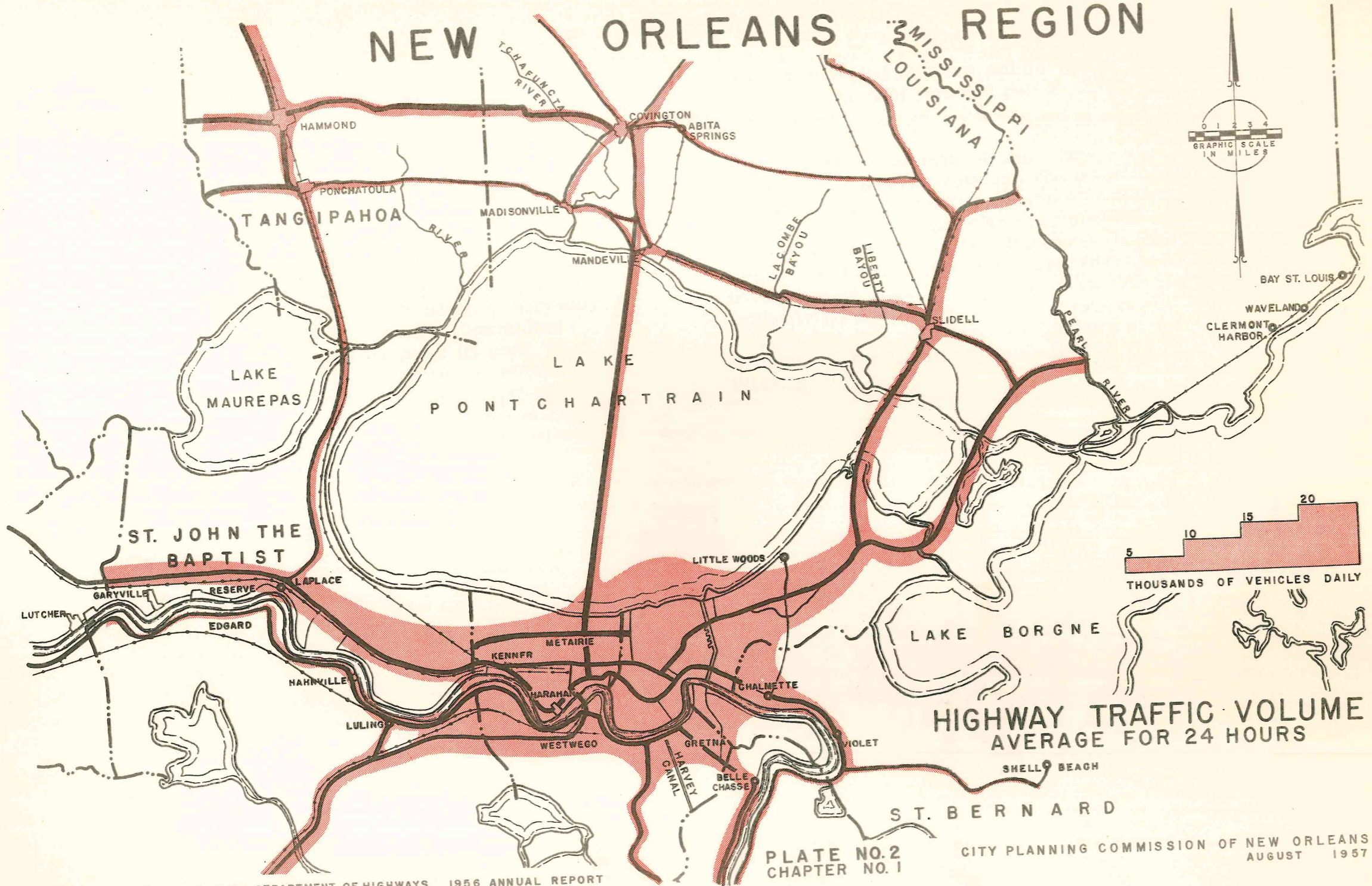
SOUTH CENTRAL REGION
NEW ORLEANS & GEOGRAPHICAL LOCATION

PLATE NO. I
 CHAPTER NO. I

AUGUST 1957

CITY PLANNING COMMISSION OF NEW ORLEANS

NEW ORLEANS REGION



SOURCE: STATE OF LOUISIANA DEPARTMENT OF HIGHWAYS 1956 ANNUAL REPORT

PLATE NO. 2
CHAPTER NO. 1

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

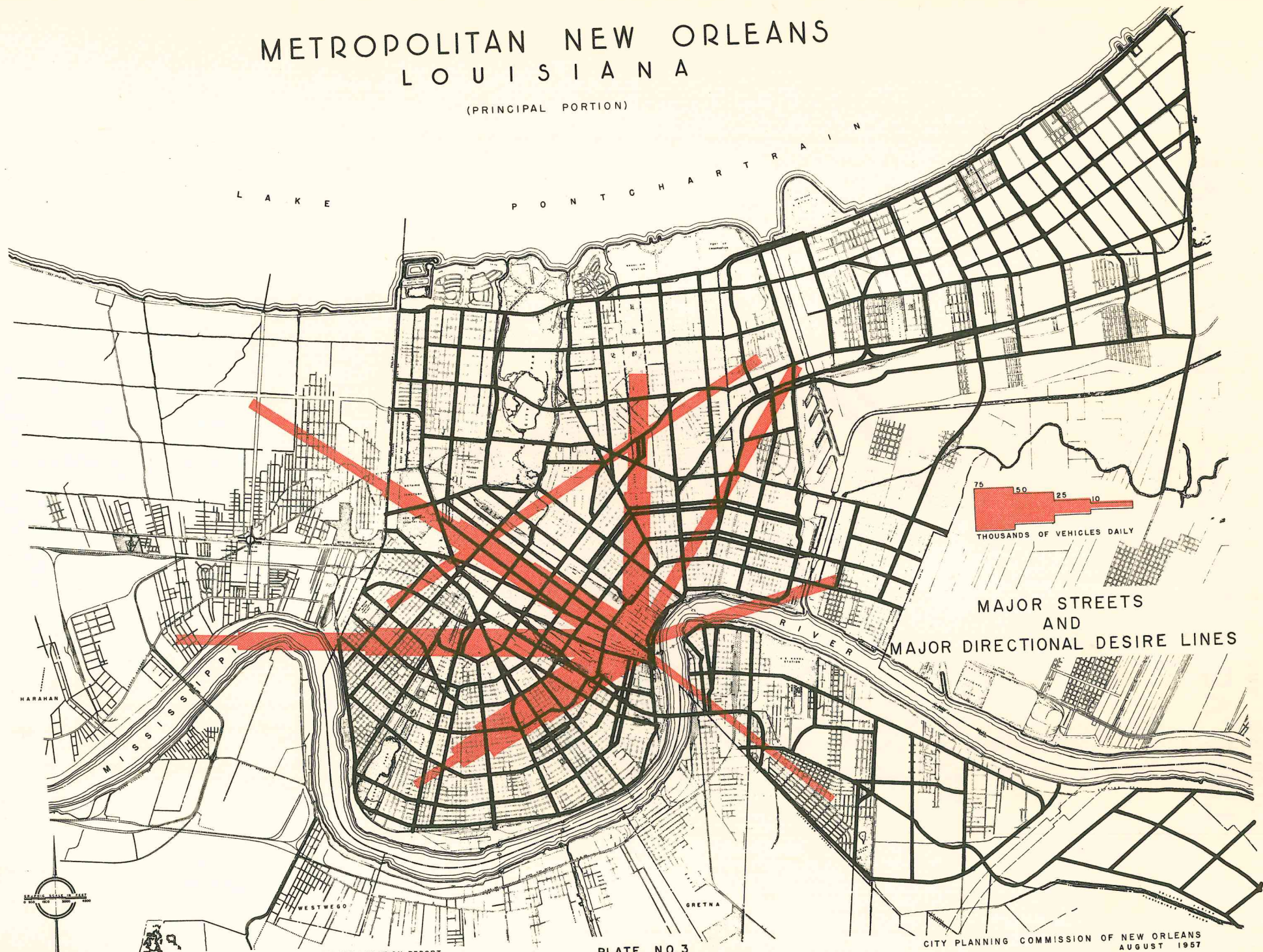
arterial routes becomes more apparent each day; definite plans have in some instances already been made for their location and construction. It is expected that these superarterial routes or freeways, when constructed, will suffice at least through the primary design period up to 1975, but these proposed systems will not only have to move the traffic from neighborhood to neighborhood, they will also have to move it into and out of our Central Business District with greater rapidity than has ever previously been experienced. It becomes necessary, therefore, that we re-examine our Central Business District from the viewpoint of its core, its frame, and its fringes to determine the effect that this increase in traffic, both vehicular and pedestrian, will have on the Central Business District, and whether there will be sufficient inter-

changes provided on these arterial routes to provide efficient movement into and out of the Central Business District.

A glance at Plate 4 shows how the problem is magnified when one considers the other modes of transportation. Besides the automobile, the street car, bus, taxi, and truck also enter and leave the Central Business District simultaneously thereby creating tremendous traffic congestion. This traffic congestion, in turn, brings about a gradual deterioration of economic productivity, which together with a mixture of all kinds of land uses and a growing obsolescence of many structures in the Central Business District, IS THE PROBLEM!

METROPOLITAN NEW ORLEANS LOUISIANA

(PRINCIPAL PORTION)

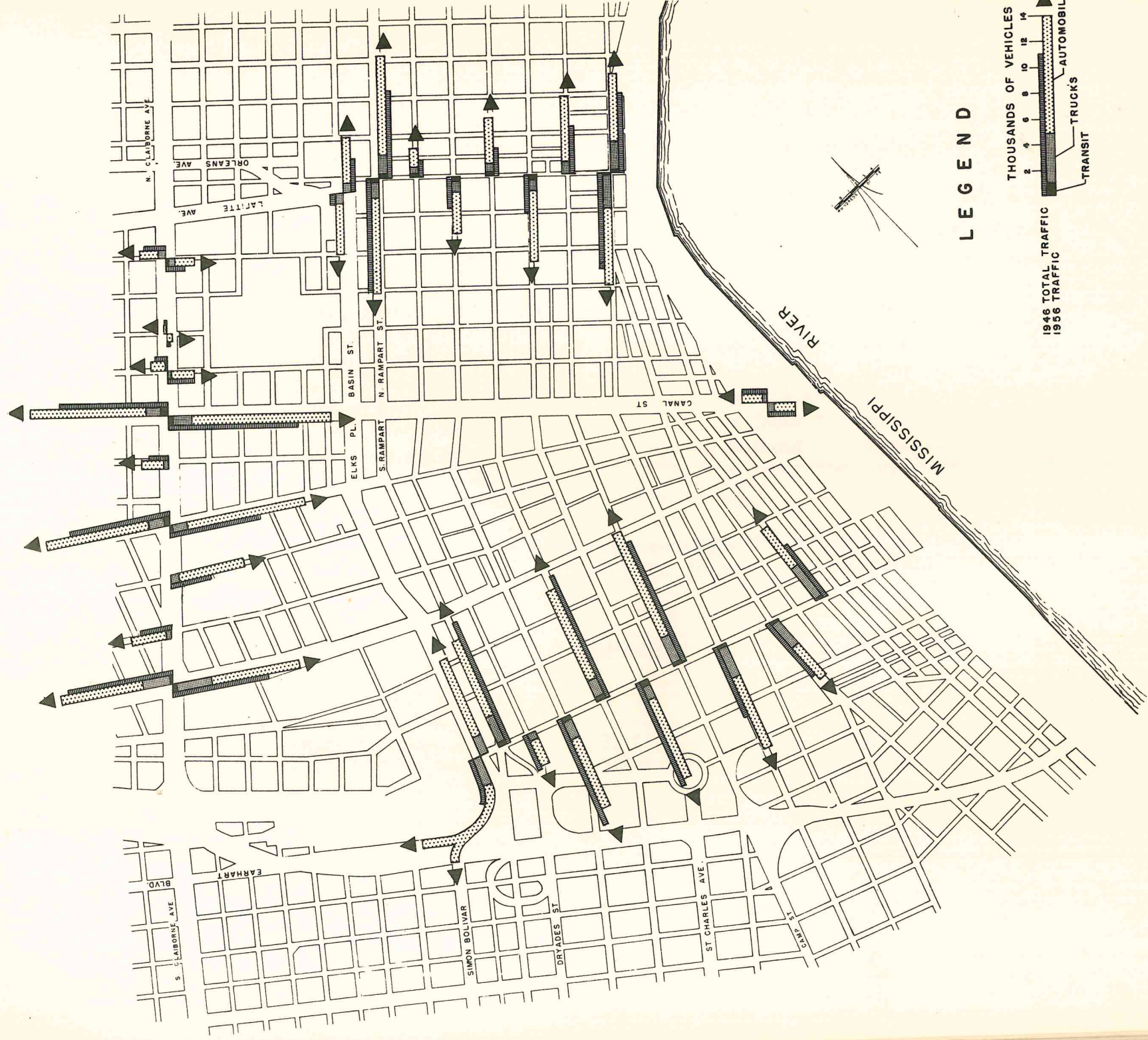


SOURCE: NEW ORLEANS INTERSTATE HIGHWAY ROUTE AND LOCATION REPORT
BY HOWARD, NEEDLES, TAMMEN & BERGENDOFF FOR LOUISIANA
DEPARTMENT OF HIGHWAYS

PLATE NO. 3
CHAPTER NO. 1

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

CENTRAL BUSINESS DISTRICT
NEW ORLEANS



1946 AND 1956
TWELVE HOUR TRAFFIC VOLUME
ENTERING AND LEAVING CENTRAL BUSINESS DISTRICT

SOURCE: NEW ORLEANS PUBLIC SERVICE INCORPORATED

CHAPTER II
NATURE OF THE PROBLEM

The nature of the problem is exemplified in a successive study of Plates 1, 2, 3 and 4. Here it can be seen that in 1880 the citizens of New Orleans and vicinity were occupying about 10 square miles, about 20 square miles in 1930, and about 40 square miles in 1950. It is anticipated that the metropolitan area in 1975 will cover some 100 square miles. The Central Business District is shown in the form of a heart which increases in size commensurate with the growth in each case.

The only conclusion that can logically be reached from a study of these plates is that this process of increased growth which causes greater traffic congestion on the limited street capacities in the downtown Central Business District CANNOT go on forever. Some technicians are of the opinion that it is approaching a saturation point now in 1957 - without the projected Mississippi River Bridge traffic, without the projected Interstate System traffic, and without the traffic generated by normal growth.

This fact becomes even more evident when one analyzes the following statistics interpolated from Figure 3 of the Wilbur Smith and Associates Report on "A Traffic Improvement Plan for Canal Street, New Orleans, Louisiana".

	<u>VEHICLES</u>	<u>PASSENGERS</u>	<u>VEHICLE/PASSENGER</u>
<u>TRANSIT</u>			
1946	3200	131,800	1/41.18
1956	3800	104,000	1/27.36
<u>AUTO</u>			
1946	58,000	101,800	1/1.76
1956	88,000	142,000	1/1.61

METROPOLITAN NEW ORLEANS LOUISIANA

(PRINCIPAL PORTION)

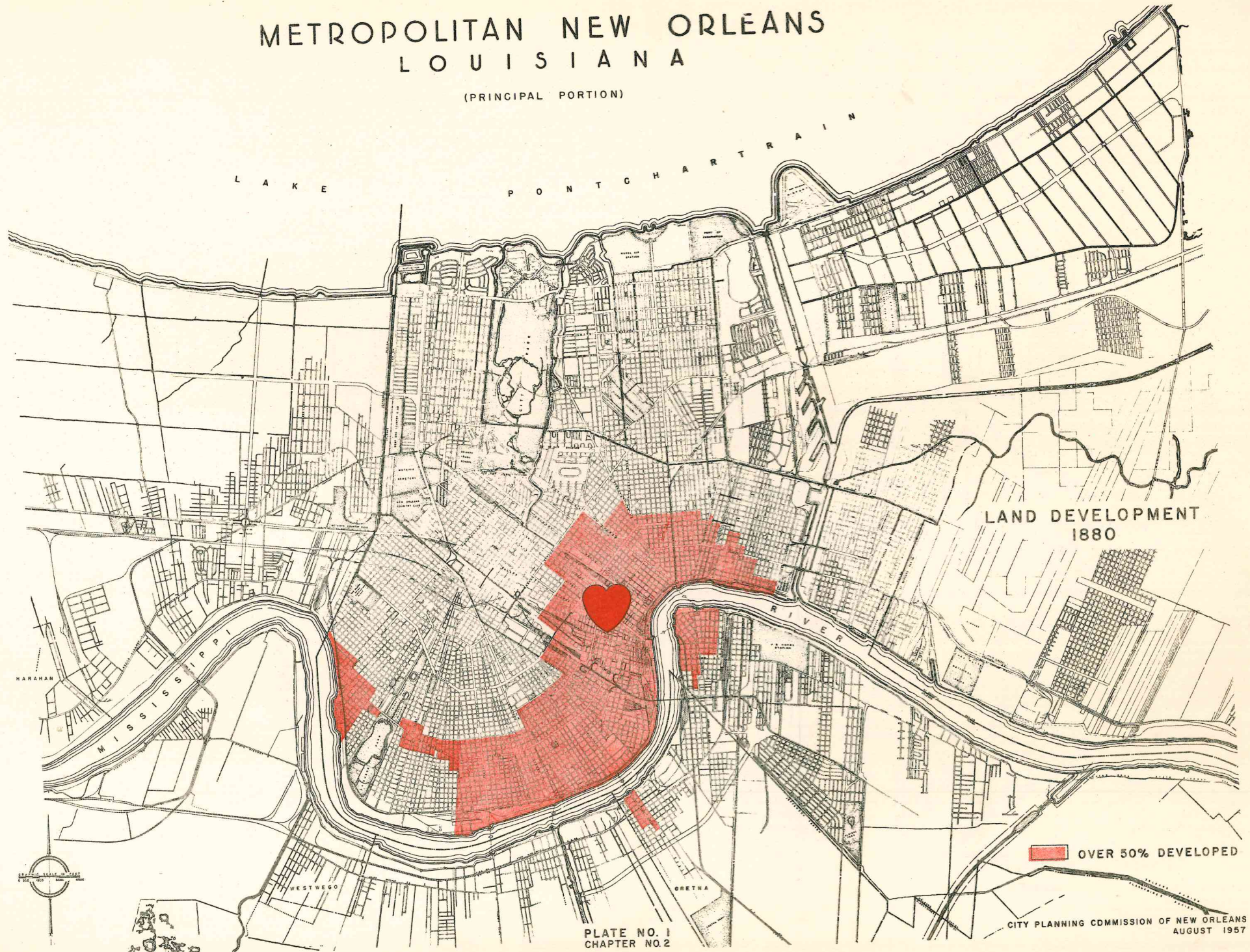
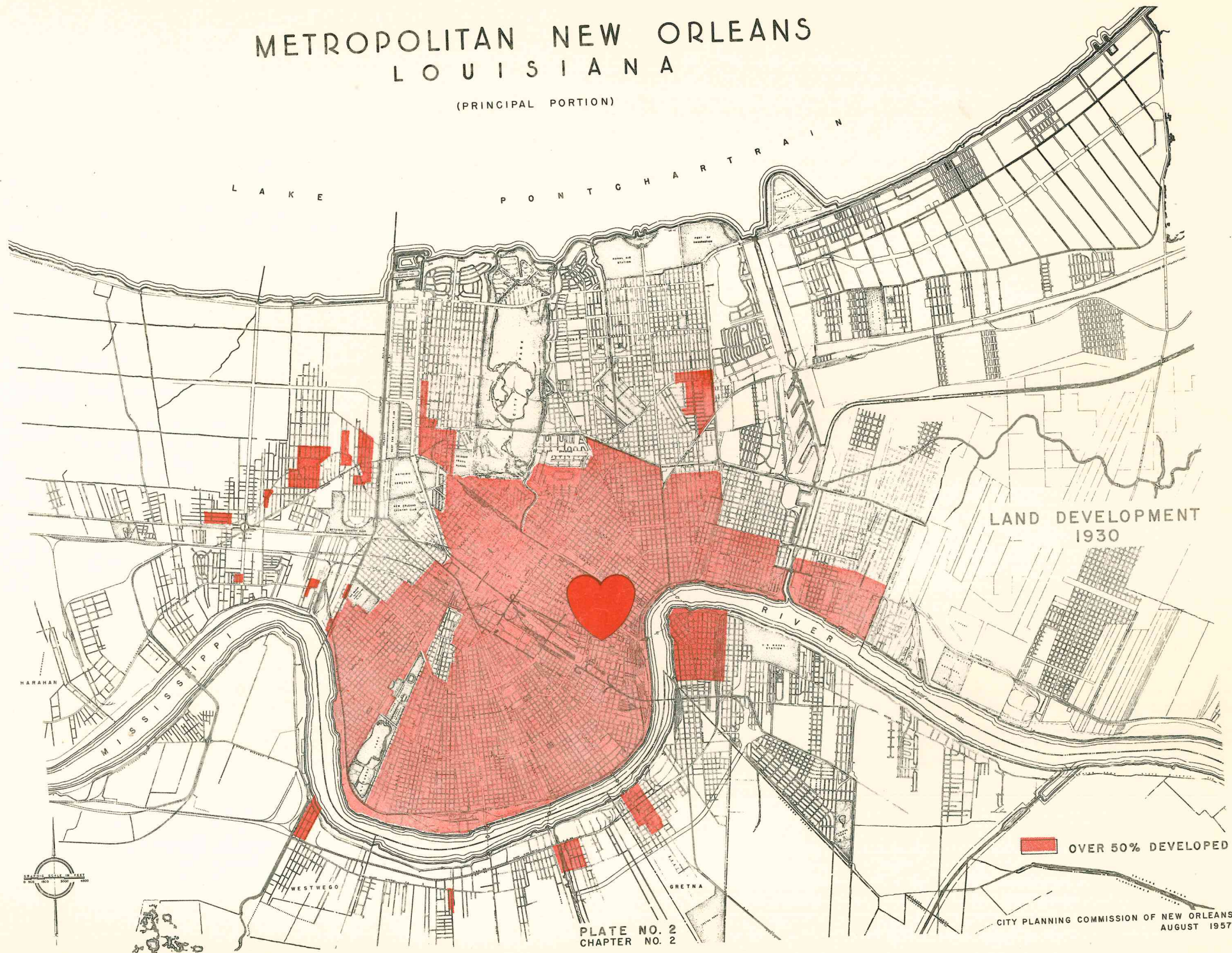


PLATE NO. 1
CHAPTER NO. 2

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

METROPOLITAN NEW ORLEANS LOUISIANA

(PRINCIPAL PORTION)



LAND DEVELOPMENT
1930

OVER 50% DEVELOPED

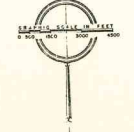
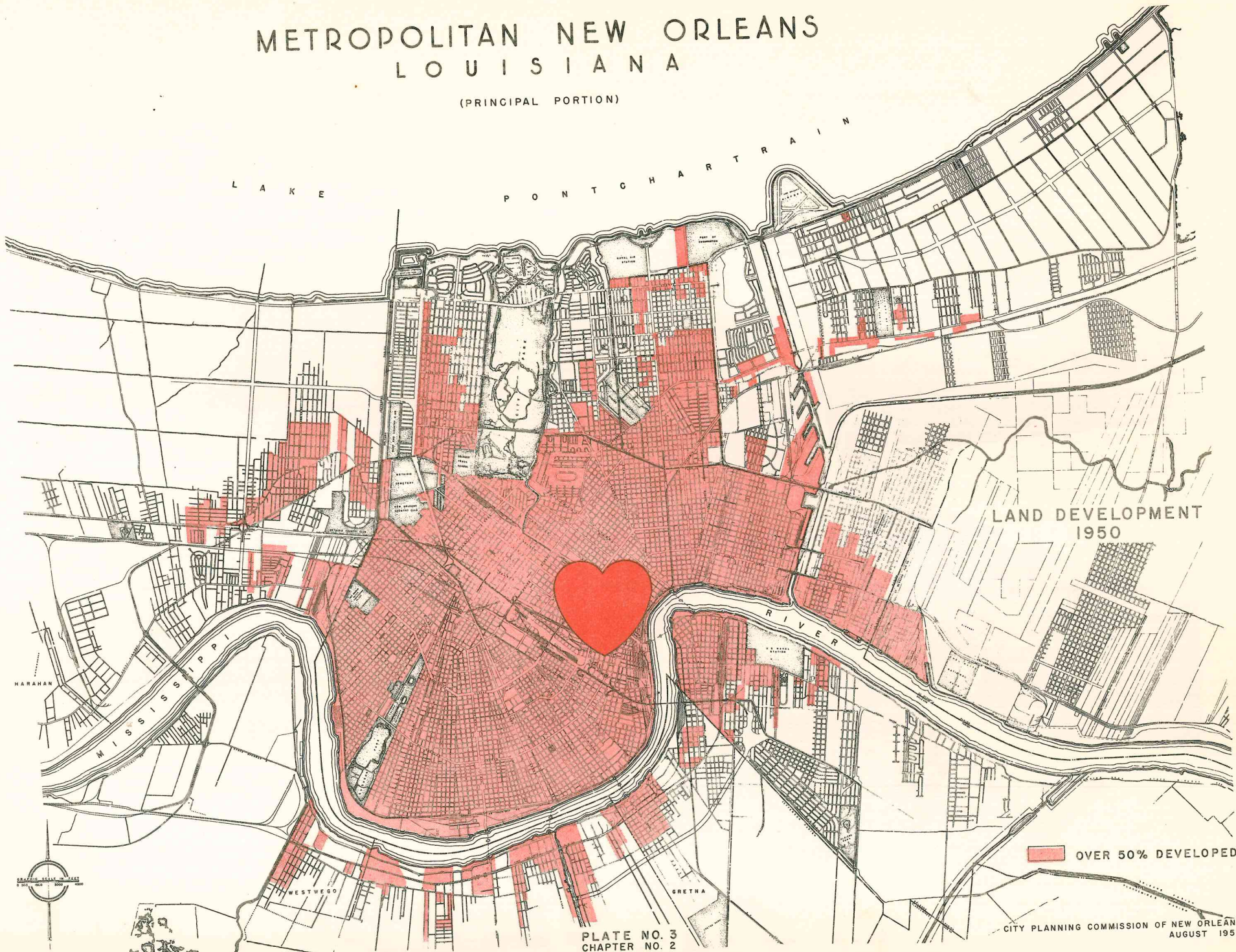


PLATE NO. 2
CHAPTER NO. 2

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

METROPOLITAN NEW ORLEANS LOUISIANA

(PRINCIPAL PORTION)



LAND DEVELOPMENT
1950

OVER 50% DEVELOPED

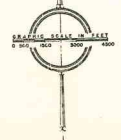
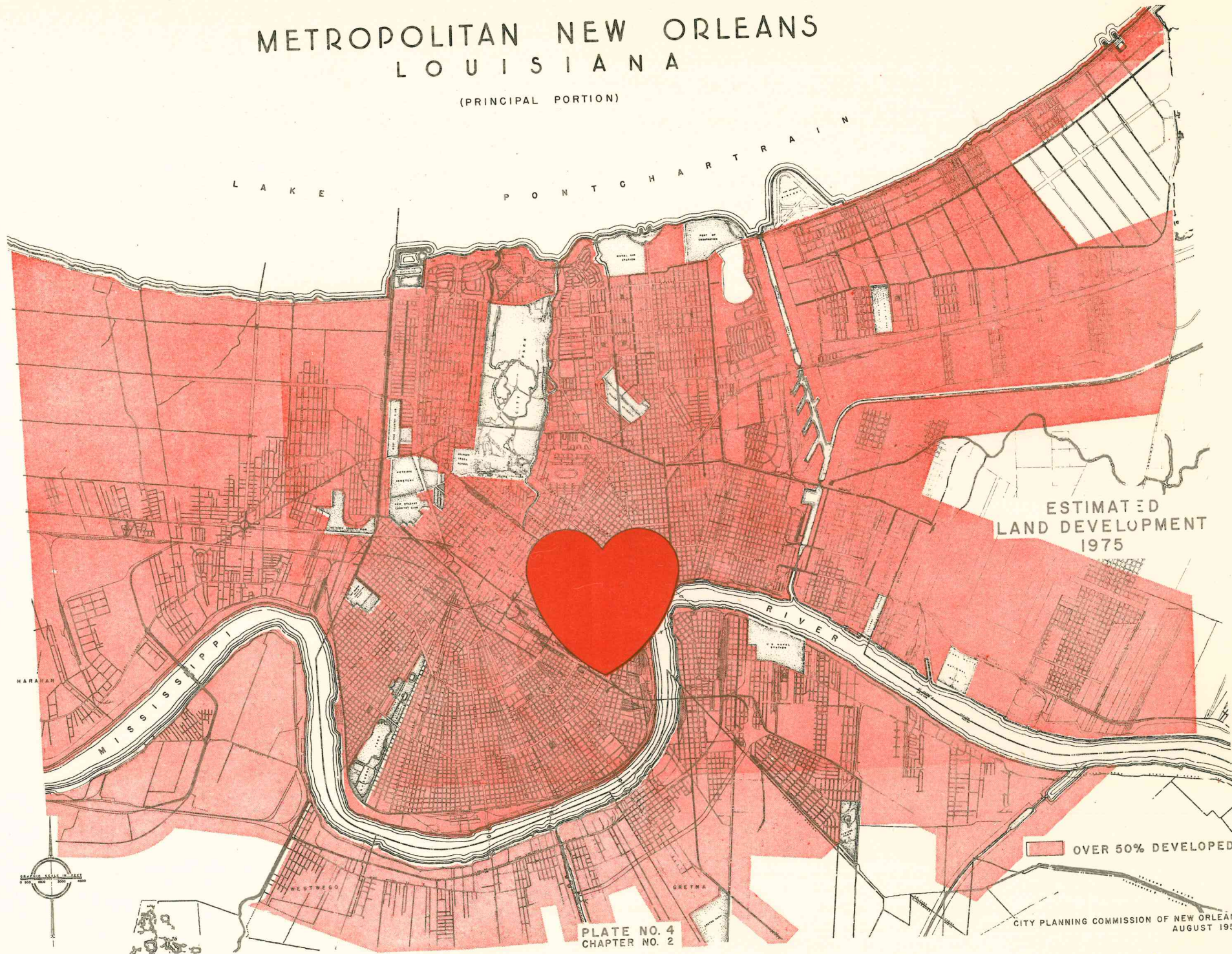


PLATE NO. 3
CHAPTER NO. 2

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

METROPOLITAN NEW ORLEANS LOUISIANA

(PRINCIPAL PORTION)



These statistics point out that although the number of transit vehicles entering the Central Business District in the last 10 years increased, the percentage of passengers carried by them has decreased. Similarly, the number of automobiles entering the Central Business District in the last 10 years has likewise increased but the persons carried by them on a persons-per-auto basis has also decreased. This clearly indicates a paradoxical trend in that we may anticipate an increase in total number of vehicles entering the Central Business District in the future but transporting fewer persons per vehicle - yet the total number of persons continues to increase.

The continuation of this trend could have a devastating effect on our Central Business District. It must be remembered that everything appears to be increasing except the extremely limited capacities of certain streets in the Central Business District which carry the greater part of the traffic. We have, in the last 20 years, consistently widened major streets, constructed overpasses and underpasses, and opened new streets, OUTSIDE of the Central Business District, but few physical improvements have been accomplished in the Central Business District proper.

In the next chapter we will examine the extent of this problem in the Central Business District.

CHAPTER III

EXTENT OF THE PROBLEM

Chapter III will attempt to provide some understanding of two major aspects of the problems now confronting the Central Business District. The chapter will not attempt to define the extent of the problem but will reveal changes which have occurred in the Central Business District, some of the current ideas about these changes, and perhaps most important, demonstrate the lack of sufficient information on which to base an adequate analysis of the problems of the Central Business District. It is hoped that a study of these two sections can focus the spotlight of popular interest and concern upon the extent of the problems.

The first section (Salvation or Suicide) of the chapter discusses the retail sales of the Central Business District as compared with the retail sales of the metropolitan area. It also shows a comparison of retail sales for New Orleans with other cities of similar size thus revealing the national trend and New Orleans' comparison with this trend. It cannot be emphasized too strongly that this is a brief analysis of only one of the many functions of the Central Business District. Before any plans can be developed for the Central Business District a similar analysis of other functions and their trends are necessary. A doctor does not examine one's leg only and from such an examination re-

commend surgery affecting the total body. Likewise, neither can any group or commission examine one function of the Central Business District and from that recommend a sound plan which will inevitably affect all functions of the Central Business District.

The second section (More People - More Parking) of the chapter projects the potential traffic problem for the Central Business District to 1990.

It has been developed by projecting existing figures which are available in various surveys which have been conducted by both public and private agencies. It does not attempt to fully measure the anticipated problem nor to specify the details but serves to demonstrate the need for any over-all survey to determine the extent of the problem.

This chapter is intended primarily to provide some insight into the extent and problems facing the Central Business District. Any conclusions, implied or stated, are intended only to demonstrate or emphasize some aspect of the problems of the Central Business District, and should not be interpreted as a solution.

SALVATION OR SUICIDE

The chart on the following page summarizes the retail store sales for selected cities throughout the nation. These particular cities were selected on the same basis chosen for their inclusion in the background studies, that of approximately the same population and similar commercial and industrial characteristics.

General trends which it reveals are:

1. Population growth is more rapid for the standard metropolitan areas than for the cities proper.
2. Retail sales have increased in both the Central Business District and the standard metropolitan areas.
3. The percentage increase in retail sales was greater for the metropolitan areas than for Central Business Districts.
4. There was a decrease in the percent of total sales of the standard metropolitan area which occurred in Central Business Districts.

In reference to New Orleans, it will be noted that between 1940 and 1950, the population for the city increased 15.3% and for the SMA 24.1%. In contrast to this from 1948 to 1954 the retail store sales increased 9.8% for the Central Business District, and 32.3% for the SMA. This indicates that the total sales increased at a slightly greater rate than did the population growth. However, the percentage of sales within the Central Business District increased at a rate far less than the population increase for either the city proper or the SMA. Although the dollar volume of sales increased for the Central Business District, the percentage of the total sales of the SMA which occurred in the Central Business District decreased from 43.0% in 1948 to 35.6% in 1954. This decrease in the percentage of total sales handled by the Central Business District may have varied interpretations.

One interpretation regards this as deterioration of our Central Business District and further contends that only intensive rehabilitation by sweeping street revisions and multiplying transit and parking facilities can the Central Business District be saved. Many proponents of this interpretation contend that the predominant mode of travel is becoming private automobile. Thus, the "salvation" of the Central Business District would lie in provision of adequate street area and parking facilities to accommodate all the cars.

SUMMARY STATISTICS ON RETAIL STORES SALES
FOR SELECTED CENTRAL BUSINESS DISTRICTS AND THEIR STANDARD METROPOLITAN AREAS

Selected Cities	1940 - 1950 % Population Growth		CBD Retail Store Sales (\$ million)		SMA Retail Store Sales (\$ million)		Percent Change in Retail Store Sales 1948-1954		CBD Sales as a percentage of SMA Total Sales	
	City	SMA	1954	1948	1954	1948	CBD	SMA	1954	1948
NEW ORLEANS	15.3	24.1	257	234	721	545	9.8	32.3	35.6	43.0
Atlanta	9.6	29.7	263	254	881	605	3.5	45.6	29.9	42.0
Birmingham	21.8	21.5	161	158	524	433	1.9	21.0	30.7	36.5
Buffalo	0.7	13.6	208	201	1330	997	3.5	33.4	15.6	20.2
Cincinnati	10.6	14.9	266	246	1119	854	8.1	31.0	23.8	28.8
Houston	55.0	52.5	380	345	1195	804	10.1	48.6	31.8	42.9
Memphis	35.2	34.7	125	135	588	479 ^{e)}	-7.4	16.5	22.4	28.2
Miami	44.8	84.9	125	112	972	574	11.6	69.3	12.9	19.5
Milwaukee	8.5	13.6	190	193	1145	904	-1.6	26.7	16.6	21.3
Seattle	27.0	45.2	214	204	948	713	4.9	33.0	22.6	28.6

Source: U. S. Bureau of the Census

e) Estimated

Close scrutiny reveals that such a solution is impossible. To construct streets and parking facilities sufficient to accommodate all passengers entering and leaving by private automobile would multiply the area of the Central Business District. Such a vast expansion of the Central Business District would force the passenger to spend an increasing percentage of time in travel between various points within the Central Business District. This in turn will increase internal traffic movement and congestion, and encourage "decentralization", the very process which already endangers the Central Business District.

Proponents of decentralization contend that only through such a "life-saving" transformation is there any hope of saving or retaining the vitality of the Central Business District. They contend that only by "decentralization" of the Central Business District can relief be gained from the pressures of traffic which leads ultimately to strangulation or "hardening of the arteries"---and degeneration of the Central Business District. Their prescription for relief of the traffic problems of the Central Business District would, paradoxically increase the traffic problem to encourage further decentralization. Obviously, there will not be any point at which traffic pressures will be alleviated short of total destruction of the Central Business District. Even then some question may be raised as to whether the problem had been eliminated or merely transferred to other points.

It is obvious that both positions may have some merit since they are based on identical facts and figures as portrayed by the preceding chart.

Conversely, these two opposing positions cannot both be sound, nor can either be a satisfactory basis for planning the future development of the Central Business District. Actually, the most realistic interpretation is probably somewhere between these two opposing viewpoints and must be influenced by changing functions of the Central Business District.

First, decentralization is merely a new name for an old phenomena which has been going on since the creation of the City of New Orleans. History reveals that the commercial center moved from the French Quarter to Canal Street and later shopping areas sprang up along Magazine Street and North Claiborne. Undoubtedly, such developments detracted from the sale which had previously been confined to the Quarter. Although it is doubtful if "decentralization" was used to describe this change, the process was the same; and it has not ceased since the founding of the city. The tremendous emphasis and publicity which this process has received in recent years is a reflection of the increased rate of "decentralization" which has occurred since World War II. Even this must be examined closely to determine whether the increase decentralization is:

1. A temporary adjustment compensating for the war years when the process of expansion was severely restricted by lack of facilities for private construction and transportation.
2. A relatively permanent trend which can be expected to continue through the

current planning period.

3. A combination of the two fore-mentioned trends.

Secondly, even though we are aware that there are more cars entering the Central Business District at the present than during any prior period, this does not necessarily indicate that the traffic problem is one of changing transportation media (preference of private automobile over public transit). In 1930, 55.8% of passengers entering the Central Business District came by automobile. In 1956, 54.6% of the passengers entering the Central Business District came by automobile. This indicates that relatively little change has occurred in the mode of entering the Central Business District contrary to the conclusions presented by many "interested" groups. The traffic problem, therefore, stems primarily from an increase in volume as a result of increased population rather than any great change in the mode of transportation.

We also must realize that the Central Business District can no longer function in the manner of the neighborhood theatre or the drugstore. These functions must be performed by commercial facilities within easy access to residential districts. There is occurring a change in the functions which the Central Business District had previously performed. For an illustration, technological developments have developed a greater need for "pencil pushers" than has ever existed previously in history. It can easily be demonstrated that a preponderance of the

recent construction within the Central Business District has been specifically designed to house these "pushers". Before we can fully evaluate any suggested solution for the problem of traffic congestion within the Central Business District, it is necessary for us to know and understand these functional transitions which are occurring. An architect cannot successfully design any structure without knowing its intended use, likewise, we should not attempt to design a street pattern for the Central Business District without some knowledge of the future functions of the area.

Again it must be remembered that these opposing thoughts and alternative solutions have been based upon only one function which the Central Business District performs. We must have knowledge of what has occurred by the way of expansion or contraction of other functions of the Central Business District such as:

- Banking
- Insurance
- Hotels
- Entertainment
- Government
- Hospitals
- Wholesaling
- General Business Offices

before we can adequately predict the future uses of the Central Business District.

Obviously an extensive survey must be conducted to determine changes in functions peculiar to the

Central Business District. Information developed from such a survey will reveal trends which may safely be projected into the future.

MORE PARKING - - MORE PEOPLE

Currently, the trend of passenger entry into the Central Business District is characterized by greater utilization of private automobiles in preference to the public transit system. Should this trend as developed between 1946-1956 be projected into the future, it would appear that all passengers would be entering the Central Business District by automobile in the year 1990 (See Plate 1). Such a development is merely a theoretical projection and obviously will not develop in reality; however, it does demonstrate that the increased usage of automobiles in preference to the transit system can be expected to continue during the ensuing planning period. This assumption is supported by the demonstrable fact that the total number of passengers entering the business district in 1946 increased from approximately 250,000 to 260,000 by 1956, an increase of 4%. During the same period the number of automobiles entering the Central Business District increased by 30,000 or approximately 52%. Should such a trend continue it is obvious that the existing street system could not possibly serve the needs of the increased automobile traffic entering the Central Business District.

Discounting the possibilities of any major change in the functions of the Central Business District in relation to the total metropolitan area, we can anticipate a minimum increase in passengers entering the Central Business District from 260,000

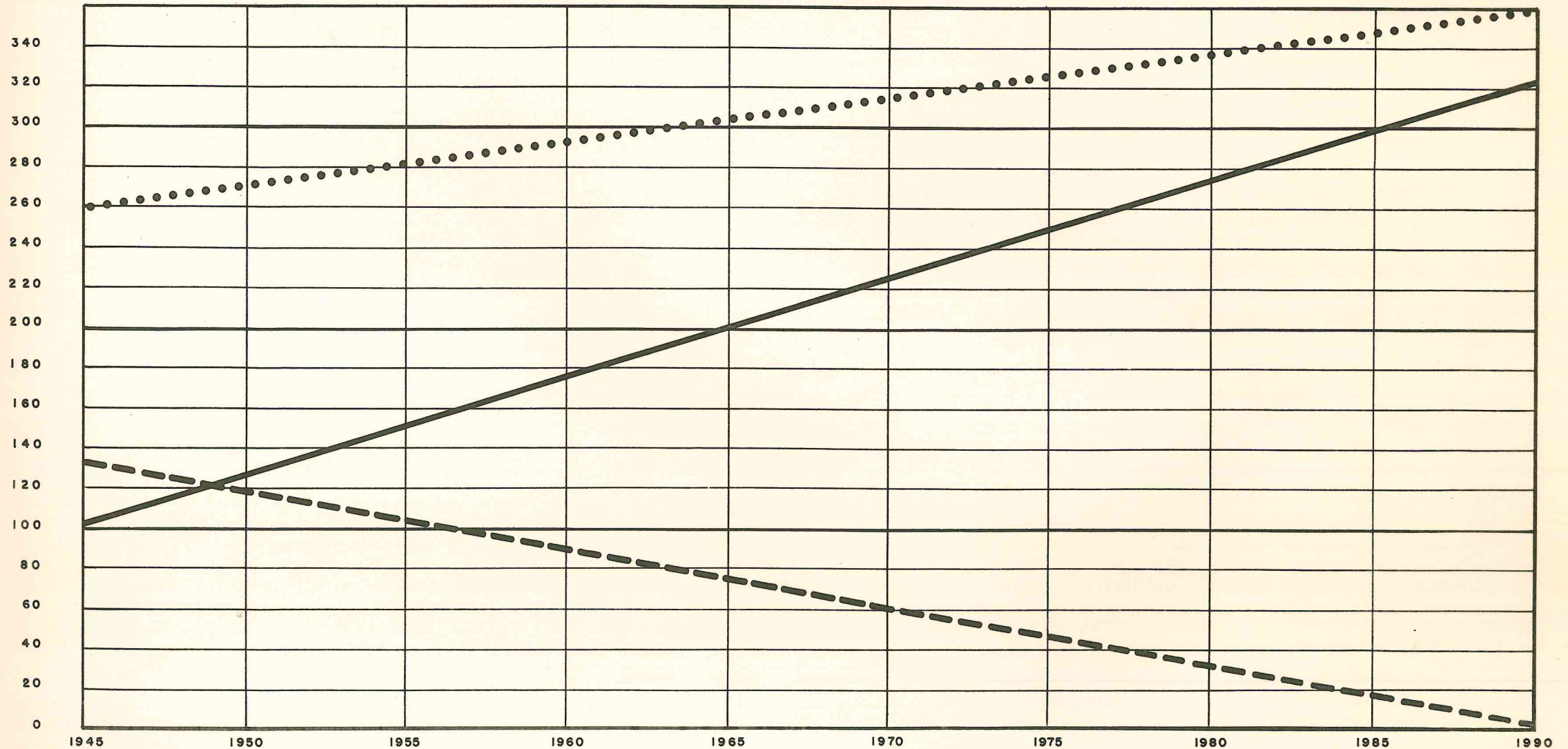
in 1956 to 350,000 by 1990 - approximately a 40% increase. This projection is undoubtedly conservative since it does not take into consideration the present construction programs, both private and public, which are currently under development or in the planning stage in the Central Business District. However, it may be regarded as a minimum consideration for evaluating alternatives to meet this increasing flood of passengers.

As cited previously, should the 1946-1956 trend toward greater use of automobiles in preference to the public transit system be continued until 1990, all passengers would be entering the Central Business District by private automobiles. Again, we realize that this theoretical projection will not actually occur (See Plate 1). The public transit system will always be utilized by a certain percentage of the total passengers entering any central business district. The recognizable general trend for metropolitan areas indicates that the larger the metropolis the higher the percentage using the public transit system. For New Orleans, we have arbitrarily selected 30% of the passengers entering the Central Business District as the minimum likely to use public transit. This selection unfortunately lacks satisfactory substantiating data but in all probability provides an adequate basis for projection of future requirements. If 30% of the passengers use the public transit system, then approximately 65%* will enter the Central Business District by automobile.

1946-1956 PASSENGER TREND FOR C.B.D. PROJECTED

ASSUMES THE PASSENGERS ENTERING THE C.B.D WILL CONTINUE TO USE PRIVATE AUTOMOBILES AT AN INCREASING RATE COMPARABLE TO THE 1946 - 1956 RATE.

NUMBERS IN THOUSANDS



LEGEND

- PASSENGERS BY AUTOMOBILE
- PASSENGERS BY TRANSIT
- TOTAL PASSENGERS

Assuming further that the ratio of passengers per automobile will remain relatively constant, we can expect 137,000 cars to enter the Central Business District by 1990 or an increase of 56%. This influx of automobiles will require major revisions in planning for the Central Business District if the indicated traffic load is to be accommodated. A minimum 70%** increase in the number of moving traffic lanes would be required to accommodate this 56% increase in the number of automobiles using Central Business District streets. This demand for additional traffic lanes will extend beyond the Central Business District to include major arteries throughout the metropolitan area.

* 5% will use truck and taxi and other modes.

** Assuming the Central Business District is near the saturation point this would call for a 56% increase. However, due to intersectional conflicts and unloading or loading in curb lanes, an additional 14% need is conservatively estimated.

Facilities must be developed to provide for the efficient and economic transportation of passengers to the Central Business District and for their movement within the core area. It is equally certain that the persons entering the core can participate in the activities of the Central Business District as pedestrians and pedestrians only. Cars do not purchase clothing at department stores. Cars do not adjust overdrafts at banks. Cars do not enjoy floor shows in hotels and theatres. Cars do not pay utility and tax bills.

Only as pedestrians can people participate in the functions of the Central Business District. Therein lies the paradox, for the tendency is to restrict their pedestrian activities to a minimum by allowing the private automobile to "usurp" those areas which are dependent upon pedestrians for their continuing existence.

The development of an outer belt consisting of the Pontchartrain Expressway, the Mississippi River Bridge, the Claiborne Expressway and Elysian Fields as six-lane major street will provide facilities adequate to handle the anticipated increase in vehicles to the Central Business District to some date beyond 1990. An additional 50,000 automobiles daily can be expected to enter - or attempt to enter - the Central Business District by 1990. Improvements which are currently planned or underway will accommodate a daily traffic load as follows:

Pontchartrain Expressway	- 60,000 (See Howard, Needles, Tammen and Bergendoff)
Claiborne Expressway	- 50,000
Elysian Fields 6-lane Major Street	- 30,000

Upon completion of adequate connections linking Pontchartrain Expressway, the Mississippi River Bridge, Claiborne Expressway and Elysian Fields to the Mississippi River, the outer loop for the Central Business District will be adequate to handle the

anticipated traffic increase. The "missing link" in the outer loop from the foot of Elysian Fields to the Mississippi River Bridge must be supplied by development of a route along the river front. Until the gap is filled in traffic moving from one segment to another must filter through the core of the Central Business District. Existing surface routes, already loaded to capacity, cannot absorb the increased traffic load which will be "dumped" into the Central Business District upon completion of major segments of the outer loop. Even conservative estimates of increased traffic loads indicate the inadequacy of any plan for arterial routes ringing the Central Business District which does not include a river front expressway.

The second phase of the problem is concerned with the expected effect of the increased traffic volume upon the traffic movements within and through the core of the Central Business District. Attempts to determine the extent of this problem have led to the formation of three approaches which we shall call "policies" - each of which presupposes certain conditions which would be necessary for the realization of any solution.

POLICY I - (See Plate 2)

Policy I assumes that there will be a continual decline in the use of public transit by passengers entering the Central Business District until a level of approximately 30% is reached. Approximately 65% of the total passengers will then be entering the core of the Central Business District by private automobiles, requiring an in-

crease of 56% in the vehicular traffic flow. This traffic will in turn require a minimum of 20 additional north-south traffic lanes and 18 additional east-west traffic. (This is based on 70% of the existing lanes for each direction).

A cursory examination of this proposed solution to the problems presupposes certain obvious factors:

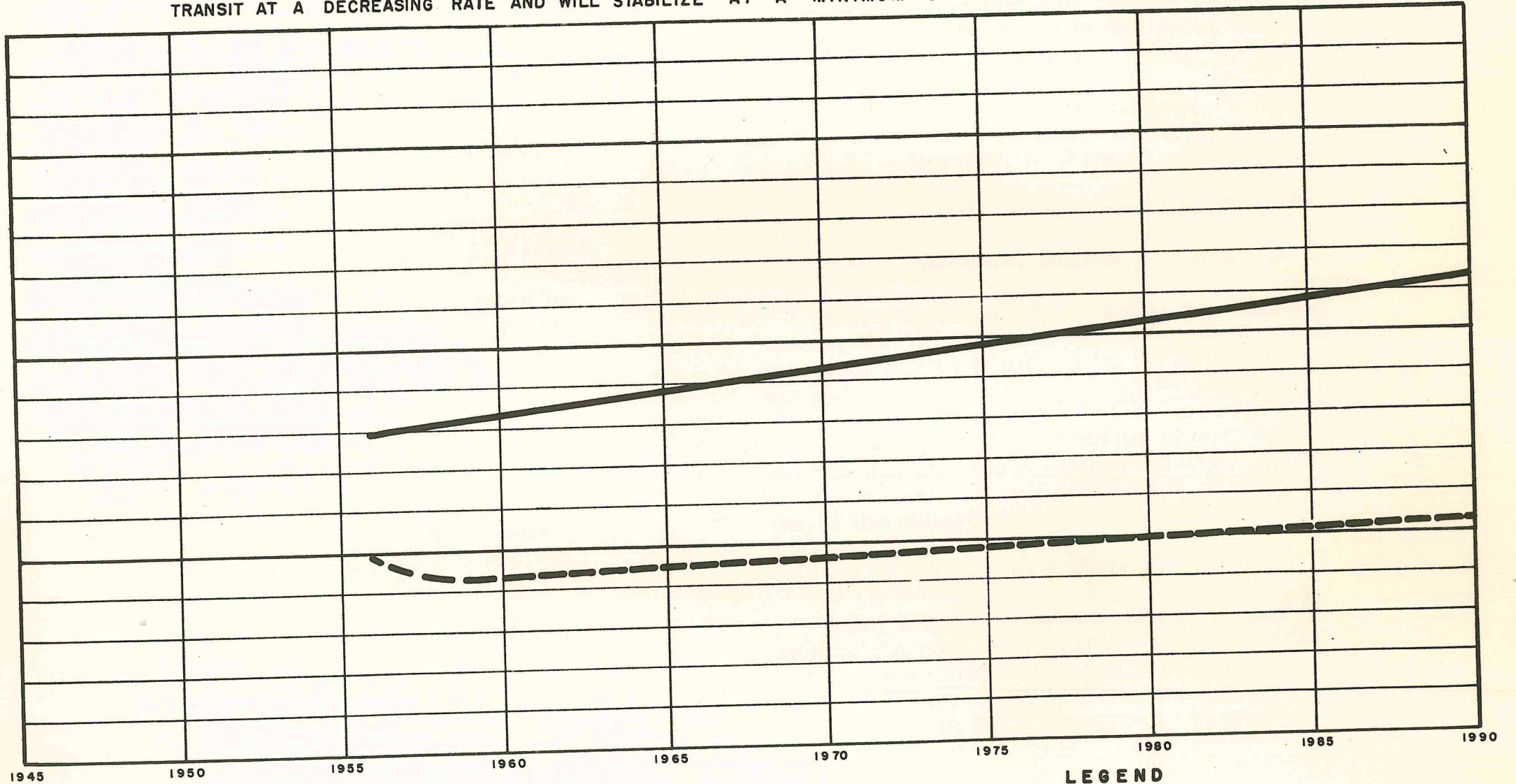
1. Additional lanes for north-south movements of traffic must be located between Loyola and the river front.
2. A north-south 6-lane major street paralleling the Mississippi River between the foot of Elysian Fields and the Mississippi River Bridge will be absolutely necessary.
3. Full utilization of existing streets will require rigid parking limitations.
4. Loyola-Basin-North Rampart would be developed as an 8-lane major thoroughfare.
5. Additional lanes for east-west movement of traffic should be provided between Poydras and Orleans. Julia would serve as a main artery for traffic movements between the Pontchartrain Expressway and the river front. Esplanade would serve a similar function for the traffic movement from Claiborne Avenue to the river front. These two streets and

POLICY I

ASSUMES THE PASSENGERS ENTERING THE C·B·D WILL CONTINUE TO USE THE PUBLIC TRANSIT AT A DECREASING RATE AND WILL STABILIZE AT A MINIMUM OF 30% BY 1960

NUMBERS IN THOUSANDS

340
320
300
280
260
240
220
200
180
160
140
120
100
80
60
40
20
0



LEGEND

— PASSENGERS BY AUTOMOBILE
- - PASSENGERS BY TRANSIT

PLATE NO.2
CHAPTER NO.3

AUGUST 1957

the proposed north-south connections would deflect water front-bound traffic around the core of the Central Business District.

6. Poydras Street would be widened to a 6-lane thoroughfare from S. Broad to S. Peters.
7. Canal Street would be widened to 8-lanes from S. Broad to S. Peters.
8. Orleans would be widened to 6-lanes from S. Broad to S. Rampart.
9. Esplanade would be widened to 4-lanes from the river to North Claiborne.
10. Tulane would be widened to 8-lanes from N. Rampart to S. Broad.
11. A one-way traffic pattern would be imposed upon all east-west streets between poydras and St. Peter.

In this manner 22 additional north-south lanes and 18 east-west lanes would be made available, capable of absorbing the increased flow of traffic at the level of congestion currently prevailing. Special emphasis must be placed upon routes circumventing the Vieux Carre, which imposes

limitations upon access to Canal Street from the north.

Unless the end result is to be masses of automobiles endlessly milling about the improved streets, tremendous parking facilities must be provided adjacent to the core area. Preferable locations for parking garage concentrations:

1. Loyola, Poydras, S. Rampart, Tulane
2. Iberville, N. Rampart, Toulouse, Basin
3. Canal, Decatur, Bienville, N. Front.
4. Magazine, Poydras, S. Peters, Canal

Drastic legislative action would be necessary, insuring that any new construction would be required to provide off-street parking for all potential employees and clientele. This must not be under-rated. Our present zoning ordinance does not require off-street parking facilities within the Central Business District; this situation is paradoxical since the area of greatest need for such facilities is relieved by law of the obligation for providing them!

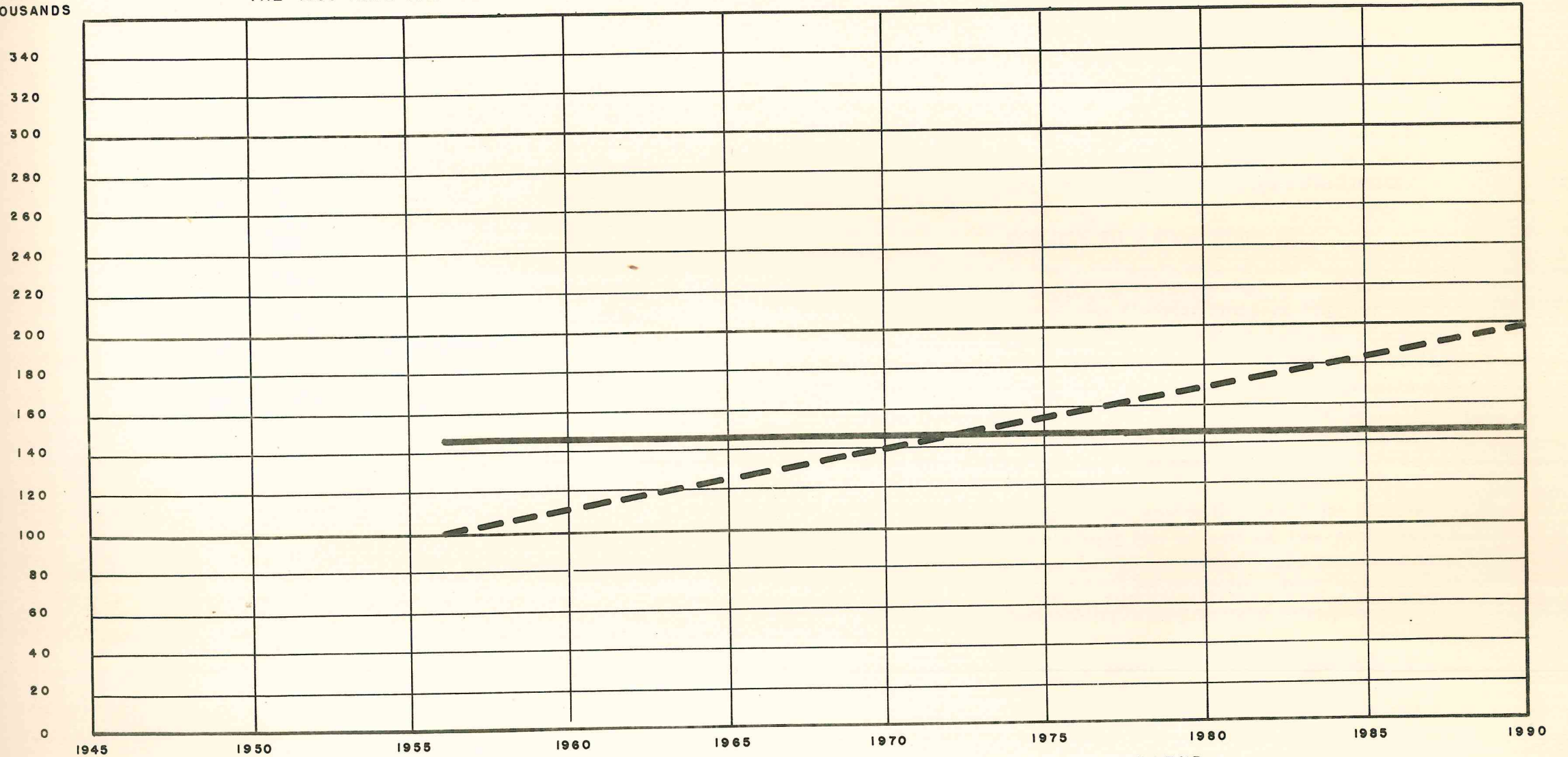
POLICY II - (Plate 3)

Policy II assumes that the number of cars entering the core of the Central Business District would remain constant and that the anticipated increase in passengers would utilize the public transit system. This approach presupposes the provision of parking space on the fringe areas of the Central Busi-

POLICY II

ASSUMES THE PASSENGERS ENTERING THE C·B·D· BY PRIVATE AUTOMOBILE WILL REMAIN CONSTANT AT THE 1956 RATE AND THE INCREASE IN PASSENGERS ENTERING THE C·B·D· WILL USE PUBLIC TRANSIT.

NUMBERS IN THOUSANDS



LEGEND

— PASSENGERS BY AUTOMOBILE
- - PASSENGERS BY TRANSIT

ness District with an adequate and efficient transit system to provide passenger movement into and through the Central Business District. The city has not yet evolved any policy relative to integrated parking-transit services, but there is already a perceptible pattern wherein private vehicles are being parked along streets adjacent to transit lines for day-long periods. This voluntary practice provides evidence to support the contention that passengers bound for the Central Business District will utilize fringe parking if there is ready access to rapid, economical transit service. There is cause for alarm in that the residential character of the streets being utilized in this manner is inevitably endangered.

The policy approach explained herein is predicated upon a popular preference for public transit over private automobiles; such a preference demonstrably can be stimulated. Relatively simple measures can be initiated, as for instance:

1. Spacious fringe parking facilities imposing economically attractive rates.
2. Operation of express busses from Canal Street to these fringe parking areas.
3. An adequate shuttle service with stops at two-block intervals through the core of the Central Business District.
4. The development of Canal Street

for use by pedestrians predominately from University Place to Tchoupitoulas.

5. Ultimate establishment of express routes for rapid transit.
6. Limitation and ultimate prohibition of parking garages or lots within the heart of the Central Business District.
7. Limitation and ultimate prohibition of curb parking on Central Business District streets except in specified areas.

POLICY III - (See Plate 4)

This third approach assumes that the ratio of passengers entering the Central Business District via automobile and transit will remain relatively constant, representing a compromise between Policies I and II. This approach requires the application of elements from both former policies in any acceptable form designed to discourage the entry into the Central Business District of private automobiles.

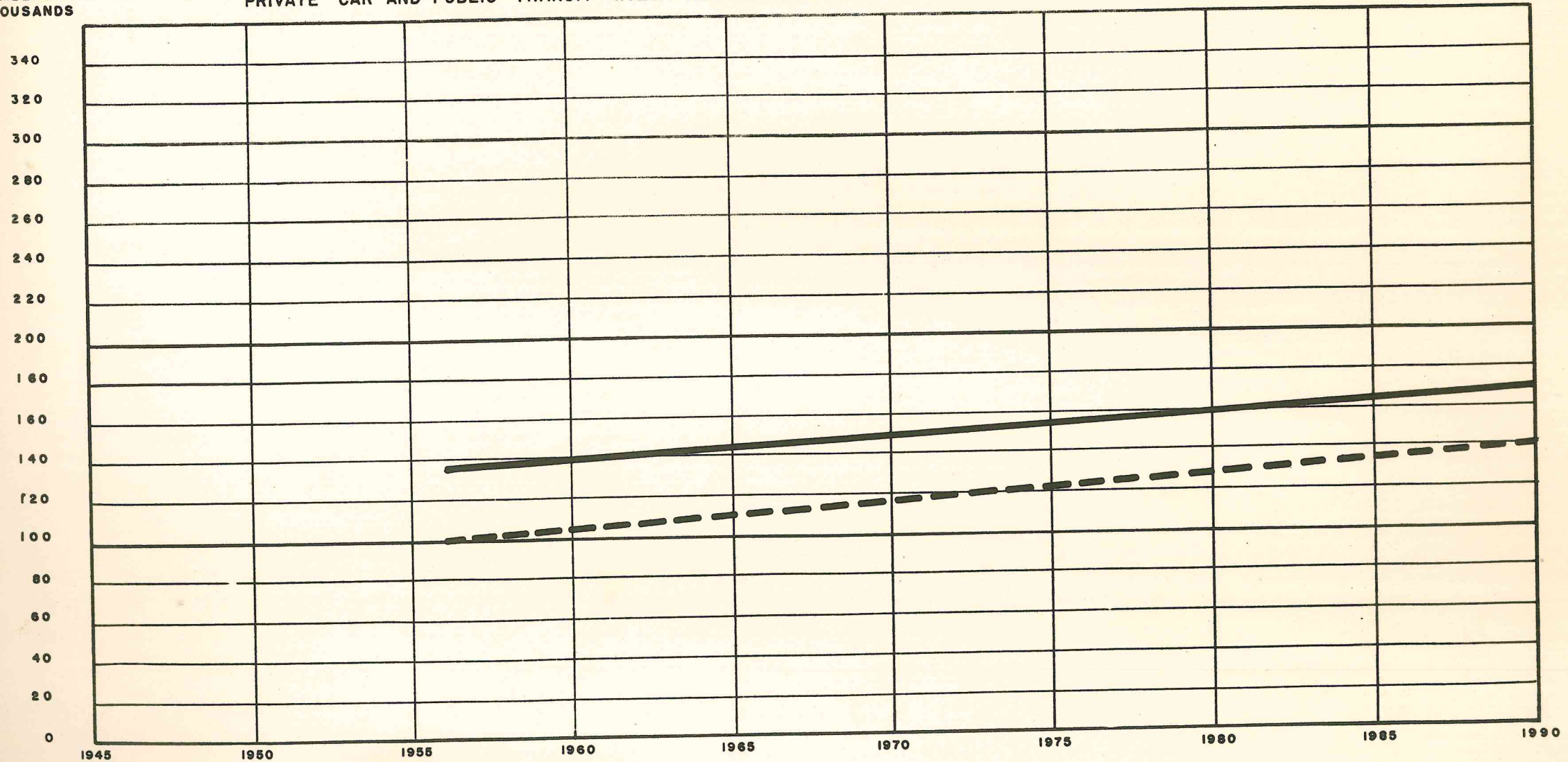
Basic to selection of any policy must be studies and surveys establishing the extent of the problem; attention then must be given to the costs involved in making the intended improvements. It is safe to assume that desirability will generate acceptance.

The goal must remain the same, regardless of the policy adopted - the continuing vitality of the Central Business District. Until a workable guiding policy can be formulated, piecemeal plans and

POLICY III

ASSUMES THAT THE PERCENTAGES OF PASSENGERS ENTERING THE C. B. D. BY PRIVATE CAR AND PUBLIC TRANSIT WILL REMAIN CONSTANT AT THE 1956 RATE.

NUMBERS IN THOUSANDS



LEGEND

- PASSENGERS BY AUTOMOBILE
- PASSENGERS BY TRANSIT

efforts may prove wasteful or even disastrous. To avoid a piecemeal attempt, let's find out where we are (the problem) where we want to go (the policy) and how best to get there (the plan).

Other cities have already blazed a trail; we would be wise to observe their efforts and benefit by their experience. The next chapter illustrates approaches developed by other comparable cities.

CHAPTER IV APPROACHING THE PROBLEM IN OTHER CITIES

The problems afflicting the Central Business District is not unique to New Orleans. Most cities throughout the United States are confronted with the same difficulty - - the maintenance and continuation of the Central Business District as the economic heart of the metropolitan area. Some cities are in the "talking about it" phase - recognizing the problem and trying to determine its extent; others are in the "walking into it" phase - - planning the solution and transposing plans from the drafting board into action. Both phases are of interest to us. A survey was conducted as mentioned earlier to determine progress (or lack of it) in comparable cities throughout the eastern half of the United States. Six of the metropolitan areas appeared to be the equivalent of the New Orleans area in major respects, and have formulated concepts adaptable to the local situation. The selected cities are: Atlanta, Georgia; Baltimore, Maryland; Cincinnati, Ohio; Detroit, Michigan; Kansas City, Missouri; and Pittsburgh, Pennsylvania.

Presented in this chapter are six plates showing plans for the continuing development of the Central Business District of each of the selected cities. Although the plates vary in the degree of detail most of them are self-explanatory. Plans presented in these plates are indicative of the

problems confronting the various cities.

One problem recognizable in all the plates is the ever increasing number of automobiles entering the Central Business District. One aspect of this problem concerns movement of traffic to and from the Central Business District. This is expressed in varying terms like expressway, freeway, intercity viaduct and major street, but all having the same fundamental purpose, that of rapid traffic movement between the Central Business District and the remainder of the metropolitan area. Another aspect of this problem concerns the movement of traffic within the Central Business District, reflected by such terms as perimeter streets, service access streets, traffic thoroughfares, and penetration loops. Regardless of terminology the purpose is identical - lessening of traffic congestion within the Central Business District. A third aspect of this trend toward increased automobile congestion in the Central Business District concerns the increased need for parking facilities, demonstrated by the terms: close-in parking, fringe-parking, underground garages, parking concentrations, public parking authority, and parking facilities. Again, regardless of the terms used the purpose is to provide adequate parking area with easy access to the Central Business District.

Another problem indicated on the various plates

is that of pedestrian mobility. This is reflected by such terms as overhead pedestrian ways, pedestrian preserves, parks and pedestrian ways, pedestrian-transit core, pedestrian centers. All these terms imply certain areas which are restricted to use by pedestrians only, recognizing that the pedestrian and not the automobile will determine the future of the Central Business District and that anything that impedes the pedestrian likewise impedes the future of the Central Business District.

Another problem confronting the various cities is a determination of the varied functions which the Central Business District is to perform for the metropolitan area and the most efficient arrangement and location of these functions in terms of current land uses and future development. This problem is reflected on the plates by such terms as: cultural center, civic center, financial district, former market area, garment district, retail shopping area, public use, industry, medical center, and government center. Most of the plates reveal two general trends. The first indicates gradual removal of industrial and low density residential uses from the Central Business District; the second is toward the concentration of a single use or closely related uses within a specific area of the Central Business District.

The first trend is apparently based on the assumption that low density residential and industrial uses do not harmonize with the generally accepted functions of a Central Business District. In general, the space necessary for efficient industrial usage can be more economically secured

outside the Central Business District; likewise low density residential uses cannot provide the desirable open spaces within the Central Business District where space is at a premium. The second trend, concentrating uses or allied uses within specific areas, tends to reduce traffic circulation. For example, if most of the major retail stores are located in one area the amount of traveling necessary for a shopper to complete his or her business is minimized.

The major problem of the Central Business District is the blending of these use concentrations adequately interwoven with traffic and pedestrian ways to insure maximum efficiency of the total Central Business District, securing its position as the economic heart of the metropolitan area. Each of the plates represents individual attempts to achieve this goal, fully utilizing the unique characteristics of each city.

From the vast amount of knowledge and experience developed by the survey, various ideas, concepts, and principles were selected for application to the City of New Orleans, and specifically to its Central Business District. Some were accepted, others rejected, and many were modified, but from this process began to emerge a prospectus for the Central Business District of New Orleans, based on a realization that the problems were shared by many cities throughout the country and that whatever differences existed stemmed from unique characteristics of each city rather than a difference in the problems themselves. It is appropriate that this report should recognize the excellent cooperation extended by varying public and private groups con-

tacted during this survey; without their invaluable assistance this report would not have been possible.

The following chapter presents the prospectus which has been developed for the Central Business District of New Orleans. It cannot be emphasized too strongly that it is a prospectus and not a plan - a guide to show what must be done before determining THE final plan for the future development of our Central Business District.

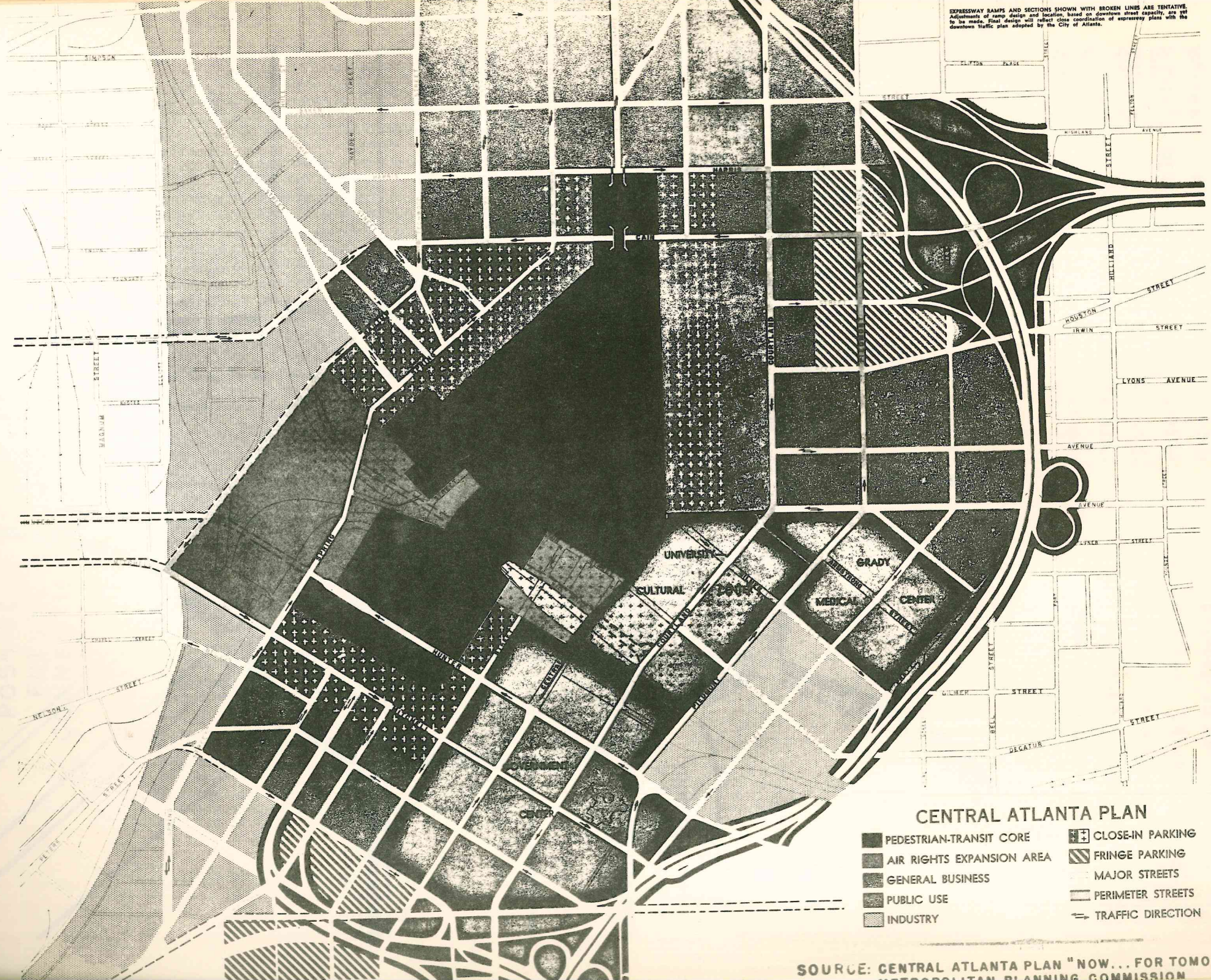
Before studying the prospectus for the Central Business District of New Orleans, - we shall review briefly the past and current approaches toward solving the problems of New Orleans' Central Business District. Diverse studies and programs for the future development of our Central Business District have been initiated, e. g., the Wilbur Smith Plan for redesigning Canal Street; the Moses Report proposing a riverfront route; the Howard, Needles, Tammen and Bergendoff Study for the Interstate System including the Claiborne Expressway; a study of our public building groups; the actual construction of thoroughfares such as Loyola-Basin; erection of the Iberville Housing Project; the development of the medical center; passage of legislation assuring the preservation of the Vieux Carre and other studies, reports and construction programs. Each of these has been conducted with the best interest of the city in mind; most of them have been thoroughly studied by experts and usually deemed sound projects by both government and private interests. Unfortunately, most of them have been concerned with a specific

problem and little consideration was given to their collective effect upon the total Central Business District. This is not intended to reflect discredit upon individual projects but rather to demonstrate the type of "piecemeal" planning for the Central Business District which has been prevalent in the past.

Unless attention is given to the development of an overall plan for the Central Business District, this piecemeal planning, although not intentional, can prove harmful or even destructive in the long run. Consider, for example, the location of the Iberville Housing Project. Conceived as a worthy project, designed to provide needed housing and clear a deteriorated area, its location now constitutes a barrier to the expansion of the Central Business District. It is obvious that the project straddles potential traffic arteries and occupies a logical area of expansion for the Central Business District. This is not to imply that this housing project should be demolished but it does show what happens when piecemeal planning is permitted to guide and control development of our Central Business District.

Coordinated development of our Central Business District requires a general plan acceptable to private and public interests insuring that our Central Business District will continue to perform its proper functions in the most efficient manner economically attainable. With this thought in mind, let us move on to the prospectus which presents a general outline to be followed in developing an overall plan for the Central Business District.

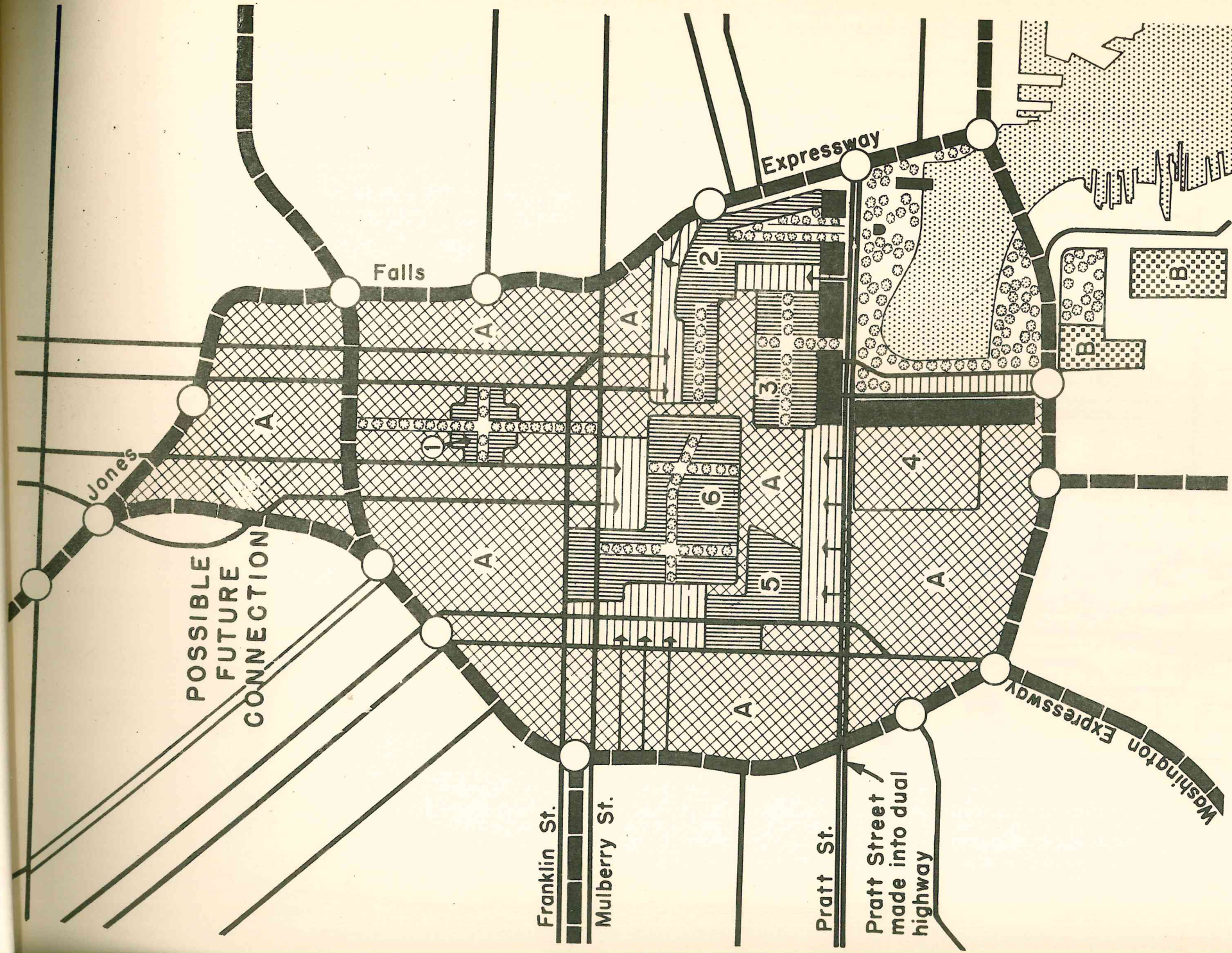
EXPRESSWAY RAMPS AND SECTIONS SHOWN WITH BROKEN LINES ARE TENTATIVE. Adjustments of ramp design and location, based on downtown street capacity, are yet to be made. Final design will reflect close coordination of expressway plans with the downtown traffic plan adopted by the City of Atlanta.



CENTRAL ATLANTA PLAN

- PEDESTRIAN-TRANSIT CORE
- AIR RIGHTS EXPANSION AREA
- GENERAL BUSINESS
- PUBLIC USE
- INDUSTRY
- ⊕ CLOSE-IN PARKING
- ▨ FRINGE PARKING
- MAJOR STREETS
- PERIMETER STREETS
- TRAFFIC DIRECTION

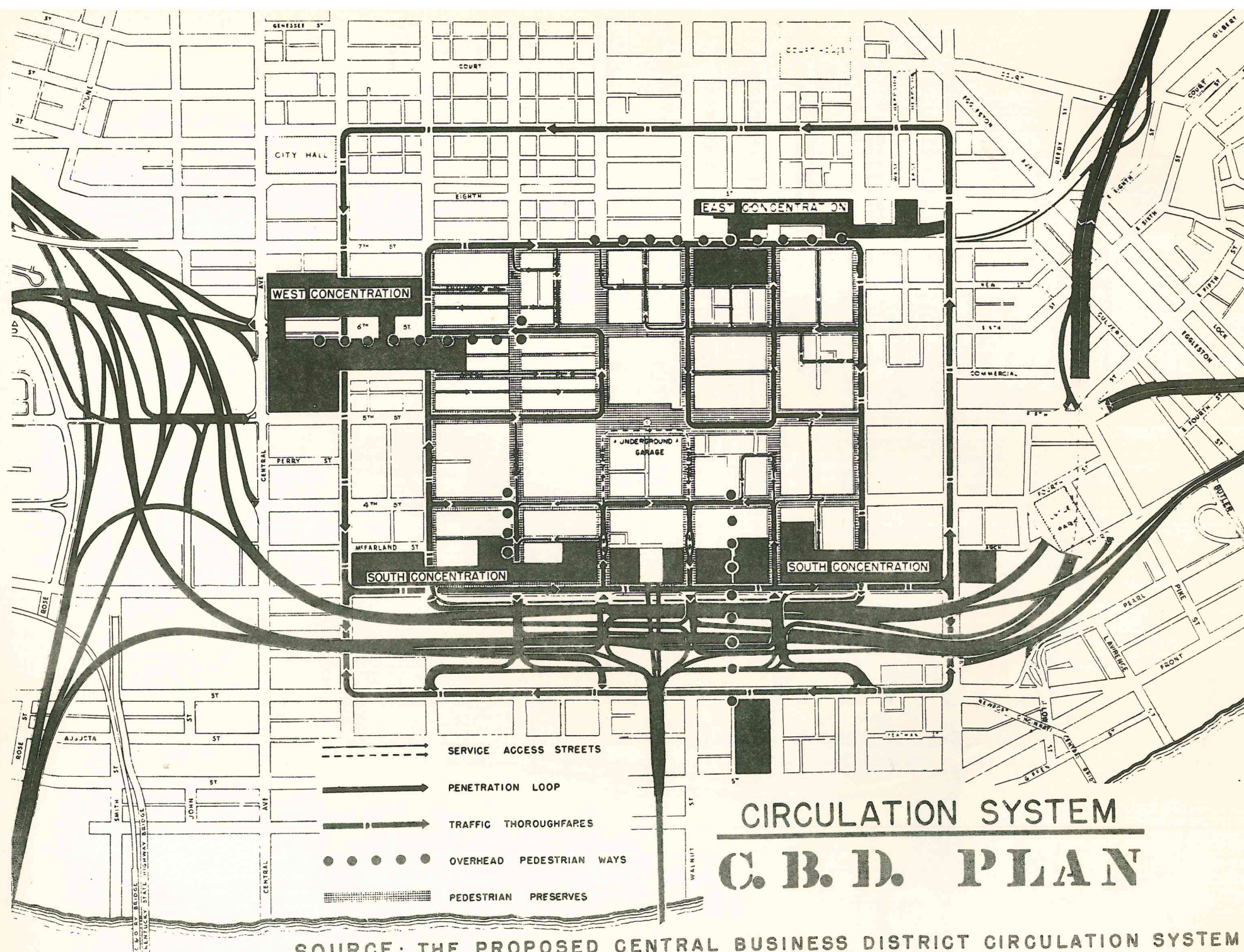
SOURCE: CENTRAL ATLANTA PLAN "NOW... FOR TOMORROW"
METROPOLITAN PLANNING COMMISSION



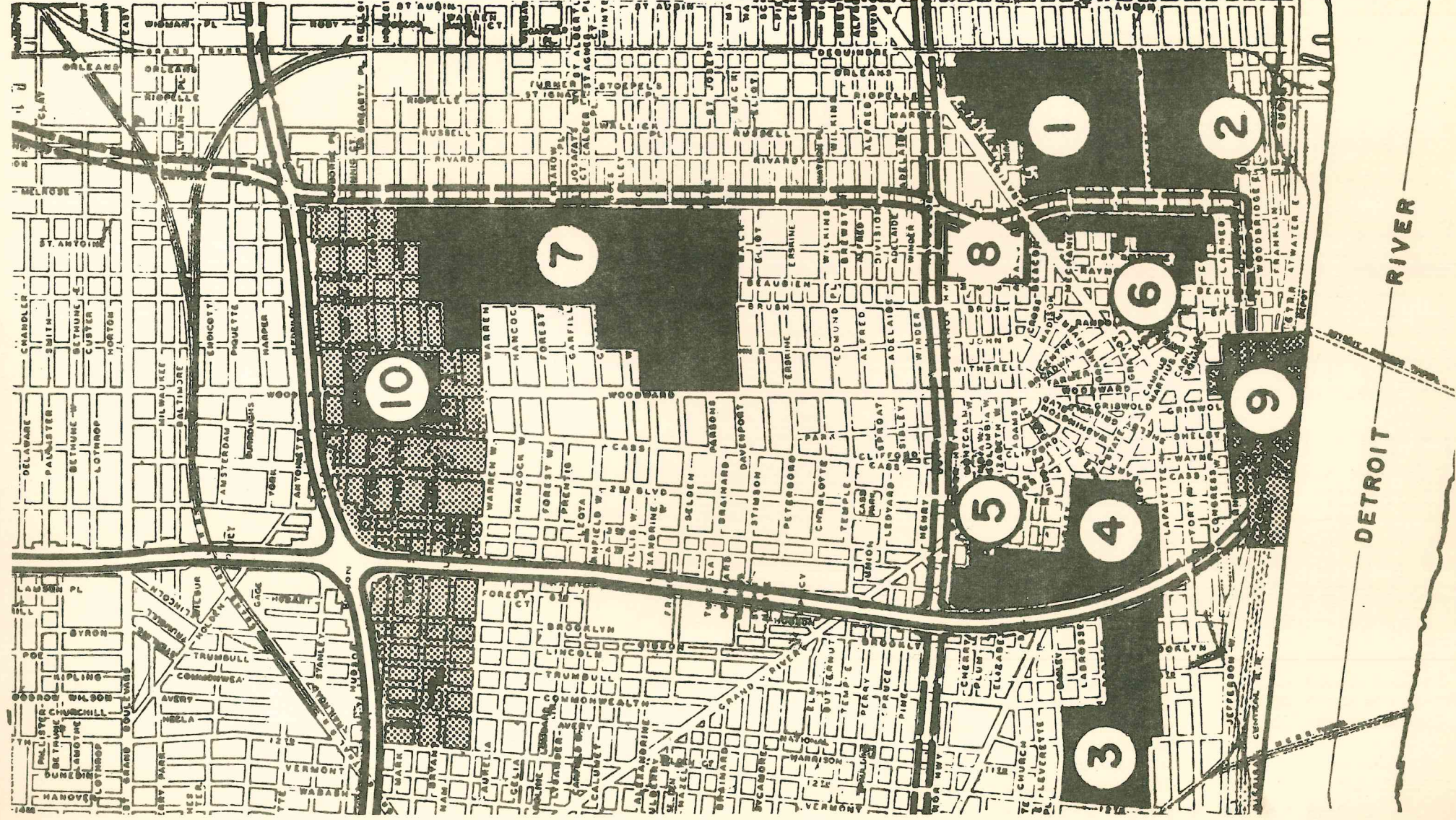
LEGEND

- | | | | |
|---|------------------------------|---|-----------------------------------------|
| ① | Cultural Center Renewed | ⑦ | New Construction - Inner Harbor . . . |
| ② | Civic Center Completed | ⑧ | Parking Facilities Completed |
| ③ | Financial District Renewed | ⑨ | Completely Renewed |
| ④ | Former Market Area Renewed | ⑩ | Possible High-rise Apartments |
| ⑤ | Garment District Renewed | ⑪ | Expressway System Finished |
| ⑥ | Retail Shopping Area Renewed | ⑫ | Parks and Pedestrian Ways |

**SOURCE: PROSPECTUS FOR DOWNTOWN BALTIMORE
BY ARTHUR D. MCVOY**



SOURCE: THE PROPOSED CENTRAL BUSINESS DISTRICT CIRCULATION SYSTEM
 CITY PLANNING COMMISSION CINCINNATI, OHIO



**MAJOR PROJECTS
IN THE
CENTRAL AREA**

**REDEVELOPMENT
PROJECTS**

1. Gratiot - Housing
2. Lafayette - Housing
3. Corktown - Industry
4. Central Business District #1 - Commercial
5. Central Business District #2 - Utilities
6. Central Business District #3 - Institutional
7. Medical Center
8. Proposed - Industry

OTHER PROJECTS

9. Civic Center
10. Cultural Center

==== Completed Expresswa
 === Proposed Expresswa

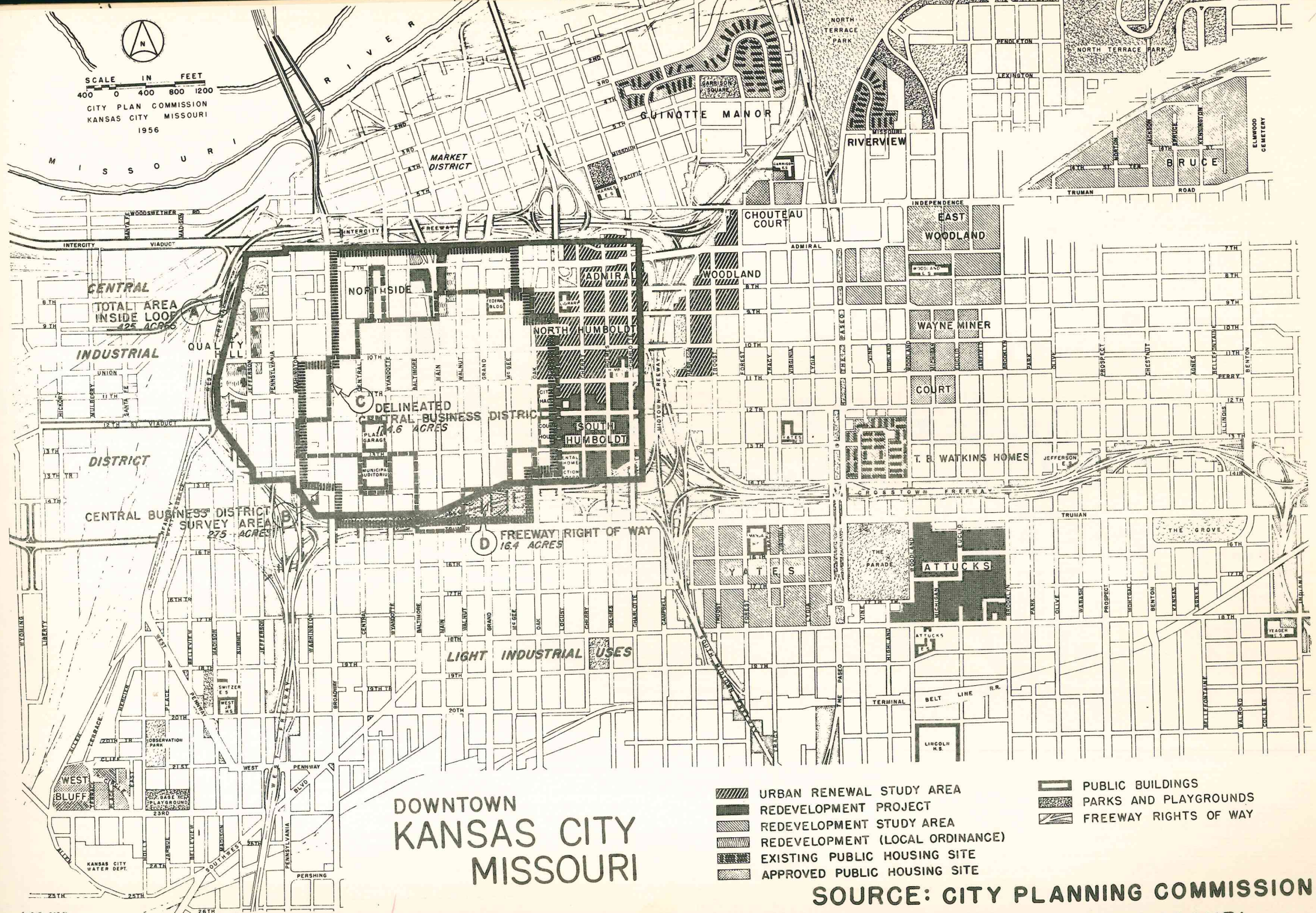
**DETROIT CITY PLAN
COMMISSION**

March 1956

Scale 1" = 2000'

SOURCE: CENTRAL BUSINESS DISTRICT "LAND USE, TRAFFICWAYS & TRANSIT
CITY PLAN COMMISSION DETROIT 1956

SCALE IN FEET
 400 0 400 800 1200
 CITY PLAN COMMISSION
 KANSAS CITY MISSOURI
 1956

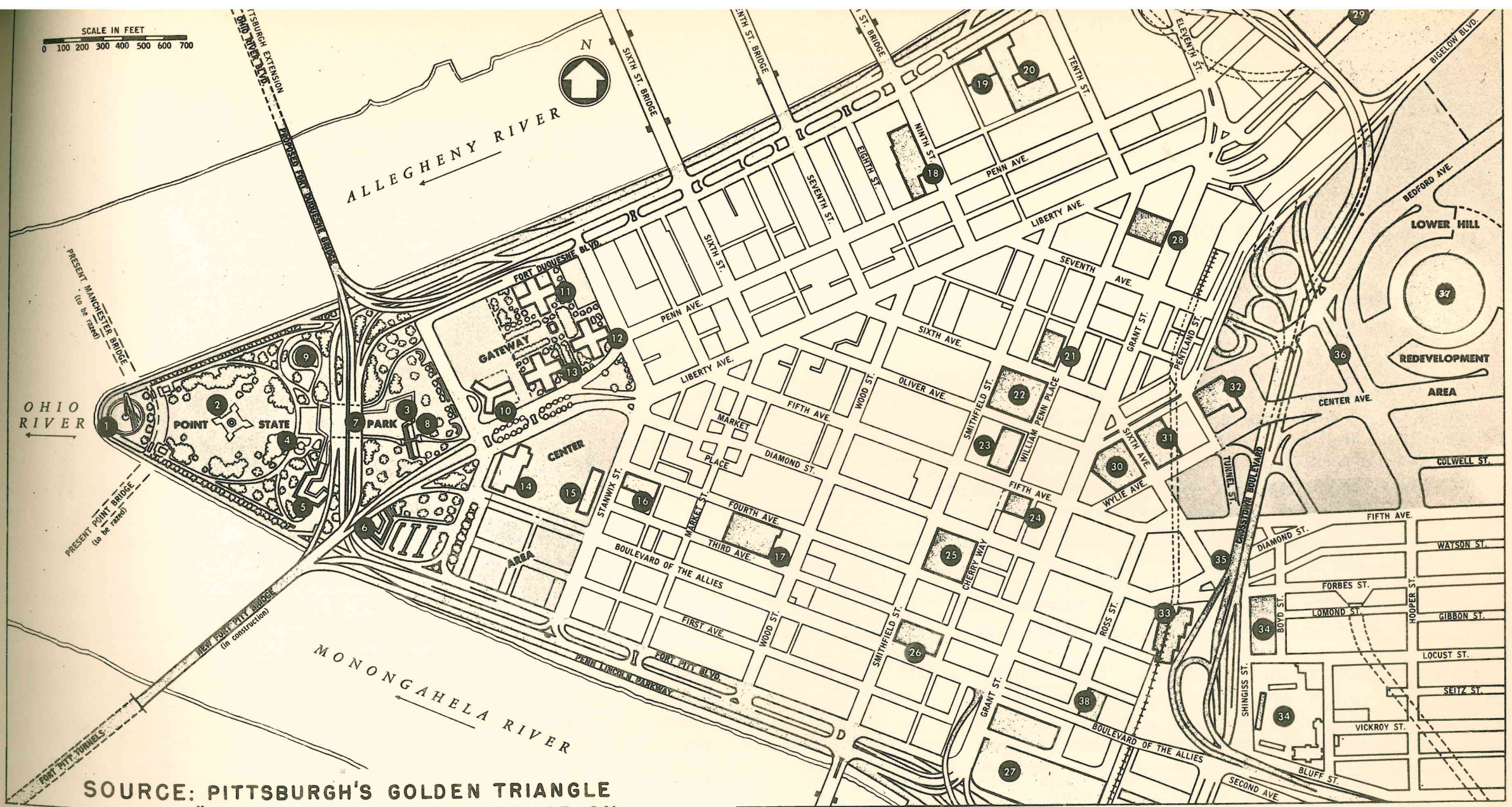


DOWNTOWN KANSAS CITY MISSOURI

- URBAN RENEWAL STUDY AREA
- REDEVELOPMENT PROJECT
- REDEVELOPMENT STUDY AREA
- REDEVELOPMENT (LOCAL ORDINANCE)
- EXISTING PUBLIC HOUSING SITE
- APPROVED PUBLIC HOUSING SITE
- PUBLIC BUILDINGS
- PARKS AND PLAYGROUNDS
- FREEWAY RIGHTS OF WAY

**SOURCE: CITY PLANNING COMMISSION
 KANSAS CITY MISSOURI**

SCALE IN FEET
0 100 200 300 400 500 600 700



**SOURCE: PITTSBURGH'S GOLDEN TRIANGLE
"THE ALLEGHENY CONFERENCE ON
COMMUNITY DEVELOPMENT... PRESENTS..."**

Key:

- 1. Point Park Fountain, Pool and Plaza
- 2. Fort Duquesne Tracery
- 3. Fort Pitt Tracery
- 4. Fort Pitt Blockhouse
- 5. Monongahela Bastion
- 6. Flag Bastion
- 7. Gateway Portal
- 8. Entrance Bridge over excavated Fort Pitt Rampart
- 9. Allegheny Overlook
- 10. New Pittsburgh Hilton Hotel

- 11. Gateway Center Building No. 1
- 12. Gateway Center Building No. 2
- 13. Gateway Center Building No. 3
- 14. State Office Building
- 15. Bell Telephone Building
- 16. Remington Rand Building
- 17. Third Avenue Garage (Public Parking Authority)
- 18. Public Parking Authority Site (Garage in Planning)
- 19. Rust Engineering Building

- 20. United Engineering Building
- 21. Alcoa Building
- 22. Mellon Square Park
- 23. Mellon-U. S. Steel Building
- 24. Kaufmann's Department Store Addition
- 25. Diamond Street Garage (Public Parking Authority)
- 26. Allies Garage (Public Parking Authority)
- 27. Baltimore and Ohio Railroad Station and new Facilities

- 28. Federal Reserve Bank Addition
- 29. Pennsylvania R.R. Warehouse and Terminal
- 30. Hotel Carlton House
- 31. Boulevard Garage (Public Parking Authority)
- 32. Bigelow Apartments
- 33. Diamond-Forbes Building
- 34. Duquesne University Campus
- 35. Crosstown Boulevard
- 36. Lower Hill Redevelopment Area
- 37. All-Purpose Civic Auditorium Site
- 38. Civic Building—200 Ross St.

Projects completed or underway, 1946-1956

CHAPTER V

FORMULATION OF A CONCEPT - - FIVE STAGES

Formulation of a concept for the revitalization of the Central Business District must take into consideration the basic land uses, existing and proposed, within the area. A plan for orderly growth must proceed from this base and boundaries for the various functions characteristic of the City's heart.

This prospectus is, in effect, a guide setting forth surveys and studies required to formulate a blueprint for the future of the Central Business District.

A clear understanding of the following discussion of the five stages of development requires familiarity with the terminology used.

DEFINITIONS

1. CENTRAL BUSINESS DISTRICT (C. B. D.) - an area, clearly defined by and including streets contained within the outer belt, divided into the following sub-areas:
 - a. CORE - the 330 acre area located within the inner belt surface roadway.

- b. FRAME - the 1035 acre area located between the inner and outer belts.
2. FRINGE - that area of the city external to the Central Business District and adjoining the outer belt.
3. CONNECTOR STREETS - the principal roadways extending across the frame, connecting the inner belt with the outer belt and the major street system beyond the limits of the Central Business District. The connector streets are those portions of the following streets which are not included in the inner belt - Tchoupitoulas, Magazine, Howard Avenue, Camp, St. Charles, Loyola, Dryades, S. Rampart, Poydras, Tulane, Canal, Esplanade, St. Bernard, Claiborne, St. Claude.
4. INNER BELT - the surface roadway surrounding the core including portions of Loyola, Elks Place, Basin, Rampart, Esplanade, Decatur, North Peters, Tchoupitoulas and Poydras.
5. OUTER BELT - the expressway route encircling the Central Business District over portions of Claiborne, Elysian Fields, the potential river route and the Mississippi River Bridge approaches.

6. PARKING CONCENTRATIONS - relatively large areas recommended within which required parking terminals can be located.

a. Inner Parking Concentrations - those located adjacent to the inner belt and within reasonable walking distance of the core areas.

b. Outer Parking Concentrations - those preferably located external to the Central Business District within the fringe area but could be located on the edge of the frame area or at varied distances throughout the total metropolitan area.

7. PEDESTRIAN PRESERVE - streets, malls, or areas of the core reserved specifically for the use of pedestrians and on which other forms of traffic are prohibited.

8. PEDESTRIAN-TRANSIT CORE - areas of the core used for pedestrian and transit vehicles only. Private automobiles are prohibited, with service vehicles and trucks having access for emergency purposes or at hours when the pedestrian and transit traffic would be at a minimum.

9. PENETRATION STREETS - streets

located within the core required to remain open for vehicular access to parking terminals and hotels. The trafficways which form the penetration streets including Iberville, Bienville, St. Louis, Orleans, and whatever other streets may be deemed necessary.

10. REVITALIZATION - the realization of a plan for achieving an efficient organization of the various functions of a Central Business District interwoven by an adequate circulation pattern for both pedestrians and vehicles, characterized by:

a. Elimination of low density residential and industrial uses which are not appropriate functions of a Central Business District.

b. Encouragement of accepted functions concentrated in a specific area of the Central Business District providing more efficient organization and use of the Central Business District.

c. Provision of an adequate circulation pattern, achieved by construction of additional traffic lanes, maximum usage of existing rights-of-way, elimination of on-street parking, abandonment of excess street area, or other techniques which may be developed.

11. SPACE-USE - the land uses, characteristic functions of the Central Business District, grouped into the following basic types:

- a. RETAILING - establishments selling goods or products directly to the consumer. This space use is characteristic of the entire Central Business District, with the largest concentration of space uses in this category found in the core.
- b. BUSINESS SERVICES - all establishments offering services of an economic nature to other firms or individuals with a basic space-use requirement for office space, such as banking, real estate, insurance, and law firms, and wholesale firms without stock. This space-use is characteristic of the entire Central Business District.
- c. CONSUMER SERVICES - all establishments offering services that require the consumer to enter the premises, such as barber shops, hotels, theatres, and churches. This space-use is characteristic of the entire Central Business District.
- d. WHOLESALE - all establishments engaged in wholesaling which maintain stocks on the premises and sell to the trade out of that stock. Display rooms and warehouses are the facilities

generally required.

This pattern of development is delineated on Plates 1 through 5 contained in this chapter and illustrates a concept to be adjusted upon completion of detailed surveys and studies relative to the functional requirements of the Central Business District.

This concept for a revitalization of the Central Business District can best be described as a development program broken down into five stages:

STAGE I - The development of an outer belt expressway system forming the peripheral boundary of the Central Business District frame.

STAGE II - The development of an inner belt surface roadway forming the peripheral boundary of the Central Business District's core, together with the required connector streets traversing the frame between the inner and outer belts.

STAGE III - The development of parking concentrations within certain areas, located adjacent to both the outer and inner belt traffic arteries.

STAGE IV - The development of a pedestrian-transit core within the Central Business District, with limited penetration thoroughfares and loops to serve the parking concentrations.

STAGE V - The completion of the Public Building Groups and the revitalization of the areas located within the frame and core of the Central Business District.

A deterrent to greater utilization of the Central Business District by the residents of the metropolitan area is the lack of efficient routes to the Central Business District for private automobile or public transit. Part of this problem will be remedied by the construction of the proposed interstate expressway system and completion of the major street plan for Orleans Parish. In the adjacent parishes attention and action must be directed toward the development of major street systems and their incorporation with the existing pattern in Orleans Parish. Public transit systems in the adjacent parishes must be expanded to offer all residents easy access to such routes at a minimum cost. The public transit routes within Orleans Parish should be studied to assure that all residents have easy access and that routes are extended to areas which are not yet fully developed. This may be expensive at first on a cost-per-passenger basis, but the routes should be established as early as possible to encourage the use of public transit before complete dependence on private automobiles develop. If rapid transit at reasonable cost can be established between residential districts and the Central Business District, it is reasonable to assume that a larger percentage of the populace of the metropolitan area will make greater utilization of the Central Business District.

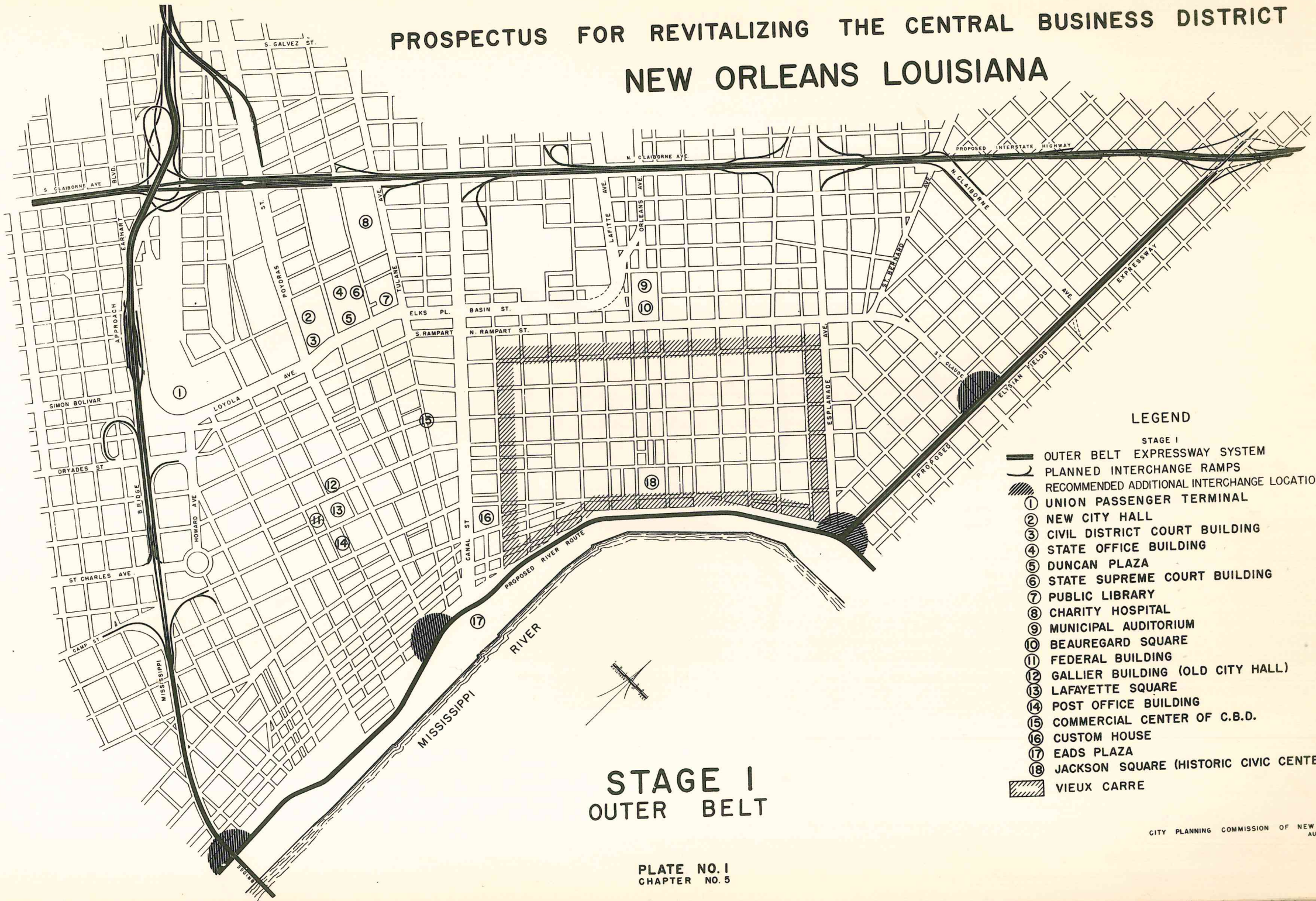
STAGE I

Once the residents of the metropolitan area have been assured of ready access to the Central Business District, it is necessary to assure the same ready access to their destination or destinations within the Central Business District. One of the basic requirements to assure this ready access is the completion of the outer belt or peripheral expressway system encompassing the Central Business District referred to as Stage I and illustrated on Plate I. This outer belt would provide for rapid traffic movement around the Central Business District and for penetration of the Central Business District from all sides with minimum congestion at the points of penetration. Traffic having destinations outside the Central Business District could be "detoured" around the Central Business District via the outer belt. Through traffic would save time (and expense) by using this outer belt and in turn relieve the internal traffic congestion, particularly at peak hours. Furthermore, much of the traffic destined for the "frame" area would be able to circumvent the Central Business District and penetrate the frame area near the point of destination. The effecting street pattern forces this traffic through the congested core of the Central Business District, creating congestion which could be lessened by requiring frame-bound traffic to use the outer belt rather than permitting penetration of the congested core.

STAGE II

The inner belt will provide for traffic circulation around the core area and for penetration of the

PROSPECTUS FOR REVITALIZING THE CENTRAL BUSINESS DISTRICT NEW ORLEANS LOUISIANA



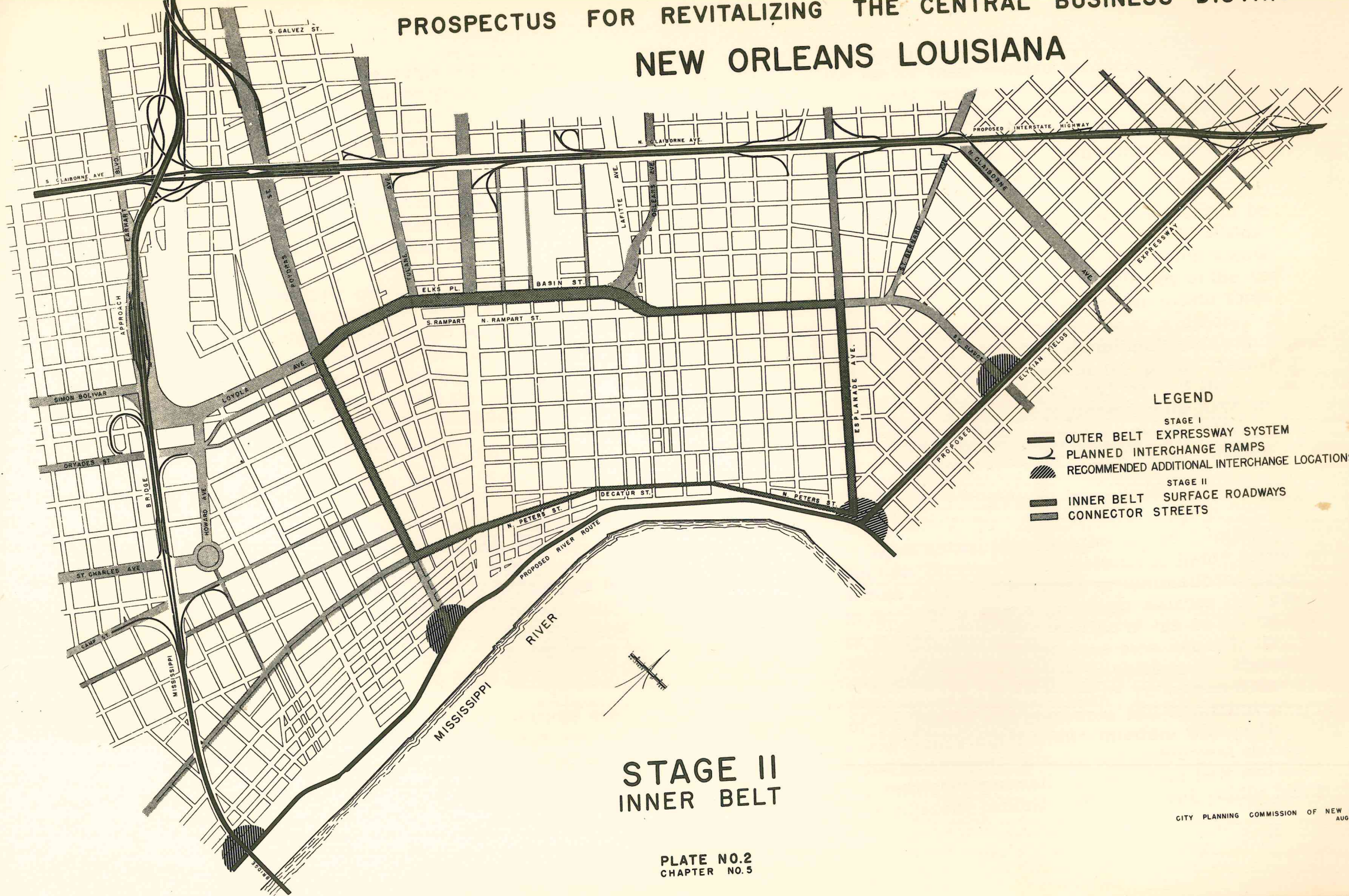
LEGEND

- STAGE I
- OUTER BELT EXPRESSWAY SYSTEM
 - PLANNED INTERCHANGE RAMPS
 - RECOMMENDED ADDITIONAL INTERCHANGE LOCATIONS
 - ① UNION PASSENGER TERMINAL
 - ② NEW CITY HALL
 - ③ CIVIL DISTRICT COURT BUILDING
 - ④ STATE OFFICE BUILDING
 - ⑤ DUNCAN PLAZA
 - ⑥ STATE SUPREME COURT BUILDING
 - ⑦ PUBLIC LIBRARY
 - ⑧ CHARITY HOSPITAL
 - ⑨ MUNICIPAL AUDITORIUM
 - ⑩ BEAUREGARD SQUARE
 - ⑪ FEDERAL BUILDING
 - ⑫ GALLIER BUILDING (OLD CITY HALL)
 - ⑬ LAFAYETTE SQUARE
 - ⑭ POST OFFICE BUILDING
 - ⑮ COMMERCIAL CENTER OF C.B.D.
 - ⑯ CUSTOM HOUSE
 - ⑰ EADS PLAZA
 - ⑱ JACKSON SQUARE (HISTORIC CIVIC CENTER)
 - VIEUX CARRE

STAGE I OUTER BELT

PLATE NO. 1
CHAPTER NO. 5

PROSPECTUS FOR REVITALIZING THE CENTRAL BUSINESS DISTRICT NEW ORLEANS LOUISIANA



LEGEND

- STAGE I
- OUTER BELT EXPRESSWAY SYSTEM
- PLANNED INTERCHANGE RAMPS
- ▨ RECOMMENDED ADDITIONAL INTERCHANGE LOCATIONS
- STAGE II
- INNER BELT SURFACE ROADWAYS
- CONNECTOR STREETS

STAGE II INNER BELT

PLATE NO. 2
CHAPTER NO. 5

core area from all sides while minimizing through traffic; this is referred to as Stage II and is presented on Plate 2. The inner belt will also provide access to the core area for trucks and other service vehicles and reduce the necessity for penetrating the core area. The inner belt, by providing ready access to the various sides of the core area, can assist in reserving the inner core itself for primarily pedestrian and transit purposes.

Extending outward from the inner belt will be the connector streets joining the inner and outer belts. These streets will provide for relatively rapid movement between the two belts and will serve as the major penetration points for destinations within the frame area. These connector streets are included in Stage II and are shown on Plate 2.

STAGE III

Once passengers have been assured of ready access to the Central Business District by either private or public transit, adequate parking must be provided to handle those passengers who choose to come to the Central Business District by automobile, requiring parking concentrations within certain areas adjacent to both the inner and outer belts as shown on Plate 3.

The inner parking concentrations are located adjacent to the inner belt and next to the core area, thus providing easy access to the parking terminals and minimizing walking distances from the terminals to the various destinations within the core area. The use-costs

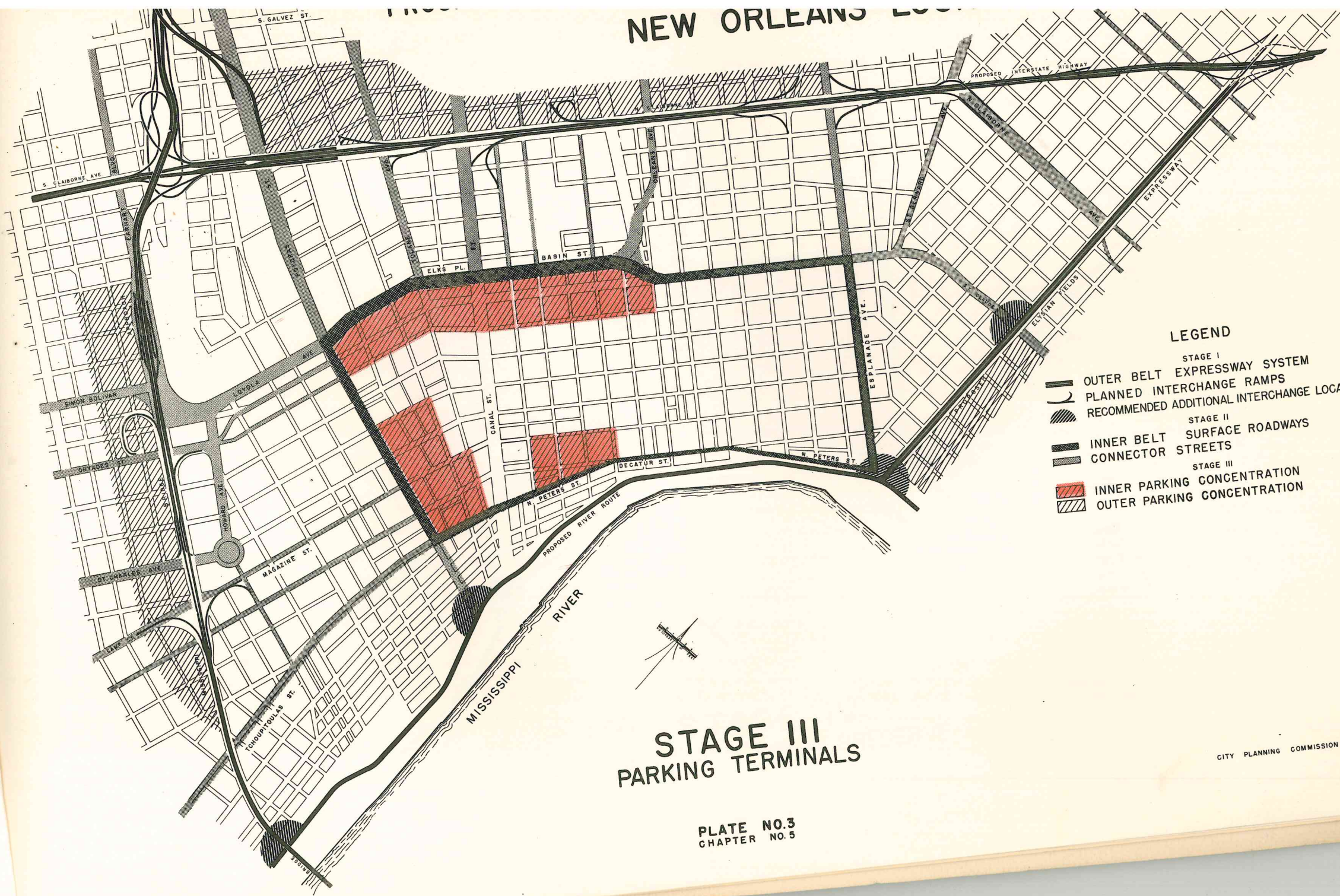
and operating policies should encourage the use of these parking terminals by the passengers destined for the retailing or business services of the core area. Similarly the use-costs and operating policies should discourage the all-day parker from using these terminals.

The outer parking concentrations should be located adjacent to the outer belt and within a reasonable distance of the connector streets which provide rapid transit facilities to the core area. It may also be necessary to locate some of the outer parking terminals at a distance of several miles from the Central Business District to encourage greater use of the public transit system. Both the cost of parking and the efficiency of the transit routes would have to be designed to encourage the use of these outer parking terminals by the all-day parker.

STAGE IV

Upon arrival of passengers at the Central Business District, it is necessary to insure ready access to their destination or destinations. Once in the core area the passenger assumes the role of a pedestrian. Satisfaction of his or her motivation for entering the core area can only be completed in the role of a pedestrian. Therefore, it is necessary to ensure pedestrian right-of-way within the core area and to minimize other traffic which would interfere with pedestrian movement. Automobile movement should be restricted generally to the inner belt and the adjacent parking terminals, with public transit

NEW ORLEANS

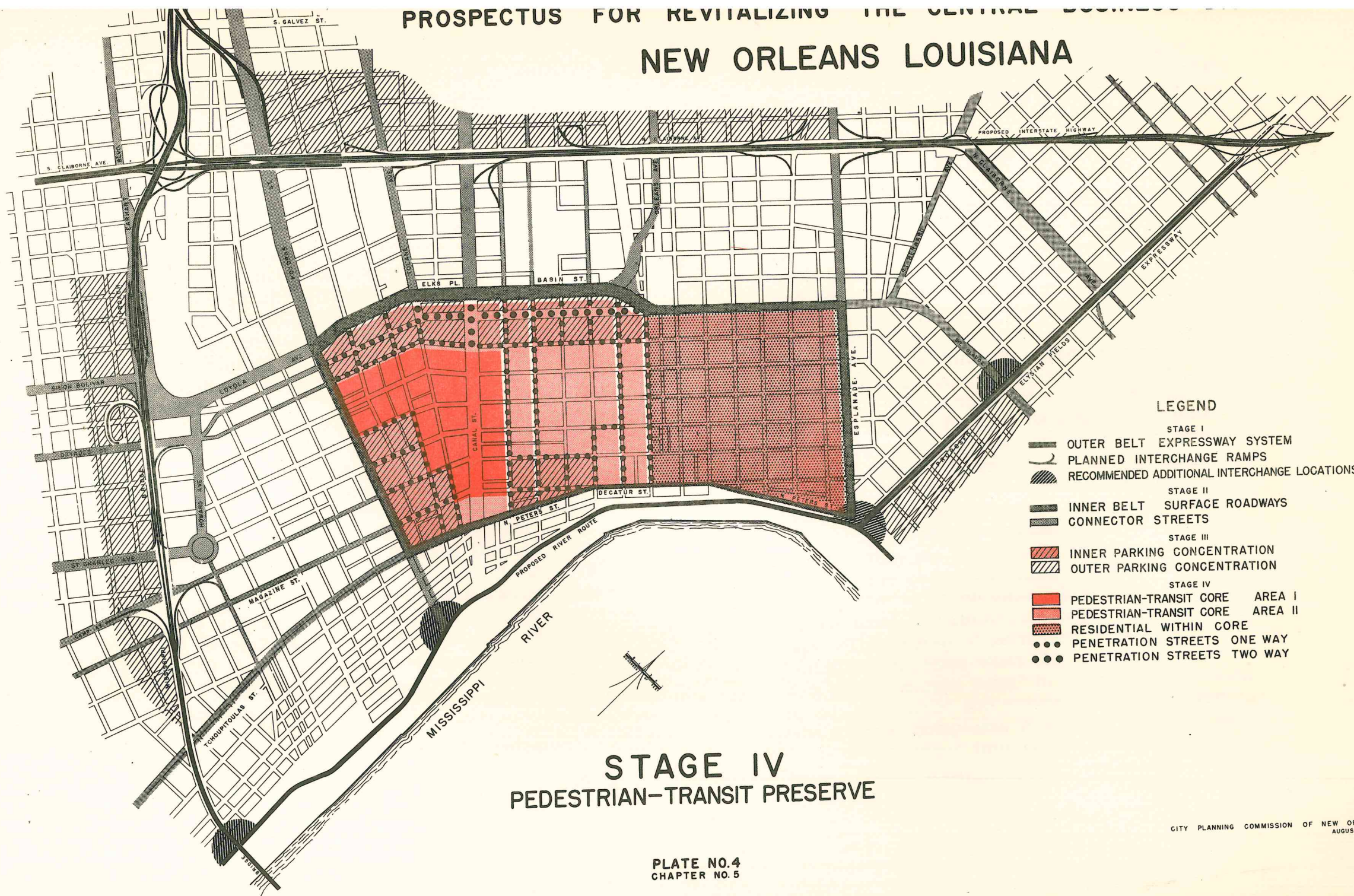


STAGE III PARKING TERMINALS

PLATE NO. 3
CHAPTER NO. 5

CITY PLANNING COMMISSION OF NEW ORLEANS
AUGUST 1957

PROSPECTUS FOR REVITALIZING THE CENTRAL BUSINESS DISTRICT NEW ORLEANS LOUISIANA



LEGEND

- STAGE I
 - OUTER BELT EXPRESSWAY SYSTEM
 - PLANNED INTERCHANGE RAMPS
 - ▨ RECOMMENDED ADDITIONAL INTERCHANGE LOCATIONS
- STAGE II
 - INNER BELT SURFACE ROADWAYS
 - CONNECTOR STREETS
- STAGE III
 - ▨ INNER PARKING CONCENTRATION
 - ▨ OUTER PARKING CONCENTRATION
- STAGE IV
 - PEDESTRIAN-TRANSIT CORE AREA I
 - PEDESTRIAN-TRANSIT CORE AREA II
 - ▨ RESIDENTIAL WITHIN CORE
 - PENETRATION STREETS ONE WAY
 - PENETRATION STREETS TWO WAY

STAGE IV PEDESTRIAN-TRANSIT PRESERVE

PLATE NO. 4
CHAPTER NO. 5

routes and limited automobile traffic restricted to penetration streets. Vehicles should be allowed to enter the core area only far enough to ensure that walking distances from the penetration streets to the destination points will be held to a reasonable minimum. Plate 4 designates two pedestrian-transit core areas. Area 1 embraces the retail, finance and business service center, and provides a readily accessible parking concentration with penetration streets so located as to ensure minimum walking distance between transportation termini and ultimate destinations. Existing streets not needed for penetration could be developed as pedestrian preserves, together with those in the pedestrian-transit core Area 2 (which is primarily the heart of the Vieux Carre) except for those required as penetration streets. A third area of the core not specifically designated on the plate is the other section of the French Quarter bounded by Orleans, Rampart, Esplanade and the river front. This area is predominately residential in use - which is not compatible to a Central Business District's core - but should not be altered because of its architectural value and historical significance. However, it must be recognized that the core of the Central Business District would be better served if the northeastern section of the inner belt, proposed for Esplanade, could be located on Orleans Street, bisecting the French Quarter.

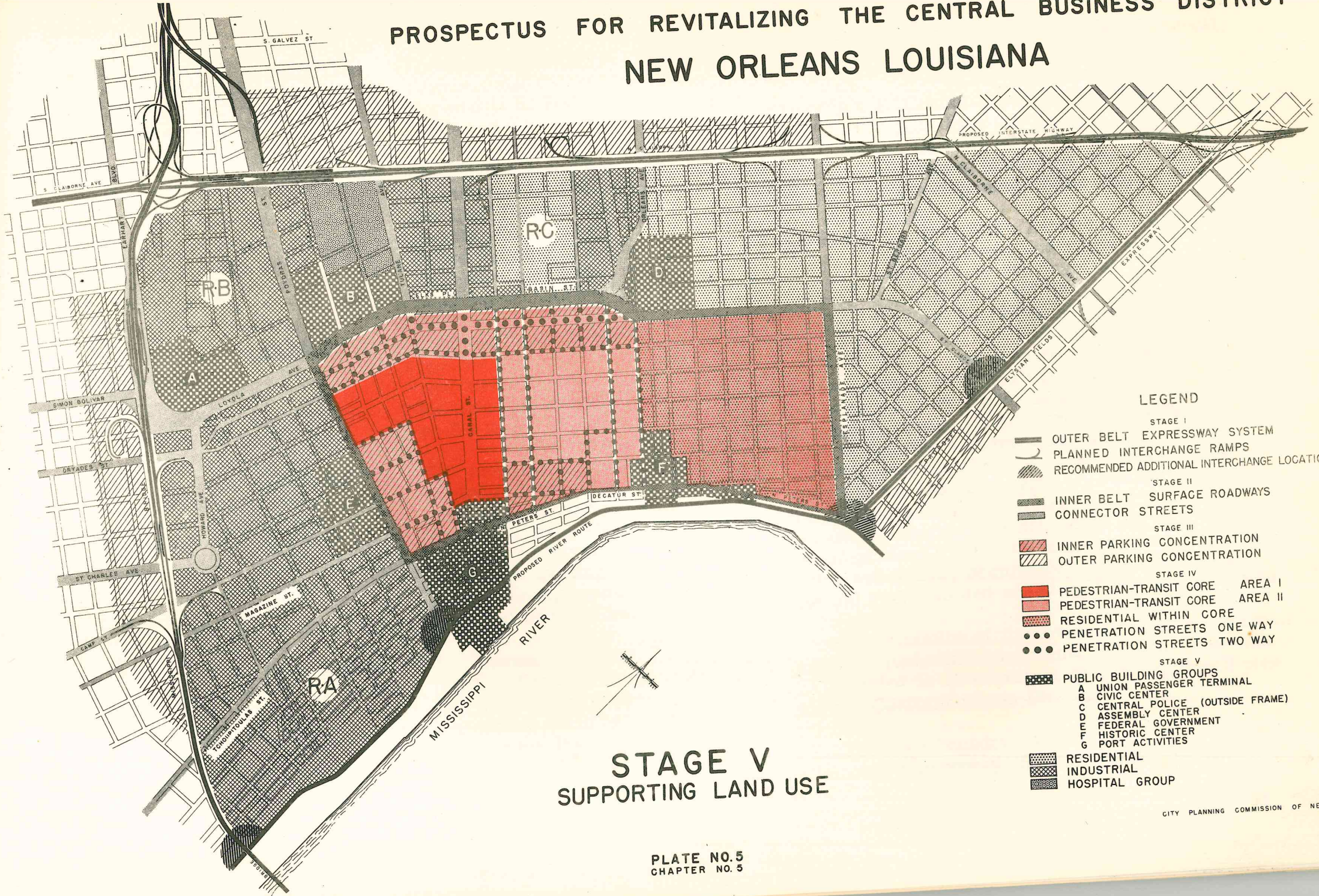
It cannot be stressed too strongly that the current and future role of the core area is entirely dependent upon the ease of pedestrian access, and any measures which minimize inter-

ference with pedestrian movement contribute significantly to any program designed to maintain the existing core and enhance its future importance.

STAGE V

A valuable adjunct to coordinating the growth of the Central Business District will be the completion of the Public Building Complexes and the revitalization of the uses located within the frame and core. This step is referred to as Stage V and is shown on Plate 5. The Public Building Complexes will assist in the maintenance of the core area by being located within easy access, yet not in competition for necessary expansion space and parking facilities. This concept of grouping public buildings into an area fronting on a square or plaza is not a new one. Its existence is evident in most modern European cities and can still be seen even in the ruins of Athens and Rome's Forum. One of the most important functions of these groupings is to provide historical permanence in the general area in which they are located, being affected very little by the changes continually occurring about them. The value of surrounding areas is enhanced by the sense of permanence inherent in these groupings. The degree of permanency which these public building complexes exert on the surrounding area acts as an "anchor point" in aiding revitalization of adjacent areas and preventing future deterioration. These complexes must have adequate ingress to and egress from both the inner and outer loops. These local complexes, indicated on Plate 5, are as follows:

PROSPECTUS FOR REVITALIZING THE CENTRAL BUSINESS DISTRICT NEW ORLEANS LOUISIANA



LEGEND

- STAGE I
 - OUTER BELT EXPRESSWAY SYSTEM
 - PLANNED INTERCHANGE RAMPS
 - ▨ RECOMMENDED ADDITIONAL INTERCHANGE LOCATIONS
- STAGE II
 - ▨ INNER BELT SURFACE ROADWAYS
 - ▨ CONNECTOR STREETS
- STAGE III
 - ▨ INNER PARKING CONCENTRATION
 - ▨ OUTER PARKING CONCENTRATION
- STAGE IV
 - PEDESTRIAN-TRANSIT CORE AREA I
 - PEDESTRIAN-TRANSIT CORE AREA II
 - ▨ RESIDENTIAL WITHIN CORE
 - PENETRATION STREETS ONE WAY
 - PENETRATION STREETS TWO WAY
- STAGE V
 - ▨ PUBLIC BUILDING GROUPS
 - A UNION PASSENGER TERMINAL
 - B CIVIC CENTER
 - C CENTRAL POLICE (OUTSIDE FRAME)
 - D ASSEMBLY CENTER
 - E FEDERAL GOVERNMENT
 - F HISTORIC CENTER
 - G PORT ACTIVITIES
 - ▨ RESIDENTIAL
 - ▨ INDUSTRIAL
 - ▨ HOSPITAL GROUP

STAGE V SUPPORTING LAND USE

PLATE NO. 5
CHAPTER NO. 5

- COMPLEX A: The Union Passenger Terminal and the proposed U.S. Post Office.
- COMPLEX B: The Civic Center containing City Hall, the Civil District and Juvenile Courts, State Office Building, State Supreme Court and Main Public Library.
- COMPLEX C: Criminal Courts Building and proposed centralized Police Building (not shown on Plate 5).
- COMPLEX D: The proposed Assembly Center to contain the existing Municipal Auditorium and related buildings to accommodate large sporting events, shows, exhibitions and conventions.
- COMPLEX E: The proposed Federal Building Group to contain the existing Federal Office Building, the existing Post Office, and any future buildings required for uses

related to the functions of Federal Government.

COMPLEX F: Contains the Upper and Lower Pontalba buildings, St. Louis Cathedral, Cabildo, Presbytere, a proposed Mississippi River Plaza and the adjoining coffee shops and stores.

COMPLEX G: Eads Plaza located at the foot of Canal Street and containing the offices of the Board of Commissioners of the Port of New Orleans, the Customs House, and related activities.

New Orleans has been extremely fortunate in that its leaders have had the foresight to develop the majority of its public buildings in appropriate complexes. Plate 5 illustrates the correlation of these complexes with the inner and outer belts providing ready access to all the complexes, and providing for efficient traffic movement between the complexes. This correlation will reduce the amount of congestion which would occur if these buildings were located on minor streets, a problem which was a daily occurrence in the area where the old City Hall and allied buildings were located.

Revitalization of the residential and commercial areas located within the frame and core must also be regarded as an important part of an overall plan for the Central Business District.

The area bounded by Dumaine, the proposed Claiborne Expressway, Elysian Fields, Esplanade

and Rampart, is composed primarily of residential uses; its' inclusion as part of the Central Business District is predicated solely upon its location within the outer belt. This report can only point up the need for adequate maintenance to prevent its deteriorating into a blighted area.

The area bounded by Tchoupitoulas Street, Poydras Street, the riverfront route and the Mississippi River Bridge approach, designated R-A on Plate 5, is primarily industrial. It is characterized by excessive street areas which are inadequate to serve as connector streets, and the general use pattern is not efficiently organized. This area should be considered for revitalization in terms of a more functional circulation pattern and establishment of uses more compatible with recognized functions of a Central Business District. Appropriate for this area would be a large farmers' market, the need for which has been expressed on both the local and state levels.

Area R-B bounded by Poydras Street, Loyola Avenue, Pontchartrain Expressway and Claiborne Avenue is primarily industrial and must eventually be considered for revitalization. Priority for revitalization must be granted to those areas which front on the inner and outer belts and connector streets; to be workable the program must provide an efficient circulation pattern and encourage development of functions compatible with a Central Business District.

Some mention must be made of the area bounded by Tchoupitoulas, Mississippi River Bridge

approach, Loyola Avenue, and Poydras Street, exclusive of the public building complex. Most of the uses within this area are accepted functions of a Central Business District. Principal requirements in this area are steps assuring efficient land concentrations and traffic circulation; given these basic ingredients, the area will generate its own continuing rebirth.

Area R-C is primarily a residential area consisting principally of the Iberville Housing Project. If amortization schedules will permit, serious consideration should be directed toward possible removal of this apparently incompatible development from its present location. There is an obvious need for a connector street bisecting the project, and eventually the expansion of a revitalized Central Business District will engulf the location.

This prospectus has among its goals the cataloging and categorizing of land uses and related functions common to the Central Business District; only then can a plan for full utilization of potential advantages be developed. The functions, locations and future expansion patterns as outlined in the various plates are schematic and do not reflect inflexible boundaries. The plates show functional concentrations existing in the Central Business District and suggest patterns designed to encourage their economic vitality as component parts of a carefully integrated whole - the heart of the metropolitan area.

Growth and development of the metropolitan area has proceeded outward from the heart. As is

the case with the human heart, certain remedial action may be required when the heart becomes over-burdened, or overworked. We believe that steps taken now to prevent deterioration of the heart of the city will go far toward preventing major surgery later.

Many functions peculiar to the Central Business District are unique in that no other sector of the city offers the necessary blending of services and uses - and that most important of all ingredients, people. New Orleans possesses vast potentialities for development of a compact and tremendously vital "core". Admittedly, a program of full development will be costly, but we already have at our disposal one of the basic resources — foresight!

We know the impact which the automobile has had upon not only the Central Business District, but the entire city; the drift to suburbia could not have developed and could not be supported in the absence of the family car. Faced with the prospect of more to come (as evidenced by increasing production, sales and registration figures), those of us who recognize the magnitude of this problem and the subsequent danger to the heart of our city if left uncontrolled must organize our thinking, prepare our plans, and act now to guarantee continued prosperity of the Central Business District.

It is not enough to be concerned about the future of the City's heart. Detailed studies must be made to determine the problem and its

extent; and to develop an approach which will retain the vigor which we expect of the Central Business District. This municipal good health must be sought after — it won't just happen. The benefits will be reflected throughout the entire metropolitan area, just as good health in man is characterized by a sound body.

The development and control of a compatible land use and an improved circulation pattern is the keynote for the continued health of the downtown district. Achievement of a plan for revitalizing the Central Business District will require cooperation of government, business and private citizens. The following chapter is primarily concerned with an outline for the development of such a coordinated pattern.

CHAPTER VI

A PATTERN FOR COORDINATION

The problems confronting the Central Business District of the City of New Orleans extend beyond the limits of Orleans Parish. This Central Business District is the economic heart of a larger area comprising the parishes of Jefferson, Orleans, and St. Bernard, and its influence extends beyond these parishes into Plaquemine, St. Charles, St. John, St. Tammany, and Tangipahoa. That the influence of this "economic heart" is exerted beyond the immediate locality is reflected by its position in the network of the Interstate Expressway System, and particularly the proposed Claiborne Avenue segment. Likewise, the Mississippi River Bridge and the Causeway across Lake Pontchartrain are administered and maintained by state agencies rather than local authorities. All of these major roadways have a direct bearing on the future use and development of the Central Business District. Pending establishment of a new regional body having the power — either legal or functional to coordinate the activities of the various political jurisdictions and private organizations, New Orleans must act independently. This prospectus can be readily incorporated into a working plan for the metropolitan area when that possibility arises, but its effects during the interim will be severely limited.

This need for a regional coordinating agency was recognized in the 1956 Session of the Louisiana Legislature and the subsequent passage of Act 239 authorized the creation of Regional Planning Commissions.

This legislative act is permissive. If adjoining parishes and cities decide to form a metropolitan planning commission, they must adopt simultaneous ordinances of agreement. Each ordinance must include a map showing the limits of the planning area and establish the number of planning commission members to be appointed (not more than nine), the length of appointments (not more than nine years), and quantitative representation for each governmental unit. The commission members would be appointed by mayors or police juries and would serve without pay, **holding** no other public office. The act provides that a metropolitan planning commission may appoint employees to carry out its work and may contract with qualified consultants. The amount of money available to a commission, exclusive of private gifts or state and federal grants, is left to the determination of the cooperating councils, commission councils, or police juries.

The enabling act provides that a regional commission shall prepare and periodically revise a

plan for the development of the metropolitan area. The Commission, once formed, would be required to cooperate with other agencies - for example, local planning commissions, civic groups, and private citizens or organizations who are concerned with the metropolitan region's problems and development.

Copies of the metropolitan plan, and its revisions, would be sent to the State Director of Public Works and to the chief executives and legislative bodies of the participating governmental units. The statute does not prohibit enactment at the local level of measures injurious to or in conflict with the objectives of the metropolitan planning commission, but it must be assumed that the commission would be working closely with local legislative units in an effort to safeguard and promote those objectives.

The role of such a Regional Planning Commission is that of a coordinating agency rather than that of a usurper of proper governmental functions of any parish or state agency. In pursuit of its primary function, the coordination of activities concerned with development of the total economic area, its participation must be limited to those phases which will influence or affect more than one of the member parishes. A characteristic problem with which the Regional Planning Commission would be concerned: the establishment of a regional master plan for major streets, highways, and expressways. Plans for minor streets and roads serving neighborhood or community units would be a responsibility of

the parish or local authority.

Although the major portion of this preceding section has been devoted to public agencies this is not an attempt to minimize the importance of private groups and organizations. The Chamber of Commerce of the Greater New Orleans Area, for an example, could play a paramount role in the formation of a Regional Planning Commission. The prestige and influence of this and similar groups could lend tremendous impetus and assistance to a campaign of public information and education concerning the problem, its extent, and possible solutions. Similarly, the Chamber of Commerce could perform a significant role in the actual development of such a Regional Planning Commission, providing a common meeting ground for ideas and problems. Because of the tremendous amount of information and experience which could be made available through their membership, the Chamber and similar organizations could make significant contributions to the formulation of plans.

A schematic diagram for a pattern of coordination is presented on Plate 1 of this chapter. Again, it is stressed that this is a schematic outline and only intensive study and refinement can determine whether it does present the best pattern for coordination.

In keeping with this study, the pattern has the Central Business District as its core, circumscribed by a "wheel" of three major phases. These phases require detailed study and analysis; development of a solution — and the approach to a solution —

PATTERN FOR COORDINATION

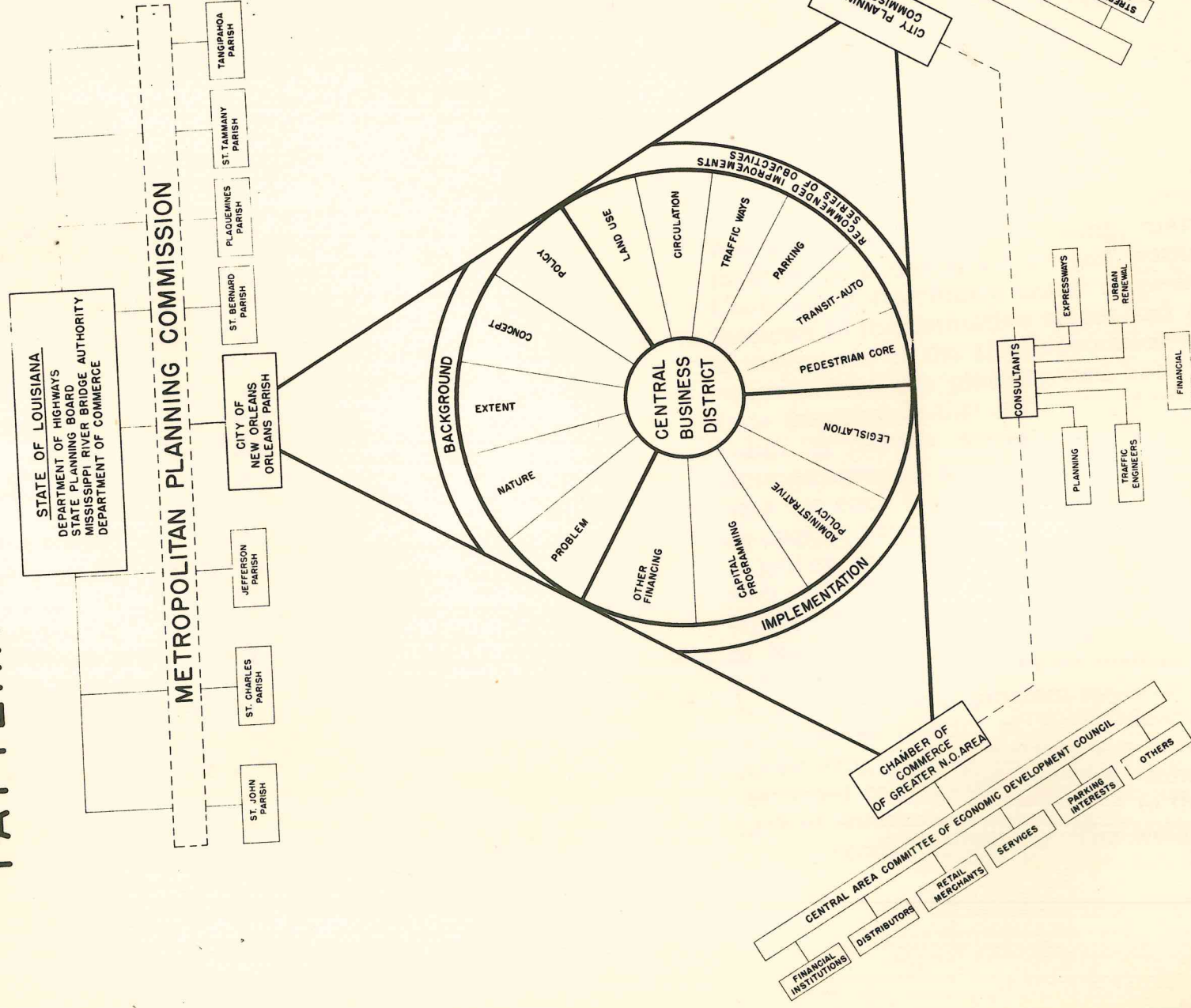


PLATE NO. 1
CHAPTER NO. 6

SEPTEMBER 1957 FILE NO. 185

CITY PLANNING COMMISSION OF NEW ORLEANS

is too important to be jeopardized by hastily improvised efforts. This report has, in general, attempted to provide an outline for the "background" phase as shown on the plate, concerning itself principally with the nature and extent of the problem, and the development of concepts, techniques and policies with which to guide the translation of concept into reality. In short, we present a prospectus — not a plan.

The second phase of the "wheel" enumerates and categorizes the technical aspects of the approach, requiring detailed technical studies. These consist of the future land use in the Central Business District, its circulation pattern, trafficways, and access to the Central Business District, the solution of the parking problem, the transit-auto pattern of transportation, and increased pedestrian mobility. This latter factor strongly suggests the need for development of a pedestrian core or cores.

The third phase of the "wheel" is concerned with implementation of the plan. Upon development of a plan acceptable to the technicians, public interests, and private enterprise, a pattern and program for implementation and accomplishment must follow. If legislation at the State level is required, responsibility must be assigned for initiating action; administrative guides must be established. It is already evident that the fiscal and tax structures must be drastically overhauled and modernized. Unless the necessary funds can be secured locally, there is only a slight chance of accomplishment.

Satisfactory completion of a plan incorporating these phases will require a high degree of cooperation between public agencies and private interests. The City Planning Commission appears to be the logical "coordinator" having already in operation a staff, concepts, and a proven ability to tackle complex assignments. It has a well-established working relationship with operating agencies of the City, various State groups, and appropriate private or quasi-public interests. The representatives of these groups and agencies meet regularly with the staff of the Commission and constitute an Advisory Committee on Planning, making available invaluable technical advice and assistance. The Chamber of Commerce could represent private interests in the formative stages and could play a major role in the implementation phase of the program once the planning had been completed. It is improbable that either of these organizations, public or private, would have the facilities or time to compile and analyze all of the necessary data for each of the three phases. For this task an outside expert or consultant could be engaged to gather additional information in accordance with general theses established through concerted efforts of the Chamber of Commerce and the City of New Orleans. We must realize that this coordinated effort would be adequate only for the development of a program applicable to the Central Business District of New Orleans. The problems confronting the Central Business District are not restricted to it alone, and their solution — or lack of solution — will extend to the outer limits of the economic region. The weight of evidence

indicates the need for a regional planning authority with sufficient resources to cope with the regional problems.

CHAPTER VII

SUGGESTED STUDIES

There follows a brief outline of the surveys which must be conducted and the information to be gathered and analyzed before the prospectus can be fully evaluated and translated into a plan. The surveys when accomplished, should accurately define the extent of the problem, and aid in delineating the possible steps toward a solution. This background will be essential to preparation of a final plan.

The extent of the problem requires determination of the existing vehicular-pedestrian mobility pattern, current land-use functions, and anticipation of future trends. The following outline for an origin-destination survey constitutes a good point of beginning, and enumerates categories of information required.

ORIGIN-DESTINATION SURVEY

Persons entering daily
Persons entering morning peak
Persons leaving evening peak
Persons entering and leaving at
hourly intervals throughout a
24-hour period

Means of entrance and exit
Automobile
Public Transit

Intra-city passengers
Inter-city passengers

Taxi
Truck
Other

Streets of entrance and exit
Route within the Central Business District

Purpose of entrance to Central Business
District

- Governmental trip
- Institutional trip
- Passenger delivery trip
- Recreational trip
- Shopping trip
- Working trip

Specific information concerning public
transit

- Routes serving the Central Business District
- Time intervals between trips
- Number of passengers per trip
- Number of passengers carried from origin to destination
- Number of passengers carried only partially from origin to

- destination
Those who were automobile passengers to a transit line

- Those who parked their automobiles near a transit line and the location of their parked automobiles.

Specific information concerning private automobiles

- Exact block destination of the passengers of the automobile
- Parking location of the automobile
- Off-street parking
- On-street parking
- Necessity of car for work purposes
- Percentage of automobiles traveling through the Central Business District but without either origin or destination within the Central Business District.
- Existing parking facilities and their locations.
- Proposed parking facilities and their locations
- Current parking fees by location.

Specific information concerning trucks

- The volume and percentage of

truck traffic passing through the Central Business District.

- The origins and destinations of the trucks within the Central Business District.
- Loading and unloading practices (whether on or off the street).

Specific information concerning streets

- The number of existing traffic lanes per street
- The number of potential traffic lanes per street within existing right-of-way.
- The type and volume of traffic using each street at regular intervals throughout a 24-hour period.

The following brief outline enumerates the information necessary to determine the present functions of the Central Business District upon which to base a prediction of the future space needs of each function.

LAND USE FUNCTION SURVEY

Major land use functions occurring in the Central Business District:

- Business
- Consumer
- Governmental
- Industrial
- Professional non-profit

— Wholesale

The necessary information to be secured concerning each major land use, past, present, and future.

- Number of establishments
- Amount of floor space required
- Amount of floor space available
- Average amount of floor space required
- Average amount of floor space available
- Amount of floor space required by land use concentration areas
- Amount of floor space available by land use concentration areas.

Once this information has been gathered and analyzed, the results should be applied to the principles enumerated in the prospectus to formulate a plan for solution of problems confronting the Central Business District. There are many questions which must be answered before the translation from prospectus to plan can occur. Characteristic among them are those listed below.

Stage I

Will traffic volume justify the cost of

constructing a river-front expressway system?

Could such a system be reasonably connected to the approaches of the Mississippi River Bridge?

Should Elysian Fields Avenue be developed as an elevated expressway between the proposed Eastern Expressway and the riverfront route?

What should be the location of the interchanges along the riverfront route and the Elysian Fields Expressway?

Are the proposed interchanges for the Claiborne Expressway and Mississippi River Bridge approaches adequate to handle the anticipated traffic load?

Will these interchange locations as proposed provide efficient points of entry to or departure from the Central Business District?

What percentage of internal traffic movement would be removed from the Central Business District by completion of the outer belt and what effect would this have on the need for a more efficient internal traffic circulation pattern?

Stage II

Will the inner belt as suggested in the prospectus be adequate to handle internal traffic circulation?

Will Esplanade Avenue be used as a link of

the inner belt or is it too far removed from the center of the core?

Can traffic utilize the inner belt at speeds sufficient to encourage circumventing the core area rather than congesting the penetration streets?

Will the connector streets be adequate to efficiently handle the traffic between the inner and outer belts?

Are the locations of the connector streets best suited for traffic movements between the inner and outer belt and for penetration of the frame area?

Stage III

How many parking spaces will be needed to serve the core area?

Will these parking terminals interfere with the traffic circulation on the inner belt? If so, to what degree?

How will pedestrians get from the parking terminals to the core areas with least interference at the inner belt and penetration streets?

What is the best location of the outer parking terminals, adjacent to the outer belt or at a distance of several miles?

What measures can be used to ensure

that the parking terminals will be constructed in the areas best suited for such uses?

If located adjacent to the outer belt can direct access be provided via presently proposed ramps? If not, can the outer belt be adapted to accommodate additional access ramps?

How many additional access ramps or interchanges will be required? Where?

If located several miles from the Central Business District, can express transit routes be established to encourage the use of these parking concentrations?

Stage IV

Will the penetration streets as suggested in the prospectus be adequate to handle the anticipated traffic?

Can certain streets within the core be dedicated to pedestrian use only or will the volume of automotive traffic demand their usage?

Can a public transit route system be devised to discourage the use of private automobile?

Can the services of the core area be adequately met if the use of trucks and service vehicles are prohibited on certain streets and during certain hours?

Stage V

What land uses should be gradually eliminated from the Central Business District?

What measures should be taken to ensure the development of use concentrations?

Has adequate space been allowed for the continuous expansion of the functions of the Central Business District?

Are the Public Building Complexes adequate to handle anticipated future expansion?

These are but a few of the many questions which must be applied to the prospectus and answered by survey and study before a plan for the future can emerge. As the basic information needs are gathered and analyzed many more questions will arise that must be answered before the prospectus of today can become the plan for tomorrow.

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