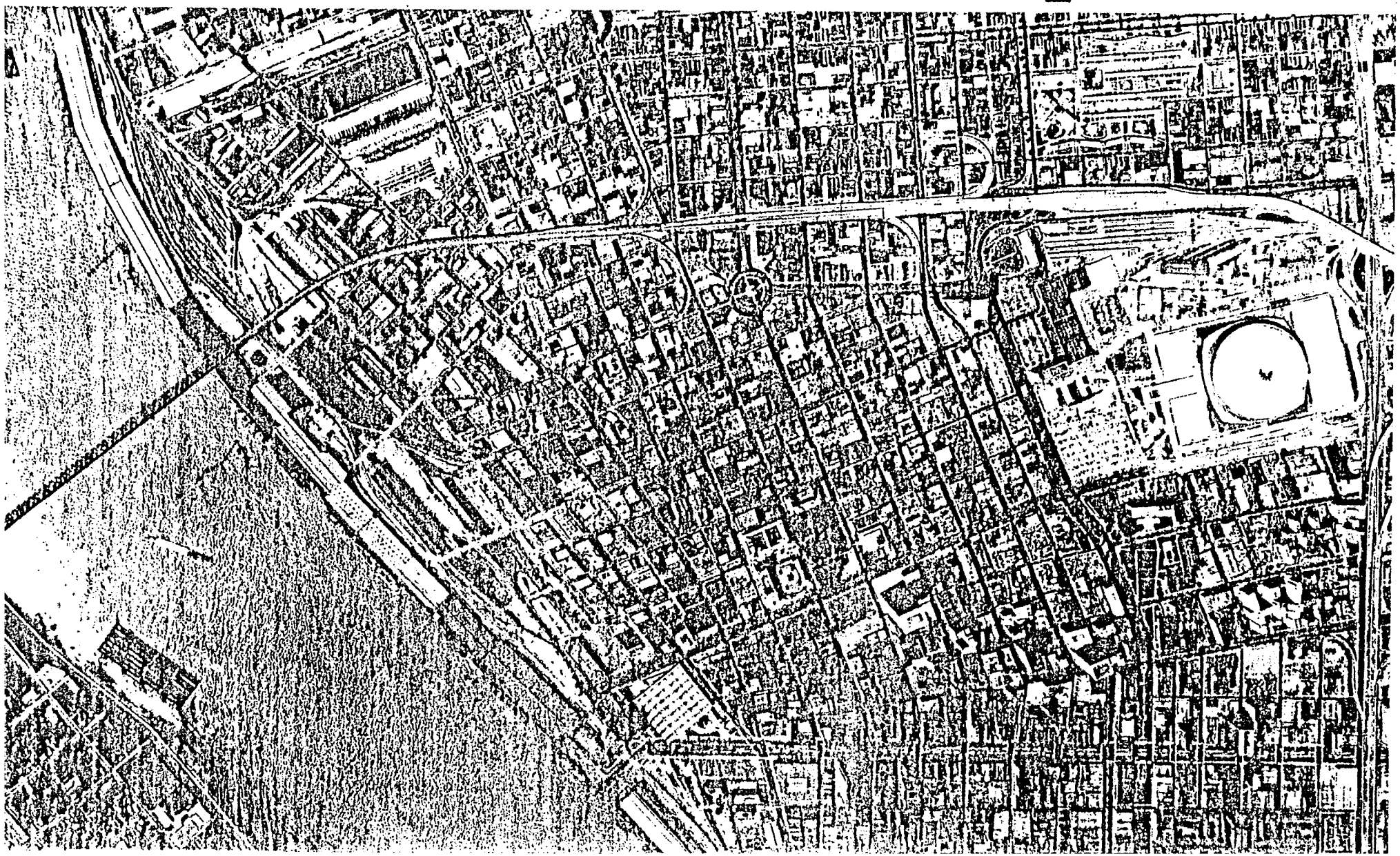
The Central Area New Orleans Growth Management Program

Technical Report



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Technical Report

Containing

The Proposed CBD Community Improvement Plan And Program

1974 To The Year 2000

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Growth Management Program

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April, 1975

Mr. Warren G. Moses, Chairman
Steering Committee
Growth Management Program
Chamber of Commerce Building
301 Camp Street
New Orleans, Louisiana 70130

Dear Mr. Moses:

This Technical Report on the Growth Management Program to date is submitted in accordance with our Agreement dated August 3, 1973, between WMRT and the City of New Orleans, and WMRT and the Chamber of Commerce of the New Orleans Area, co-sponsors of the GMP. While it may ultimately be desirable to have a summary in a more "popular" form, we have found the Steering Committee and a large segment of the interested public not only able but willing to take the time and expend the energy necessary to understand and deal effectively with technical detail. So it's all here to serve as a benchmark in the evolution of the GMP, as a general chart for the future, and as an aid in citizen movement.

The City and its citizens have moved with deliberate speed in the past year toward full mobilization of growth management. With the strong endorsement and support of Mayor Landrieu, the Administration, the Central Area Council of the Chamber, and citizen groups, a moratorium on demolition of historic structures was approved by City Council. The Community Improvement Agency has begun detailed studies, a special tax district referendum is planned, two historic district designations are contemplated, a CBD re-zoning study is underway, and vigorous action on sign control and trash removal is in process.

Such a mobilization of action as recorded in this Report has been the work of many people. You and the Mayor's Executive Assistant, Anthony Gagliano, deserve great credit as do the other members of the Executive Committee and Steering Committee of the GMP. The GMP Staff has worked effectively to coordinate the contribution of the many City departments — most particularly Planning and Public Works — and other public agencies; the City Edges Program, and private groups, with that of the GMP and its consultants. The Chamber has provided space and facilities for the many, many meetings, and the CBD Improvement Association invaluable information on historic structures.

The consultant team thanks all of the above plus those who have contributed through interviews and in countless other ways in making this Report possible. To New Orleans, with love.

Sincerely,

David A. Wallace

Richard W. Huffman

Stephan J. White

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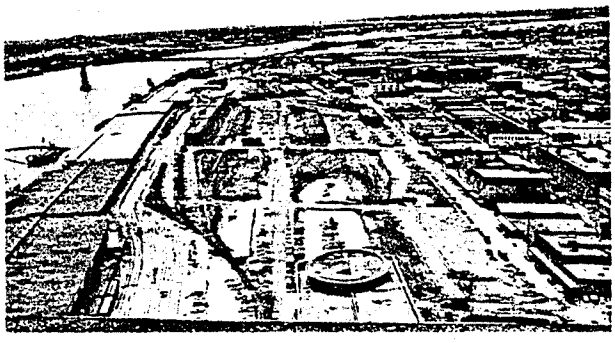

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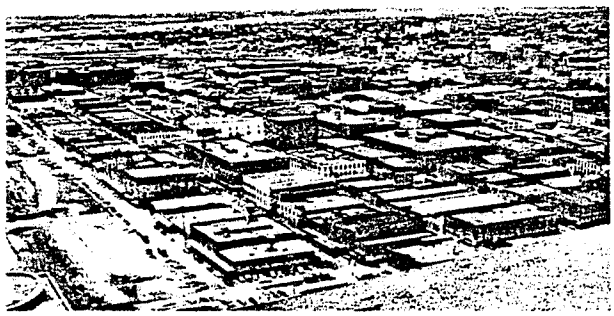

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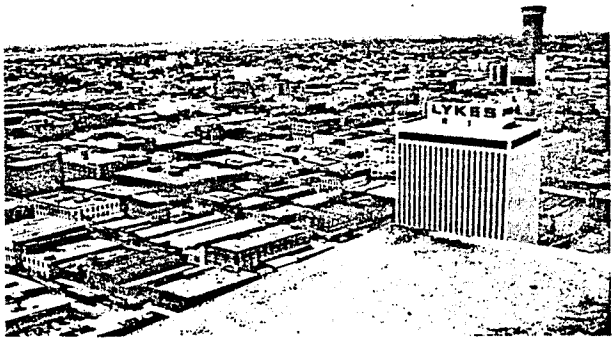
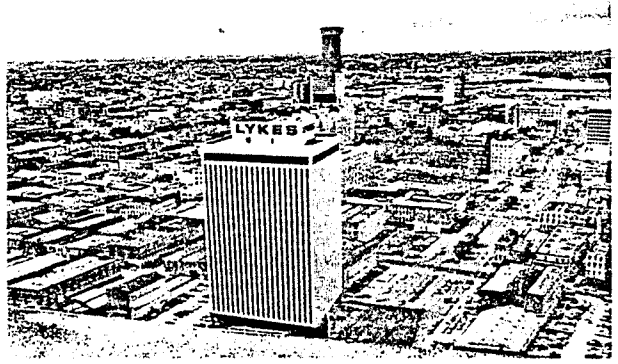
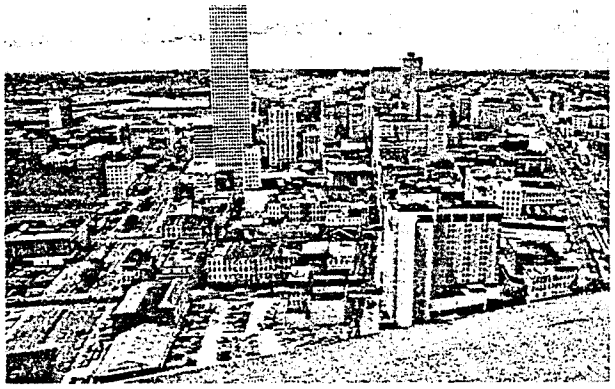


UPTOWN ENTRANCE TO CBD



LAFAYETTE SQUARE AREA



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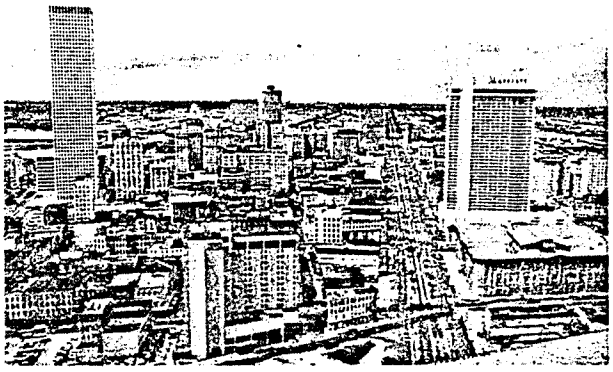
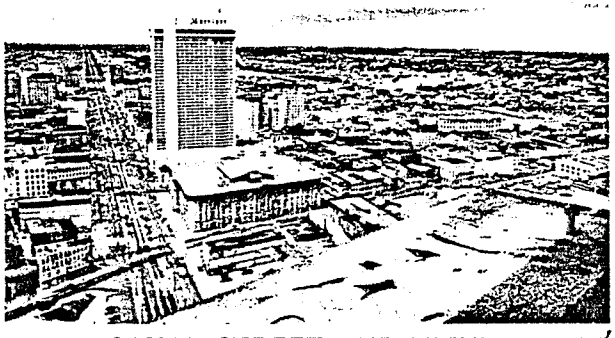
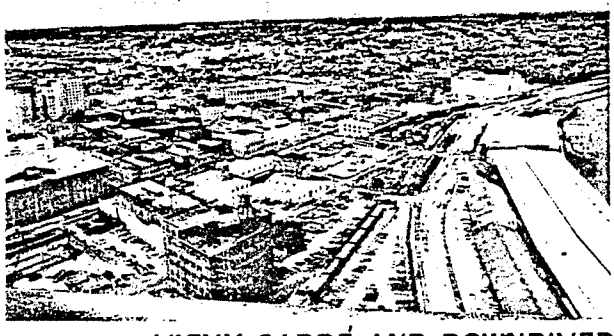


CBD AND CANAL STREET



CANAL STREET AND VIEUX CARRÉ



VIEUX CARRÉ AND DOWNRIVER

Introduction

Preface

New Orleans has had a record of having produced fragmented CBD studies and plans with little successful implementation of their recommendations. All lacked complete support from the business community, city and other interested groups and individuals. The Growth Management Program has been directed and reviewed by these interests working together for the benefit of the CBD, the City and the region.

This document should be looked upon as a basis for both planning and implementation, and not as an inflexible, comprehensive plan for the area. In essence, it creates a process whereby public and private assets can be properly utilized for the greater benefit of the CBD.

In perhaps the GMP's most important action, a future Land Use Concept was approved for the CBD. This concept includes emphasis of the Poydras/Riverfront Corridor for major development, retention and enhancement of retail uses along Canal Street and encouragement of new residential uses in the CBD, while preserving the many historic buildings in other areas which give continuity and character to the entire sector. This Land Use Plan will be used as a general guide for the public and private sectors in their planning efforts. To provide more detailed guidance, the City is now conducting a major zoning analysis leading to new zoning regulations for the CBD to be completed by late 1975. This analysis utilizing the GMP's recommendations for desired goals and land uses will result in finely honed zoning designed not only to assure the provision of amenities while encouraging desirable growth, but also to provide economically feasible methods of preserving the City's unique architectural heritage.

The Growth Management Program has provided a catalyst for the following other programs initiated by the Steering Committee and its various ad hoc committees: CBD Lighting, Trash Collection, Sign Amortization, Street Furniture, Skid Row, Zoning, Transportation and a Special Tax District..

A CBD Lighting committee has submitted recommendations to the City of New Orleans for appropriate standards, lighting levels and compatible color on Poydras Street. This plan is now being implemented. The Committee has also recommended an inventory of both standards and fixtures for the rest of the CBD. This recommendation has been carried out by the Department of Utilities, which is now in the process of seeking workable solutions for the retention of old fixtures, while increasing their lighting capacity.

A Street Furniture committee is now examining a program of street furniture. When these final designs are approved, the committee, working with the Central Area Council, will initiate a one-block demonstration program incorporating both street furniture and landscaping in the Canal Street corridor. In addition, recognizing that the proper number of well-designed trash receptacles is important to the overall appearance of the CBD, the Steering Committee has requested the City to evaluate the possible purchase of additional units.

Through the work of the GMP ad hoc committee on Sign Amortization, the Steering Committee has made specific recommendations to the City of New Orleans for sign control in the CBD. An active campaign has begun, with the cooperation of the City Attorney, the American Institute of Architects and the sign industry, to remove abandoned, illegal and legal-but-non-conforming signs from the CBD.

Based on the consultant's recommendation of a Landmark/Historic District Commission for specific areas of the CBD, the GMP has instructed the Mayor's Citizens Advisory Committee to make recommendations for one or more districts. To prevent further speculative demolitions which were driving small businesses away and causing valuable historic structures to disappear, the GMP requested and received from City Council a year's demolition moratorium in two areas proposed for historic district legislation. Landmark buildings outside these areas are similarly protected by the moratorium ordinance.

Through the GMP, a special committee of the Chamber of Commerce was formed to work toward the economic rehabilitation of Skid Row through a comprehensive alcoholism program for Skid Row residents. This committee, composed of business leaders, professionals in the field of alcoholism and representatives from the public sector, is now actively working toward both economic rehabilitation of the area and for the implementation of an effective alcoholic program.

All transportation issues within the CBD could not be completely resolved by the GMP, primarily because a Unified Work Program containing transportation recommendations for the metropolitan region has not been completed. Specific details concerning the use of the Rivergate tunnel, peripheral and intercept parking and varying transit systems must await technical planning by the UWP. A close working arrangement with the Unified Work Program and the Governor's Citizens Advisory Committee has been instituted so that the interests of the Central Area are contained in the proposed master plan. It should be noted that the GMP has approved a general conceptual transportation plan with its goal of increasing reliance on transit from the present modal split of 30 percent transit/70 percent auto, to a minimum of 54 percent auto/46 percent transit during peak hours.

The consultant's report on the wholesale-warehouse-manufacturing area states that this area "appears to be gradually decreasing in significance". Because the light industrial uses presently in the area appear to be important, the Economic Analysis Unit of the City's Office of Policy Planning is undertaking a complete economic analysis to determine both the best usage and enhancement possibilities for the wholesale-warehouse district.

To implement the plan, the consultant recommended a pub-

lic/private coordination or partnership. The Community Improvement Agency has been recommended as the coordinating agent, under contract to the Core Area Development District Board. With the approval of the GMP Steering Committee, the CIA has already taken many of the necessary steps to have the Central Business District designated a Community Improvement Area. Designation of the area by the City Council should take place in the near future. Development of the Core Area District Community Improvement Plan can then begin.

Simultaneously, work toward the creation of a Core Area Development District has begun.

The enabling legislation for this, Act 498, was passed in the 1974 regular session of the State Legislature, and will be clarified in the 1975 session, about to begin. As designated in the Act, a Board of Governors to administer the Tax District is in the process of being appointed, with five nominees to be designated by the Central Area Council of the Chamber of Commerce of the New Orleans Area and four by the Mayor.

The funds produced by the CBD Tax District will be administered by the Board of Governors and will be limited to projects or programs over and beyond those normally the responsibility of the City.

In summary, the GMP has begun a process which can and will result in planned management of the Core of the City.

SUMMARY OF GMP STEERING COMMITTEE RECOMMENDATIONS

The Steering Committee recommended a generalized Land Use Plan focusing on the Poydras/Riverfront area. This Plan encourages multi-use developments combining hotel, office, retail, residential and recreational uses. Maintenance and extension of the activity level is a major component of the Plan. Achievement of this goal includes retention of most existing structures and uses and new infill development of mixed uses, reinforcing the character and fabric of the area.

The conservation and renovation of most existing buildings and areas is essential to the reinforcement of the existing fabric and character of the Core.

Pedestrian amenities such as arcades, walkways, landscaped parks, street landscaping and street furniture have also been recommended.

Supportive of the Land Use Plan and activity goals are transportation objectives. The transportation study included within the Report does not provide enough data to allow final decisions regarding the development of a comprehensive transportation plan needed to support the recommended Land Use Plan. However, the Committee did agree on the following concepts within the movement system plan: peripheral and intercept parking areas linked to major activity centers by a shuttle bus system; scattered work and delivery hours; improvement of traffic control system; emphasis of pedestrian amenities along certain streets; development of a Riverfront boulevard; and prohibition of all a.m. and p.m. peak-hour on-street parking and on-street deliveries.

The Committee has reservations regarding several specific recommendations of the consultant. It questioned the location, size and extent of peripheral and intercept parking garages, recommended use of the Rivergate Tunnel and the specifications of first-and second-level pedestrian walkways along the River. The Committee felt separation of pedestrian and vehicle would be important; however, further study was necessary to determine which levels should be used by vehicles and which levels should be used by pedestrians.

The Committee has endorsed several implementation concepts and strategies. Positive actions have been initiated toward implementation. The Committee has endorsed in concept most elements of the implementation strategy recommended by the consultant. However, this acceptance is conditioned upon the approval of the GMP Steering Committee or its successor for each element of the implementation strategy.

The zoning changes recommended by the consultant were studied at great length by the Steering Committee. Upon the conclusion of this study, the Steering Committee determined that a more detailed zoning study was required before a final new zoning recommendation could be accepted. Specifically, the Committee passed the following resolutions:

> "This Growth Management Program Steering Committee acknowledges that a floor area ratio of 20 for the New Orleans Central Business District may be excessive to provide managed growth, but that the proposed floor area ratios of 6, 10 and 14 may be too restrictive and may have a detrimental effect on the value of downtown New Orleans real estate; but that this Steering Committee does approve the concept of reduction in the floor area ratio in downtown New Orleans if simultaneously therewith a bonus program is adopted whereby the reduced floor area ratio would be increased on a particular project in exchange for items, uses and amenities beneficial to the City of New Orleans."

> "If a bonus program is adopted, said program should include definite standards and provisions, whereby bonuses may be granted upon application to the legally established entity created for that purpose, which entity should include representation of downtown business interests."

> "This matter should be pursued further, by the City of New Orleans through zoning experts and consultants with input from the private sector in order to design a program establishing reasonable zoning regulations with appropriate bonuses in not such a complicated fashion that would stifle development."

Steering Committee of the Growth Management Program
Spring 1975

The Growth Management Program

How The Growth Management Program Got Started

The City of New Orleans and the Central Area Council of the Chamber of Chamber of Commerce of the New Orleans Area, in joint venture, established a Growth Management Program for the Central Business District of New Orleans in August, 1973. Broad support came from groups of concerned citizens, business and civic leaders, as well as the Administration and City Council.

The objective was to set up a jointly sponsored program and continuing procedure to set goals, and to guide and control change for the Central Area of the City. Earlier efforts at partial and project planning had been only partially successful.

EMPHASIS ON THE CBD

The Central Area is bounded by the Pontchartrain Expressway on the southwest, Claiborne Avenue (I-10) on the northwest, Elysian Fields on the east, and the Mississippi River.

Emphasis of Growth Management is on the CBD, and its Riverfront. The Vieux Carré and adjacent areas to the north — Faubourg Treme and Faubourg Marigny — were included for coordination.

PROGRAM DIRECTION

The GMP is directed by a Steering Committee and Executive Committee appointed by the City and the Chamber. The role of these Committees is to administer the GMP, monitoring change, ensuring broad citizen participation, making recommendations to the City and public agencies, and providing backup for adopted public and private programs.

TECHNICAL ADVICE

The Steering Committee has set up technical and ad-hoc advisory committees in critical areas such as transportation, housing, historic structures, trash collection, CBD lighting, sign amortization and "Skid Row". This and other reports have been intensively reviewed by sub-committees assigned sub-areas of the CBD.

CITIZEN PARTICIPATION

Citizen participation is ensured throughout the entire program. Steering Committee meetings open to the general public are held every second Wednesday of the month at 9:00 a.m. in the Board Room of the Chamber of Commerce. Every other month at these meetings the Steering Committee urges input from the general public as "stockholders". Informal citizen participation occurs through the GMP staff and extensive personal interviews with interested people.

FUNDING

Initial funding of $180,000 for the program was divided evenly, $90,000 allocated by the City and $90,000 committed by the Chamber through the Central Area Council.

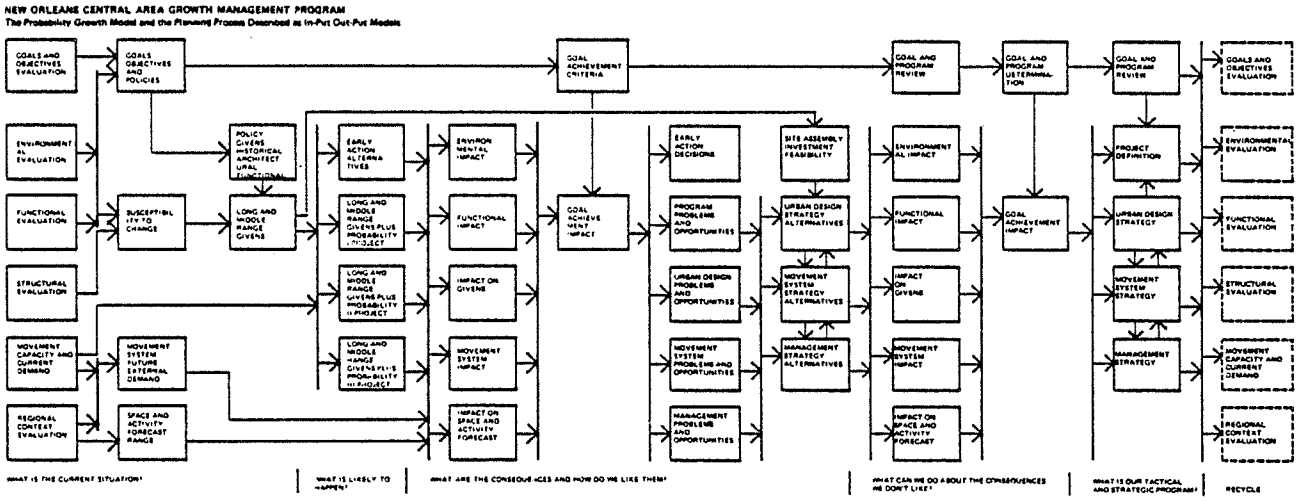
In addition, the Chamber committed a full-time coordinator, office space and special assistant, and the City assigned a coordinator, urban designer and two special assistants.

Unique Features Of The Growth Management Program

How is the Growth Management Program different from all previous planning that has been conducted, or is underway, for the Central Area? In fact, why is growth management necessary?

GMP'S UNIQUE PURPOSE

Growth management is distinct from the traditional concept of comprehensive planning which is a linear, problem-solving process that proceeds from problem and goal definition to solutions and action. Growth management is an operating rather than just a planning process. While it includes planning, growth management is more analogous to the management of a major corporation in which planning and



projects are part of an overall process of operation.

Major corporations operate with a bookkeeping system, constantly updated information on inventory, sales cash flow, investments and assets, all expressed in quarterly and annual reports that enable policy planning, feedback into corporate management, and quick response to external business conditions and opportunities.

The Central Area of New Orleans is the City's single most important piece of real estate, yet, as in most cities, this real estate has not been managed on a business-like basis. Until now there has been no real inventory of its assets, no bookkeeping procedure, and no organizational responsibility for the kind of management needed—this in the face of growth and change of monumental proportions.

Growth management, unlike comprehensive planning, cannot be considered an activity that is undertaken once every five years; day-to-day decisions must be considered within an overall management plan and program framework and must be based upon easily accessible current knowledge.

The Growth Management Program is designed to serve five functions on a continuous basis:

1. Determining the Direction of Change

The Central Area is constantly undergoing a process of change. Some changes are structural: older buildings deteriorate, are demolished or renovated; new buildings are constructed. Traffic congestion grows, and parking demand shifts. Streets and sidewalks need constant attention. Other changes are not so visible: land is sold and assembled for development; business and activities expand or contract and change locations. These collective changes indicate the direction of future trends. A record of the changes allows new specific programs and policies to be designed to strengthen or alter these trends.

2. Quickly Evaluating Proposed Programs and Policies

Continuous Growth Management requires a capacity for quick evaluation of programs and policies for the Central Area, and evaluation requires easily accessible and organized information.

3. Determining Public Strategies as Response to New Development

Each new development in the Central Area will have positive and negative impacts. With an organized information system these impacts can be evaluated to anticipate future problems and public response. Short range action programs can then be designed and operated as part of longer range strategies.

4. Encouraging Private Response to Public Commitment

Each public commitment — street changes and other public works, as well as non-physical commitments such as tax policy — triggers private response once set in motion.

5. Opening the Growth Management Process to Citizen Involvement

Citizen participation and involvement in all aspects of Growth Management can best be achieved with open "stockholders meetings"; during which management is called to account for policy and direction, and citizens are kept fully informed. The information system to be set up is a central part of the involvement process. The objective of this involvement is to ensure that short range decisions are consistent with long range goals and policies for the Central Area.

GMP'S KEY FEATURES

1. A "Joint Venture" Growth Management Organization

The City and Chamber took joint responsibility to establish the Steering Committee and staff as an organizational commitment to Growth Management. This organization sets up procedures for public-private "joint development". It does

not rely on City regulatory mechanism. Its concept is to stimulate, direct, guide, promote and lead growth in directions consistent with good public policy and enlightened citizen "self-interest".

Growth Management needs the combination of public and private commitment.

2. A Basic Inventory and Information System

Basic block and parcel information, including establishments, ownership, residents, structure improvements, tax, sales and other data are kept in a central information file. Maps display this information, and are on permanent display. Both files and maps are updated periodically.

3. Monitoring of Susceptibility-to-Change

Through techniques (similar to real estate appraisal) developed by WMRT, the GMP office carries on periodic monitoring of the likelihood of change, along with observing the change that actually takes place.

Economic forecasting is conducted from time to time to evaluate the pressures for change, as well as to provide a constant basis for program feasibility analysis.

4. Probability Growth Modelling

This is a procedure for classifying projects and programs into three levels of probability depending on certainty of funding, etc. These are combined with the results of the susceptibility-to-change analysis, and determinations of investment feasibility and desirability. Each level of probability is presumed a completed phase and then analyzed as to (a) how each phase compares with space-use projections and economic forecasts; (b) how elements, particularly public inputs like the Superdome and possible expressways or boulevards affect the investment possibilities for succeeding phases and present property; and (c) how the resulting development pattern achieves, is compatible or conflicts with, design and social goals for the Central Area, the City and the Region.

5. Goal, Objective, and Policy Development and Evaluation

The Probability Growth Modelling procedure enables constant comparison of "performance" of projects, policies and actual change against stated goals, and operational objectives. Policies can then be modified. Since people and conditions change over time, goals can also be modified or altered periodically and new management policies established.

6. Focus on Early Action, High Impact Projects and Programs

Growth Management not only pays attention to good design details and important though small-scale actions, but also focuses particularly on early action, high impact projects and programs.

At the same time it must adequately take into account the 10-25 year time frame of middle-range and long-range planning.

7. Central Area Management Strategies

The plans, projects, market studies, transportation programs, tax policies and various implementation devices all are coordinated under a coherent and adaptable development and management strategy that represents local consensus and commitment by both the public and private sectors of the community.

Growth Management does not pretend to comprehensiveness and "try to plan everything". It recognizes incremental planning as more useful and focuses on the important things, but without losing sight of long-range objectives.

8. Three-Dimensional Urban Design Concepts

To be fully effective management tools, the probability of growth and change, modified and added to by desired urban form and character are given "imageability" to enable feedback by citizen examination and involvement, to stimulate enthusiasm and consensus as a clear and precise language of management intent, and to be a measuring stick for future performance.

The First Eighteen Months' Schedule

Growth Management is an on-going process with eighteen months spent gearing up for it. This Report is an important document at the end of this period to make available the process and provide a first "annual report". However, such a document is incidental to the continuing management operation. The schedule for the first eighteen months was:

August, 1973:
City and Chamber appointed Coordinators and contracted with Wallace, McHarg, Roberts and Todd of Philadelphia to lay the groundwork for the Program.

September, 1973:
Curtis and Davis of New Orleans and Robert Gladstone of Washington, D.C., were retained for transportation and economics.

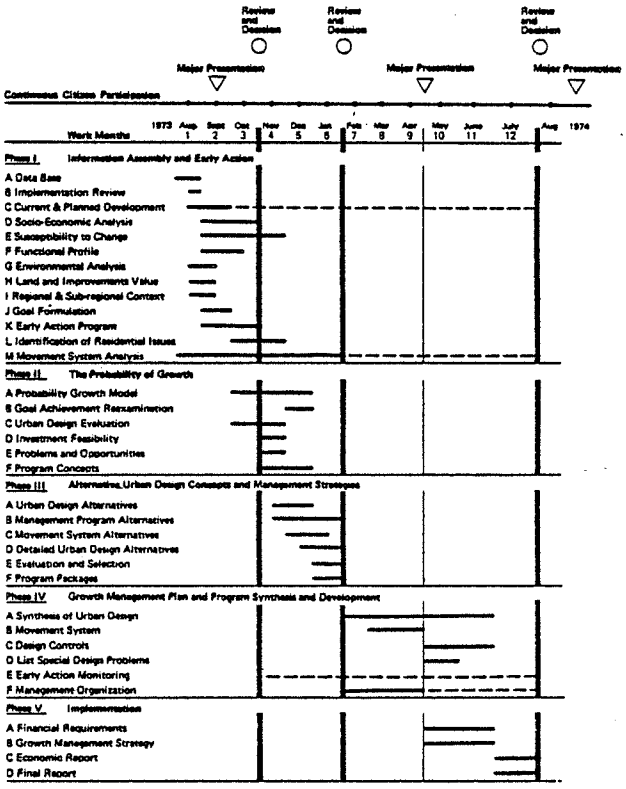
October, 1973:
Reports on Early Action Projects – CBD Lighting and others – were submitted to the Steering Committee.

November, 1973:
Phase I Completion—Information Assembly and Early Action—CBD Lighting Plan Initiated. Data Base Established—and Preliminary Goals Established.

January, 1974:
Phase II Completion—Probability of Growth and Susceptibility to Change—Goal Achievement Measured and Additional Early Action Projects Proposed.

March, 1974:
Phase III Completed—Alternative Urban Design Concepts

SCHEDULE OF PHASES AND TASKS, NEW ORLEANS CENTRAL AREA



and Management Strategies—and Growth Management Program Office Monitoring Underway.

Passage of Act 498 in State Legislature enabling establishment after public referendum of Special Tax District for CBD.

April, 1974:
City Council voted a moratorium on further property demolition until January 1, 1975, to give the GMP time to come up with solutions to achievement of preservation of the CBD stock of small important or historic buildings.

June , 1974:
Completion and Presentation of Draft Technical Report.

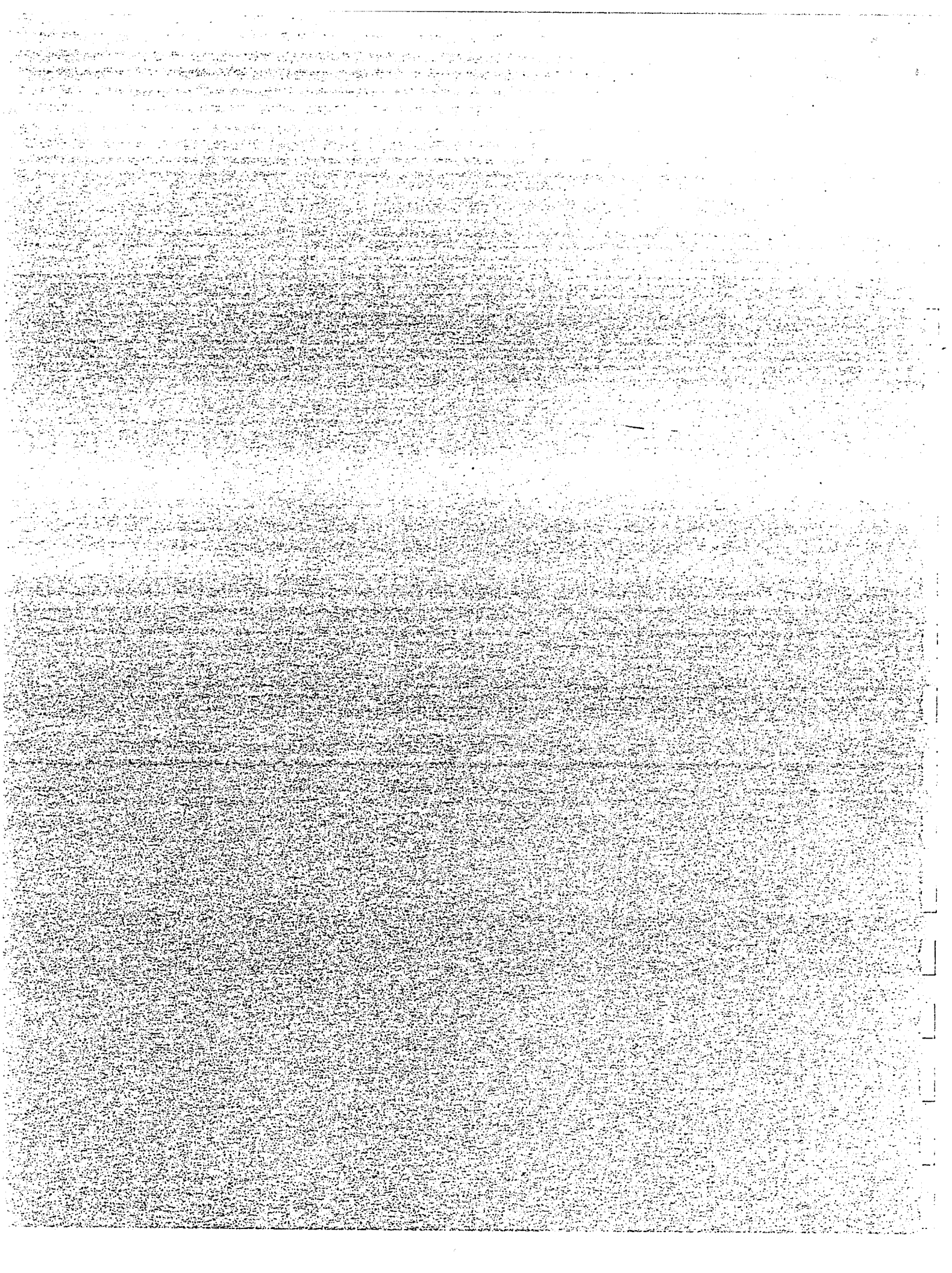
July-November, 1974:
Review and feedback in—meetings by the GMP Executive, Steering and Ad-Hoc Committees of the recommendations of the Draft Technical Report.

December, 1974-March, 1975:
Final Modifications and Feedback to Technical Report completed.

April, 1975:
Final Technical Report Published. Authorization to CIA for preparation of Draft CBDCIPlan and Program. Preparation by City of two Historic District Ordinances, a draft tax district ordinance and a parking control ordinance. Special Zoning Study underway.

Part 1

Summary Of Conclusions And Consultant Recommendations



In The Year 2000

The New Orleans CBD In The Year 2000

The year 2000 is only 25 years away! More than 80% of the present residents of the Region will be alive to see the CBD, use it, hopefully enjoy it, and benefit from its vitality.

This next year, 1975, is the key year to determine what the future CBD will be like: whether the tremendous growth and change now underway can be gracefully accommodated, with older buildings rehabilitated and enhanced, and the essential character of New Orleans and its historic continuity and scale preserved; or whether growth will wipe out the past in random fashion, creating a new CBD without design excellence or distinction — isolated towers floating in a sea of parking.

A View Of The Possible Future

The two views on the next pages show the CBD as its essential "structure" is today, and as it may look in the year 2000 if the proposed CBD Community Improvement Plan is carried out.

The second view shows a CBD with current goals, largely achieved. The great office development thrust that will run through the 70's and 80's, into the 90's has been accommodated on sites most suitable in the Poydras/Riverfront Corridor from River to Superdome, and in accord with the Urban Design Concept of the Plan. Downtown shopping has been strengthened. The success of the Vieux Carré and Superdome has stimulated increased office jobs, hotels, and tourism. National corporate headquarters have come to New Orleans to add to the variety and level of employment opportunity for all.

Within the CBD Historic District, the core of historic, "tout ensemble" and landmark structures has been rehabilitated and is occupied by residences, apartments and offices. Many of the old tenants remain through special financing arrangements of the Special CBD Tax District that encompasses the entire CBD.

The night life formerly confined to the Vieux Carré has spread along major CBD streets with glittering concentrations in the many convention hotels. The new commercial recreation, much of it in rehabilitated warehouses, includes popular as well as chic nightclubs, bowling alleys, roller and bicycle rinks, a fencing club along the River, and many other activities appealing to all life-styles.

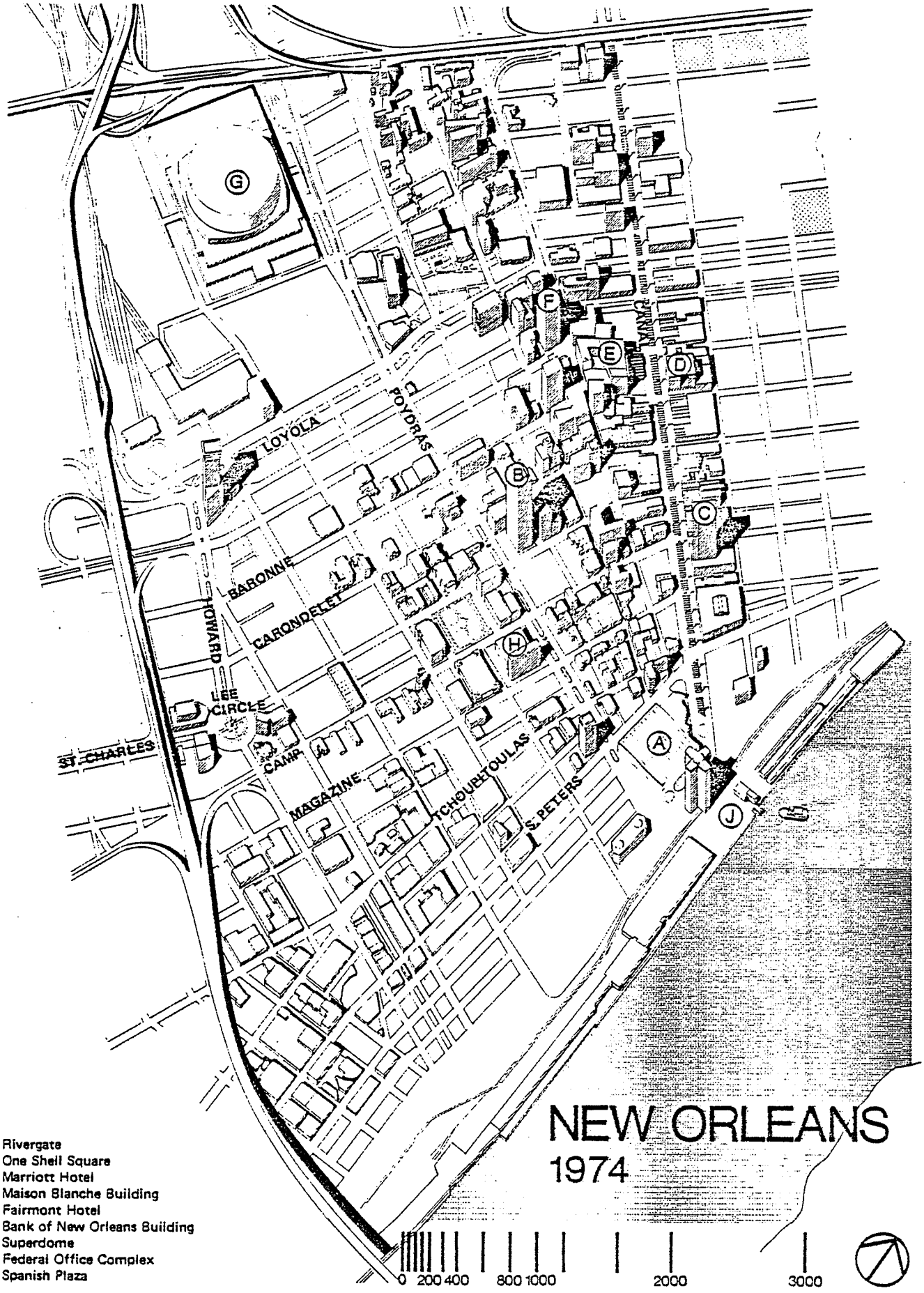
The Riverfront has realized its full potential with a wide mix of office, hotel, residential, and related uses, along with appropriate Port facilities. The historic River Walk has been extended upriver from Moon Walk in front of Jackson Square. It serves as a key element of an integrated pedestrian system throughout the CBD.

As many as 3000 dwelling units along St. Charles Street between Lee Circle and Lafayette Square form the nucleus along with the Riverfront housing of a new CBD residential community. Between St. Charles Street and the River, warehouses rehabilitated for a mix of residences, offices and specialty retail are interspersed among new townhouses and condominiums.

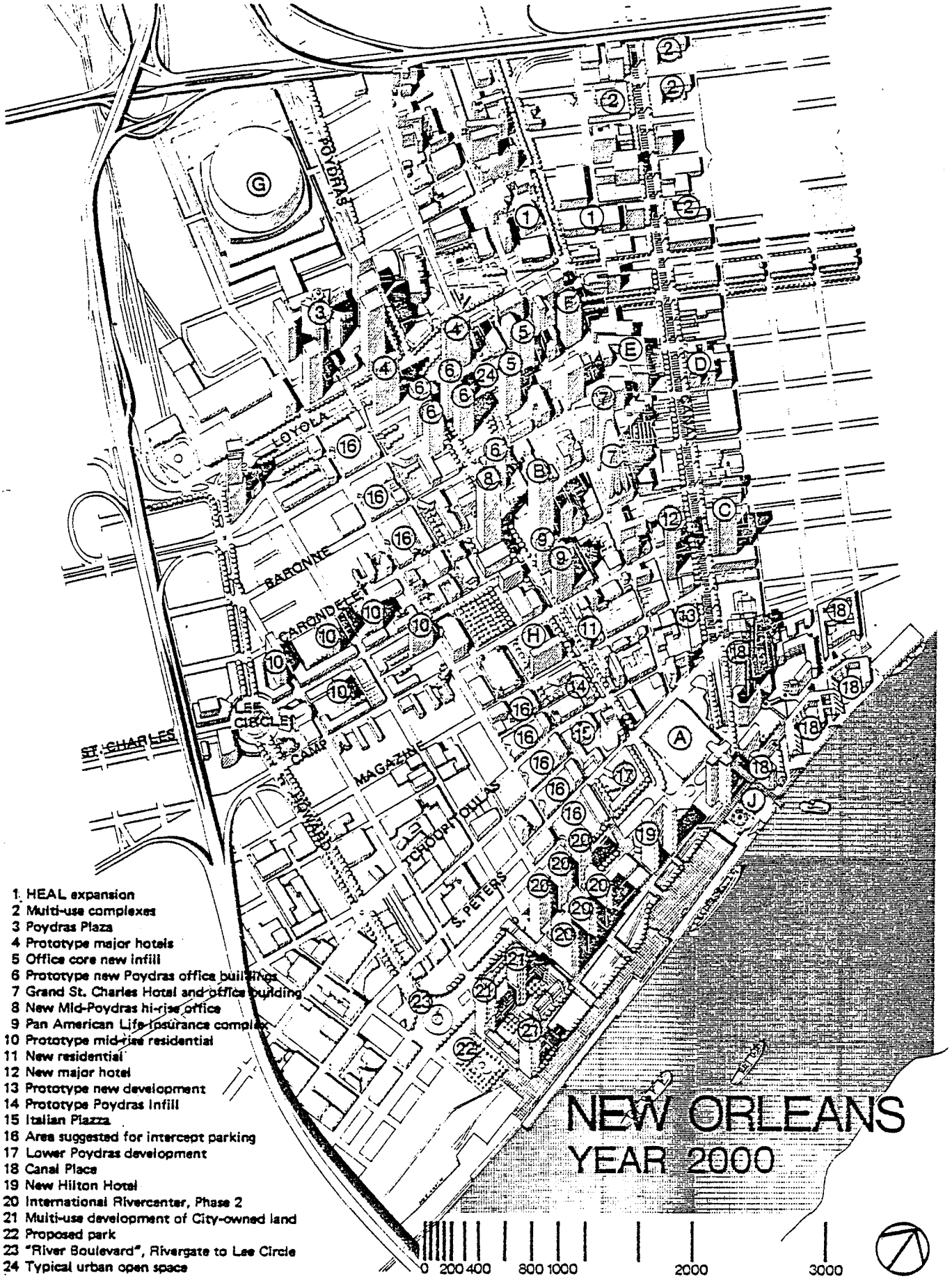
Many industries such as Luzianne Coffee that are compatible with this new environment remain in refurbished buildings. Skid Row has disappeared through a 10-year treatment and rehabilitation program for its former occupants. Julia Row has returned to its handsome original state and is filled with apartments.

The traffic and transit congestion of the middle 1970's has been substantially reduced by a combination of regional, subregional, and local transit improvements that enable almost half the 116,000 CBD employees to travel by transit.

The CBD reconnaissance and accommodation of growth has served to relieve pressure of commercial encroachment on the Vieux Carré as well as the adjacent residential neighborhoods of Faubourg Treme, Faubourg Marigny and the Lower Garden District. The CBD Community Improvement Plan focuses on the CBD but its announced actions serve to ensure that a strong CBD helps rather than hurts its next-door neighbors, the City and the Region. Planning and citizen action in each of these neighboring areas have taken advantage of their proximity to the CBD to undertake their own revitalizing action programs.



A Rivergate
B One Shell Square
C Marriott Hotel
D Maison Blanche Building
E Fairmont Hotel
F Bank of New Orleans Building
G Superdome
H Federal Office Complex
J Spanish Plaza



1 HEAL expansion
2 Multi-use complexes
3 Poydras Plaza
4 Prototype major hotels
5 Office core new infill
6 Prototype new Poydras office buildings
7 Grand St. Charles Hotel and office building
8 New Mid-Poydras hi-rise office
9 Pan American Life Insurance complex
10 Prototype mid-rise residential
11 New residential
12 New major hotel
13 Prototype new development
14 Prototype Poydras infill
15 Italian Plazza
16 Area suggested for intercept parking
17 Lower Poydras development
18 Canal Place
19 New Hilton Hotel
20 International Rivercenter, Phase 2
21 Multi-use development of City-owned land
22 Proposed park
23 "River Boulevard", Rivergate to Lee Circle
24 Typical urban open space

NEW ORLEANS
YEAR 2000

A Plan Is Necessary But Not Sufficient

The adoption and implementation of this Plan is no guarantee of the "possible future" shown, but it is the necessary first step. However, without the Plan (and appropriate additions, modifications and amendments over time) a banal and characterless future CBD like that of many other cities can be guaranteed. Thus the likely future without the Plan is one of projects with varying degrees of quality but that add up to a whole that is less than the sum of its parts, and the special quality of New Orleans will have been lost. And as the CBD chokes on its own congestion, and amenities and historic flavor disappear, new growth slows to a halt as further development goes elsewhere.

The choice between these two futures is now.

The Technical Report

This Technical Report is a report from the Consultants to the GMP Steering Committee. It has been preceded in the GMP Program by a series of analytical and alternative-exploring documents that have served as the basis for preliminary conclusions, considerations and recommendations by the GMP Steering Committee. The Technical Report summarizes the results of the work during the first eighteen months and "puts it all together" for the first time. This is reported as "The Basis for Action" following.

The Report steps beyond that, however, to offer a Proposed CBD Community Improvement Plan (under Act 170) and a CBD Community Improvement Program (integrating the Plan with requirements of Act 498, establishing the new Special Tax District).

The Proposed CBD Community Improvement Plan

This section of the Report contains the basic elements of a "CBDICPlan" under Act 170 with the exception of a "Declaration of Findings" necessary to such a plan's adoption. It also contains a financial element necessary as an administrative tool (and required by Act 498), which enables creation of a Special Tax District. The preparation of these two elements are proposed among next steps after consideration of the Technical Report.

It is noted early-on that the Proposed CBDCIPlan does not envision the use of "eminent domain" powers to achieve its purposes.

The Proposed CBD Community Improvement Program

The CBDCIPlan is proposed to serve as the principle device to coordinate eight basic program elements, each of which has or must have its own legislative mandate, independent of that of the Plan. These are: (1) adoption and management of the CBDCIPlan; (2) initiation of public works programs; (3) creation and administration of a Special CBD Tax District under Act 498 recently enacted; (4) creation and administration of two CBD Historic Districts under Act 147; (5) introduction of zoning changes, including the final development and adoption of several new zoning categories; (6) creation and administration of a new parking authority and a comprehensive parking policy; (7) application for, receipt and administration of Federal and State special purpose funds (e.g., for open space, beautification, historic preservation, and a Skid Row program for detoxification and rehabilitation; and (8) creation and operation of private, or quasi-public non-profit, development corporations for special development roles such as "developer-of-last-resort".

The Purpose Of The Technical Report

The Technical Report's purpose is first to outline the Proposed CBDCIPlan and Program in enough detail to enable citizen and official understanding of the proposals and to serve as the basis for a community dialogue leading to consensus on elements and ultimate adoption of its action steps with appropriate modification.

The Next Steps

The Growth Management Program has already focused staff activity on "early action" issues such as needless demolition of structures (resulting in a 9-month demolition moratorium, now extended) sign control (mobilizing the support and participation of the New Orleans Chapter of the American Institute of Architects), trash removal (working in support of both the public agency and private contractors involved), the enlistment of and involvement in the GMP by a wide variety of community groups and citizens, and a CBD street lighting program.

The distribution of the Technical Report by the GMP Steering Committee will set in motion a series of presentations and discussions leading to continuous feedback and modification of the Plan and Program. The proposals are far-reaching in their consequences and complex in their nature, and the process of their consideration will take time.

At the same time deliberate speed is essential to take advantage of the momentum already generated by the Program.

Summary Of Conclusions And Consultant Recommendations

Summary Of Conclusions

Consultant conclusions are summarized as follows:

(1) ON GROWTH

The Market
The current investment thrust will continue strong through the 1980's and 1990's.

Growth Is Beneficial
This growth is very substantial and its nature will be beneficial to the CBD, the entire Central Area, the City and the Region.

Causes for Growth
At present the growth is being located in response to the success of the Vieux Carré and three "heroic" acts and a "Trauma": Poydras Street widening, the International Trade Mart, the Superdome were the "heroic" acts and the rejection of the proposed Vieux Carré Expressway was the trauma, and equally heroic in its way.

Negative Secondary Impacts
Present growth is mostly good and can be accommodated without undue negative impact, but secondary impacts are beginning to surface.

Serious Problems
Demolition of historic structures, elimination of important service functions, proliferation of parking lots, traffic congestion in some locations and despoliation of the environment are already serious problems.

Random Scatteration
Speculation and economic necessity is forcing the next round of development to random and unrelated locations with the consequence of exacerbating the problems and minimizing the chances for coherent urban design.

(2) ON GROWTH MANAGEMENT

Goals for Growth and Preservation
The people of New Orleans have clearly stated their goals for growth and preservation. These articulate what they want their Central Area and CBD to be like.

Need for Control and Guidance
To achieve a reasonably high measure of each of the separate goals means the adoption and implementation of more control and guidance of growth and change than now exists.

The Big Issue
The final resolution of how much control by whom and for what is the key issue in determining the "trade-offs" between competing goals.

(3) ON THE NEED FOR A PLAN

Purpose of a Plan
A plan for the CBD is needed now as part of Growth Management to serve to gain consensus regarding goal "trade-offs", agreement on ways of solving the problems, and the policy direction for control and guidance of change.

(4) ON IMPLEMENTATION

New Orleans Has Capability
New Orleans has, or has in the making, the capability for implementing the Plan and for managing growth. While the future envisioned by the Plan is by no means assured, it can be achieved.

Summary Of Consultant Recommendations For Action

(1) ON URBAN DESIGN PRINCIPLES

General Location of Intense Development
High intensity new development should be located near present concentrations of high intensity development insofar as the capability of the movement system is not exceeded. The Poydras/Riverfront Corridor is the principal location for such new development.

Allocation Process for Specific Development Sites
The urban design process has allocated new development to economically feasible sites, unoccupied by "Givens" (structures either not susceptible to change or to be retained for policy reasons), and in accordance with urban design principles.

Multi-Use Character of Development
Development of projects with mixed office, hotel, residential and ancillary retail uses such as Poydras Plaza, Canal Place, and International River Center should be encouraged.

Hotel Development
New hotels and motels should be distributed widely throughout the Poydras/Riverfront Corridor and on Upper Canal Street within the CBD to spread the generation of pedestrian and vehicular traffic where it can be accommodated most easily and to take the pressure off the Vieux Carré.

Infill Development
Infill development in other areas should be less intense and should relate to the scale and character of surrounding buildings.

Pedestrian Amenities
All new development should contain provisions for high quality pedestrian amenities: arcades, small landscaped urban parks, street landscaping, etc.

Continuity of Activity
Activities along existing streets should be maintained when new development occurs.

Internal Movement System
A pedestrian and mini-bus movement system should be developed to provide quick and easy connections between the Superdome, Poydras/Riverfront Corridor, Office Core, Retail Center, and Vieux Carré.

The Historic Structures
Historic structures should be rehabilitated, paid attention to as part of the urban design framework, and occupied with appropriate uses.

(2) ON SPECIFIC PUBLIC WORKS

The Movement System

(a) Riverfront Boulevard
Develop a Riverfront Boulevard connecting Lee Circle along Howard Avenue and Front Street to Poydras Street.

(b) Lafayette Street Mall
Close Lafayette Street and develop into a pedestrian mall, initially from the Superdome to Lafayette Square, and ultimately to the River.

(c) St. Charles Avenue Pedestrian Emphasis
While it is not considered feasible to close St. Charles Avenue, its sidewalks and surfaces should be landscaped and developed to emphasize pedestrian movement from Lee Circle to Canal Street.

(d) Perdido Street Mall
Close Perdido Street, as well as others shown on the map, Specific Urban Design Recommendations, and develop as pedestrian malls.

(e) Intercept Parking
Develop "intercept" parking garages (combined with development on top) between Lafayette and Girod Streets, generally from Loyola Avenue to Front Street. Those which are shown are intended as urban design diagrams only.

(f) Peripheral Parking
Develop "peripheral" parking spaces at four major locations: The Superdome, Southern Railroad Station property, as Esplanade and Decatur, and on the City-owned property on the Riverfront. The Superdome is about to open its 5000-car garage which can be used experimentally as peripheral parking for the CBD.

(g) Rivergate Tunnel
Utilize the Rivergate tunnel, originally to be a part of the Vieux Carré Expressway as part of the transit and parking access system. It can be entered and exited from the medians of the Riverfront Boulevard and Canal Street at Decatur.

(h) Internal Transit System
Develop and operate an internal shuttle-bus system, ultimately to connect the Superdome, the Federal concentration, the River, Canal Street, the Office Core, Louis Armstrong Park, H.E.A.L. and Upper Canal Street, and the Civic Center.

(i) Other Traffic Improvements
Implement a computerized traffic control system to insure the optimized flow of vehicles. Prohibit all a.m. and p.m. peak hour on-street parking and on street deliveries.

LaSalle Street between Gravier and Tulane should operate as a proposed exclusive transit/emergency access street. Two lanes will be devoted to transit movements with a lane designated exclusively for emergency vehicle access to the health facilities.

Prohibit all on-street peak hour deliveries to relieve traffic congestion and regulate delivery hours on the uptown side of Canal Street.

Incorporate off-street loading facilities in all new development.

Extend regulated delivery hours on Perdido Street Mall, St. Charles Street from Canal to Lee Circle, and Lafayette Mall in order to minimize pedestrian vehicular conflicts.

(j) Landscaped Pedestrian Ways
Develop landscaped pedestrian ways and pedestrian overpasses at key points such as Loyola Avenue and the Lafayette Mall.

(k) River Walk
Provide a continuous series of first and second level pedestrian walks and plazas along the River from French Market upriver to the City-owned property.

The Parks and Open Space and Pedestrian System

(a) Poydras Street Beautification
Landscape Poydras Street with rows of trees on either side and in the median. Relight the street with white light and compatible street furniture, and provide bus shelters where appropriate.

(b) Landscape Pedestrian Ways
Landscape all pedestrian ways as above to connect elements of the open space system.

(c) Canal Street Beautification
Reconstruct sidewalks and appropriately landscape Canal Street. Refurbish handsome fixtures and paint with black and gold leaf trimmings. Provide bus shelters where appropriate.

(d) Refurbish Old Street Light Fixtures
On smaller streets repair and refurbish present fixtures and relight for better illumination.

(e) Italian Piazza
Develop the Italian Piazza as part of the open space system, retaining the older buildings if at all possible.

(f) Spanish Plaza
Develop Spanish Plaza as part of the open space system, with appropriate pedestrian connections to the Riverwalk and Poydras and Canal Streets.

(3) ON IMPLEMENTATION

(a) The CBDCIPlan
Declare the CBD Core and Frame a Community Improvement Area under Act 170, prepare, adopt and implement the CBDCIPlan. No eminent domain is anticipated.

(b) Public Works Program
As part of the CBDCIPlan procedure, prepare, adopt and implement a Public Works Program.

*(Specific FAR not endorsed by GMP, subject to further study.)

(c) Special CBD (Tax) District
Enact legislation under Act 498 and after appropriate public approvals declare the CBD Core and Frame a Special (Tax) District, using the tax levied thereby for financing program.

(d) CBD Historic District
After appropriate study, declare this area of historic buildings an Historic District under Act 147. Purchase "preservation servitudes" from willing owners who will fix up their property.

(e) Lafayette Square Historic District
Take similar action to (d) above for area around Lafayette Square. This must be coordinated with effective action on Skid Row.

(f) Historic Landmark Preservation
Outside the two Historic Districts, use the same financial method to purchase from willing owners "preservation servitudes", and encourage new uses as appropriate.

(g) Rezoning
Reduce the Floor Area Ratio (ratio of total built floor area to site area) over the whole CBD from its current range of 20-15-10 to a range of 14-10-6, but with different distributions.* Develop and enact new zoning categories to do this including up-to-date features such as bonus incentives. This rezoning is based on errors in application of present zoning, as well as changes that have taken place.

(h) Parking Policy
Develop a CBD-wide parking policy, and an implementing device to include parking rate control (and possibly subsidy) and a parking authority mechanism. Existing parking lots and structures,as well as future,should have adequate landscaping and screening from street views.

(i) Federal and State Funding
Develop applications for all Federal and State funds available for the various programs involved.

(j) Skid Row Detoxification and Rehabilitation Center
Develop and operate a center to eliminate Skid Row (not displace it) in a target time of ten years.

(k) Private Non-Profit Development Corporation
Create and operate a private non-profit development corporation to institutionalize Growth Management and continue the public/private partnership.

(4) ON STRATEGY AND TACTICS

(a) New Growth
Encourage new growth to the Poydras/Riverfront Corridor, by establishment and rezoning of the CBD and Lafayette Square Historic Districts as the first steps.

(b) New Environments
Create new environments at multi-purpose subcenters (now underway) and disperse convention hotels away from the Vieux Carré.

Summary Of Goals Rephrased In "How To Do It" Terms

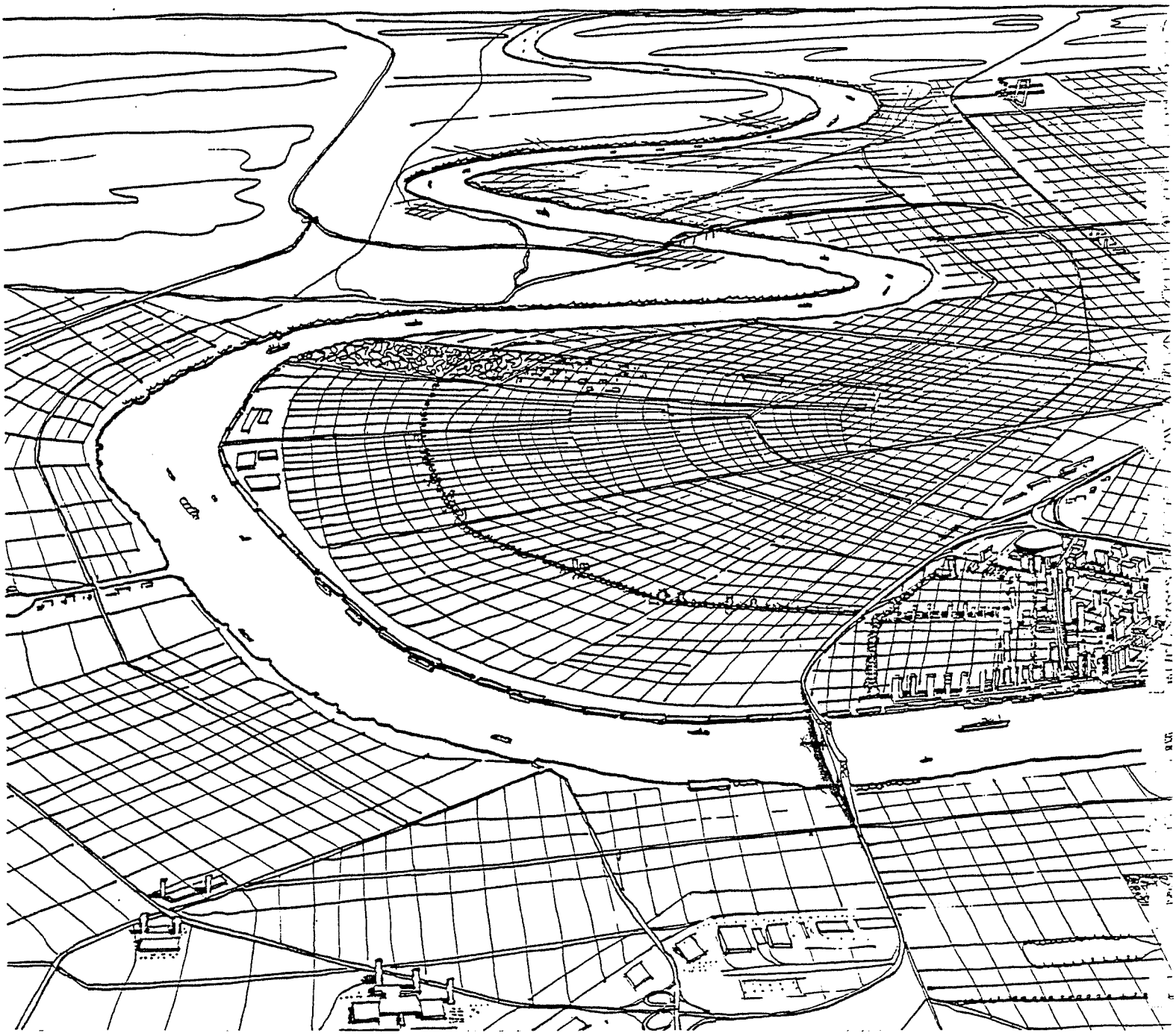
(1) How to make the movement system work better to allow maximum access and efficiency consistent with other goals.

(2) How to enhance the pedestrian experience — better routes, better landscaping, better "tout ensemble".

(3) How to get maximum new development of the highest quality.

(4) How to get most if not all the historic buildings fixed up in "pink" condition.

(5) How to reinforce and expand the Retail Core.



(6) How to make the most of the Vieux Carré's success.

(7) How to make the most of the Superdome.

(8) How to prevent commercial, or traffic, or Skid Row encroachment on residential neighborhoods.

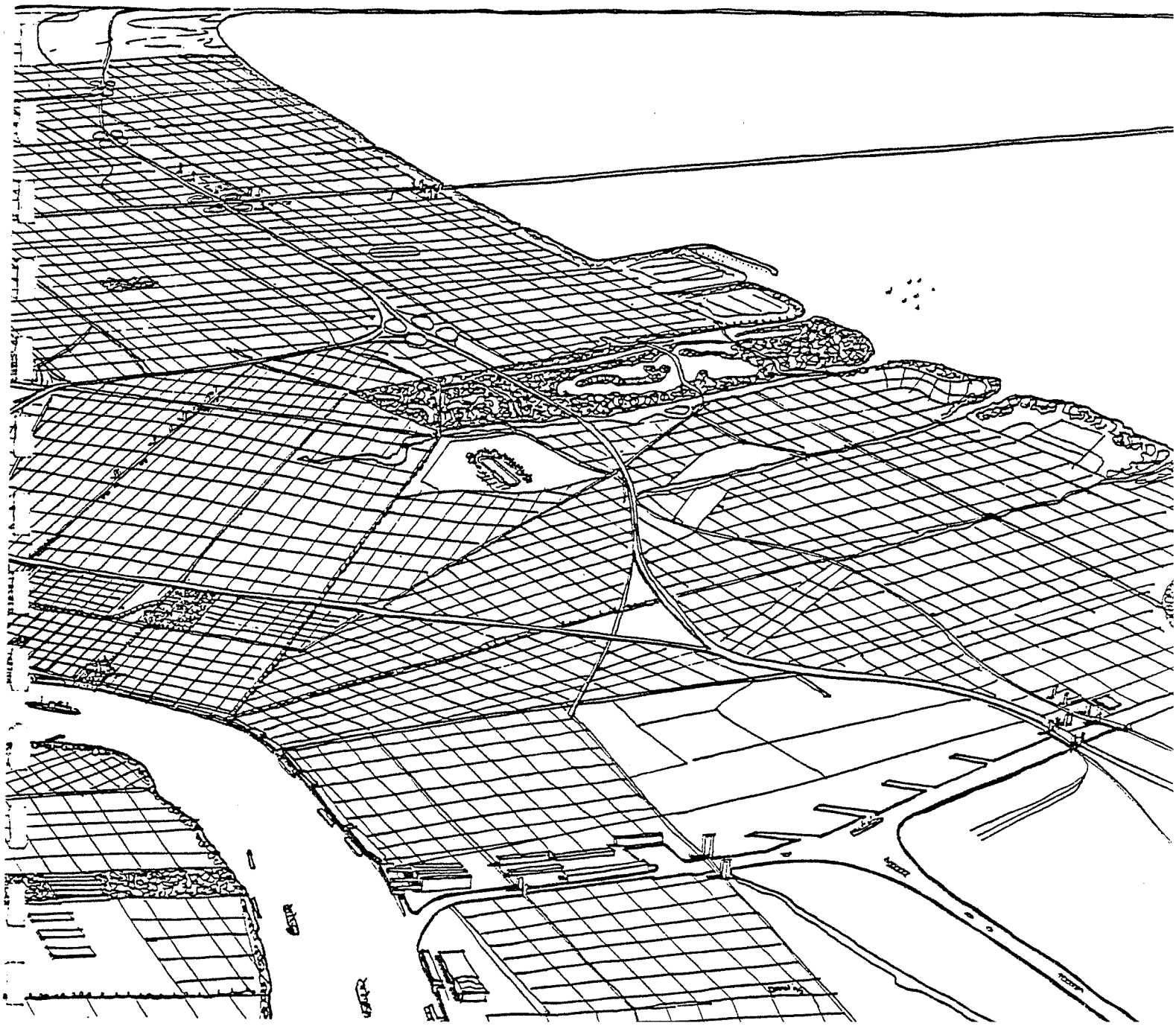
(9) How to get more people living in the Central Area and enhance the quality of life of residents, visitors and workers alike.

(10) How to continue to provide inexpensive space for small users and "incubator" industries.

(11) How to resolve the Skid Row problem in a humane and sensitive way.

(12) How to maximize taxes to the City.

(13) How to insure effective citizen participation and continuing Central Area Growth Management.



(c) Public Elements
Rehabilitate the public elements of the Canal Street Retail Core: sidewalks, street furniture, landscaping, lighting, and infill new retail to strengthen area.

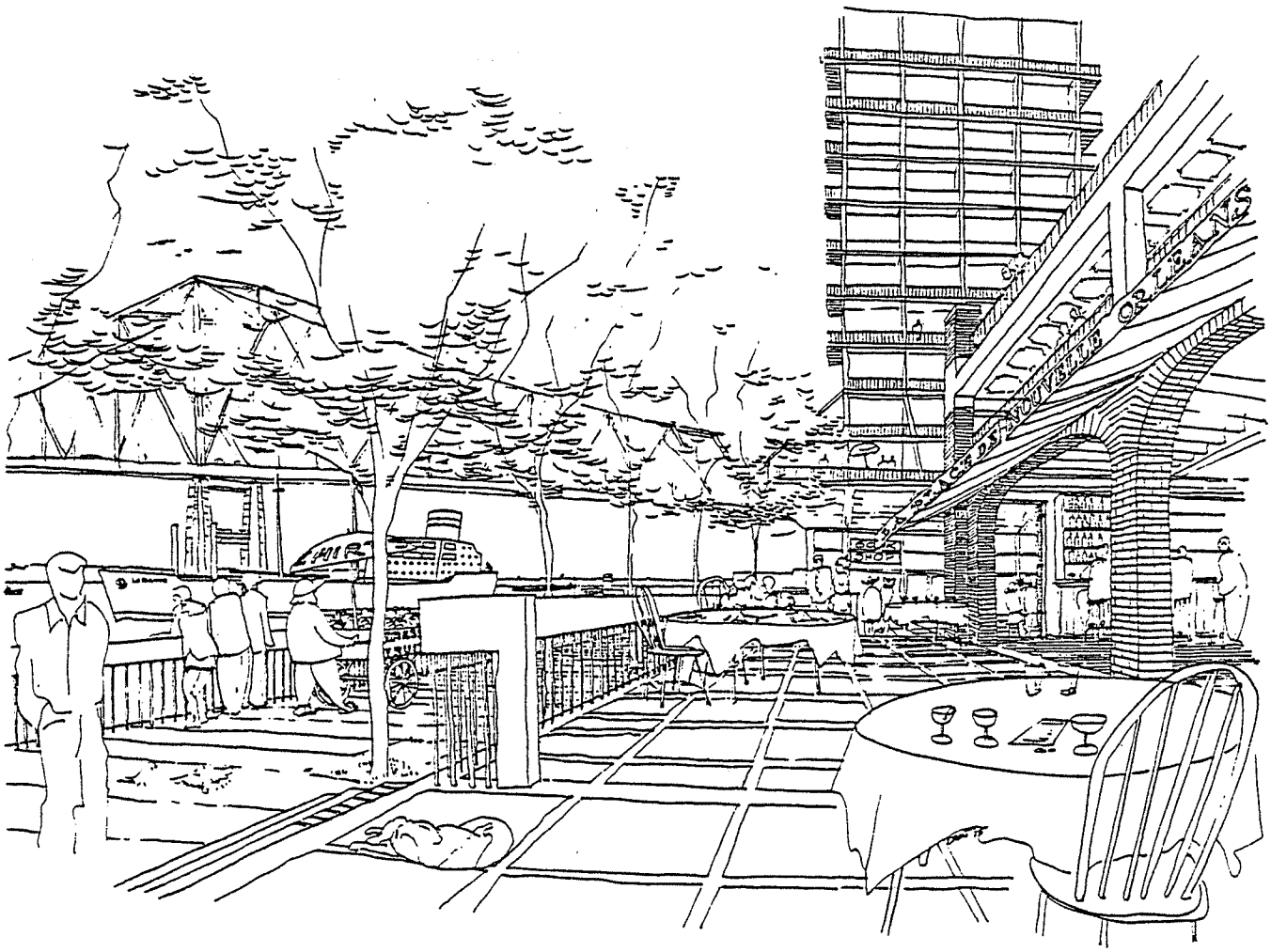
(d) Strengthen residential communities of the Vieux Carré, Faubourg Marigny and Faubourg Treme. Rezone the latter two to eliminate commercial encroachment which will also help confine the market for commercial to the CBD.

(e) Lafayette Street Mall
Designate Lafayette Street a mall and improve Lafayette Park as steps toward encouraging infill development of housing and smaller hotels. Integral parts of this tactic are: the creation of a Detoxification and Rehabilitation Center for Skid Row; and the development of parking garages as part of the residential development.

(f) Historic Districts
Rehabilitate the CBD and Lafayette Square Historic Districts using funds from the Special CBD (Tax) District. The new environment on Poydras Street and multi-purpose centers on the Riverfront will help make this economically feasible. Infill the districts with appropriate new development.

(g) New High Rise Residential
Capitalize on the Lafayette Park and Mall development to extend new high rise residential development along St. Charles Street toward the Lower Garden District.

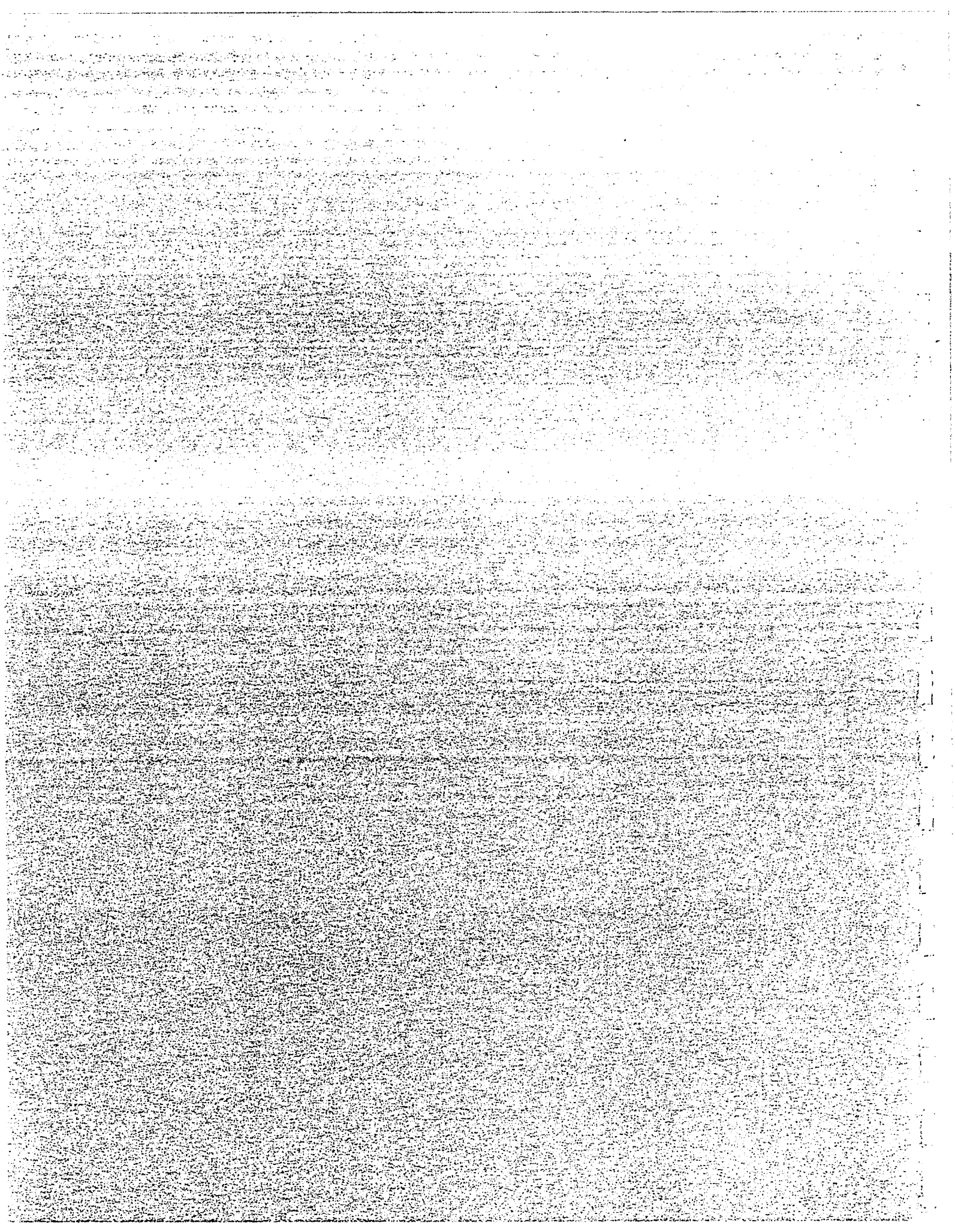
(h) Major New Residential
Capitalize on (g) above and on the new Riverfront Boulevard and Riverfront development to initiate a new-town-in-town major residential community mixed with the best of the warehousing and manufacturing.



VIEW AT RIVER'S EDGE, YEAR 2000

Part 2

The Basis For Change



The Continuity Of Old New Orleans

The Best Of The Past As Prologue To The Future

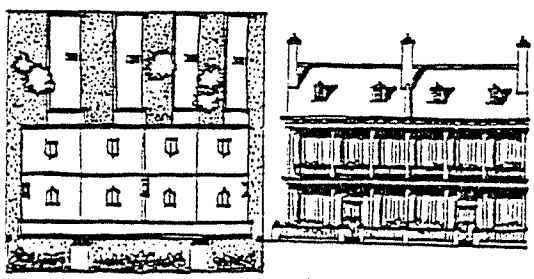
This is a truism that happens to apply especially to the Central Area of New Orleans! The planning method applied to the CBD begins by paying attention to the past and present, and continues with a reasonably accurate prediction of what is likely to happen, an evaluation of how New Orleans likes it, a determination of what the City really wants and how it can get what it wants and the strategy and tactics of managing change.

New Orleans is a city of vitality and contrasts, of an historic heritage appreciated all the more for its juxtaposition with vital commercial growth, of gracious homes and private lives combined with generous hospitality towards visitors, of international character mixed with a good measure of provincialism. It is a city of diversity, combining all the necessary ingredients of modern urban life with a warmth and charm rarely found in large metropolitan centers.

New Orleans is part of the congeries of world-renowned places. Like other members of the metropolitan aristocracy, New Orleans got that way by developing its own traditions, its uniqueness, its personality. To all the facilities that other cities have, it adds its own character which sets it apart. Its most-alike rival is San Francisco in the sense that each is unique and great.

One of the most perceptible expressions of New Orleans' character is its physical environment. New Orleans' intimate scale, its easily distinguishable districts and landmarks (new as well as old) make its special among American cities.

New Orleans Central Area is composed of a mosaic of relatively small, concentrated areas devoted almost totally to certain uses. The Vieux Carré, the Riverfront, Canal Street and the established commercial Core, the emerging office spine along Poydras, the Superdome, the Civic Center and the HEAL complex are like small cities-within-the-city, each invaluable to New Orleans' overall character, but separated.



GARDEN DISTRICT
APARTMENT-ROWHOUSE

The City is compact because of the high cost of reclaiming marsh and swamp on which most of it is built. The near-in residential neighborhoods of the Lower Garden District (up-river) and Faubourg Treme and Faubourg Marigny (down-river) have strong reciprocal relationships with the CBD and the Vieux Carré.

Preserving and enhancing the best of present and past New Orleans' special character will be seen to be a driving force behind the goals and programs later proposed.

Functional Areas Of The CBD

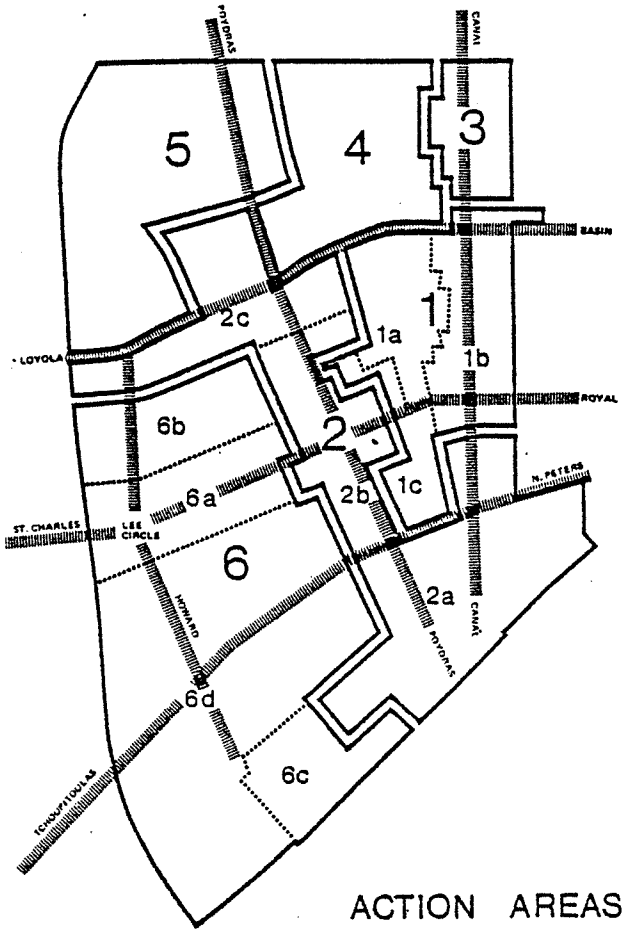
The CBD is currently divided into a number of functional areas, interrelated, yet distinct.

AREA 1 includes three sub-areas: (1A) the Concentrated Old CBD Core; (1B) the Canal Street Retail Center; and (1C) the area of old structures on the River side of the Core occupied by typical CBD service and low rent-paying activities. This latter is typically a CBD "frame" or supporting area as opposed to "core" areas.

AREA 2 is the emerging Poydras/Riverfront Area. Its sub-areas are Loyola-Rampart (Superdome) Area, Poydras Street, and the Riverfront.

AREA 3 is the North Canal Street sub-area, distinct from Canal Street retail and more functionally related to Claiborne Street and to Canal Street's character as strip-commercial toward Lake Pondchartrain.

AREA 4 is the HEAL (Medical complex) and City Government complex. It is not subject to the later analysis of susceptibility-to-change and probability-of-growth because market factors are so totally overridden by public and political considerations. Announced public

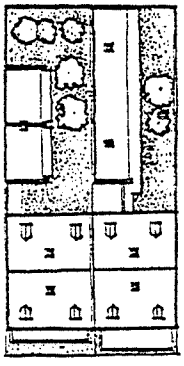


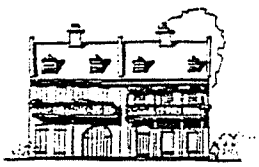
ACTION AREAS

plans are the basis for prediction of the future.

AREA 5 is the Superdome and Federal complex. It has the same limitations on predictability of the future as Area 4, but the impact of the Superdome is very finite, immediate and positive.

AREA 6 is a composite, with four sub-areas. The first is the St. Charles Street Corridor and an extension Uptown of the Poydras development. This sub-area (6A) has no internal identity today, but will emerge as a consequence of the Poydras Street development. The next sub-area (6B) is between Carondelet Street and Rampart. Currently an area of indeterminate status and future, it will emerge as an area of great potential. Sub-area (6C) on the Riverfront is owned by the City. Its immediate future is for an interim use, but in the longer run, it is an extension of, and depends on the success of the Poydras/Riverfront Corridor (2A). Sub-area (6D) is in the short run committed to industry and warehouse activity as a policy given (see Infra on Goals). The viability in the long run of this sub-area is somewhat in question and its long-run potential is great and varied.

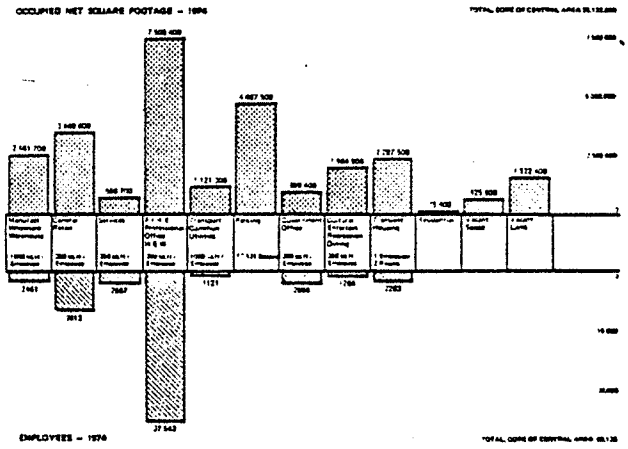




CREOLE TOWNHOUSE

Present Space And Activities

The results of the space-use inventory carried out as part of the GMP are illustrated in the accompanying chart. Office space dominates the inventory, and represents about 82% of all office space in the Region. Canal Street retail is the second most evident concentration of commercial activity, with government offices being the third. A wide range of miscellaneous commercial is scattered throughout the CBD Core and frame, and wholesale, manufacturing and distribution activities occupy the area near the River and the Pontchartrain Expressway.

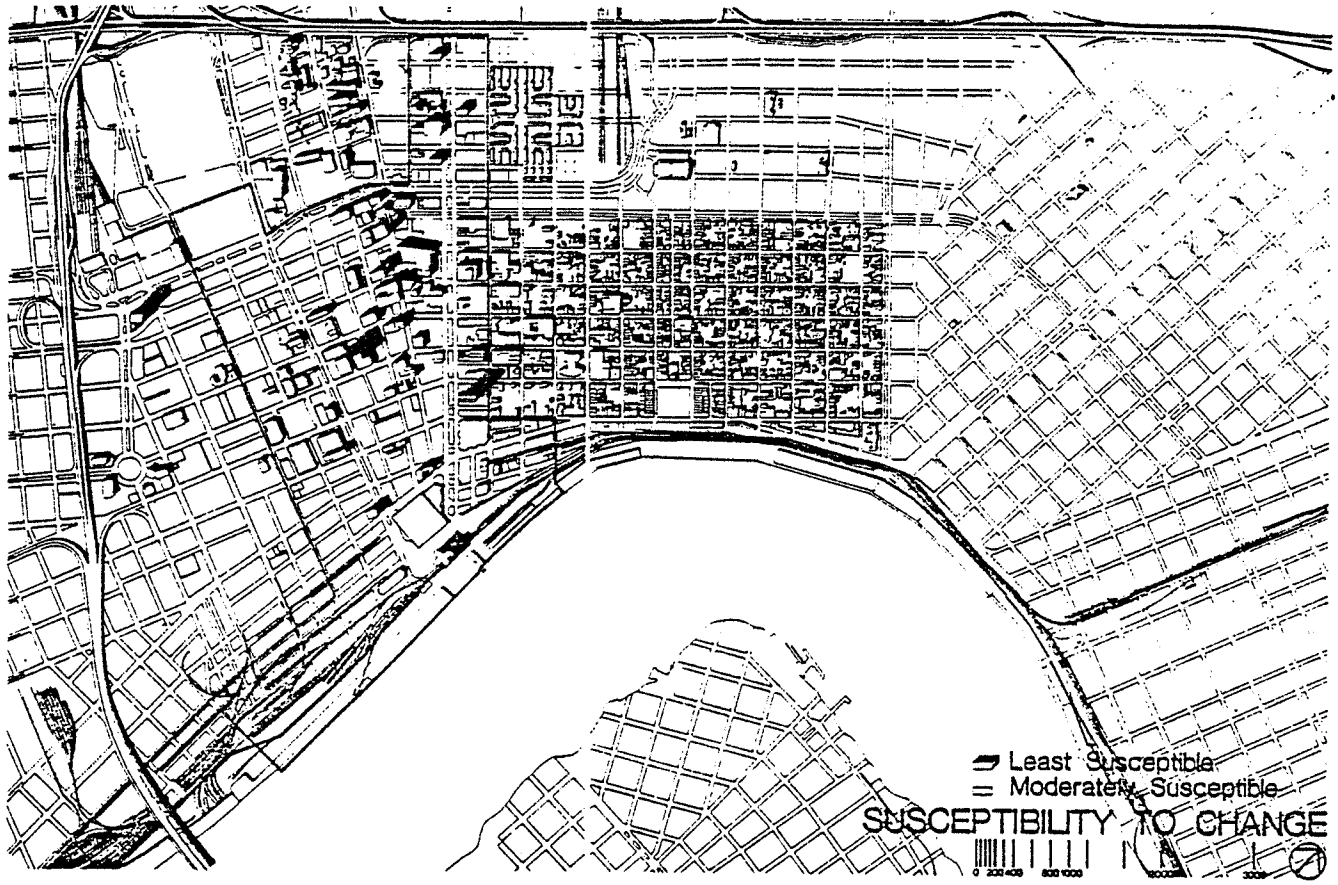


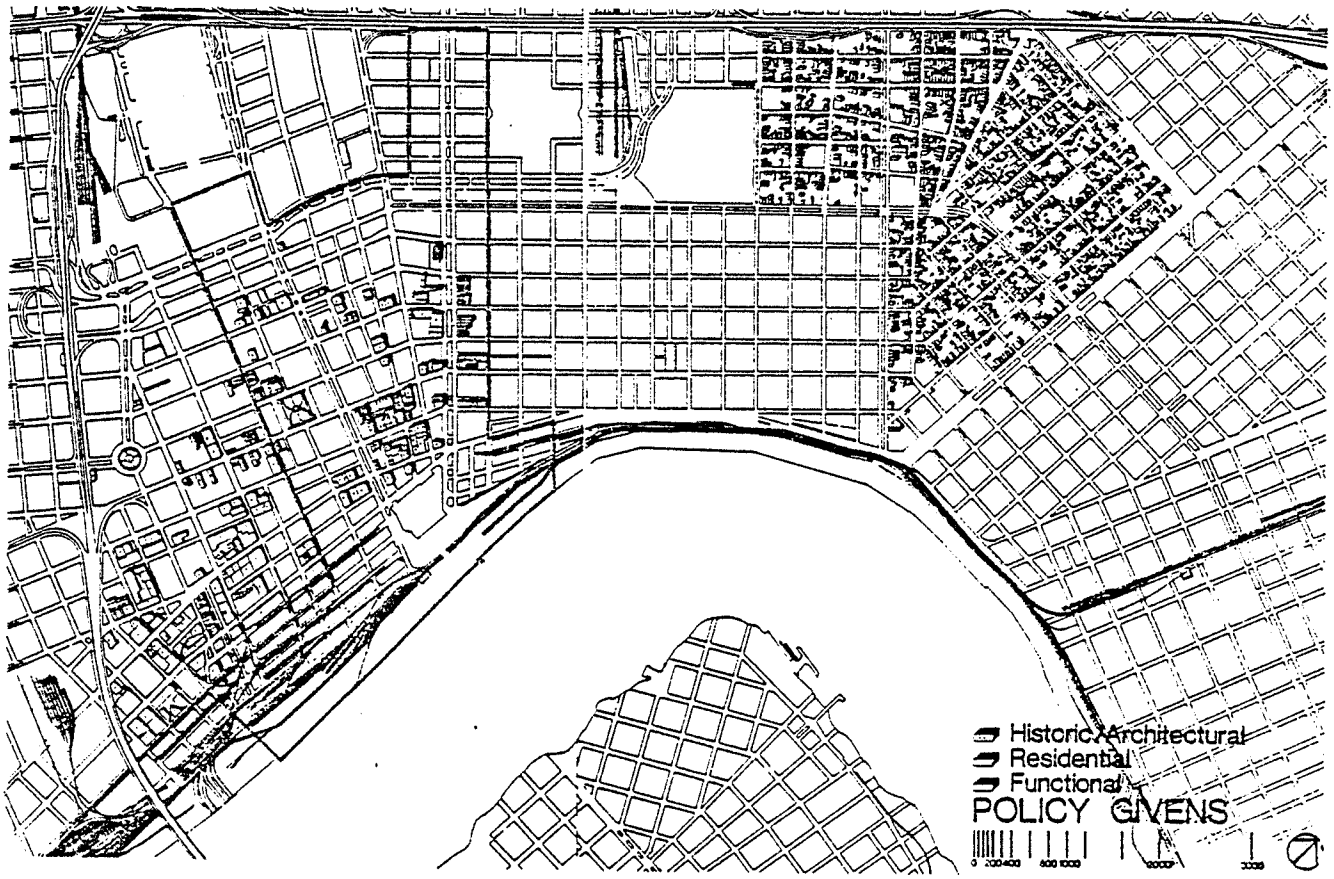
Structure Susceptibility-to-Change Analysis

The "Susceptibility-to-Change Analysis" method classifies a building in terms of the likelihood or desirability of its permanance. The analytic method is an approximation of property appraisal procedures, that assume a new, large, modern building is more resistant to change than an old, small obsolete building.

All buildings were considered individually. Their respective locations and the fact that they are in various zoning classifications and have various present market potentials were considered in a general way.

Numerous physical characteristics were compiled for each building in the CBD and coded on computer cards. The different characteristics were weighted and then printed out in summation for individual buildings. Building size (a combination of stories and gross square footage per


Least Susceptible
Moderately Susceptible
SUSCEPTIBILITY TO CHANGE


Historic/Architectural
Residential
Functional
POLICY GIVENS

BLOCK 132 (11 PARCELS) BOUNDED BY COMMON/TCHOUPITOULAS/GRAVIER/MAGAZINE BLOCK 132

BLOCK	PARCEL	PARCEL SIZE		BLDG SIZE		SLDG	AVG FLOOR HGT	HISTORIC MARK/ LANDMARK	TARGET AREA SUBCLASS	CAT GRADE	ARTERIAL CORNER	FIRE EVENT	ELEVATOR * CODE	MAIN ALLEY	CNR STR	JNL SS	AVG FLOOR AREA	MAJ PROJ FACTOR	MAJ USE	MAJ USE SQ FT	2ND USE	2ND USE SQ FT	2ND USE UNITS	3RD USE	3RD USE SQ FT	3RD USE UNITS	4TH USE	4TH USE SQ FT	4TH USE UNITS	ACT #	COMMENTS	SUBSCRIPT *
132	1	85.	391.	5		78.	0	1	1	1	3	2	0	12.	0	1	20	139	61	278.	0	94	77.	0	0	0.	0	0	0.	0	4.6		
132	2	52.	156.	3		52.	1	1	7	2	1	2	0	5.	0	2	20	9	50	141.	0	0	0.	0	0	0.	0	0	0.	0	3.0		
132	3	75.	300.	4		75.	1	1	1	2	1	2	0	9.	0	2	20	32	51	272.	0	0	0.	0	0	0.	0	0	0.	0	4.0		
132	4	69.	276.	4		69.	1	1	1	2	1	3	0	5.	0	3	20	7	51	252.	0	0	0.	0	0	0.	0	0	0.	0	4.0		
132	5	60.	360.	6		60.	1	1	1	0	2	3	0	9.	0	4	20	0	51	275.	0	46	35.	10	94	55.	0	0	0.	0	6.0	FGO	
132	6	26.	75.	3		25.	1	1	1	2	1	1	0	4.	0	5	20	15	61	72.	0	0	0.	0	0	0.	0	0	0.	0	2.9		
132	7	25.	66.	3		22.	1	1	1	2	1	1	0	4.	0	6	20	4	51	40.	0	94	20.	0	0	0.	0	0	0.	0	2.6		
132	8	26.	48.	2		24.	1	1	1	2	3	1	0	7.	2	7	20	10	60	22.	0	61	22.	0	0	0.	0	0	0.	0	1.8		
132	9	13.	39.	3		13.	0	1	1	2	1	1	0	4.	0	8	20	3	60	36.	0	0	0.	0	0	0.	0	0	0.	0	3.0		
132	10	88.	132.	2		68.	0	1	2	0	1	0	0	7.	0	9	20	24	61	64.	0	46	64.	0	0	0.	0	0	0.	0	1.9		
132	11	145.	145.	1		145.	1	1	1	2	2	1	0	4.	0	10	20	4	46	145.	100	0	0.	0	0	0.	0	0	0.	0	1.0		
132	11	644.	1988.	6	TOTAL	57.	AVG	99	72	1.5	1.6	18	%	7.	AVG	1	10/11	247	TOTAL											3.1	TOTAL	

SPACE USE TOTALS FOR THIS BLOCK
(LISTED BY USE TYPE, LARGEST TO SMALLEST)

USE TYPE 51 (SEE KEY ABOVE) NET SQ. FT.: 83900

OFFICE SPACE (USE TYPE 61) NET SQ. FT.: 43600

PARKING SPACE (USE TYPE 46) NET SQ. FT.: 24400, 110 PARKING SPACES

USE TYPE 94 (SEE KEY ABOVE) NET SQ. FT.: 15200

RETAIL SPACE (USE TYPE 50) NET SQ. FT.: 14100

USE TYPE 60 (SEE KEY ABOVE) NET SQ. FT.: 5800

COMPUTER PRINT-OUT SAMPLE

floor) was chosen as the **Primary Characteristic** a structure exhibits. Other considerations remaining equal, tall, large buildings are less likely to change than low, small buildings and therefore have a longer life expectancy.

The following **Secondary Characteristics** also were compiled by an extensive field survey during the first months of the Study, to further "score" individual structures:

- **Building Age**
- **Maintenance**
- **Visual Characteristics**
- **Fireproof Characteristics**
- **Elevators**

Combinations of a structure's height and size and the above listed Secondary Characteristics (age, maintenance, visual, fireproofness, elevators) were then compiled by a computer program for each building to rate the structure's relative permanence.

Structures which ranked high in all were classified as Least Susceptible to Change, structures which ranked low as Most Susceptible to Change; those in between are indicated as Middle Range. These classifications, of course, give an indication of CBD structures' relative life spans, if all other factors remain equal.

```
                    KEY TO SPACE USE TYPES
                    C.A.Y.G. LAND USE CODE
              (DERIVATIVE OF HUD STHD'S--2 DIGIT)

RESIDENTIAL
-----------
10 ALL NON-TRANSIENT (INCL. 11,12,13,14,19)
15 TRANSIENT LODGINGS

MANUFACTURING
-------------
20 ALL MFG. (21-29,31-35,39)

TRANSPORTATION, COMMUNICATION AND UTILITIES
-------------------------------------------
40 ALL, EXCEPT PARKING (41-45,47-49)
46 AUTOMOBILE PARKING

TRADE
-----
50 RETAIL TRADE--GEN'L. (EVERY STORE) (52-54,56,57,59)
51 WHOLESALE, INCLUDING WAREHOUSING
55 RETAIL--AUTO ORIENTED
58 RETAIL--EATING AND DRINKING

SERVICES
--------
60 HOST SERVICES (62-64,66,69)
61 OFFICES--F.I.R.E. + PROFESSIONAL
67 GOVERNMENT SERVICES
68 EDUCATIONAL, RELIGIOUS, HOSPITAL/CLINIC

CULTURAL, ENTERTAINMENT AND RECREATION
--------------------------------------
70 ALL CULTURAL, ENT., AND RECREATION (71-76,79)

RESOURCE EXTRACTION AND PRODUCTION
----------------------------------
80 ALL (81-85,89)

UNDEVELOPED LAND AND WATER AREAS
--------------------------------
90 VACANT LAND
94 VACANT FLOOR AREA
```

COMPUTER PRINT-OUT KEY

Policy Givens

The above analysis deals only with market forces, on the basis of "all other things being equal". "Policy Givens" are those structures whose retention is an important goal. They are in four classes:

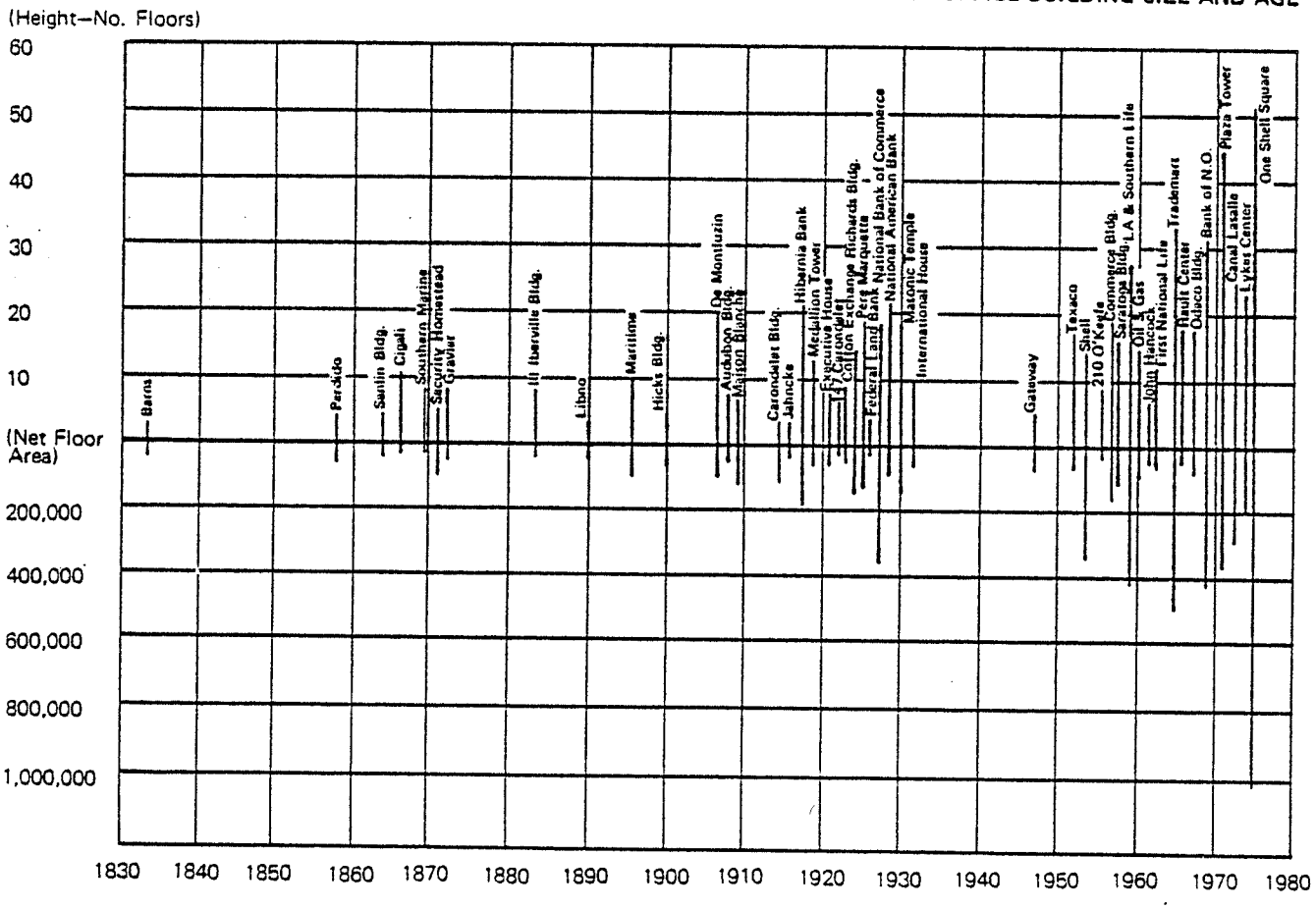
(1) Historic buildings identified either as intrinsically important to a street or area as creating character or a "tout ensemble";

(2) Architecturally significant buildings, e.g., unusual examples of a period, or important visual focal points;

(3) All residential structures, important because of the goal of more people living as well as working in the Central Area and because of the need for neighborhood preservation; and

(4) Functionally significant buildings that have large employment or key activities in them.

NEW ORLEANS CENTRAL AREA OFFICE BUILDING SIZE AND AGE



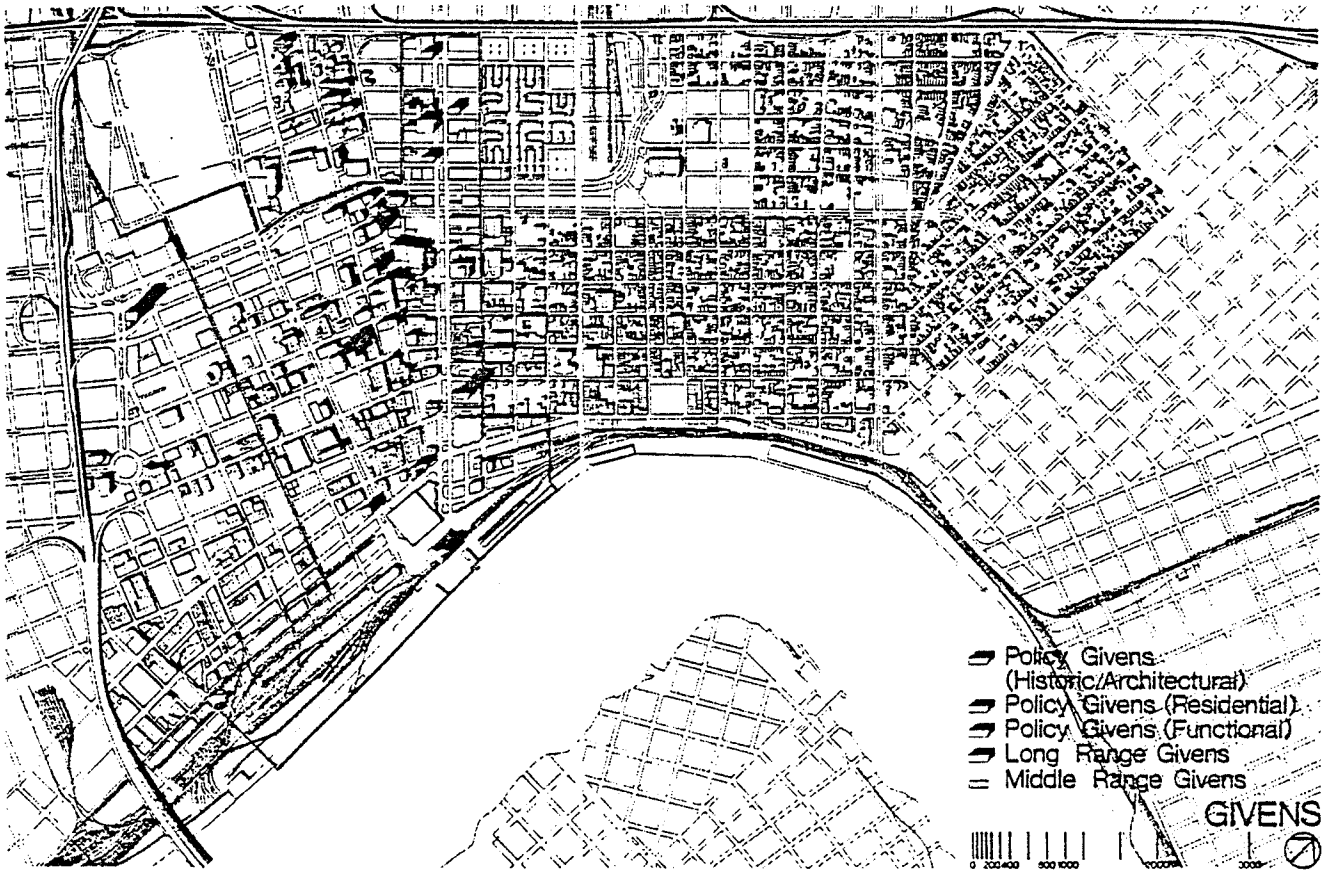
Source: Office Leasing Guide

Matrix For Action

sis of building and functional characteristics, and ected life, plus the policy givens, reveals a "matrix n" by defining areas of potential investment opportunities. It should be noted again that investor interest and does not necessarily pay attention to the relative ness" or "softness" illustrated by the above classification.

stors often see it to their benefit to tear down a large, ven new building because of the economic potential of site for an even "higher and better" use. Parking lots very good locations often win out as producing the highest net rate of return on investment (although this usually s a short-term or temporary situation).

A final word on "long, middle and short range". How long? How middle? How short? If the rate of growth bears out to be close to or greater than that which we have forecast, and new investment is largely channeled, major portions of the CBD will be in the process of rebuilding by 1985, or even before. Subject to public policy decision, some structures classed as "middle range" will begin to be removed; and, by implication, the definition of "middle range" is the next fifteen years. It may be well to point out that classifying a building is a matter of judgment and many of the judgments were close and somewhat subjective.



The Probability Growth Model (PGM)

Three Heroic Acts And A Trauma

After considering the susceptibility-of-change of structures and activities (based on current market factors) problems and opportunities, and goals, the analytical method next determines what is likely to happen in a category of probabilities described below.

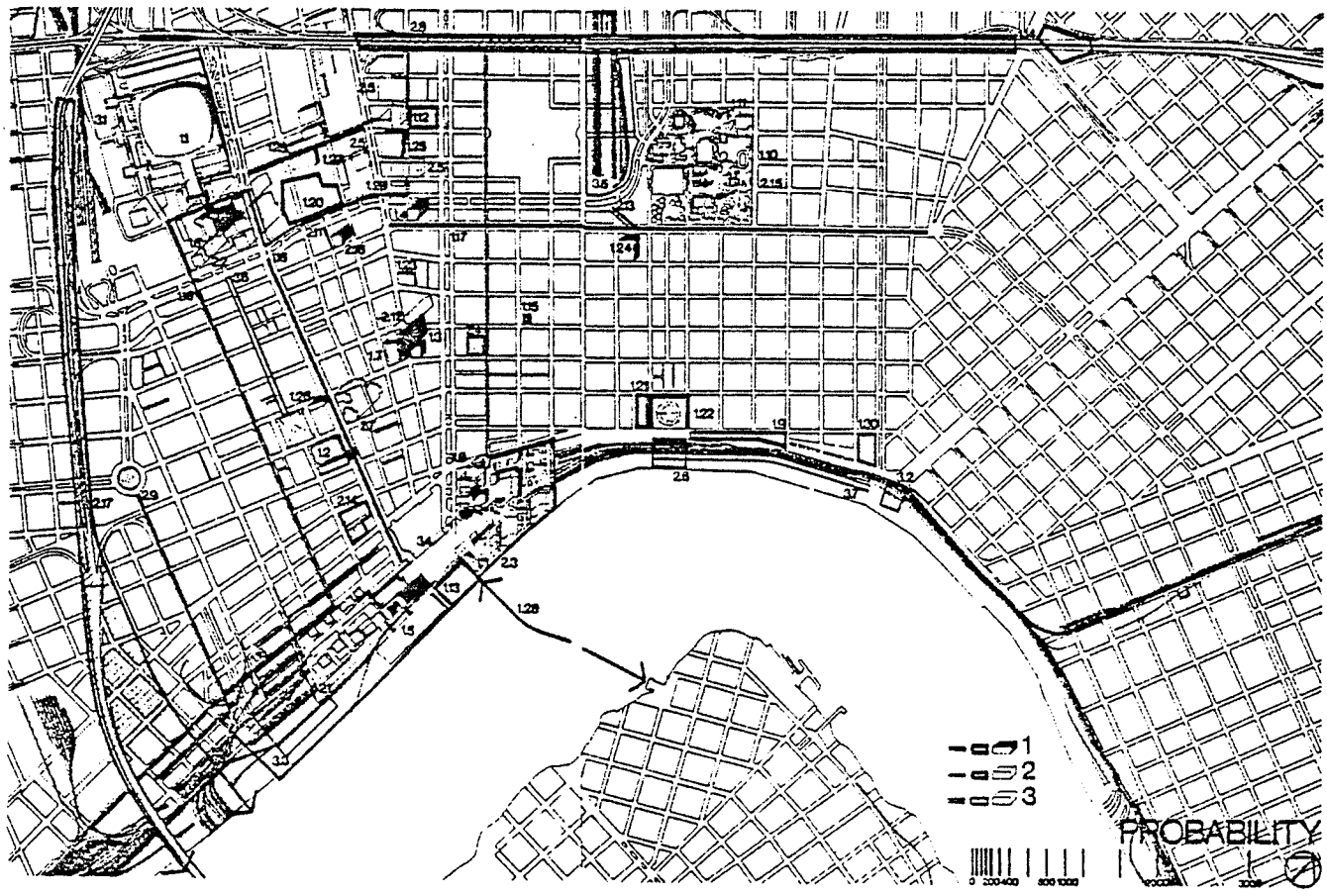
However, three "heroic" acts and one "trauma" have served to set in motion consequences of far-reaching "city-building" significance. These acts were:

(1) **The widening and rebuilding of Poydras Street** as a boulevard from Claiborne Street to the River, comparable to Baron Hausman's reconstruction of Paris.

(2) **The development of the International Trade Mart and Rivergate** at the intersection of Poydras and Canal Streets and the River, a civic venture that opened the Riverfront to its dynamic potential. (1968-70)

(3) **The construction of the Superdome** (to open 1975) brought the business, civic and political communities together in a new leadership experience. It also sets up dynamic locational tension at the Lakeside end of Poydras Street.

(4) The traumatic experience was **the defeat of the Riverfront Expressway**, a public works project which would have had a major negative impact not only on the Vieux Carré, but also on the whole Riverfront potential of the CBD. It, along with the defeat of tax district legislation, helped establish a climate favorable to initiating the GMP. These four acts helped set the stage for the great investment thrust now underway.



THE PROBABILITY OF CURRENT PLANS AND PROJECTS

Current plans and projects are classified in three levels of probability or certainty:

Probability I: Under construction or firmly committed.

1.1	Superdome (stadium & parking)	Parking: 5000 spaces Employees*
1.2	T. Hale Boggs Office Bldg. & & Courthouse	Office: 217,600 sq.ft. Employees: 1088 (est)
1.3	Southern Savings & Loan Bldg.	Office: 48,000 sq.ft. Employees: 240 (est)
1.4	Elk Place Medical Plaza	Office: 112,000 sq.ft. Parking: 350 (est) Employees: 560(est)
1.5	International River Center (Phase I)	Residential: 150 condominiums Hotel: 1200 rooms Retail: 120,000 sq.ft. Pass. Term.: 25,000 sq.ft. Parking: 800 spaces Employees: 650
1.6	Regency Hyatt Hotel	Hotel: 1250 rooms Retail: 50,000 sq.ft. Parking: 1000 spaces Employees: 600
1.7	The Grand St. Charles Hotel	Hotel: 800 rooms Retail* Employees: 400 (est)
1.8	Canal Place (Phase I)	Hotel: 500 rooms Office: 750,000 sq.ft. Retail: 125,000 sq.ft. Parking: 1650 Employees*
1.9	French Market Complex	Retail & Rest.: 54,231 sq.ft.
1.10	Louis Armstrong Park (Phase I, incl. parking)	Parking: 1500 spaces
1.11	Treme Community Center	
1.12	Braniff Place (Renovation of Jung Hotel)	
1.13	Spanish Plaza (At International Trade Mart Area)	
1.14	I-10 Recreation Area	
1.15	Mini Park, 311 Bourbon	
1.16	Poydras Street Beautification	
1.17	Rampart Street Reconstruction	
1.18	River Boulevard along South Front (Phase I)	
1.19	Girod Street Improvements	
1.20	City Hall Plaza Improvements	
1.21	Restoration of Upper Pontalba Building	
1.22	Jackson Square Improvements	
1.23	Fairmount-Roosevelt Hotel Expansion	Meeting Rms: 30,000 sq.ft. Retail: 25,000 Sq.Ft.
1.24	Maison Dupuy (Vieux Carré)	Hotel: 250 rooms
1.25	Tulane University Hospital	
1.26	Noro Plaza	Office: 105,000 sq.ft. (est)
1.27	HEAL Parking Garage	Parking*
1.28	Park and Paddle	
1.29	Eye, Ear, Nose & Throat Hospital Addition	
1.30	U.S. Mint Restoration	

Probability II: Proposed and planned with a good chance of being financed or budgeted, but not yet designed in detail.

2.1	International River Center (Phases II and III)	Office: 1,500,000 sq.ft. Residential: 860 units Retail: 160,000 sq.ft. Parking* Employees: 1060
2.2	Regency Hyatt Development	Office: 2,000,000 sq.ft. Residential: 500-700 units Parking: 1500 spaces Employees: 11,000
2.3	Canal Place (Phases II and III)	Office: 1,183,000 sq.ft. Hotel: 250 rooms Residential: 811 units Parking: 3091 spaces
2.4	Jack Huddleston Development (Iberville and Royal)	Hotel: 600-1000 rooms Retail* Parking*
2.5	HEAL Projects (remainder of Phase I, plus Phases II and III)	
2.6	Washington Artillery Park & Moon Walk	
2.7	Pan American Life Center	Office: 750,000 sq.ft. Hotel: 350 rooms Parking: 650 spaces Employees: 3500
2.8	Claiborne Avenue-I-10 Improvement Project	
2.9	Howard Avenue Boulevard (from South Front to Lee Circle)	
2.10	Park and Ride	
2.11	Union Street Extension	
2.12	Office Tower (National American Bank Building Site)	Office: 56 stories Retail* Parking*
2.13	Rampart-Basin St. Connection	
2.14	Piazza D'Italia	
2.15	Louis Armstrong Park (Phase II)	
2.16	Howard Johnson's Motel Expan.	Hotel: 210 rooms
2.17	New Mississippi River Bridge Crossing	

Probability III: Proposed but not committed with some doubt as to whether the project will be realized as proposed, if at all.

3.1	Superdome Phase II (Exhibit space and subsidiary development)	
3.2	Peripheral parking	
3.3	Development of City-owned River property	
3.4	Use of Rivergate Tunnel	
3.5	Louis Armstrong Park (Phase III parking structure)	Parking: 2000-3000 spaces
3.6	Lafayette Mall	
3.7	River Boulevard in front of Vieux Carré	

* Exact figures not known.

The Probability Of Change

A key feature of the GMP, the Probability Growth Model Procedure provides a picture of the likely future sufficiently accurate to enable evaluation of its impact, determination of what we want to do about it, and how to achieve our goals thereby. It is a conceptual model in which four steps are involved:

(1) determining the susceptibility-to-change by market forces of all current structures;

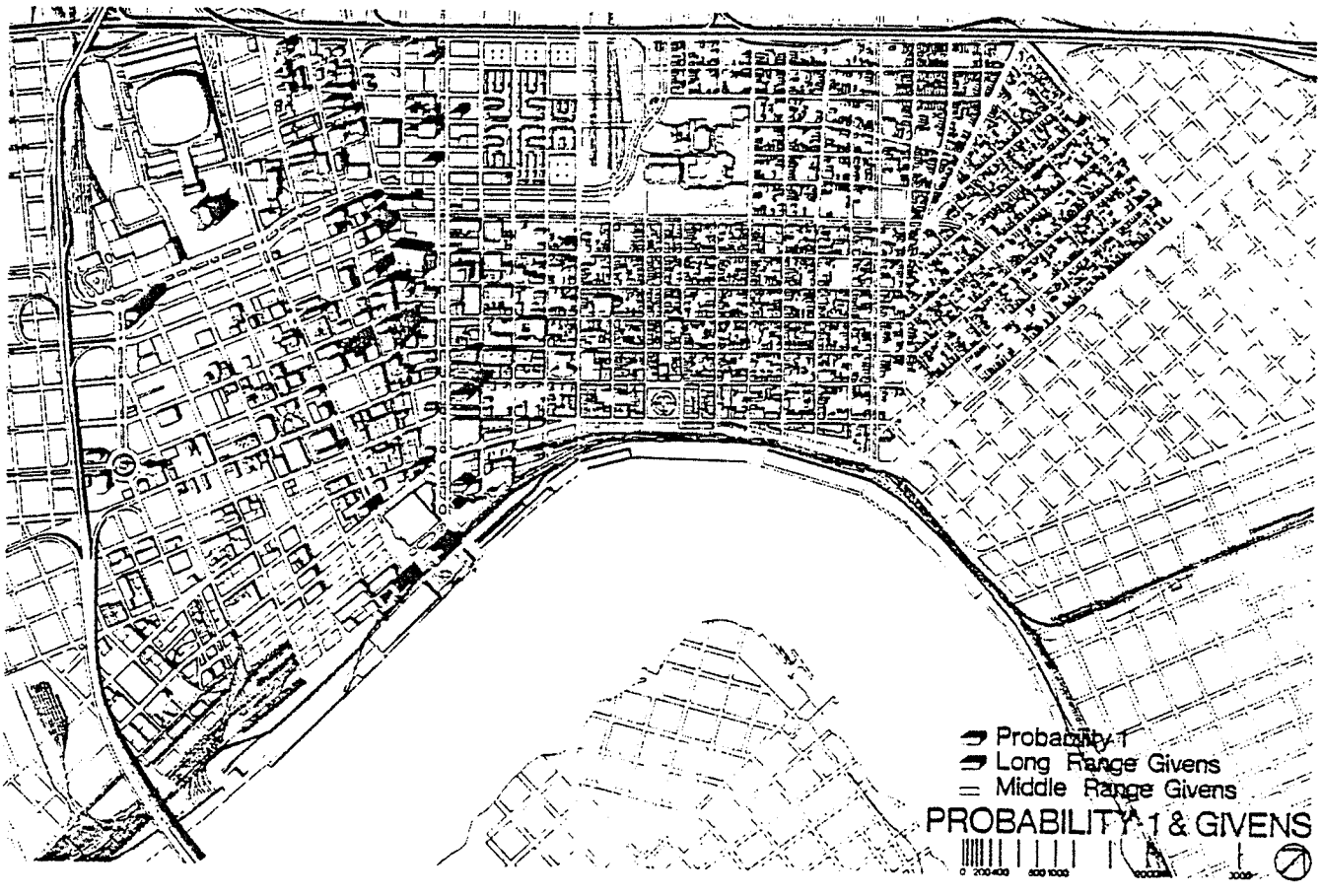
(2) specifying those structures and functions that policy (goals) indicates should continue into the indefinite future;

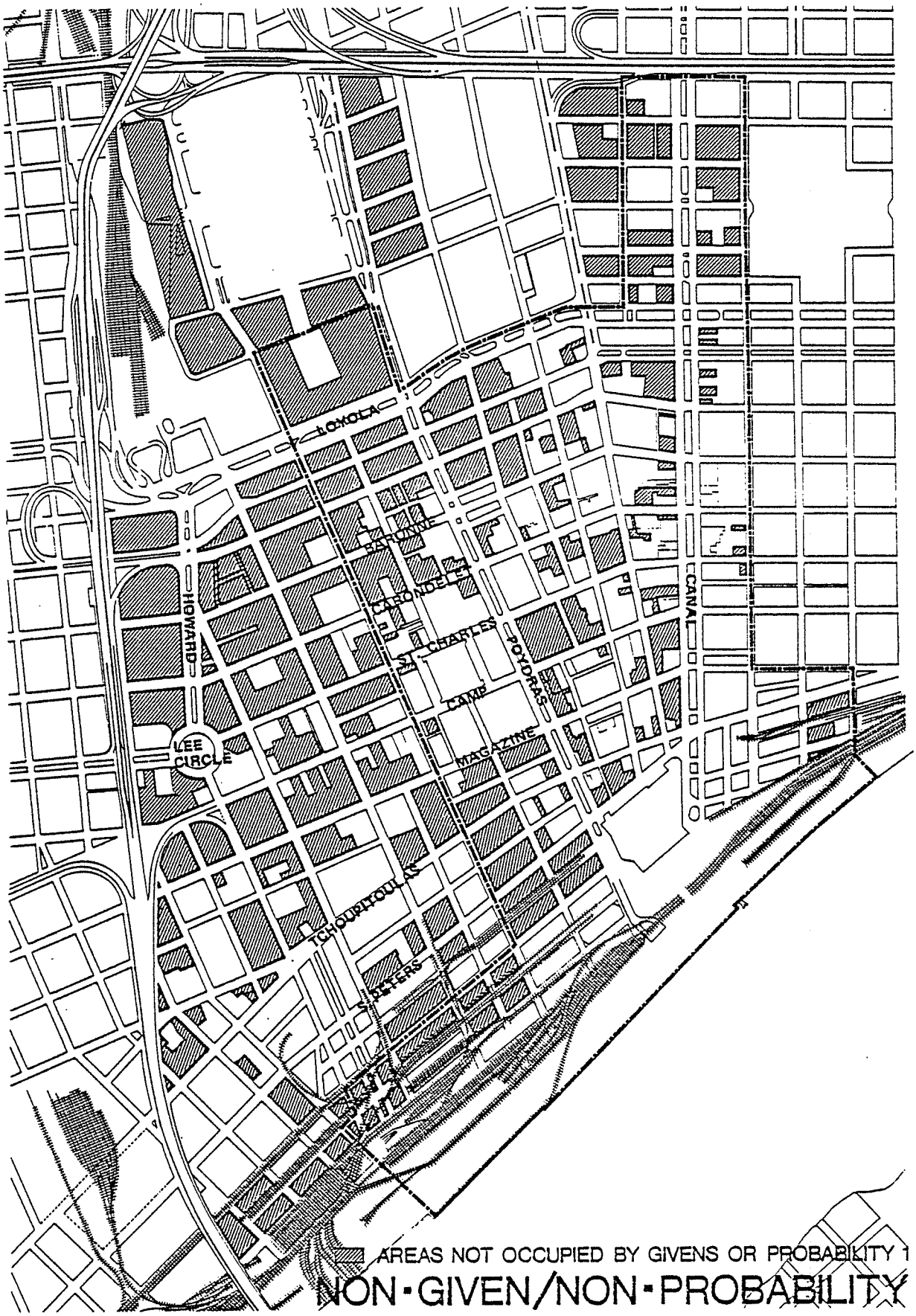
(3) arraying in three levels of probability public and private projects and plans, and superimposing these on (1) and (2);

(4) evaluating their consequences compared to current problems, goals for growth and continuity with the past.

The results of this procedure served as the basis for the next steps of planning for growth management: the determination of alternate courses of action to influence the likely future toward goals; selection of the best combination of actions; and the preparation of implementation programs.

The PGM Procedure records the known projects and plans, and must be constantly revised as history unfolds. Probability I projects may be delayed or even be abandoned (an example is Pan Am). Probability II and III projects may move up earlier than expected (an example being the Roussel Development of the St. Charles Hotel site). New projects will undoubtedly be planned and shoulder their way on stream. Part of GMP administration is to constantly update this information so that evaluation can be a continuing process.





NON-GIVEN/NON-PROBABILITY

Summary Of Market Forecasts, Trends And Imponderables

Five categories of activities were analyzed in terms of regional growth and Central Area attraction potential; private commercial office space; special purpose private and public office space; hotel-motel accommodations; retail trade and service space; and market rate (unsubsidized) residential development. The forecasts of the potential are made to 1990, and may of course be high or low based on the accuracy of key assumptions.

Table 1: Space Requirements for Major Land Use New Orleans Central Area Growth Management Study

Land Use Category	No. of Sq.Ft./Units/Rooms by 1990
Private Commercial Office Space	
Gross	9.4 million n.s.f.
Net of Proposed Projects and Vacancies	4.4 million n.s.f.
Special Purpose Private and Public Office Space	1.8-2.2 million n.s.f.
Transient Accommodations	
Gross	9,800 Rooms
Net of Proposed Projects	2,440 Rooms
Retail Trade and Service Space	570,000 n.s.f.
Market Rate Residential Units	1,700-2,500 Units

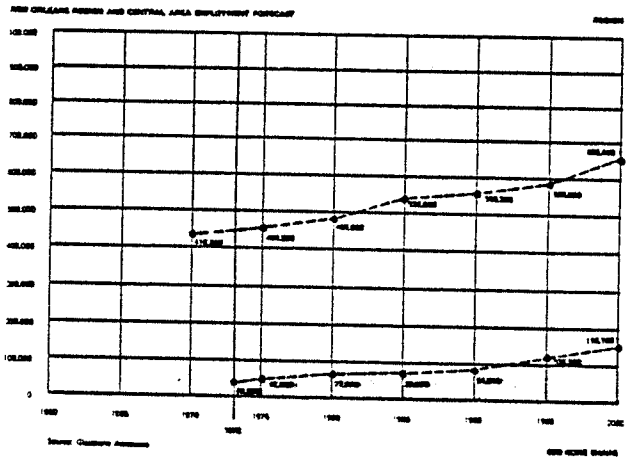
Central Area Office Outlook

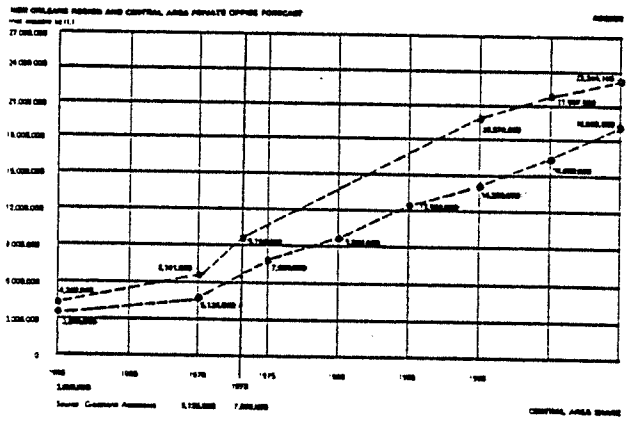
PRESENT SITUATION

Current conditions in the Central Area office market may be characterized as follows:

- After 36 months of intensive construction activity totaling 2.6 million square feet of space, Central Area markets are oversupplied; the condition reflected by a 16 percent vacancy rate in the Fall of 1973 continuing into 1974. Expressed in other terms, there is an estimated 680,000 square feet of vacant space in contemporary buildings (those completed since 1960), a space envelope equivalent to a 16-18 month supply in terms of indicated demand (in addition to vacant space in outlying areas such as Causeway Boulevard).

  Wisely, New Orleans office developers are not committing to additional speculative construction in any significant quantity and are instead seeking major commitments from prime tenants within the metropolitan area as well as on a national basis for moving ahead.





- Office development within the metropolitan area has been uniquely centralized with over eight of every ten square feet of new space constructed in the last ten years occurring at Central Area locations.

OUTLOOK TO 1990

Demand for new office space of all types in the metropolitan area will total over 19 million square feet in a 20 year period 1970-1990. Of the total, 59 percent or 11.4 million square feet will probably be accommodated in the Central Area.

Table 2

Type of Space	Metropolitan Area	Central Area
Private Commercial Office	9.9 M s.f.	9.4 M s.f.*
All other Office Uses – Private & Public	9.4 M s.f.	2.0 M s.f.
Total	**19.3 M s.f.**	**11.4 M s.f.**

*Includes Central Area replacement and expansion needs at 1.3 million square feet. 600,000 square feet of unmet demand from the 1960's is included.

Against the 20 year outlook of 11.4 million square feet in the Central Area, 2.6 million square feet is built or is under construction. Commitments for this space, both firm and tentative, amount to .9 million and 3.5 million square feet respectively.

If all proposed space, firm and tentative, were put in place before 1990, "excess" requirements would total 2.4 million and 2.0 million square feet of private commercial and special purpose space respectively.

SHORT TERM OUTLOOK

Firm commitments are in hand to develop 900,000 square feet of new space in the Central Area before 1980. With this space developed on schedule, a better balance between supply and demand will be reached by year 1984, when 1.4 million square feet of additional demand would be available to support projects now tentatively committed or alternative office development programs yet to be formulated.

- Concerning "tentative" office proposals, it is our understanding that neither Poydras Plaza nor International River Center which between them account for the bulk of these commitments have plans to incorporate office components in their first phases of development. It is unlikely, therefore that the stated office space proposed in connection with these developments would come on prior to 1978.

- Implications of this outlook are that the office components of these two major projects may be accelerated to fully satisfy demand projected to 1980. Alternatively, if office development is deferred to the post 1980 period approximately 1.3 million square feet of new private office space would need to be accommodated at other locations by 1980. Assuming that the whole 3.5 million square feet represented by these two major projects were developed in the post-1980 period, the Central Area would need to accommodate an additional 1.0 million feet during the same 10 year period.

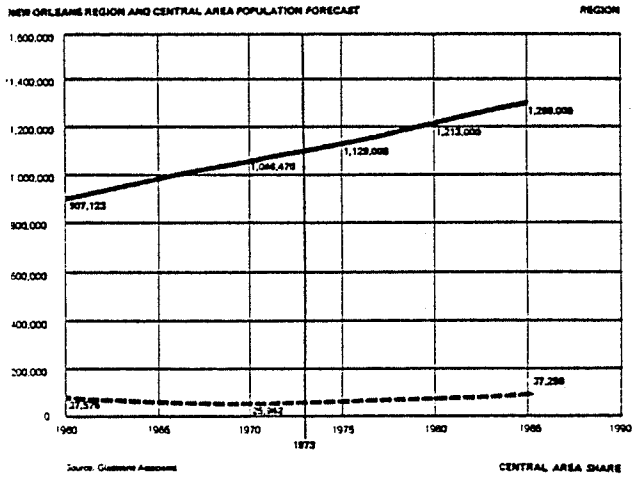
- Further, 2 million square feet of special purpose private as well as public space would need to be accommodated in the Central Area during the forecast period.

KEY ASSUMPTIONS UNDERLYING CENTRAL AREA OFFICE OUTLOOK

The Central Area will continue to dominate metropolitan commercial markets although its relative share of activity will decline from 83 percent presently to approximately 70 percent by 1990. This expectation is in line with short term proposals known to exist for suburban locations and recognizes an orderly process of decentralization response to growing needs at suburban locations for conveniently located "population-serving" office space.

That New Orleans is becoming a regional commercial center and that office using employment will account for a relatively larger share of total employment over the forecast period is likely.

Private office jobs within the Central Area are likely to increase at approximately 2,000 per year with the result that there will be 34,000 more Central Area office workers by 1990 than are employed today.



Hotel-Motel Outlook

PRESENT SITUATION

There currently is a slight undersupply of hotel accommodations in the Central Area on the order of 200 rooms.

- Current inventory of hotel rooms: 8,600 rooms
- Estimated demand for hotel rooms assuming a 72 percent annual occupancy rate: 8,800 rooms

CENTRAL AREA OUTLOOK TO 1990

Present inventory will need to more than double by 1990 to accommodate the expanding requirements for accommodation of transients in the Central Area and to replace losses from the present inventory (estimated to be 400 rooms).

Against this requirement of 9,200 new rooms over a 17 year period, firm proposals are now in hand for 3,300 rooms represented by five projects, all to be completed by 1978-79.

Further, another 4,100 rooms have been tentatively announced although location, characteristics, and timetables for development of these projects are not currently available.

SHORT TERM OUTLOOK: 1974-80

Demand for new rooms will increase over the next seven years by some 3,500. In addition replacement needs and the current undersupply will create a requirement for 600 more rooms to reach balance conditions between supply and demand by 1980. We are assuming the five projects referred to above would be completed during this period.

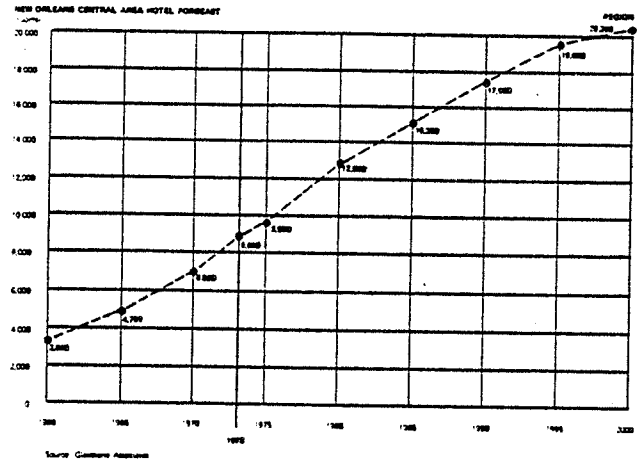
"Excess" demand, defined here as numbers of rooms required above firmly proposed additions to the supply, will occur then during the late 1970's and will total 600 rooms.

LONG TERM OUTLOOK: 1980-90

During the 1980's, an additional 5,700 rooms will be required at Central Area locations – 1,600 more than the 4,100 rooms tentatively proposed for development during this period.

KEY TRENDS AND ASSUMPTIONS SUPPORTING THE CENTRAL AREA OUTLOOK FOR HOTEL SPACE

Three principal factors will affect the need for additional hotel accommodations in the New Orleans Area: steady increases in leisure time which will expand tourist visitations, relative and absolute increases in numbers of conventions and, with the completion of the Superdome, the ability of New Orleans to compete more effectively with other cities in capturing an increasing share of convention activity. Con-



vention attendance is the critical index for future hotel growth.

Convention attendance, now 281,000 delegates annually, will expand at an average rate of 7.8 percent annually over the forecast period resulting in an annual rate of convention attendance in 1990 of approximately 1,000,000 delegates.

This sustained performance is approximately 10 percent higher than the rate of convention attendance gains experienced in New Orleans during the period 1965-72.

Further, the forecast assumes significant impact of the Superdome in that we estimate convention attendance will increase by 50 percent within 5 years following the opening of the Superdome.

The average length of stay of a visitor to New Orleans will remain stable over the forecast period. Thus, a convention delegate will be in the City an average of 3.5 days, a tourist 3.4 days, and a business traveler 2 days.

Finally, the outlook for the Central Area presumes that all hotel properties will achieve an annual occupancy rate of 72 percent, a conservatively high operating standard.

Central Area Retail Outlook

PRESENT SITUATION

Retail trade and service activity in the Central Area are characterized as follows:

- Existing retail establishments, representing an estimated 6 million square feet of store space, continue to register a strong performance, attracting sales potentials of both permanent residents as well as visitors and averaging sales productivity of $55 per square foot of store space.

- While Central Area store sales have declined as a

relative share of total metropolitan New Orleans retail trade and service activity, absolute dollar volume of sales has remained stable to slightly upward since 1963.

- Key to this generally healthy condition is the aggressive and imaginative merchandising techniques of major Central Area merchants who have spent an estimated 8-10 million dollars in the last ten years modernizing and refurbishing key department store units. In this process a competitive position has been maintained and at the same time specialized selling space has been created designed to appeal directly to retail expenditures of visitors to the City.

OUTLOOK TO 1990

A total of 500,000 to 600,000 square feet of new retail space can be supported within the Central Area during the next 17 years. Of particular importance in our view is the creation of "linkages" between the existing retail core and areas where major new concentrations of office and hotel space are or will be created.

Sources of retail space requirements in 1973-1990 are:

- New Office Development will generate a daytime expenditure by employees of $25.5 million per year by 1980 with a new space requirement of: 240,000 square feet;

- Gains in Tourists and Convention Delegates will generate $355 million by 1990 with Central Area Retail Trade and Service Expenditures at $70 million for a new space requirement of: 185,000 square feet;

- New Residential Development of 1,500-2,500 units will result in the following:

Table 3:
Summary Retail Outlook

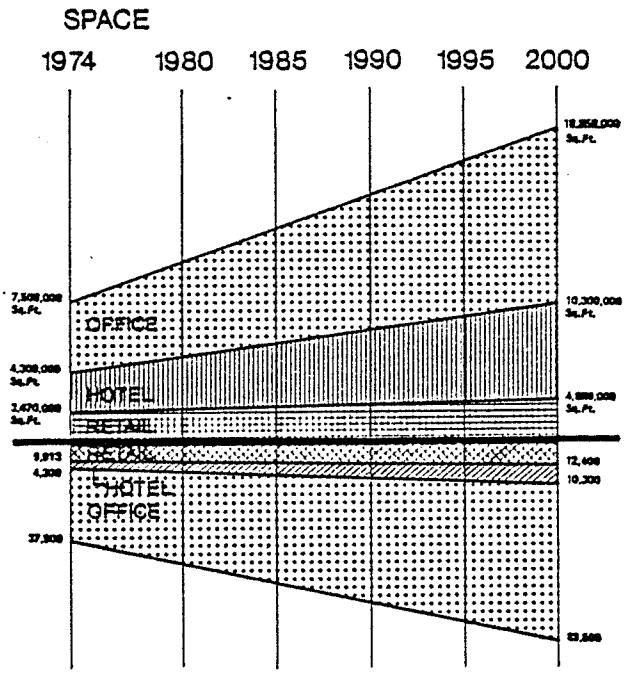
Convenience Goods Expenditures	$6-$10 million
"Shoppers Goods" Expenditures	$5-$ 6 million
New Convenience Retail Space Requirements will be:	80,000 sq.ft. and
New "Shoppers Goods" Space Requirements:	65,000 sq.ft.
For a Total of:	145,000 sq.ft.
New Office Development (See above)	240,000 sq.ft.
Tourist & Convention Space Requirements (See above)	185,000 sq.ft.
Total Central Area Space Requirements from all Sources:	**570,000 sq.ft.**

KEY ASSUMPTIONS UNDERLYING CENTRAL AREA RETAIL OUTLOOK

Retail expenditures relative to new office construction have been estimated on the basis of $3.00 annually per square foot of office space. Sales in this magnitude would be equivalent to approximately $600 per year per employee or an average of $2.40 per working day.

It is estimated that Central Area stores could capture 80 percent of total potentials represented by additions to the Central Area office work force which will reach 15.6 million dollars annually in 1990. At a sales productivity ratio of $85 per square foot, these scales would support 185,000 square feet of new store space.

With regard to residential development, a median household income of $20,000 has been assumed which would generate $14.5 million of retail sales annually. These expenditures would be a mix of "shoppers' goods" and convenience trade and service items. At an average productivity rate of $80 per square foot, capture of 80 percent of these expenditures by the Central Area stores will support an additional 145,000 square feet.



NEW ORLEANS
CBD CORE
Projected Growth
1974 To Year 2000

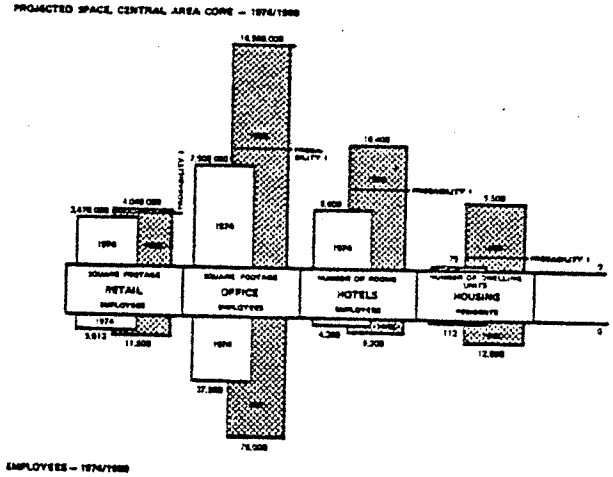
Visitor expenditures will increase by an estimated $474 million. The gain represents expenditures of all types while in the City.

We judge the Central Area will capture 75 percent of this total and of this amount 20 percent is forecast to be spent on retail trade and service items. Specifically excluded from the 20 percent are all expenditures in hotels, hotel dining rooms and retail arcades and the like.

The resulting $15 million gain in annual retail expenditures by visitors in the Central Area would support 185,000 square feet of new store space.

Trends From 1990 To The Year 2000

Techniques for economic forecasting of potential space and activity at this detail are reasonably reliable for 10 to 15 years into the future. Even then it must be remembered the results are potentials, and can be affected dramatically upward or downward by unpredictable events. Major national headquarters may come to New Orleans and the City "take-off" like Dallas or San Francisco if the environment is "right". On the other hand the current growth of office space may slow if a number of factors discourage investors and business establishments.



Nonetheless, life will not stop, January 1, 1990, only fifteen or so years away.

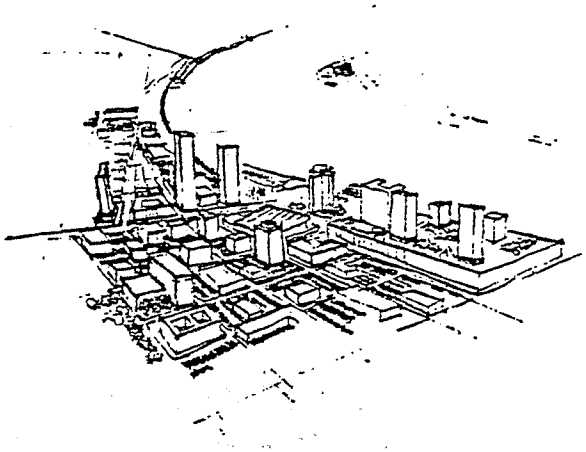
The Community Improvement Plan and Program that follow are for a 25 year period, and it seems reasonable for purposes of zoning and the other elements of the Program to continue that trend to the year 2000 at a rate consistent with national forecasts.

The accompanying chart shows the office, hotel and retail space for the Central Area based on the assumption above.

PROBABLE CHANGE RELATED TO THE MARKET

The first evaluation of the change developed by the Probability Growth Model shows that all of Probability I and II will be absorbed by the market by about 1990. Of course, other projects not yet announced may well compete, but this will just slow the Probability II category. Much of Probability I and II are so well located that if they are well developed they should have little trouble capturing their required market.

The least well located Probability II project is the office space related to the Superdome and this part of the project should probably be modified as shown later.



CITY EDGES SKETCH: MIXED DEVELOPMENT PATTERN
This diagram is one of three that describe a range of concsivable development patterns as outlined by the City Edges Project, a study by the School of Architecture, Tulane University. Of the three, this one most closely parallels the future as envisioned by the GMP.

Problems And Opportunities

Problem And Opportunity Definition

Current problems of the CBD and Central Area have an effect on the success of the projects outlined above. Problems were summarized and diagnosed through previous planning studies, personal interviews, and field research by the consultants. A weighting of these problems was prepared. In order to introduce the dynamics of change into problem definition, however, the Probability Growth Model was utilized as it enables an evaluation of how anticipated changes will exacerbate or reduce current problems, or create new problems of its own.

Each level of probability was presumed a completed phase and then analyzed as to:

(1) How each phase compared with space-use projections and economic forecasts;
(2) How elements, particularly public inputs like the Superdome and possible expressways or boulevards, affect the investment possibilities for succeeding phases and present property; and
(3) How the resulting development pattern achieves, is compatible or conflicts with, design and social goals for the CBD, the Central Area, the City and the Region.

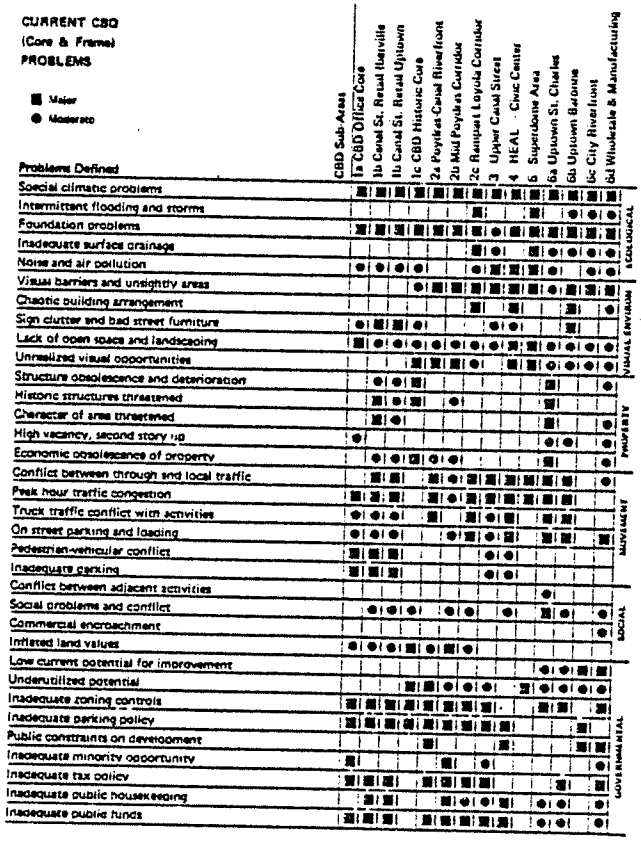
Based upon the Probability Growth Model procedure and an analysis of its most likely impact, problems and opportunity areas were then defined, and the effect of planned change on problems evaluated.

Current CBD (Core And Frame) Problems

Current problems are shown by sub-area detail on the accompanying chart. They are classified in six categories: **ecological, visual environment, property, movement, social and governmental.** The ranking of a problem as major or moderate is a judgment based on number of people affected and relative difficulty of amelioration.

ECOLOGICAL CONSIDERATIONS

The form of the New Orleans Region has been dramatically affected by the regional ecology. The primary factor, of course, is that except for the few natural levees, all development has occurred on wetlands. The drainage and pumping which is required to control the water table has constrained the Region's area and a relatively compact development pattern has resulted.



Climate

The New Orleans climate is sub-tropical, having mild winters and hot, humid summers. During the summer months, prevailing southerly winds produce conditions that result in frequent afternoon thundershowers. In the colder seasons, the area is subjected to frontal movements which produce squalls and sudden, brief temperature drops. River fogs are prevelent in the winter and spring when the temperature of the

River is somewhat colder than the air. The range of temperature fluctuation is moderate with average summer temperature 81.3°F; the winter average is 56.1°F.

Foundation Conditions and Urban Form

For the Central Area, the critical issues are the structural difficulties of building on wetlands. The thick peat deposits and the great depth to the Pleistocene Terrace require almost all new development to be built on piles, for high-rise typically 175' long, for low construction on "sticks". This attached a severe penalty cost to new construction of low rise buildings. For high rise buildings the penalties are less severe since, pile construction is required in any case; however, the length of the piles is a factor in the CBD.

Flooding and Surface Drainage

Although New Orleans has never been flooded from the River, the possibility of flooding of the CBD is a real one with the Mississippi River crest often not far from the top of the levee.

Regarding normal and flash flood storm water runoff, the Iberville Drainage District has inadequate capacity and is a severe constraint for large area development. Four million dollars in improvements are required. In the remainder of the Central Area drainage is not good, but not a critical problem. In the interim period before drainage improvements are made, each large scale project must meet its particular problems. The Superdome and International River Center are providing storage tanks to relieve the drainage system during heavy rainfall.

Noise and Air Pollution

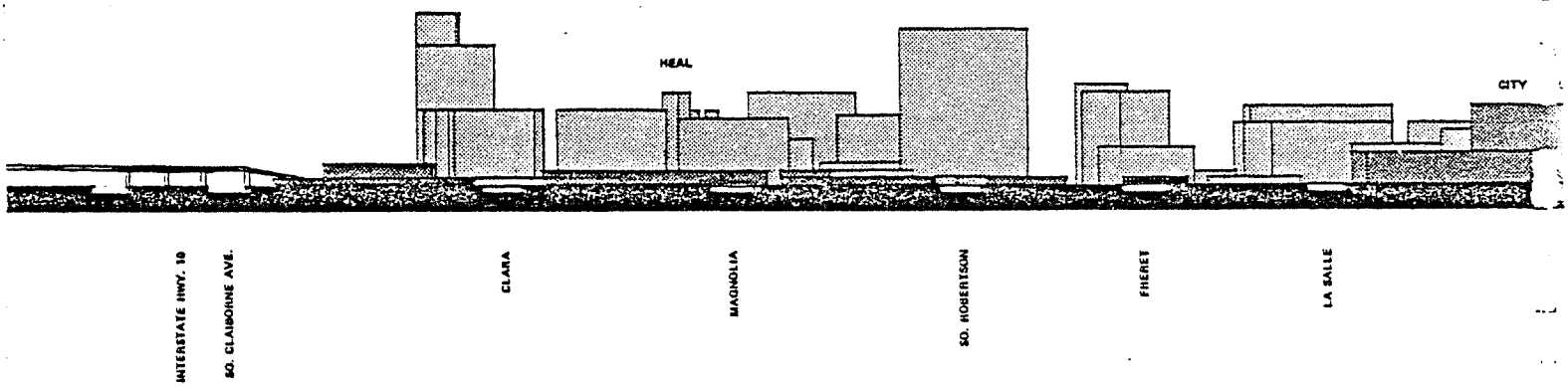
The elevated Pontchartrain Expressway on the uptown side of the CBD, and elevated I-90 and Claiborne Avenue on the Lakeside are major sources of noise and air pollution. The Mississippi River Bridge is effectively at peak capacity all day and its approaches are reported to be impacted by air pollution. The Upper Canal Street—HEAL—Superdome areas are most affected.

Decatur Street and Canal Street are impacted by noise of trucks and traffic and vehicular emissions.

VISUAL ENVIRONMENT

Under problems of the visual environment are included visual barriers and unsightly areas such as the elevated expressways bounding the CBD and the electric high-voltage transmission line along the River and the proliferation of surface parking. Chaotic building arrangements are particularly noticeable at HEAL; sign clutter and bad street furniture predominate on Canal Street.

Surface parking lots are the only non-development economic use for vacant land. Parking offers land owners a high net return on their investment in the short range (while the land is held for speculative purposes or for eventual development). Surface parking is a severe environmental problem eroding the character of much of the Central Area and making streets appear desolate, particularly at night.



SECTION ALONG POYDRAS STREET (LOOKING DOWNRIVER)

Buildings with the tonal pattern are present in 1974. The dark tone indicates buildings fronting on Poydras Street. The buildings outlined without tone are projected for the Year 2000.

The areas most significantly affected now include:

- the blocks from Baronne to Loyola, Poydras Street to the Pontchartrain Expressway;
- the blocks around the new Federal Building;
- the block across Tchoupitoulas from Rivergate.

The climatic characteristics produce distinct needs for pedestrian environment in the Central Area. The following are critical concerns:

- How to protect from intense summer heat while allowing winter exposure to the sun and the mild winter climate.
- How to reduce the impact of high humidity for pedestrians.
- How to provide protection from summer thundershowers.
- How to maximize the benefit of summer breezes while providing protection from winter wind.

Unrealized visual opportunities refer most specifically to the views of the River that have been cut off by marginal pier development with no pedestrian access.

PROPERTY PROBLEMS

Property problems are summarized at a surface level only as they affect the general public.

Structure Obsolescence, Deterioration and Vacancy

The susceptibility-to-change analysis is a reasonably reliable process to sieve out those structures that have significant obsolescence and deterioration. Obsolescence and deterioration are widespread, particularly in the CBD Historic Core.

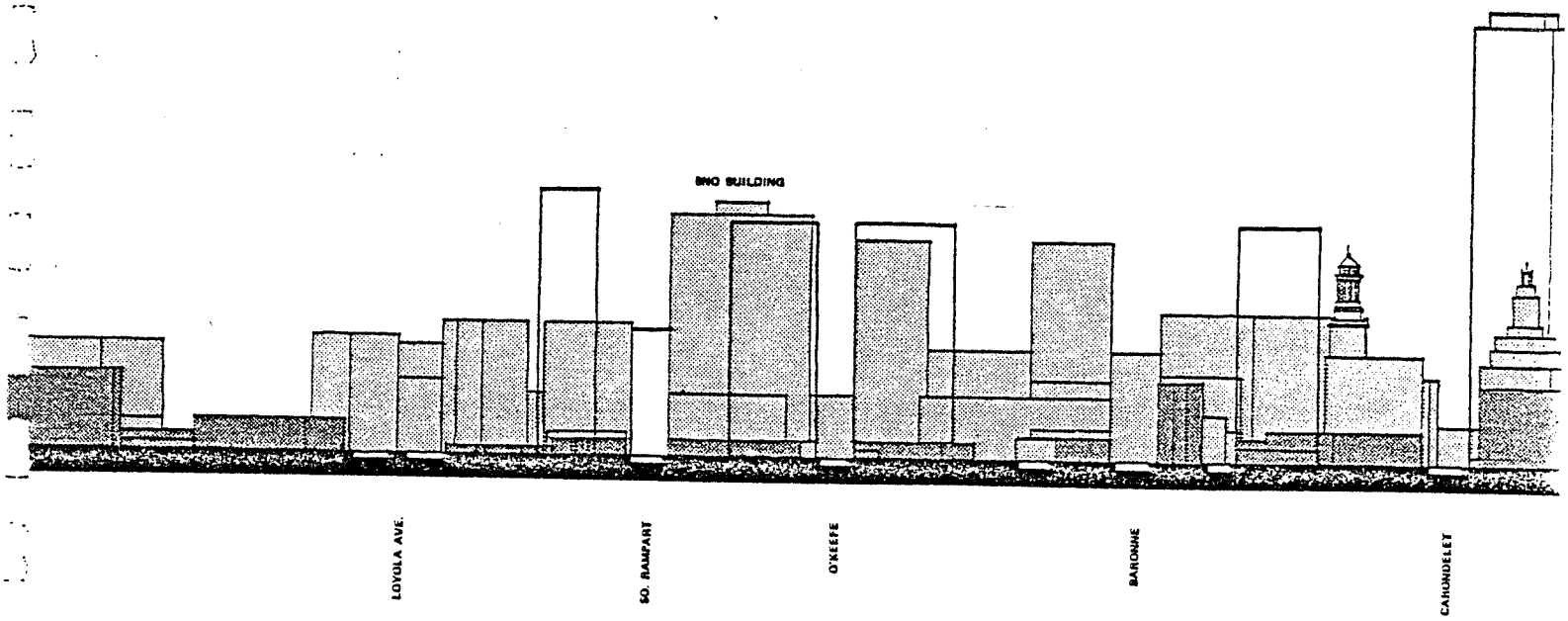
High vacancy above ground floors is another indication of obsolescence. Exterior surveys indicate a significant vacancy in the CBD Historic Core. Some vacancy exists (16%) in the Office Core and Uptown St. Charles and Baronne Street areas.

Demolition of Historic, Architecturally Significant and Other Existing Buildings

Speculation, development pressure and demand for parking result in demolition which removes properties from the tax roles, destroys the scale and character of the Central Area with vacant land and parking lots disrupting the continuity between major buildings.

Important historic buildings which give New Orleans its unique environmental character are lost. New Orleans' tourist economy is heavily dependent on the Central Area's historic tradition, both in and outside the Vieux Carré.

The variety of Central Area functions is reduced. Every demolished building reduces the opportunity for functions that cannot or will not pay higher rents in new structures.



Pressure for demolition will continue with the opening of the Superdome and the new Federal Building. Pan American Life Center, International River Center, Poydras Plaza and Canal Place will also increase demolitions.

The areas currently under greatest pressure are:

- the blocks across Camp Street from the planned Pan Am Life Center;
- the blocks immediately above the International River Center and immediately below the new Federal Building;
- the blocks across Loyola Avenue and Poydras Street from the Superdome;
- the blocks between Perdido and Girod Street along the Poydras growth corridor.

Character of Area Threatened

The Canal-Iberville Corridor is extremely attractive to new development since it borders on the Vieux Carré. It has an allowable FAR of 20 under current zoning. However, since land costs are high ($100+ per square foot), development must be at a high intensity. Except at the Mississippi River frontage, large, high-rise development will overpower the scale and character of Canal Street and the Vieux Carré. Traffic capacity constraints due to existing, overloaded streets and the negative impact of the automobile on the Vieux Carré also indicate the need to restrict new development.

MOVEMENT PROBLEMS

Sub-area movement problems are shown on the accompanying maps with areas of under capacity at peak hour concentrated at the Uptown and Lakeside entrances to the CBD. Internal congestion is greatest in the CBD Office Core, with some congestion along Canal Street. Decatur Street is heavily used by trucks and is at capacity with through traffic conflicting with local.

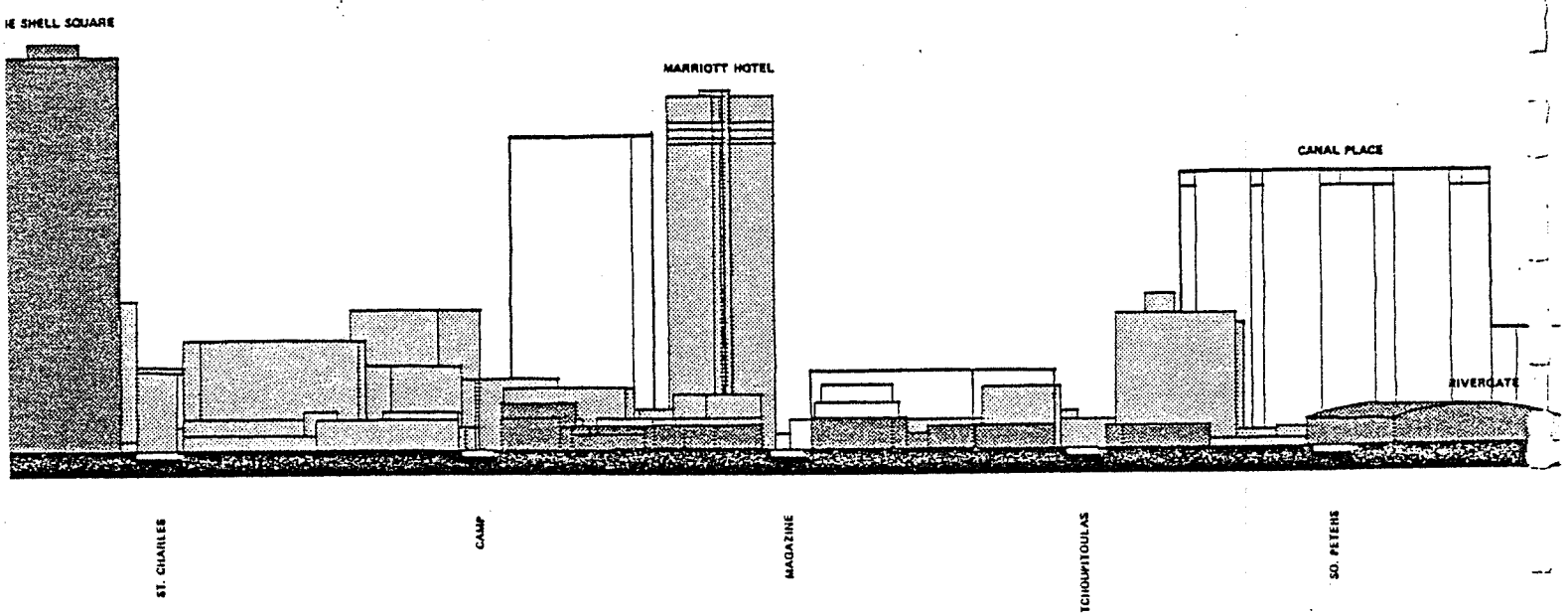
Pedestrian movement problems include poor linkage of Canal Street retail with the emerging Poydras/Riverfront Corridor, the Superdome and the Riverfront development.

SOCIAL PROBLEMS AND CONFLICT

Skid Row

These problems include Skid Row in the Uptown St. Charles Area which also impacts Mid-Poydras, Lafayette Square and the CBD Historic Districts. Panhandling is a social problem in the tourist areas along Canal Street.

A Skid Row program must be implemented immediately to treat and rehabilitate its inhabitants. New development and rehabilitation are in plans Uptown. Skid Row is already moving into the Garden District Area; this must be stopped, Skid Row contained in its present location (and residents humanely treated) until Skid Row disappears before major development can begin.



SECTION ALONG POYDRAS STREET (LOOKING DOWNRIVER)

Buildings with the tonal pattern are present in 1974. The dark tone indicates buildings fronting on Poydras Street. The buildings outlined without tone are projected for the Year 2000.

Commercial Encroachment on Residential Neighborhoods

The successful revitalization of the Vieux Carré is resulting in expansion pressures on Faubourg Marigny and Faubourg Treme.

New development should be strictly controlled in order to preserve and contribute to the character of these residential areas.

INFLATED LAND VALUES

The CBD Historic Core and Poydras/Riverfront Corridor all show evidence of inflated land values. Speculation, combined with low property taxes that do not inhibit land-banking, has driven expectations beyond overall market potential.

GOVERNMENTAL PROBLEMS

Inadequate Zoning Controls

Excessive permitted development intensity means that to all intents and purposes there is no zoning control on bulk or height. In the CBD-1 District the allowable Floor Area Ratio (FAR) of 20, excluding parking, translates into an actual built FAR of 27 when parking is included. In the CBD 2 and 3 Districts the permitted FAR's of 15 and 10 become as much as 20 and 13 when parking is included.

This unrestricted zoning results in the market being absorbed by a few extremely large buildings, encourages speculation and inflated land costs, and premature demolition of useful buildings for site assembly.

Inadequate Parking Controls

New Orleans has no public parking authority or other mechanism for controlling parking development, location, rates, or management. Most cities have recognized parking as of public concern as part of the movement system and instituted controls of varying kinds ranging from subsidies to outright public ownership and operation.

Public Constraints on Development

The HEAL Area is a renewal project under the CIA.

The Poydras Riverfront, City Riverfront and warehousing areas have public constraints on development imposed by the Dock Board, the Levee Board, the U.S. Corps of Engineers (levee, pierhead and bulkhead lines), the Public Utilities Commission (NOPSI and the electric substation), the Public Belt and the Interstate Commerce Commission (the railroads) to name the most important.

Inadequate Minority Opportunities

Members of minority groups have been restricted in much employment to service jobs, with the exception of government. The Office Core and Poydras/Riverfront Corridor areas offer jobs which represent opportunities to minorities.

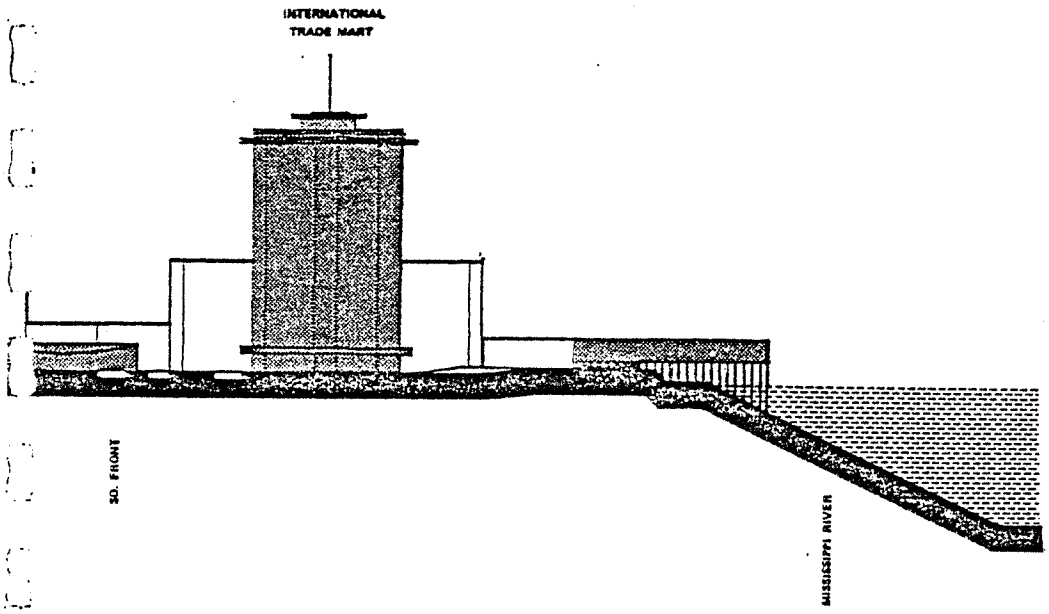


Table 4: Estimated Acquisition Costs

Major Subarea in Office Retail Core	Cost/Sq.Ft.
Canal Street Frontage	$80 – $120
Poydras Street Frontage	$50 – $ 80
Lafayette Street Frontage	$15 – $ 25
Office Core Area between Canal & Poydras	$40 – $ 60
Canal Street above North Rampart	$40 – $ 60
Loyola Avenue Frontage across from Superdome	$40 – $ 50
Below Loyola	$10 – $ 20
Area between Howard & Lafayette (above Tchoupitoulas)	$ 4 – $ 15
Area below Tchoupitoulas	$ 4 – $ 10

Inadequate Tax Policy

Present tax policy regarding real property encourages inefficient use of land and reduces the great potential tax value of the CBD to the City.

Inadequate Public Housekeeping

Lack of sidewalk maintenance, poor trash and garbage removal and difficulties of rodent and other vermin control are particularly characteristic of Canal Street and certain sections of the warehousing and Uptown St. Charles Street areas.

Inadequate Public Funds

Like all cities, New Orleans has many demands on its limited funds. The lack of funds is particularly apparent where public programs could and should deal with many of the above problems.

Potential Emerging Major Problems Related To Proposed Projects

AREA 1a: THE OFFICE CORE

Office Core expansion will put increasing pressure on the street system that is already at or near capacity.

AREA 1b: CANAL STREET RETAIL

Proposed development will put heavy pressure on the street system, and on the Vieux Carré. Pressure for demolition of structures compatible with the scale of the Vieux Carré is extreme.

AREA 1c: THE CBD HISTORIC CORE

Pressure for demolition created by speculation will grow. The narrow streets are ill-adapted to take the traffic load of potential development.

AREA 2a: POYDRAS/RIVERFRONT CORRIDOR

Proposed development will create demands for parking and street improvement. Unless properly planned, these developments will further increase pressure on the Historic Area.

AREA 2b: MID-POYDRAS CORRIDOR

Major potential emerging problem is disjointed development without adequate amenities. This development may put pressure on the relocation of Skid Row in random fashion.

AREA 2c: RAMPART-LOYOLA CORRIDOR

This development is most easily accommodated in an area already largely cleared. The only major potential problem is coordination and good quality of urban design.

AREA 3: UPPER CANAL STREET

No particular major problems appear on the horizon.

AREA 4: HEAL – GOVERNMENT CENTER

This area is under government control and plans for its problems are underway.

Table 5: Comparative Site Acquisition Costs in Selected Cities

City and Location		Acquisition Cost/Sq.Ft.
New York:	Lower Manhattan	$200 – $300
	Midtown Manhattan	$200
Atlanta:	Peachtree Center	$200
Philadelphia:	Near City Hall	$120
Los Angeles:	ARCO Towers	$100
	Office Core near ARCO	$ 80
Boston:	Downtown	$ 60 – $ 70
Miami:	One Biscayne Tower and Dupont Plaza	$ 60 – $100

Source: Time, October, 1973; and Wallace, McHarg, Roberts & Todd

AREA 5: SUPERDOME AREA

Emerging problems are vehicular access and landscaping. The area not occupied by the Superdome is either government or railroad and lends itself to a variety of potential uses.

AREA 6a: UPTOWN ST. CHARLES

With a middle-range potential for high-quality residential, pressure will be for relocation of Skid Row as above. Traffic generated by Poydras development may be a growing problem.

AREA 6b: UPTOWN BARONNE

Same as Area 6a.

AREA 6c: CITY RIVERFRONT

No emerging problems.

AREA 6d: WAREHOUSE AND MANUFACTURING

Encroachment on this area by developers seeking to up-grade it may result in temporary tax loss and business relocation.

CBD Core And Frame Opportunities

STRENGTHS OF THE CBD

The above problems have not inhibited New Orleans becoming a great city, but do affect its ability to compete with San Francisco and others for corporate headquarters. The CBD Core and Frame has great strengths and potentials for development.

POYDRAS STREET GROWTH CORRIDOR

Poydras Street offers the opportunity of a major new growth corridor — a "new city within a city" that can attract and channel new development to appropriate locations.

MISSISSIPPI RIVERFRONT DEVELOPMENT

The Mississippi Riverfront offers major opportunities for new commercial and residential development. This can be a major new growth area, increasing vitality and opportunity in the Central Area. The public projects now underway (Spanish Steps, Washington Artillery Park, French Market) can be combined with planned projects (International River Center, Canal Place and with future potential projects (Jax Brewery Site, City property adjacent to River Center, waterfront downtown of Esplanade Avenue) to produce a linear new development which takes maximum advantage of the River's amenity. Of course, high design quality that complements the adjacent areas is essential.

PEDESTRIAN MOVEMENT AND AMENITY

New Orleans' sub-tropical climate plus its heritage of historic buildings provides an opportunity for a high quality, heavily landscaped pedestrian environment that links new developments together and to existing important areas. This could become a primary framework provided by both the public and private sectors to improve the Central Area's overall environmental quality.

REHABILITATION OF EXISTING AREAS

The many historic and architecturally significant buildings provide a major opportunity for economically retaining New Orleans' character, improving and maintaining environmental quality and providing expanded opportunities for Central Area's investment and functions. There are five major rehabilitation opportunity areas:

CBD Historic Core
Major historic buildings line many of the streets leading uptown from Canal. These buildings comprising a "tout ensemble" should be preserved and renovated. Since many of these are large buildings, offices are the primary reuse candidates.

Julia Street Row Area
With Skid Row treatment, this area offers excellent potential for reuse as residential, small offices and retail. Renovation in this area must be accompanied by selective infill development that contributes to the historic character.

Warehouse Area Near the International River Center
A number of warehouses in this area are suitable for reuse as office, retail and service establishments (such as graphic art centers and the like). Many of the streets have a unique historic character; they could function well with Lafayette Street as a pedestrian mall connecting International River Center to Lafayette Square.

Canal Street Historic
Many historic buildings have been renovated along Canal Street; others should follow to house improved retail space. Historic Canal Street should be preserved and improved.

Basin—Rampart-Burgundy Corridor
This corridor is in mixed commercial land use that does not contribute to the urban scene. The Rampart-Burgundy group of blocks are within the Vieux Carré and should be made part of that scene.

Canal Street Improvement

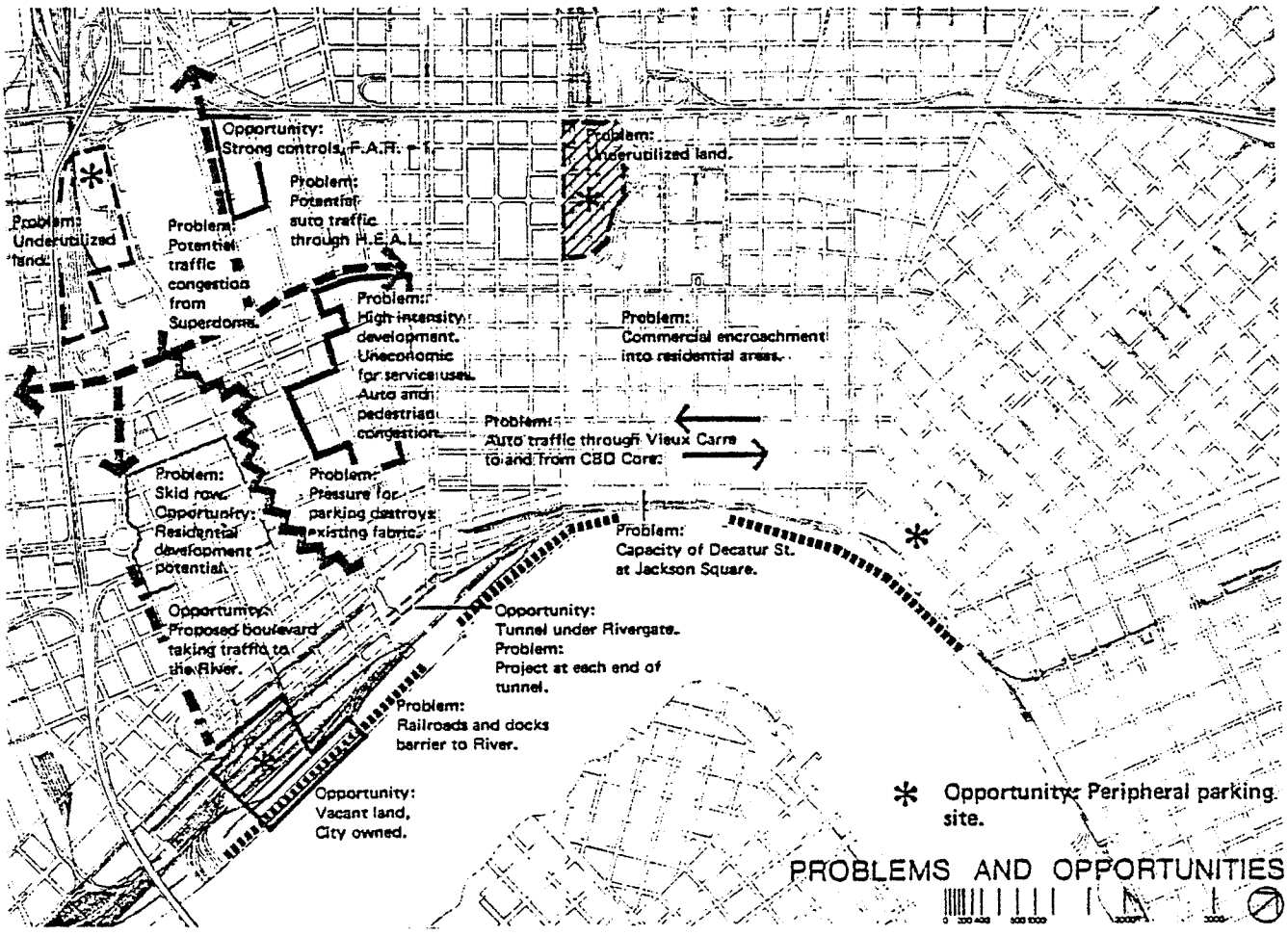
Improvement of the Canal Street Retail Core is necessary for continued competition advantage over outlying centers. The opportunity exists if the street is connected to new development areas by a high quality pedestrian network and the public environment is improved (sign control, landscaping, etc.).

CBD Residential

The CBD has a continuing opportunity for residential living including high rise and lower density condominiums, renovation of historic buildings, etc.

SUMMARY EVALUATION OF PROBABLE CHANGES

In summary, and by and large (with exceptions noted) the probable change in the CBD Core and Frame will be beneficial to the City and its people. Care and control must be instituted immediately, however, if the negative consequences of further congestion and erosion of the New Orleans special character and functions are to be halted..



Goals For Growth And Continuity

Goal Reformulation Procedure

A preliminary statement of goals for the New Orleans Central Area was prepared based on five sources of information:

- The Community Renewal Program, the "Guidelines for Growth" and the "Goals to Grow" programs which represent a number of years of effort to determine through broad-based citizen participation and technical analysis the future form and function of the Region and the Central Area.
- Previous studies which focused on specific problems and areas such as the Vieux Carré, transportation, housing, historic preservation and economic development.
- The field surveys and evaluation conducted by WMRT.
- Personal interviews with City officials, Central Area Council members, representatives of the business community, citizen group leaders and interested parties.
- In addition, goals have been expressed during meetings with the GMP Steering Committee and observers.

Summary Of Previously Stated Goals For The New Orleans Central Area

STRENGTHENING DOWNTOWN NEW ORLEANS AS ADMINISTRATIVE, RETAIL AND ENTERTAINMENT CENTER OF THE REGION

Downtown New Orleans traditionally has been the center of the Region, primarily because of its economic functions, natural environmental determinants and its historical and cultural legacy. This preeminence should be reinforced for the benefit of the entire Region.[1]

All residents of the Region have a stake in the Central Area, and some may not realize it. There is a tendency to view the Vieux Carré as mainly for visitors and the CBD as benefiting only those who work or own property there. But there is more to it than that. A sound and attractive Central Area is essential to strengthening the Region's economic base, increasing employment and upgrading the value and quality of nearby neighborhoods.[2]

The goal of strengthening New Orleans CBD's role as center of the Region is based on the assumption that alternative concepts which decentralize the Region would not serve the objectives of the majority of the Region. Shifts to a decentralized form would be costly. The Parishes and their citizens would pay the costs of a downtown in decline as well as the costs of servicing a widely spread out pattern of new development, and the regional benefits of growth would be diffuse.

The goal of Downtown's role as center of the Region is based on the fact that downtown is the key to the Region's economic diversification. It is now generally accepted that New Orleans' economic base is somewhat limited and requires broadening.[3] This is the only way employment problems can be ameliorated and the Region's economic standing boosted. Expansion of office-oriented commercial development is essential to long-term gains. Certain types of manufacturing should be encouraged. In addition, economic sectors offering maximum immediate benefits, such as tourism/entertainment and regional headquarters should be promoted.[4]

Prospects for expansion of administrative offices and the entertainment industry are excellent in the Central Area and cannot be equalled in outlying parts of the Region. To ignore these prospects, or to direct investment elsewhere in the Region, would be to the detriment of the entire Region.

Some degree of decentralization away from Downtown is both inevitable and necessary in fields such as manufacturing, wholesaling and services which must be distributed close to consumers. Because of this, the Central Area's share of regional growth probably will decline, but it must continue to grow in absolute terms. The issue of centralization vs. decentralization is a matter of degree. Industrial development along the Region's major transportation routes, Centroport

and new office development in the East Bank of Jefferson Parish, for example, demonstrate that there is plenty of scope for competition and change while strengthening Downtown New Orleans' role as administrative/retail/entertainment center of the Region.

GROWTH WITH HISTORICAL CONTINUITY

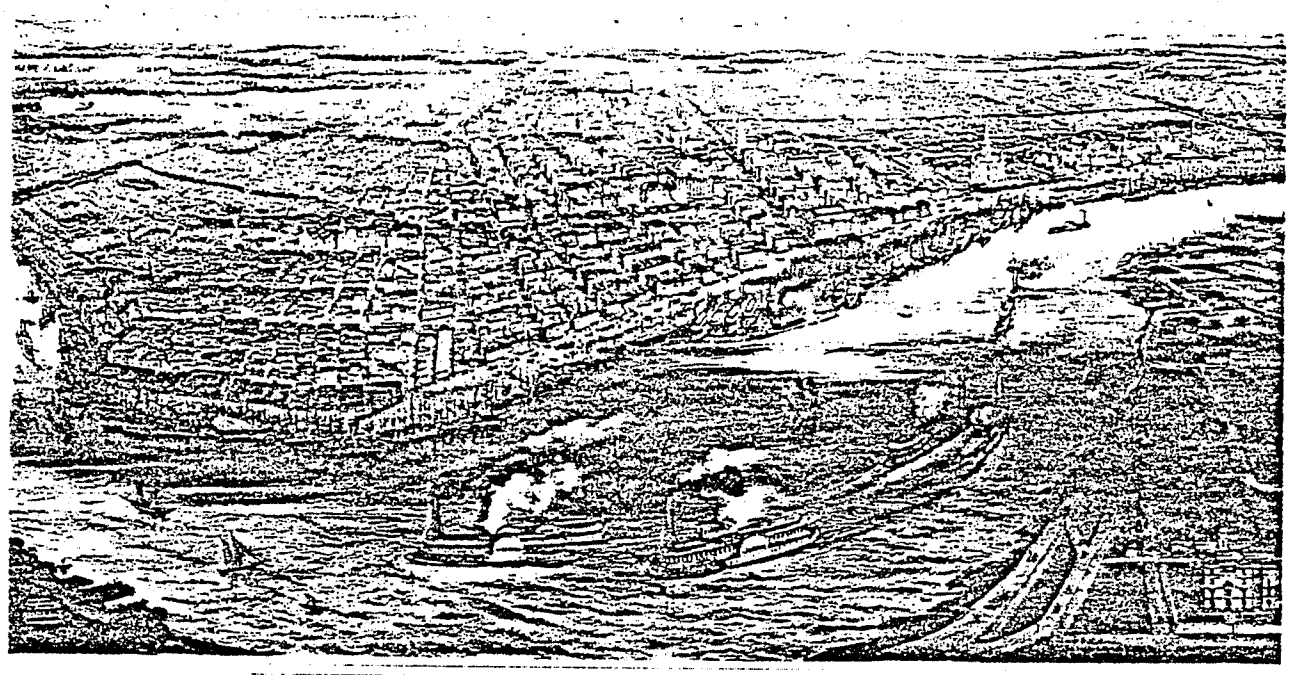
Central New Orleans is experiencing strong pressures for development and change. Economic projections indicate that these pressures may accelerate. While many other cities would welcome the benefits of these forecasts without questioning their costs, New Orleans' residents realize that growth must be managed carefully if it is not to threaten the qualities that make New Orleans attractive.[5]

This is not to say that the desirability of growth itself is being questioned. It should not be, because New Orleans needs economic development.[6] Even ardent preservationists recognize that economic vitality is essential to successful maintenance and rehabilitation of historic and architecturally significant buildings. What is being questioned about growth is the tendency to allow it to be unstructured, uncontrolled and to reach extremes inconsistent with traditions valued in New Orleans.

Growth can and should be accommodated in Downtown New Orleans. In fact, the City should vigorously pursue development compatible with Central Area activities that otherwise might locate elsewhere in the Region.[7] But just as there is a policy in the Vieux Carré to guide development to insure the integrity of the "tout ensemble"[8] growth in the entire Central Area should be managed to preserve and enhance New Orleans' cultural heritage and historic character. The challenge is to organize forecast growth within the City's infrastructure, to adhere to the principle of compactness and to use growth to reinforce existing amenities and renew deteriorated areas. [9]

RETURN TO THE RIVERFRONT

Most of the world's truly great cities have capitalized on their waterfronts aesthetically as well as economically. Sydney-Amsterdam-Zurich-New York-Hong Kong-San



NEW ORLEANS IN 1851

From a lithograph in the Mariner's Museum, Newport News, Virginia. Courtesy of the Mariner's Museum and Historic Urban Plans, Ithaca, New York.

Francisco-Boston-Baltimore — some of these cities have only recently rediscovered the diversity of exciting uses, in addition to shipping and water-related industry, that can be developed along waterfronts. New Orleans can benefit from their experiences, for it has tremendous potential for rejuvenation of its Riverfront.

The relationship between areas of early settlement and the Mississippi River has been gradually disrupted by industrial and transportation facilities that have grown up along the Riverfront.[10] This has been coupled with a long-term trend of decay and deterioration which has created a gradual shifting of attention away from the River.[11]

Development of the International Trade Mart began the renewal of the Riverfront. Several significant development proposals have followed. This momentum must be continued. There is an opportunity to recreate some of the Riverfront's traditional functions, as an entrance, a market place, a promenade and gathering place, and to reestablish the natural physical boundary of the Vieux Carré and the Downtown.[12]

There are obstacles to multiple use along and close to the River. For example, careful planning is required to avoid curtailing Port-related activities.[13] Transportation routes, utilities, and jurisdictional responsibilities act as constraints to development. Clearly, reestablishing the link between the City and its River will be a long-term undertaking. It is possible, however, to begin incrementally and to insure that options for future use of the Riverfront are not closed off.

DESIGN DISTINCTION

Central New Orleans is composed of a mosaic of relatively small, concentrated areas devoted almost totally to certain uses. Most are functionally related, but each has its own character which sets it apart. Canal Street and the American Sector within the established commercial core, The Vieux Carré, Faubourg Marigny, Treme, the emerging office spine along Poydras, and the Riverfront are like small cities-within-the-city, each invaluable to New Orleans' overall character. These easily distinguishable districts plus New Orleans' architectural heritage and intimate small scale endow it with a sense of place seldom found in American cities.

The urban design challenge is to treat each district in accord with its own special environmental attributes. This will involve applying individual standards and growth management strategies depending upon the district and the needs of the people who will use it.[14]

DOWNTOWN FOR ALL PEOPLE OF NEW ORLEANS

While Central New Orleans is more active after 5:00 p.m. than most cities, it lacks a full range of activities that attract residents as well as visitors, night and day.[15] Housing, cultural and recreational events and resident-oriented entertainment are important to generating activity Downtown outside the Vieux Carré during off-peak hours.[16] The Superdome will be a major asset in this respect;[17] but greater diversity of activities is required to create a modern, balanced, urban environment for people.

Minorities have been restricted, with the exception of government jobs, to service employment. Opportunities must be opened to them in office and other white collar work.

INTEGRATED TRANSPORTATION

New Orleans is faced with the same transportation problems which are plaguing other major cities. The important difference is that New Orleans' character and scale of development are more fragile than most. Transportation concepts that have worked in other cities do not readily apply to New Orleans, which is constrained both by its physical setting and its heritage.

An integrated transportation system is the key to solving these problems and accommodating new growth while preserving the present character.[18] New Orleans has a fine public transit operation and a high ridership "habit". This is an excellent starting point for a more balanced transportation system both within the Central Area and serving the CBD from outlying areas. The capacity of public transportation facilities should be increased to accommodate maximum expectations for Central Area growth. In addition, sufficient off-street, enclosed parking spaces should be provided to avoid retarding new private and public development. Traffic engineering improvements to expand the capacities of the existing street system should be undertaken and given priority over widening streets and constructing new roadways.

STRONG RETAIL CORE

Downtown New Orleans is fortunate to have retained its vital retail activities,[19] especially during an era when suburbanization has undermined the strength of most major downtown retail areas. In order to maintain a hold on a significant proportion of regional sales in the future, Central New Orleans must continue to offer a superior range and selection of goods and a high level of service. It should retain unique specialty stores as well as its major department stores.[20]

Outstanding environmental amenities are needed to retain the strength of the retail core and to compete with new outlying centers. The attractiveness and prestige of Canal Street should be improved.[21] The conflicts between vehicular and pedestrian functions performed by Canal Street must be reduced.[22] Renovation is necessary to keep the store space competitive with that being developed elsewhere.[23]

Adequate parking is essential, but the Core should not be

diluted with non-retail uses.[24] Continuous ground-floor retail activities are necessary. Services for shoppers and entertainment establishments are also required.[25]

Good automobile access is essential. Furthermore, the Retail Core should be made easily accessible by transit and on foot from office, hotel and cultural facilities and major new developments planned for the Central Area. It should be linked to the Riverfront, Poydras Street, the Superdome, Civic Center, the Cultural Center and the Vieux Carré.[26] This will give the Downtown a distinct advantage over other shopping centers by offering access to a wide range of activities in a single shopping trip.

THE BOND BETWEEN THE CBD AND THE VIEUX CARRÉ

The functional relationship of the Vieux Carré to the CBD should be strengthened. Over time, the Vieux Carré has been treated separately. This has had advantages in protecting the Quarter from overcommercialization and from negative environmental impacts. But it has also had drawbacks. It has introduced a dual standard: what is not acceptable for the Vieux Carré is all right outside it. Concern for the principles of the Vieux Carré should not stop at the legal boundary of this historic district.

Policies reflecting the dual standard should be reexamined. With respect to land use, for example, it is official policy to develop hotel and motel facilities on the periphery rather than in the heart of the Quarter.[27] This is acceptable, but it can be broadened and made to have a more positive impact by redirecting some of the extraordinary pressures for additional tourist and entertainment attractions to areas in the CBD where they will:

(1) act as catalysts to new investment
(2) serve to preserve outstanding American Sector buildings
(3) diversify the range of entertainment presently offered.

Diverting some tourist and entertainment attractions to key locations in the CBD along the Riverfront will help extend the duration of tourist visits as well as strengthen the functional relationship between the CBD and the Vieux Carré.

Urban design and transportation are two other important policy areas which require attention in terms of the relationship between the CBD and the Quarter. Traffic problems require mutual solutions.[28] The visual transition between the CBD and the Quarter should be preserved and pedestrian linkages should be improved.[29]

GOOD RESIDENTIAL COMMUNITIES

Opportunities to live close to or in Downtown are essential to a balanced urban environment. Central New Orleans is fortunate to have several residential communities in the vicinity. None, however, are without problems. The Vieux Carré's residential neighborhoods, for example, should be stabilized. Conversions to high intensity uses and business threaten continuation of the present desirable neighborhood character.[30] Many fine old homes are located in Faubourg Marigny and Faubourg Treme. Here, the housing stock needs upgrading.[31] Historic and architecturally significant districts within these neighborhoods should be preserved.

In addition to maintaining existing neighborhoods, there are opportunities for developing new housing within the Central Area.[32] The value of making New Orleans a "24-hour" city for residents as well as tourists is undisputed. Creating new neighborhoods Downtown, however, is not without difficulties. They must be well located to take advantage of Downtown amenities; they must be of sufficient scale to warrant a substantial investment in environmental design and public services; and they must be able to compete for a share of the market presently attracted to outlying areas.

PUBLIC/PRIVATE PARTNERSHIP

An atmosphere of cooperation between public and private sectors has now emerged in the Central Area. The momentum of this new partnership must be continued and strengthened. The Growth Management Program should help cement the partnership by:

(1) fostering agreement on mutual goals
(2) setting up a procedure for joint action
(3) identifying economically sound and desirable opportunities for investment of both private and public funds.

Translation Of Goals To Programs

The next task was to take the general goal statements and translate them to objectives around which programs can be built. Where some of the goals remain general, others become more specific and are the major framework upon which growth management can be built.

GENERAL GOAL 1

Strengthen downtown New Orleans as the administrative, office, retail and entertainment center of the Region.

Objectives

A. Encourage joint use in the Central Core sub-areas: Retail, Office Core, Poydras and Riverfront.

B. Entertainment and night activity should be encouraged uptown of Canal Street, perhaps through zoning incentives; this will make the area more attractive for hotel and residential development.

C. Residential development should be energetically encouraged wherever possible.

D. Major new development should be concentrated in multi-purpose centers in five areas: Poydras Street, Riverfront, Superdome Area, infill in Office Core, and Upper Canal Street.

E. Further demolition and creation of more surface parking lots within the Core should be strictly controlled.

F. All major commercial development should be located in the CBD, Uptown of Iberville Street.

G. All new projects should be connected with a clearly defined high amenity network to present pedestrian corridors, with arcades, gallerias, pedestrian walkways and the like.

H. New employment and residential areas should be connected to the Canal Street Retail Core.

I. The pedestrian network should be lined where possible with active uses: retail, entertainment, eating and drinking, personal services, etc.

J. Open space should be provided throughout the Central Area; the most important are small urban parks distributed along the major pedestrian circulation network.

K. Large plazas associated with new development are generally undesirable unless they are heavily landscaped.

GENERAL GOAL 2

Promote growth while preserving historic continuity.

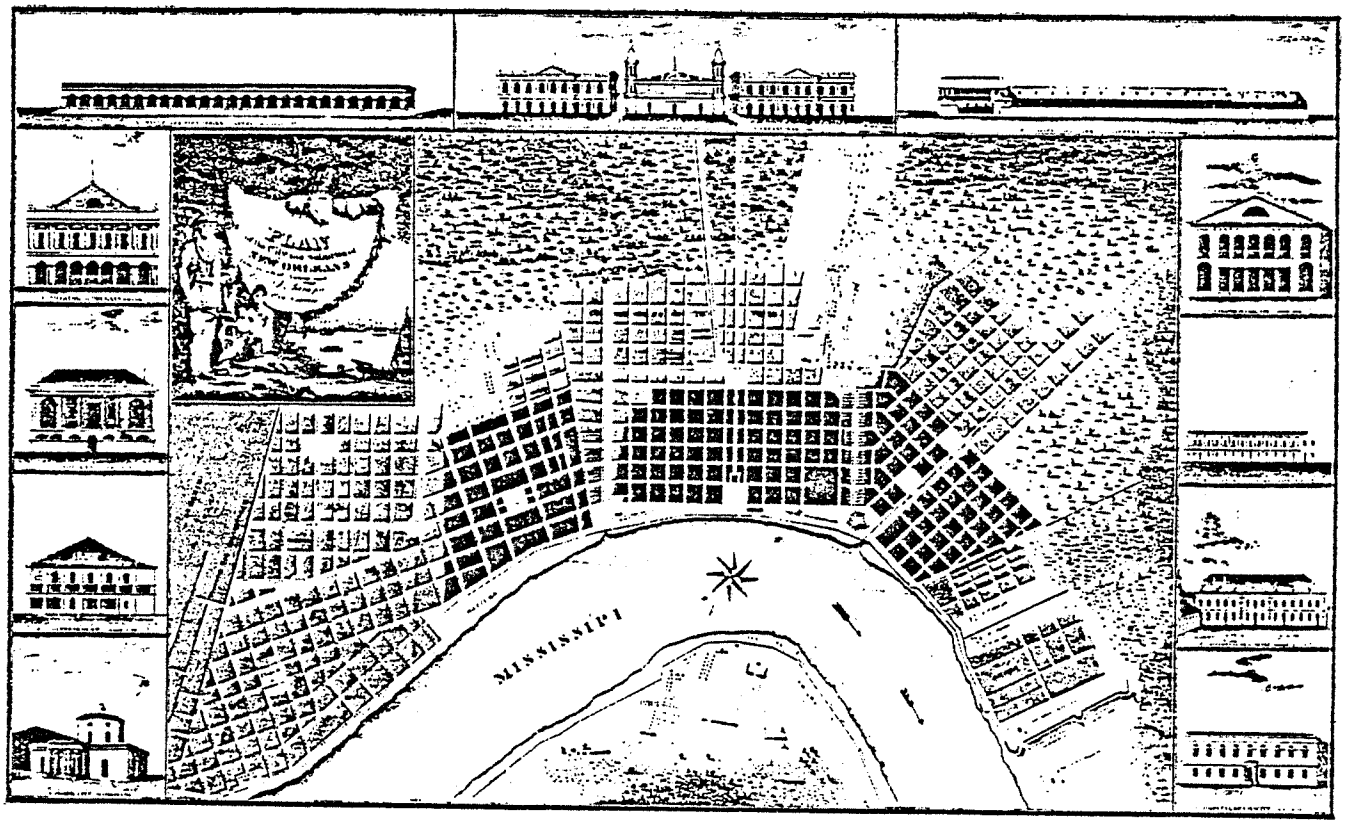
Objectives

A. New development in areas with historic buildings or on "tout ensemble" streets should be consistent with and "pay attention" to historic buildings as well as contribute to the overall environmental quality.

B. Each building should relate to the architectural elements of the particular street or adjacent buildings: height, floor height, fenestration, entry form, materials, etc.

C. All historic buildings included on the Policy Givens Map should be rehabilitated with viable uses.

D. Further demolition of historic buildings must be halted immediately.



NEW ORLEANS IN 1815

From the Peter Force Map Collection, Number 587, in the Geography and Map Division, Library of Congress, Published in 1817. Courtesy of the Library of Congress, Washington, D.C., and Historic Urban Plans, Ithaca, N.Y.

GENERAL GOAL 3

Return to the Riverfront.

Objectives

A. Dock functions along the Riverfront should be phased out consistent with Centroport development as soon as possible to allow access and new development.

B. Riverfront activities should encourage use by pedestrians.

C. Riverfront development should not block public access and views to the River.

D. High rise construction on the River is appropriate at points where movement system capacity is high.

E. The Riverfront should be accessible from adjacent areas; walls of buildings are inappropriate; view corridors from adjacent areas should be maintained, the character of Riverfront development should not disturb the character of adjacent areas.

GENERAL GOAL 4

Provide a full range of activities Downtown which attract residents as well as visitors.

Objectives

A. Major new residential development should be located uptown of Poydras.

B. Camp, Carondelet, St. Charles and Baronne Streets should be primary retail and service streets; new development should devote at least 50% of first floor frontage to these uses in the Core.

C. These streets should be considered as the major form determinants for all new construction; a consistent building line should be maintained to insure spatial continuity of the street; streets should have activities opening directly on the sidewalk or on a small urban park connected to the sidewalk.

GENERAL GOAL 5

Achieve an integrated transportation system, balancing automobile facilities with transit and pedestrian.

Objectives

A. Development intensity should be related to the capacity of the street network as well as to the scale and character of adjacent areas and structures.

B. Pedestrian movement corridors to the Superdome from major hotels and parking areas should be developed; this movement should reinforce existing activities and be used to expand activities uptown from Canal Street.

C. Large new parking concentrations should be located only in areas where street capacity can handle peak hour unloading.

D. Inter-area transit should be developed to connect new high intensity development with parking areas as well as existing employment centers.

E. Long-haul rapid mass transit to the CBD from newly developing areas should be explored.

F. Auto trips to the Central Area should not be channeled through pedestrian areas such as the Vieux Carré or H.E.A.L.

GENERAL GOAL 6

Retain a strong Retail Core.

Objectives

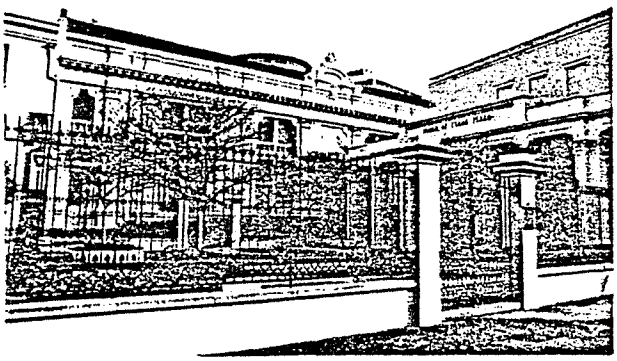
A. The Retail Core should remain on Canal Street and not be undermined by competition nearby.

B. Residential development within walking distance of the Core should be encouraged.

C. The general character of the Retail Core should be improved as follows:

- All streets in the Central Area should be landscaped if subsurface conditions allow; landscaping provides continuity to the street, and acts as a noise and air pollution buffer.
- A coordinated street furniture program should be instituted in the Central Area.

D. Service traffic to the Retail Core should be separated from pedestrian and auto by physical location or access time (early morning or late evening).



BOARD OF TRADE PLAZA
This sensitive combination of older buildings and new landscaping is one of the CBD's outstanding examples of design distinction.

GENERAL GOAL 7

Strengthen the bond between the CBD and the Vieux Carré.

Objectives

A. High-rise construction and large scale development should be located uptown of the Canal Street Retail Core with no such construction on Iberville Street.

B. Only small scale residential projects should be located in the Vieux Carré, Treme, and Marigny; they should contribute to the historic character of the areas.

C. Major new hotel development should be constructed away from the Vieux Carré but within walking distance to promote tourist activity in the Office and Retail areas as well as the Quarter.

D. Inter-area transit between the Quarter and all new development sites should be developed.

E. No new hotels should be allowed in the Vieux Carré except small scale conversions.

F. The Rampart-Bourbon Street blocks of the Vieux Carré should be developed in a manner compatible with the Vieux Carré.

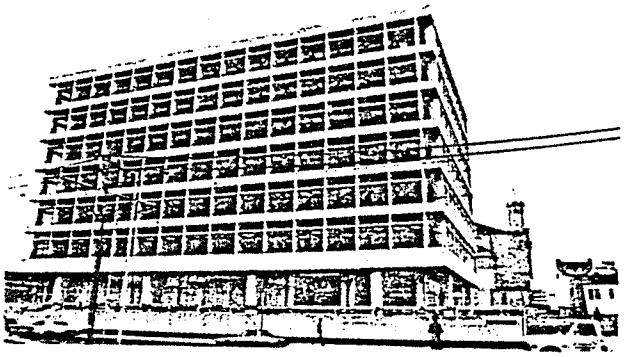
GENERAL GOAL 8

Protect and develop good residential communities within the Central Area.

Objectives

A. The Vieux Carré, Faubourg Marigny and Faubourg Treme should be preserved as historic residential neighborhoods.

B. The Central Area should provide living opportunities for a full range of population groups.



ARCHITECTURAL DESIGN DISTINCTION
This office building designed for the John Hancock Life Insurance Company (now K & B Plaza) is one of New Orleans' more distinguished contemporary buildings.

C. Renovation should continue in the Vieux Carré, Marigny and Treme, without displacing residents or residential structures.

D. New residential construction should be encouraged near high employment centers (H.E.A.L.).

GENERAL GOAL 9

Treatment and rehabilitation of Skid Row inhabitants and elimination of Skid Row itself.

Objectives

A. Set up a Detoxification and Rehabilitation Center to coordinate City and State functions on the Philadelphia model.

B. Begin phasing out the parasitical activities and land uses that make the Row a viable institution.

GENERAL GOAL 10

Design Distinction

Objectives

A. Establish adequate zoning and other control devices to insure a high level of urban design, architectural and landscape architectural quality.

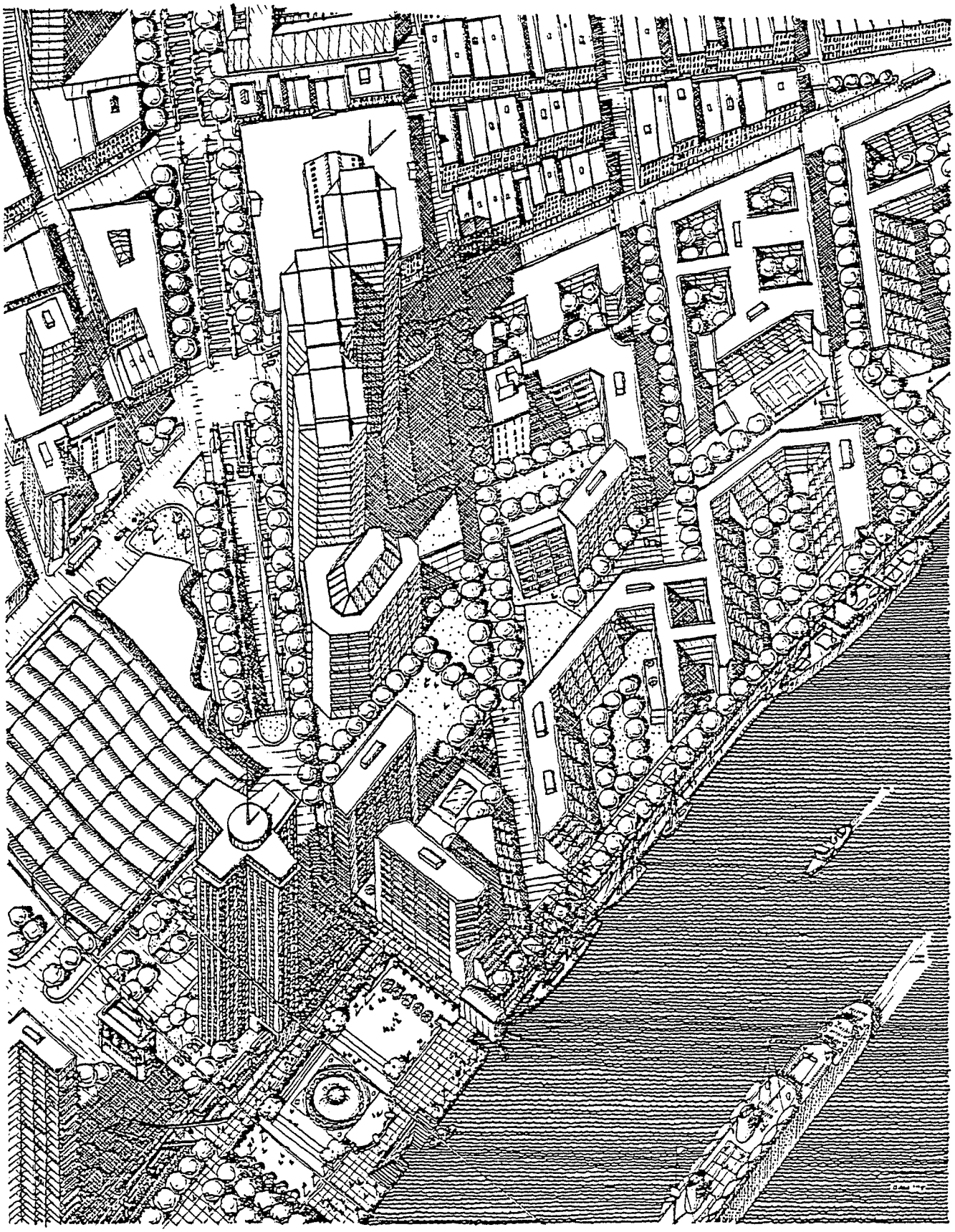
B. Extend the City's design review process to all development within the CBD Core and Frame.

GENERAL GOAL 11

Forge a public/private partnership to carry out the G.M.P.

Objective

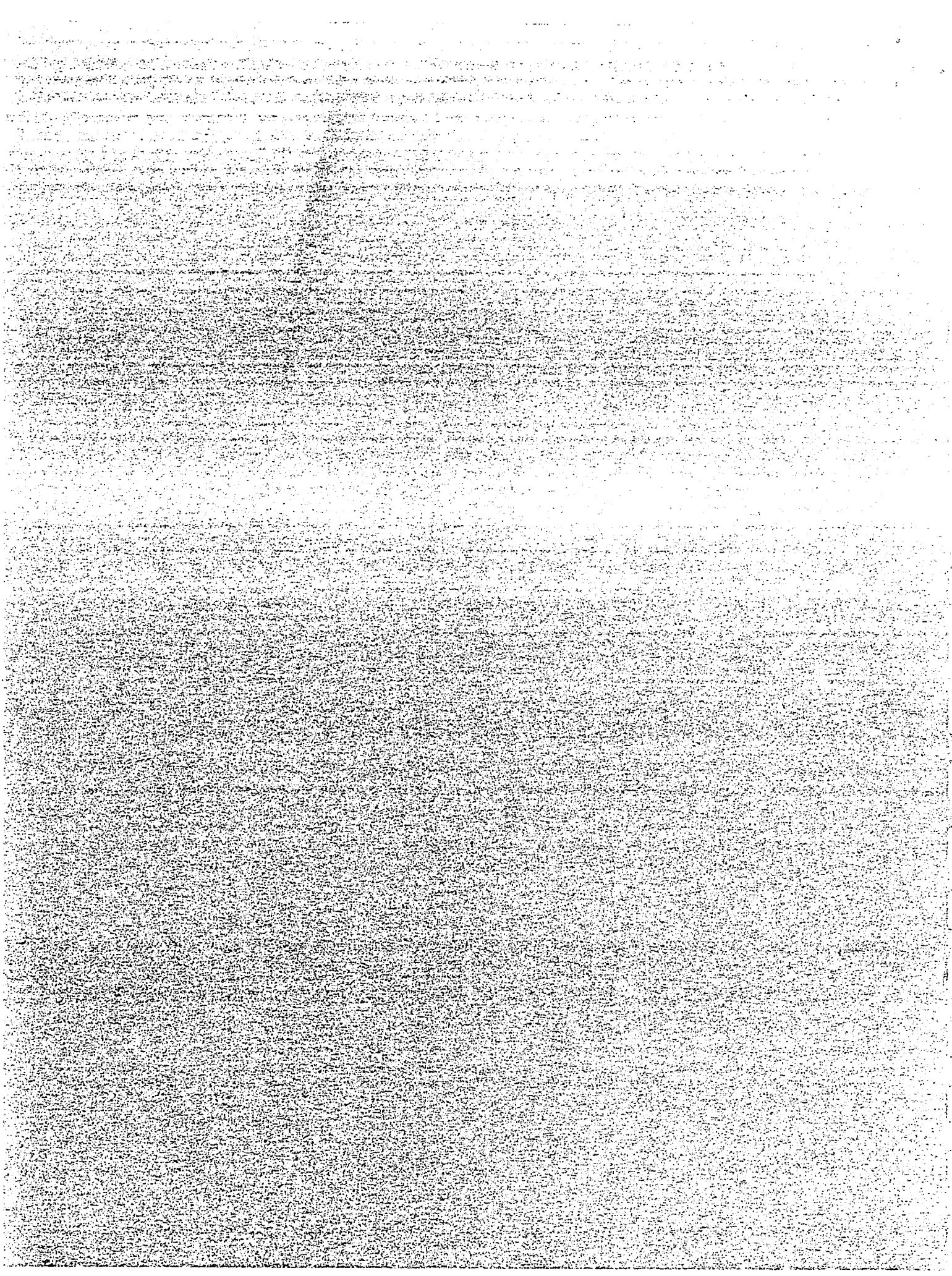
Growth Management will continue as an institutional process.



THE RIVERFRONT AT CANAL STREET – NEW ORLEANS YEAR 2000

Part 3

The Development Plan And Program

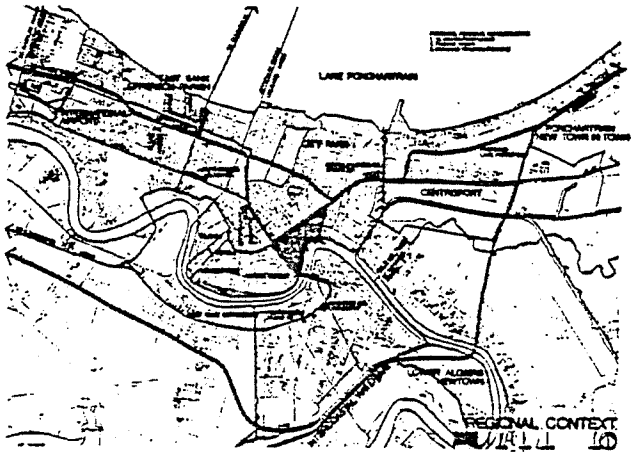


The Development Plan Element

The CBD Community Improvement Plan (CBDCIPlan) Defined

Subsection (z) of Section 20 of Act 170 of the 1968 Regular Session of the Legislature, as amended by Act 299 of the 1972 Regular Session, reads as follows:

"(z) "Community improvement plan" means a general plan, as it exists from time to time for a community improvement project, which plan (1) shall conform to the general plan for the municipality as a whole except as provided in Subsection 7(e), and (2) shall delineate the community improvement area affected thereby. It shall be sufficient for the plan, for each community improvement area, to contain a general description of such matters as may be proposed to be carried out in the community improvement area as any or all of the following: land acquisition, demolition and removal of structures, redevelopment, improvements, rehabilitation, zoning and planning changes (if any), land uses, population densities, or building requirements. Detailed, particularized proposals for the implementation of all or any portion of a community improvement plan heretofore or hereafter approved by the electorate shall not be deemed a "redevelopment plan or project" for the purposes of Subsection 7(c) of this Act, but shall be deemed modifications of the plan approval of which is required pursuant to Subsection 7(d) of this Act. The foregoing definition, as herein amended, shall apply to any community improvement plan heretofore or hereafter approved pursuant to Section 7 of this Act."



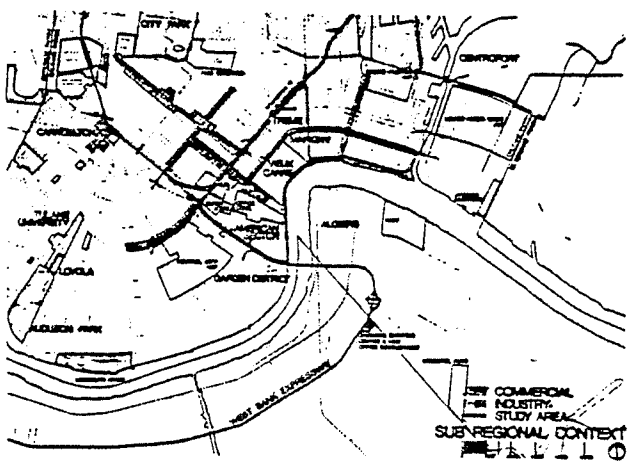
The Proposed CBDCIPlan herein contains substantially all of the requirements above, arranged in two basic elements: The Development Plan Element and the Development Program Element. The Program element, while not a basic requirement under Act 170, is included to make the Plan compatible with the Plan requirements of the Special Tax District Legislation, Act 498.

The CBDCIPlan Boundaries

The CBDCIPlan (CBDCIArea) boundaries are to be coterminous with the CBD Core and Frame as defined by the GMP. The boundary extends along Rue d'Iberville on the downtown side (and the Vieux Carré boundary as extended) to the River, then along the River's edge to the Mississippi River Bridge, toward the Lake along the Pontchartrain Expressway to its intersection with I-10 and Claiborne, thence downtown along Claiborne Avenue to its intersection with Rue D'Iberville.

NEED FOR DECLARATION OF FINDINGS

The CIA, the City Planning Commission, and the City Council of the City of New Orleans must make certain findings, declarations of necessity and purpose for preparation and adoption of the CBDCIPlan, which become the legislative preamble to the resolution approving the preparation of the Plan and its ultimate adoption by City Council Ordinance.

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It is not appropriate in the Technical Report to do other than outline the general nature of these findings and declarations. They should include but not necessarily be limited to the following (citations from Act 170):

That the CBD Community Improvement Area Contains

(a) "areas which have become slum and blighted because of the unsafe, unsanitary, inadequate or overcrowded condition of the structures therein, or because of inadequate planning of the area, or because of physically and/or functionally obsolete structures. . . .or because of the lack of proper light and air and open space, or because of faulty street or lot design, or inadequate public utilities or community services, or because of the conversion to incompatible types of land usage."

That The Above

(b) "have and will continue to result in making such areas economic and social liabilities imposing onerous municipal burdens which decrease the tax base and reduce tax revenues, harmful to the social and economic well-being of the municipality, depreciating property values therein, and thereby depreciating further the general community-wide values:"

That for Certain of These Areas

(c) "The prevention and elimination of slums and blight areas and their causes is a matter of public policy and concern in order that the municipality shall not continue to be endangered by areas which are focal centers of economic and social retardation, and consume an excessive proportion of its revenues because of the extra services required for police, fire, accident and other forms of public protection, services, and facilities:"

That

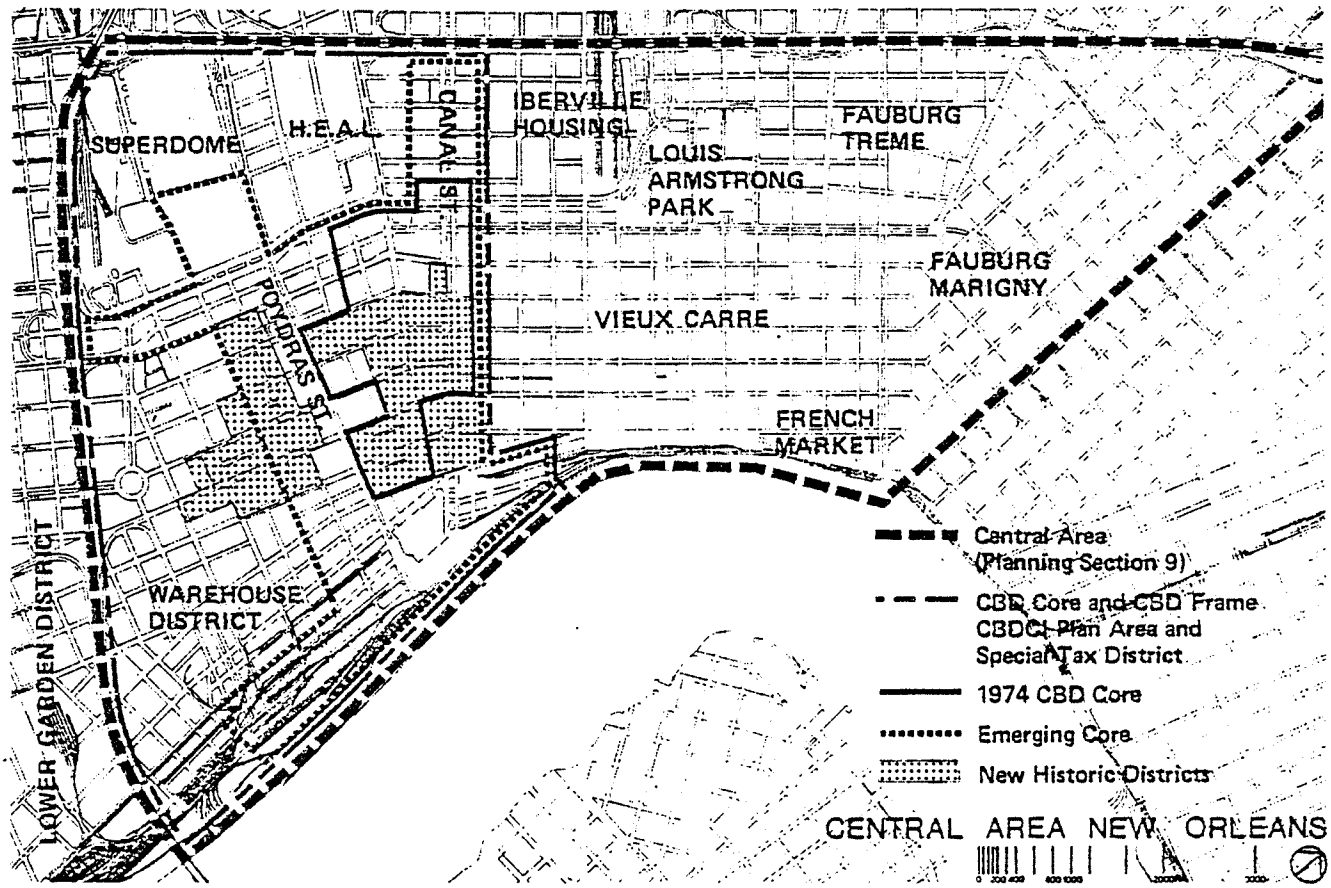
(d) "The salvage and renewal of such areas, in accordance with sound and approved plans for their redevelopment, will promote the public health, safety, morals and welfare:"

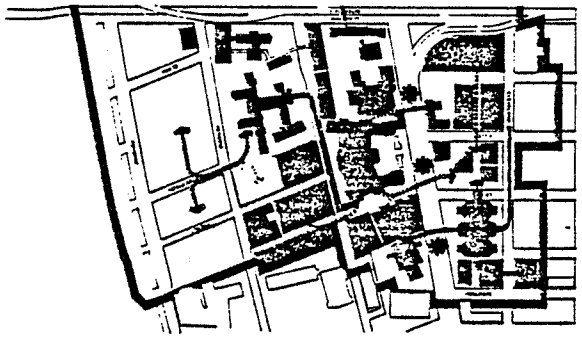
And That

(e) "Certain such areas or portions thereof may be susceptible of conservation or rehabilitation by voluntary action and through existing regulatory processes in such a manner that the conditions and evils herein before enumerated may be eliminated, remedied and prevented:" (end of citation).

And Finally That

The CBDCIPlan is in conformity with the general development plan for New Orleans as a whole, or by its approval and adoption thereby becomes an amendment to that general development plan.[33]





Relation to HEAL Community Improvement Area

The HEAL CIA will continue in its present status. The inclusion of it within the overall CBDCIA boundary is intended to enhance the early implementation of the HEAL CIPlan, which will continue its own separate but coordinated status.

Powers for the CIA Under the CBDCIPlan

No expropriation of private property by eminent domain (condemnation) is contemplated. The objectives of the Plan can be achieved by the CIA's ability to do the following: receive and administer funds from Federal, State and City governments; carry out site improvements; acquire real property by gift or purchase including development rights (or servitudes); make loans and grants; administer funds for programs such as a detoxfication and rehabilitation center;[34] develop detailed project plans and related activities; rehabilitate historic structures; and act where appropriate as in a consultant and action arm of the yet-to-be formed CBD Tax District.

The Six Action Areas

The Area of the Plan is described as including the CBD Core and Frame in the Basis for Action section of the Technical Report. The current functional areas are used as the basis for describing the Plan.

The CBDCIPlan combines the functional analysis of what exists today with the complex public/private actions which will generate the future. The future development factors include the investment climate, available and suitable locations, transportation linkages and continuing public and private cooperation.

Certain areas within the CBD will change function between now and the year 2000. Other areas will retain the existing function reinforced. The Plan can be thought of as six physically interlocking and interrelated ACTION AREAS, one of which is the existing Core of business, shopping and historic buildings. It, as well as the other five areas, are in the process of change. They are:

The newly-emerging Poydras/Riverfront Corridor
The North Canal Street Area
The Civic Center – H.E.A.L. Area
The Superdome Area
The Uptown Entrance Area

Action Areas are those areas to which private and public activity is proposed to be directed to solve existing problems and/or to take advantage of existing opportunities. The six listed include all the land within the Study Area from Rue D'Iberville to the Pontchartrain Expressway.

Some areas are sub-divided further for discussion purposes or based on specific critical actions. The degree to which one area grows vs. another depends in part on these key actions. Since their boundaries tend to be zonal, their definition may also be considered flexible at this time.

The year 2000 space allocation for each sub-area based on the overall forecast is included in the descriptions which follow. The relative development and change of one sub-area vs. another depends upon the system components of the Plan and their staging, especially transportation and parking.

AREA 1: THE CBD OFFICE, RETAIL AND CBD HISTORIC CORES

This Area has traditionally been the administrative and employment center of New Orleans as well as the shopping core for the Region. Filled with historic streets, buildings and long-time, sound functional uses, this Area more than any other represents the success of the Core of this highly centralized region.

Extending from Iberville nearly to Poydras Street, from Loyola Avenue to Tchoupitoulas Street, it includes three sub-areas:

1-A The Office Core
1-B The Canal Street Retail Area
1-C The CBD Historic Area

The future program for each sub-area is generated from its past and is critical for the future of all other Action Areas.

Area 1-A: Present Character of the Office Core

Over 63% of the CBD area employment is within the Office Core. However, relatively few of the necessary parking spaces are within this area. Office buildings of high intensity are built up to street frontage and many have distinguished facades. Street character is enhanced by the historic lighting standards along Baronne, Carondelet, and St. Charles Street (but needs more light). New development within this area is of a very high intensity and will add to the present critical problems of congested streets, inadequate parking and conflict with pedestrian movement.

The functional relationship between the existing Office Core and the retail, government and service areas is very good but increased intensity will require more service and parking uses nearby. It is the parking use which is most critical here since any increase will only exacerbate congestion and conflict with pedestrian movements. With the development of the St. Charles Hotel site for office and hotel use, the need for control of intensity, parking and building character within this sub-area will spill-over to adjacent sub-areas as well.

Objectives for Development of the Office Core

Total employment within the Office Core is estimated to increase substantially by the year 2000. The following objectives are proposed to meet this growth.

(1) Control of Parking
Within this area no increase of parking spaces above the present amount should be allowed except for a minimum for new buildings.

(2) Control of Development Intensity
Within the area rezoning should establish a maximum Floor Area Ratio, or ratio of total floor area to lot area (FAR) of about 14 (currently 20), subject to detailed zoning analysis.*

(3) Control of Facade and Building Character
Especially on Baronne, Carondelet and St. Charles Streets, all construction should be in scale with the existing buildings, built to the street frontage line, with pedestrian arcades as well as pedestrian-oriented ground floor activity encouraged, to be implemented through Historic District or zoning.

(4) New Landscaped Open Space and Pocket Parks
Provide new landscaped open spaces and small pocket parks to give pedestrian relief to intensive development.

Based on these objectives, the Office Core can continue to grow as a major employment center with pedestrian linkages to the Civic and Government Centers, the Retail Center and the rapidly growing Poydras Street Core.

Area 1-B: Present Character of the Canal Street Retail Core

Canal Street divides the Uptown and Downtown areas of New Orleans. It serves as the major retail and commercial street in the Region. Although other streets in the Region may carry more traffic, Canal is the "main street" of New Orleans. The Iberville side of Canal is the transitional seam with the Vieux Carré and the Uptown side joins with the Office Core. This critical functional relationship is in danger of change as high intensity uses are proposed adjacent to the Vieux Carré and the pedestrian scale of Canal as well as the cross-streets is threatened by conflicts with increased parking garages, destruction of historic buildings, and general despoliation of the environment.

The movement functions of Canal Street are major and multiple. They include auto, service, transit, and the important transfer function to pedestrian paths. Enhancement of the street character is needed since sign clutter and lack of adequate landscaping has badly interrupted the facade continuity. Most important is the retention of the fine historic buildings which in spite of erosion,still give Canal Street its "tout ensemble" value and effect.

Objectives for Development of the Canal Street Retail Area

Further hotel development between Iberville and Canal overlooking the Vieux Carré should be discouraged. Major development objectives for the Retail Core should be as follows:

*(Specific FAR not endorsed by GMP, subject to further study.)

(1) Retail Frontage Continuity
Continuing use of all Canal Street frontage for retail shopping and people-oriented activity on at least the first floor.

(2) Urban Beautification
Sign amortization, replacement of deteriorated sidewalks, and coordination of new landscape treatment for the entire street.

(3) Refurbish Light Standards
The handsome light standards need rehabilitation. They should be refixtured to provide more light and painted black with gold leaf trimming in the manner of the gates at the Petite Trianon. They should be refixtured to provide additional light.

(4) Control of Development Intensity
New development should be limited to a maximum F.A.R. of about 6, subject to detailed zoning analysis.*

(5) Mini-bus Transit Shuttle
Transit shuttle system should be provided to "intercept" and "peripheral" parking lots with multiple stops on Canal Street, each provided with well-designed bus shelters.**

(6) Retail Continuity
Continuous retail frontage along Canal Street from Loyola to Chartres Street.

Pressure for high-rise hotels overlooking the Vieux Carré is great but if they are allowed to develop in this area, the price will be in reducing the potential on the rest of the CBD area, and in "overwhelming" of the Vieux Carré in terms of traffic congestion and environmental impact. Hotel development close to Canal Street but in other sections of the CBD will add life to streets which are not active at night, and help generate compatible uses and functions.

Area 1-C: CBD Historic District and Its Present Character

Although historic buildings are located throughout the American Sector of Central New Orleans, a large percent of these structures lie between the Office and Retail areas and the newly emerging Riverfront development and uptown of the Poydras/Riverfront Corridor. In the CBD Core the present use of these structures vary from wholesale and storage use of unrestored buildings to fine restoration for office use such as Factor's Row. It is to the benefit of all New Orleans to preserve these structures and restore them to an economic use. Generally, wholesale activity requiring truck access is gradually relocating and special mixed uses — office, residential and retail — are tending to fill the vacated space. The key factors in the CBD Historic Core involve a series of actions required to return these structures to economic use. More than any other sub-area, this District is threatened by land speculation, parking demand and the preemption of unrealized visual opportunities which can be capitalized on by careful design control of restored buildings and special public actions on historic streets and ways where the "Tout ensemble" is especially important. The District is less than 15 acres in ground area, including streets, or only

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)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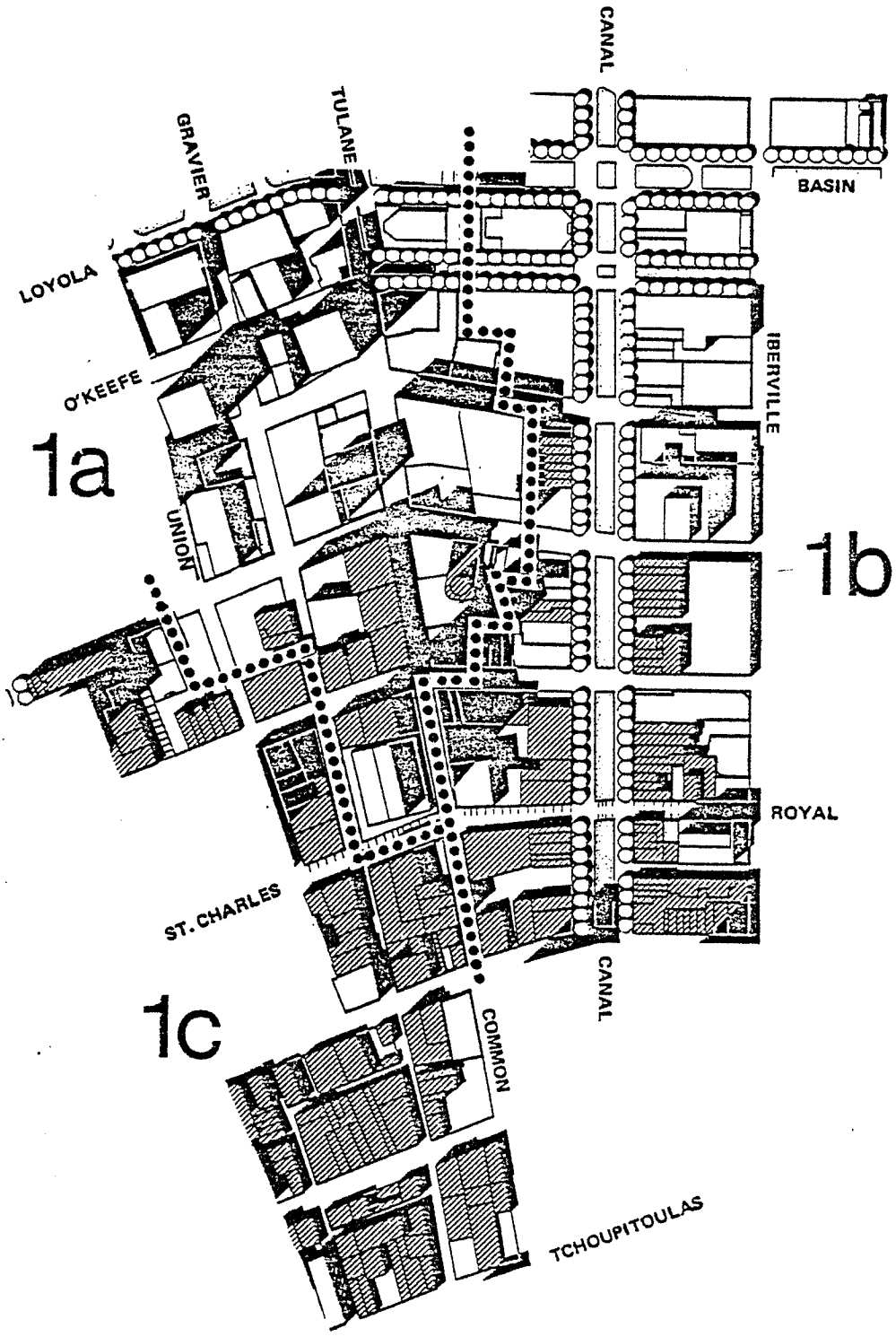


HISTORIC STRUCTURES

AREA 1

THE CBD OFFICE, RETAIL AND HISTORIC CORES

5% of the Core Area. Yet it is one of great importance in adding value to the other 95%.

Streets traversing this area include small and intimate discontinuous alleys. Block interiors often include spaces at the scale of the Vieux Carré. A development response similar to that spurred by the commercial activity of the Quarter can be generated in the emerging Poydras/Riverfront Corridor adjacent to this historic zone. The low intensity development in this area can contain much of the regional service uses ancillary and important to the higher intensity developments at the River, on Poydras Street and at the Superdome.

Objectives for Development of the CBD Historic Core

(1) Rehabilitation and/or Restoration
Restoration of all structures with infill construction of the same character and intensity as the rehabilitated structures, at least along street frontages.

(2) Control of Development Intensity
Rezone to a maximum development intensity of about FAR 6, subject to detailed zoning analysis.*

(3) A Wide Variety of Uses
Mix uses within the area including residential renovation on upper floors and services and specialty retail below, as in the Quarter.

(4) Alley Closing and Landscaping
Restrict the small discontinuous alleys to pedestrian uses with new landscaping and carefully designed public areas.

(5) No Increased Parking
Prohibit parking above that number of spaces in existence in 1974.

(6) Designation as CBD Historic District
This area is of such critical importance to Central New Orleans that it should be designated an Historic District as the Plan recommends. The probable growth of the area under existing controls will be further demolition, land assembly, and development of large areas of grade-level parking to supply the adjacent under-served Office Core and new development on Poydras Street and at the River. This use would seriously undermine the context and the character of the new development as well as destroy what is presently an unrealized resource for guiding development growth into more appropriate locations.

AREA 2: THE POYDRAS/RIVERFRONT CORRIDOR

The Corridor between the Superdome and the River is the current development frontier of Central New Orleans. Well over 50% of this area is presently in streets or without structures and nearly 4.5 million square feet of new development is already proposed here under Probability I calculations. Clearly this area is most attractive to new construction of a high intensity. Within Action Area 2, three subareas are indicated:

*(Specific FAR not endorsed by GMP, subject to further study.)

2-A The Poydras/Riverfront Area
2-B The Mid-Poydras Corridor
2-C The Rampart-Loyola Corridor

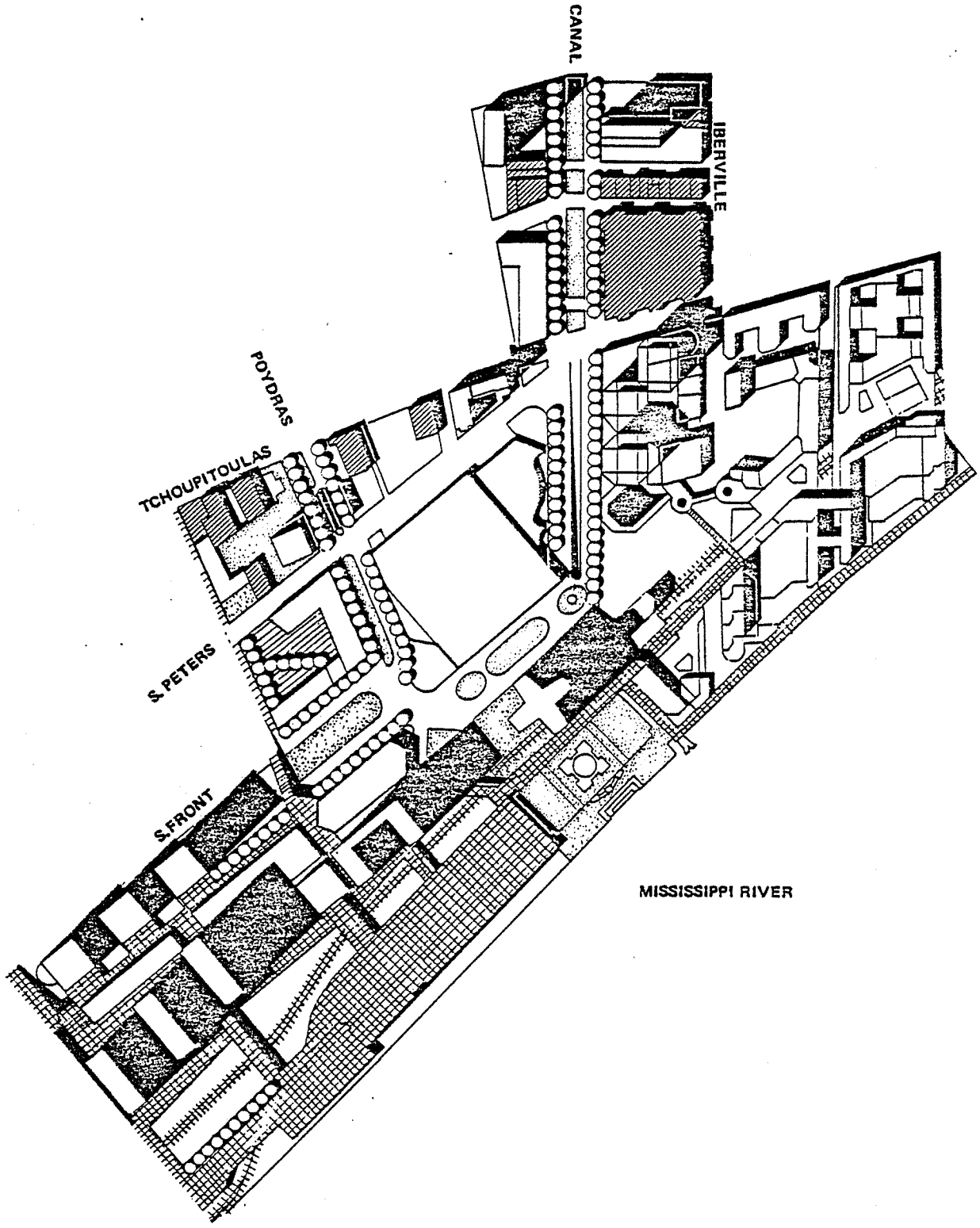
Each area has great potential for growth. The strategy for allocating this growth depends on many factors including current land values and site assembly, effect of such public actions as the Superdome,and the development of Spanish Plaza and the Italian Piazza. The development program, however, indicates 11,350,000 square feet of office space and 12,000 hotel rooms added to these three areas by the year 2000. Of this 6,200,000 square feet of office space and 5000 hotel rooms are included in the programs of the four major new developments: Pan American Center (temporarily at least in abeyance), Poydras Plaza, Canal Place, and International River Center. In addition to these major projects the Poydras/Riverfront Corridor seems most likely to generate combination high intensity office and hotel developments similar to Canal Place.

Area 2-A: Present Character of the Poydras/ Riverfront Area

The International Trade Mart, the Rivergate Convention facility and the proposed Spanish Plaza will join the two major new development projects on the Mississippi River: International River Center and Canal Place. For years the City has turned its back on this great natural resource and the new developments are still constrained by dock facilities which prohibit easy pedestrian access to the River. Recent agreements for air rights over dock facilities for International River Center have reportedly opened the opportunity for this access. The River's edge can serve the joint purposes of trade, and tourism and public enjoyment. At present a large percent of the Riverfront lands are vacant. A few old warehouse structures still remain in the area, but most of the land is either in rail, utility, parking uses, or vacant. Two exceptions are the parking garage opposite Rivergate and the rehabilitated warehouse at 111 Rue D' Iberville. Under the Rivergate Center is a 6-lane tunnel originally built to be part of a Riverfront Expressway. This roadway extends between Canal and Poydras Streets about 35 feet beneath the street. At present how this tunnel will connect with or extend through property on either side is not resolved. However, it clearly is a potential link between the River Center and Canal Place, if it is not used as part of the City's movement system.

At least portions of the rail system along the River are presently vital to the Port. However, the number of tracks is being reduced in the River Center area and probably can be reduced in other places. Of key importance is the recent closing of JAX Brewery adjacent to Jackson Square. This, coupled with the renovation of the French Market offers the potential for public-related uses on or adjacent to the rail corridor for the entire Riverfront within the Central Area.

The road system at the Riverfront has for years served the Port and the wholesale uses adjacent to it. As functions along the River change so must the road system. The high intensity uses proposed in the area offer a very different



HISTORIC STRUCTURES

AREA 2A

THE POYDRAS/CANAL RIVERFRONT AREA

problem for today. Presently, the largest land use in the area is parking. There seems to be no difficulty in handling this parking on grade level streets. However, the increase in land use intensity at Canal Place will, of course, require better access and parking. There seems to be excellent access potential from Uptown but any access from Downtown areas must pass along the constrained corridor of Decatur Street at Jackson Square with its heavy truck traffic. Nearly every proposal for altering capacity of this corridor has met strong opposition, as evidenced by the abandonment of plans for the Vieux Carré Expressway. It appears, therefore, that any increase in access to the Riverfront developments should come from Uptown, Canal Street or Poydras Street.

At either end of this sub-area are clearly identified functional areas. The Vieux Carré adds great potential to the Canal Place Development yet constrains the intensity and character at the edge of that development by its proximity. The vacant City-owned lands, Uptown from River Center, offer continuing growth potential of a similar nature to that presently being developed in River Center.

Objectives for Development of the Poydras-Canal Riverfront Area

The major thrust of development in the Riverfront Area is represented by the two private developments. Their continuing growth is to the benefit of both the City in general and specifically the Central Area. The Plan for this Action Area recommends certain objectives which deal with public concerns for traffic and transit access and especially public pedestrian access to the River itself.

(1) Public Walkway Along the River
Provide public access to the Riverfront either on grade or if necessary at a second level above the present dock structures with a minimum of a 50-foot wide public pathway.

(2) On-Grade and Second-Level Pedestrian Promenade At Spanish Plaza
Connect the public walkways and elevated plazas with a first and/or second level pedestrian system at Spanish Plaza and the International Trade Mart, and major private open spaces.

(3) Connect River Promenade to Interior Pedestrian System
Extend elevated (or on-grade) pedestrian paths into all new developments eventually connecting at grade with sidewalks and the walkways of the whole Central Area.

(4) River Boulevard
Construct a major new River Boulevard in the vicinity of Front Street which culminates at Poydras Street. The purpose of this Boulevard is to facilitate movement in and out of the intensive River development and should be designed to discourage through movement.

(5) Use Rivergate Tunnel for Parking Access and Transit Movement
Within the right-of-way of the Boulevard prepare connections to the Rivergate tunnel for access to parking with an exit to Canal Street. This tunnel can offer connections to private property including River Center and Canal Place as well as provide for fast transit movement.**

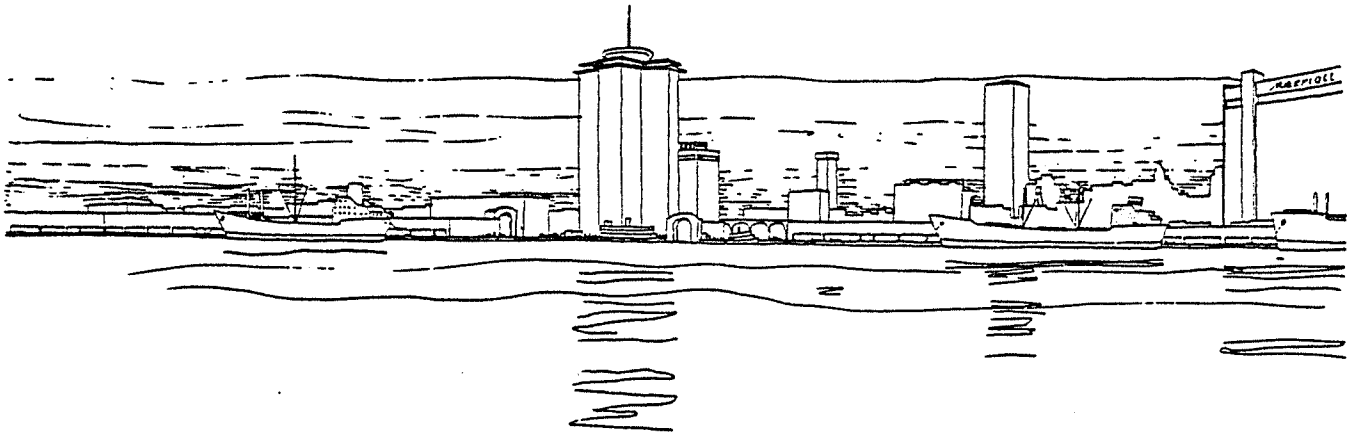
(6) Peripheral Parking Shuttle-Bus
Along the Boulevard should be a special lane for the proposed shuttle-bus which will connect peripheral parking on City-owned property with this area as well as the Riverfront development with Canal Street and the Superdome.

(7) Multi-Level Access
Provide for continuing and necessary Port use of streets, docks, and rail services at grade but begin establishing new levels of activity.

(8) Control of Development Intensity
Rezone the area for maximum development intensity at about FAR 10, subject to detailed zoning analysis.*

If these traffic transit and pedestrian objectives can be met, the high intensity Riverfront development can continue for the benefit of the entire New Orleans Region.

*(Specific FAR not endorsed by GMP, subject to further study.)
**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)



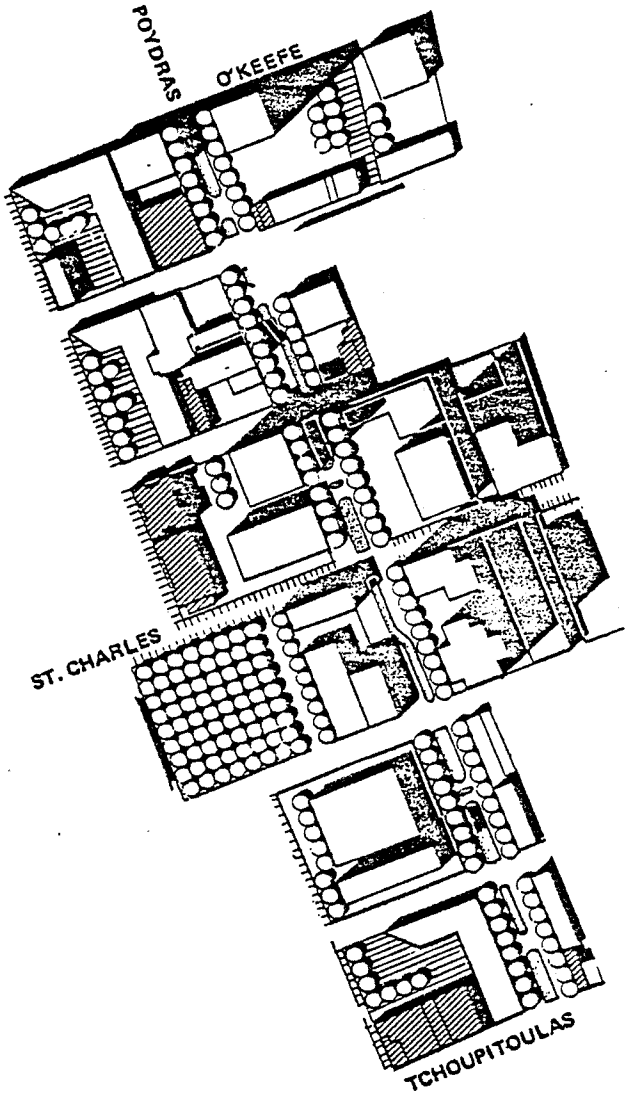
Area 2-B: Present Character of the Mid-Poydras Area

The most recent development activity in office space has been in the Mid-Poydras Corridor. One Shell Square added one million square feet and the Federal Office Complex will add 220,000 square feet more. All this activity centers on the area of Lafayette Square. While the Pan Am Center is now in abeyance, ultimate development of its site will add more pressure to land speculation on Poydras Street. In contrast to the Riverfront Area, Mid-Poydras sites are less constrained by transportation. The major difficulty for future development appears to be highly inflated land values and difficulty of land assembly. In terms of present use, the River end of the Corridor joins the CBD Historic Core with the warehouse and wholesale district along Tchoupitoulas, South Peters and Magazine Streets. The Superdome end of the Corridor joins with the Office Core and contains few substantial or historic structures referred to as "Givens".

Speculation in this area has obviously produced the large amounts of vacant land and unsightly parking lots which greet visitors to New Orleans arriving from the West by auto.

Lafayette Street is the Uptown boundary of the Poydras/Riverfront Corridor Action Area. Many past proposals have discussed closing this street to create a pedestrian walk and environment from the Superdome to Lafayette Park and ultimately the River. Other proposals have suggested extension of the Park to Poydras Street. The feasibility of such a walkway system will depend on the comprehensiveness of the proposal and the total commitment to public improvement in lighting, paving, security, etc. Presently, Lafayette Street and Lafayette Square are an unpleasant introduction to Skid Row.

Transportation issues are less critical in this yet-to-be-developed area but will grow as new development occurs. Much of the land in this sub-area is now used for parking by office workers in the adjacent Office Core. As these lots are removed to produce development, the parking must be replaced. Where parking is located, how much and when it will be needed is an issue confronting the entire Central Area and is addressed in the Development Program. From office development of the Mid-Poydras Corridor alone, access needs of 12,000 new employees must be met by the year 2000.



AREA 2B
THE MID-POYDRAS CORRIDOR

The Space Program for the Mid-Poydras Area

The program for development of this area assumes that most high intensity office development will, and should, locate between Camp Street and Loyola. Residential development will be close to the River. Hotel sites of both high intensity and motels should generally be located near the future Lafayette Street Mall. The sites shown with new development on them are those unoccupied by Givens with two key exceptions. The square at Poydras Street and St. Charles Street is presently occupied by the Federal Reserve Bank. The Plan indicates that before the year 2000 this site will have such value that the Federal Reserve will be replaced by a program comparable to One Shell Square. New development is also shown replacing a few historic structures on Poydras Street. Development pressures will cause scattered demolition of most remaining structures with Poydras Street frontage. While it would be desirable to retain them efforts for restoration or preservation in this sub-area should be concentrated on cross-streets and in the adjacent proposed Lafayette Square Historic District.

Objectives for Development of the Mid-Poydras Area

Poydras Street is the "city builder" for the emerging high intensity development of Central New Orleans. As the link between the Superdome and the River, it offers both the greatest potential and the most flexibility. The objectives for forming its future include:

(1) Improvement of Lafayette Square

Extension of Lafayette Square to Poydras Street is now precluded by the new development at Poydras and St. Charles.

However, the Square is the interchange area between St. Charles Street, the approach to the Lower Garden District, and Lafayette-Poydras, the new growth corridor. It needs refurbishing and better landscape connections to Poydras Street.

(2) Lafayette Street Mall
Street closing of Lafayette Street and its development as a pedestrian mall can be achieved with early public improvements. A transit shuttle system should be put in operation, ultimately from Superdome to the River.

(3) St. Charles Street Pedestrian Emphasis
Closing of St. Charles Street with required traffic adjustments,with the continuation of the St. Charles streetcar is not deemed feasible. The sidewalks should be attractively landscaped with designs that give the street a pedestrian emphasis.

(4) Lafayette-Poydras Blocks
Incentives should be created through special zoning allowances for high quality design of projects between Lafayette and Poydras to promote hotel development with small private plazas and retail uses.

(5) Residential Emphasis at and near Riverfront
Development for residential use should be encouraged at River end of corridor including restoration of historic structures for both commercial and residential use.

(6) High Quality Design of Poydras Street
Design of Poydras Street should include high quality building facades, street landscape, lighting, and coordination of signs and public facilities. This objective should include not only existing development but guidelines for future development as follows:

- New high rise buildings should have their main entrances on Poydras Street with pedestrian plaza areas connected to cross-streets.
- New buildings on cross streets should conform approximately to the cornice lines most prevalent on that street.
- Pedestrian-oriented uses such as retail shops, theaters and public activities should be encouraged on streets crossing Poydras, with entrances at sidewalk level.
- Recommendations of the GMP lighting report "early action program" should be followed especially regarding retention of historic cross street fixtures.

(7) Control of Development Intensity
The development intensity of this area should not exceed about FAR 14 fornew development,subject to detailed zoning analysis.*

The Mid-Poydras area is viewed as an active place of employment to be reinforced at night and on weekends by tourist activities in hotels on Poydras and nearby Lafayette Street. Access to the area is from intercept parking garages on the Downtown side of Lafayette Street with a bus-shuttle system connecting the employment centers on Poydras to the peripheral parking lots of the Superdome and the River.

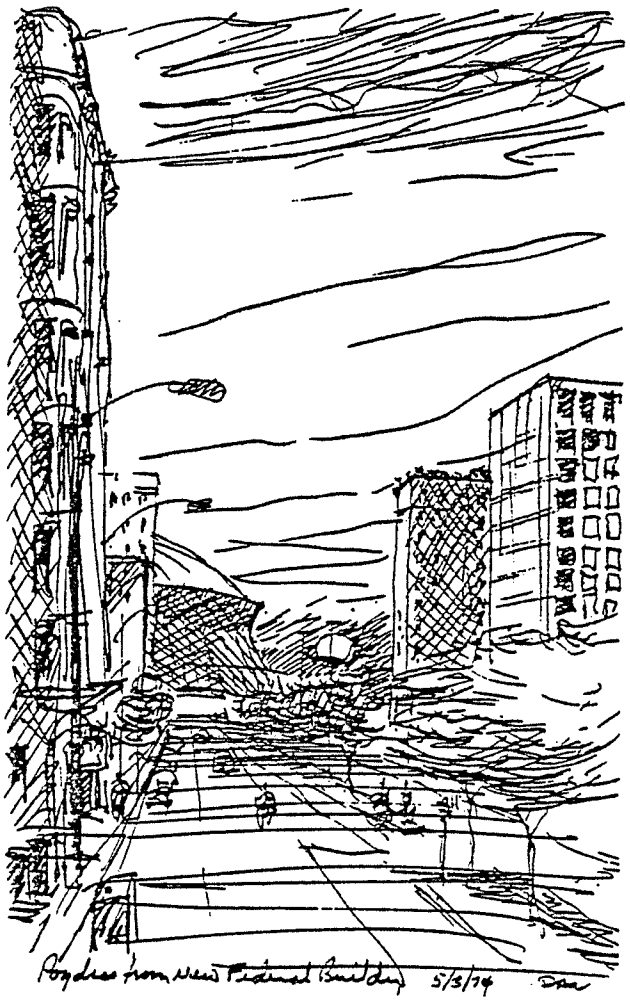
Area 2-C: Present Character of the Rampart-Loyola Area

One major office building was completed in the Rampart-Loyola Area in the early 1970's. Plaza Tower located at the intersection of Howard and Loyola is the second tallest building in the CBD. Between this building and the Howard Johnson Hotel, the Rampart-Loyola Area extending to O'Keefe Street is characterized mostly by vacant land and parking lots.

Development of the Plaza Tower might have been ahead of its time but may now be the start of a new thrust in this Area. It is part of this highly speculative development area which faces the Superdome. The wide open quality of Loyola Street and the Expressway interchange offer potential for both auto-oriented and Superdome-related uses.

The area's main characteristic at present is the automobile. The area is an entrance and exit zone for traffic to the CBD and the Vieux Carré. It is the major corridor for access to

*(Specific FAR not endorsed by GMP, subject to further study.)



government facilities and H.E.A.L. With completion of the Superdome, it must also accommodate the thousands of visitors to this facility.

The large amount of off-street parking in this area serves the overflow parking demand by Office Core and Government Center workers. Rampart Street in this area is mainly a service street and has neither the boulevard characteristics of North Rampart nor its potential character.

There is little place for pedestrians. The noise, visual clutter, traffic and grade level parking combine to create an area lacking nearly every aesthetic amenity. Any clear linkage between the Superdome, Civic Center and H.E.A.L. with the Office Core and Mid-Poydras Corridor is broken by the movement and storage of vehicles within the Rampart-Loyola Corridor.

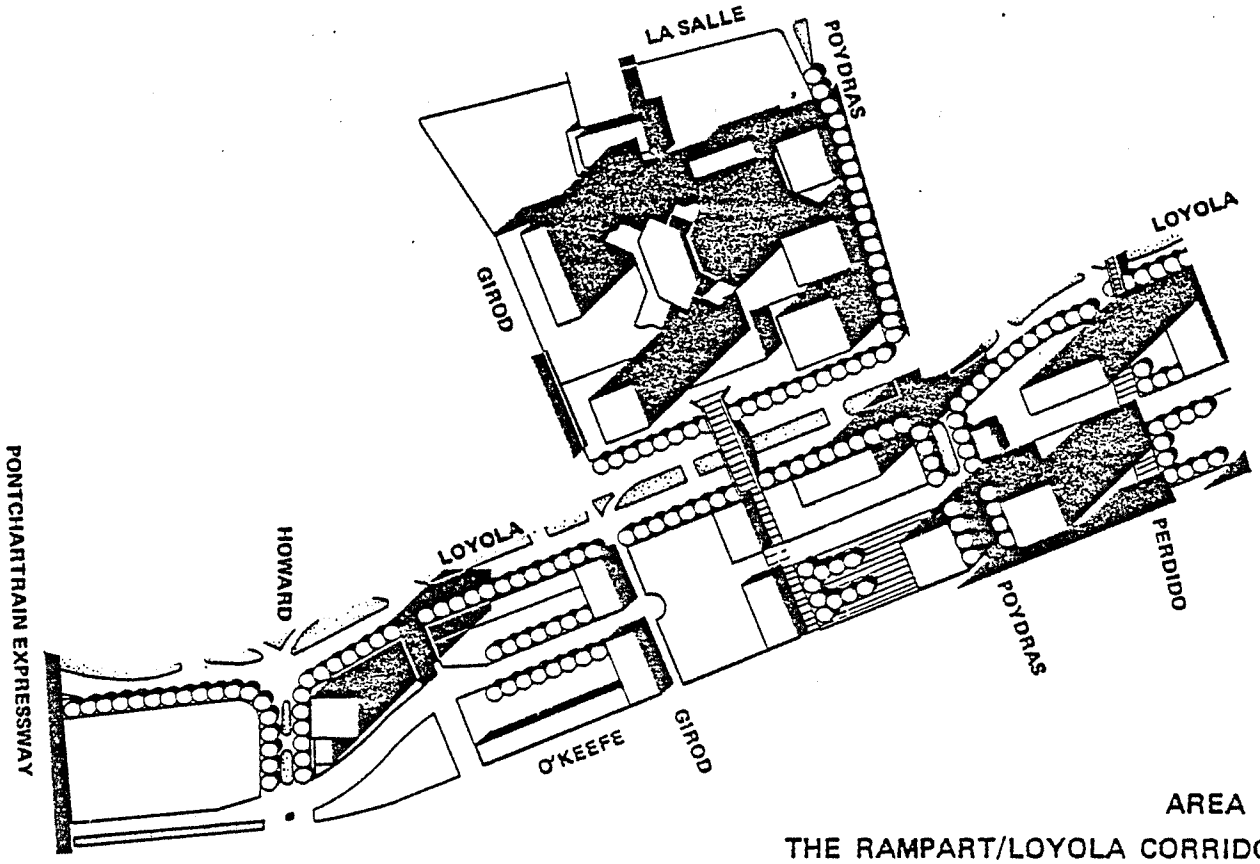
However, a change and improvement is underway. Between Loyola Avenue and the Superdome the 10.1 acres of Poydras Plaza are already committed to a mixed program of office, residential and hotel development. This project has under construction a 1200 room Regency Hyatt Hotel, reported to be the largest and most luxurious in the chain.

Objectives for Development of the Rampart-Loyola Area

With the area so clearly dominated by the automobile, uses such as motels and road-related commercial seem to be the obvious first choice for development of the Rampart-Loyola Area. Since these uses will reinforce the division between the Superdome, the Civic Center, and the existing Office Core, a most important objective for development is the provision of better pedestrian circulation.

(1) Pedestrian System

Connect the Superdome and Poydras Plaza with Mid-Poydras by means of clearly defined pedestrian paths. These should



AREA 2C
THE RAMPART/LOYOLA CORRIDOR

include pedestrian bridges between the Civic Center and the Office Core as well as at Poydras Plaza.

(2) Setbacks
Provide controls for private office development at Rampart and O'Keefe Streets to encourage setbacks from Perdido Street with landscaped pedestrian areas. This could include closing of Perdido Street to automobile traffic.

(3) Landscaped Pedestrian Areas
Provide controls for private hotel development between Poydras and Lafayette Streets to encourage landscaped plaza and gardens associated with the Lafayette Mall.

(4) Street Landscaping
Landscape Loyola Avenue to reduce noise and air pollution from autos. Permit high and middle intensity hotel and motel development so that this area opposite the Superdome can become a hotel row.

(5) Control of Development Intensity
Development intensity should not exceed about FAR 14.* The Loyola-Rampart Area is viewed as a future hotel-motel area. It offers potential for expansion of the Office Core to the Lakeside without destroying historic structures toward the River. The key objective of development control in this area is to encourage private development to provide landscaped pedestrian areas as part of their program.

AREA 3: UPPER CANAL STREET

The Upper Canal Street Area lies between two publicly controlled areas, H.E.A.L. and the Iberville Housing Project. Land is predominantly commercial and residential use. Some of Central New Orleans' largest hotels front on Canal Street. The retail use of Upper Canal is less intensive than in Area 1A or 1B. No historic buildings are located in the entire area. The development advantages of the area are its proximity to the Vieux Carré, H.E.A.L., and its location at a major entrance to the CBD. It is also an extension of the continuous strip of commercial on Canal toward the Lake north of Claiborne Avenue. There are at least four potential sites for new development fronting on Canal Street. Property not fronting on Canal has less potential.

Objectives for Development of Upper Canal Street
The future of this area depends somewhat on the possibility of reinforcing and enhancing the existing retail business on Lower Canal Street. The major use of land should include potential retail and related service activity as well as residential uses.

(1) Increase Hotel and Residential
Increase the all-day population of this area with new hotel and residential development.

(2) Street Landscape
Landscape the street edges consistent with street improvements on Lower Canal Street, especially street trees and pedestrian amenities such as bus shelters.

*(Specific FAR not endorsed by GMP, subject to further study.

(3) Pedestrian Ways
Provide safe pedestrian access between this area, the Vieux Carré, and H.E.A.L.

(4) Development Intensity
Maximum FAR in this area should not exceed about FAR 14, subject to detailed zoning analysis.* The development program indicates a total of 1,400,000 square feet of new development in Upper Canal Street by the year 2000. This development is expected to be mostly hotel and retail growth.

AREA 4: H.E.A.L. AND THE CIVIC CENTER

Plans in the Civic Center and H.E.A.L. are for both long and short range growth. The existing Community Improvement Plan for H.E.A.L. is included as part of the CBDCIPlan. The recommendations of the Plan call for a major growth of the institutions in the area as well as improvement of the area's relationship with adjoining areas. The development of the Civic Center is nearly complete and serves as the visual focal point from Louis Armstrong Park as well as the potential focal point from the Office Core along Perdido Street. Most of the problems and opportunities of this area have been addressed in detail under published plans. The key implications for the rest of the CBDCIPlan are related to employment growth (13,600 in 1974 to 18,000 or more in the year 2000), over-spill parking requirements and potential residential market demand generated by this growth.

Objectives for New Development in Action Area 4
(1) Complete H.E.A.L. Plan
Continue all development proposed by the H.E.A.L. Plan according to time schedule.

(2) Transit and Parking
Promote increased transit ridership for employees by providing access to bus shuttle system and peripheral parking, as well as connections to low-income neighborhoods.

(3) Pedestrian Connections
As responsibility of revised H.E.A.L. Plan, promote better pedestrian linkages within this sub-area and between it and the Office and Retail Core for mutual benefits.

(4) Street Landscaping
Landscape Loyola Avenue to emphasize the formal vista between Louis Armstrong Park and the Government Center.

(5) Traffic Control
Discourage auto traffic through this area especially at special event time when the Superdome is exiting its parking facilities.**

(6) Control of Development Intensity
Development intensity and controls should not change from those existing or proposed in the H.E.A.L. Plan.*

The action in this area is related to already proposed developments and careful control of vehicular traffic is needed through and to the area. But perhaps most important is the

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)

benefit the additional employment can give to other parts of Central New Orleans, especially in generating demand for in-town residential development.

AREA 5: THE SUPERDOME AREA

Everything about the Superdome is big including potential problems and opportunities. The visual impact of this stadium is overwhelming and can be seen for miles. This Action Area has a monumental character that contrasts sharply with the small scale pedestrian character of the Vieux Carré; yet both are key factors in the growth of Central New Orleans. The Superdome Area includes that covered in the Superdome Plan as well as the Poydras Street frontage facing it. The zoning category presently is L-I (light industrial) which permits an FAR of only one. This is consistent with the intensity of the Superdome but does not take into account the impact, both direct and indirect, of this facility.*

Although predicting impact of the Superdome is very difficult, one thing is certainly clear. Any other development within its area should be kept to a minimum until the impact is measured. Therefore, the objectives for new development within this Action Area are related to impact of the Dome itself with no additional program. This is particularly true of office and commercial originally proposed in the Superdome Plan between the Superdome and the Pontchartrain Expressway.

Objectives for New Development of Superdome Area

(1) Shuttle-Bus System

Parking entrance and exit to the Superdome should be controlled with a coordinated interface between this parking and a shuttle-bus system. The shuttle-bus can serve not only to deliver visitors to the stadium but also to move employees from the Superdome to the Office Core and Poydras/Riverfront Corridor, when the stadium is not in use[35], as in (3) below.

(2) Use for Peripheral Parking

Peripheral parking for CBD employees should be located in this area with flexibility regarding the amount. The Superdome is building a 5,000 car facility with proper shuttle-bus connection. A substantial portion of this can serve spill-over Core demand.

Since the facility is about to go into operation, experiments in scheduling and pricing can be carried out to maximize the effectiveness of this major public investment.

(3) Limit Other Traffic-Generating Activities

Minimize development of the Dome Area to those uses related to the function and service of the stadium. This will keep problems of parking, flooding, noise and traffic limited to the Superdome itself and encourage development opportunities related to stadium events to locate in areas where such problems are less critical.

(4) Pedestrian Connections

Pedestrian walkway connection to Poydras Plaza and across Loyola from the Dome is important since large numbers of stadium visitors will enter and exit in this direction. Also pedestrian linkage should be encouraged between this area, the Civic Center and HEAL. The terminal for the Amtrak trains is presently within this Action Area. Linkage between this terminal and the Superdome and the bus-shuttle will increase the potential for arrival by transit.

(5) Mass Rapid Transfer Point

The possibility of using existing rail rights-of-way for commuters needs to be explored with the railroad terminal serving as a mass rapid transit connecting point. With the impact of the Superdome on the Central Area hard to predict, the CBDCIPlan is cautious in this area,recommending minimum private development. The current zoning at FAR 1 is very limiting to private developers, and no change is recommended by the Plan. Once the stadium has been in operation for a period of time, the area across Poydras Street from the stadium can be reevaluated if traffic and environmental impacts have not proved too serious.

AREA 6: THE UPTOWN ENTRANCE TO THE CBD

From the Poydras/Riverfront Corridor uptown to the Pontchartrain Expressway U.S. 90 lies the most varied used in the entire Central Area. The area contains a mixture of manufacturing, warehousing, commercial, a thriving Skid Row, and scattered vacant structures, among them many historic buildings. For all its variety this area exhibits one uniform quality — the beginning of change. The change in the area is related to the spot renovations of historic buildings for office and in a few cases residential use. The change is reflected in the departure of warehouse and industrial employers to other areas. However, as the physical appearance shows signs of change, the social appearance is still one associated with left-over urban service or CBD "frame" activity. Whether the area is filled with warehouse structures which require night watchmen to protect them or cheap hotel, blood bank and services catering to Skid Row denizens, it is the social environment which appears more resistant to change than the physical.

The CBDCIPlan proposes to accelerate change within Action Area 6. It refers to development opportunity and transportation improvements but clearly the major action to be taken is associated with the social issue of Skid Row and its attendant problems. These problems must be dealt with before the physical and economic opportunities can be acted on. The details of a program to deal with them have been referred to in Early Action documents and are contained in the Development Program. The Plan for Area 6 discusses future use of land and the possible private development specifically.

Four sub-areas are identified in Area 6 for purposes of a growth strategy for the year 2000. The success of the strategy depends on public resources, national urban policy and local commitment. With the proper combination of these, Action Area 6 can become a true new town-in-town which can benefit from, as well as provide benefits to the Core of the CBD,

*(Specific FAR not endorsed by GMP, subject to further study.)

the Vieux Carré, and adjacent residential neighborhoods. The proposed Lafayette Square Historic District overlaps three of the four areas as well as part of Action Area 2, and is discussed first.

The Lafayette Square Historic District

Lafayette Square is not only the focal open space of a group of historic buildings but also the center of an area where numerous events of historic importance occurred. The Square and these structures combine to create a special kind of ambience and "tout ensemble" of great value to the emerging character of the area. The proposed Historic District will extend into the Mid-Poydras Corridor toward the CBD, and into three of the sub-areas of Action Area 6.

Area 6-A: Uptown St. Charles

The continued success of the St. Charles trolley is a bit of transportation history which may presage the renaissance of mass transit. The trolley and St. Charles Street are as much a part of New Orleans as the Quarter and fine food. Unfortunately the trolley rider from Tulane University and Uptown St. Charles Avenue is greeted with an unpleasant entry to the CBD as he is shunted around Lee Circle and through Skid Row before arriving on "safe" turf downtown after crossing Poydras Street.

The Uptown St. Charles sub-area is plagued with all of the physical problems associated with Skid Row as well as traffic congestion, on-street loading for commercial uses, and many deteriorated structures many of which have historic value.

St. Charles Street, Carondelet Street and Camp Street are of critical importance in the development of Action Area 6. If the problems associated with the present uses of the structures here can be dealt with and the structures rehabilitated by private developers, the major Uptown entrance to the CBD can be developed in the manner appropriate to such a fine historic area.

The Development Objectives for Uptown St. Charles

The two block area from Camp to Carondelet Streets from the Pontchartrain Expressway to Lafayette Square should become the major residential corridor linking the CBD with the Lower Garden District.

(1) Residential Development

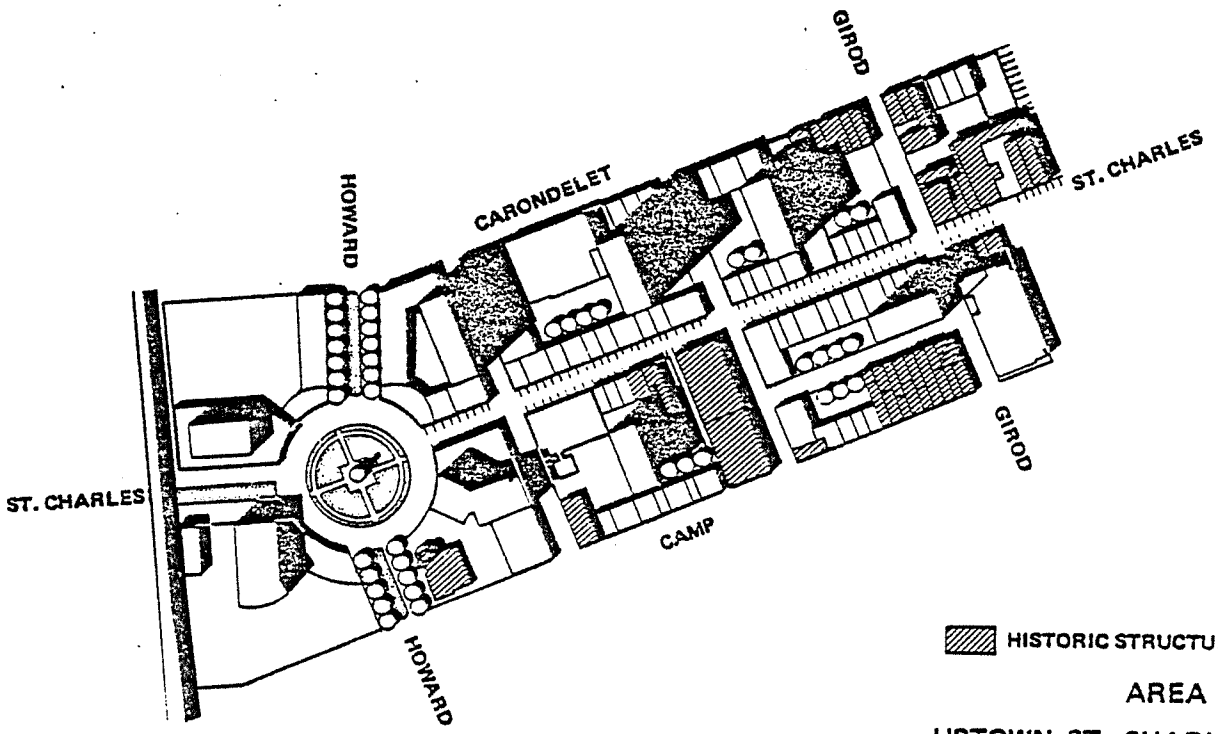
Residential development should be promoted, with continuing control of street scale and activity along the St. Charles entrance.

(2) Pedestrian Entrance

Development should have retail frontage on and pedestrian entrance from St. Charles Street.

(3) Street Lighting and Landscaping

St. Charles Street should receive landscape and lighting treatment which enhances the existing lights but does not remove them.



(4) Scale of Infill Development
All infill development fronting on Camp, Carondelet, or St. Charles Street should fit the scale and character of the historic structures.

(5) Control of Development Intensity
New residential for a minimum of 30' depth, adjacent to main streets, should not exceed five stories, the height of the Lafayette Hotel. Beyond that depth an FAR of about 10 is recommended, subject to detailed zoning analysis.*

(6) Eliminate Skid Row
To implement the plans for this area, resources beyond those presently available to the City will be required in terms of Skid Row. A City policy for removal of "parasite" uses should be adopted. Finally, a comprehensive action plan for the detailed development of each property in this area should be prepared as the guide for sensitive growth in this critical sub-area.

Area 6-B: The Uptown Baronne Area
Many of the mixed land use characteristics of the St. Charles Area also apply to this sub-area. However, as a general statement, there is less architectural history here. Although some buildings have been restored and many others have been demolished, there are also one story commercial buildings, used car lots and a chaotic arrangement of street frontage.

Howard Avenue is a major boulevard connecting Lee Circle and Loyola, yet the structures on Howard and its lack of landscape treatment do not enhance the development potential as do the other boulevards in the Central Area.

Objectives for the Uptown Baronne Area
The future of this area depends on the character of the Loyola-Rampart development and the St. Charles Corridor development. If Loyola becomes a strip commercial motel area, very little positive change may occur along Baronne. If, however, St. Charles Street is renewed and residential uses built there, new residential uses in perhaps a rich land-use mixture may be attracted here.

(1) The Upgrading of Howard Avenue
The most important objective for this area refers to the upgrading of Howard Avenue. This boulevard should also be extended to the River to serve the future new development at Front Street, and act as a distributor street for traffic coming downtown.

(2) Residential Reuse
The second objective is related to the development of St. Charles Street. Carondelet Street and Baronne Street now have less development potential than St. Charles but if the redevelopment for residential purposes is successful at St. Charles, the effect will surely spread to the Baronne sub-area.

(3) Contain and Eliminate Skid Row
A potential danger to the renewal of St. Charles Street is the displacement of Skid Row to other areas. This should not be allowed to occur in the Study Area or anywhere else.

(4) Control of Development Intensity
One of the present advantages for development in this area is the relatively low land value. As growth occurs in adjacent areas, values will not remain low. In the short range, however, the very fact that land price is low may attract development which would benefit the area. Moderate intensity development up to FAR 6 should be encouraged here.*

Area 6-C: The City-Owned Waterfront
In a trade with the developers of International River Center, the City obtained a large site Uptown from the Center at the foot of Howard Avenue. This land is now vacant. While the current potential of the property is limited, it will be affected substantially in the future by the development of adjacent areas.

Objectives for Development of the City-Owned Riverfront
The River Center development and reconstruction of Howard Avenue and Front Street as a River Boulevard will enhance the value of City property in the future. In the short range an immediate use of the property can include a major peripheral parking lot. Other possible short-term uses may be considered but should not preempt the long-range potential as the Plan for the year 2000 calls for more intensive and predominantly residential uses when International River Center is far advanced.

(1) New Park at River
Locate a new City park at the foot of Howard Avenue with low intensity reisdential development above parking overlooking the park.

*(Specific FAR not endorsed by GMP, subject to further study.)

(2) Residential Development
Construct high intensity residential development over the rail lines in a manner similar to the International Trade Mart and River Center areas.

(3) Platform Development
Platform development above continued dock activity at the River should link this area with the International River Center by the River Walk.

(4) Peripheral Parking
Both in the short and long run the peripheral parking function serves as the terminus of the CBD mini-bus shuttle and provides for overflow parking for the River Center and the Poydras/Riverfront Corridor.

(5) Bridge Connection
A direct connection to the Mississippi River Bridge can take advantage of this area as an entrance area to the CBD. This however has not yet been finally determined by the regional study still underway.

Area 6-D: The Wholesale-Warehouse-Manufacturing Area

This area, like the Uptown Baronne section, has a present use which appears to have a gradually decreasing significance. Many wholesale and warehousing uses here are related to the Port. If the Port begins to move, the value of this area for wholesale and warehouse will decrease although certain manufacturing uses unrelated to the Port will still remain viable.

With such a situation the relationship to adjacent areas will be important for future development. Perhaps the most important linkage is along Tchoupitoulas and South Peters Streets where private and public investment in the Italian Piazza serves as the entrance to this interesting area of fine old warehouse structures. In addition the St. Charles Area with its historic structures and the Riverfront development serve as clear boundaries for what presently is the most uniform land use in Action Area 6.

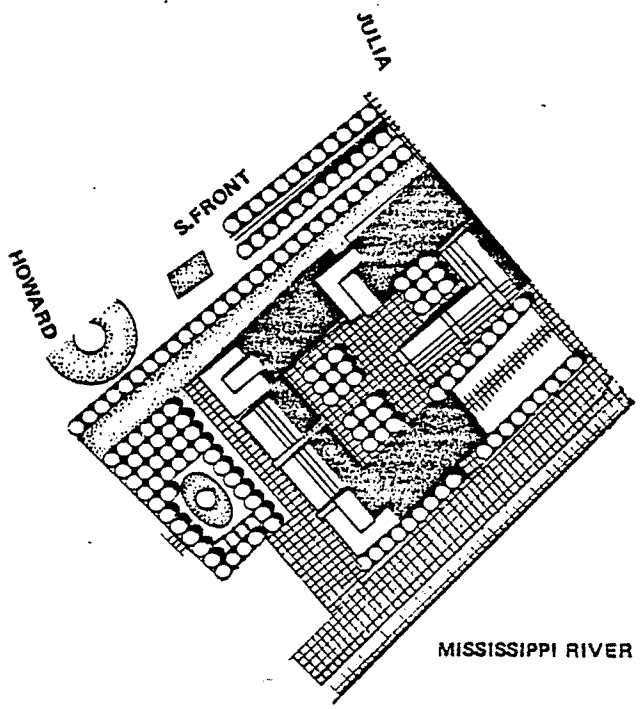
Many of the high employment manufacturing buildings have been designated as Givens because of employment intensity. However, whenever an employer chooses to move his facility to another part of the City the reuse of the building for wholesale or warehouse purposes may be less attractive than perhaps a total rehabilitation for specialty retail, commercial or even residential. Depending on the success of the residential construction on the River and at St. Charles, this area may totally change its use or remain much the way it is. In any case new development should respect the fine character of the warehouse structures.

Objectives for the Wholesale and Manufacturing Area

(1) Rehabilitation of Structures
Retain the scale and character of the district by restoration or replacement with similar structures. Rehabilitation of the block between Camp and Magazine, the entire length of Area 6, should be a priority.

*(Specific FAR not endorsed by GMP, subject to further study.)

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)



AREA 6C
THE CITY-OWNED RIVERFRONT

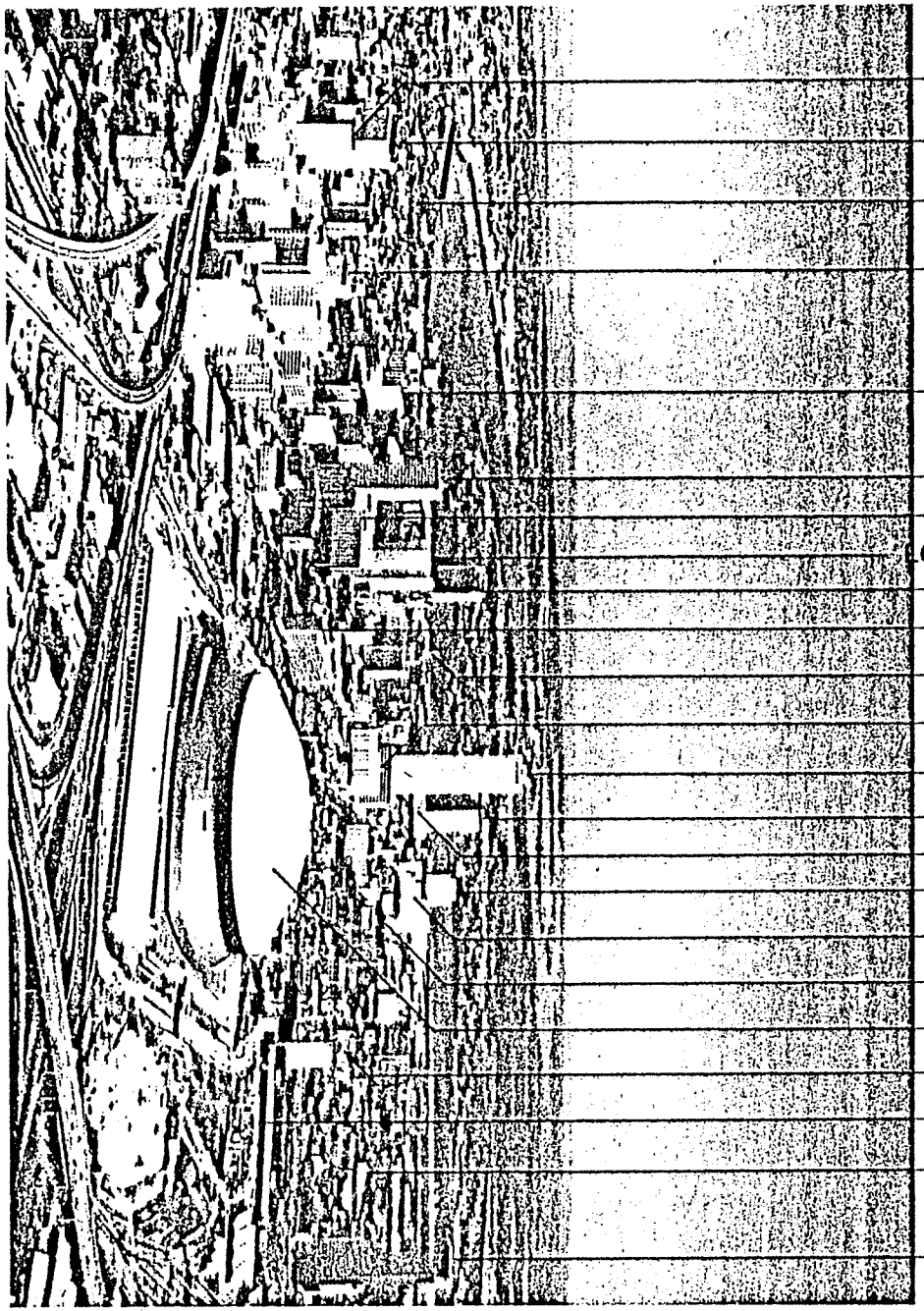
(2) River Boulevard-Howard Avenue Connection
Increase access by widening Howard Avenue from Lee Circle to Front Street as a full landscaped boulevard to act as a distributor of Uptown traffic.

(3) Residential Uses and Control of Development Intensity
Permit residential construction in the area and restrict building intensity to a maximum of about FAR 6, subject to detailed zoning analysis.*

(4) Mixed Land Uses
Encourage mixed commercial and other uses including some wholesale-with-stock type, especially along Tchoupitoulas and S. Peters, that are compatible with the strong manufacturing activity to remain.

(5) Parking Garages
Construct parking garage facilities generally uptown of the proposed Lafayette Mall with residential use above the first several floors. These garages should have major access from Girod Street.

(6) Increased Access from Bridge
Connect the area to the proposed new Mississippi River Bridge if it is located parallel to and downriver from the present bridge to relieve other Uptown ramps and improve access to the Riverfront.**



NEW ORLEANS, THE CBD CORE AND FRAME, 1974

The Components Of The Plan

Land Use In The CBD Core And Frame

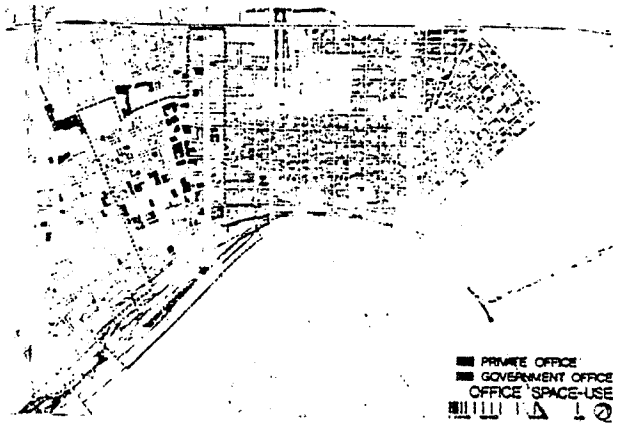
THE CBD TODAY

The New Orleans CBD Core has been traditionally the center of the Region. Its functional areas are those of such a center; retail shopping, office, government and service. In addition some of the uses remain from past functions such as warehouse, wholesale and industrial. These uses are still viable today as long as the CBD remains the location for intensive Port activity. If Centroport (the relocated port facilities to the east of the Central Area and in New Orleans East) grows as proposed, however, and Port-related industrial and warehouse development follows, a change of use can be expected.

The truly unique characteristic of the land use in Central New Orleans is its relative concentration in relation to regional land use. In terms of retail and office space as well as hotel, the New Orleans Region has a far higher percent in the CBD than other American cities. This is a healthy sign and economic forecasts predict a continuing growth in these areas.

The recent rise of development intensity in the CBD has caused pressure for another major land use which can easily be predicted from such growth.

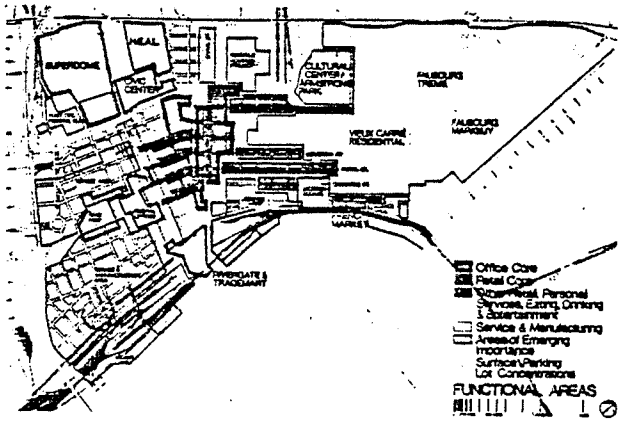
Parking: Grade level lots have sprung up along Loyola Avenue, Rampart Street and within the core of the Office and Retail Areas. There is little parking coordination and at present within the CBD 40% of the land area is either vacant

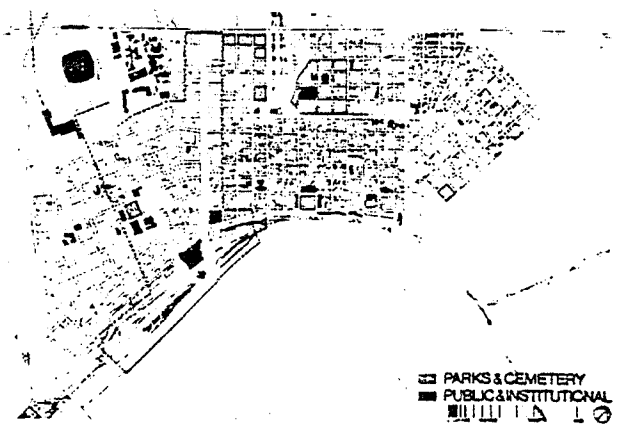


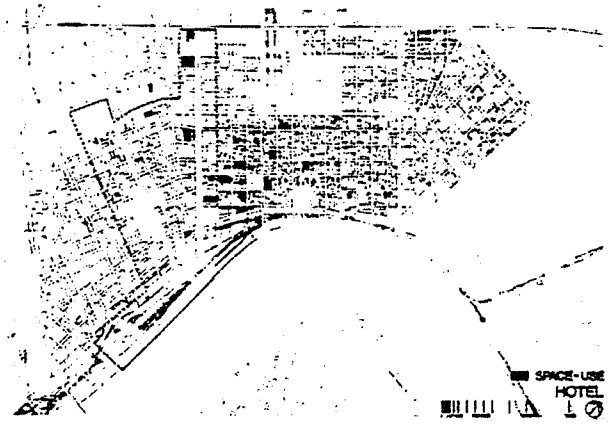
or in parking use. Although bus rapid transit within New Orleans is good and ridership considered high, relative to other cities, the very volume of employment growth and higher transit rates will place pressure for more parking use.

THE FUTURE ROLE OF THE CBD

The potential future of the CBD is reflected in the future of the Region. In the New Orleans Area a full range of attitudes toward growth extend from "zero population growth" to rapid economic advancement. Neither zero growth nor accelerated growth is realistic in the New Orleans Region since whether or not growth is desirable in this Region, a







lot of it is inevitable, predictable, and must be accommodated. Investment in such facilities as the Superdome and Centroport induce growth. The employment forecast indicates a regional population increase of almost 25% by the year 1985. The percentage of employment which will locate in the CBD and the land use characteristics are described in Part 3 following.

From the accompanying charts and detailed analysis the following are concluded:

(1) Substantial office, hotel and retail growth will occur in the New Orleans Region in the next 25 years and a large proportion of this growth will occur within the CBD.

(2) The building form this growth will take will be larger and more intense than much of the past 25 years development.

(3) Although employment will increase within the CBD, its beneficial location will depend upon a plan and realistic program of implementation.

(4) Residential land use is dependent on the success of the office development, the provision of amenities, and a continuing public effort to preserve the quality of life in Central New Orleans.

(5) Industrial and warehouse use is not expected to grow within the Central Area. However, service uses such as printing and office services are related to growth of the office employment and may expand.

Expansion is predicted in the office and service areas, the hotels and the retail services. The Generalized Land Use Maps indicate the location of land use activities. The Office Core extends from Loyola to St. Charles between Canal and Poydras. The Retail Core centers on Canal Street with the most activity from Rampart to Camp Streets. Hotels of the highest intensity are along Canal Street at either end of the Retail Core and in the Poydras/Riverfront Corridor.

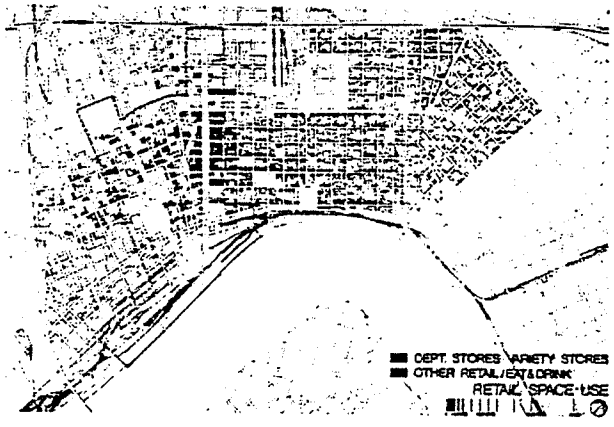
Industrial and wholesale uses are scattered about the CBD with heaviest concentration near the Port. One area Uptown from Poydras Street still retains active industrial employment.

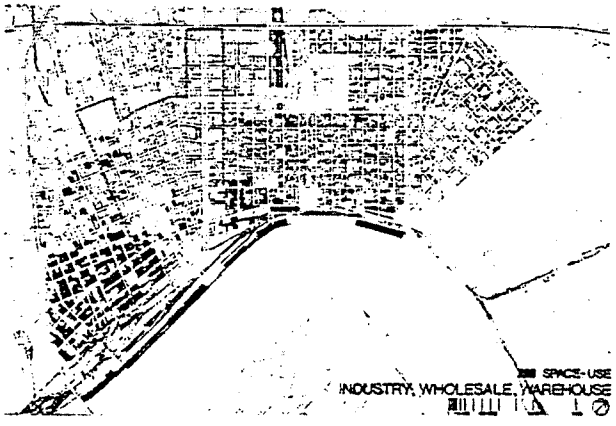
The Generalized Land Use Map showing functional areas is broken down to specific land uses in the 'sieve map' series shown here. A critical map for the CBD however is that showing vacant and automobile related uses for the Core. So much land is presently available in this category that further expansion of grade level parking will seriously affect the character of the CBD.

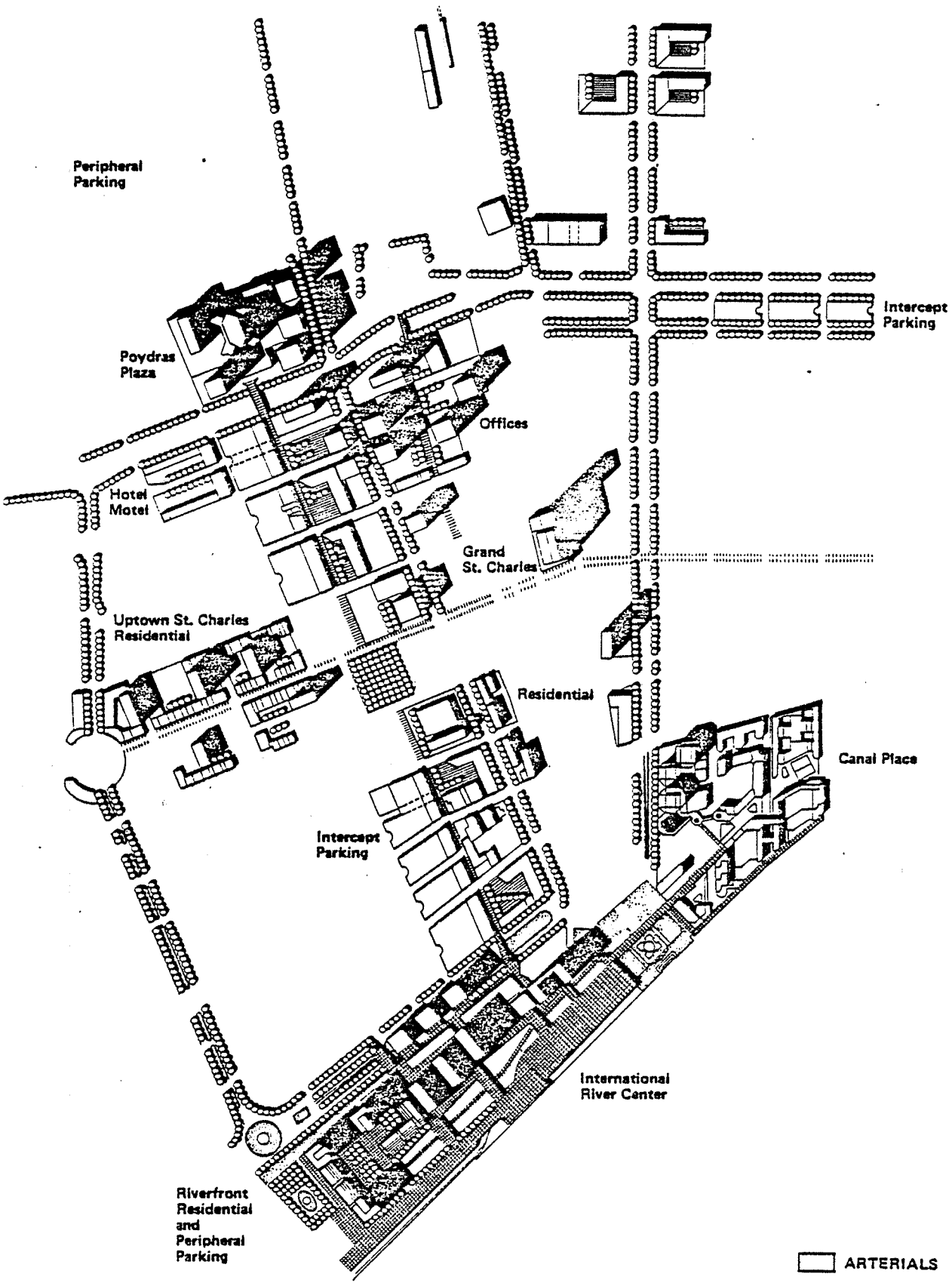
THE FUTURE LAND USE CONCEPT

Most high intensity growth in the CBD is planned to occur in the Poydras/Riverfront Corridor from the Superdome to the River. This growth will join the major mixed-use projects at the River and adjacent to the stadium. Loyola Avenue is proposed as primarily hotel and motel development; Poydras Street is primarily office development at its Lakeside end, residential on the Riverside end. Six potential office building sites have been identified adjacent to the existing Office Core and one major site has been suggested across from One Shell Square on Poydras Street.

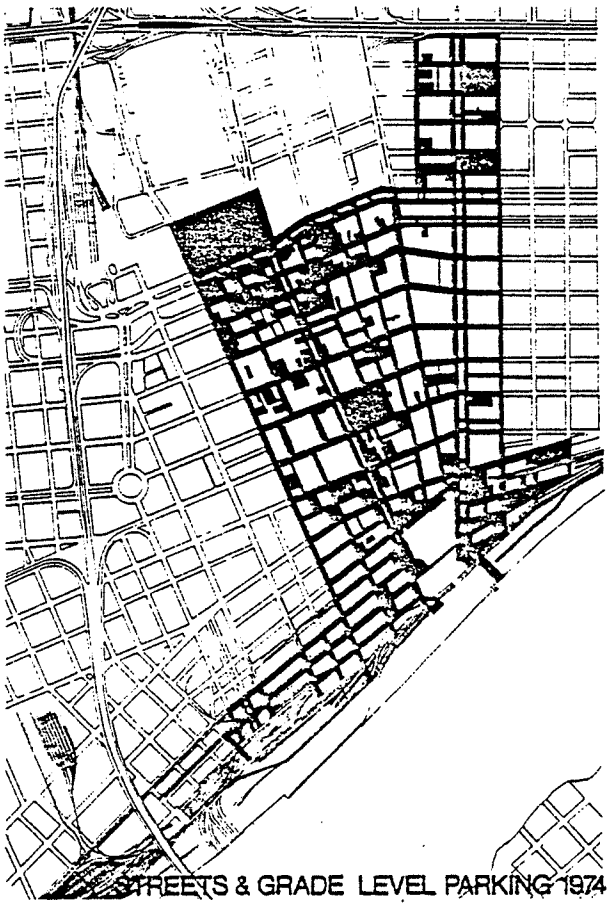
The potential for residential development on the Riverfront is the highest in the present day Central Area. Other new







COMPONENTS OF THE PLAN



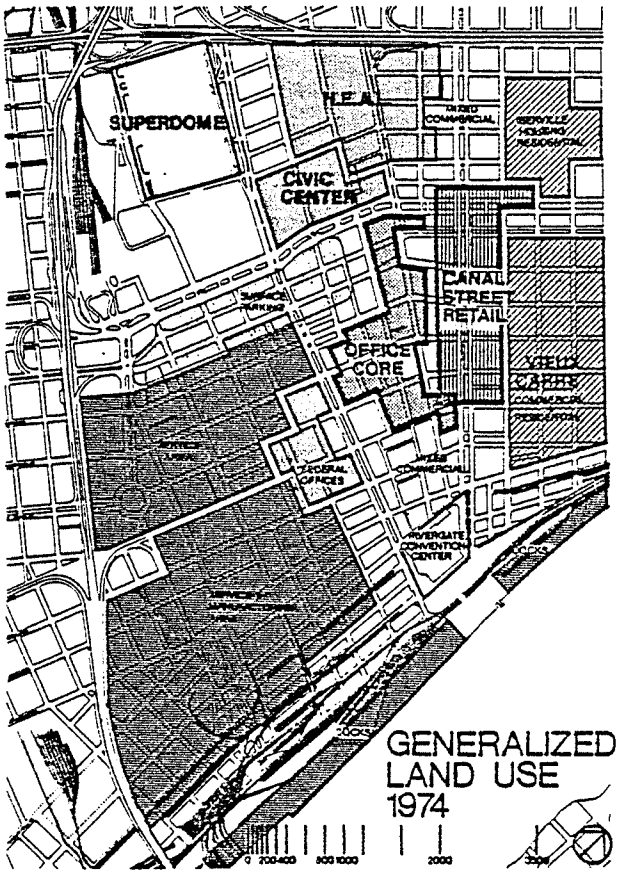
STREETS & GRADE LEVEL PARKING 1974

neighborhoods within H.E.A.L. and Upper Canal Street, as well as along St. Charles Street can be created. In addition strengthening the residential neighborhoods of Faubourg Marigny and Treme' will help direct commercial growth into the CBD and prevent commercial encroachment.

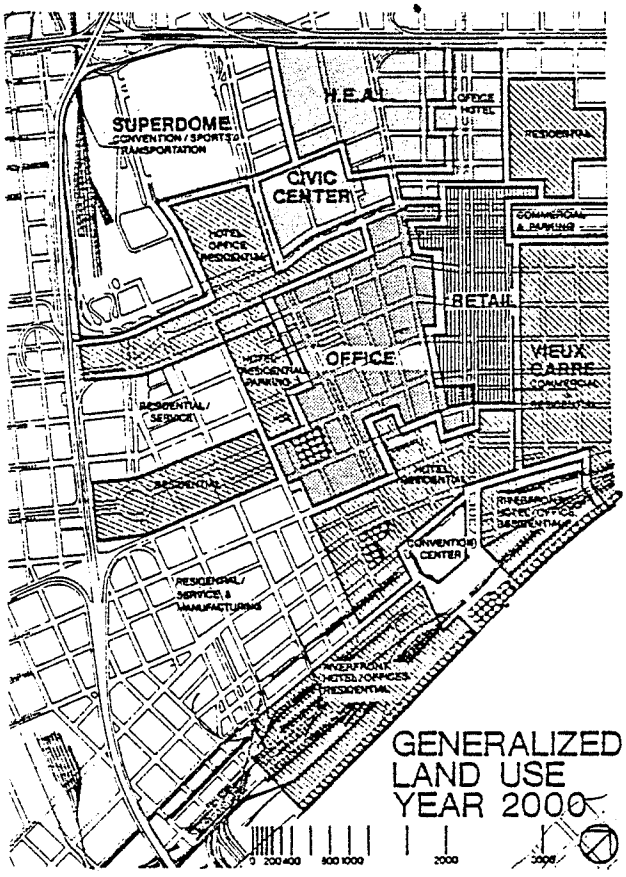
Retail development in the three major projects: Poydras Plaza, River Center and Canal Place should not be of such a magnitude as to compete with Canal Street. Canal Street from Loyola to Camp Street is the historic shopping center and will continue as such. A possible minor expansion of retail, which would not compete with Canal Street, is in the historic warehouse district below the Office Core. The future use of this area is small service and specialty retail and residential uses of a character similar to those in the Vieux Carre'.

Specialized institutional areas such as the Civic Center, H.E.A.L. and the Superdome will continue their present use but expansion of public facilities are recommended along the Riverfront and at Lafayette Square.

Warehouse, wholesale and industrial uses presently located on either side of St. Charles Street are recommended for gradual change to office service and possible residential use. Small professional offices, tourist services and less intense land uses can be expected here in the future.



GENERALIZED LAND USE 1974



GENERALIZED LAND USE YEAR 2000

The current excess of grade level parking will change when new developments begin construction. The concept for meeting parking demand includes location of major peripheral parking facilities in four locations:

(1) along the River at the foot of Elysian Fields to intercept downtown and Lakefront trips;
(2) at Southern Railway Station on rail air rights to intercept Expressway arrivals from the east;
(3) at the Superdome garage for trips from the west;
(4) on City-owned land at the foot of Howard Street to intercept CBD trips from across the Mississippi River.

In addition to peripheral locations within the Central Area parking lots across the River could serve to deliver CBD destined trips by park and paddle facilities.

Short term parking will intercept trips from Uptown locations at Girod Street where hotel and residential garages can serve the dual purpose as day time parking for CBD visitors. These garages serve as transfer points to the shuttle system which will run along Lafayette Mall and for use of the St. Charles trolley on St. Charles Street and Carondelet Street.

THE INTENSITY OF LAND USE

Land use intensity is measured in FAR or total floor area ratio to lot area. In the New Orleans zoning code, parking is not considered part of the FAR in CBD-1. However, in most instances it is the parking which has the greatest effect on streets adjacent to high FAR buildings. For example, the development of One Shell Square has a FAR of 14.4 excluding its garage. Including the garage, the FAR is 17.5. This block intensity is presently the highest within Central New Orleans although individual property intensity may be higher.*

Today there are only two block averages within the CBD Core area which exceed FAR 10 and the overall developed FAR is presently less than 3. Individual buildings of course are higher in a number of instances than block averages. This figure also is somewhat misleading since a great deal of land within the Core is presently vacant. However, new development within the CBD is generally well below the permitted FAR 20 and the only proposed development that is proposed to exceed it is the Roussel development on the old St. Charles Hotel site.

*(A property-by-property developed FAR map is available at the GMP office and is not included here because of the difficulties of reduction to report size.)

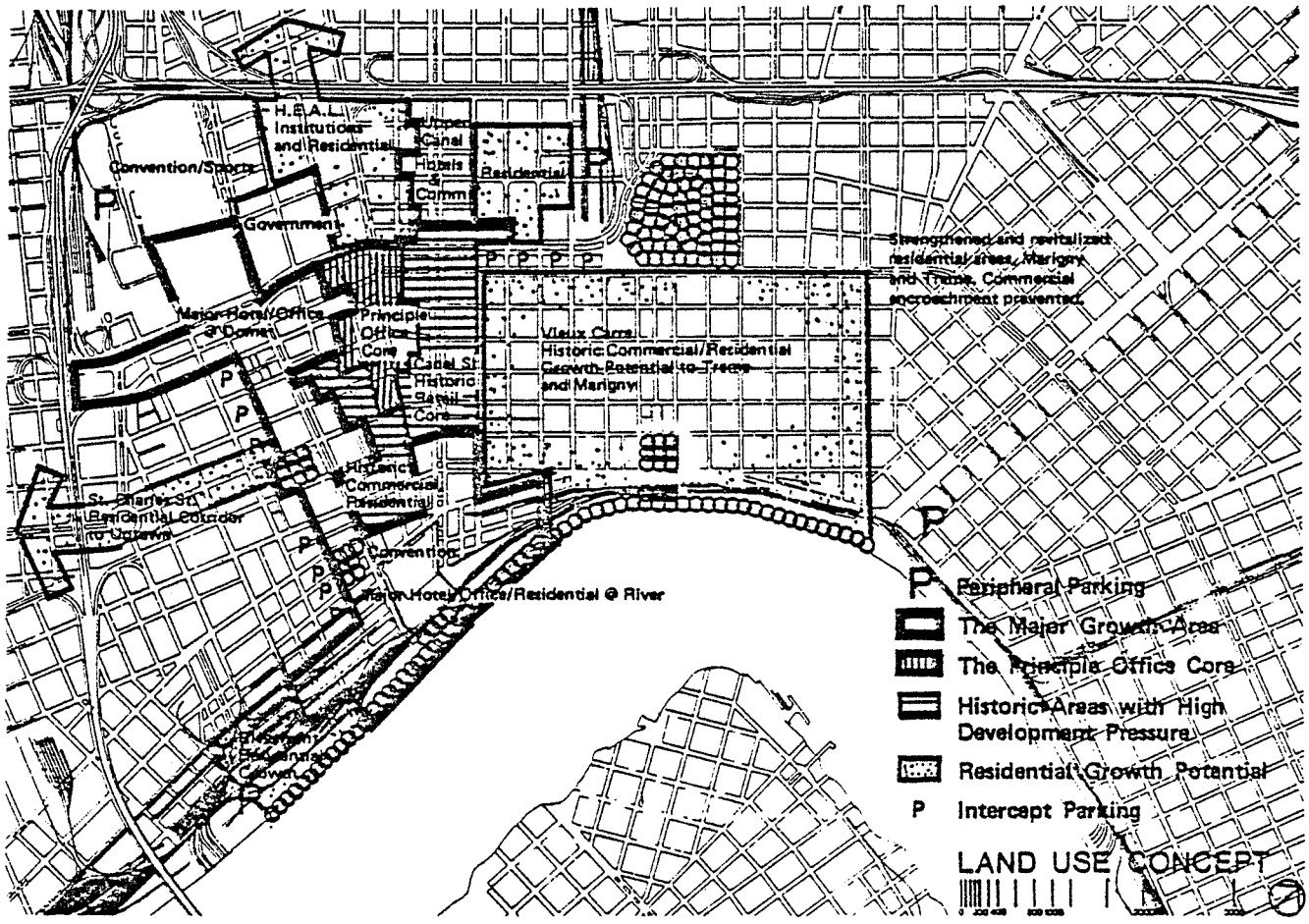


Table 6: New Orleans Central Area Core
Summary of Space and Employee Projections 1974-2000

	Space	Employees
Office Space:		
Total 1974	7,508,000 Sq.Ft.	37,500
Total 1990	16,500,000 Sq.Ft.	76,000
Total 2000	18,560,000 Sq.Ft.	85,500
NET NEW 1974-2000	11,052,000 Sq.Ft.	48,000
Hotel Space:		
Total 1974	4,300,000 Sq.Ft.	4,300
Total 1990	9,200,000 Sq.Ft.	9,200
Total 2000	9,980,000 Sq.Ft.	9,980
NET NEW 1974-2000	5,680,000 Sq.Ft.	5,680
Retail:		
Total 1974	3,470,000 Sq.Ft.	9,913
Total 1990	4,040,000 Sq.Ft.	11,500
Total 2000	4,383,000 Sq.Ft.	12,500
NET NEW 1974-2000	913,000 Sq.Ft.	2,587
Housing:		
Total 1974	50,000 Sq.Ft.	100
Total 1990	5,500,000 Sq.Ft.	12,650
Total 2000	8,000,000 Sq.Ft.	18,400
NET NEW 1974-2000	7,950,000 Sq.Ft.	18,300

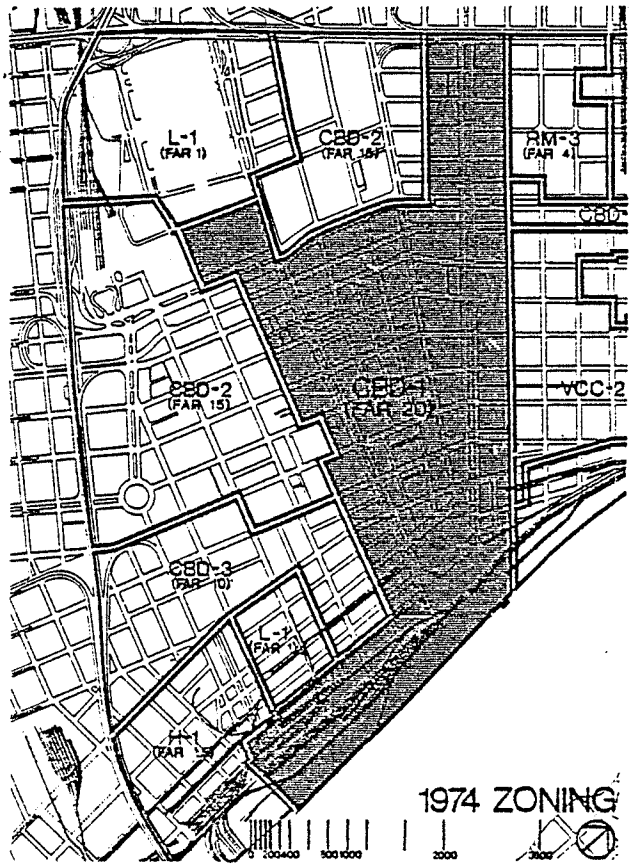
The effect of FAR is felt in different ways. High intensity office use means a need for pedestrian space at the ground level for entering and exiting. It means short distances to parking concentrations and transit facilities. It also means pressure on adjacent properties which may not be developed to a high intensity. This pressure can often be good where it encourages growth or bad when it produces congestion. The proposed Plan for the CBD envisions a high intensity Core which is today's Office Core with an adjacent zone along Poydras Street which encourages similar intensity. The historic areas along Canal Street and below the existing Office Core should not develop to a higher intensity than presently exists.

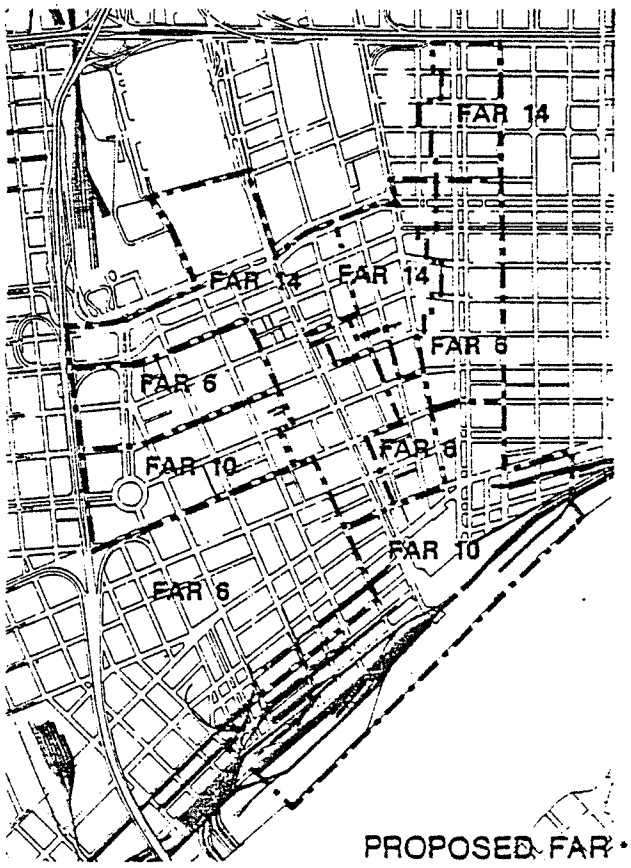
PROPOSED FAR LIMITS

The average FAR of all proposed new developments is below 7 and Poydras Plaza, the highest intensity of all the major projects totals only FAR 7.3. The proposed Plan illustrates land use intensity for growth along Poydras Street, Upper Canal Street and St. Charles Street. The maximum FAR should not exceed 14 and the highest block intensity proposed is less than that of One Shell Square.*

Implications of this growth are measured by the need for parking, pedestrian spaces and in certain cases traffic separation.

*(Specific FAR not endorsed by GMP, subject to further study.)





Details of new zoning categories are not appropriate to the CBDCIPlan and must be developed as amendments to the Zoning Ordinance as part of a special zoning study. This includes incentives for special design features such as arcades,etc.

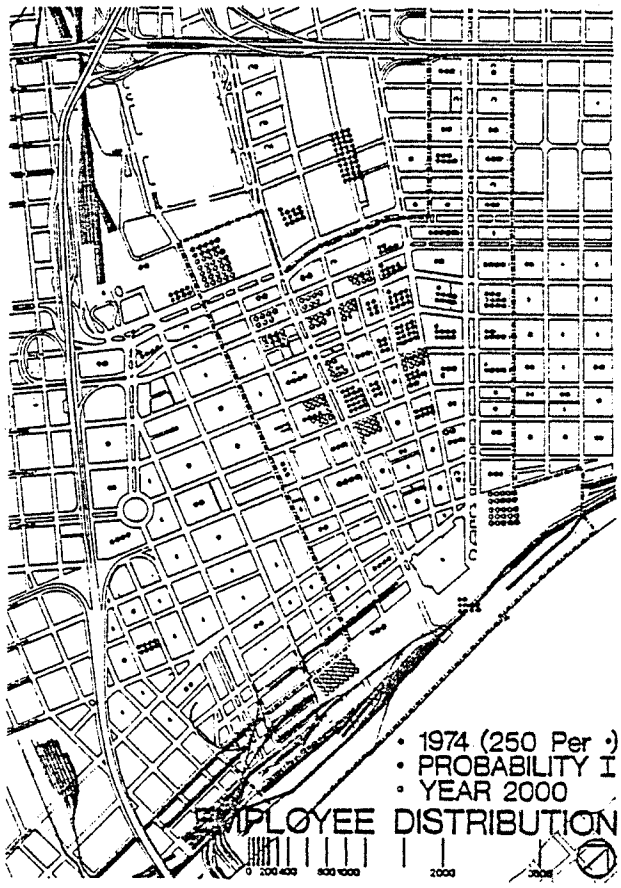
The proposed FAR limits are included and show a rezoning to FAR's of 14, 10 and 6 in various portions of the CBD. The reduction from the present FAR limits of 20, 15 and 10 can be compared with the two maps.*

THE INCREASE IN EMPLOYMENT

A dramatic increase in CBD employment is forecast within the next 15 years. If employment continues to increase at the same rate till the year 2000 nearly 120,000 people will work in Central New Orleans at that time. The location of the employment growth can to a degree be predicted based on Probability I and II space projections, with the additional between 1985 and 2000 allocated by the Urban Design Concept of the Plan. The employee distribution map illustrates major employment concentrations at the Poydras Plaza, River Center and Canal Place developments as well as on Poydras Street adjacent to the existing Office Core.

If employment concentrations follow this pattern, there are clear implications for the transportation system needed to meet the peak hour demands of these workers.

*(Specific FAR not endorsed by GMP, subject to further study.)



AUTO ACCESS AND PARKING

From the location of future employment one can clearly see a heavy concentration in and adjacent to the existing CBD Office Core. This employment growth must be served by auto access and parking. As a general principle, the major auto entrance to the CBD is from the Expressway system and major arterial boulevards and streets such as Rampart, St. Charles, Canal Streets and Loyola Avenue. If all required parking were placed on the site of the employment, the street capacity could not handle the peak hour departures from the garages. The Land Use/Movement System Correlation Model for the CBD Core shows excess capacity within the Core by 1980. However, such capacity requires certain improvements which spread concentrations of parking in accordance with the Urban Design Concept.

The concept for auto access and parking recommends minimum parking within the Office Core as well as in the expanding Poydras/Riverfront Corridor. All-day parkers will be encouraged to use intercept parking and peripheral lots with easy connection to the Expressway system and transfer to a mini-bus shuttle which will go directly to the high employment centers.

Auto access by arterial streets will connect with close-in parking facilities on Rampart Street, Girod Street and at each major new development site. Rates at these parking concentrations will be higher than at peripheral parking and appeal to short-term parkers. Of special note is the proposed new Howard Street Boulevard and its connection to the River developments.

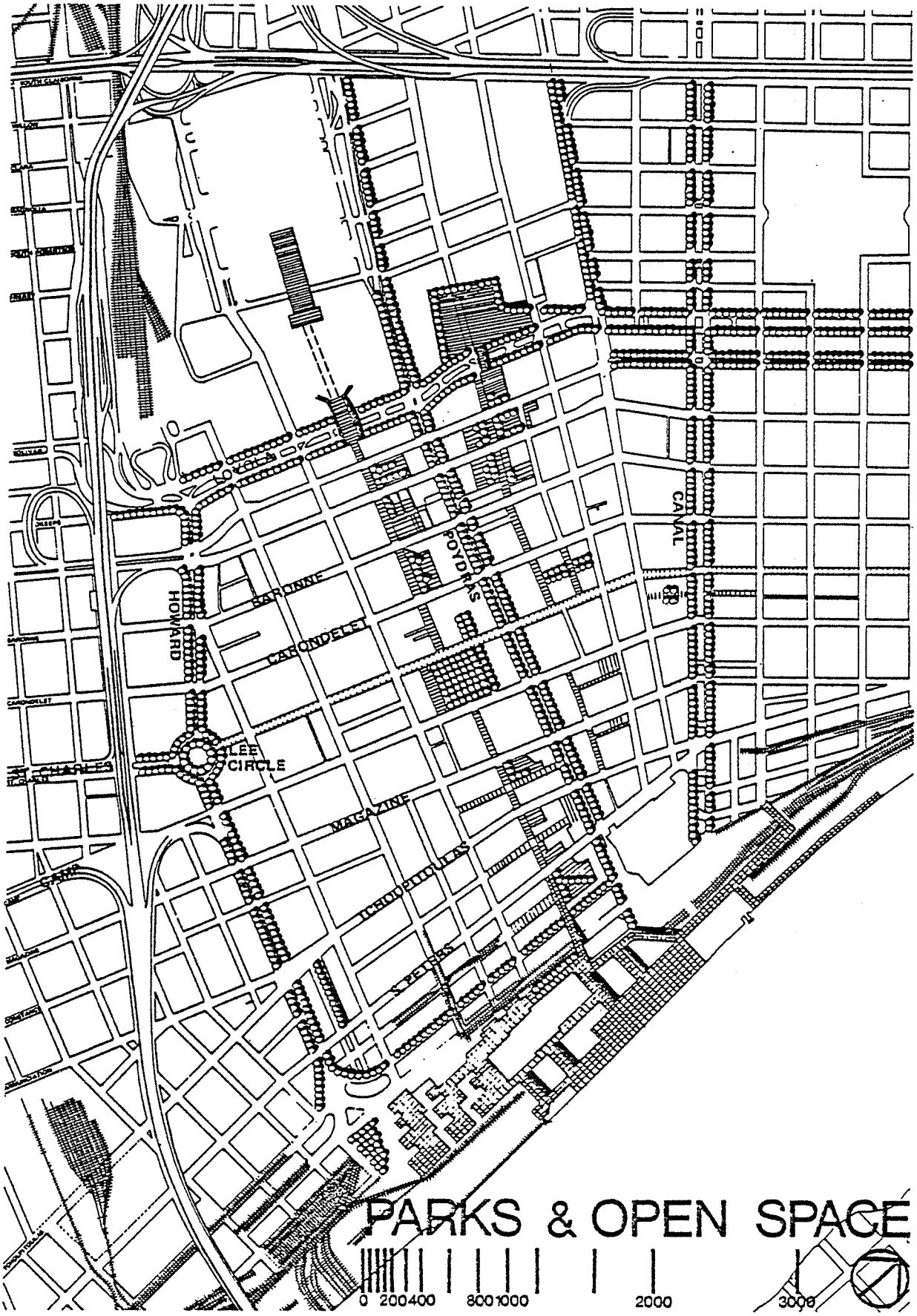
This boulevard will parallel the Pontchartrain Expressway and offer easy access to and from the Riverfront projects. It should be noted that this is an access and distributor road.

Visitors to the Vieux Carré, the Riverfront and employees who wish to use the peripheral parking facilities will be able to use this Boulevard. Through-movement is discouraged since the Boulevard stops at Poydras Street and only indirectly connects to Decatur Street. Only underground parking facilities and transit continue to Canal Street.

TRANSIT ACCESS AND ITS RELATION TO PARKING

The major concept of transit for the CBD is an inner-district shuttle system which distributes riders from peripheral parking to major shopping, employment or convention facilities. No major alteration to the bus transit system other than that presently proposed is envisioned. No rail rapid transit system into CBD Core is proposed at this time although a recommendation is that a feasibility study be made of possible use of existing rail rights-of-way.

However, continuing use of the St. Charles trolley and intro-


CANAL
POWDER ST
BARONNE
CAROLINE
HOWARD
LEE CIRCLE
CHARLES
MAGAZINE
CHOUPIC
S. PETERS
PARKS & OPEN SPACE
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duction of increased use of Algiers Park and Paddle facility are recommended.

All major developments and high employment concentrations will be linked by a special shuttle system running on Lafayette Mall, Canal Street, extending along the Riverfront and through the H.E.A.L. and Superdome areas. This system can begin immediately as a mini-bus with possible upgrading of the hardware, governed by future study and technological changes.

THE OPEN SPACE AND PEDESTRIAN CONCEPT

Pedestrian Access and Its Relation to Transit

The pedestrian experience in New Orleans is the major reason for its present success. The French Quarter, Canal Street and the Office Core are interesting and by and large pleasant places to walk. The historic buildings are exciting visual experiences as are the historic lighting and interior block landscape vistas.

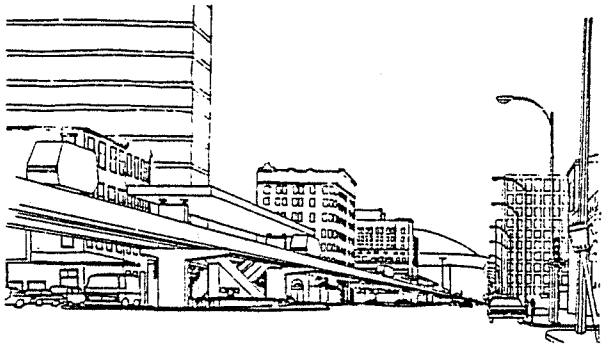
This experience must be built upon for future growth of the CBD. The principles of pedestrian access require closing certain streets to automobile traffic but not transit traffic. These pedestrian paths should be active and well landscaped. In addition they should be closely associated with transfer from automobile or high density residential areas to encourage activity.

Parks and Plazas

In addition to the pedestrian paths, parks or plazas will be located to enhance the pedestrian experience. The existing or proposed public parks as elements of the Open Space System include Jackson Square, Louis Armstrong Park, the Government Center, Lafayette Square, Spanish Plaza, Italian Piazza and Lee Circle.

The Riverfront will be developed with an elevated pedestrian walk connecting the Moon Walk, Spanish Plaza and a new park associated with the City-owned property at the foot of Howard Street.

Pedestrian bridges will join Poydras Plaza to the Lafayette Mall and the Government Center to private development on Perdido Street. Finally the boulevards throughout the CBD should be landscaped to capture the character of the streets outside the CBD such as Canal Street and St. Charles Street.



CITY EDGES SKETCH OF A PRT SHUTTLE, shows one possibility for new transit along Poydras Street. (Tulane Study)

The Movement System In The CBD Core And Frame 1990-2000**

THE TRANSPORTATION SYSTEM FOR 1990

The transportation system for 1990 was developed to serve the proposed Land Use Element. The proposed land use emphasizes growth along Poydras Street and the Riverfront development with some in-fill sites along upper Canal Street. This recommended concept is similar to the land use alternate plans (1) and (3) discussed below. The 1990 movement system is based on the assumption that the Probability 1 and 2 growth will be completed. The 1990 system considers pedestrian, auto and transit modes and their limitations and opportunities posed by the new development.

Street and Transit System

The Probability 1 and 2 development is composed of approximately 10.8 million square feet of additional space, used as retail, hotel or office floor space. This usage generates approximately 126,000 additional two-way person trips per day. Adding Probability 1 and 2 floor space to the existing floor space in the Core Area, it is estimated that approximately 356,000 two-way person trips will impact the area each day by 1990.

Realizing that this forecast is about a 55% increase over the existing person trips which operate on an over capacity street system in the peak hours, it is apparent that the existing street capacity must be increased or other modes of person movement instead of the automobile provided.

In order to assess the amount of demand placed on the existing transportation system, assuming no major changes in characteristics of this system, other than short-term, non-capital intensive improvements, certain generating factors for the a.m. peak hours have been developed for use in predicting the additional person trip attractions to the Core.

The peak hour generating factors applied to the new development's floor space were 3.5 person trip attractions per 1,000 square feet of office space, 1.0 person trip attractions per 1,000 square feet of retail space, and 1.0 person trip attractions per 1,000 square feet of hotel space.

Approximately 24,600 person trip attractions were calculated using the above generating factors. Assuming continuation of a 70%-30% modal split and a 1.4 auto occupancy ratio, 7,400 transit trips, 17,200 auto passenger trips, and 12,300 vehicle trips were calculated. Table 2 displays the percentage over-capacity of the operation of intersections when impacted by the increase in a.m. vehicle trips.

The accompanying figure shows the results of a manual assignment of the predicated vehicle trips, based on the shortest distance and most direct route to the existing street system

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)

and its related service volumes. The analysis shows that retention of a 70%-30% modal split is not feasible given the existing street system and right-of-way limitations imposed by the existing development.

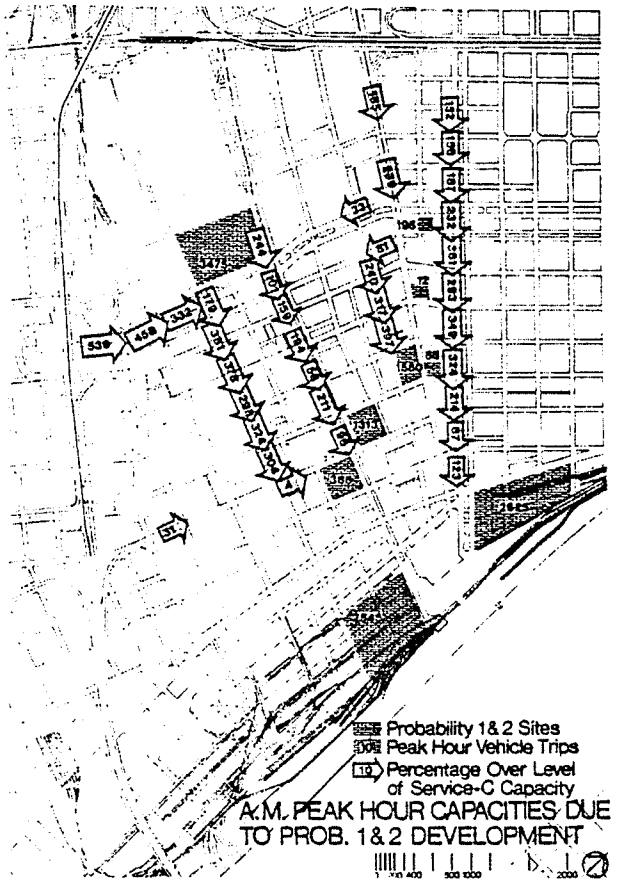
Based on the peak hour vehicle trips and parking requirement factors utilized in similar type developments, the parking demand and its related impact on the surrounding block faces and street system were analyzed for each site. Subsequent to analysis of the additional amount of vehicles the street system could service in conjunction with parking entrances and exits, the allowable number of parking spaces for each site was estimated. The overall parking demand generated by the new sites is approximately 14,000 spaces, while only 2,800 spaces could be allowed due to the possible queuing effect and imposed congestion on the surrounding street system. The allocation of these parking spaces by site are shown on the Parking for Future Development Map. This analysis considered the fact that the present service volumes can be increased by 10% with the implementation of computerized traffic controls and removal of peak hour on-street parking and loading. It was not determined feasible, however, to retain the present modal split within the Core Area even after considering a 10% capacity increase.

Based on previous analysis a transportation system with greater transit emphasis was developed. It was assumed that the basic 70%-30% modal split coming into the Central Area from the new regional development can be accommodated until impact with the Central Area street system. There are approximately 13,000 transit person trips and 30,000 auto person trips presently entering the CBD Area in the a.m. peak hours.

By 1990, it is estimated that 22,000 transit person trips will enter the area, with 66,000 auto person trips entering. This assumes that 10,000 persons of the 24,000 additional person trips generated by the Probability 1 and 2 development will enter by transit mode and the remaining 14,000 persons will enter by auto. This gives a new modal split of 67%-33% for persons coming into the Central Area from the new regional development.

At present the modal split is 70%-30%. The 14,000 additional persons utilizing the auto mode will be intercepted at four peripheral parking locations on the periphery of the Central Area and at a few smaller fringe parking sites as shown on the Proposed Peripheral Parking Locations Map.

Once these additional vehicles are intercepted at these parking locations continuation of these person trips into the Core Area will be accomplished by a bus shuttle system as shown.



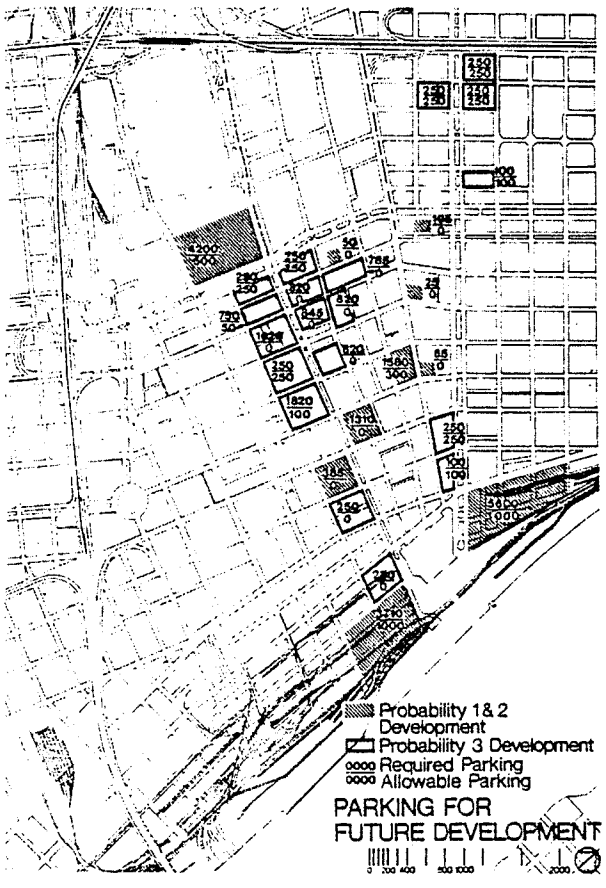


Table 7:
A.M. Probability I and II Peak Hour Trips

	Person Trips	Transit	Auto Person Trips	Vehicle Trips
Poydras Plaza	6,950	2,085	4,865	3,475
International River Center	5,090	1,527	3,563	2,545
Canal Place	5,250	1,575	3,675	2,625
Pan Am Building	5,625	788	1,838	1,313
Government Center	770	231	539	385
St. Charles Building	3,160	948	2,212	1,580
South Federal Savings	170	51	119	85
Elk Medical Center	390	117	273	195
Howard Johnson	200	60	140	100
Fairmont-Roosevelt	25	8	17	12
TOTALS	24,630	7,390	17,241	12,315

Shuttle System

At present there are approximately 12,350 persons riding transit into the CBD during peak hours. This is about 30% of all trips into the area. The transit system has a peak hour surplus capacity of about 32% or about 6,100 riders. The five year transit improvement program will add an additional capacity of about 2,000 riders with new express service from outlying park and ride facilities. Ferry capacity will be tripled with the addition of another ferry at Canal and with the recommended new services from the West Bank at Stumpf Boulevard. Total peak hour passenger capacity on the ferries will be about 6,000 riders. Total overall peak hour capacity on transit and ferries will be approximately 26,850 persons or 14,000 new persons.

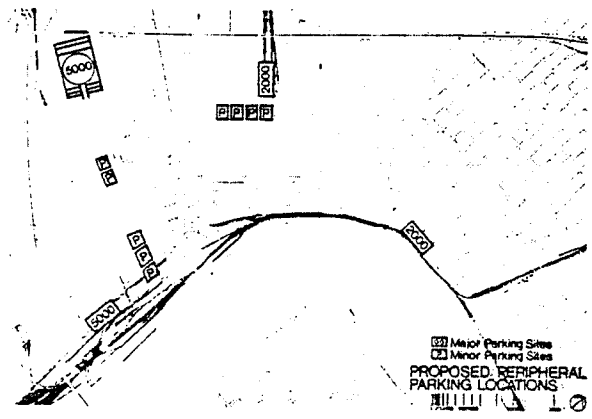
Other recommendations of the transit improvement program call for the development of four CBD fringe parking facilities. One, at the Dome Stadium with 5,000 cars; a second, at Armstrong Park with 2,000 cars; a third, at Diamond Street and the River with 5,000 cars; and a fourth, at Elysian Fields and the River with 2,000 cars. The four facilities will be connected by a shuttle loop bus system.

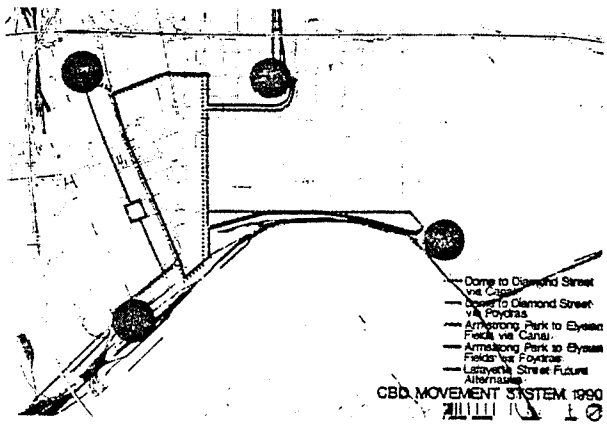
One loop would run from the Superdome to Diamond Street and back alternating between Poydras and Canal Streets. The other loop would run from Armstrong Park to Elysian Fields again alternating buses running on Poydras and Canal. The intent of having two loop systems, each with two separate legs is to minimize travel time while providing coverage to the entire CBD from each parking site and to enable the motorist to stop at the facility closest to his origin rather than closest to his destination. The Superdome and Diamond Street facilities should handle about 2,000 cars each during the peak hour which translates into about 5,600 persons. These 5,600 persons would require 80 bus trips in both directions or 40 one-way trips. Given a 30 minute trip time between the two facilities, 20 new buses would be required for each site. They would operate on a 1½ minute headway.

The other two facilities, Armstrong Park and Elysian Fields, would handle about 2,700 cars for peak hour or about 3,700 persons. Fifteen new buses at each facility running on two minute headways would be required to handle the demand.

Projections for 1990 show a demand of about 24,500 new person trips per peak hour. Using a 70%-30% modal split, 17,000 person trips would be by auto (driver and passenger) and 7,500 by transit.

Another 14,000 person trips could be accommodated by the fringe parking facilities, 3,000 by other new parking, requiring about 7,500 persons to use transit. With a present surplus capacity of 6,100 persons and a projected increase in capacity of 6,000 persons including recommended transit improvements, this demand would appear to be easily met with this present system. However, it must be noted that the surplus capacity is based on the sum of the entire corridors and might not relate to the specific corridor where the demand is. Population shifts and other trends should be monitored to determine if any shifting of routes and/or buses are needed. For example, the Canal Street Corridor has the least surplus and may require additional buses while the surplus in the uptown corridor may increase because of decreasing population. Existing and recommended buses can handle the additional demand. If needed, other new buses could be added within the vehicular capacity constraints of the CBD streets.





A number of operational improvements can be implemented which would increase the capacity of this transit system. These include additional bus lanes on Canal and Poydras to serve the shuttle loops and skip-stop operation where buses stop at every other block. The improvements will serve to decrease transit travel times, increasing efficiency and attracting new riders.

An alternative to using Poydras for the shuttle loop is to develop Lafayette Street as an exclusive transit and pedestrian street with retail shops and offices. It would run from the Superdome to the Riverfront Development and tie in with St. Charles Street. At present Lafayette is not recommended for use until retail and pedestrian development is actually started and the area has some attraction to riders.

Given the need for greater transit ridership, the City should develop policies and programs to emphasize transit and to facilitate its movement within the CBD. Policy decisions concerning parking (on and off street), pedestrian malls, information graphics and shelters, and transit fares should be considered. New technology should be studied for possible use within the CBD, especially for the shuttle loops. Given the increased demand of buses required and the need for mobility, a Personal Rapid Transit system with its own guideway, network coverage, and lack of pollution (visual and physical) has many possibilities. Studies should begin now in order that the system would be operating in time to meet the demand in the future. A Personal Rapid Transit can and should handle more than just people. It should be multi-functional, i.e., capable of carrying goods, mail, trash, etc. It should serve the entire CBD as one unit working efficiently in terms of space utilization, movement, energy conservation and pollution. New facilities should be designed to be compatible with the use of a Personal Rapid Transit system, incorporating elements such as elevators and air conditioning. Considering the present technology and time frame for designing and constructing a new PRT system, it is important that such a project be given immediate consideration.

In conjunction with implementation of the transit shuttle between parking locations and destinations and intra-core area movement, other improvements are necessary for the system to function as a whole. Additional recommendations are as follows:

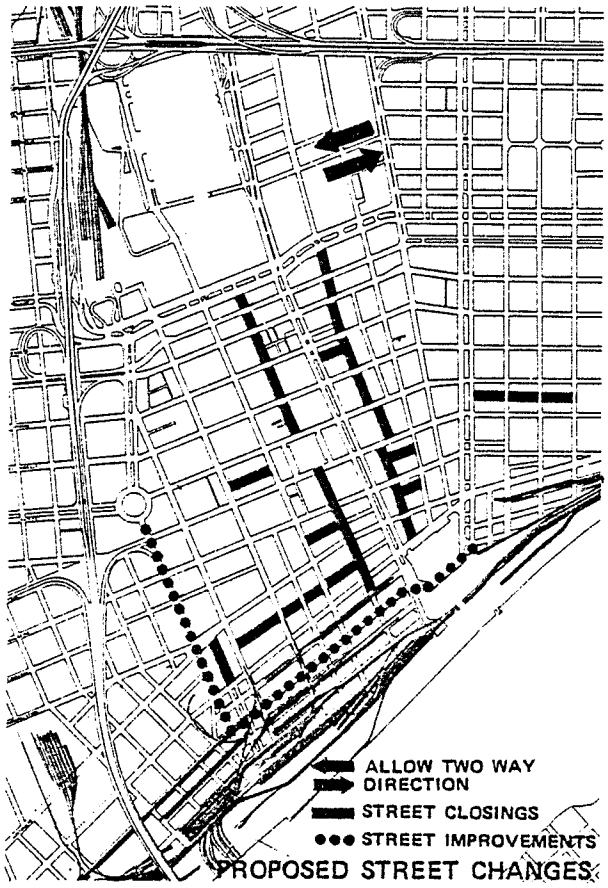
(1) Improve the existing street system by installation of computerized traffic controls.
(2) Enforce ban on peak hour on-street parking, and loading on the new Howard/St. Joseph/River Boulevard facility, Girod, Poydras, Gravier, Canal, Camp, O'Keefe and Rampart Streets and Loyola Avenue. This will make exclusive bus lanes possible in some areas.
(3) Construct a new facility utilizing Front Street from Canal Street to Diamond Street, the Rivergate Tunnel, and upgrade St. Joseph Street with alignment improvements with Howard Avenue. Ramps to parking facilities will be allowed at Canal Place and International River Center with no additional movement allowed along the river. This facility would have a semi-access control with ramps at Poydras, Diamond and Canal Streets.
(4) Close Perdido Street to through automobile movement.
(5) In conjunction with peripheral parking rates, provide transit transfers.
(6) Provide a multi-modal terminal at Canal Street and the Mississippi River.
(7) Provide two-way directional movement on LaSalle Street between Gravier Street and Tulane Avenue. This will allow transit, pedestrians, and emergency service movements.

Presently, St. Charles Street between Lee Circle and Canal Street services approximately 5,000 vehicles a day in the upriver direction. During the p.m. peak hour, approximately 1,400 vehicles utilize St. Charles between Julia Street and Howard Avenue. Some of these cars will be diverted to the new Riverfront Boulevard, however, the new facility will be serving a large volume of the future trips and will be unable to accommodate both existing peak hour and future volumes. Therefore, St. Charles must continue to serve p.m. peak travel.

Perdido Street and Lafayette Street, serving travel in the lakebound direction, are also proposed as pedestrian malls. Perdido Street and Lafayette Street differ from St. Charles in the traffic volumes they carry in the p.m. peak hour. Perdido Street serves an average of 300 vehicles per p.m. peak hour while Lafayette Street carries about 150 vehicles in the p.m. peak. Lafayette Street does not provide good through movement but does serve local circulation. Perdido Street serves as a collector street but changes direction of flow at Loyola Avenue and does not provide good through movement. The vehicles carried by these streets can be distributed to the other streets serving travel in the lake direction. These streets should be able to absorb an additional 450 vehicles due to increases in service volumes after installation of a computerized signal system and the new Riverfront Boulevard/St. Joseph Street facility.

Multi-Modal Terminal

It is recommended that a multi-modal terminal be developed for the area near Canal Street at the River. At present there exists a major bus staging area, ferry and cruise ship terminals, a large office building, a convention center, railroad, trucks, and parking in the area. Future plans call for additional office and hotel facilities, upgraded ferry and cruise ships terminals and additional transit. The terminal would serve to coordinate and facilitate movement between the various modes of transportation with a minimum of congestion. The terminal would connect ferry users directly with transit vehicles, would provide enclosed connectors between hotel, office, shopping, parking and convention facilities, and would provide for a major mixing mode for a future PRT or other new technology. The railroad track could possibly serve some high capacity system in the future. One alternative design would be to use the existing tunnel under the Rivergate for the terminal providing below grade access to parking, offices, and hotels, etc. The Plaza between the Rivergate and the ITM Building would be redesigned to provide adequate access.



PROPOSED STREET CHANGES

The proposed street changes delineated in the recommendations are shown above. These changes reinforce pedestrian and transit usage and provide loading facilities on minor streets instead of heavily traveled streets. Parking for the year 1990 includes the retention of the majority of existing facilities except those surface lots which presently occupy land to be used in the forecasted growth developments which comprise about 10% of the existing off-street parking in the area, parking sites and fringe intercept sites and on-site parking facilities. These parking locations are shown on the maps on the previous pages.

GOODS MOVEMENT SYSTEM FOR 1990-2000

Delivery of goods and freight, and provision of services are vital functions of a viable central business district. Unfortunately, the mode and operation of these delivery and service functions in their present state conflict with other functions of the CBD and generally impart a blighting influence. The deficiencies can be attributed to:

- obsolete technology
- constraints of physical infrastructure
- operational methods

Trucks account for a majority of the freight movement in the New Orleans CBD. In the future as the land uses change the character of the Core Area will shift from industrial activity to business, commercial and retail functions. The dependence on smaller vehicles will increase.

The possibility of changing and improving the goods movement system will depend on new construction and building activity in the CBD. New structures present the opportunity of locating truck docks within the building. Furthermore, a service access to such facilities could be located on service or rear access streets. This could aid in evolving a service street network.

Recent studies and forecasts suggest new development will occur along Poydras Street and Loyola Avenue where the above techniques could be applied. Zoning incentives are recommended for providing these facilities, since these could be regarded as removal of public nuisance from the streets.

The proposed peripheral parking garages present opportunities for locating goods delivery bases for adjacent buildings.

A major cause of street congestion is curbside parking of delivery vehicles. All new buildings should provide off-street truck bays and separate elevators where goods delivery is a major function.

Underground truck delivery networks for large developments or a group of individual developments are a desirable method of separating trucks from other activities. The planned new developments of the International River Center, the Spanish Plaza, the Trade Mart, and the Canal Place could be orchestrated to develop an underground trucking and parking network. The existing Rivergate tunnel under the Rivergate Exhibition Center can be an important link for such a system. Trucks making deliveries to these developments could use the Howard Avenue and St. Joseph Street corridor for bridge and I-10 access. A ramp on Front Street could provide access to and from the underground truck delivery network discussed above. If the proposed River Boulevard can be designed to accommodate trucks, the access for the Pontchartrain Expressway and I-10 will greatly improve while simultaneously diverting truck traffic from the southern area of the core.

The above discussion is based on the possibility of incorporating improvements in new construction and building activity. However, it should be recognized that only about 14% of the total CBD area will be altered by the year 1990 and about 30% by the year 2000. This implies that by 2000 A.D., 70% of the CBD will retain its old infrastructure and fabric. Thus, improving goods movement will also depend heavily upon evolving a rational street network separating the service vehicles from the general traffic and separating pedestrians from all traffic.

Pedestrian malls have been proposed or are being considered for Lafayette Street from Loyola Avenue to International Center in the southeast of the CBD. Further, Orleans Avenue in the Vieux Carré is considered for a pedestrian mall in addition to the existing malls on Royal and Bourbon Streets.

Perdido Street is a likely location for a pedestrian way.

These pedestrian streets need to be regulated for trucking use since, indiscriminate and unregulated use of the streets, curbside and sidewalk space by delivery vehicles will undermine the goal of creating pleasant pedestrian environment within such precincts. Two methods can be employed to eliminate such conflicts: one would be to use side or rear streets with back entrances or hand truck goods to their destinations, and another to allow deliveries on pedestrianized streets during specified non-rush (pedestrian) times for those establishments which cannot use either rear or side delivery or hand trucking. Additionally, the intercept parking garages and other off-street truck docks could be used for this purpose as discussed earlier in this chapter. Compensation for the latter may take the form of a zoning bonus or tax rebate.

Canal Street will retain its character and most of its retail facilities. Emphasis should be placed on using Iberville Street as a truck route with curb loading. Autos will be allowed to utilize the parking garages on Iberville Street with the addition of channelization to discourage through movement. Service on the west side of Canal Street will have to utilize Canal Street curbside from afternoon onwards. The side streets on the west side can be regulated so that in the a.m. streets going uptown and during the p.m. streets coming downtown can be used for truck delivery.

Besides physical improvements another frequently discussed method is consolidation of goods services. This would require major reorganization of the trucking industry. It is difficult to consolidate when there are many individual businesses and operators who own a single truck and perform specialized and unique services. The need of the establishments and businesses in different areas of the CBD also affect the possibility of consolidation.

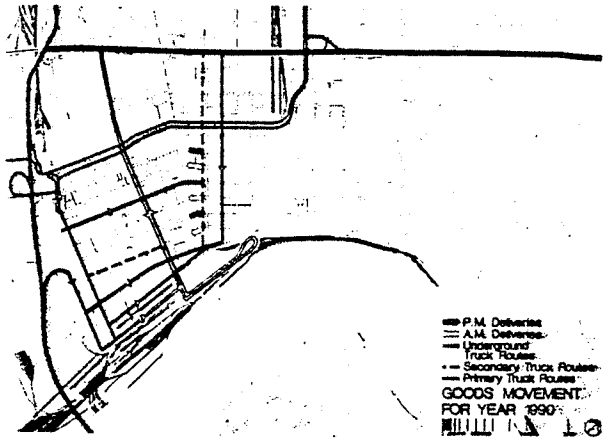
Trucking Network

The 1990 trucking network utilizes Howard Avenue, St. Joseph Street, Poydras Street and Iberville Street as primary north-south (i.e., lakeside, riverside) corridors. The east-west (upriver, downriver) corridors are located on I-10 and Rt. 90 for peripheral access and; Loyola Avenue, Carondelet, Tchoupitoulas, South and North Peters Streets for upriver, downriver access within the CBD. The adjacent figure displays the recommended 1990 goods movement system.

South Front Street will connect the underground trucking network using the Rivergate tunnel to interconnect the new developments along the Riverfront. This underground truck route would also have access ramps to and from Canal Street.

The uptown side of Canal Street and Magazine Street are designated as secondary truck routes. Magazine and Carondelet Streets form an inner couplet for trucks to gain tertiary access within the CBD.

Iberville Street will carry general traffic during a.m.-p.m. peak hours and only trucks during the rest of the day. The



uptown side of Canal Street cannot use Common Street for rear service route. Hence, it is classified as a secondary truck route. Deliveries on uptown curbface along Canal will be permitted after the morning peak; the streets going downriver will also be allowed to be served during this time. Essential morning deliveries can be accommodated on streets with uptown traffic directions.

Pedestrian malls will be kept free of trucks or other vehicles during noon time. Essential deliveries could be made through side streets on these malls.

PEDESTRIAN NETWORK — 1990

Study of Pedestrian System

The Central Area of New Orleans has a work force of 100,000 and is the most concentrated area in the City. As mentioned before, residents come to this area for many and varied reasons; shopping, entertainment, business, recreation, etc. In confined areas such as this, where a large number of businesses, including commercial and service establishments, are within close range of one another, it can be expected that pedestrian movement will be substantial. Especially within the Core Area, where concentrations are higher than the Central Area, walking is a predominant mode of travel. It is common under these dense conditions that most of the person trips within the Core Area are walking trips. Therefore, the pedestrian is an important consideration in comparing movements of flows of traffic, square footage allocations, and personal and municipal costs. By encouraging people to use their feet it should be possible to relieve Core Area congestion caused principally by automobiles. Subsequently, there is need of a pedestrian plan which accommodates certain relevant factors.

Several of these factors include:

(1) **Pedestrian Circulation:** circulation networks are essential in supplementing central and Core Area mechanical movement modes and providing access to major facilities without conflict, room for circulation along designated walking paths, and ease in crossing other transportation modes;

(2) **Adequate standing room:** room to congregate, room to queue, room to wait are also important pedestrian con-

siderations;
(3) **Transfer modes:** smoother operation of complement systems are insured when transfer from one mode of travel to another are well designed;
(4) **Comfort of pedestrians and visual attractiveness:** surroundings encourage pedestrian travel and cut down on overall congestion.

The needs of the pedestrian cannot be fully quantified and specific design recommendations cannot be fully detailed within the scope of this study. However, attention will be given to pedestrian flow and comfort, reduction of conflicts, integration of pedestrian and other modes of travel, and suggestions as to space needs and locations of increased volume due to future developments.

General Requirements

A comparison of pedestrian and vehicular space requirements, flow and speed is shown in Table 3. The figures were taken from a survey in New York but can be applied generally to any urban area.

Table 8:
Pedestrian and Vehicular Space Requirements

	Pedestrians	Streets (Manhattan)	Avenues (Manhattan)	Expressways (General)
Zero Flow:				
Space	3 sq.ft.	500 sq.ft.	650 sq.ft.	500 sq.ft.
Maximum flow:				
Space	5-8 sq.ft.	1,026 sq.ft.	1,236 sq.ft.	1,100 sq.ft.
Flow/ft/hr	1,200-1,550 peds	36 veh	47 veh	166 veh
Speed	1.7-1.8 mph	7 mph	11 mph	35 mph
Comfortable flow:				
Space	130 sq.ft.	2,750 sq.ft.	3,340 sq.ft.	2,900 sq.ft.
Flow/ft/hr	120-140 peds	23 veh	30 veh	100 veh*
Speed	3-3.5 mph	12 mph	19 mph	55 mph

NOTE: *Borderline between service level "B" and "C" according to Highway Capacity Manual; lane width assumed as 12 feet.
Source: Regional Plan Associates.

In every case, the pedestrian requires less space, has a higher flow capacity, and moves at a slower rate of speed than his mechanical counterpart. Speed, although indicative is also relative. If one must take time to find a parking space and retrace steps once parked because there is no available space close by, the time it takes to reach a destination is increased considerably.

A comfortable 130 square foot space allocation per pedestrian yields a flow three times greater than the maximum possible vehicular flow on an equally wide strip of pavement of a street or an avenue. This proportion increases, to fifteen or forty times greater, as flow increases on congested sidewalks, streets and avenues. However, there is a point where vehicular flow begins to exceed pedestrian flow at space allocations between 700 and 800 square feet, which suggests the point at which pedestrian space allocation becomes excessive. Based on this kind of information, it is valid to say that at high densities pedestrian movement is a more efficient user of space than the vehicle, but in the low density range, the vehicle is the more efficient user of space for transportation purposes than walking in spite of its huge space requirements.

Table 9: 1990 Person Trips
Existing and New Construction Combined

	Trip Attractions	2-Way Person Trips
Retail	59,522	119,044
Office	84,657	169,314
Hotel	26,813	53,626
Warehouse	6,801	13,602
Totals	**177,793**	**355,586**

Space Requirements

Evaluation of the pedestrian system begins with an analysis of the present movement of pedestrians in the Central Area. Without a detailed count, it is difficult to say where pedestrians are most often found to move and what the relative numbers of pedestrians are along specific paths during separate times of the day. But a visual survey was taken during peak and off-peak hours.(See the map below.) The heaviest pedestrian movement during peak hours tend to follow Canal, Common, Gravier, St. Charles, Carondelet, and Baronne Streets. During off-peak hours, Canal, St. Charles, Carondelet, Baronne, Chartres, Royal, Bourbon, and Jackson Square are the most frequently used walking routes.

In predicting pedestrian movement or calculating trip attractions, a comparison of existing floor space to new construction square footage is essential. The tables show, based on trip attraction factors, the existing, new construction, and 1990 (existing plus new construction) one way and two way trip attractions.

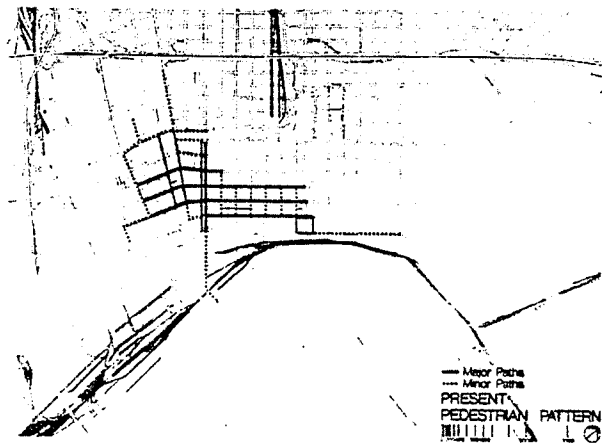


Table 10:
Existing Person Trips

	Existing Floor Space 1,000's of Sq.Ft.	Factor/ 1,000 Sq.Ft.	Trip Attrac-tions	2-Way Person Trips
Retail	3,696.1	14.26	52,706	105,412
Office	7,868,8	5.57	43,829	87,658
Warehouse	2,000.3	3.40	6,801	13,602
Hotel	2,287.5	5	11,438	22,876
Total	**15,852.7**		**114,774**	**229,548 (230,000)**

It is evident that new construction retail space will increase 13%, office space will increase 93%, and hotel space will increase 134% over the existing retail, office, and hotel space in the central area. Theoretically, this means that the volume of pedestrian traffic will increase accordingly and on an overall basis there will be 55% more pedestrians for these functions on central area streets and sidewalks by 1990 than there are presently.

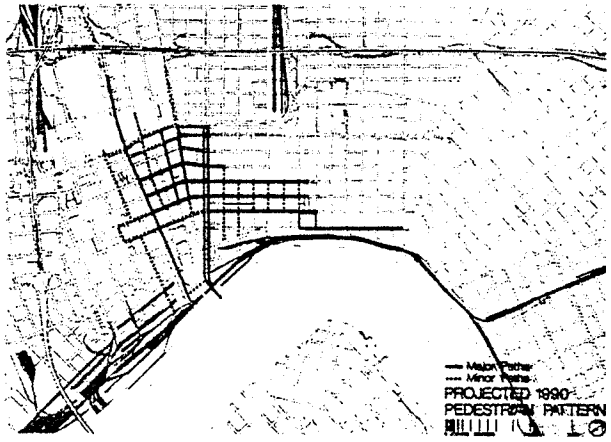
There is rationale at this point to devise a plan which will provide for pedestrian needs and demands by 1990. The pedestrian assignments can be abstracted at least along streets contiguous to the proposed new developments. Changes in the present pedestrian system due to these new construction generators are tabulated in trip attractions for each major development in Table 7 and are delineated on the following map.

Table 11:
1990 New Construction Person Trips

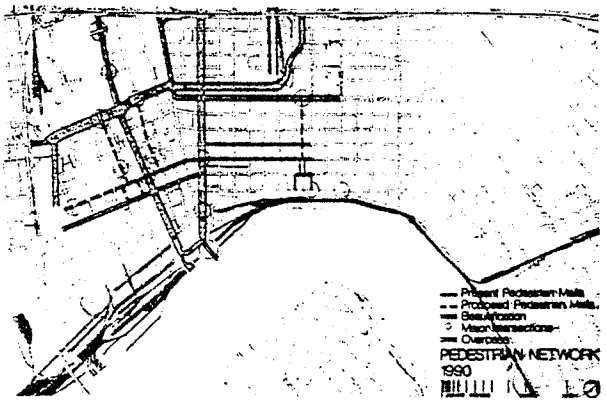
	Year 1990 Growth Probability 1 1,000's of s.f.	Probability 2 1,000's of s.f.	Total Floor Space 1,000's s.f.	Factor	Trip Attractions	2-way Person Trips
Retail	318.0	160.0	478	14.26	6,816	13,632
Office	2,020.0	5,130.0	7,330	5.57	40,828	81,656
Hotel	2,575.0	500.0	3,075	5.0	15,375	30,750
Total	**4,913**	**5,970**	**10,883**		**63,019**	**126,038**

Pedestrian Improvements

The focus of a 1990 pedestrian network is to provide a comfortable, pleasing and safe place for Central and Core Area people to walk. This can be done by designing placement of street objects which are now haphazardly placed and adding to the clutter and disrupting flow. Buffering the pedestrian from the automobile is another major concern with respect to safety and comfort. Potential conflicts are at every intersection where people wait to cross. Signals and overpasses can alleviate some conflicting interface, but as long as vehicles are on the same level as walkers, the conflict will remain to some extent. Automobiles are clogging the City and are becoming more visible.



Screening parking should be required in the Core Area where it is needed most. Ground level parking should not be tolerated without provision for reciprocal service to the city, in the form of screening, planting, kiosks, etc. These provisions can be achieved through the zoning ordinance requirements.



Pedestrian Malls

The intention of the pedestrian malls is to connect the major developments or complexes to one another. Orleans Street connects the Civic Center/Armstrong Park Development to the Jackson Square/French Market areas. Lafayette Street connects Lafayette Square to the Superdome/Regency Hyatt Developments. Perdido Street links the office complex to the Government complex. Delta-Water Streets tie the International River Center Development to the Canal Place Development.

From Iberville to Orleans Street, Royal and Bourbon Streets, are closed to traffic during the day and night respectively. Both street closings should be extended to Canal Street and

Table 12:
Major Development Person Trips

Development	Employees	Square Feet	Factor per 1,000 Sq.Ft.	One-Way Trip Attractions	Two-Way Trip Attractions
Federal Building:					
Office	1,088	217,600	5.57	1,212	2,424
Hotel			5		
Retail			14.26		
Total	1,088	217,600		1,212	2,424
Southern Savings and Loan:					
Office	240	48,000	5.57	267	535
Hotel			5		
Retail			14.26		
Total	240	48,000		267	535
Elks Place Medical Plaza:					
Office	560	112,000	5.57	624	1,248
Hotel			5		
Retail			14.26		
Total	560	112,000		624	1,248
International River Center:					
Office	6,600	1,500,000	5.57	8,355	16,710
Hotel	600	600,000	5	3,000	6,000
Retail	560	280,000	14.26	3,993	7,986
Total	7,760	2,380,000		15,348	30,696
Regency Hyatt Hotel:					
Office	9,000	2,000,000	5.57	11,140	22,280
Hotel	600	600,000	5	3,000	6,000
Retail	100	50,000	14.26	713	1,426
Total	9,700	2,650,000		14,853	29,706
Pan Am Life Center (in abeyance):					
Office	3,000	700,000	5.57	3,899	7,798
Hotel	180	175,000	5	875	1,750
Retail			14.26		
Total	3,180	875,000		4,774	9,548
Canal Place:					
Office	8,400	2,000,000	5.57	11,140	22,280
Hotel	560	560,000	5	2,800	5,600
Retail	1,274	650,000	14.26	9,269	18,538
Total	10,234	3,210,000		23,209	46,418
French Market Complex:					
Office	50	50,000	5.57	56	112
Hotel			5		
Retail	225		14.26	241	482
Total	275	50,000		279	594
Fairmont-Roosevelt Hotel Expansion:					
Office			5.57		
Hotel			5		
Retail	50	25,000	14.26	357	713
Total	50	25,000		357	713
Maison Dupuy:					
Office			5.57		
Hotel	125	125,000	5	625	1,250
Total	125	125,000		625	1,250
Howard Johnson's Motel Expansion:					
Office			5.57		
Hotel	105	105,000	5	525	1,050
Retail			14.26		
Total	105	105,000		525	1,050

(Table continued on the next page.)

Table 12:
Major Development Person Trips

Development	Employees	Square Feet	Factor per 1,000 Sq.Ft.	One-Way Trip Attractions	Two-Way Trip Attractions
Jack Huddleston Development:					
Office			5.57		
Hotel	500	500,000	5	2,500	5,000
Retail			14.26		
Total	500	500,000		2,500	5,000
St. Charles Hotel Towers:					
Office	3,300	760,000	5.57	4,233	8,466
Hotel	500	500,000	5	2,500	5,000
Retail			14.26		
Total	3,800	1,260,000		6,733	13,466

St. Ann Street in order to complete the circuit of pedestrian paths which intersect them. The same hours of closing may be used for the extension until further adjustments can be made subsequent to a trial period.

Other street closings include Orleans Street, Pirates Alley and Pere Antoine Alley, South Street, North Street, Lafayette Street, Perdido Street and Delta-Water Streets between Canal and Poydras.

From Royal to Rampart Street, Orleans Street should be closed during noon hours (10 a.m.-4 p.m.) only. St. Charles Avenue from Canal to Lee Circle should be replanned for pedestrian emphasis without reducing its capacity. North Street, South Street, Lafayette from St. Charles to Loyola, Perdido from St. Charles to Loyola, and Delta-Water Streets between Canal and Poydras, should be closed all day to automobiles but open to truck delivery and bus shuttle service.

Beautification
This is a well used term which in this case involves tree planting, or planting of some kind, general face lifting of front buildings and should be both automobile and pedestrian oriented. Routes of this nature should include Canal Street, Poydras Street, Loyola Avenue, Rampart Street, Howard Avenue, and Camp Street.

Major Intersections
Major intersections are areas of major conflicts between pedestrian and vehicular or transit modes. Attention should be given to pedestrian rights-of-way, pedestrian preference with regard to signals and green time, adequate sidewalk space, and adequate lighting. These intersections include Loyola/Lafayette, Loyola/Perdido, Loyola/Poydras, Poydras/Clara (Superdome Entrance), Poydras/LaSalle (Superdome Entrance), Poydras/St. Charles, St. Charles/Canal, St. Charles/St. Joseph, Carondelet/Lafayette, Carondelet/Perdido, Canal/Tchoupitoulas, Canal/R.R., Orleans/Rampart, Decatur/St. Ann, and Decatur/St. Philip.

Overpass
Certain intersections of predictably heavy pedestrian traffic which intersect a major vehicular or transit or freight mode need a pedestrian bridge or overpass. This is applicable in several places. One is needed at the foot of Canal Street where pedestrians cross the railroad tracks to ride the ferry. The Canal Street overpass should be integrated with the pedestrian mall between Canal and Poydras on the riverside of the Rivergate. A second overpass is needed at Lafayette Street and Loyola Street to serve the stadium pedestrians who wish to pass through the Regency Hyatt Complex into the stadium from the east side. The third overpass or an extremely long green light will be needed to control the volumes of pedestrians in and out of the stadium on the north side.

Arcades
Further investigation into the use of arcades along Canal Street are warranted. However, the volumes of pedestrians using Canal Street to shop will only increase and the walk should be made as comfortable as possible. The arcade is a shield from the rain and intense sun during the day. Shopkeepers could be contacted to see if they are receptive to the idea of extending an awning (canvas, plexiglass, etc.) from their buildings for the public benefit. Poles should be avoided due to obstruction to the flow of walkers along the sidewalk.

Signals
The need for pedestrian signals is apparent at major intersections, as mentioned above, but the need is broader if a more detailed study can be made. Problem areas are concentrated in the Core Area primarily. These signals help to alleviate many pedestrian/vehicular conflicts.

Planting
The paths designated for beautification generally have neutral ground which present an excellent opportunity for planting trees that will grow very large. The pedestrian malls are narrower streets but can also be planted either with smaller growing trees or planters or ground cover,neither of which should take more than two feet of sidewalk width.

Obstructions
As many obstructions as possible should be noted and placed in position as to least affect the pedestrian flow. These ob-

structions include street furniture such as light poles, fire alarm boxes, parking meters, waste paper baskets, etc.; landscaping; commercial uses such as newsstands, advertising displays, etc.; building protrusions such as columns, cellar doors, standpipe connections, etc.; temporary obstructions such as stored materials or rubbish, scaffolding, construction equipment, etc.; and moving obstacles such as queues (at movie theaters, bus stops), window shoppers, etc.

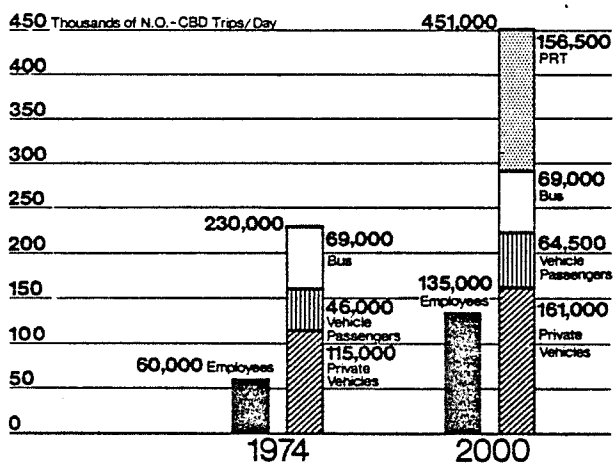
Other Pedestrian Amenities
Efforts should be made along pedestrian malls and paths of beautification to provide amenities such as seating, ramps at curb's edge for wheelchairs and baby carriages, adequate lighting, adequate sidewalk space (especially at corners). Shuttle bus stops, bus shelters, trees, bike racks, discrete graphics and direction signs (which may refer to walking tours of historic districts), public toilets, pools and fountains, and possibly arcades.

Traffic
Traffic patterns are not expected to change radically due to the pedestrian network, but changes in the volume of traffic will change slightly because of street closings for pedestrian malls.

Additional Study
A more detailed study must be made of sidewalk widths; pedestrian generation, volume and flow; pedestrian assignments; origin and destination; trip lengths; and detailed design considerations for the pedestrian network.

THE TRANSPORTATION SYSTEM IN THE YEAR 2000

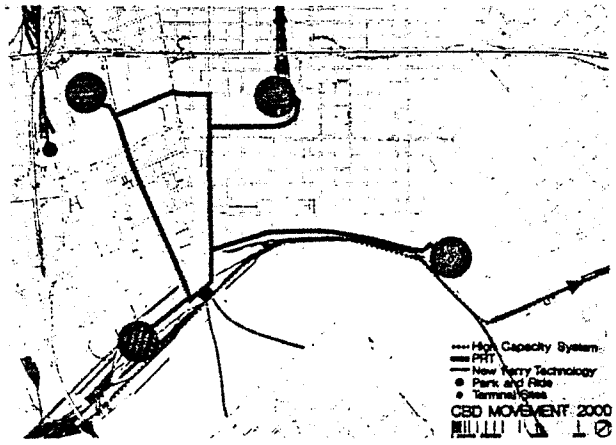
The projected employment for the CBD in the year 2000 is approximately 135,000. It is estimated that around 451,000 person trips will be entering and exiting the CBD each day.



N.O.-CBD Employment and Travel Characteristics
Two-Way Trips

The histogram shown opposite compares the employment and person trip modes for 1974 to the year 2000 projections.

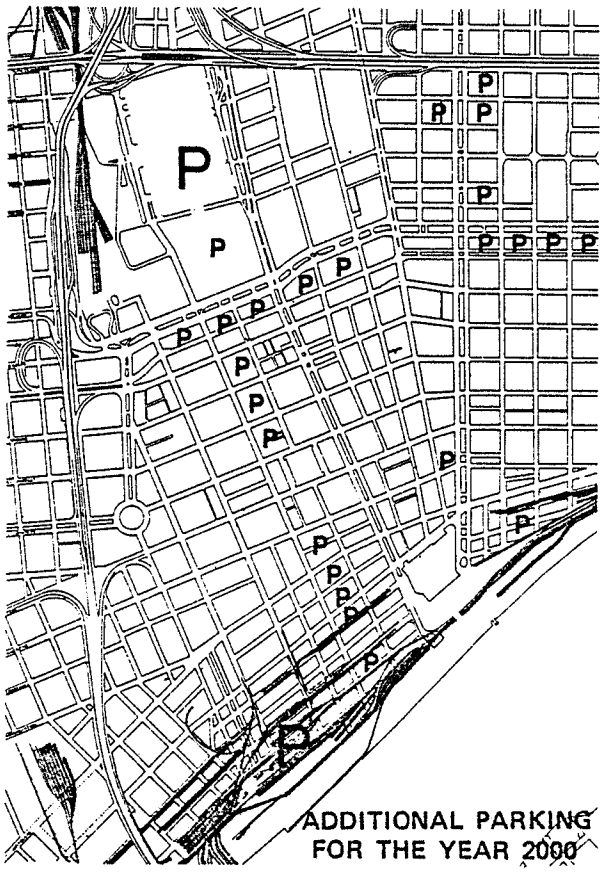
The person trips by each mode were calculated based on a 50%/50% modal split entering the CBD and is dependent on implementation of the recommended year 2000 movement system shown below and described in this chapter.



Transit System

The 1990 transit trips are projected to be about 20,000 peak hour in and out of the CBD with internal CBD shuttle trips of about 10,000 per peak hour. By the year 2000 there is a projected additional demand of 18,000 total person trips in and out of the CBD. A 70%/30% modal split would add about 5,400 new transit trips. This would require some 80 new additional bus runs during the peak hour. If distributed equally by corridor, 13-14 buses would be needed for each corridor or four buses per route. However, this is not likely to happen as population shifts are causing growth in outlying areas. The 5,400 trips could easily be accommodated by buses, especially with the use of buslanes and busways to facilitate transit movement. However, given 18,000 additional person trips and the present CBD street and parking capacities, all the additional CBD-bound trips must be by transit. These 18,000 person trips require 280-300 additional buses or 45-50 per corridor.

The required transit trips in and out of the CBD would total 40,000 per peak hour plus 14,000 internal CBD trips. This is over four times what exists now. Even with operational improvements, buslanes and busways, it would be hard to accommodate the transit movement in conventional buses on the CBD's streets. Some form of new technology is recommended to be studied and applied to New Orleans. For line haul trips from outlying areas, a high speed light rail or air cushioned system might be feasible. Such systems have capacities up to about 30,000-50,000 riders per hour. The system could interface with a PRT system within the CBD. Possible terminal sites would include Canal Street and the River, Union Passenger Terminal, and the Southern Railroad Terminal. All three of these sites have existing railroad rights-of-way. The PRT as recommended for year 1990, could be expanded to areas around the CBD and could possibly serve the entire regional area in lieu of a Mass Rapid Transit (MRT) system.



Personal Rapid Transit (PRT) systems, however, have a one-way capacity of up to 18,000 passengers per hour, as compared to the MRT system capacity of 30,000 to 50,000 passengers per hour. Transit corridors from New Orleans East, Jefferson and the west bank communities will more than adequately accommodate the projected demand to the CBD. To plan for a new transit technology to meet the projected demand, studies should be conducted and systems tested now. A PRT or other high capacity system can be used as a valuable tool to manage growth through the design and location of stops and transfer points. Future development should be designed to be compatible with any new transit movement system. Application of a new technology to ferry operations should also be studied.

Street Improvements and Parking Facilities

The major street improvements or changes are proposed for completion by 1990. The 1990 street system described in the previous section affects Perdido, Bourbon, Royal, Lafayette, and other streets. The year 2000 system plan proposes these streets remain closed to cars allowing only pedestrian and goods movement. LaSalle Street between Tulane Avenue, and Gravier Street should permit two-way directional travel. On LaSalle Street from Girod Street to Tulane Avenue, curb loading and parking should be removed in order to allow better pedestrian movement, emergency service access and a two directional transit shuttle. The 2000 movement system also utilizes the Riverfront Boulevard/St. Joseph facility.

Parking allowances for the year 2000 are generally the same as for the 1990 system, since some type of MRT or PRT system will extend into the suburbs and be served by park and ride facilities at suburban locations. However, some additional on-site parking will be allowed in conjunction with the Probability III development. The adjacent figure shows a sketch of the CBD parking plan for the year 2000. The future parking ratios will be less than existing based on the assumption that a Mass Rapid Transit and Peripheral Parking System will be implemented.

Trucking Network: 2000

Between 1990 and the year 2000 properties on Poydras Street and Loyola Avenue are likely to be redeveloped. This will necessitate designating additional secondary truck routes. This network will use a loop made by Loyola Avenue, Girod Street, Carondelet Street and Poydras Street. This loop will be traversed in the uptown direction on South Rampart and Baronne Street. It is presumed that new developments will have off street loading docks. Access to such truck docks should be located on the secondary streets.

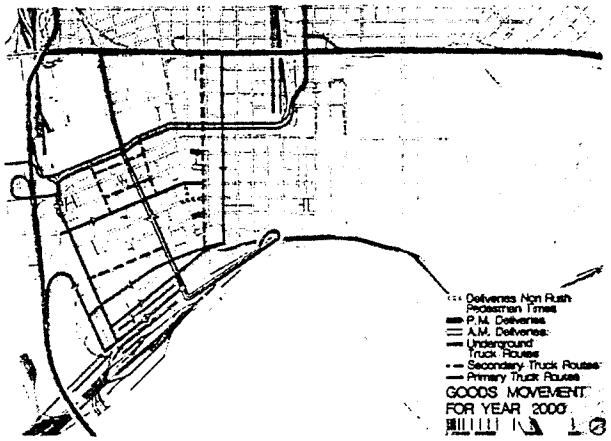
St. Joseph Street should be made a two-way street to improve trucking accessibility to and from Pontchartrain Expressway and Interstate 10.

Additionally there will be new developments on Canal Street near Claiborne Avenue and Camp and Magazine Streets. Requirements of these structures can be accommodated within the network already recommended.

A permanent pedestrian mall is recommended for Perdido Street and Lafayette Street. Pedestrian closings also would be upgraded to permanent malls with concomitant shopping facilities and pedestrian amenities. It will be desirable to avoid conflicts between pedestrian and delivery activities by regulating delivery hours on these malls. If the staggered hours program is successful, only at noon will truck deliveries be regulated.

Pedestrian Network — 2000

The year 2000 is less predictable with respect to pedestrian generations, but some estimates have been made based on past, present, and near future growth. The trip attractions



attributable to the predicted future growth can be found in the following table. Generally, these predictions assume growth along the major streets of Canal and Poydras. This additional growth only reinforces the 1990 pedestrian network which by this time will have been instituted and serving greater volumes. The increased volumes should justify the completion of the 2000 pedestrian network shown in the next figure.

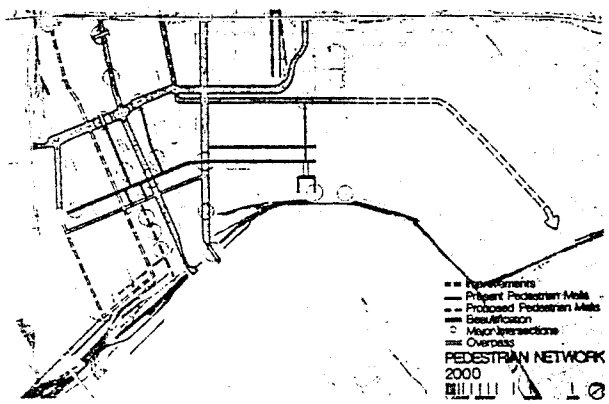
In addition to the 1990 pedestrian network, the following should be accomplished by the year 2000.

Pedestrian Malls
A pedestrian mall will be needed along Lafayette Street from Camp and Water Streets acting as a continuous link between the Superdome/Regency Hyatt Complex to the International River Center.

Improvements
Improvements include tree planting, or planting of some kind, street and sidewalk improvements, curbs and drainage, some building renovation, and should be more vehicular than pedestrian oriented. The streets to be improved are Howard Avenue from Lee Circle to South Front Street, South Front Street from Howard Avenue to Girod Street, and Girod Street from South Front Street to the Superdome, and North Rampart/McShane Place/St. Claude Avenue from St. Philip Street to the Industrial Canal.

Table 13:
Year 2000 New Construction Person Trips

Year 2000 Growth		Factor	Trip Attractions	Two-Way Person Trips
Retail	741	14.26	10,567	21,134
Office	4,020	5.57	22,391	44,784
Hotel	2,925	5	14,625	29,250
Total	**7,130**		**47,583**	**95,166**



The Case For Historic Continuity

IDENTIFICATION OF BUILDINGS OF ARCHITECTURAL-HISTORIC SIGNIFICANCE IN THE CBD

Within the CBD a very substantial number of buildings of architectural/historic significance have been identified and categorized by the authors of the "American Sector",[36] and by Professor Bernard Lemann.[37] This identification has classified buildings on a preliminary basis in three categories: national significance; major significance; and local importance. In addition buildings of architectural significance have been identified by the consultants.

Most of these buildings fall into the category of "most-susceptible-to-change" in the analysis reported in this Report in the Basis for Change. This is because they are small, old, obsolete by modern standards and in many cases, in relatively poor condition. The largest concentration of them occupy the key area between Poydras and Canal Streets and are under great pressure for demolition to clear land for a "higher or better", i.e., more economic use, or purely for land speculation. A second major concentration is around and uptown of Lafayette Square.

Why Preserve Them?

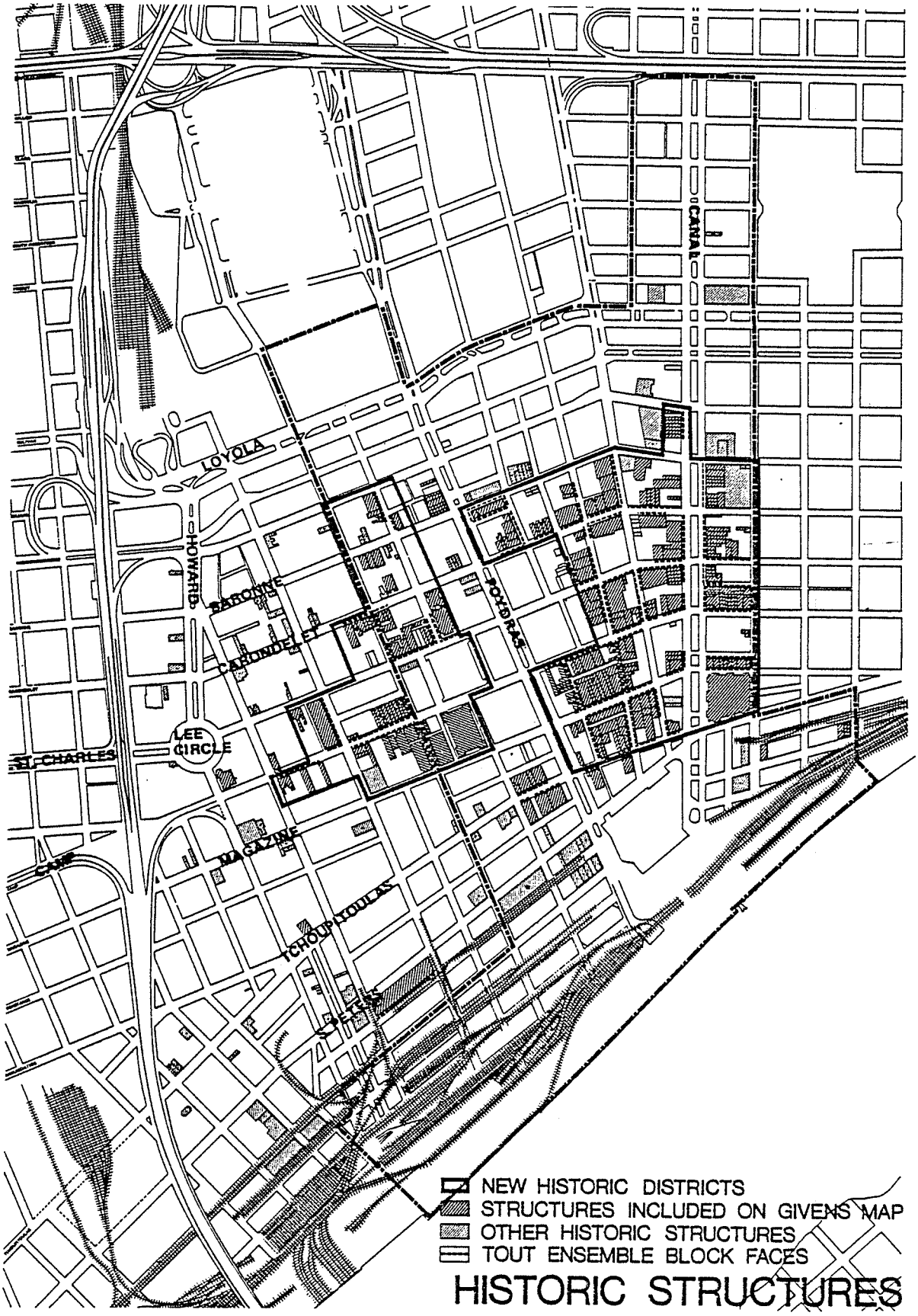
Four important reasons are advanced for preserving them in a way which can at least rehabilitate their outward appearance to its original state, if not retain their interior integrity:

(1) Architectural-Historic Significance
While preliminary surveys by Dr. Lemann and the authors of the "American Sector" have established the historic authenticity of the structures in the CBD, further detailed research is needed to finally classify the level to which each building should be assigned: national, major or local. However, sufficient evidence now exists to retain them. In addition and as distinct from historic, many buildings are excellent examples of architectural styles and should be preserved as landmarks.

They represent a vital tie to the past and, with plenty of well-located land available for new development, should be retained simply because they still exist.

(2) Functional and Economic Significance to the City
The core of the old buildings also contain many service functions that are of importance to the high-rent offices and would be sorely missed if eliminated, as many already have.

The CBD has long been characterized by its numerous, small, usually family-owned restaurants, shoe repair shops, stationery stores, small jewelers, printing shops, etc. They exist in small scale, older buildings, for they cannot afford the rents in larger, newer buildings. There are, to be sure, food services, etc. in the newer buildings but these services are of the chain variety, lacking the spice and flavor of the smaller establishments. When the small-scale, low-rent building dis-



HISTORIC STRUCTURES

appears, the small-scale business goes with it. Thus, the amenities which make life pleasant for the downtown worker or shopper cease to exist.

The economic impact of the loss of these small shops, restaurants, etc. is very significant.

Because of high rents in new construction, the "man with the new idea" cannot exist there. No matter how ultimately profitable or otherwise successful some of these ideas may be, there is no leeway for such chancy trial, error and experimentation in the high overhead economy of new construction. Old ideas can sometimes use new buildings. New ideas must use old buildings. These new idea businesses are already moving into cheap rent areas. The new, flourishing businesses along Magazine Street are examples of this phenomenon.[38]

As many planners have pointed out, the successful downtown needs a residential anchor. The CBD in New Orleans is blessed with the adjacent French Quarter and its numerous residents. More residential areas near to or within the CBD are now being planned. A downtown composed of high rises surrounded by parking lots, a downtown lacking in small bookstores, art supply stores, etc., is hardly an inviting environment for proposed new residential areas.

(3) The "Tout Ensemble"

The components of a "tout ensemble" were identified in the Vieux Carré Study[39] to include the following:
PHYSICAL COMPONENTS: Physical Structures, Vistas and Unusual Scenes; Open Spaces; Building Groups and Facade Combinations; Buildings of Architectural-Historic Significance; Past and Present Associative Sites.
FUNCTIONAL COMPONENTS: Land Use; Space Use.

On all these counts, the two highest concentrations of old buildings in the CBD qualify as historic districts that create an ambience and sense of place that is a key part of New Orleans' "genius loci. . . ."

Two nuclei of this "tout ensemble" have been identified in the proposed CBD Historic District and the proposed Lafayette Square Historic District. Here are the buildings that are most significant from the point of view of the "scene" to be retained as the special New Orleans environment for the new growth.

(4) Relieve Pressure on the Vieux Carré

As the CBD grows, hotels multiply, pressure for further commercialization on the Vieux Carré increases. The demand for "chic" addresses in remodeled old buildings will more than double in the next years.

The CBD stock of old structures represents a tremendous resource to help satisfy this growing demand. This demand will be, to a degree, in conflict with the low-rent paying services that are presently in the buildings and it will be important to resolve such conflicts.

Need for CBD Historic District and Landmark Designation

The GMP has not had resources capable of developing the level of detail necessary to determine specific building-by-building analysis of rehabilitation needs, costs, private investment feasibility, or preservation guidelines.

However, it is very evident that the historic district designation under Act 147 is the principle governmental device to establish control over the core of buildings of architectural-historic significance.

Many buildings outside the two Historic Districts also merit landmark designation under the proposed ordinance.

A METHOD OF PROCEDURE

Preservation Servitudes

A method of procedure both to provide funds for owners to economically rehabilitate their structures within guidelines established by a new Historic District Commission (on a city-wide basis, to be responsible wherever districts are established) and at the same time keep substantial numbers of current users in them follows:

(1) The CIA will offer to buy "preservation easements" or equitable servitudes.[40] This would be the equivalent of purchasing the unused development rights or "air rights" over historic structures and establishing preservation restrictions.

(2) The CIA will make available long-term, low-interest loans to owners who wish to rehabilitate their structures.

(3) Funds will be made available by the Special CBD Tax District and State and Federal programs.

(4) Conditions attached to either purchase of a "preservation easement" or loans will be the retention of the present structure and its rehabilitation in accordance with guidelines established by the Historic District Commission.

(5) The CIA should follow the same procedure outside the Historic Districts with owners of structures designated as Landmarks.

(6) The Historic District Commission could, with City Council authorization, allow tax abatement to owners who agreed to certain rent ceilings to ensure that important but low-rent paying functions would remain.

(7) The CIA could join with an owner in an application for added FAR on a development site if the owner also owned historic structures and was willing to rehabilitate them and give a preservation servitude or easement on them.

Order of Magnitude of Costs

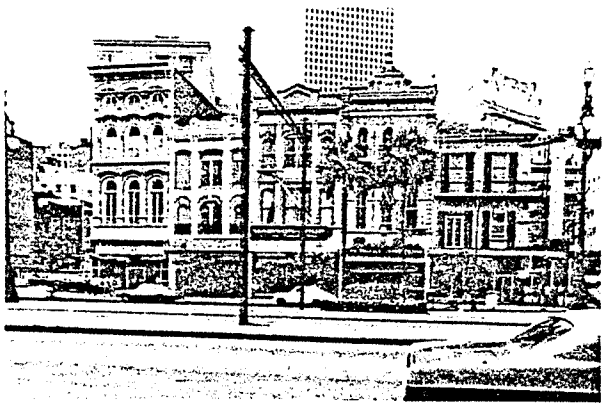
To give an order of magnitude of the costs involved the following analysis was carried out.

After an analysis of which historic structures were most capable of holding their own, which were under the least pressure of demolition and so on, it was decided to base the analysis on a demonstration area of 12 squares within the proposed CBD Historic District. The historic structures on these squares are under great pressure to be demolished, as well as being very important to both the physical and functional makeup of the historic core. The 12 squares, between Poydras and Common, are numbered 131, 132, 165, 166, 167, 168, 171, 172, 223, 227, 228, 229.

The total square footage of floor area of historic structures in this demonstration area is 1,566, 300. Taking into account that rear sheds may be removed, fourth floors abandoned, and other inefficiencies of these structures, it was assumed that the gross rentable after rehabilitation would equal about 70% or 1,096,410 square feet. At an average $20 per square foot[41] to rehabilitate, $21,928,200 would be required.

To relate this to the land values of the sites those buildings occupy, a further calculation was carried out. The historic structures now occupy 458,900 square feet of land. At FAR 6, the allowable development on these sites is 2,753,400 square feet. Subtracting the total rehabilitated space of 1,096,410 square feet from this total, there are 1,656,990 square feet of net allowable space that could be developed. The land-residual value supportable by new office development — hotel and high rise residential is about $6 per square foot of space, or $9,941,940.

In other words, an owner who availed himself of the loan or "preservation servitude" program would be selling his development rights (in aggregate worth about $10 million) and agreeing to the rehabilitation of his building. In return he would be reimbursed on condition he would fix up the building and give up the servitude.



PROPOSED HISTORIC DISTRICT BOUNDARIES

CBD Historic District Boundary

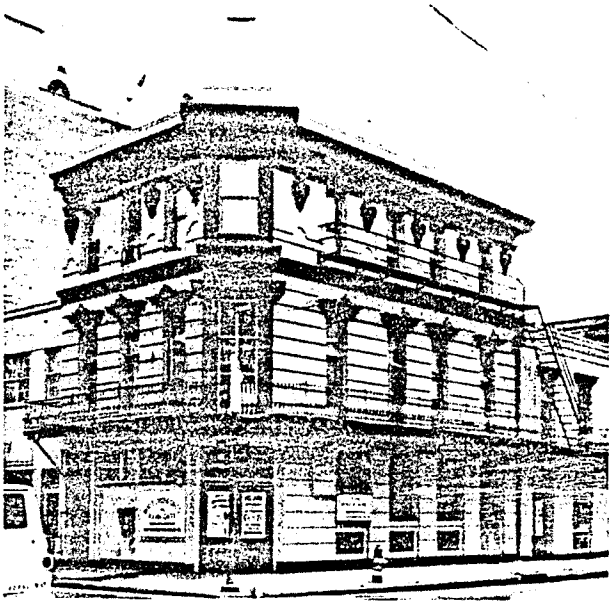
Commencing at the point of intersection of the center lines of Tchoupitoulas and Poydras Streets, the point of beginning, thence along the center line of Tchoupitoulas Street in a northeasterly direction to the intersection of Canal and N. Peters Streets where Tchoupitoulas Street then becomes N. Peters Street in a northeasterly direction to the intersection of N. Peters Street and the downriver side of Iberville Street, thence at an angle and along the downriver side of Iberville Street and in a northwesterly direction to the intersection of Iberville and Dauphine Streets. Thence at a right angle and in a westerly direction along the center line of Dauphine Street to the center line of Canal Street thence at an angle in a northerly direction along the center line of Canal Street to the center line of University Place thence at an angle and in a southwesterly direction along the center line of University Place a distance of 206 feet ± to a point which being the intersection of the center line of University Place and the rear lot lines, extended, of the lots located in Square 266 which front on Canal Street, thence at an angle and in a southeasterly direction along said rear lot lines, extended, to a point which point being the intersection of the said rear lot lines extended and the center line of Baronne Street thence at an angle and in a southwesterly direction along the center line of Baronne Street to the center line of Poydras Street thence at an angle and in a southeasterly direction along the center line of Poydras Street to the center line of Carondelet Street thence at an angle and in a northeasterly direction along the center line of Carondelet Street to the Centerline of Union Street thence at an angle and in a southeasterly direction along the centerline of Union Street to the center line of St. Charles Street thence at an angle and in a southwesterly direction to the centerline of Commercial Place (Alley) thence at an angle and in a southeasterly direction along the center line of Commercial Place (Alley) to the center line of Camp Street thence at an angle and in a southwesterly direction along the center line of Camp Street to the center line of Poydras Street thence in a southeasterly direction along the center line of Poydras Street to the center line of Tchoupitoulas Street, the point of beginning.

Lafayette Square Historic District Boundary

Commencing at the point of intersection of the center lines of Lafayette and Magazine Streets, the point of beginning, thence along the center line of Lafayette Street in a westerly direction to the center line of Camp Street thence at an angle and in a northeasterly direction along the center line of Camp Street to the center line of North Street thence at an angle and in a westerly direction along the center line of North Street to the center line of St. Charles Street thence at an angle and in a southwesterly direction along the center line of St. Charles Street a distance of 98 feet ± thence at a right angle and in a westerly direction to a point which point being the intersection of the western right of way line of St. Charles Street and in the northern side lot line of Lot A (Gallier Hall), Square 220 thence continuing along said side of lot line in a westerly direction a distance of 213'9"7"'± to the rear lot line of Lot A thence at an angle and in a southerly direction along the rear lot line of Lot A a distance of 4' to the northern side lot line of Parcel I thence at an angle and in a westerly direction along said side lot line a distance of 126'10"5"' thence continuing along said lot line projected to the center line of Carondelet Street, thence at an angle and in a southerly direction along the center line of Carondelet to the center line of Lafayette Street thence at an angle in a westerly direction and along the center line

of Lafayette Street to the center line of O'Keefe Street thence at an angle in a southerly direction along the center line of O'Keefe Street to the center line of Girod Street thence at an angle and in an easterly direction along the center line of Girod Street to the center line of Carondelet Street thence at an angle and in a southerly direction along the center line of Carondelet Street a distance of 209'± to a point which point lying on the projection of the northern side lot line of an undesignated through lot thence at an angle and along said projected side lot line in a southerly direction to the center line of St. Charles Street thence at a right angle and in a southwesterly direction along the center line of St. Charles Street a distance of 267.7'± thence at a right angle and in a southwesterly direction along the projection of the common side lot line of Lot 2 and an undesignated lot thence along said side lot in an easterly direction to where it intersects with the rear lot line of Lot 4 thence at a right angle and in a northerly direction along the rear lot line of Lot 4 and Lot 3 a distance of 40'± to the common side lot line of Lots 2 and 3 thence at a right angle and in an easterly direction along said common side lot line a distance of 173'± to the western right-of-way line of Camp Street thence continuing along the projection of said common side lot line to the center line of St. Joseph Street thence at an angle and in a westerly direction along the center line of St. Joseph Street a distance of 169'± to the projection of the western side lot line of Lot 6 which said lot fronts on St. Joseph Street thence at a right angle and along said side lot line projected to the center line of Julia Street thence at an angle and in a southerly direction along the center line of Julia Street to the center line of Magazine Street thence at an angle and in a northerly direction along the center line of Magazine Street to the center line of Lafayette Street, the point of beginning.

These Historic District Boundaries may be revised as a consequence of detailed survey by the Commission.



HISTORIC BUILDING NEAR LAFAYETTE SQUARE

The Urban Design Concept

WHAT IT IS

The Urban Design Concept is a three-dimensional expression of the proposed spatial distribution of activities and uses, their functional linkage and urban form relationships (bulk, height, intensity, shape, etc.), combined with a compatible service infrastructure, amenity and movement system package. The urban design process from which the Concept was evolved is described in Part 3. It is a systematic, rational, explainable, and replicable series of steps. It is neither arbitrary nor capricious and thus can serve as a solid base for governmental action.

The product is expressed verbally as urban design principles that translate the GMP's goals and objectives into a design program (space, allocation procedures, etc.). Alternate concept layouts were then tested against market and implementation feasibility, and citizen review and response. The Illustrative Site Plan and accompanying diagrams illustrate the application of the urban design principles as refined and modified by the above review. It enables visual comprehension and environmental evaluation of the overall Concept.

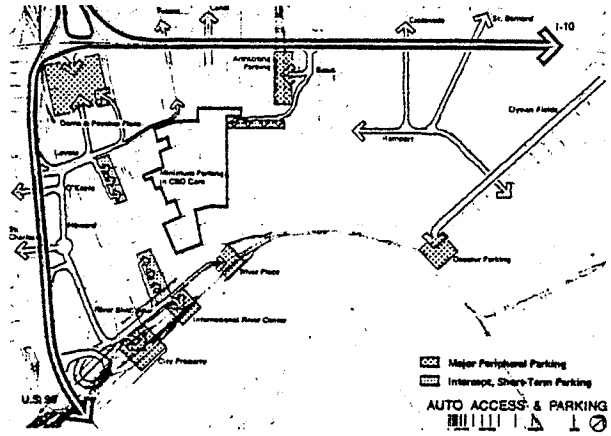
The Urban Design Concept has three levels of detail: general or area-wide; design controls and guidelines that will serve as a checklist in reviewing the compatibility of any new building or remodelling proposals with the general principles of the Concept; and site-specific urban design recommendations.

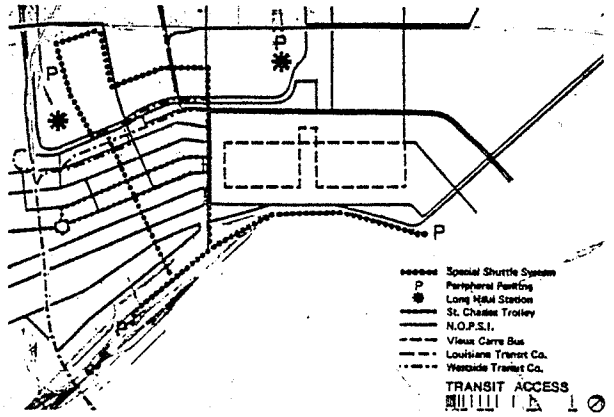
THE THREE-DIMENSIONAL GENERAL URBAN DESIGN CONCEPT

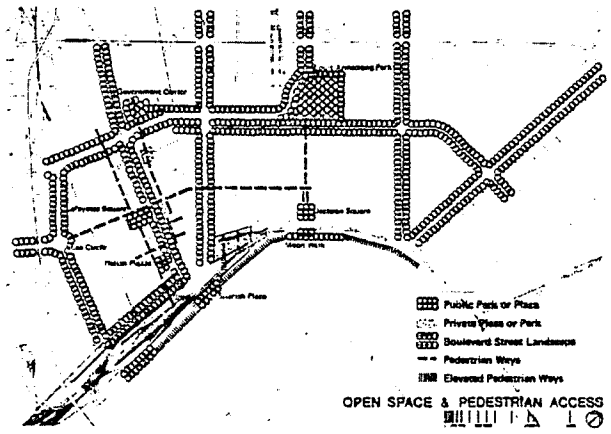
That part of the present urban form that consists of the Givens, Probability I, and those elements of Probability II that are consistent with the urban design principles are the base upon which the General Concept is built. The Concept then adds the rest of Probability III, distributing the space in prototype structures in accordance with the principles.

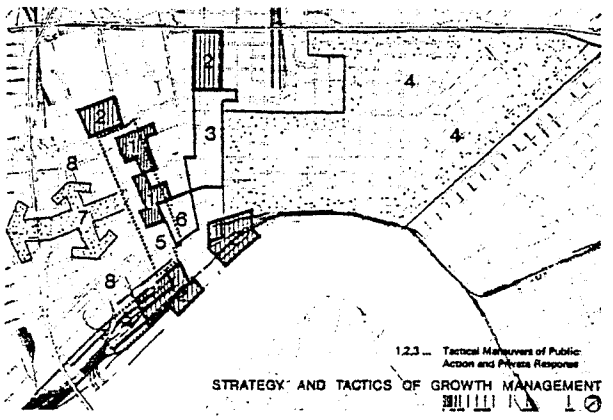
The structures and shadows are shown only for new construction and major Givens to simplify the diagram. The three-dimensional Urban Design Concept becomes an effective Growth Management tool, its "imageability" enabling feedback by citizen examination and involvement, stimulating enthusiasm and consensus, providing a clear and precise language of management intent, and serving as a measuring stick for future proposals for development.

The three-dimensional General Urban Design Concept is a necessary part of the Plan, but is by no means sufficient. Its generality must be filled in with detail if it is to become an effective tool for Growth Management with a cutting edge that influences development decisions. What is needed further is (1) a set of Design Guidelines and Controls with rules for their administrative application, and (2) Site-Specific Design Recommendations.









DESIGN CONTROLS AND GUIDELINES

The CBD Zoning Study which is now underway will put together a package of amenities which, when provided by a developer, can be the basis for added floor area, coverage, or other modification in the zoning requirements. These are called "bonus provisions" and are part of overall zoning control. They allow a significant amount of design control when administreed well on a site-by-site basis. The new CBD Zoning will also provide for planned unit development, or PUD, where large sites are assembled for multi-purpose projects.

Bonus Provisions and Design Controls

As a broad generalization bonus provision may be given in nearly all areas of zoning control:

Use:
A bonus may allow more office or other use if such facilities as retail, etc., are provided.

Intensity:
A bonus in terms of higher FAR may be given for a trade-off public benefit.

Height and Bulk:
A bonus may be given by relaxing height and bulk if they are more restrictive than "Use" or "Intensity" above.

Service to Property:
A bonus may be given in either relaxing or allowing more parking or loading requirements if public access objectives are met.

Setback:
A bonus on setback rules may be given in areas adjacent to public lands, etc., again if public objectives are met.

In addition, certain bonus provisions fall outside zoning, such as reversionary rights to closed streets, air rights over public property, etc. subject to local legal conditions.

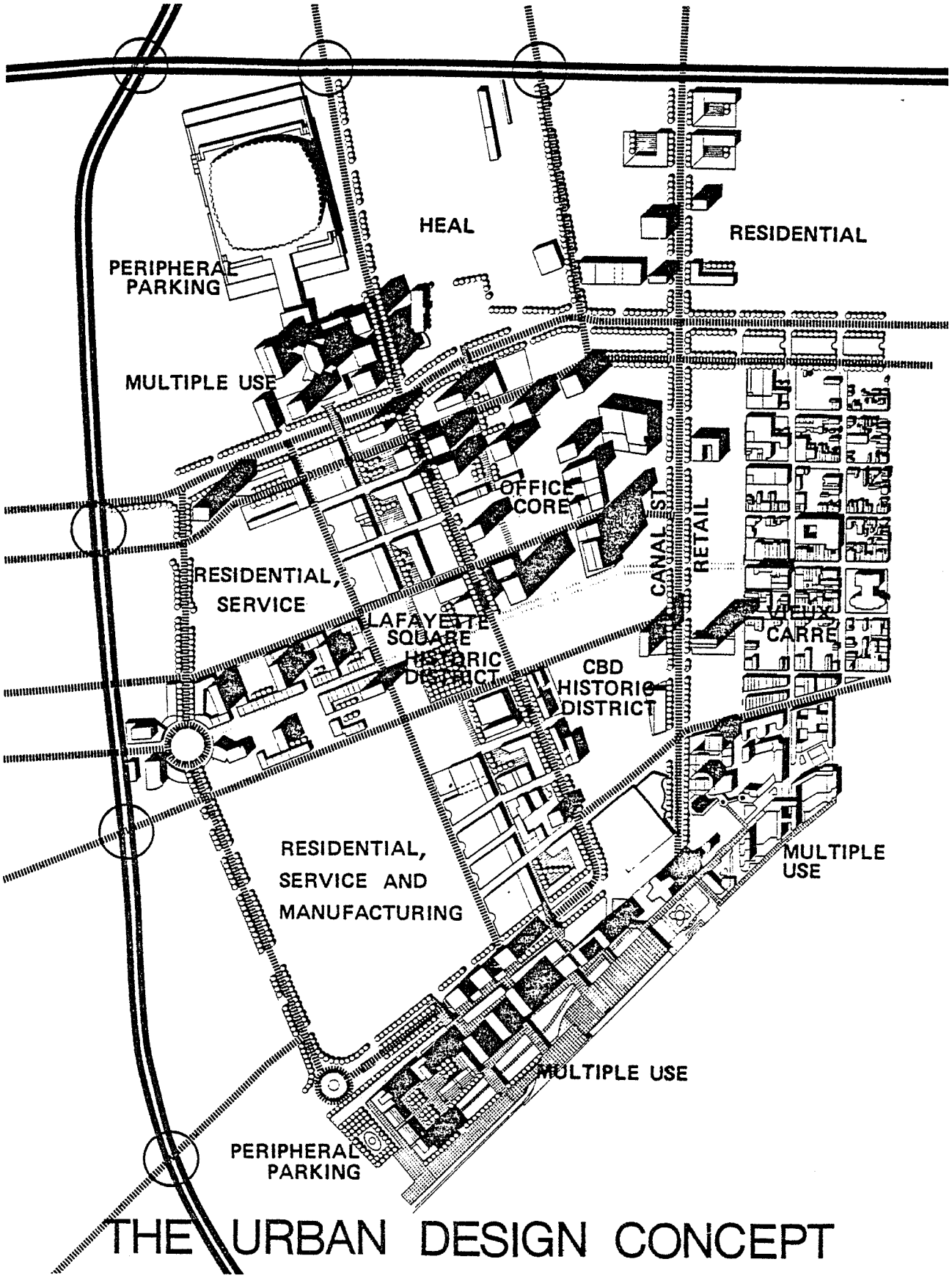
The list of public benefits which may be considered in granting these bonus provisions is as follows:

(1) **Use of the Ground Floor** for "active" retail shopping, theaters, or restaurants (especially appropriate in the areas of the CBD where such uses do not yet exist, or have been eliminated over time).

(2) **Use of the Ground Floor** for public service activities such as education, information service, or tourist services (especially appropriate in hotel or special purpose buildings).

(3) **Use of Upper Floors** for terrace facilities, public plaza, walkways and connections to other properties (most appropriate on the Riverfront).

(4) **Use of Unbuilt Space** for plaza, arcade or public walkway areas.



THE URBAN DESIGN CONCEPT

(5) **Use of Building** for uneconomic public service activities, such as small service uses and possible residential serving areas.

(6) **Pedestrian Services** at lower levels, including:
Landscaped walkways on private property,
Landscaped plazas,
Arcades,
Second-level walks,
Below grade walks,
Through block connections for pedestrians

(7) **Automobile Services** at lower levels, including:
Parking below grade;
Parking entrance not conflicting with pedestrian,
Loading on special streets,
Screened auto service centers.

(8) **Transit Services** at lower levels, including:
Shelter arcades at transit stops,
Connections into buildings,
Connections to parking,
Connections to pedestrian walkways.

(9) **Visual Height and Bulk** conformance near public amenity such as lower buildings along the waterfront with taller buildings behind them.

(10) **Visual Easements** to special vistas such as the Superdome, Riverfront and Trade Mart

(11) **Visual Frame** for historic structures.

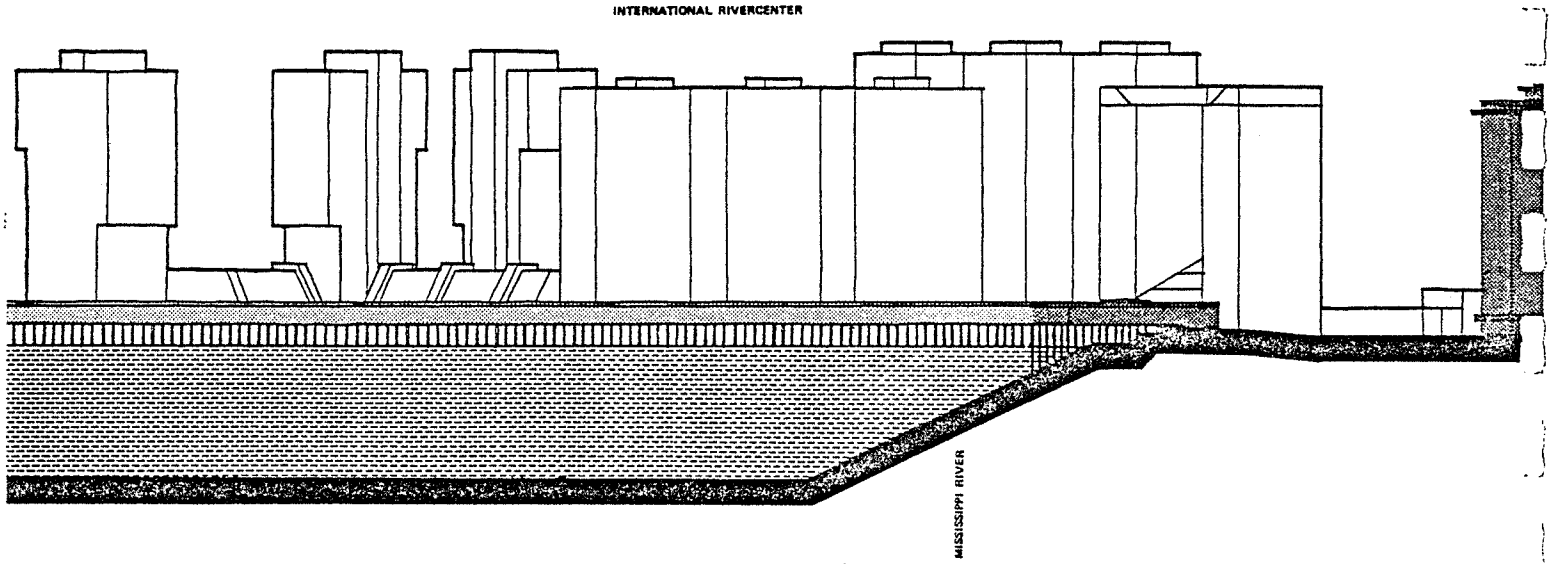
(12) **Build-to-Street Line** adherence for "tout ensemble" requirements.

(13) **Build to Uniform Cornice Line** where specially important (most important in existing CBD Core).

(14) **Build-to-Setback Line**

(15) **Facade Easements** subject to retaining historic fronts with interior changes.

(16) **Off-Street Parking** provisions at peripheral locations (most appropriate at the Riverfront Area).



SECTION ALONG CANAL STREET (LOOKING UPRIVER)

Buildings with the tonal pattern are present in 1974. The dark tone indicates buildings fronting on Canal Street, and illustrates the scale of the existing Cornice Line especially between Tchoupitoulas and Elks Place. The buildings outlined without tone are projected for the Year 2000.

(17) Off-Street Parking on site of development (or prohibition of same).

(18) Public Improvement Fund for sidewalk, street furniture, etc., adjacent to private construction.

(19) Restricted-Street-Access on congested streets where curb cuts would increase congestion.

(20) General Art Work as part of development program — Bonus provisions may be given to developers who include art work on site.

(21) Historic Structure Preservation and Improvement on portions of the sites.

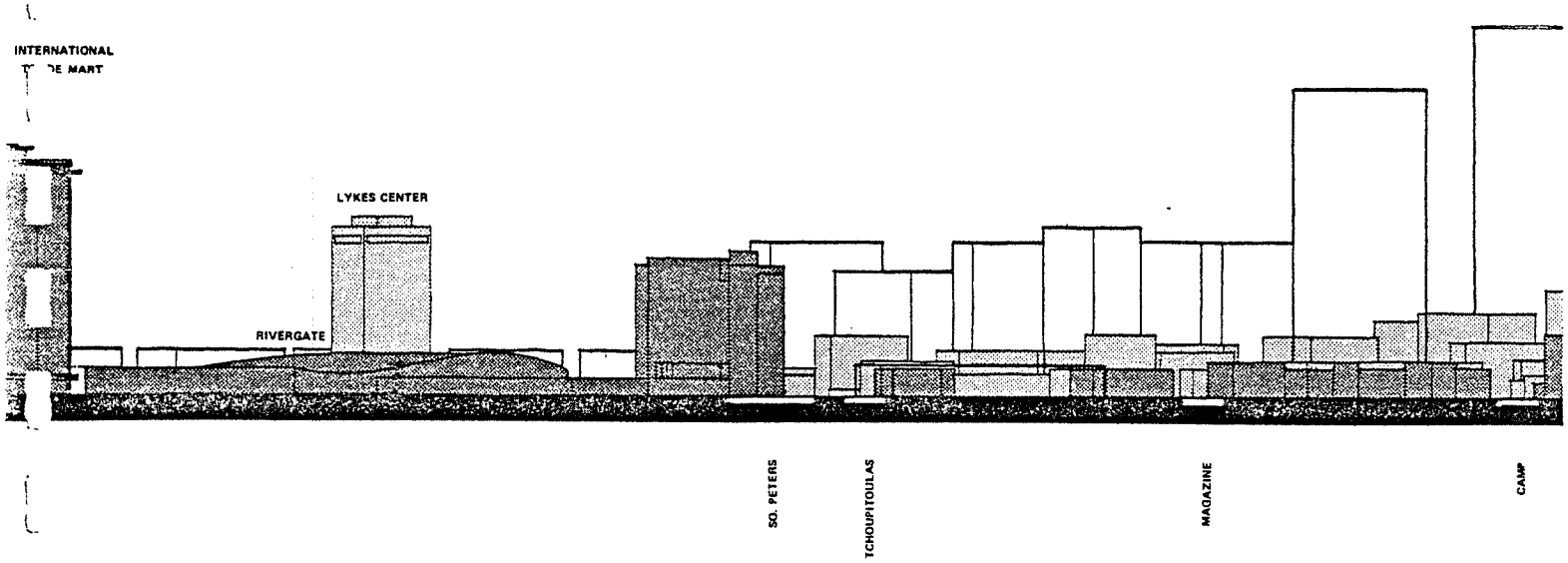
Most bonus provisions allow a developer more FAR for providing some of the previous list of benefits. However, other areas of bonus may include any of the categories.

As a general rule bonus FAR should not exceed the BASE FAR by too great a percentage, subject to local precedent and legal interpretation. The legal argument is that although an overall zoning envelope limit is established on the basis of public health, safety and welfare, it is permissible to allow individual buildings to exceed the specific site limits when clear public benefits are shown. This is because the aggregate overall limit is rarely reached due to many property owners not developing to their limit, and many owners continue their present structures and uses because their level of development is too close to the zoning limit to warrant demolition for site assembly, or for other individual reasons. However, if the bonus were to rise too much, courts might well rule that the bonus was a trick and the aggregate effect of it would be to undermine the validity of the overall zoning.

The BASE FAR is defined as that Floor Area Ratio on private land computed by dividing total gross square feet by total site area, without any bonus provisions.

However, the site area upon which the FAR is computed may be modified in some ways, and thus the BASE change by:

(1) Street closings with either reversionary rights, dedication or purchase by a property owner = 100 percent new site area.



(2) Air rights over public property may be purchased to add substantial new site area.

(3) Air rights over adjacent private property may be purchased to add a percentage of new site area. While there may be legal barriers to the latter two because of Louisiana's Code, zoning courts would take into consideration the fact of adjacent open space if it were guaranteed.

Other Controls

Other controls are exerted through both normal building code procedures and traffic, fire and other ordinances. The Community Improvement Agency will prepare and adopt the CBDCIPlan, and, where authorized by City Council, administer additional controls that may be more specific than appropriate to zoning. For example the Plan may require new construction to have color or textural compatibility with historic buildings.

Design Guidelines

The new Landmarks Commission should adopt Design Guidelines, after appropriate study. The Historic Preservation Plan for Savannah, Georgia, lists sixteen excellent examples that are paraphrased here as follows:

"**(1) Height:** a mandatory criterion that new buildings be constructed to a height within ten percent of the average height of existing adjacent buildings.

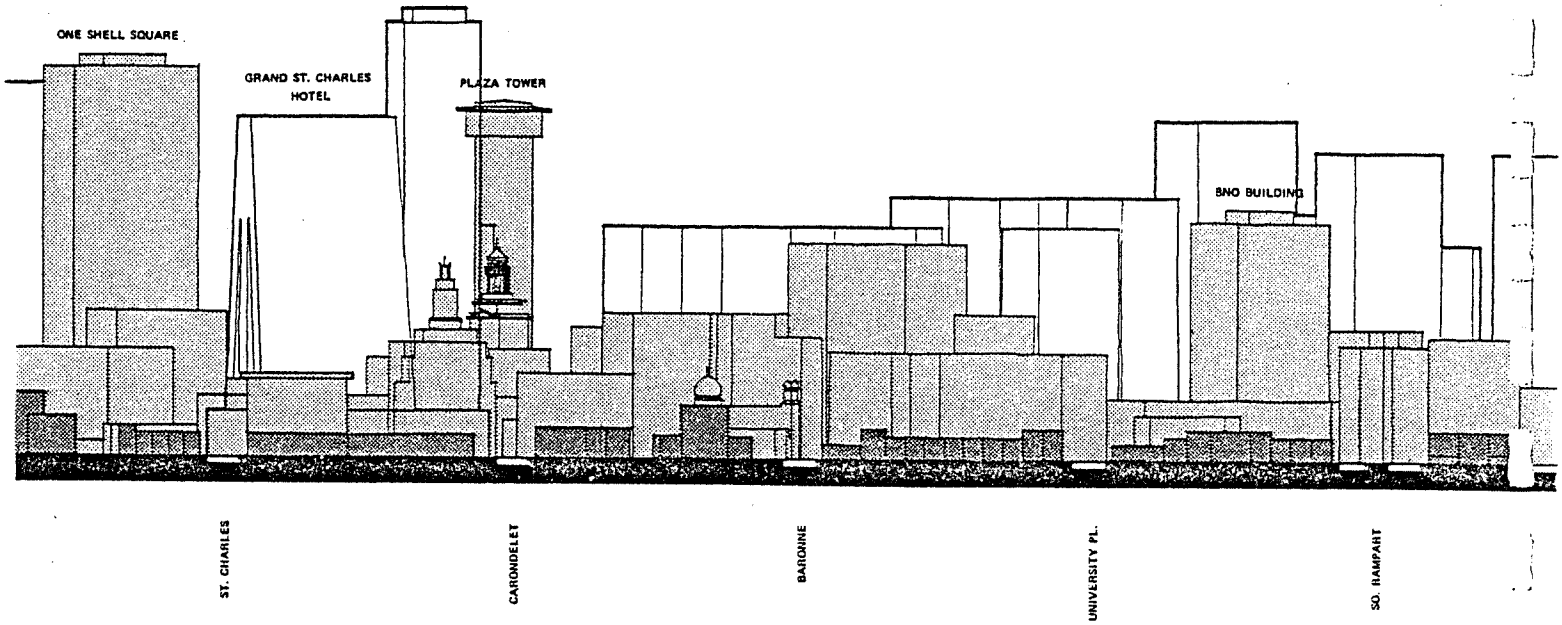
(2) Proportion of buildings' front facades: the relationship between the width and height of the front elevation of the building (should conform to the adjacent buildings).

(3) Proportion of openings within the facade: the relationship of width to height of windows and doors (should conform to those of adjacent buildings).

(4) Rhythm of solids to voids in front facade: . . . the alternation of strong and weak elements . . .(should conform to those of adjacent buildings).

(5) Rhythm of spacing of buildings on streets: . . . (The) rhythm of recurrent building masses to spaces between them (of adjacent buildings should be observed).

(6) Rhythm of entrance and/or porch projections: the relationships of entrances to sidewalks (of adjacent buildings should be observed).



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Buildings with the tonal pattern are present in 1974. The dark tone indicates buildings fronting on Canal Street, and illustrates the scale of the existing Cornice Line especially between Tchoupitoulas and Elks Place. The buildings outlined without tone are projected for the Year 2000.

(7) Relationship of materials: within an area the predominant material . . . (should be observed).

(8) Relationship of textures: (within an area) the predominant texture, smooth or rough, should be observed.

(9) Relationship of color: The predominant color may be that of a natural material or a painted one, or a patina colored by time (and should be observed).

(10) Relationship of architectural details: Details may include cornices, lintels, arches, groins, balustrades, wrought iron work, chimneys, etc. (and new work should be compatible but without cheap imitation).

(11) Relationship of roof shapes: (the roof shape of the majority of the buildings should be observed).

(12) Walls of continuity: Physical ingredients such as brick walls, wrought iron fences, evergreen landscape masses, building facades, or combinations of these (should) form continuous, cohesive walls of enclosure along the street.

(13) Relationship of landscaping: The . . . particular quality of landscaping (indigenous to New Orleans should be observed).

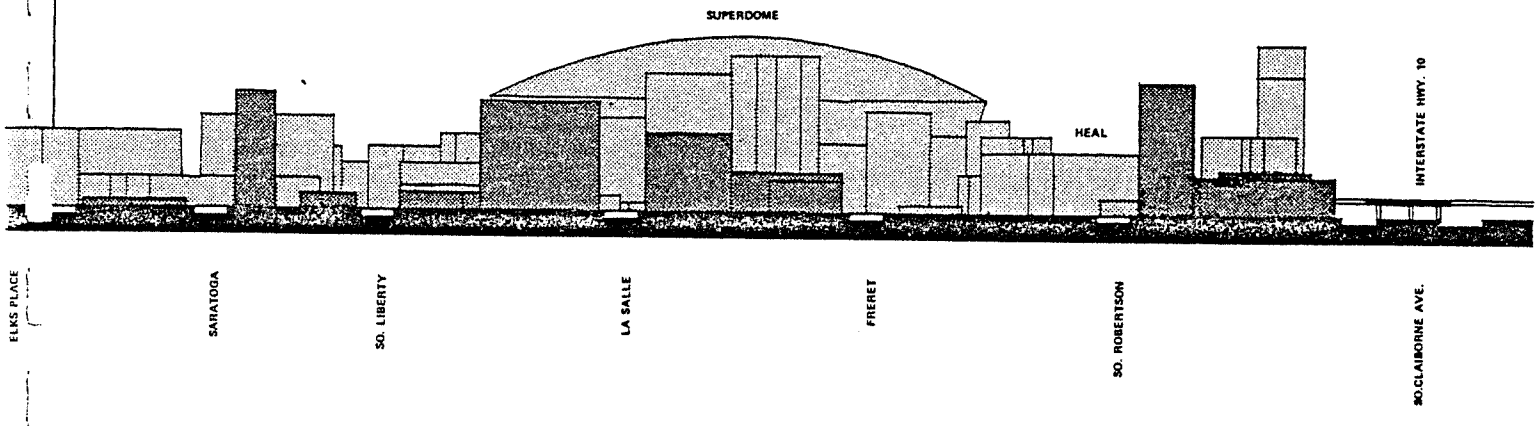
(15) Scale: Scale is created by the size of units of construction and architectural detail which relate to the size of man. Scale is also determined by building mass and how it relates to open space. The predominant (elements of historic buildings should be observed in the scale of new buildings).

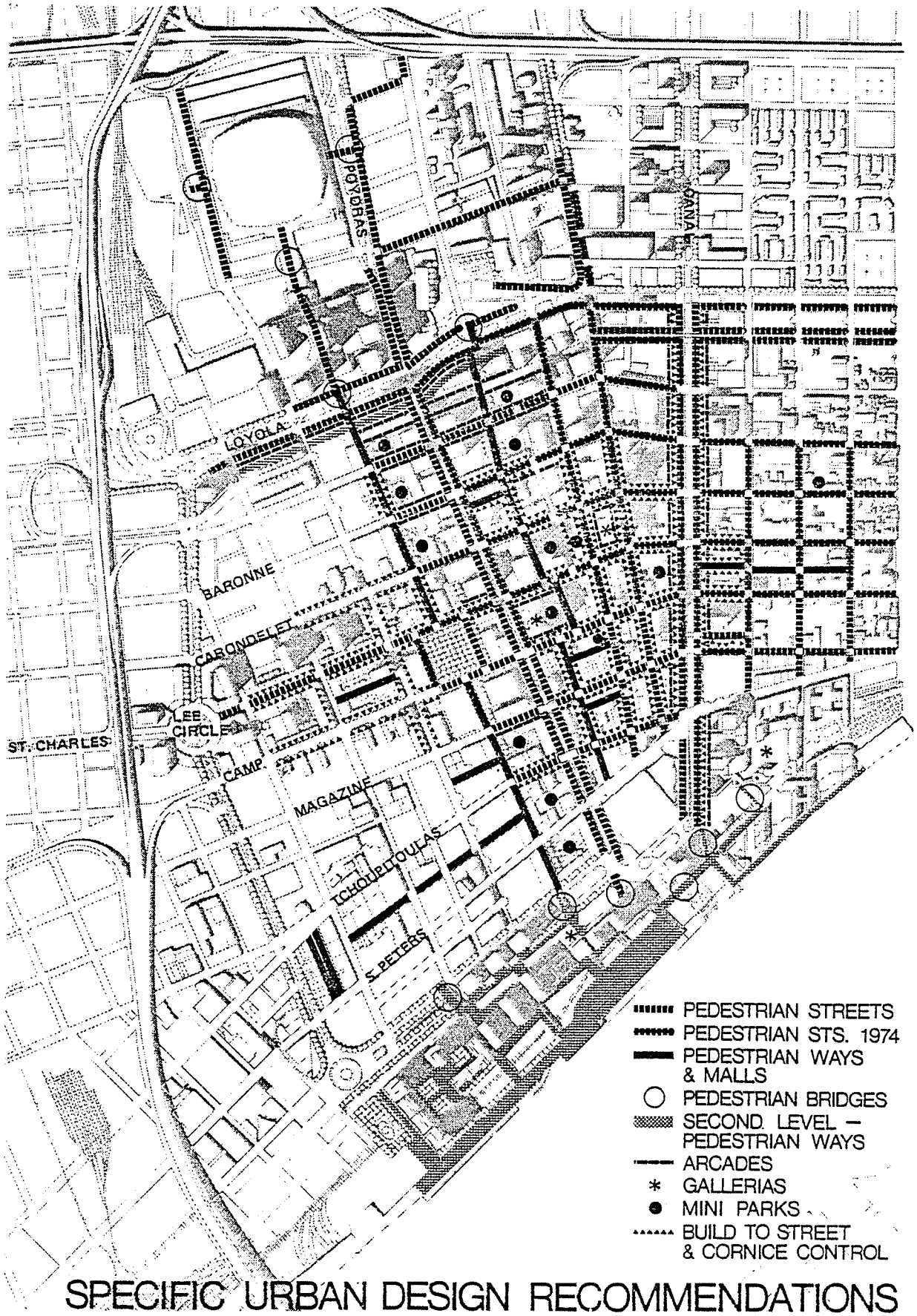
(16) Directional expression of front elevation: Structural shape, placement of openings, and architectural details may give a predominantly vertical, horizontal, or a non-directional character to the building's front facade (and the predominant pattern should be observed)."

SITE-SPECIFIC URBAN DESIGN RECOMMENDATIONS

The urban design component of the architecture of buildings is that part which pays attention to its neighbors, and to needs of the general public as well as its own needs.

Site specific urban design recommendations are based on this principle to facilitate ease and pleasure of the pedestrian experience — ease of movement, and pleasure in amenities and protection from the elements. To establish locations for the recommendations, present patterns were examined (see also under





SPECIFIC URBAN DESIGN RECOMMENDATIONS

Movement Element) and future patterns projected from proposed land use.

Building facades were analyzed as part of the survey of existing buildings.

Street Classification

A survey and evaluation of streets was undertaken as part of the GMP Phase I Task G: Environmental Analysis. Streets were classified for use in later GMP phases as a basis for recommendations for street lighting and furniture; street landscaping, land use recommendations and controls; building bulk, form and location; and other elements of the pedestrian environment.

Streets were classified by client, function, character and current pedestrian use. The following maps illustrate the categories of streets within the Central Area.

1. Classification by Client

Clients in buildings adjacent to streets have varying demands for street treatment. For example, a residential street required landscaping, pedestrian safety, and minimal automobile conflict; retail streets have special requirements for landscaping and traffic control. Each category has special requirements with respect to street lighting. Four categories were selected:

- Shopping streets,
- Office lobby streets,
- Entertainment streets and hotels,
- Residential streets.

2. Classification by Function

The second category is the demands placed on the street itself:

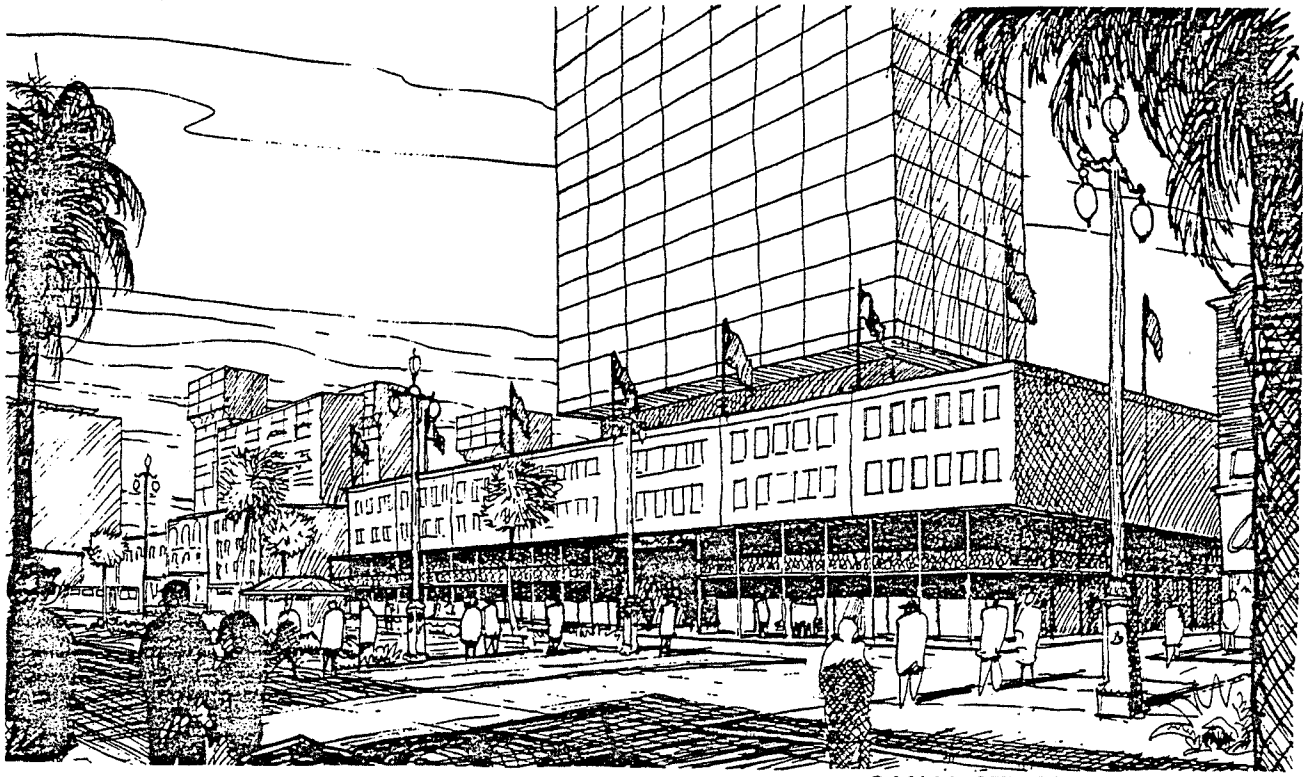
- Traffic streets and
- Transit streets.

Other functional considerations include pedestrian streets, a combination of the four streets in number one above, and service streets, such as Iberville and Common, which provide access to parking garages and are locations for loading, etc.

3. Classification by Character

Character of streets is an additional important classification to meet special urban design needs in the Central Area. Four features were appraised:

- "Tout ensemble" streets: this includes all streets which have attractive historically or architecturally significant buildings along the street for one-half block or more. This forms character "structure".
- District edge and seam streets: district edge streets, such as Rampart Street or Esplanade Avenue, are



CANAL STREET DEVELOPMENT

This sketch of a possible development on Canal Street shows the use of the Arcade, attention paid to the predominant Cornice Line of Canal Street and inclusion of a Galleria.

primarily orientation features in the Central Area. In addition, seam streets, which form connections between districts, and major intersections are significant for orientation purposes.
- Streets with views and landmarks: views and landmarks are of importance for orientation as well as reinforcement of Central Area character.
- Special streets, districts and centers: these are areas that demand special treatment to be distinguished from the overall form of the Central Area.

Each street in the Central Area is important. Some are more significant than others, and some have basic conflicts of client, function or character. The maps which have been prepared for this task allow any street in the Central Area to be classified. For example, Canal Street is:
- A seam street of major importance connecting the historic and tourist areas of the Vieux Carré to the Office Core and primary Central Area activities.
- A symbolic street, perhaps the most well known and important street in New Orleans.
- The major shopping street in the region.
- A "tout ensemble" street along major portions of its length.
- A traffic carrying street.
- A transit street which is the destination of many uptown and CBD bus routes.

VOLUME OF PEDESTRIAN FLOW
A.M. WORK TRIP (sample, 288 persons)

The "Tout Ensemble"

Streets whose historic buildings establish a scale and character along one or both sides for half or more of a square were classed as "tout ensemble" streets. This means that any new development in those blocks should observe similar cornice elevations at street line, and generally be built up to the street line. Recommendations are as follows:

Pedestrian Streets: Present and Future
A Pedestrian Street would not be altered in its basic traffic configuration. However it should receive special landscaping and street furniture with attention to: street trees; bus shelters; compatible street furniture; seats; pedestrian bias in traffic signals; special priority lighting; screening of open-lot parking; sign coordination and control. To the present major pedestrian streets have been added those that future land use allocations will generate.

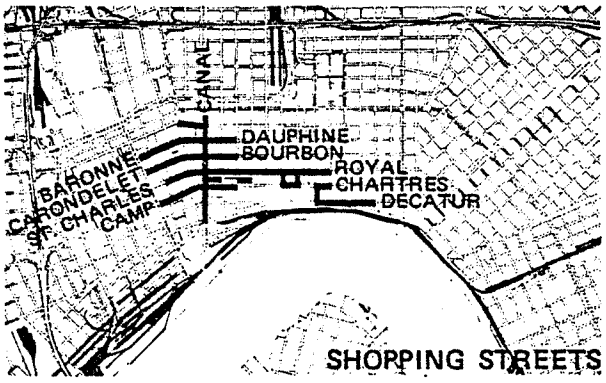
Street Arcades
Where Pedestrian Streets have substantial sites for new development they should be arcaded to shelter pedestrians from the elements. The locations on the Specific Urban Design Recommendations Map show where the two criteria are met and arcades should be considered. A special exception is Canal Street which could be extensively arcaded.

Pedestrian Bridges
At key locations where present or future Pedestrian Streets and new development coincide, it is desirable to build Pedestrian Bridges to overpass traffic, or rail lines.

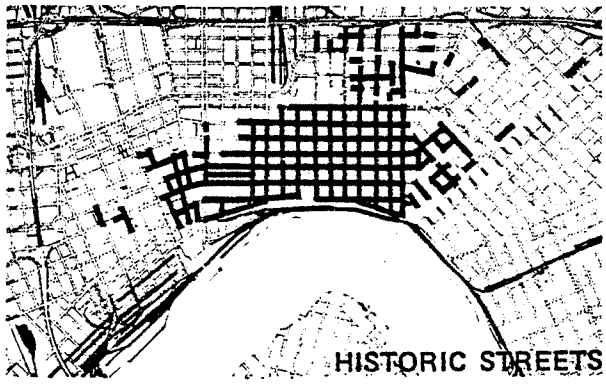
Second-Level Pedestrian Walkways
Where Pedestrian Bridges touch new private development along the Riverfront and the proposed hotel-row between Loyola and O'Keefe Streets, Second-Level Pedestrian Walkways can connect in a continuous system across private property and bridging intervening streets.

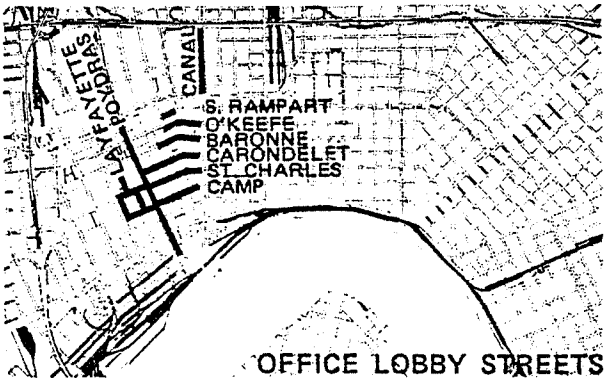
VOLUME OF PEDESTRIAN FLOW
LUNCH HOUR (sample, 555 persons)

Galleries and Mini-Parks
Galleries, or enclosed arcades that enable pedestrian access across private development, and mini-parks like Paley Park in New York City are indicated on new development sites in the intense Office Core and adjacent to the Poydras/ Riverfront Corridor.

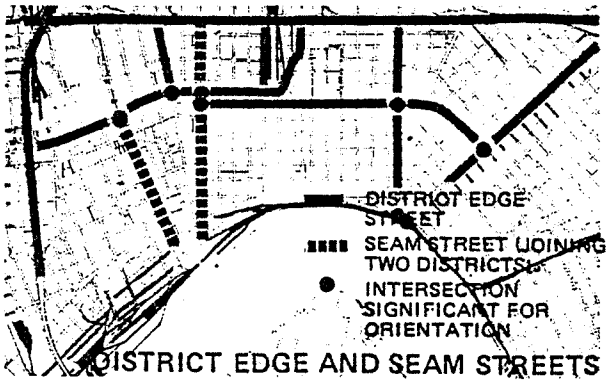


SHOPPING STREETS

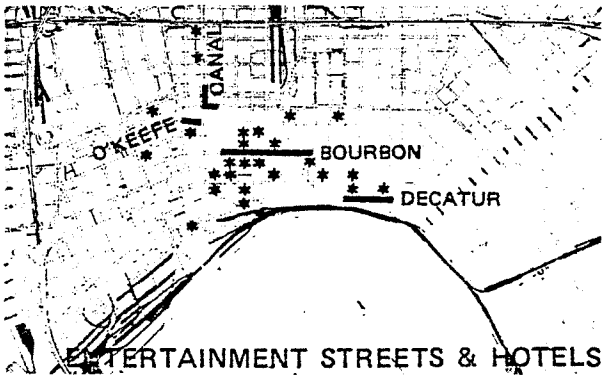

HISTORIC STREETS



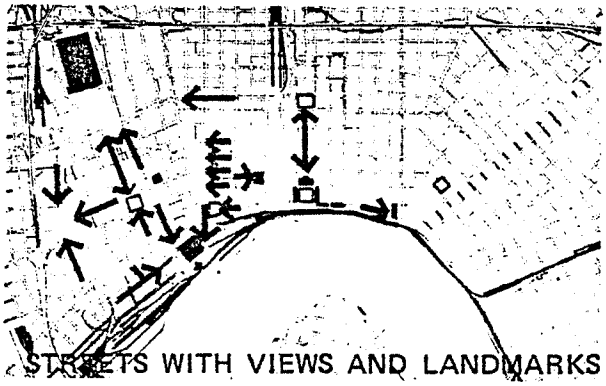
OFFICE LOBBY STREETS

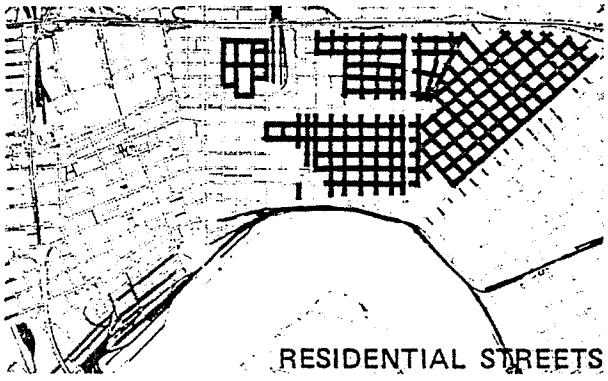


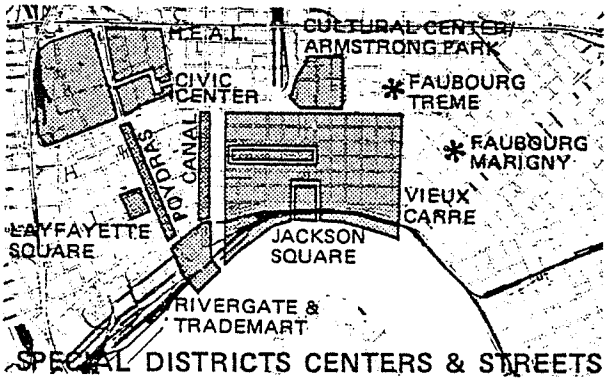
DISTRICT EDGE AND SEAM STREETS



ENTERTAINMENT STREETS & HOTELS


STREETS WITH VIEWS AND LANDMARKS


RESIDENTIAL STREETS



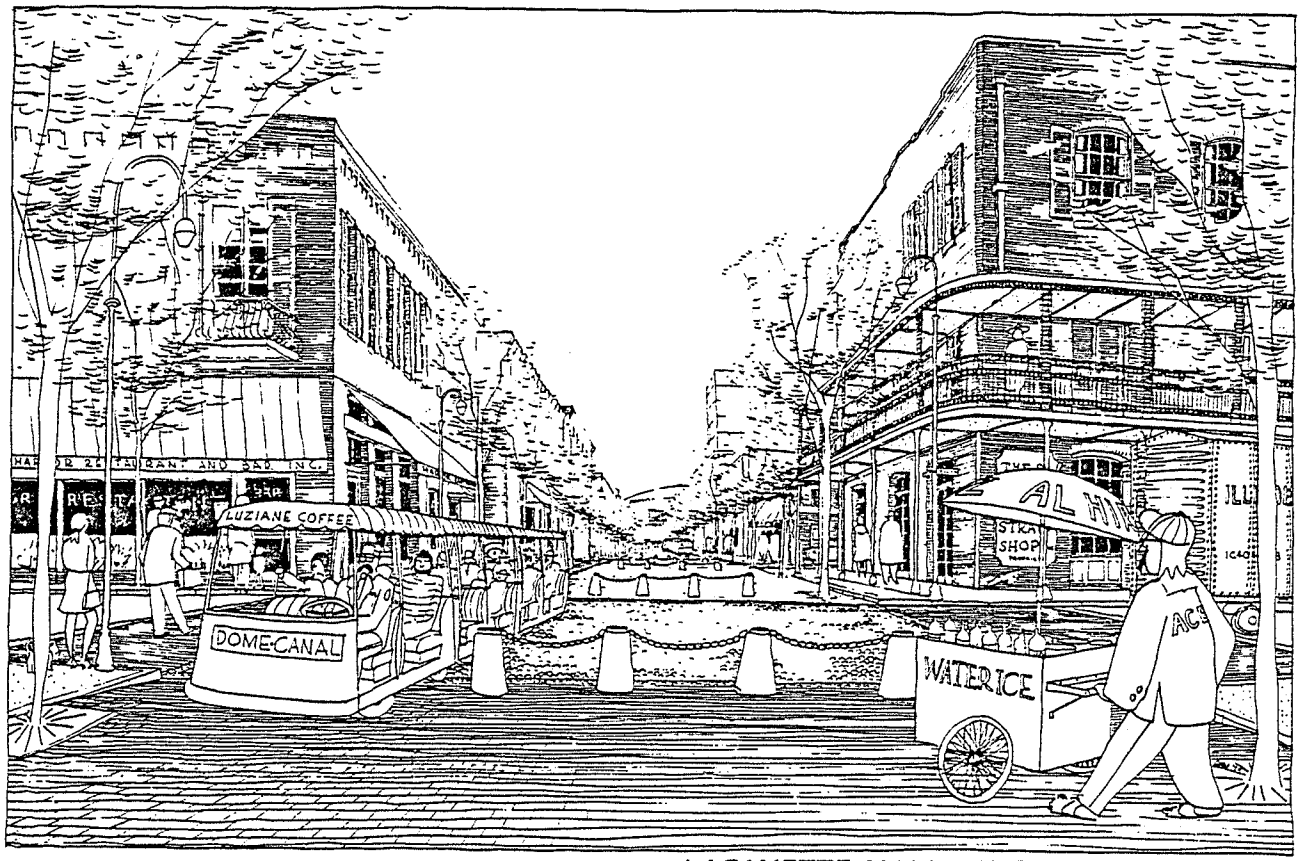
SPECIAL DISTRICTS CENTERS & STREETS

STREET CLASSIFICATIONS

Cornice Observance and Build-to-Street Line
Where the "tout ensemble" blocks occur, new development should be built to the street line to reinforce the old facades and old cornice lines (top of building at street) should be generally observed.

Pedestrian Malls and Ways
Pedestrian Malls have been discussed separately and are included here as part of the coordinated pedestrian network. In addition, opportunities exist for small alley closures and public access at certain times of the day across private property to enhance the pedestrian experience. These are classed as Pedestrian Ways.

LAFAYETTE STREET AT FULTON, 1974



LAFAYETTE MALL AT FULTON, YEAR 2000

The Future By Design

The Design Process — An Urban Design Rationale

The urban design process now comes into play with all the necessary ingredients at hand: Long Range Givens as the basic matrix into which new growth should be fitted; Probability I and the desirable parts of Probability II projects as predictable new growth; and an amount of additional new growth established by market forecast to be distributed so that the problems are minimized, the goals are achieved,urban amenity is enhanced, and the urban scene is one of distinction.

The design process establishes basic space distribution, amenity, land use, movement, and urban form principles, and allocates growth in accordance with them.

These principles become the urban design rationale supporting the case for rezoning and other public controls and policies necessary to implementation of the Plan.

Urban Design Principles

The basic urban design framework is the basis for private and public development programs for the CBD Core and Frame, and is translated into an Illustrative Site Plan to show how they serve to distribute new growth. It is guided by the following principles:

GENERAL PRINCIPLES

(1) Capacity of the CBD for Growth

The CBD can accommodate the growth anticipated by the year 2000, assuming anticipated improvements in the movement system and a high level of amenity.

(2) Location of Intense Development

High intensity new development should be located near present concentrations of high intensity development insofar as traffic capacity is not exceeded. The Poydras/Riverfront Corridor is the principal location for such development.

(3) Multi-Use Character of Development

Development of projects with office, hotel, residential and ancillary retail uses such as Pan Am should be encouraged.

(4) Hotel Development

New hotels and motels should be distributed widely throughout the Poydras/Riverfront Corridor and on Upper Canal Street to spread the generation of pedestrian and vehicular traffic where it can be accommodated most easily.

(5) Infill Development

Infill development in other areas should be less intense and should relate to the scale and character of surrounding buildings; on "tout ensemble" streets, cornice height, fenestration, materials, etc. should be consistent with the historic buildings.

(6) Pedestrian Amenities

All new development should contain provisions for high quality pedestrian amenities: arcades, small landscaped urban parks, street landscaping, etc.

(7) Continuity of Activity

Activities along existing streets should be maintained when new development occurs; shopping streets, for example, should not be interrupted by plazas or large building lobbies. Mandatory ground floor street requirements should be established for the primary pedestrian network.

(8) Internal Movement System

A pedestrian and mini-bus movement system should be developed to provide quick and easy connections between the Superdome, Poydras/Riverfront Corridor, Office Core, Retail Center, and Vieux Carre'. This movement system should parallel the pedestrian system.

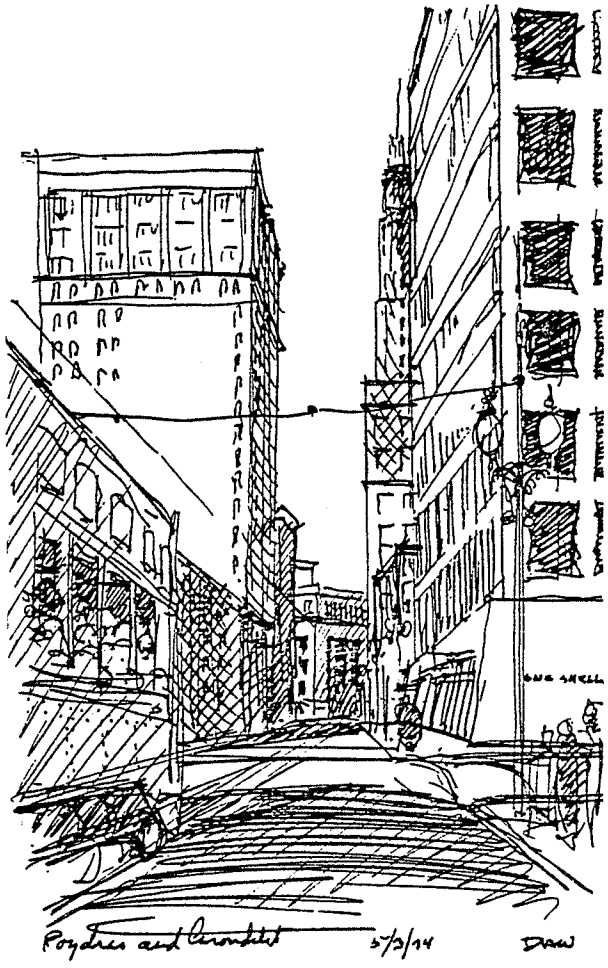
(9) Intercept and Peripheral Parking

Major parking facilities should be provided on the uptown side of Lafayette Street to intercept short-term parkers headed for the Poydras/Riverfront Corridor and the Office Core. Peripheral long-term parking should be developed with mini-bus connections to the above.

DESIGN PRINCIPLES FOR SELECTED SUB-AREAS

Area 1a: The Office Core

The existing Core has many infill opportunities for new commercial development. These possible future projects should be significant additions to serve pedestrian needs and maintain and contribute to higher environmental quality. The following principles should guide new development:



Street Continuity, Character and Function
Existing street character and function should be maintained and improved. On streets leading uptown, ground floor uses should be active (retail, entertainment, service, etc.). Building lines should be consistent with existing development.

Building Character
Renovation should be strongly encouraged, and where new construction occurs, architectural design should consider the factors that establish the street's character: cornice height, fenestration, entry form and placement, materials, etc.

Pedestrian Amenity and Movement
On all streets leading uptown from Canal Street, pedestrian movements should be required for all new development; in areas where existing development is to remain the public should be responsible for improvements including both landscaping and lighting.

Area 1b: Canal Street

The following design principles should guide improvement and development of Canal Street.

Preservation of Retail Function
Canal Street is the Retail Core of the Region; a key goal of the City is to maintain and strengthen Canal Street's retail function. One aspect of this program would be ground floor retail space opening directly to the sidewalk for all new development.

Maintain and Enhance Street Character
Canal Street's unique character is determined by the wide street lined by relatively low buildings, many of which are of historic significance.

Improve Canal Street — Vieux Carré Connection
Rue d' Iberville should be cleaned up to take advantage of its prime location as the Vieux Carré edge. Although its service function must be maintained, signs can be removed, buildings renovated, loading restricted to off-hours, etc.

Area 1c: CBD Historic Core

The design principles to be followed here are:

Historic Facade Character
Historic character of present facades should be reconstructed where necessary and preserved where still in sound condition.

Infill Development
Where historic buildings have been demolished, new construction should pay attention (but not artificially recreate) the scale, color, material, and cornice lines of the "tout ensemble".

Area 2a: Poydras/Riverfront Corridor

The projects now planned or underway along the Mississippi Riverfront can return New Orleans historic relation to the water. Environmental quality of future development is of fundamental concern. The following criteria should be considered:

Public Pedestrian Connections to the River
Existing streets, where possible, should extend to the river edge even though platforms will be required to span the Municipal Railroad tracks. Iberville, Bienville, Conti, Lafayette, Girod and Julia are important streets and should be developed as pedestrian connectors to the waterfront.

Riverfront Activity
International River Center, Spanish Plaza, Canal Place, Artillary Park, Moon Walk and the French Market Complex provide an opportunity for a continuous pedestrian promenade along the River. Where new development occurs, activities should be connected to this corridor.

Impact on Adjacent Areas
The intensity of development and design of waterfront projects must respond to the scale and character of adjacent areas. Canal Place must sensitively relate to the Vieux Carré; International River Center should respond to the renovation opportunities in the adjacent warehouse area. Speculative demolition near these two projects should be strictly controlled.

Area 2b: Mid-Poydras Corridor

The emerging form of Poydras Street is in direct contrast to the form of the majority of the Central Area. The scale and spatial order of this high intensity growth corridor suggests a miracle mile potential. Certainly Poydras Street should develop a strong visual image, but it should not intrude upon the scale and character of the old. The following are general design principles for the Mid-Poydras Corridor.

Continuity

Large new buildings along Poydras Street should be consistent within a network of elements (public and private) extending the entire length of the street. This would include: lighting, coordinated street furniture, formal street landscaping, common building lines, etc.

Contrast of New and Existing Buildings

The high intensity development along Poydras Street would be balanced by preserving small clusters of older, smaller buildings. For example, LePavillion Hotel and surrounding historic buildings provide contrast to large, modern construction. On the River end of Poydras, the historic and architecturally significant buildings in the planned Piazza d'Italia could provide a similar contrast.

New Construction Complements the Character of Adjacent Areas

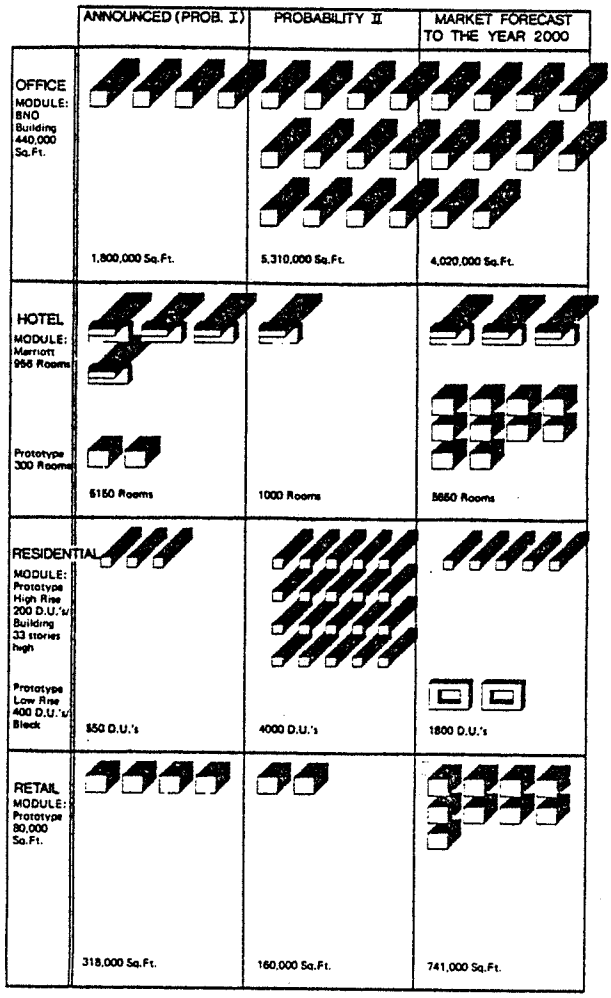
Each block on Poydras Street has four significant frontages. The streets leading uptown are pedestrian oriented; new Poydras buildings should maintain that function. The streets parallel to Poydras have significant character and pedestrian traffic from parking and hotels to the Superdome; Perdido, Commercial Place and Natchez are streets with important historic buildings and should be respected by new development. Multi-level parking garages with no pedestrian-oriented ground floor function are unacceptable if a goal of the Central Area is to improve environmental quality.

Pedestrian Amenity

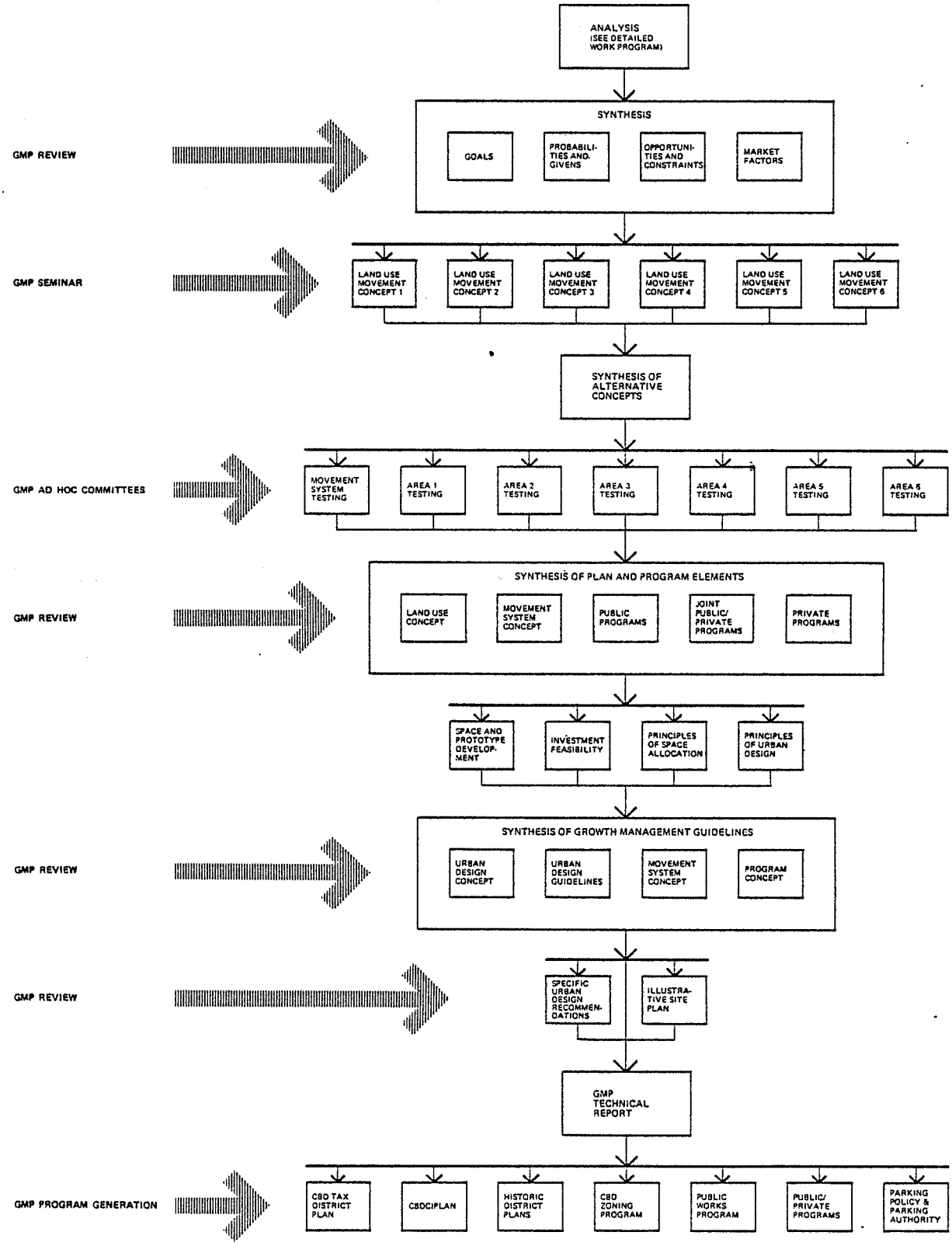
High concentrations of employees (One Shell Square and the Pan Am Life site will contain over 9,000 employees) require high quality amenities: landscaped walks, small urban parks, fountains, etc. Climate considerations should also be major architectural and landscape design influences so that street level spaces are comfortable through longer periods of the year. Public land facing Poydras Street could appropriately be developed into heavily landscaped mini-parks.

Pedestrian Movement Corridors

Continued vitality and growth of Canal Street retail is dependent upon connections between Poydras Street employment concentration and Canal Street. High quality improvements on Carondelet, St. Charles, Camp, Baronne and Magazine could also increase the potential for hotel development on Poydras with easy access of the Vieux Carré.



NEW ORLEANS CORE AREA SPACE FORECAST 1974-2000



GMP PLAN PREPARATION PROCESS

Land Use Concept

The Land Use Concept is based on the above principles and is integrally related to the Open Space and Pedestrian Access, Transit Access, and Auto Access and Parking.

It will be noted that Areas 6b, 6c, and 6d are not given any designation on the Land Use Concept. It is expected that by 1985 these areas can become a mixture of rehabilitated warehouse and commercial and infill residential, but this will not occur until a number of other developments proceed.

Illustrative Site Plan Preparation

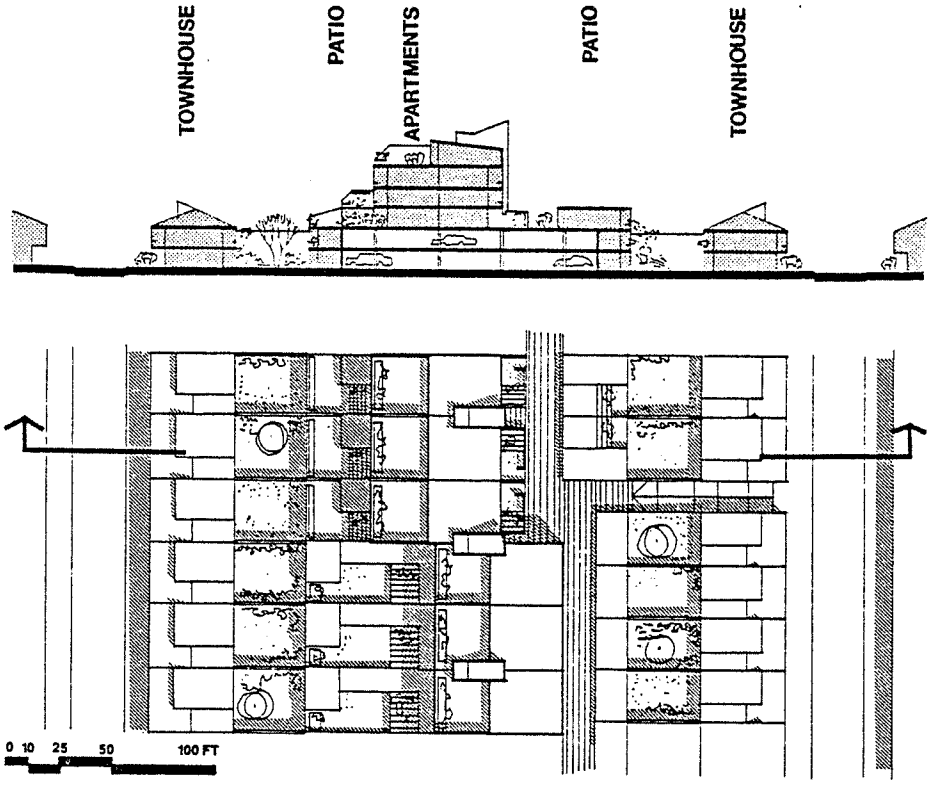
The final detailing of potential growth in accordance with the procedures, principles, and Land Use Concept above, is shown in the Plan, "New Orleans, The CBD Core, the CBD Frame, Year 2000" (the Illustrative Site Plan).

The space to be distributed (primarily Probability III) was first translated into prototypical building sizes and forms as an urban design "language".

The building forms were then located on sites not occupied by Givens which were in accordance with the Investment Feasibility Model. Individual site assembly costs estimated earlier in the Study for sites shown as developed are consistent with the site-paying ability for the type and size of development shown.

The result is more than an artist's conception of the New Orleans CBD Core and Frame as it may look in the year 2000. For the Givens and Probability I and II development it is reasonably accurate. The Probability III development distribution represents a feasible realization of the goals of the Growth Management Program, and creates an urban design "image" as a visual expression of those goals, to be compared with actual proposed development over time.

The distribution of new space and activity combined with the Givens and Probability I and II are the basis for development of the Movement System element of the Plan.



RESIDENTIAL PROTOTYPE USED IN ILLUSTRATIVE SITE PLAN


BOYDRAS
LOYOLA
BARONNE
HOWARD
CARONDELET
ST. CHARLES
LE CIRCLE
CAMP
MAGAZINE
CHOUPIQUOLAS
ST. PETER
NEW ORLEANS
THE CBD CORE
THE CBD FRAME
YEAR 2000
0 200 400 800 1000 2000 3000

The Development Program Element

The eight program elements of the CBDCI Development Program are discussed in more detail in the Basis for Change Section of the Technical Report. They include:

(1) The Community Improvement Agency Program;

(2) The Public Works Program;

(3) The Special CBD (Tax) District Program;

(4) The CBD Historic District Program;

(5) The Re-zoning Program;

(6) The Parking Policy Program;

(7) The Federal and State Funding Program;

(8) The Private Action Program.

The Community Improvement Agency Program

The CIA has regularized procedures for initiation, investigation, preparation, adoption and execution of community improvement plans. While the CBDCIPlan is somewhat different from their past activity, there is plenty of precedent for it across the country, and its different nature will not change the regularized procedures established by Act 170. These procedures are summarized as follows:

STEPS FOR FORMULATION AND ADOPTION OF COMMUNITY IMPROVEMENT AREA DEVELOPMENT PLAN

Activities

(1) CIA/GMP/CPC coordination on Area designation.
(2) Planning Advisory Committee consideration of Area.
(3) CPC review of Area and recommendation to Council for designation of Community Improvement Area.
(4) City Council designates Area and authorizes preparation of Plan.
(5) Complete organization of Plan document (draft).
(6) Draft Plan to Steering Committee and/or Special District Board for consideration and approval.
(7) Advertise Public Information Meeting on Plan, ten days before meeting to be held (Act 170).
(8) Hold Public Information Meeting; Steering Committee/Special District Board consider modifications, if any, resulting from Public Information Meeting.
(9) Planning Advisory Committee review of Plan.
(10) CIA Board approves Plan subject to Council approval.
(11) City Planning Commission review Plan and transmit recommendations to City Council.
(12) Council authorizes public hearing on Plan.
(13) Advertise public hearing at least once, 14 days before the hearing; transmit Plan document to Council and schedule preliminary Council briefings; mail or deposit notices to property owners and residents within the Area.
(14) Council holds public hearing on Plan and adopts Resolution approving Plan (fulfill requirements of both Act 170 and Act 498).
(15) FINAL REQUIREMENT: Public referendum for Core Area Development District maximum tax and bond issues (Act 498).

A number of studies will be necessary to develop the Plan: field survey of structure condition; detailed economic and market feasibility studies; detailed preliminary site planning for special projects; detailed re-zoning study to prepare zoning amendments; engineering and traffic feasibility analysis for public works proposals; cost and financial studies; management planning, etc.

The level of detail may be at first fairly general in these studies as a "general description of such matters as may be proposed to be carried out" is "sufficient"[42] for the Plan.

When the Plan is prepared, including the findings, declarations of necessity, and purpose, it is submitted to the City Planning Commission for "review and recommendation as to conformity with the general plan for the development of the municipality as a whole." [43]

The City Planning Commission will request reviews from appropriate agencies and recommendation, approval, or disapproval or additional recommendations to City Council within 45 days.

Upon receipt of City Planning Commission recommendations, City Council will hold a public hearing after due notice, to "afford an opportunity for all persons or agencies to be heard

and shall receive, make known and consider recommendations in writing with reference to the CBDCIPlan." [44]

It is important to point out that the legal public hearing will really be the culmination of an extensive series of public meetings in which there is participation and involvement in hammering out the Plan's content and details.

"Upon approval by (City Council the) CIA is authorized to take such action as may be necessary to carry it out."[45]

Since acquisition of property by eminent domain (condemnation) is not to be included in the CBDCIPlan, there will be no requirement for City-wide referendum, although the new Tax District will require a referendum for its establishment.

As the time goes on the CBDCIPlan proposals will be developed and the Plan will be appropriately modified, amended, etc.

It is the intent of the Plan that the CIA shall act not only in its usual role, but also as contractor to the Special CBD (Tax) District to execute the Plan. It also will be responsible to the Historic Commission to purchase from willing owners "preservation servitudes" for historic rehabilitation and to supervise and aid in rehabilitation where advisable.

The CIA is also equipped to initiate and help organize the Detoxification and Rehabilitation Program for the gradual elimination of Skid Row. Funds are now available in Washington for such programs and local resource people are fully aware of how such a program can succeed. This step should be taken at a very early date, perhaps even independent of the Plan-approval process.

The Public Works Program

Part of the CIA planning activity will be the preparation, with appropriate agencies, of the necessary Public Works Program; street changes; landscape plans; park expansion, etc., including cost estimates and plans for funding same. The mechanism for this procedure is basically no different than in any other community improvement area.

The Special CBD (Tax) District

Legislation has been passed (Act 498) as a consequence of the Growth Management Program in Baton Rouge that enables the establishment of Special Districts upon appropriate local action. A feature of such a district is the ability to levy an addition to the tax on real property upon approval of City Council. Since this levy would be in effect self-imposed, the concept is that a district would decide that it would tax itself to provide improvements and, therefore, the general tax of the City would not be affected.

If a Special CBD (Tax) District is formed after appropriate governmental steps, and if it were to levy a tax on the CBD of 10 mills, it is conservatively estimated that it would bring in excess of $1.5 million a year. And, of course, as new development comes on the tax rolls, that figure would grow.

An important feature of such a program is the financial "leverage" it would provide in its revenue bonding potential. $1.5 million would produce as much as $17 million in bond money each year. A probable bonding ceiling of perhaps $50 million is likely.

The Special CBD (Tax) District will presumably adopt the CBDCIPlan as the basis for its use of the funds and justification for the added tax.

The CBD And Lafayette Square Historic Districts

The evolution of the Vieux Carré Historic District from its inception in 1925 to its powerful position today has taught many lessons regarding the operation of such a governmental instrument. No other American city has such a wealth of experience as New Orleans.

The decision to create two new historic districts, the CBD Historic District and the Lafayette Square Historic District, must lean heavily on this experience, profiting from its mistakes and successes. The steps to go through in establishing such Districts and putting them in operation are not appropriate to this Plan, except to say that one first such step is a series of detailed historical research studies and architectural and analytical evaluations to determine what the specific objectives of and justification for such districts ought to be.

Legislation has been drafted under Act 147 which created the Vieux Carré to authorize creation of an Historic Commission which would have City-wide jurisdiction except in the Vieux Carré. It would establish the two historic districts proposed after appropriate study and deliberation.

The Zoning Change Program

A fundamental recommendation of the Technical Report is to lower the FAR to varying degrees throughout the CBD. To do this will require preparation of amendments to the Zoning Ordinance which should include not only changes in FAR but also new zoning categories with provisions for incentive zoning and bonuses to provide for arcades, gallerias, retail frontage, etc.

The CIA and the Department of Planning should initiate a rezoning study for the kind of detail necessary and to establish the basic rationale for the "change and error" case for rezoning. [46]

Federal And State Funding Program

New Orleans has availed itself of few of the Federal funding programs in the past. While some of these programs are now uncertain, there are still many which will be available on passage of current federal legislation both for revenue sharing and specific categorical programs. It is premature to list the various kinds of funds at this time, but a major role of the CIA is to initiate such a funding program.

The Private Action Program

An immediate step to take to insure private development coordination and backup is to set up a new private entity based on the GMP Executive and Steering Committee initiation. The model that is recommended is that of the Old Philadelphia Development Corporation.[47]

Membership of such a non-profit corporation should be very broad with the Mayor, President of City Council and other government representatives as well as business and civic leaders and citizens on the Board of Directors. Overlapping membership on the CBD Historic Commission and Special CBD (Tax) District is desirable.

FUNCTIONS OF A NON-PROFIT DEVELOPMENT CORPORATION

Keeping the Information System Up-to-Date

This function involves three actions:

(1) Administering the basic data file.

(2) Monitoring growth and change.

(3) Updating the Probability Growth Model.

Promoting Effective Public Relations and Citizen Participation

(1) General promotion of development.

(2) Servicing a GMP Information Center as a focal point for government, business, and citizen contact.

(3) Providing appropriate forums for continuing citizen participation.

Assisting in Coordination Programs

Official agencies charged with this responsibility at a City-wide level need the assistance of an organization whose full attention is on the Growth Management Program. This function should operate at two levels:

(1) Assisting in inter-governmental coordination of programs.

(2) Being jointly responsible for inter-neighborhood citizen group coordination (along with nearby neighborhood groups).

Conducting Studies, Program Evaluation, and Detailed Planning and Design

(1) Acting as consultant to City or other agencies to conduct such studies.

(2) Acting on its own or other neighborhood groups' behalf and initiative.

(3) Acting under contract to private groups if the work is consistent with the GMP public purpose.

Maintaining High Design and Quality Control Standards

Monitoring growth and change will reveal the need for maintenance standards, over and above those required by current law, and analagous to those conducted by effective neighborhood improvement associations. These entail:

(1) Administering an advisory architectural and planning review function.

(2) Providing design, planning and property management services available to the public.

(3) Pinpointing as a "watchdog" function, where property maintenance and operation needs improvement.

Providing Financial and Economic Advice, and Management and Resource Mobilization

The wide variety of public and private programs anticipated will require top financial advice and management. These include:

(1) Raising funds for specific purposes.

(2) Arranging financing for projects such as historic rehabilitation, and "pro-bono" private development.

(3) Acting as agent to public agencies for financial management of programs.

Delivering a Wide Variety of Development and Management Functions

The GMP has already identified a wide variety of development and management functions not being effectively met in the gap between government and private enterprise: e.g., historic rehabilitation, trash removal, sign control, property maintenance, joint development and the like. Adequate service provided by the GMP should include a capability for:

(1) Buying, selling, and owning and operating property, within a general mandate.

(3) Acting as a developer-of-last-resort for historic preservation and restoration, and for new developments particularly where joint enterprises need a pro-bono middle man function.

(3) Raising and borrowing funds, again within a general mandate.

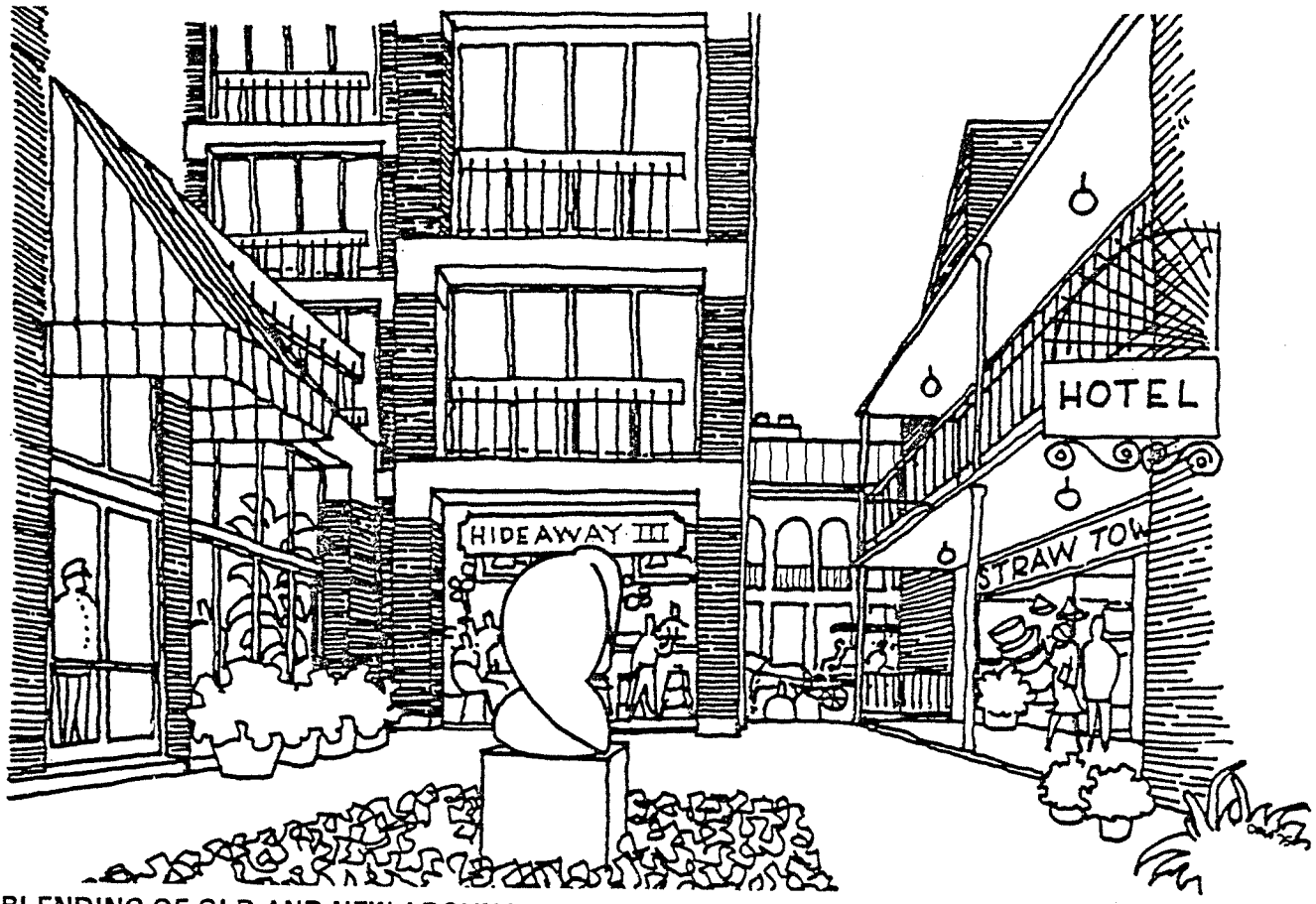
THE PRIVATE INVESTMENT

While it is premature to estimate the public investment, the private investment has been calculated in 1974 dollars. By 1990 almost $700 million investment in private construction is anticipated. By the year 2000 another $174 million will be generated, for a total of $871 million.

Table 14:
Market Investment 1974/2000
(in Millions of Dollars)

	1974-1990	1990-2000	Totals
Office	315	60	375
Hotel	184	19	203
Retail	18	11	29
Housing	180	84	264
Totals	**697**	**174**	**871**

Office (net): $35/sq.ft.
Hotel: $21,000/room
Retail: $30/sq.ft.
Housing: $30,000/unit



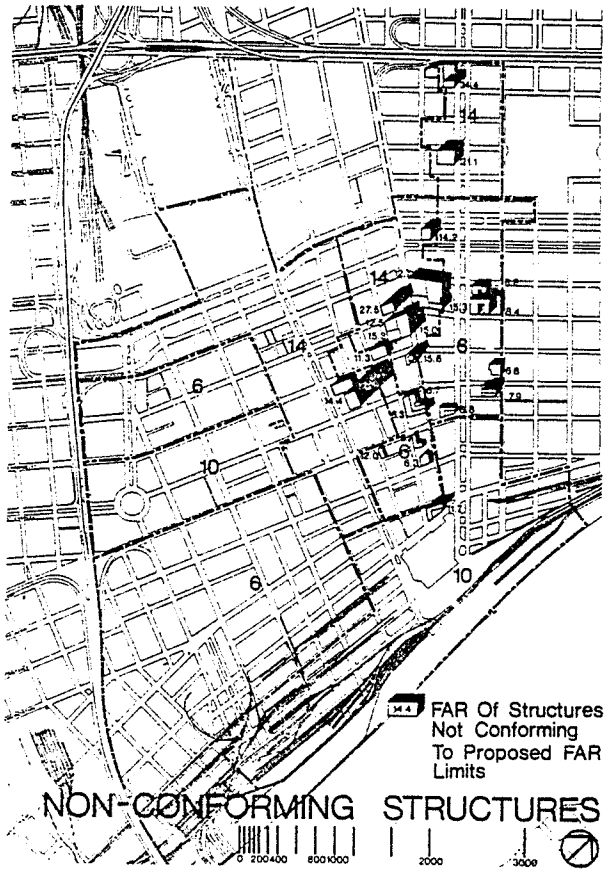
BLENDING OF OLD AND NEW AROUND A MINI–PARK

The Feasibility Of Implementation

The Need For Implementation Capability

It would be a futile exercise to propose plans and programs that cannot or will not be implemented. At the same time, if long-range plans were limited by the City's current ability to carry them out, plans would have to be modest indeed. This is not to say that the City and its agencies don't have substantial capability. They do.

What is needed is a plan whose first steps are currently doable under present legislation, but whose later steps may require legislative changes and new powers. This would presume progressive increases over time in implementing power.



Implementation Program Requirements

The requirements for implementation must be geared to the problems and goals as cited above. Consideration was given to requirements under seven categories: public works, zoning and growth control instrumentalities, historic preservation and rehabilitation, public management capability, private development coordination and backup, and financing capability. The following conclusions were drawn.

PUBLIC WORKS

The City through its various departments and agencies has full legal capability to carry out any public works program that is approved by City Council.

ZONING AND GROWTH CONTROL INSTRUMENTALITIES

Zoning Reduction

The point has been made that current zoning is so permissive as to provide no public control at all on height, bulk or floor area allowed (FAR). This is not in the public interest and the consequence can be demonstrated in random development as against the public health, safety and welfare.

What is needed is a reduction in zoning that puts it into conformance with the proposed Urban Design Concept and Plan on the basis of a legislative finding. Their case for this reduction must show "error or change" in the original zoning.

The findings of the study above are that there have been substantial changes since the adoption of the present zone categories in 1970, and some finding of error in assumptions underlying the rationale for their application.

With regard to this reduction, it is well to point out that the City does not necessarily incur any damages or costs because of alleged "partial takings, without just compensation". The fact that a City has the full legal ability to carry out a reasonable and defensible reduction in zoning has extensive legal precedent.

Density Zoning

The present Zoning Ordinance does not provide for any new zoning features for growth control such as "density zoning"[48] or "incentive bonuses". Creation of a special Zoning District to allow "density zoning" would require preparation of new sections of the Zoning Ordinance.

"Density zoning" means that a district is created and a maximum zoning envelope established for each property. Additional bulk, height, etc., are assigned to the entire district, to be allocated to specific properties upon application and evidence that their developers will conform to certain criteria such as open space, etc. It is a variation on "planned unit development" (PUD) which New Orleans does have in its Zoning Ordinance, although the PUD section is not applicable to the CBD.

Such features are a necessary element of any major city's zoning ordinance and should be developed for New Orleans. However the Urban Design Concept and much of the Plan do not depend on such refinements for their implementation.

HISTORIC PRESERVATION AND REHABILITATION

Historic District

New Orleans has full capability of designating portions of the CBD historic districts. Such designation requires a finding of public purpose, and must rely on detailed investigations of the area to be so designated.

The case for historic designation in the Vieux Carré relied heavily not on individual properties but on the "tout ensemble", or total environment, and it is this same reliance that must be the basis for CBD Historic Districts and Lafayette Square.

Historic district designation has two important features that would help implement the Plan: prevention of demolition; and extension of tax abatement as an incentive to rehabilitation. Neither of these provides adequately for or insures rehabilitation, however.

Landmark Designation

The City is contemplating adopting a Landmark Ordinance which would permit designation of structures in or outside an historic district. Proposals to demolish them would be delayed for reasonable lengths of time, with the hope that a permanent solution to retaining them could be found.

Development (Air) Rights Transfer

John Costonis' innovative proposal for development rights transfer, if applicable, would enable the transfer of the development potential in zoned bulk above a 4 story historic structure to another property where the added bulk was of value and appropriate in terms of an overall plan. Unfortunately this transfer process is not applicable in New Orleans for two reasons:

The first is that it would not work if it could be applied. Costonis states that his plan won't work where there is ". . . a sluggish real estate market, overly generous zoning, (and) advanced deterioration of the landmark building. . ."[49] All three conditions obtain in the CBD in the sense that there is far more expectation of development than will actually occur, the area is wildly overzoned, and many of the historic structures are in poor condition.

The second reason that development rights transfer won't work in New Orleans is that legal opinion has decreed that it cannot be applied even if it would work. Louisiana's special property law stemming from the Napoleonic Code stipulates that property rights extend to the sky. Restrictions on these rights through the police power (zoning) are valid, but an owner cannot be made to pay for air rights that are already his as reversionary rights if the zoning were relaxed. Opinion therefore is that the "development rights bank" idea is not implementable in New Orleans.

PARKING POLICY IMPLEMENTATION

New Orleans is one of the few cities that does not have a public parking authority or an administrative device to influence the supply of parking, its location, and its rate structure in accordance with public policy. The CBDCIPlan will need to rely progressively on some control mechanism for several reasons.

One reason is that a major increase in the movement system capacity can and should be achieved through the elimination of on-street parking, at least at peak periods. This will force parkers to parking lots and garages. Further, manipulation of rate structure to a price pattern that, for example, favors short-term parking near the Retail Core, may not necessarily produce the highest return for a particular parking lot, even though short-term parking may significantly help the retailers. Incidentally, New Orleans had a very successful park-and-shop program that could be revived.

Finally, long-term parking at intercept and peripheral parking locations will not be likely to be economically feasible, particularly when the cost of mini-bus operation to central locations is included. When looked at from the larger point of view of the Plan and the increased density peripheral parking enables, it will make very good economic sense, but nevertheless some way of transferring costs to the real beneficiaries, the CBD Office and Poydras/Riverfront Corridor, must be found. This means the creation of a Parking Authority or Administration.

PUBLIC MANAGEMENT CAPABILITY

The need for public management of the complex kinds of actions envisioned above is self-evident. Although much activity is on the private side, the majority of enabling actions must be the City's or various agencies of government.

The experience in cities where this kind of program has been successfully carried out involved a public/private coordination that can best be described as a partnership, and on the public side, the partner is invariably the community improvement agency. In New York State only an added partner is the Urban Development Corporation, a state agency.

In New Orleans, the Community Improvement Agency appears to fill the bill. Although its renewal activity has lagged behind that of other cities because of limited support, the know-how and legal and administrative capability are there. All that is needed is additional staff and funds and public support.

PRIVATE DEVELOPMENT COORDINATION AND BACK-UP

The other side of the public/private partnership is at the present time the GMP. However, the GMP is not a legal entity,albeit has served well to shepherd the present Technical Report and Proposed CBDCIPlan into existence.

What is needed is one, and ultimately several new private entities. First the GMP Steering Committee should be reconstituted as a non-profit corporation along the lines of the Old Philadelphia Development Corporation, or the Charles Center-Inner Harbor Management, Inc. in Baltimore. A description of their roles may be found in Phase III-B Working Papers. This corporation's role is not to actually develop, but to work with the CIA in doing those things not appropriate to a public agency.

As time goes on, additional special purpose non-profit development corporations such as the Philadelphia Industrial Development Corporation may be needed—it recently helped rehabilitate the elderly Land Title office building in downtown Philadelphia.

FINANCING CAPABILITY

This is one of New Orlean's most vulnerable areas due to the curiously mixed-up property tax picture. Funds for public works must be fitted into the City's tight capital budget and compete with many neighborhood's needs.

Tax-increment financing would be one way to go, using California's and Minnesota's example. Tax-increment financing fixes taxes to the general fund as of the date of renewal designation and as projects are completed, the added taxes (increment) amount is poured into the renewal account and used as the source of revenue bonding. Thus a dollar in tax-increment may be used to borrow as much as five or six.

Opinion is that in New Orleans, the tax picture is so uncertain as to make such revenue bonding not only difficult but perhaps impossible due to the unreliability of the income. Be that as it may, it is not currently available and would take new state legislation.

The creation of a Special CBD (Tax) District is now possible. A similar proposal was made several years ago, and failed to be approved in a referendum. The reasons for failure are somewhat obscure, but one reason would appear to be the absence of any clear idea of what the money was to be used for.

That is not the case now and if such a Special CBD District were created, it could raise substantial funds by a modest addition to the present property tax. Criticism that taxes were being diverted from such needy causes as education could be answered by the statement of fact that the tax was "self-imposed" by the District in addition to its regular share of taxes to the City.

Funds raised thereby would be not only for public works, but also to finance acquisition by the CIA of development rights (servitudes) of historic structures. In return for the voluntary acceptance of such as "equitable servitude"[50] (or preservation restriction) the owner would sell his rights to build a higher structure on condition that he use the money he receives from the CIA (from the Special District) to rehabilitate his historic building.

Strategy And Tactics

The Concept Of Strategy And Tactics

Implementation by the above methods requires a carefully orchestrated concept of strategy (long-range objectives) and tactics (short-term maneuvers). The idea is to take short-term actions that continually improve the ability to achieve the long-term strategy which, if approached directly, could not be achieved. The game of chess is the best analogy.

Thus the strategy and tactics of implementation must be conceived as an integral part of the Plan albeit not "adoptable" as an ordinance of City Council. They must also rely in the early years on the best of what is happening anyway in Probability I and II Projects.

Tactical Moves For Growth Management

The numbers on the accompanying diagram do not represent priorities, but rather a sequence of logic as follows:
(1) Encourage new growth to the Poydras/Riverfront Corridor, by establishment of controls over rezoning of the CBD and Lafayette Square Historic Districts as the first steps.

(2) Create new environments at multi-purpose subcenters (now underway) and disperse convention hotels away from the Vieux Carré.

(3) Rehabilitate the public elements of the Canal Street Retail Core — sidewalks, street furniture, landscaping, lighting — and infill new retail to strengthen area.

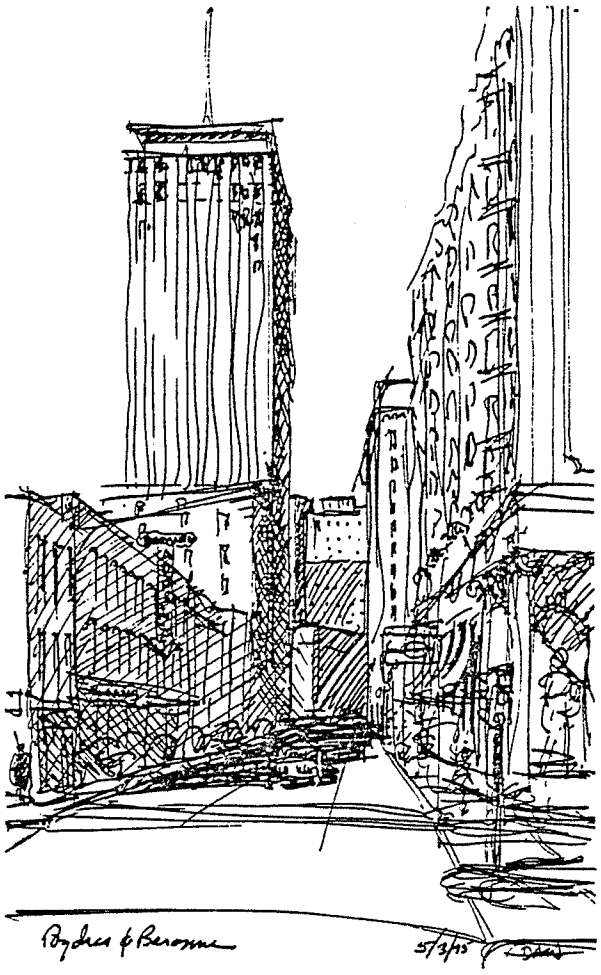
(4) Strengthen residential communities of the Vieux Carré. Faubourg Marigny and Faubourg Treme. Rezone the latter two to eliminate commercial encroachment which will also help confine the market for commercial to the CBD.

(5) Designate Lafayette Street a Mall and improve Lafayette Park as steps toward encouraging infill development of housing and smaller hotels. Integral parts of this tactic are: the creation of a Detoxification and Rehabilitation Center for Skid Row; and the development of parking garages as part of the residential development.

(6) Rehabilitate the CBD and Lafayette Square Historic Districts using funds from the Special CBD (Tax) District. The new environment on Poydras Street and multi-purpose centers on the Riverfront will help make this economically feasible as well as infilling with appropriate new development.

(7) Capitalize on the Lafayette Park and Mall development to extend new high rise residential development along St. Charles Street toward the Lower Garden District.

(8) Capitalize on (7) above and on the new Riverfront Boulevard and Riverfront development to initiate a new-town-in-town major residential community mixed with the best of the warehousing and manufacturing.



Part 4

Movement System Analysis

The CBD Movement Systems, Regional And Sub-Regional Context**

Introduction

The Mississippi Riverfront was the birthplace of the New Orleans urban settlement in the 18th century. It contains historically significant architecture and a city plan comparable in quality to any major city in the United States. As the city grew, high ground along the River's edge and other inland ridges were developed with important links, such as Highway 90, St. Charles and Esplanade Avenues, connecting separate developments to the Core Area or business center. Like few American cities, the business core of New Orleans remains commercially viable. Outlying areas of the region are attracted to and dependent upon the business core for work, shopping and entertainment. The older portions of the Central Business Area are major tourist attractions. The tourist industry produces revenues second only to the port.

Around 1910, vacant land in low lying areas was drained and further expansion of development occurred particularly along Lake Pontchartrain. Expansion of the street networks connected the central area to new suburban communities which encouraged surrounding parishes to develop. The population move from the center of the city outwards was also stimulated by social, racial, and economic differences.

Today, suburban developers still continue to promote new developments on reclaimed land because of both economic success and adherence to good planning principles. Current development trends, regional and sub-regional access, and population growth in large measure determine the pattern, location and nature of any further development.

The New Orleans region has the largest population of any Standard Metropolitan Statistical Area (SMSA) in Louisiana and includes the parishes of St. Bernard, Jefferson, Orleans and St. Tammany. The entire region, presently experiencing an approximate 1.5% population growth annually, has experienced urbanization in three of the four parishes (excluding St. Tammany) with the greatest population density existing in Orleans Parish.

Orleans Parish has experienced both a decline and a shift in population within the parish over the past decade. New Orleans East and the lower portions of Algiers are developing rapidly as thriving residential and suburban communities.

In order to maintain these existing conditions with full consideration of the declining population, a comprehensive plan and management program is required. The plan must address the transportation needs and the policy decisions necessary to achieve the overall land use goals.

The CBD, less than one mile square, will be under extreme pressure to handle the mobility needs of the growth projected over the next twenty-five years. Current projections anticipate the number of employees located within this core area will approximately double by the year 2000. The number of people who will be housed within the CBD will increase by about threefold as well.

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)

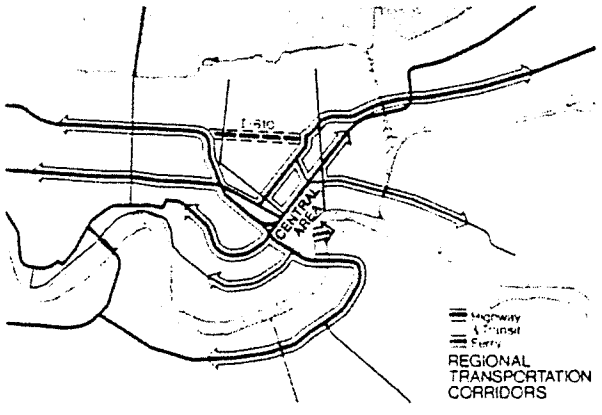
All urban support systems will be strained to accommodate the growth but it is likely that the transportation system will be the most severely impacted. The narrow streets of the Central Business District were not designed to accommodate their present vehicular traffic volumes nor can the forecasted volumes be met.

The transit system has a small percentage of excess capacity but it too will need some modification if it is going to meet future demands. Goods movement will become increasingly complex at a variety of locations such as the riverfront development area and on Poydras Street. Pedestrian activities and demands will increase in densely utilized sidewalks. Resolution of pedestrian vehicular conflicts will be required to insure the smooth flow of all modes. In essence, a detailed transportation system must be developed to accommodate the specific problems generated by the projected growth.

Regional Transportation Corridors

At present the private auto is the most widely used transportation mode for work purposes to and from the Central Business District. According to "Journey to Work", a subject report of the 1970 Census, fewer persons living and working in Orleans Parish travel to work by auto than those who live elsewhere in the Metropolitan area and work in Orleans. Statistics show that of those who live and work in Orleans Parish only 56% travel to work by auto, whereas 65% of those who live in other areas of the SMSA and work in Orleans Parish commute by auto as a driver or passenger.

The dominance of the auto as a transportation mode both in the Region and Central Area is illustrated in the accompanying figures and tables. The regional transportation corridors delineate the majority of inter-parish travel routes. The regional transportation corridors reveal the basic pattern of movements from the outlying suburban centers to the CBD. Jefferson Highway, Airline Highway, Interstate 610, Interstate 10 and Pontchartrain Expressway are the major arteries utilized for travel from the east bank of Jefferson Parish to the CBD.



The uptown area uses the minor City arteries parallel to St. Charles Avenue. New Orleans East utilized Interstate 10 and Chef Menteur Highway; and St. Bernard Parish utilizes St. Bernard Highway and St. Claude Avenue for access to the CBD. The West Bank community uses the West Bank Expressway and Pontchartrain Expressway as well as the Canal Street and Jackson Avenue ferries. Table 15 summarizes "Journey to Work" for the New Orleans Regional Area.

The percentage of all trips by mode for New Orleans and the SMSA is shown in Table 16. The table shows a New Orleans modal split or ratio of all trips to be approximately 70% by auto and 30% by transit; and for the SMSA approximately 80% by auto and 20% by transit.

Table 15:
Worker Residence and Destination by Transportation Mode

Residence	Place of Work	Auto* Mode	All Modes	% Auto All Modes
SMSA	SMSA	224,154	319,610	70
Orleans Parish	SMSA	106,179	180,149	59
Jefferson Parish	SMSA	90,707	107,627	84
St. Bernard	SMSA	15,720	13,550	86
St. Tammany	SMSA	13,719	16,114	85
SMSA	Orleans	140,287	216,732	65
Orleans	Orleans	88,180	157,565	56
Jefferson	Orleans	40,450	46,850	86
St. Bernard	Orleans	7,940	9,003	88
St. Tammany	Orleans	3,017	3,314	91

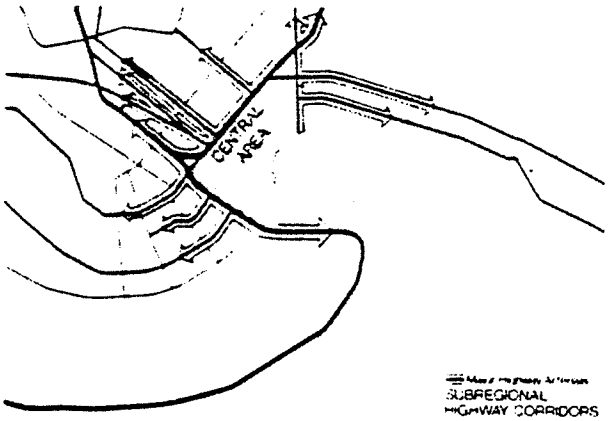
*Auto Mode, use of auto as driver or passenger for work trips.

The table below further yields an auto occupancy rate of 1.37 for New Orleans and an auto occupancy rate of 1.27 in the SMSA. More individuals per car means a more efficient use of the auto. These figures indicate a greater efficiency of auto use in Orleans Parish than in surrounding parishes.

Table 16:
Percentage of All Trips by Mode*

Area	Auto Driver	Transit Rider	Auto Passenger	Other Modes
New Orleans	48.2%	30.5%	17.7%	3.6%
SMSA	58.3%	19.8%	15.9%	6.0%

*Information source, Council on Municipal Performances (COMP)



Sub-Regional Highway And Transit Corridors

The accompanying figure shows the major highway serving the neighborhoods surrounding the New Orleans Central Area. Access to the CBD from the uptown is provided mainly by Camp, Prytania, Magazine Streets, St. Charles Avenue, and Claiborne Avenue. Pontchartrain, Canal Street, and Tulane Avenue serve the residents of the Lakefront and City Park Area. Interstate 10, Esplanade Avenue, Franklin Avenue and Elysian Fields arterials serve movements from the CBD to the Lakefront Area. Arterials such as St. Claude and Claiborne Avenue serve the downriver neighborhoods. These general corridors displayed emphasize the directional movement served by the sub-regional highway network.

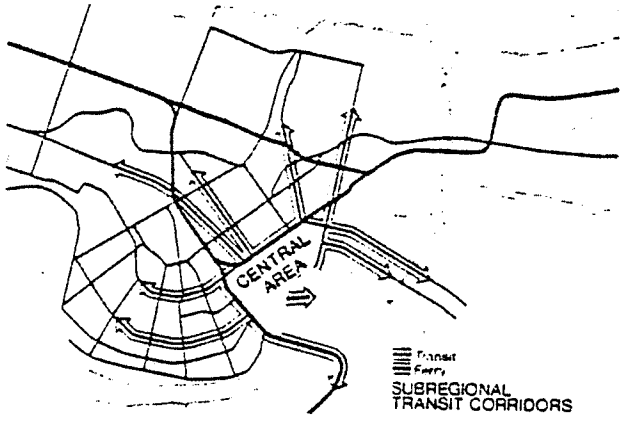
At present there are three ferry locations for crossing the river; Algiers-Canal Street, Gretna-Jackson Avenue, and Lower Algiers-Chalmette. The ferries have an average age of about 40 years and are in constant need of repair. Ferry service is variable. The ferry landings are subject to damage by traffic on the River, breakdowns of the boats, and occasional limiting of service to pedestrians. Nevertheless, the ferries play an important role in cross-river movement, particularly when there is heavy bridge traffic. They also serve as alternatives when the bridge is closed for reasons of accidents, fog or icy conditions. The Mississippi River Bridge Authority has received a grant from the U.S. Department of Transportation's Urban Mass Transportation Administration to buy three new ferries and to upgrade the existing landings. The expansion effort will double existing ferry capacities with an emphasis on pedestrian movement, improved parking facilities and transit service.

Traditionally, New Orleans has depended heavily upon its transit system. Good and frequent service, for years a basic 15 cent fare and 20 cent express fare (now 25 cents and 35 cents), and a modern fleet, have resulted in a high passengers/mile ratio and a 30% transit ridership into the CBD Area.

The transit service to the CBD is a major support for the downtown retail area. This service, along with the New Orleans socio-economic makeup and growth pattern, has made the CBD one of the strongest in the country.

The City's transit systems were consolidated into New Orleans Public Service, Inc. in the early twenties. At that time service was provided by electric streetcars. Buses with their greater flexibility now serve the entire city, with the exception of the St. Charles line which still operates with 1927-28 vintage electric street cars. The original fare in the twenties was 7 cents increasing to 10 cents in 1960, 15 cents in 1971 and 25 cents in 1974. Free transfers up to four other transit lines are included in the basic fare, making it the least expensive in the country until the last increase.

The good transit service of New Orleans does not extend to the suburbs. On the East Bank of Jefferson, service is provided along three major east-west routes and only one route has direct transit service to the CBD. It is inconvenient and expensive for riders to get downtown. On the west bank of Orleans and Jefferson Parishes, service is not equal to the east bank of Orleans' standards. On the west bank, although there is service across the River into the CBD, the bus lines generally have longer headways and higher fares. As a result of population shifts to suburban areas, automobiles rather than transit have become the predominant transportation mode. "Transit 79", the Short Range Transit Improvement Program, prepared for the area's Regional Planning Commission makes recommendations for increased express bus service from the outlying areas to the CBD which will provide alternative means of movement to the automobile.



The sub-regional transit corridors show the basic transit movement serving the CBD and surrounding areas. A major emphasis of transit use is in the Uptown Area. St. Charles and parallel facilities serve this movement. The West Bank Expressway and Pontchartrain Expressway provide the cross river transit service destined for the CBD. The east bank of Jefferson Parish is served by the Tulane Avenue/Airline Highway transit route. Lakefront area residents travel the Canal Street, Elysian Fields and Franklin Avenue transit lines. St. Bernard and downriver residents utilize Claiborne Avenue and St. Bernard Highway transit lines.

Existing Transportation System For The Central Area And The Core Area**

The Central Area

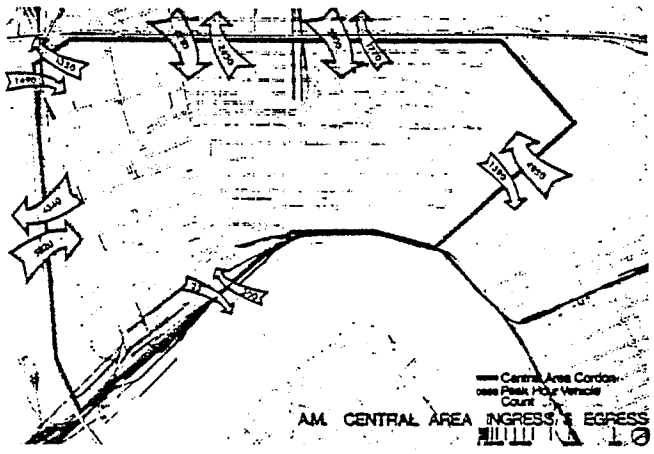
The Central Area of New Orleans is the area encompassed by the Mississippi River, Claiborne Avenue, the Pontchartrain Expressway, and Elysian Fields. This area is designated on the maps displaying the transportation corridors in this chapter.

Generally, the Central Area includes the Vieux Carré, Tremé and small portions of the Seventh Ward and Marigny. All of these areas are primarily residential with the exception of the CBD which exhibits a small percentage of residential use. The French Quarter draws a great number of tourists and persons to its commercial establishments, and the CBD attracts service, retail, wholesale and office related persons.

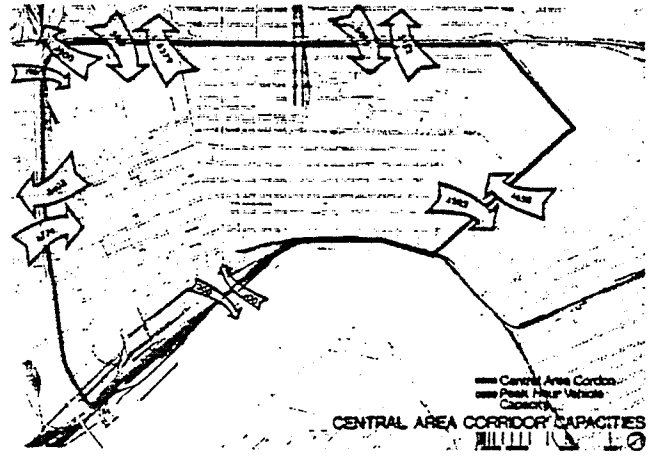
Traffic from the regional and sub-regional transportation system directly impacts the Central Area and is mainly dispersed to final destinations in the CBD and French Quarter.

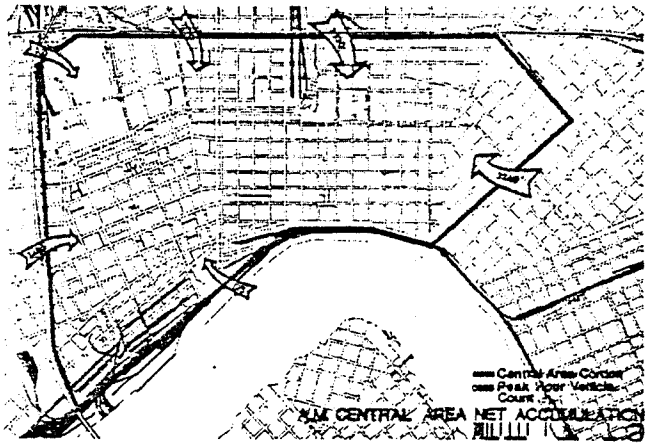
The Core Area

The Core Area or CBD is bounded by the River, Julia Street, Loyola Avenue, Tulane Avenue, Claiborne Avenue, Iberville Street, Decatur Street, and Conti Street. The French Quarter although highly commercialized and business oriented, comprises a high percentage of residential use compared to the CBD. The combination of the CBD and the French Quarter attracts the greatest proportion of Central Area traffic. The CBD in particular attracts the greatest percentage of person trips and serves the greatest number of people. The focus of commercial activity in the region is the CBD. Emphasis here will be given to the CBD (Core) Area. There is an integration of discussion related to the Central and Core Areas. However, any detailed examination will be primarily directed toward the Core Area.

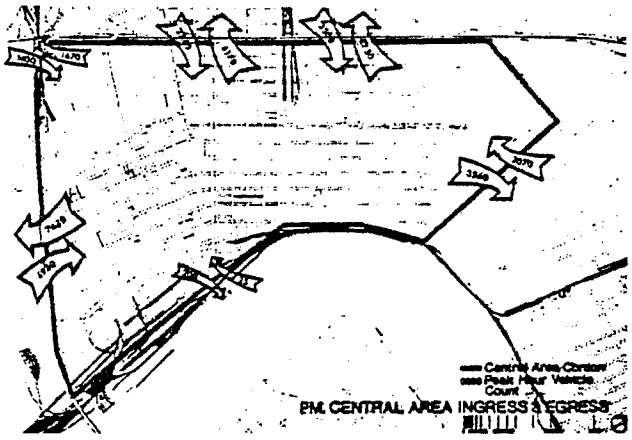


The Central Area is accessible from the uptown, lake, River, and downriver directions. Each of these entrance points operate as a corridor. In fact, the uptown and lake entrances are broken down into two corridors individually. There are

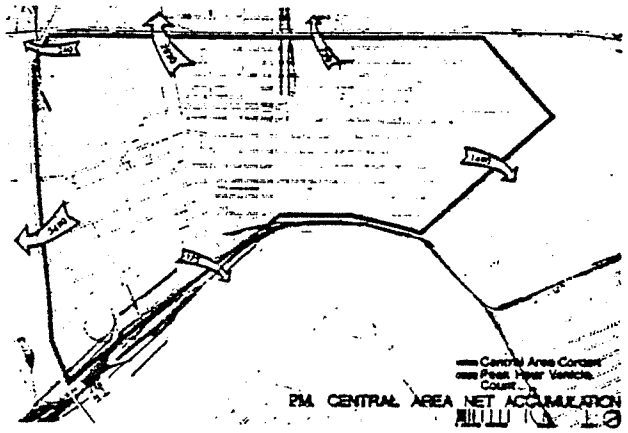




**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)

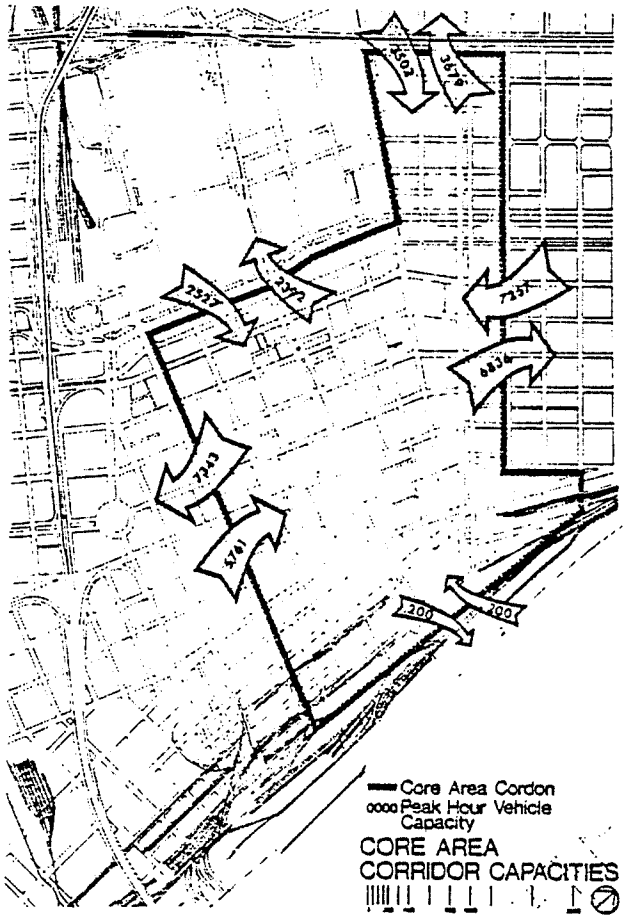


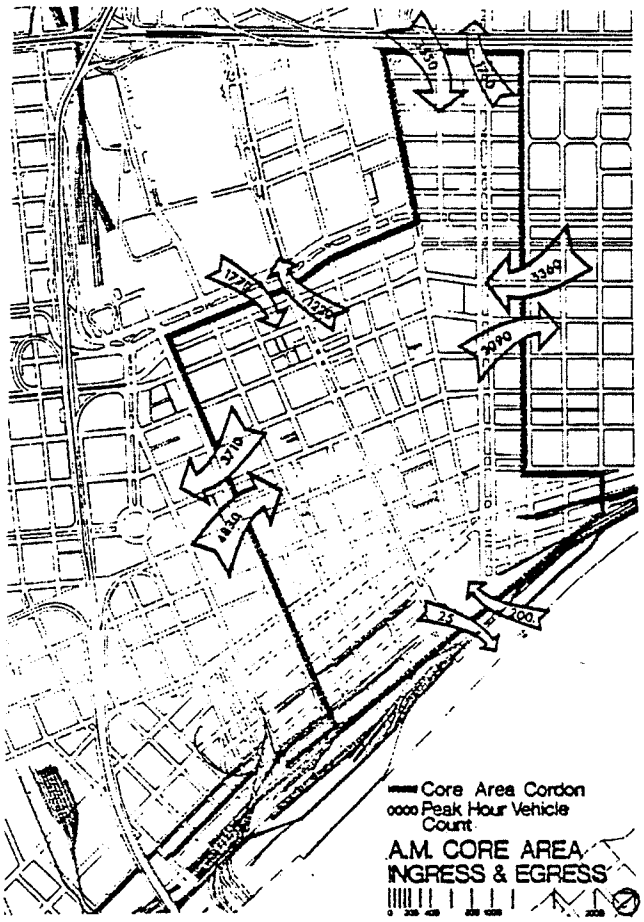
six major transportation entrances or "corridors" into the Central Area. They are (1) the Lee Circle Corridor, (2) the Claiborne Interchange Corridor, (3) the Canal Street Corridor, (4) the Esplanade/Elysian Fields Corridor, (5) the South Peter/Decatur Street Corridor, and (6) the Canal/Algiers Ferry Corridor. The Lee Circle Corridor is used by uptown residents; West Bankers use the Pontchartrain Expressway and I-10. The North Uptown and South Metairie residents frequently use the Claiborne Interchange Corridor. The Canal Street Corridor is used by people living in the lakefront areas, and Midcity. New Orleans East residents heavily utilize the Canal Street Corridor routes by way of I-10, to and from this Central Area. The Esplanade/Elysian Fields Corridor serves New Orleans East, but additionally serves downtown and some uptown residents. The South Peter/Decatur Street Corridor responds to demands from downtown and river area neighborhoods as well as New Orleans East.

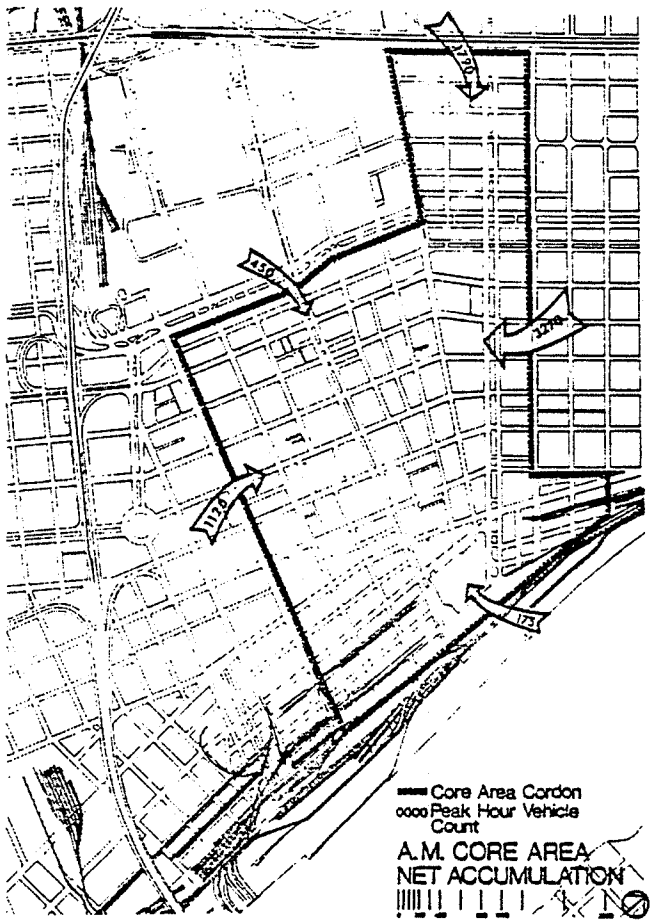


The Canal/Algiers Ferry Corridor serves West Bank residents almost exclusively. Residents from St. Tammany Parish use the Causeway, I-10, and the Pontchartrain Expressway in traveling to and from the CBD Area. East Bank Jeffersonians also use Airline Highway, Tulane Avenue and Claiborne Avenue. West Bank Jeffersonians either use the Canal/Algiers Ferry or the Greater New Orleans Bridge. St. Bernard Parish residents come and go by way of Claiborne Avenue, and St. Claude, Rampart mainly.

The most frequently used corridors are the St. Charles Avenue, the Canal Street, the Esplanade/Elysian Fields, and the South Peter/Decatur Street Corridors. Of these the heaviest vehicular counts can be taken along the Lee Circle Corridor serving uptown and bridge traffic primarily. All of these corridors are delineated on the maps. These corridors have a surplus capacity when compared with the existing traffic volumes entering the area in the peak hours. However, the surplus capacity is misleading since while the access is good, the internal circulation within the Central Area is poor. This deficient internal circulation creates a chain of congestion which ultimately affects the traffic at the boundary or cordon interface. There are many factors affecting circulation within the area. The street system within the area is unable to absorb and distribute the number of vehicles entering the area at the same rate which they enter. A majority of the streets within the area are typical old city streets especially on the downriver side of Canal Street. The problem of narrow streets is compounded by sharp corner radii measurements, pedestrian conflicts, and on-street loading and parking allowances. Traffic utilizing the major streets such as Poydras Street, Canal Street, and Tulane Avenue eventually must feed into the narrow streets with the aforementioned conflicts. Additional constraints to the circulation of traffic are the parking garages and lots which also cannot absorb and distribute the arriving vehicles at a continual flow which results in a queueing effect, and blockage of the through movement lanes on the street.





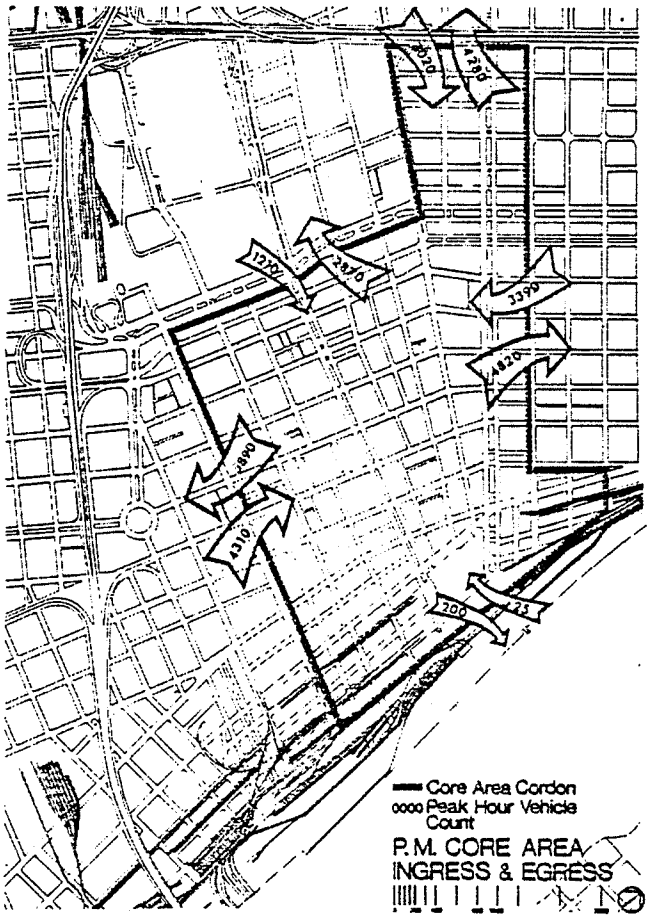


In order to obtain an approximate count of autos entering and exiting the Central Area and the Core Area, the 1973 turning movement counts (prepared by Urban Transportation and Planners Associates for the New Orleans Regional Transportation Study) were tabulated for the streets crossing the cordon line. Table 17 and the maps in this section show the existing capacity and vehicular volumes of the transportation corridors.

Table 17: Existing Capacity and Volumes for Transportation Corridors by Peak Hour and Area

Time	Area	(Inbound Capacity	(Outbound Capacity	Vehicle Count Inbound	Vehicle Count Outbound
am peak hr.	Central	24,734	26,816	21,880	11,525
am peak hr.	Core	19,247	20,450	15,710	8,905
pm peak hr.	Central	24,734	26,816	15,495	23,270
pm peak hr.	Core	19,247	20,450	11,955	18,060

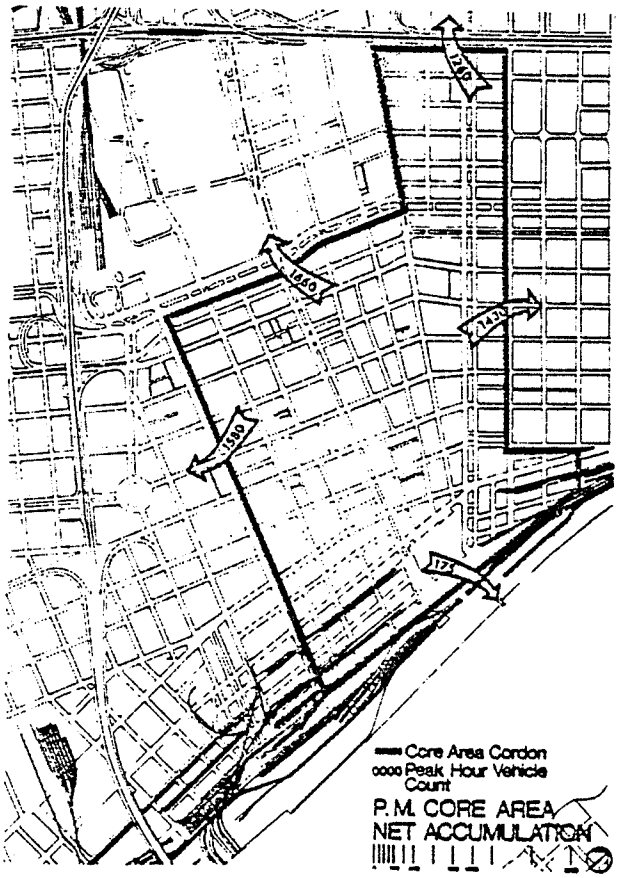
New Orleans Public Service Incorporated provides the transit service for the City of New Orleans. Because of the City's growth pattern and physical layout, the transit lines are oriented toward the CBD with over half of the present lines serving the downtown from outlying areas. Because of this and the basic 15 cent fare(20 cents express) ridership has remained high until now.

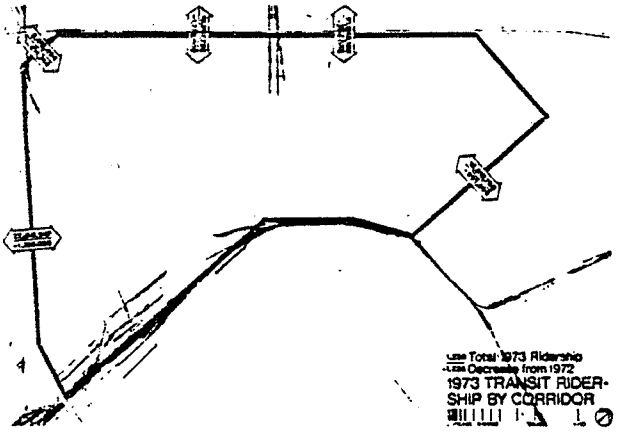


The major transit corridors parallel the highway corridors though they do not extend as far into the suburbs. There is not one major transit line, i.e., express, rail system, etc. that runs into the CBD that would be equivalent to the Pontchartrain Expressway or I-10. However, the bus lines do cover most major streets into the CBD.

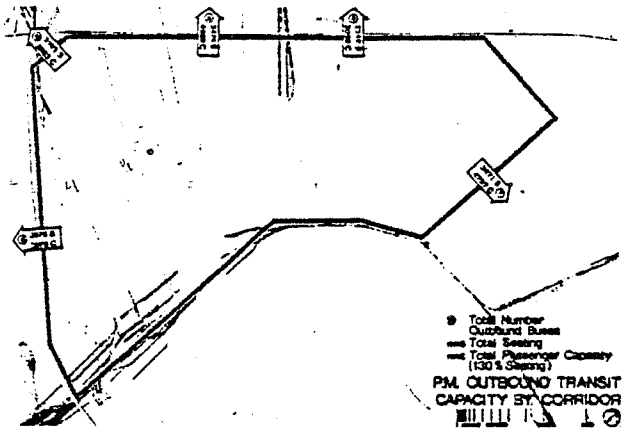
Total ridership for the year 1973 for those lines entering and exiting the CBD was 73,503,107. This is a decrease of 3,973,331 riders from 1972 which is a greater decline than in previous years. But, at the same time the percentage of decline has been less than the national average. Since the quality of service has not degenerated, and the fares have not risen, there is no readily apparent reason for the drop. Convenience and comfort afforded by the automobile and the availability of suburban shopping centers may be contributing reasons to the decrease in transit ridership to the CBD. Due to population shifts, the uptown corridors have lost a higher percentage of riders than the corridors serving the newer areas such as East New Orleans and the lakefront. New transit service has been added in East New Orleans to reflect this shift.

In the p.m. peak (4:30-5:30) egress by transit, there are approximately 12,750 riders or about 30% of all people exiting the CBD.





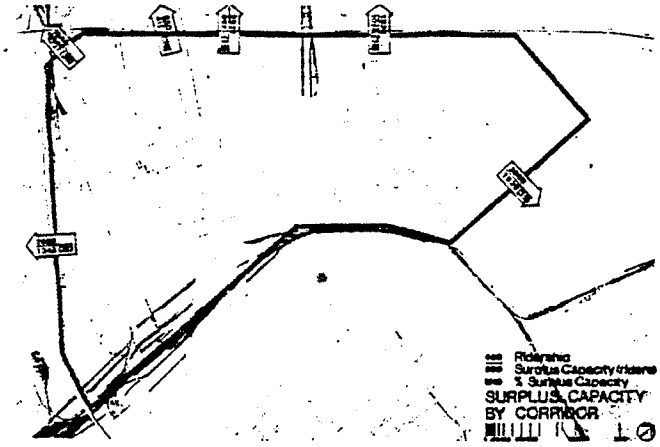
The actual number of buses, seating capacity, and total capacity is shown for the p.m. peak hour. Based on the scheduled number of buses and the actual number of riders, the surplus capacity by corridor both in percent and number of riders is shown. The overall surplus capacity is about 32% during peak hour and 49% all day.

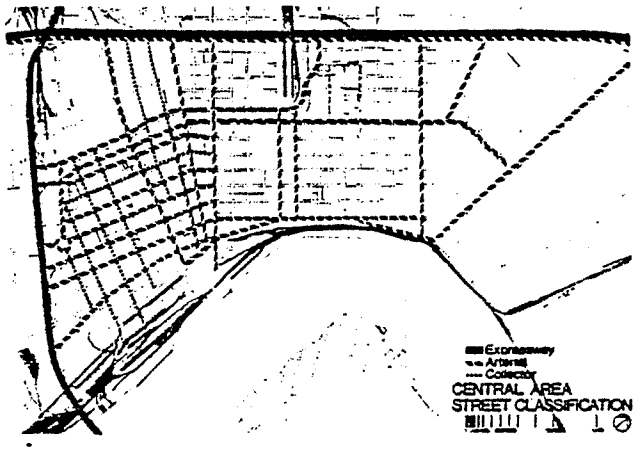


Existing Transportation System Inventory

In order to assess the trip demand placed on the Central Area street system, it is necessary to evaluate the existing street capacities as well as their typical operating characteristics.

This following summarization serves as a base for assessing the capacility of the existing and proposed street and transit systems to circulate the forecasted trips generated by future development.





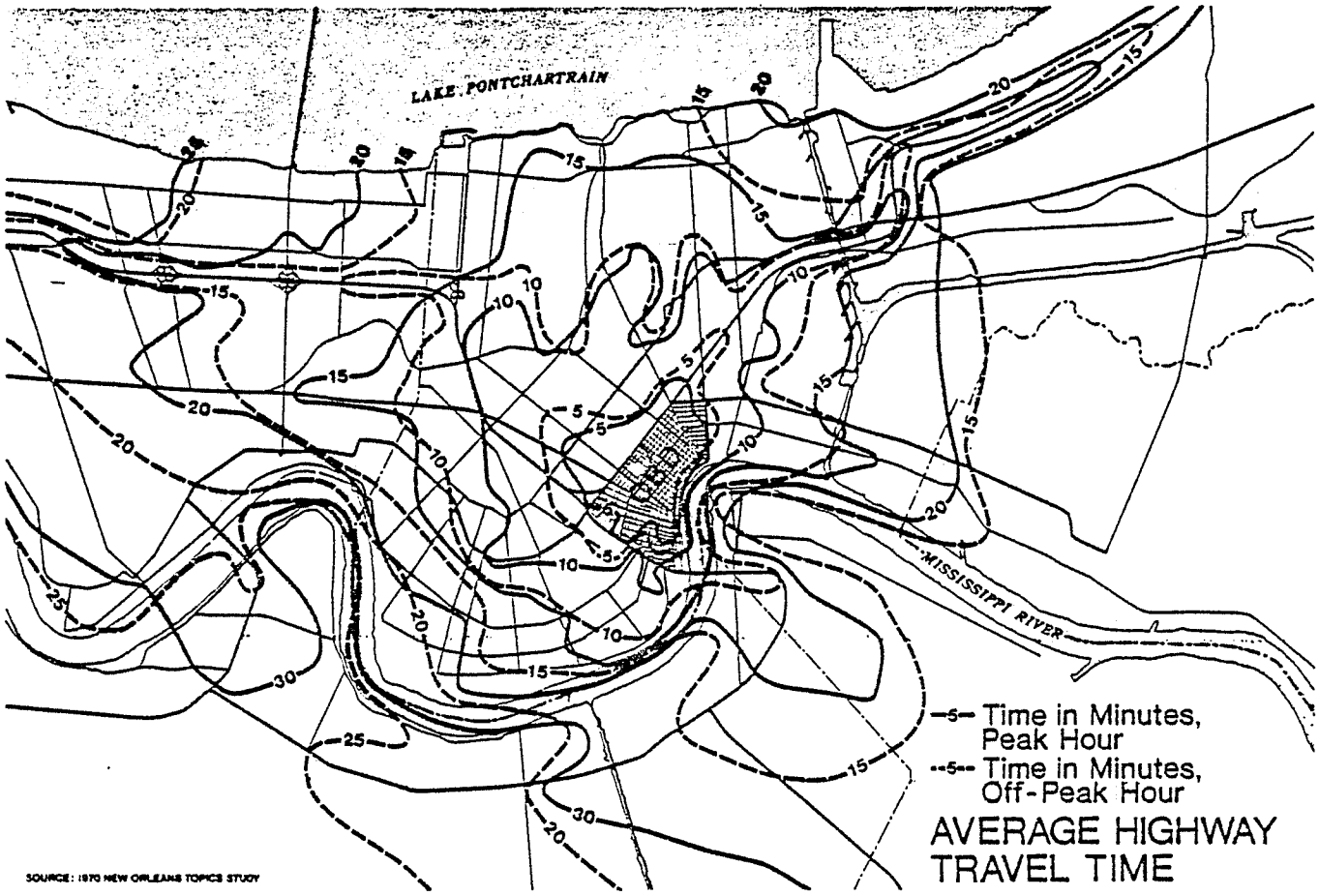
EXISTING STREET SYSTEM

The accompanying figure shows the direction of traffic flow for the Central Area streets and the general number of parking lanes for the major streets.

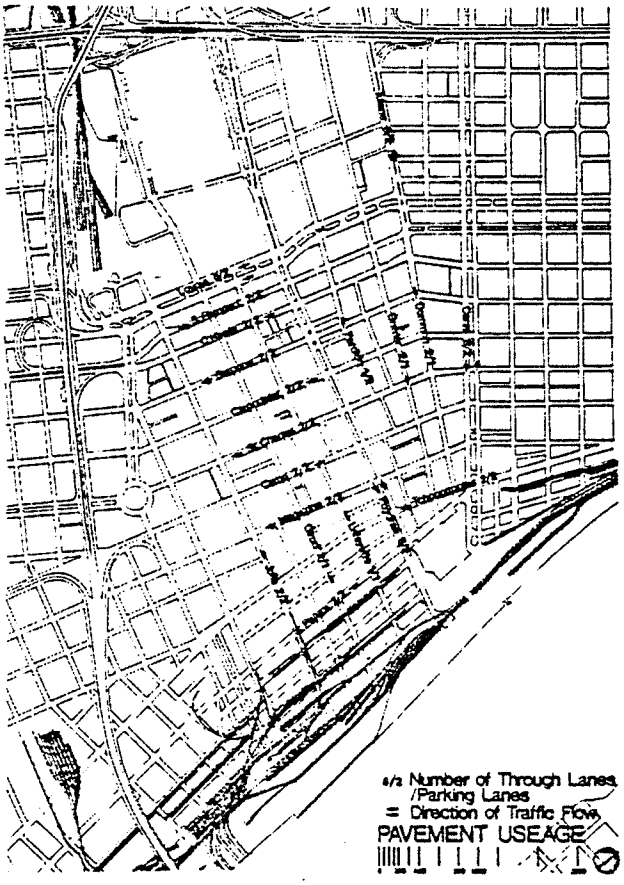
The Central Area street network is basically a grid system. In general, there is access to the to the area from only three sides because the City is bounded on one side by the Mississippi River.

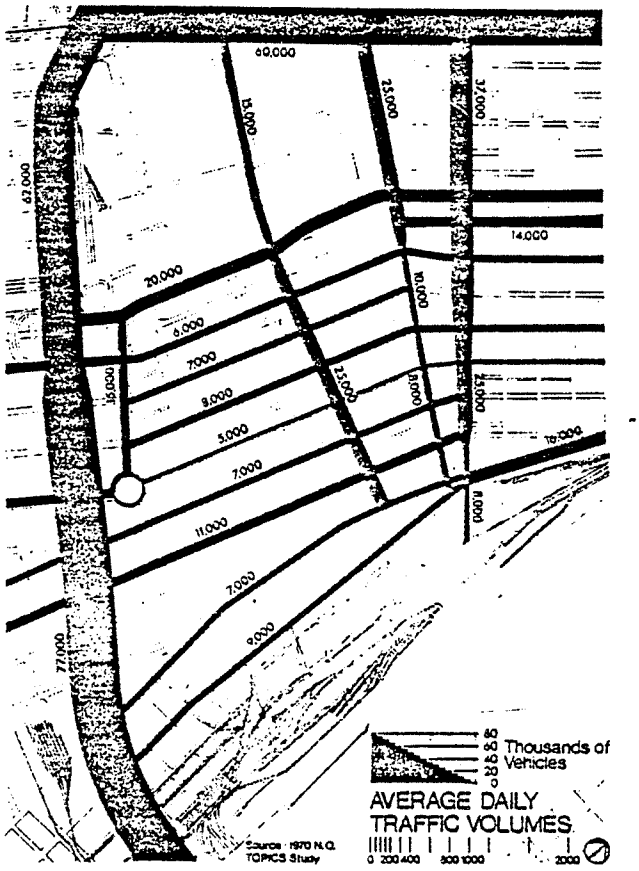
The Central Area, however, is the hub of the regional system with arterial streets similar to the spokes of the wheel serving outlying development. Since the Central Area is the hub or major attraction of the Region it is interesting to note the travel times required to reach the area.

These travel times and distances are displayed on the map below. The map on the following page notes the Average Daily Traffic Volumes[51] for the major Central Area streets. Volumes range from about 5,000 vehicles on St. Charles Avenue to about 80,000 on the Pontchartrain Expressway.



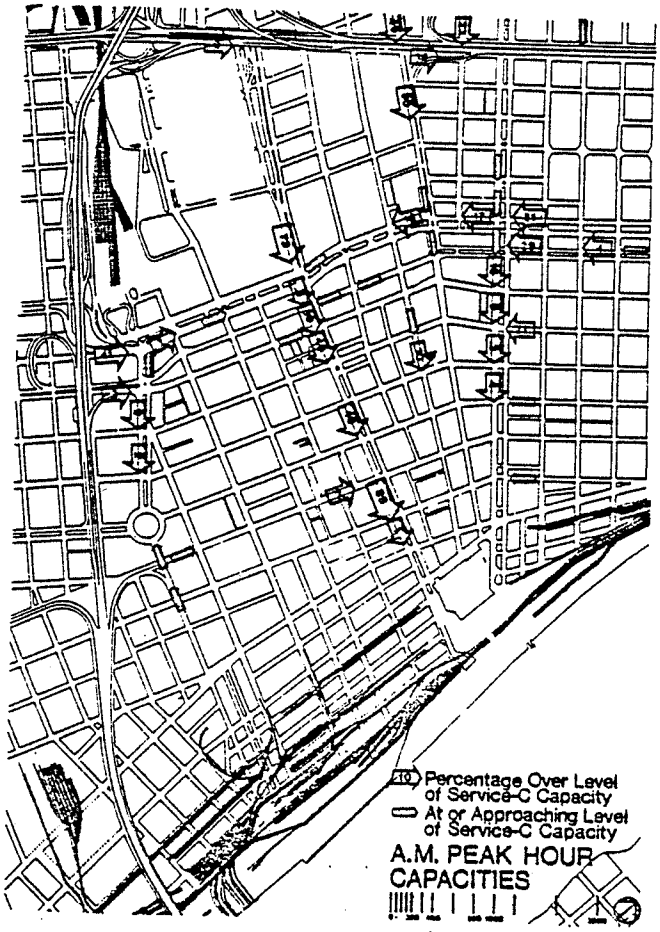
The Pontchartrain/Bridge Expressway is a major facility classified as an expressway on the Street Classification Map. It also serves as the only major river crossing in the area. St. Charles Avenue serves as an arterial street supported by other similar parallel streets. In general the expressway because of the design capacity can serve a large volume of traffic. St. Charles Avenue volumes reflect a different street capacity and is one facility of many serving the area and thus, has a portion of the total vehicular volumes in this travel direction. The street classification map proposes street designations based on observation of ADT volumes, operating characteristics, pavement widths, capacities, and street capability of serving through travel to surrounding areas or circulating inner traffic. The streets not designated on the map as expressway, arterial or collector are basically local in nature serving general internal circulation. The New Orleans TOPICS Study conducted in 1970 computed the service volumes for these signalized intersections. The count or demand volumes were conducted as a part of the New Orleans Traffic Signal Computer System design. These traffic turning movement counts were made during the first six months of 1973. With these inputs, updated volume to capacity ratios and levels of service were computed. The adjacent figures display the percent of street capacity utilized at the intersections for the a.m. and p.m. peak periods, respectively.





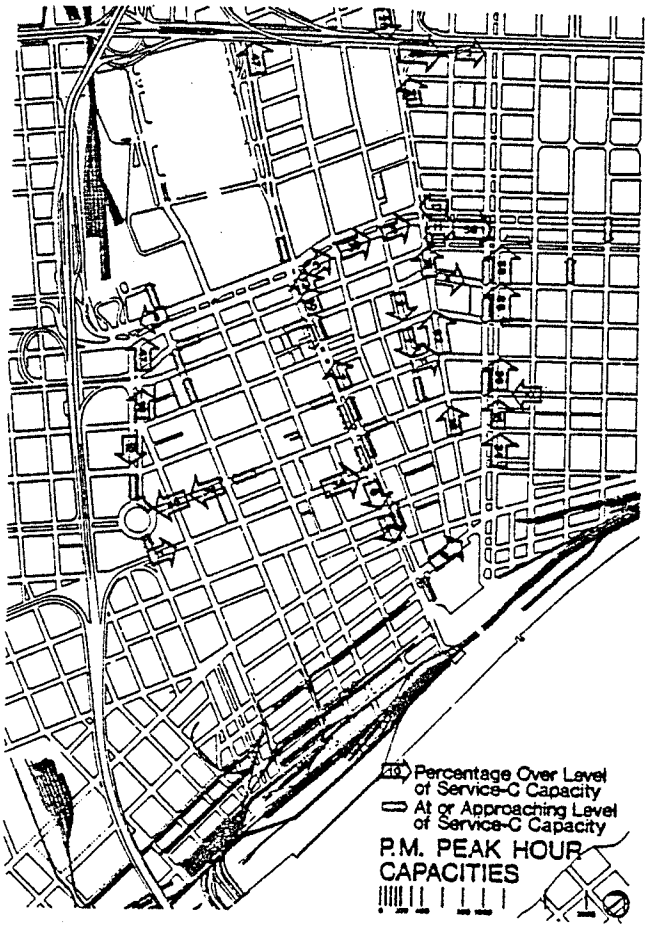
The existing right-of-way measurements for the streets in the Core Area are narrow except for a few streets. Canal Street and Poydras Street are the two major streets serving travel in the lakebound and riverbound directions. Canal Street has approximately 170 feet of right-of-way with 90 feet of pavement, 20 feet sidewalks, and a 40 foot raised median which consists of two exclusive bus lanes and sidewalks. During the peak hours Canal Street operates with six moving lanes with the outside lanes serving bus traffic. Poydras Street has approximately 130' right-of-way with 80 feet of pavement, 12 foot sidewalks, and a 15 foot raised median. In general the other streets parallel to Canal Street have measurements which range from 50 foot right-of-way and 40 feet of pavement, to 35 foot right-of-way with 26 feet of pavement. The upriver-downriver travel is served by Loyola Street and maximum use of one-way streets. Loyola Street has approximately 160 foot right-of-way with 90 feet of pavement and 25 foot raised medians.

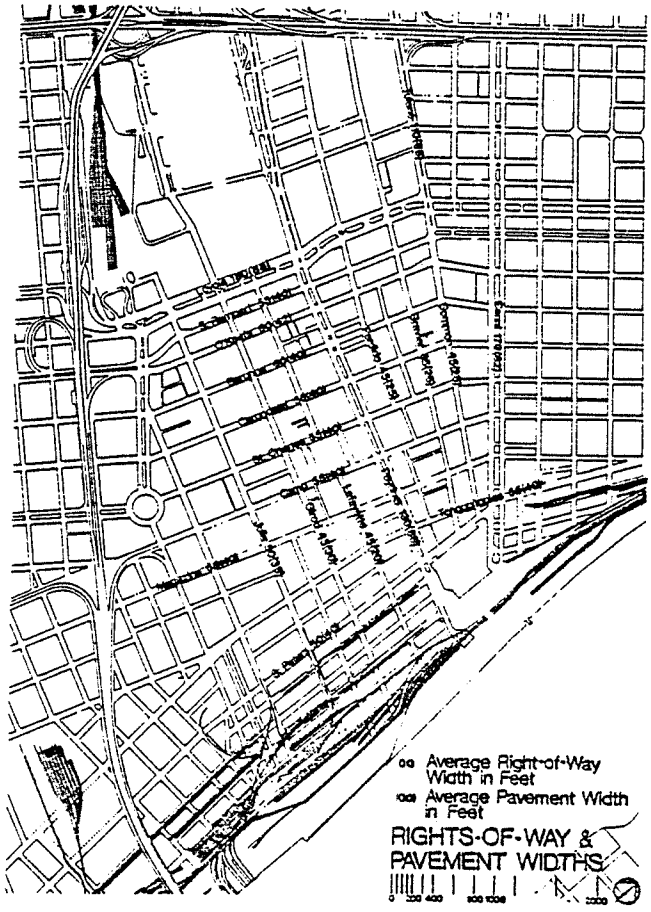
The links which are over capacity within the street system and the problem intersections are shown. The capacity information was calculated using level of service C. Level of service C is a service level describing a medium interruption of traffic flow as used in traffic engineering computation. Levels of service D and E describe increasing amounts of traffic flow interruption. The deficient links are impacted by traffic volumes, inadequate geometric design of intersection, sites of bus stops and parking facilities. Maximum capacity for the upriver-downriver direction of travel has



been obtained by utilizing the available pavements of streets operating perpendicular to Canal Street as one-way streets. These streets are used during the off-peak hours with two moving lanes and with two loading or parking lanes. During the peak hours most on-street parking is removed to increase the street capacity. However, the increase in capacity is small for some streets since the street markings tend to enforce the same movements and number of through lanes that are available with parking.

The peak hour operating conditions include the situation that develops with removal of parking on a 40' street with pavement markings consisting of one centerline. This centerline tends to enforce two through lanes when it would be possible to provide three moving lanes without parking. To ascertain the streets affected by parking practices a parking inventory has been conducted by Curtis and Davis Planners. A comprehensive off and on-street parking inventory and accumulation data was collected for a 164 block area representing the core of New Orleans Central Area. The on and off-street parking spaces were summarized by block. The accumulation study noted the number of automobile spaces being utilized during the work day by hour in the area. The On Street Parking Inventory Map shows the block faces zones for loading and no stopping any time as well as location of metered and non-metered spaces.





EXISTING PARKING STUDY

There are approximately 2000 on-street parking spaces available for the Core Area. Of the 164 blocks inventoried, on-street parking is prohibited along all faces of 43 blocks. A summary of parking spaces for on-street and off-street facilities by block and traffic zones was made and is available in a separate report.

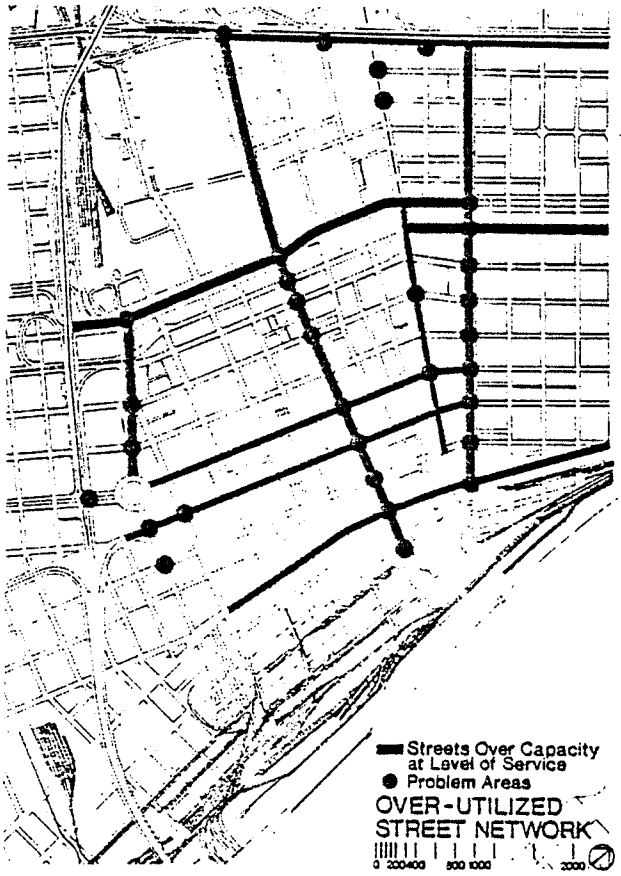
For the entire CBD there are approximately 26,000 off-street parking spaces. Of the 164 blocks inventoried, 45 blocks were found to have no off-street parking facilities. The accumulation study showed that approximately 70% of the available off-street spaces are occupied at a given hour between 8 a.m. and 5 p.m. The parking facilities serving the majority of office complexes generally had an 85% occupancy rate during the 8 hour period surveyed. In general, parking facilities within an urbanized area operate at approximately 85% occupancy the majority of the year. Usually 15%-20% of the capacity is allowed for space turnover and seasonal activities such as Christmas shopping, and Mardi Gras, which generate a greater demand for parking.

The Central Area off-street parking facilities include public and private garages as well as lots. The average cost for 8 hours of parking in the area is approximately $1.50. The majority of the meters in the area cost $.05/15 minutes.

For the Core Area there are approximately 60,000 employees. Considering absenteeism, split shifts, modal split and auto occupancy rate, a total number of 19,200 vehicles with a trip purpose of work presently enter the area. (These factors and related assumptions are discussed in detail in a following section on Existing Labor Force.) Table 18 displays the calculated number of employee cars requiring a parking space.

Each car requires a parking space for the 8 hour work period. In calculating this demand for parking spaces in the area, versus the supply, it is assumed that the vehicle trips to these developments, other than work trips, utilize the fringe parking facilities located out of the Core Area. Since there are 26,000 total off-street parking spaces in the CBD with approximately 17,000 located in the Core Area, there are approximately 9,000 off-street parking spaces which can be used for other trip purposes and during seasonal peaks. Table 19 displays the parking supply and demand for portions of the area as well as the total Core Area. The Existing Parking Map graphically shows this information.

The analysis demonstrates the finding that the area attracting the most trips such as shopping and major office buildings has a deficient parking supply and must rely on the surrounding areas for additional parking supply. Overall there is a 2470 parking space deficiency. However, this deficiency is misleading since some of the available 9000 off-street fringe spaces can be utilized.



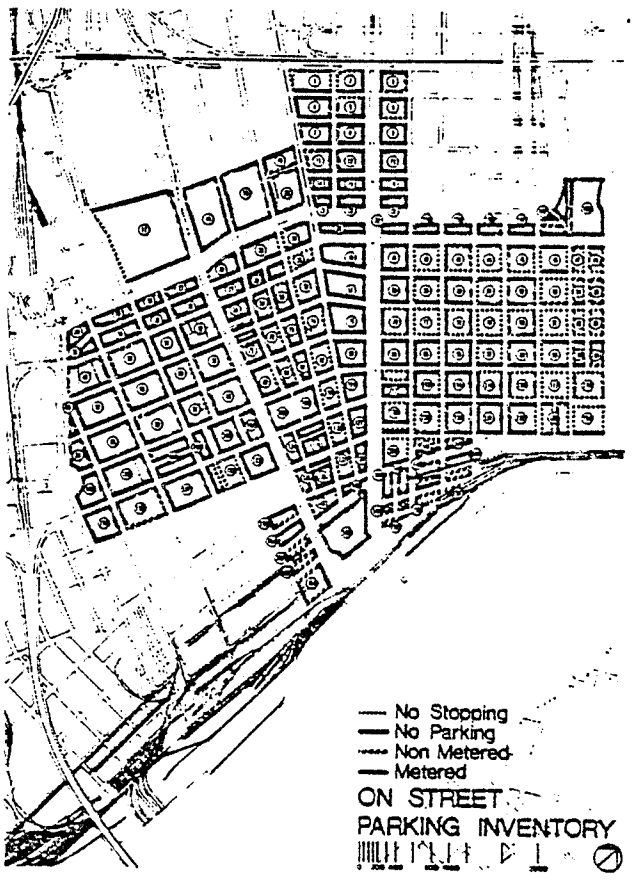
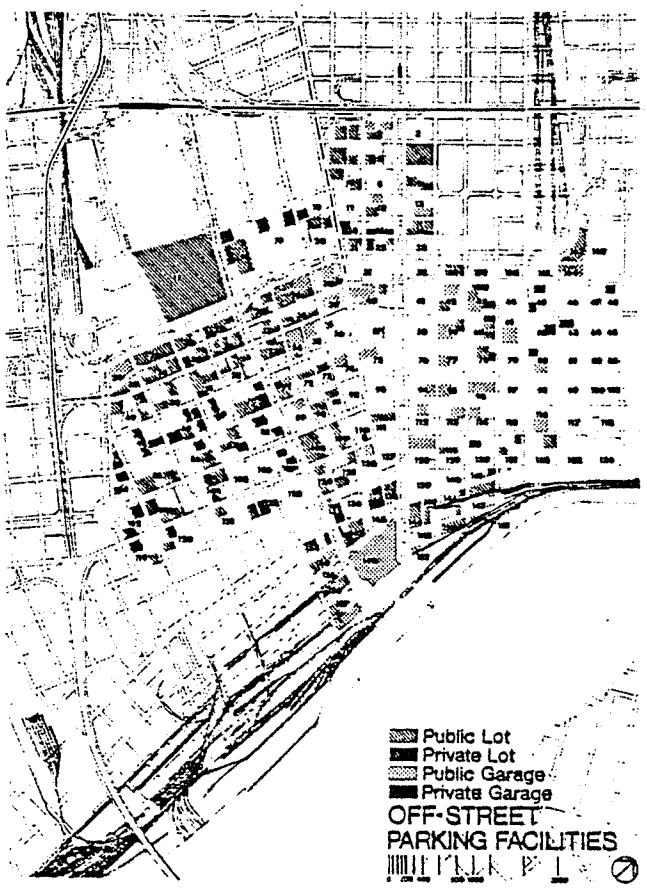


Table 18:
Employee Parking Space Demand

Area	Employees	Walk[1]	Absent[2]	Split Shift[3]	Modal Split[4]	Auto Occupancy[5]	Parking Space Demand
Office/Shopping	43,000	41,280	37,150	29,720	19,320	13,800	13,800
Waterfront	5,000	4,800	4,320	3,460	2,250	1,610	1,610
Health/City Hall	5,000	4,800	4,320	3,460	2,250	1,610	1,610
Office/Warehouse	7,000	6,720	6,050	4,840	3,150	2,250	2,250
Total	**60,000**	**57,600**	**51,840**	**41,480**	**26,970**	**19,270**	**19,270**

1. There are approximately 7000 residents within the CBD. National statistics show that 50% of the people living in a CBD also work there.
2. National statistics show that 10% of the work force is absent on any given day.
3. Based on the employment characteristics in the New Orleans Core Area (i.e., the number of restaurants, hotels, medical facilities and other special services), it was estimated that 20% of the labor force works shifts other than the typical 8 to 5 working day.
4. There is currently a peak hour modal split for CBD destination work trips of approximately 65% by auto, 35% by transit.
5. Current statistics show an average auto occupancy for the New Orleans metropolitan area of about 1.4 persons per vehicle.



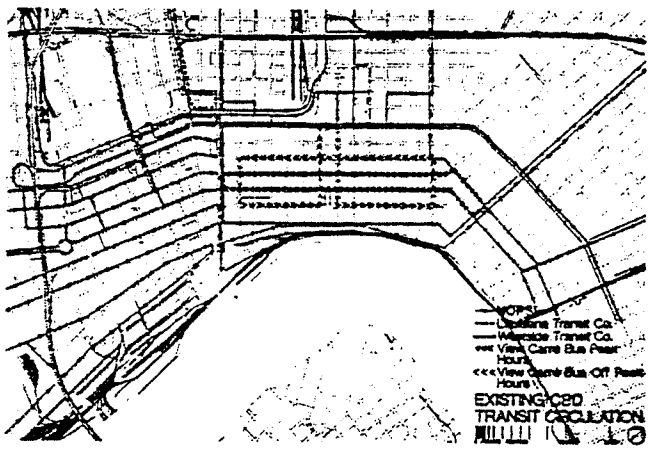
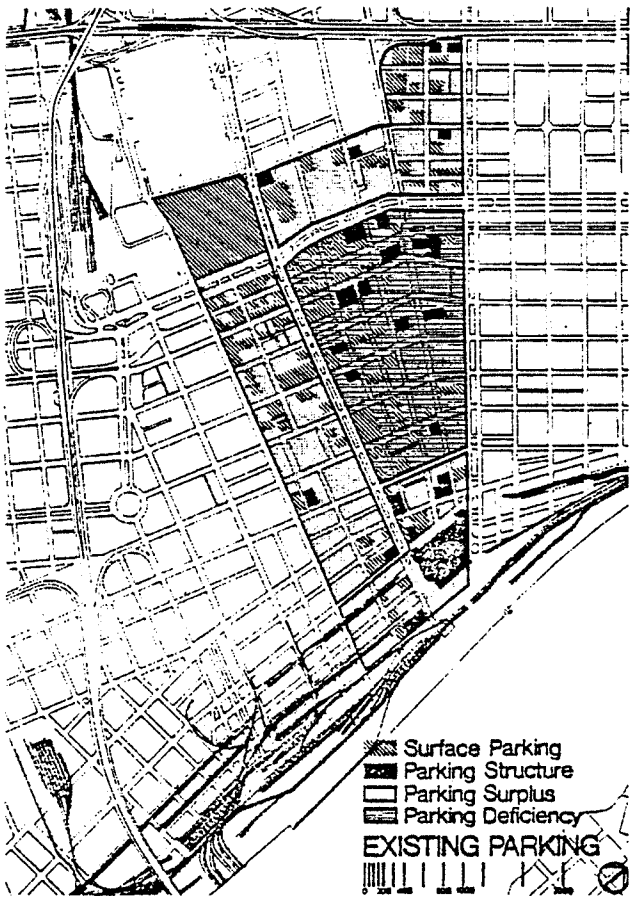


Table 19:
Parking Surplus and Deficiency

Area	Space Demand	Space Supply	Surplus	Deficiency
Office/CBD	13,800	8,900		4,900
Waterfront	1,610	2,600	990	
Health/Dome	1,610	3,000	1,390	
Office/Warehouse	2,250	2,300	50	
Total	19,270	16,800	2,430	4,900
Total Area	**19,270**	**16,800**		**2,470**



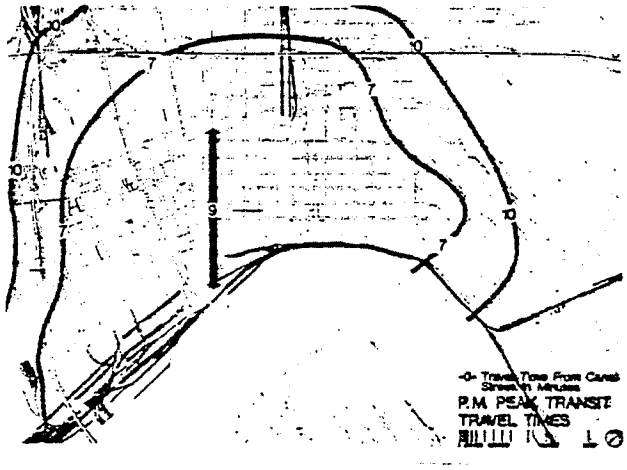
EXISTING TRANSIT SYSTEM

The Central Area transit system is very similar to the Core Area transit system in that every bus, ferry and trolley coming into the Central Area also enters the Core and specifically Canal Street as a termination point. The reverse is also true. However, every bus, ferry, and trolley entering the CBD does not enter any other subdivision within the Central Area. Therefore, the interchangeability of the Central and Core in relation to transit makes this section applicable for both areas. The operation of transit with emphasis on routes rather than links reinforces this interchangeability. The map of the CBD transit circulation shows the existing transit routes of which there are 21 bus lines and one street car line on Carondelet Street and St. Charles Avenue. All of the lines essentially turn around at Canal Street. To travel across the City one has to transfer (at no extra cost) to another bus. Historically, the original lines were each owned by different companies who operated only one street or two parallel directional streets starting from Canal. Buses on Canal Street run from the river to Claiborne (I-10) on an exclusive bus right-of-way in the median. On January 1, 1974, large transit buses were rerouted around the French Quarter on Decatur and North Rampart Streets. In connection with the rerouting an exclusive bus lane was established on Canal Street in the outbound direction during peak hours. Mini buses were purchased to provide service in the Quarter to replace the large buses.

A problem experienced by bus drivers is fighting traffic congestion during peak hours. While the exclusive bus lanes on Canal Street do reduce travel times, most buses have to fight the same congestion at intersections as autos thus losing time and riders' patience. The streetcar is particularly vulnerable as it runs on a fixed track in the roadway and cannot drive around other vehicles. (The streetcar has its own right-of-way beyond Lee Circle.)

Headways, and travel times for the CBD lines were evaluated. The frequency of service is very high ranging from 3.5-6 minutes (about 4 minutes average). These headways have been maintained despite declining ridership. The travel times are based on the scheduled times and may vary due to traffic congestion. On the French Quarter side of Canal Street there is an exclusive bus lane during peak hours which has been efficient in terms of maintaining schedules and travel times.

Seat and total capacity by line during the p.m. peak hour (4:30-5:30) were evaluated. There are 294 scheduled outbound buses with a seating capacity of 15,009 (total number of seats).



Taking the total number of seats plus 30% standees gives a total capacity of 19,492 riders, (30% standees is an average figure in many major metropolitan areas).

The total peak hour demand at present is about 12,750 riders leaving a surplus capacity of about 32% or approximately 6,000 available seats. Based on existing schedules the 24-hour surplus capacity is about 49%. The same figures and percentages apply to the a.m. peak period also. The a.m. peak period is of longer duration than the p.m. peak period (one hour for the p.m. vs. one and a half to two hours for the a.m. The figures show outbound transit capacity compared to automobile capacity by corridor.

The number of transit riders and the number of automobile riders yields an average modal split figure of 30% transit use and 70% auto use. The modal splits by corridor range from 21% transit for uptown to 40% transit use for the downriver corridor. Transit use has been decreasing in favor of the auto though it is still very strong in comparison to other cities.

Table 20:
P.M. Peak Ridership Outbound 4:30-5:00

	Actual	Seats	Capacity	Surplus Capacity	
Freret	501	561	729	228	
Jackson	340	510	663	323	
Magazine	704	765	995	291	
Tchoupitoulas	233	408	530	297	
St. Charles	911	780	1014	103	
Subtotal	2689	3024	3931	1241	32%
S. Claiborne via Melpomene	514	561	729	215	
S. Claiborne via Poydras	533	612	796	263	
Express 70	419	561	792	310	
Express 71	378	459	597	219	
Subtotal	1844	2193	2851	1007	35%
Tulane	650	816	1061	411	
Airport	–	357	464	–	
Subtotal	650	1173	1525	411 (NOPSI Only)	39%
Canal (Local)	1485	1479	1949	464	
Express 80	688	663	862	174	
Express 81	339	306	398	59	
Subtotal	2512	2448	3209	697	22%
City Park	293	510	663	370	
Esplanade	305	459	597	292	
Express 93	283	255	332	49	
Express 94	172	153	199	27	
St. Bernard	781	816	1061	280	
Subtotal	1834	2193	2852	1018	36%
St. Claude	992	1071	1392	400	
Desire	531	612	796	265	
Franklin	485	612	796	311	
Elysian Fields	438	561	729	291	
Express 91	341	357	464	123	
Express 92	282	408	530	248	
Subtotal	3069	3821	4707	1638	35%
Vieux Carré Bus	314	285	371	57	15%
	Total Ridership		**Total Capacity**	**Total Surplus**	
	12,598		**19,075**	**6013**	**32%**

EXISTING RAIL NETWORK

The New Orleans metropolitan area is served by six major railroads all of which terminate their lines in New Orleans. Each railroad forms its own corridor or access from outside the regional area. Within the city itself, switching and service to the riverfront port facilities is provided by New Orleans Belt Railroad which is administered jointly by all other railroads in the area. Rail access into the CBD area is provided along the river from both directions and along the northern edge by two corridors. This rail network is displayed. One corridor is located along I-10 to the Urban Passenger Terminal (all passenger service is in this corridor) and the second major corridor parallels St. Louis Street. This corridor is for frieght only and is presently declining in movement volumes. Rights-of-way exist throughout the regional area for expanded rail, potential transit, and other people mover systems such as transit ways from the CBD to New Orleans East, CBD to airport, etc.

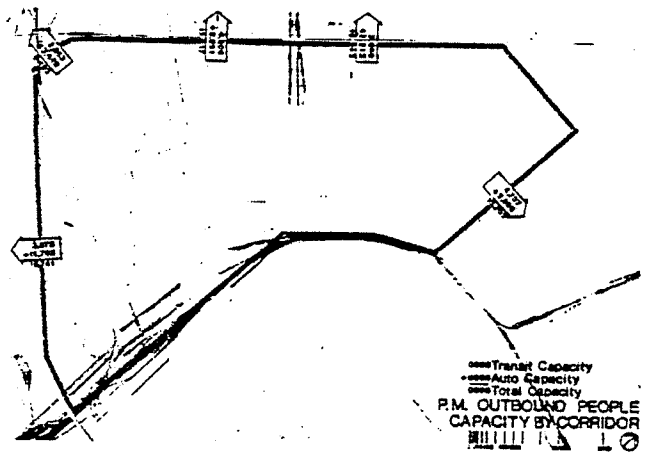
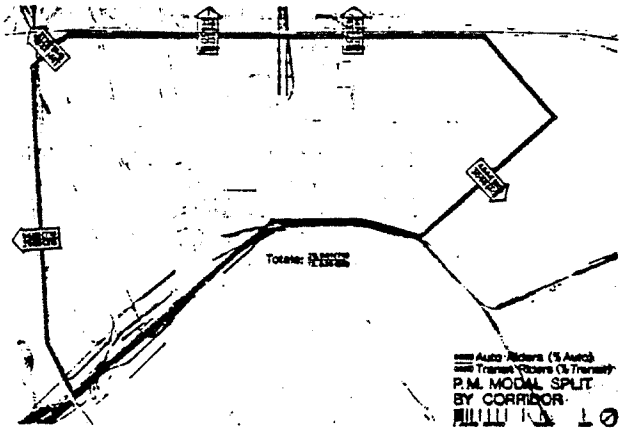


Table 21:
Seat and Total Capacity By Corridor and Route

32% Excess Capacity Peak Hour
49% Excess Capacity All Day

Corridors	Buses 4:30-5:30	Seating Capacity (x 51 seats=)	Total Capacity (x 130%)
1. Uptown 1			
Freret	12	612	796
Jackson	10	510	663
Magazine	15	765	995
Tchoupitoulas	8	408	530
St. Charles	15	780	1,014
Total	60	3,075	3,978
2. Uptown 2			
S. Claiborne (via Melpomene)	11	561	729
S. Claiborne (via Poydras)	12	612	796
Express 70	11	561	729
Express 71	9	459	597
Total	43	2,193	2,851
3. Tulane			
Tulane	16	816	1,061
Airport	7	357	464
Total	23	1,173	1,525
4. Canal			
Canal	32	1,632	2,122
Express 80	13	663	862
Express 81	6	306	398
Total	51	2,601	3,381
5. Orleans			
City Park	12	612	796
Esplanade	9	459	597
Express 93	5	255	332
Express 94	3	153	199
St. Bernard	17	867	1,127
Total	46	2,346	3,050
6. Downriver			
St. Claude	21	1,071	1,392
Desire	12	612	796
Franklin	12	612	796
Elysian Fields	11	561	729
Express 91	7	357	464
Express 92	8	408	530
Total	71	3,621	4,707
Vieux Carré Bus	15	285	371
Total CBD	**294**	**15,009**	**19,492**

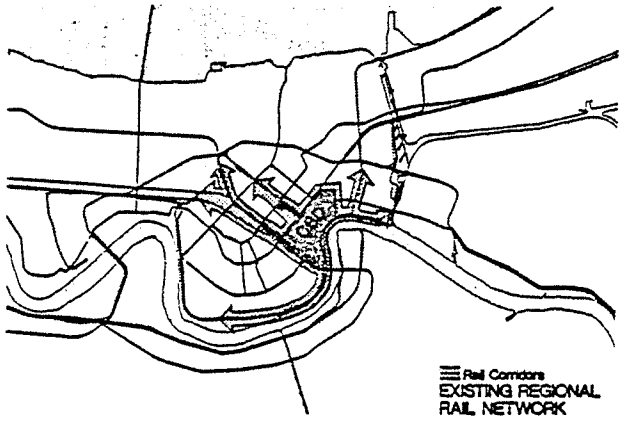


Existing Labor Force

The majority of the a.m. and p.m. peak hour trips entering and leaving the Central Area and the Core Area are home based work trips as previously discussed. Other types of trips include shopping, recreation, entertainment, and business related activities. By factoring the employment figures for these areas, a net accumulation of employees within the area for a typical work day can be calculated. The peak hour person trips can thus be estimated and compared to traffic ground counts to ascertain the impact on the Central Area street system by trips with a work purpose.

The analysis of the labor force and their estimated trips include several basic assumptions. These assumptions are similar to those made to estimate the number of parking spaces utilized by the employees in the Core of the Central Area. These include extent of absenteeism, split shifts, auto occupancy and related factors which affect the attracted work trips.

Due to the residential nature of the French Quarter, Treme', Faubourg Marigny, and Seventh Ward areas and their pedestrian nature, it was assumed that half of the people who live and work in the Central Area walk to work. This is not strictly a local statistic. The national trends show 50% of the people who live and work in the central areas walk to work. It was also noted that the national average of work absenteeism predicts 10% of the labor force do not work on a given day due to illness, annual leave or other reasons.



The effect of split shifts on the labor force has also been considered. The New Orleans Central Area is supported by port-related activities, a large number of hotels, restaurants and clubs catering to a large tourist clientele, a major shopping district and a number of hospitals. None of these tend to be 9 to 5 activities. Hotels generally operate as hospitals do on 24 hour shifts from 7 a.m. to 3 p.m., 3 p.m. to 11 p.m., and 11 p.m. to 7 a.m. Shopping opens around 9 a.m. or 10 a.m. and closes at 5 p.m. or 6 p.m. Night clubs operate on 4 p.m. to 12 p.m. or 6 p.m. to 2 a.m. shifts depending on the establishment. Restaurants generally establish shifts from 8 a.m. to 4 p.m., 4 p.m. to 12 p.m., and less often from 11 a.m. to 7 p.m. and 10 a.m. to 6 p.m. Due to these activities and the related split shifts, it was assumed that 25% of the labor force does not enter the Central Area during peak hours.

Another area of this analysis addressed the length of the peak hour period as well as the modal split. From historical information over the past eight years it was observed that the peak hour period covers two hours. Thus we assumed that this trend exists currently and the employee trips were distributed over a two hour period. Previous studies also reflecting the modal split of the area has shown an increasing percentage of automobile use. The current modal split is estimated at 65% by auto and 35% by transit for the peak hour trips. In projecting the home to work vehicle trips we also considered the auto occupancy rate. Observation of previous studies, available traffic information, the national average auto occupancy rate as well as the recent attention to energy conservation, showed an auto occupancy rate of approximately 1.4 persons/auto.

A final factor affecting calculation of vehicle trips for the peak hour was the number of employee cars which are parked outside of the Central Area. It was observed that some persons park outside of the Central Area and walk to work because of parking rates, avoidance of congestion, and parking availability to office complexes located on the fringe of the cordoned areas. These factors were addressed and the above judgments made in order to calculate the number of existing autos entering the Central Area and Core Area.

Subsequent analysis will evaluate the estimated value of autos and their impact on the Central and Core Areas. The estimate will also serve as a comparison for future conditions if the existing travel characteristics remain while there is rapid employment growth. Table 22 summarizes the factors considered in estimating the peak hour number of autos entering the Central and Core Areas for the purpose of work.

THE CBD PEDESTRIAN SURVEY

A CBD Pedestrian Survey was conducted to collect information to analyze the current pedestrian behavior patterns in the CBD, and to gather additional information regarding the percentage of work trips, modal split, arrival distribution, frequency of trips, purpose of other pedestrian trips excluding

Table 22:
Peak Hour Vehicle Trips Generated by Central Area Employees

Area	Number Employees	Minus Residential Employees	Minus 10% Absenteeism	Minus 25% Split Shift	2-Hr. Peak Period	Modal Split	Auto Occupancy	Minus Parking Outside Cordon	Vehicle Trips to Work
Central	100,000	95,000	85,500	64,000	32,000	21,000	15,000	13,500	13,500
Core	60,000	55,000	49,500	37,000	18,500	12,000	8,500	7,800	7,800

commutation trips, opinion regarding pedestrian malls and other pedestrian improvements and needs,

For the purpose of defining the universe to be surveyed, the work force was determined at 70,000 persons and an arbitrary number of 30,000 for visiting population was determined. A 1% sample was sought for the survey. A total of 52 intersections were selected from a random numbers table. 34 of these were in the Core Area, from Canal Street to Upriver, and 18 were in the French Quarter, from Iberville to Downriver. In the Core Area 150 questionnaires were assigned to each intersection totalling 5,100 for the Core Area, and in the French Quarter 100 questionnaires were assigned to each intersection, totalling 1,800. The total number of questionnaires to be distributed was 6,900. The division between the number of questionnaires distributed in the Core Area and the French Quarter was roughly 75% to 25%.

Out of 52 intersections, 20 intersections were selected for noon time distribution and the rest were for A.M. distribution. Of these noon time intersections, 13 were in the Core Area and seven were in the French Quarter. The A.M. distribution time was from 7:30 a.m. to 9:30 a.m., and the noon distribution time was from 11:30 a.m. to 1:30 p.m., a period of two hours in each case, during which the questionnaires were evenly distributed.

Based on 6,900 questionnaires to be distributed, 1,380 (or 20%) were expected to be returned. The actual return was 1,384 for 5,812 distributed questionnaires bringing the return rate up to 23.79% and 1.38% of the total universe defined (100,000) for the purpose of the survey.

According to the survey results the morning figures show 87% work trips and the noon figures show 81% work trips instead of 70% assumed at the beginning of the survey. For the purpose of determining visiting population, the noon figure of 19% should be used.

The noon figures show 81% of the survey respondents to be the working population. Taking into account the present work force of 60,000 the total population is calculated to be 74,074 persons with 14,074 of these being visitors.

For the purposes of determining the modal split, the noon figures are used because the morning figures indicate a far lower percentage of auto usage. The reason could be that many of the a.m. auto riders get driven or drive near to their destination and therefore, the surveyors could not have reached them. Hence, for the purpose of ascertaining the modal split only the numbers obtained from noon distribution are taken into account. Of the total noon time respondents 52% came to the CBD by private auto, 33% came by public transit and the remaining 15% by taxi, bicycle, walking or other means.

The modal split is 61% auto riders and 39% transit riders. The 12% overall walking trips to the CBD implies that these people are within walking distance of the CBD. This fact and the 4% bicycle trips during the noon time are both quite encouraging.

Of the noon time respondents, 52% indicated that they come to the CBD by private automobile, and 45% indicated that they park within the CBD. This implies that 87% of the auto riders to the CBD park within the CBD boundaries, assuming that those who did not respond to this question did not park within the CBD or did not drive automobiles to the CBD.

On the question of other pedestrian trips during the day, the total a.m. and noon counts are taken into account. Of the 1,384 respondents, 64% replied that they took other pedestrian trips for eating purposes, 42% for shopping, 36% for personal business, 27% for taking a walk, and 14% for other purposes. The majority of trips attributed to other purposes were for business or work related reasons.

Of the total respondents, 67% preferred pedestrian malls to sidewalks and would like to see more pedestrian malls within the CBD. Only 17% were opposed to the idea and 14% were undecided on the question.

On the question of other pedestrian amenities and improvements 18% expressed the opinion that wider sidewalks were needed. This could be due to the fact that most of the sidewalks in the CBD seem to be of adequate width for present usage. However, for the few locations where they are extremely narrow, if the pedestrians who actually used them were polled the favorable response might be higher.

About 28% desired more pedestrian signals. Whereas, 46% would like to see more parks and plazas within the CBD, only 29% desired more (better?) street furniture. 30% saw a need to separate pedestrians from vehicular traffic by means of pedestrian over or underpasses.

An overwhelming number of respondents: 836 out of 1,384 or 60% desired weather protection along sidewalks. Considering New Orleans weather, this is not surprising. Shopkeepers must be encouraged to provide canopies and new buildings could provide covered arcades which could provide wider sidewalks at the same time and "through the block" walkways should be encouraged. The need for weather proteciton was felt so necessary by many respondents that they often checked more than once under this question.

The majority of other comments were regarding cleanliness and the "bums" or "winos" on the streets. The latter perception seems to be a deterrant to providing pedestrian amenities.

Arrival and Departure Distribution

The absolute morning peak lasts from 7:45 a.m. to 8:45 a.m. during which 58.4% of the morning peak arrives; the morning peak is taken as three hours between 7:00 and 10:00 a.m.

In the evening, the departures start peaking from 4:30 p.m. and declines at about 5:45 p.m. There are two different peaks at 4:45 p.m., 5:14 p.m., when 36.5% of total evening departures between the period of 3:00 to 6:00 p.m. take place. Between the hours of 4:30 p.m. to 5:45 p.m., 84% of evening peak departures take place.

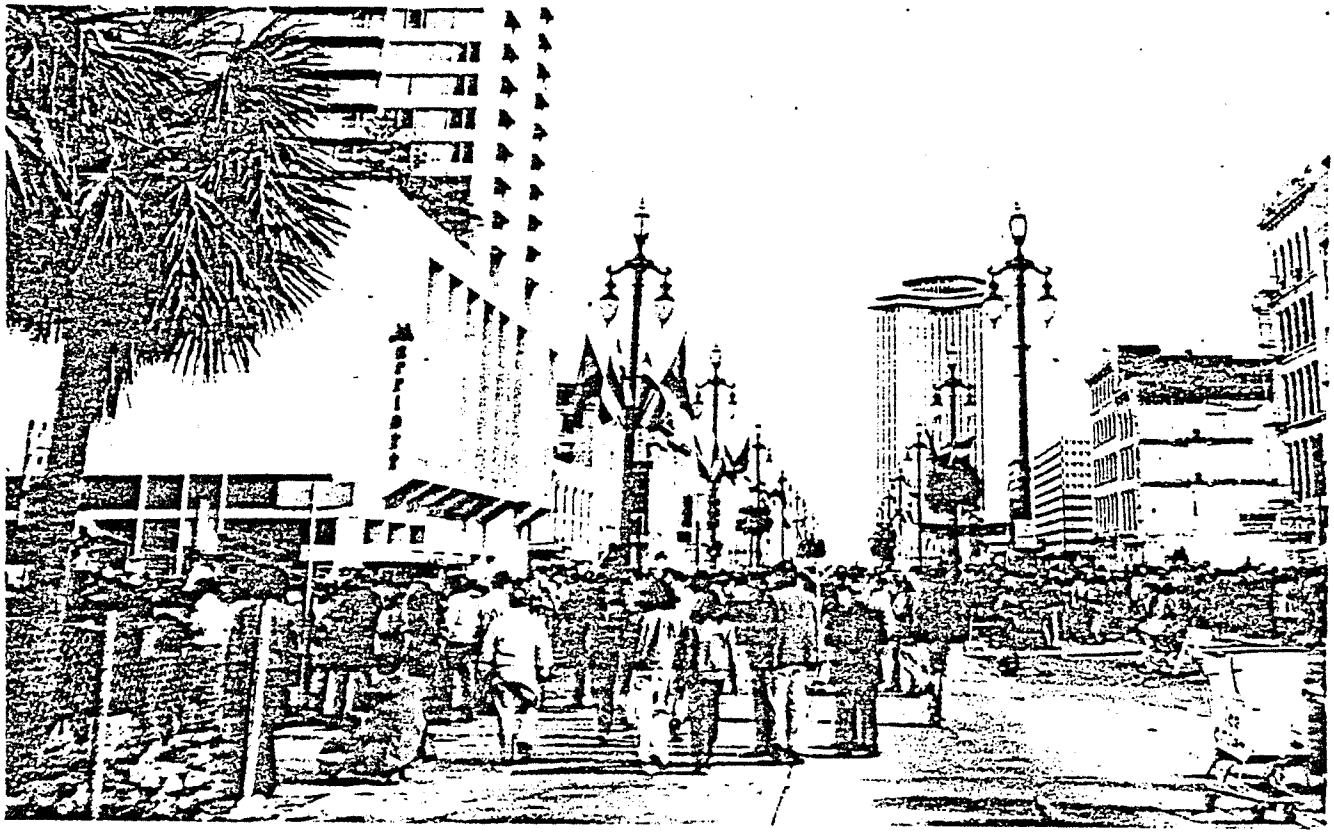
For the purpose of analyzing pedestrian paths the responses obtained from noon distribution points were separated and mapped.

Lunch Hour Pedestrian Trips

The lunch hour pedestrian volume was compiled from paths obtained from all the returns. A total of 555 lunch paths were thus obtained.

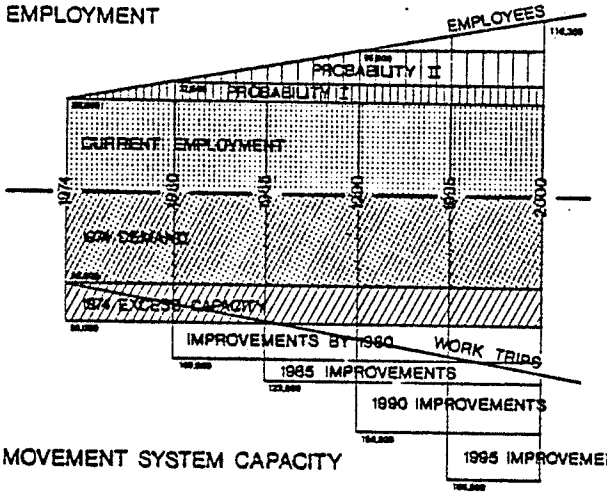
The map clearly shows the Canal Street and French Quarter oriented lunch hour trips on Canal Street; the attraction of Maison Blanche and D.H. Holmes clearly shows, on Common Street; Sears' attraction near Baronne Street is quite apparent. Other important streets are St. Charles, Carondelet and Baronne Streets.

In the French Quarter, Bourbon, Royal and Chartres Streets are most used. Royal Street has the greatest pedestrian volume. Pedestrian traffic around Jackson Square is quite apparent from these maps.



General Access Analysis For The Year 2000 Growth**

Within twenty-five years, the CBD will have eleven million square feet of additional office space, twelve thousand hotel rooms and 1.2 million square feet of retail space. The total work force is expected to increase by over 54,000 employees; 46,000 office workers, 6,000 hotel employees and 2,400 retail employees.



MOVEMENT SYSTEM CAPACITY

IMPROVEMENTS BY 1980:

- Elimination of on street parking
- Elimination of peak hour truck delivery
- Peripheral parking and Shuttle System
- Staggered work hours
- Improved transit service
- Regional and local street changes

1985 IMPROVEMENTS:

- Additional peripheral parking
- Increase automobile occupancy

1990 IMPROVEMENTS:

- Staggered work hours
- New long haul transit facilities (predominantly buses)

1995 IMPROVEMENTS;

- New long haul mass transit system (line haul)

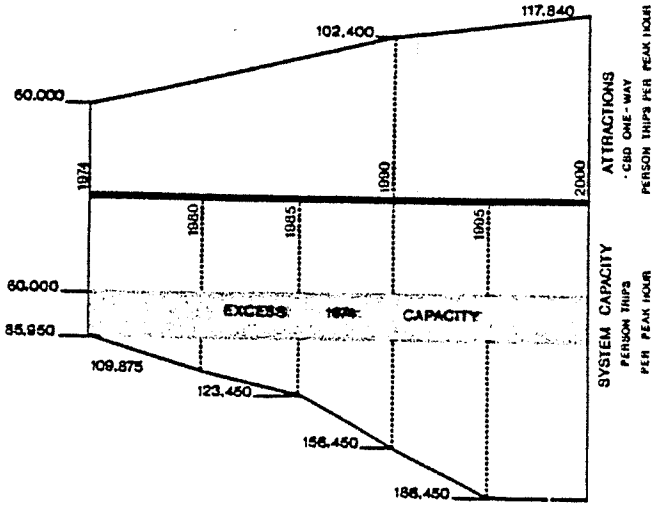
LAND USE AND MOVEMENT SYSTEM CORRELATION

The Transportation/ Land Use Correlation Model

The existing transportation system providing access to the CBD will be incapable of fulfilling demands. Modifications, improvements, and additions to the transportation network must be made to provide for the needed capacity increases. The Transportation/Land Use model was used for assessing the travel demands of future development and to recommend modifications to the transportation system. The upper half of the model displays the transit demands for future employees for various time frames; the lower half represents the capacity of the transportation system with improvements for the same time frame. Future developments can be accommodated in all instances when the capacity exceeds the demand.

The subsequent discussions consider the available transportation system and assess the impacts of improvements on the

**(Some specifics of the movement system not endorsed by the GMP, subject to further transportation planning.)



SYSTEM PEAK HOUR CAPACITY/ DAILY CBD TRIP ATTRACTIONS

Table 23: Capacity

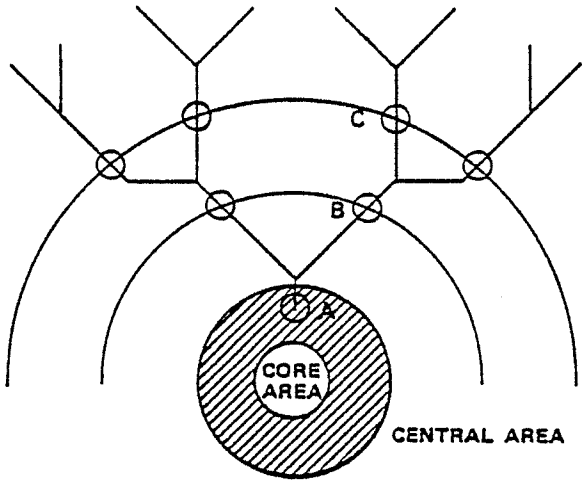
Measure	1974	1980	1985	1990	1995	Total Capacity 2000
Existing Street Capacity	37,800					37,800
Existing Transit Capacity	19,500					19,500
Elimination of On-Street Parking/ Off Peak Hour Truck Delivery		5,800				5,800
Peripheral Parking and PRT		2,750	1,050			3,800
Staggered Work Hours		4,000		2,000		6,000
Short Term Improved Transit Services		2,300				2,300
Regional & Local Street Changes		1,100				1,100
Increase in Auto Occupancy			8,000			8,000
New Long Haul Mass Transit						
a. Bus System				20,000		20,000
b. Line Haul Mass Transit					20,000	20,000
TOTALS	57,300	15,950	9,050	22,000	20,000	124,300
CUMULATIVE TOTALS	57,300	73,250	82,300	104,300	124,300	124,300
1½ HOUR PEAK	85,950	109,875	123,450	156,450	186,450	186,450

system capacity. Policy decisions and actions required to implement programs as well as nontransportation implications of these recommendations are also discussed. The Transportation/Land Use model for the New Orleans CBD for the year 2000 is shown on the previous page. The preceeding table shows the individual components of the future transportation system with its corresponding increase in capacity and suggested years of implementation. Also shown is the Transportation Land Use model considering trip attractions for the purposes of shopping, personal business, and residential (hotels) as well as work.

Peripheral Parking And The PRT System

Peripheral parking, otherwise known as change-of-mode parking, is the most efficient means of improving the transportation system of the Central Business District. The premise behind peripheral parking facilities is to intercept the automobile before it penetrates the congested Core Area. The parking facilities should be located at the outskirts of the CBD, where there is sufficient capacity to accommodate the vehicles. The riders then transfer to public transit mode to bring them to their final destinations. The individual users of these facilities avoid high CBD parking costs, inconvenience of driving on congested streets, and shorten their overall travel time. The community benefits of such modal transfer systems are fewer stranded autos on streets of CBD and consequent lesser parking demand within the CBD. The land thus freed of automobiles could be used for better public amenities and improving the transit service.

To be most effective, the peripheral parking must be located at an appropriate distance from the Core Area. In the diagram that follows, the peripheral parking located at A



SCHEMATIC DIAGRAM OF ONE CORRIDOR COMING INTO THE CENTRAL AREA

intercepts the automobile at the edge of the Central Area, avoiding congestion in the Core, yet requiring only a short public transit ride to the final destination. The branching quality of a radial system of arterials coming to the Central Area necessitates construction of more peripheral parking facilities if located farther from the Core as at B or C. The increased number of public transit lines needed to serve these facilities plus the increased riding time on the lines renders these locations much less efficient.

Certain policy actions are required for the success of the change-of-mode parking facilities. The change-of-mode facilities have to be competitive and advantageous over other modes of travel. For example, it is desirable that the two-way transit fare plus the change-of-mode parking costs (if any) be competitive or lower than other parking costs. Also, making the public aware of the advantages of peripheral parking such as convenient transit service, extra security, and

assured parking space is of crucial importance for the success of the program.

Currently, there are no peripheral parking lots operating with a direct transit service to the CBD. Transit 79, the short range transit improvement program produced under the Metropolitan Transportation Study, recommends four facilities to be located on the periphery of the Central Area with direct shuttle service for access to the CBD, assuming that the required air quality standards could be met and maintained.

These facilities are scheduled for implementation during the first three years of the five year program. A 2000 car parking facility is recommended for development adjacent to the Louis Armstrong Memorial Park during the first year. Two more facilities are proposed for the second year; a 5,000 car garage associated with the Superdome and a 2,000 car facility in the vicinity of Elysian Fields and the Mississippi River. A ferry parking facility is proposed for a site located at Diamond Street and the Mississippi River for 5,000 cars during the third year. The maximum capacities of these four facilities could provide 14,000 additional parking spaces within the proximity of the CBD. Certain percentage of capacity of these facilities will be required for local or special needs. For example, not all five thousand spaces at the Superdome parking facility can be utilized to service the Core Area. Allocations must be made to meet the demand for stadium patrons. Until major events such as daytime baseball occur, the local demands will be small and probably 3,000 spaces could be utilized for peripheral parking. The actual configuration, size and utilization of these lots and their ability to serve the Core Area will be a function of the future development patterns and local demands. Under the best of circumstances approximately 8,000 parking spaces could be allocated from these facilities to serve the Core Area.

This system of peripheral parking facilities must be served by a transit network linking the facilities to the Core Area. The transit service must be cheap, fast and comfortable. The headways should be less than three minutes during the peak hours and the transit fare should probably be included in the parking rates. Simplistically, the system could be a bus operation, however, new technologies should be investigated as alternatives. The actual configuration of this transit system will be a function of the future development pattern and the parking facilities utilized. They are discussed in other chapters of this report with their related land use plan.

Utilizing these parking facilities to their maximum of 8,000 spaces and assuming a continuation of the current automobile loading factor of 1.4 people per vehicle, gives an additional 11,200 person trips to the CBD transportation system capacity. Given a peak travel period of 1½ hours between 7:45 to 9:15 a.m. would result in an addition in peak hour capacity of approximately 8,700 person trips.

Staggered Work Hours

Changes in working hours can reduce the intensity of peaking in transportation demand that occurs during an average week day. By shifting the hours of employees, peak demand for transportation services could be reduced. In general the principle behind staggered work hours is to alter the standard 9 to 5 working day to various shifts ranging between 8 a.m. and 10 a.m. and 4 and 6 p.m.

The impact of this change in work schedules on transportation demand related to the CBD in New Orleans might not be as large as other major cities. A variety of firms already have work schedules which vary from the normal 9 to 5 shift. This program also has the greatest chance of successful implementation where there are a number of major employers (firms employing 2000 or more employees) that are receptive to instituting such schedule changes.

Currently the total inbound traffic flow to the Central Business District appears to be uniform between the hours of 7 a.m. and 9 a.m. There are approximately 15,000 people entering by transit and 20,000 entering by auto, per hour during the above period. These figures drop to 8,000 transit and 12,000 auto arrivals between 9 a.m. and 10 a.m.

The inference that can be drawn from the equal split of the 7 to 8 and the 8 to 9 transportation demand is that approximately half the workers start jobs at 8 a.m. and about half start work at 9 a.m. This is significantly different from most other CBD's where approximately 20 to 25% of the workers start prior to 8:30. The decrease in demand between 9 and 10 a.m. is even greater when it is considered that the shoppers' peak begins at that time and probably one half of the trips made in that period are shopper related. The p.m. peaks have heavier demand with about 110,000 total people leaving the CBD split almost evenly between the hours of 4 p.m. to 5 p.m. and 5 p.m. to 6 p.m.

Given the fact that New Orleans already has a fairly effective staggered work hours system, the potential impact of implementing a specific program to alter working hours even more does not appear to be great. The staggered hours program in the Lower Manhattan New York City CBD has been the most successful application of this technique to date. That project was able to achieve a nine percent (9%) decrease in the maximum peak hour volume. Other attempts to institute similar programs have yielded between 4 and 6 percent decreases in peak hour transportation demand.

Approximately 3% of the demand between 7 and 9 a.m. might be shifted to the period between 9 and 10 a.m. by having approximately 8% of the jobs in New Orleans open to a 10 a.m. to 6 p.m. shift.

The impact on the p.m. peak period would be less significant in relation to the total number of person trips and should decrease the demand by approximately 2% per hour.

The critical factor in the implementation of a staggered hours program is obtaining the cooperation of a sufficient number of employers. The program is most successful when a few major employers stagger their hours or if a sufficient number of smaller concerns participate. The implementation costs of such a program are minimal. The Lower Manhattan Project (a CBD with over 500,000 employees) was implemented at a cost of $50,000, with the majority of that money allocated to before and after evaluation studies.

This program can be instituted in a relatively short time period. The staggered hour program in Lower Manhattan was devised and implemented by the Downtown Lower Manhattan Association (the equivalent of the Chamber of Commerce). Its implementation took approximately two years in Lower Manhattan from the time it was first decided to attempt to implement the idea to when the 9% decrease in demand was achieved. Should the City of New Orleans or the Chamber of Commerce decide to attempt to institute a staggered hours program in New Orleans, it could be implemented by 1980.

Transit Improvements

SHORT RANGE TRANSIT IMPROVEMENT

Improvements, additions, and modifications to the existing transit system, which can be made within a five year time frame can also add substantial capacity to the Core Area street system. The majority of these improvements were presented in the Task 3 Report, Transit 79, of the Metropolitan Transportation Study.

These improvements fall into four general categories. expanded ferry service, new express and local bus services, ferry parking on the west bank of the Mississippi River and CBD shuttle bus loops. The peripheral parking with its related bus loop concept has been discussed previously in this report.

The improvements to existing ferry service include renovating the existing ferry terminals and adding an additional vessel. The new service will shorten headway time from 24 minutes to 12 minutes and double the existing capacities of 30 cars and 700-800 passengers. A new ferry service is proposed to serve the existing Canal Street terminal from a new location on the West Bank at a point between the Algiers and Gretna ferry terminals. This will increase capacity by another 30 cars and 700-800 passengers. Two 300 car parking facilities are proposed to be constructed in the area of the Algiers ferry.

NEW EXPRESS BUS SERVICE

New express bus service is proposed to serve the downtown area from outlying parking facilities. Five routes are planned:
(1) Veterans Highway—Interstate 10, 265 riders/hour capacity;
(2) Jefferson Highway—S. Claiborne, 265 riders/hour capacity;
(3) New Orleans East—Interstate 10, 200 riders/hour capacity;
(4) St. Bernard Parish—North Claiborne, 265 riders/hour capacity;
(5) West Bank Expressway—CBD New Orleans, 530 riders/hour capacity. Total capacity is 1525 riders.

Modification can also be made to existing routes to increase their overall speeds or to possibly decrease the total running miles. These changes must be made in light of specific development proposals and more detailed traffic engineering data and analysis. These improvements would permit greater efficiency out of the existing system and would thus increase the transit system capacity.

LONG RANGE TRANSIT IMPROVEMENTS

Given New Orleans' transit characteristics, needs, existing transit technology and costs, buses will probably have the best potential to meet 1995 transit demands. Transit ways constructed along existing rail or highway rights-of-way would be the least expensive and easiest alternative to build for moving high volumes of people. Using 100 buses per hour, total capacity is about 6500 riders per corridor. Potential rights-of-way include I-10, West Bank Expressway, and rail tracks running along either the Interstate 10 or St. Louis Street. Exact corridors cannot be determined until future demand by corridors is projected in the long range transportation program. Transit ways cost approximately $1,000,000 per mile and have the potential to be converted to various types of fixed systems as new technologies are developed. Transitways can also be partially financed through the federal government Urban Mass Transportation Administration.

Long Haul Transit Systems can carry great numbers of people on a fixed route but as with transitways, exact corridors cannot be determined at this time. However, the potential rights-of-way are the same. Rapid rail transit costs are in the $10 million/mile range to construct with 10,000 riders per hour capacity. Rapid rail transit is subject to changes in present technology which would increase its feasibility in the future. At the present, population densities in New Orleans are lower than the minimum which is considered necessary to support the ridership required to support rail transit's high cost. However, public demands, land use shifts, and new technologies could change the picture. The probability of implementation at present is low.

There are other major types of urban transportation systems under various stages of development and testing which might be applicable to handle the long-term transit needs of New Orleans and they are:
(1) People-mover systems such as moving sidewalks and people-mover capsules designed to provide continuous, non-waiting transportation over a relatively short trip.
(2) Personalized public transit (PRT's) which provide the high passenger capacity and speed of a fixed rail system but with the flexibility to provide door to door service.

Both systems are still in the development stage and need to be investigated further. These kinds of systems have a high potential for moving people within the existing framework of highways, bridges and rail rights-of-way. The proposed CBD shuttle bus loop could be converted to a PRT or people-mover system in the future to serve fringe parking facilities and internal CBD movements. The existing and planned system needs to be investigated for applicability and feasibility to run across the Greater New Orleans bridge. At the present time costs are $5-10 million per mile.

General Street Changes

The simplest improvements to the street system take the form of turn restrictions, channelization, street widening, and signal system interconnect improvements. Turn restrictions are low cost and easily installed. However, such action requires strict enforcement and does not solve the problem, but only shifts it to another location. Street widenings can permit desirable operating speeds between intersections but is a most costly means of improvement in terms of dollars and urban impact. Reverse lanes can also provide capacity increases, but require a high degree of public information, enforcement, and at least 5 lanes are desirable. A flexible progressive signal system can increase capacity up to 10% normal capacity. A computerized system can provide adaptation for traffic flow changes and speeds but it may be difficult to obtain good progression for two-way streets.

The Urban Traffic Operations Program to increase Capacity and Safety (TOPICS) addresses itself to the above traffic operation improvements. In 1969 the New Orleans (TOPICS) Study made recommendations involving these measures after studying 462 miles of major streets and highways in the metropolitan area. New Orleans has utilized turn restrictions and one-way street pairs to gain as much capacity increase as possible. Plans are now underway for installation of a major computerized signal system, as recommended in the TOPICS Study. For calculation purposes, increased capacity provided by this new system can increase capacity by 3% noting that some circuity in travel will remain. Based on the improvements discussed above, an estimated increased capacity of the major traffic corridors entering the Central Area is 1135 persons per hour. Financing under TOPICS transportation improvements involves Federal and local agencies. The funding is based on: 25% local and 50% federal and 25% state sources.

Parking And Delivery Regulation

Elimination of on-street parking is perhpas one of the least expensive methods available to increase street capacity. However, this measure requires strict enforcement, and may not add appreciably to intersection capacity, since city ordinances presently disallow curb parking 20 feet on either side of an intersection. Mid-block capacity can be effectively increased by removing curb parking and regulating loading and unloading hours. Elimination of the queing situation which occurs while drivers maneuver their vehicles into and out of parking stalls will influence the total street capacity.

Parking elimination as well as peak hour regulation requires a strong policy decision by the local officials. This decision must be supported by the necessary enforcement as well as merchant cooperation. Past experience such as the Decatur Street/French Market parking requlation has proven that while parking removal is perhaps the least expensive of all capacity increasing methods, unless parking alternatives are available citizen reaction may well be negative.

Truck delivery regulations are also capable of increasing street capacity. This situation also requires a strong policy decision and the cooperation of labor unions involved in such a proposal. However, centralization of storage and coordination of deliveries can aid the implementation of regulation of delivery hours. Both labor and management should be involved in the process of planning such a system. The regulation of truck delivery hours would have to be further investigated as far as Interstate Commerce regulations are concerned.

Assuming that all on-street parking and loading zones were removed during both the AM and PM peak hours approximately 5800 persons/hour could be served by the additional capacity, for CBD access, based upon the changes in street capacity.

Level Of Auto Ridership

The New Orleans Metropolitan Area Transportation Study (NOMATS) conducted in 1960 developed an average auto occupancy rate for the area of 1.48 persons per auto. NOMATS also predicted an auto occupancy rate for 1980 of 1.37 persons per auto. Current data estimates 1.37 persons per auto for the Central Area with 1.45 persons crossing the Greater New Orleans Bridge and 1.44 persons per auto crossing the Huey P. Long Bridge. Review of historical data shows there has been a steady decrease in the auto occupancy rate for the area.

It is also noteworthy that the auto occupancy rate forecasted for 1980 has been met currently in the area and exceeded at the River crossings. The above data combined with the fact that the transit percentage of the modal split has also declined emphasizes the continuing increase of autos, related congestion and increased pollution affecting the Central Area environment.

Another means of increasing the capacity of the existing street system is to promote people entering the area to utilize

fewer autos by carpooling. Certain policy decisions are necessary to support this goal. These policy decisions should address the issues of toll and parking rate structures, organized car-pooling programs, and road use pricing. Such economic penalties and/or incentives directly affect the auto driver and would encourage reevaluation of the selected transportation mode. Toll differentials are a means to increase the auto loading factor. Tolls can be structures to affect all vehicle trips or to affect only peak hour trips (usually home to work trips). Increasing the toll during peak hours can encourage auto drivers with a trip purpose of work in the CBD to carpool. Lower tolls during the off-hours would be desirable so as not to reduce CBD shopping or personal business trips.

Parking differentials can also be used to control the auto occupancy rate. A structured rate affecting all-day CBD parkers could be implemented in the form of a parking surcharge, differential licensing, or increase in parking rates. However, a parking surcharge is difficult to apply to some parking areas in the CBD such as government or private parking lots and garages.

Table 24:
Annual Cost Savings of Car Pool Riders

Formula: X miles $\frac{\$.12}{\text{mile}}$ 260 work days = cost*

Occupancy Level	Round Trip Distance in Miles 5	10	15	20	30	40	60
Total Cost (i.e., no savings, 1 person/car)	**$156**	**$312**	**$468**	**$624**	**$936**	**$1,248**	**$1,872**
2 Riders Save 50%	78	156	234	312	468	624	936
3 Riders Save 67%	104	208	312	416	624	836	1,248
4 Riders Save 75%	117	234	351	468	702	936	1,404
5 Riders Save 80%	125	250	374	499	749	998	1,498

(Figures shown are estimated annual savings to each user for each occupancy level shown. Actual commuting costs may be determined by subtracting the dollar savings for a particular level of occupancy from the total cost row.)

*Does not include parking cost.

Source: Volume I: Results of a survey and analysis of twenty-one low cost techniques, prepared by R.H. Pratt Associates, Inc. for Department of Transportation.

While toll and parking differentials may encourage car pooling and improve the auto occupancy rate there are inequities in both systems. To avoid charges of discrimination there must be a satisfactory transportation alternative. There is also the possibility that road and parking pricing could become a means of revenue generation instead of traffic management and thus would not remain adaptable to changes in transportation goals.

Table 25:
Parking Cost* Per Mile Under Various Automobile Occupancy Plans

No. Members In Pool	Round-trip Distance Traveled (Miles)	Parking Charge Per Day	Cost Per Mile Per Member
3	10	$ .50	$.016
3	10	1.00	.033
3	10	2.50	.083
3	20	.50	.008
3	20	1.00	.016
3	20	2.50	.042
5	10	.50	.01
5	10	1.00	.02
5	10	2.50	.05
5	20	.50	.005
5	20	1.00	.01
5	20	2.50	.025

Note:
Volunteer labor for small group carpooling is not counted as a cost here since an individual probably does not consider this as an economic cost when making a decision between modes.
*Average parking cost for eight hours in the New Orleans is $1.75-$2.00.
Source: Volume I: Results of a survey and analysis of twenty-one low cost techniques prepared by R.H. Pratt Associates, Inc. for Department of Transportation.

Table 26:
Operating Cost Comparisons

	Car Pool (5 pass. max.)	Van Pool (12 pass. max.)	Commuter Bus (53 pass. max.)
Operating Cost	$.12 mile*	$.12-.15 mile	$.75-$1.10 mile*
Organization & Administration	.04 mile**	.04 mile**	In above
Total***	.16 mile	.16-.19 mile	$.75-$1.10 mile
Total per Passenger	.032 mile	.013-.0158 mile	.014-.0207 mile

* Includes allowance for maintenance and depreciation.

**A purely speculative figure for administrative expense: $.04 per mile times storage 30-mile trip per day times 100 vehicles nets $31,200 per year.

***Estimated net cost per passenger; in the case of some observed van pools, per capita cost is an indicated but frequently to compensate the driver all the other passengers pay slightly more so the driver travels gratis in return for his services.

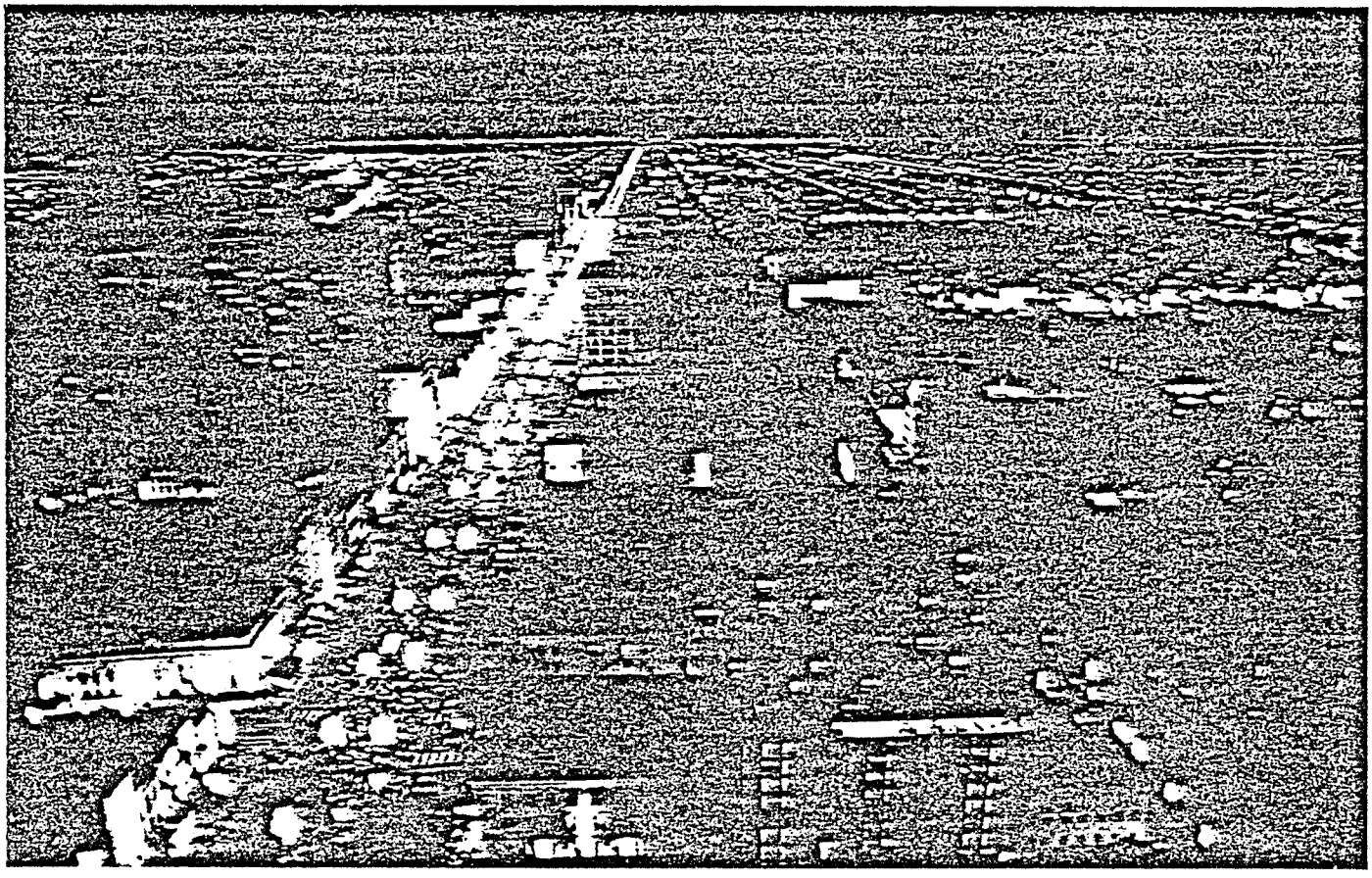
Source: Volume I: Results of a survey and analysis of twenty-one low cost techniques, prepared by R.H. Pratt Associates, Inc. for Department of Transportation.

While tolls and parking differentials will encourage car pooling, organized car-pooling programs promoted by private firms or governmental offices are also available. Offices with private and/or free parking could reserve the spaces for car poolers or make the facilities free to those who car pool. Large firms can also invest in dial-a-bus systems for their firms. There might also be some sort of payroll penalty, or reward for car poolers by the firm.

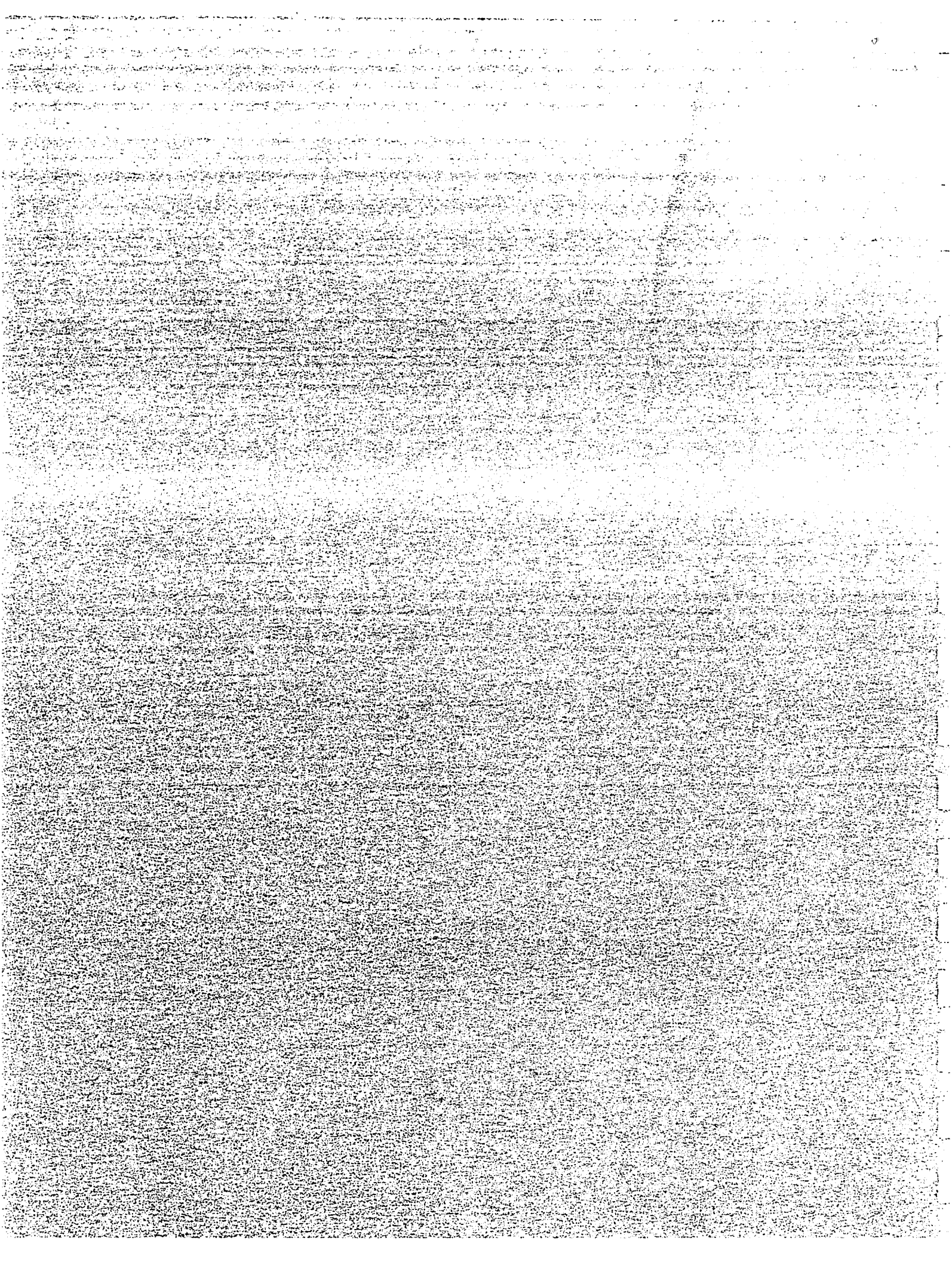
There are very little data available on car pooling and bus pooling programs. Volume I, Results of a Survey and Analysis of Twenty-one Low Cost Techniques, prepared by R. H. Pratt Associates, Inc. for the Office of Urban Transportation Systems contains the most recent findings for organized commuter car and bus pools. Most of the technical background is based on assumptions rather than actual circumstances since there is no historical data available.

The Oakland Bay Bridge experiment, recently implemented, reports on estimated 100% jump in carpools resulting from provisions of special access lanes to the bridge and no tolls.

If we assume this 100% jump in the percent of auto passengers, we develop an auto passenger percentage of 27.5 and 38.4% of current auto drivers becoming passengers. Assuming the auto occupancy rate of the peak period vehicles can be increased by car pooling to 1.7 persons per auto, then an estimated 6600 additional persons per hour access can be accommodated for the Central Area in the A.M. The Core Area can serve an estimated 4800 additional persons per hour.



Appendices



Investment Feasibility Model

This Appendix outlines thinking concerning an Investment Feasibility Model for the New Orleans Central Area. The materials set forth here extend and refine a "first cut" statement transmitted by memorandum dated December 21, 1973.

The purpose of the Model is to ascertain land values that can be "supported" in development in order to evaluate the suitability and/or susceptibility of individual parcels or small land areas within the Central Area for development in one or a combination of land uses and further to describe interrelationships between cost and revenue variables and their impact on land value.

Pro Forma Analysis Of Individual Land Uses

The first two sections of this Appendix deal with development values and pro forma on a "one point in time basis" Pro forma financial analysis for new construction is outlined in the paragraphs immediately below with a comparable analysis of the economics of renovated and/or rehabilitated space appearing thereafter.

The pro forma for a prototypical office building following provides an illustration of the internal variables which will affect the price a knowledgeable buyer would pay for land to be developed in this use. The assumptions associated with each line entry in the pro forma have been reviewed with local New Orleans developers as in the case with other land uses. Development and operating costs together with lease revenues accurately reflect market conditions in New Orleans today.

In generalized terms, the prototypical building economics shown reflect the following development characteristics:

Building Size and Configuration: At least 250,000 square foot elevator structure to be leased for general office occupancy. Does not include tenants with specialized space or structural requirements.

Location: A good quality competitive site with access and visibility.

Table 1:
Pro Forma Supportable Land Value: Commercial Office Building, New Orleans Central Area
(In 1973 Constant Dollars)

	Per Net Sq.Ft.	Per Gross Sq.Ft.[1]
Estimated Improvement Costs:		
Building Construction and Finish		$23.00
Non-Construction Costs		8.00
Parking[2]		5.00
Total Improvement Costs		$36.00
Net Operating Income:		
Annual Gross Income	$ 7.50	
Less: 5% Vacancy	.38	
Effective Gross Income	7.12	
Less: Operating Expenses	1.63	
Less: Real Estate Taxes	.37	
Plus: Net Parking Income	.16	
Annual Net Income	$ 5.28	
Financing:		
Economic Value @ 9.5% Capitalization	$55.60	
Mortgage @ 75% of Econ. Value	41.70	
Annual Debt Service @ 9.75% Constant	4.07	
Net Cash Flow:		
Annual Net Income	$ 5.28	
Less: Debt Service	4.07	
Net Cash Flow before F.I.T. & Depreciation	$ 1.21	
Supportable Costs:		
Supportable Equity from N.C.F. @ 15%	$ 8.07	
from value of proceeds at reversion	1.25	
Subtotal	9.32	
Mortgage Proceeds	41.70	
Supportable Dev. Costs	$51.02	$41.84[3]
Less: Improvement Costs		36.00
Residual Land Value Per F.A.R.		$ 5.84

1. Of Building Area
2. 1 Structured parking space per 1000 square feet of building area
3. Assumes building efficiency ratio of 82 percent.

Source: Gladstone Associates.

Period of Development: Three years for construction and leasing.

Site Conditions: Normal in terms of bearing capacity and other related items that could affect construction costs; good configuration and minimum clearance requirements.

Lease Rate: "On-market" for good quality space and location.

Parking Capacity: Provided in structure with sufficient spaces to meet current Central Area practices of one space per 1,000 net square feet of building area. Parking revenues are sufficient to amortize capitalized costs and provide a small positive revenue contribution to building's economics. In effect, parking is treated as economically neutral.

Costs and revenues from the creation of parking are included in each pro forma in order to illustrate its impact on internal project economics and to reflect current movement practices even in the absence of required parking for Central Area developments. In this way parking can be systematically included or excluded.

By way of specific example, the prototypical office building would support just under $10 of land value per FAR if parking were excluded. There is precedent in other communities: Rochester, New York; Silver Spring, Maryland, to cite two examples, to prohibit individual developers from creating parking and to meet parking needs within a central city area through public means. In each of these cases, the developer would pay a special tax which would be used to amortize and operate public parking improvements. In effect, the City or a Special Parking District takes full responsibility for the delivery of appropriately located parking facilities on a timely basis.

The preceding office pro forma demonstrates that each square foot of office space in New Orleans will create $5.84 of land value. While changes in any of the cost or revenue entries could modify this value, over a period of time the fundamental cost and revenue relationships described would be reestablished. Two examples follow:

Unusually High Site Improvement Costs of $500,000: This cost, equivalent to $2.00 per square foot of building area on a 250,000 square foot building could result in a dollar for dollar deduction from the price the developer could afford to pay for the ground with the result that the maximum price he could pay would be $3.84 presuming all other aspects of the building's economics remain the same. Suppose, however, that the site had such unique locational aspects that the developer believed he could move his "building average" lease rate up from $7.50 as shown to $7.75. Were this the case, the capitalized value of the higher lease rate would more than cover an additional $2.00 per square foot of site improvement costs. Again, the developer would be in a position where his building economics supported land acquisition cost of $5.84.

The Real Estate Tax Rate in New Orleans is Doubled: Were real estate taxes increased from $.37 to $.74, the short term affect would be to depress supportable land values sharply — to $2.80 per foot in this instance — with a somewhat longer term affect of developers passing on increased real estate taxes to tenants through higher lease rates. Were market conditions "soft", it is likely that lower land values would last for sometime. In tight market conditions, however, the reverse would be true and increased tax costs passed on almost immediately.

Given the self-adjustment of internal development economics, the factors which will more broadly affect the developability of any individual parcel within the Central Area are permissible building density, the condition of markets for individual land uses at any point in time and the ability of developers to hold land for long periods of time.

With regard to the preceding commercial office building example, it is noted that a three year period was anticipated for site preparation, building construction and leasing — a typical time frame for development of this kind. In the event a developer anticipated that twice as long would be necessary to develop and lease-up the building, costs associated with holding the land and a protracted lease-up period would be capitalized into improvement costs and as in the case of the extraordinarily high site improvement costs cited above would be deducted from the land price a knowledgeable developer would pay at the outset.

A developer can hold land for an indeterminate period of time at a specific price by creating revenue producing uses in the interim that fully or partially offset holding costs — interest, real estate taxes and maintenance — in this case on a current basis. By way of specific example, if holding costs amounted to 10 percent of the acquisition cost of the land — say $6.00 for land acquired at $60.00 per square foot; as long as the developer does not need to pay off principal amounts on a land loan, a surface parking facility, for example, would cover the on-going holding costs thereby preserving a true land value of $60.00 per foot.

In addition to the possibility of holding land indefinitely, the extraordinary building densities permissible within the Central Area further serve to artificially inflate land values and permit developers to hold land for long periods of time.

The following illustration describes the relationship between building density and land value. As shown on the third line, for example, if a developer believed he could successfully develop and lease 436,000 square feet of office space, he could indeed afford to pay $58.00 per square foot at a building density of FAR 10. Were he to develop a site to the maximum density permitted within the Central Area, he could organize 871,000 square feet on the same ground area producing an FAR of 20 and supportable land acquisition costs of almost $117 per foot.

In fact, it is the enormous densities permissible in New Orleans that enables developers to hold sites for extended periods of time to await for propitious market conditions.

Table 2:
Illustrative Land Values at Various Building Densities
New Orleans Central Area

Development Density (FAR)[1]	Supportable Value/ FAR[2]	Sq. Ft. of Building Area[3]	Supportable Value/ Sq.Ft.[4]	Supportable Value/ Acre[5]
1	$5.84	43,560	$ 5.84	$ 250,000
5	$5.84	218,000	$ 29.20	$1,273,000
10	$5.84	436,000	$ 58.40	$2,546,000
18	$5.84	784,000	$105.12	$4,580,000
20	$5.84	871,000	$116.80	$5,100,000

1. Floor area ratio: relationship of building area to land area
2. From preceeding pro forma
3. Column 1 x land area assumed here to be 1 acre
4. Column 1 x Column 2
5. Column 4 x 43,560 sq.ft. = 1 Acre

Referring to the preceeding example, a developer buying land in 1974 at $58.00 per foot could theoretically hold the land for ten years; fully capitalizing holding costs at $5.80 per foot each year to a total of $116 per foot and assuming that 871,000 square feet of office space were developed on the site in the tenth year, achieve an attractive set of building economics.

Clearly this example represents an extreme and, as a practical matter, an unlikely eventuality. It does demonstrate however, that permissible densities in the Central Area tend to vitiate the effect of market constraints on land value — constraints which would tend to preserve lower land values responsive to shorter-term market opportunities.

The final illustration in this section summarizes prototypical land values supportable by other development uses. Detailed pro forma are shown following.

Table 3:
Illustrative Land Values, New Orleans Central Area

Land Use	Value Per Unit	Typical Building Density	Value per Sq.Ft. of Land
Convention Hotel	$5,100/room	15 FAR	$150
Non-Convention Hotel	$4,300/room	5 FAR	$ 45
Retail			
Convenience	$3.-$4./FAR	1 FAR	$ 3.50
Specialty	$21.00/FAR	1 FAR	$ 21.00
Residential; Rental			
Deluxe Hi-Rise	$4,800/unit	150 units/acre	$ 16.50
Deluxe Mid-Rise	$2,000/unit	100 units/acre	$ 4.60
Townhouse	$1,700/unit	20 units/acre	$ 0.78
Garden Apt.	$1,500/unit	40 units/acre	$ 1.38
Residential; Sale			
Deluxe Hi-Rise	$9,600/unit	150 units/acre	$ 33.00
Deluxe Mid-Rise	$2,600/unit	100 units/acre	$ 6.00
Industrial/ Warehousing	$1.75/FAR	0.5 FAR	$ 0.86

Source: Gladstone Associates

Table 4:
Illustrative Pro-Forma Financial Analysis Retail Center
Boutiques, Restaurants, Etc., New Orleans Central Area

	Net S.F.	Gross S.F.
Estimated Construction Cost, excluding Land:		
Building Construction and Finish		$25.00
Parking Construction Costs[1]		$10.00
Site Work and Landscaping		$ 1.00
Non-Construction Costs @25% of Direct Costs		$ 6.25
Total Improvement Costs		$42.25
Net Income from Operations:		
Average Annual Gross Income	$10.50[2]	
Less: Vacancy and Coll. Allowance @5%	$ .52	
Plus: Other New Income: Parking	$ 1.00	
Total Effective Gross Income	$10.98	
Less: Operating Costs and Real Estate Taxes[3]	$ 2.40	
Annual Net Income	$ 8.58	
Financing:		
Economic Value @9.75% Capitalization Rate	$88.00	
Mortgage @75% of Economic Value	$66.00	
Annual Debt Service Constant @9.75%	$ 6.44	
Net Cash Flow:		
Annual Net Income	$ 8.58	
Less: Debt Service	$ 6.44	
Net Cash Flow Before Tax or Depreciation	$ 2.14	
Supportable Costs and Residual Land Value:		
Supportable Equity from Net Cash Flow at 18% Return to Equity	$11.89	
Supportable Equity from Mortgage Reversion @15% Discount	$ 1.90	
Subtotal, Supportable Equity	$13.79	
Mortgage Proceeds	$66.00	
Total Supportable Costs	$79.79	$63.83[4]
Less: Improvement Costs		$42.25
Residual Land Value		$21.58

1. At one space per 500 gross square feet.
2. Base rent plus overages.
3. Calculated on a "gross" lease basis at 14% of average annual gross income. Under this lease arrangement, owner assumes basic real estate taxes, insurance on building, structural maintenance and repairs. Tenant assumes utility costs, maintenance of leased space and pro rata share of common area maintenance costs. Includes $.90 per foot for parking operation.
4. @ 80% efficiency.

Source: Gladstone Associates

Table 5:
Illustrative Pro-Forma Financial Analysis Luxury Mid-Rise and High-Rise Apartments, New Orleans Central Area

	PER APARTMENT UNIT Mid-Rise[1]	High-Rise[2]
Net Operating Income:		
Annual Gross Income	$ 3,600	$ 4,080
Less 5% Vacancy and Collective Allowance	$ 180	$ 204
Effective Gross Income	$ 3,420	$ 3,876
Plus Parking Income[3]	$ 96	$ 96
Less Operating Expenses:		
Operating and Maintenance	$ 900	$ 900
Real Estate Taxes	$ 300	$ 300
Annual Net Income	$ 2,316	$ 2,772
Financing:		
Economic Value @9.5% Capitalization Rate	$24,379	$29,179
Mortgage @ 75% Loan-to-Value Ratio	$18,284	$21,884
Annual Debt Service @9.75% Constant	$ 1,783	$ 2,134
Net Cash Flow:		
Annual Net Income	$ 2,316	$ 2,772
Less Annual Debt Service	$ 1,783	$ 2,134
Annual Net Cash Flow	$ 533	$ 638
Supportable Costs:		
Supportable Equity from Net Cash Flow @ 15% Return	$ 3,553	$ 4,253
Supportable Equity from Mortgage Amortization @ 15% Discount	$ 555	$ 665
Subtotal, Supportable Equity	$ 4,108	$ 4,918
Mortgage Proceeds	$18,284	$21,884
Total Supportable Costs	$22,392	$26,802
Improvement Costs:		
Direct Construction Costs	$15,000	$16,200
Site Work and Landscaping	$ 350	$ 350
Indirect Construction Costs	$ 5,000	$ 5,400
Total Improvement Costs	$20,350	$21,950
Residual Land Value:		
Estimated Supportable Costs from Mortgage Proceeds and Equity	$22,392	$26,802
Less Improvement Costs	$20,350	$21,950
Residual Land Value Per Unit	$ 2,042	$ 4,852

1. No more than 8 stories; average unit is 800 gross square feet, $300/month; direct construction costs are $18.75/G.S.F.
2. No more than 25 stories; average unit is 800 gross square feet, $300/month; direct construction costs are $20.25/G.S.F.
3. One parking space allotted for every four units; income from each space is $32/month or $8/month/unit.

Source: Gladstone Associates.

Table 6:
Illustrative Pro-Forma Financial Analysis Luxury High-Rise and Mid-Rise Condominium, New Orleans Central Area

	PER SALE UNIT Mid-Rise[1]	High-Rise[2]
Improvement Costs:		
Direct Construction Costs	$21,000	$24,750
Site Work and Landscaping	$ 350	$ 350
Indirect Construction Costs @ 25% of Direct Costs	$ 7,000	$ 8,250
Parking Costs	$ 5,000	$ 5,000
Total Improvement Costs	$33,350	$38,350
Sales Costs:		
Sales Commissions @ 2% of Sales Price	$ 900	$ 1,200
Sales Promotion @ 3% of Sales Price	$ 1,350	$ 1,800
Total Sales Costs	$ 2,250	$ 3,000
Builder Profit and Residual Land Value:		
Sales Price	$45,000	$60,000
Less Improvement Costs	$33,350	$38,350
Less: Sales Costs	$ 2,250	$ 3,000
Less: Builder Profit @ 15% of Sales Price	$ 6,750	$ 9,000
Gross Residual Land Value per Unit	$ 2,650	$ 9,650

1. No more than 8 stories; average unit is 1,000 gross square feet; direct construction costs are $21/G.S.F.
2. No more than 25 stories; average unit is 1,100 gross square feet; direct construction costs are $22.50/G.S.F.

Source: Gladstone Associates

Financial Aspects Of Renovation In The Central Area

Renovation of older buildings in the New Orleans Central Area (outside the French Quarter) has been minimal in the past and has been limited to those firms that wish to establish an image different from that offered in a modern tower. Renovations have more often than not been restorations as well — a much more expensive process since care is taken to preserve or recreate historic details, both inside and out. A firm that has renovated (or restored) a building is generally the sole occupant of the building once renovation is complete. Renovation for speculative leasing has been rare.

Older buildings in the Central Area fall into three categories. The first consists of the two or three story townhouse, approximately twenty-five feet wide and 6,000 square feet total, which was once a residence on the upper levels. The majority of buildings which have been renovated are of this type, and are occupied mainly by law firms. The offices of the law firm of Porteous, Toledano, Hainkel and Johnson on Carondelet are a good example of this type of renovation and restoration. The second type of older building is the square, three or four story structure which was never a residence, and the third type is the large, masonry warehouse

Table 7:
Illustrative Pro-Forma Financial Analysis, Townhouse and Garden Apartments, New Orleans Central Area

	PER APARTMENT UNIT Townhouse[1]	Garden[2]
Net Operating Income:		
Annual Gross Income	$ 4,200	$ 3,350
Less 5% Vacancy and Collective Allowance	$ 210	$ 168
Effective Gross Income	$ 3,790	$ 3,192
Less Operating Expenses:		
Operating and Maintenance	$ 900	$ 900
Real Estate Taxes	$ 200	$ 200
Annual Net Income	$ 2,690	$ 2,092
Financing:		
Economic Value @9.5% Capitalization Rate	$28,316	$22,021
Mortgage @75% Loan-to-value Ratio	$21,237	$16,516
Annual Debt Service @9.75% Constant	$ 2,017	$ 1,610
Net Cash Flow:		
Annual Net Income	$ 2,690	$ 2,092
Less Annual Debt Service	$ 2,071	$ 1,610
Annual Net Cash Flow	$ 619	$ 482
Supportable Costs:		
Supportable Equity from Net Cash Flow @15% Return	$ 4,127	$ 3,213
Supportable Equity from Mortgage Amortization @ 15% Discount	$ 645	$ 502
Subtotal, Supportable Equity	$ 4,772	$ 3,715
Mortgage Proceeds	$21,237	$16,516
Total Supportable Costs	$26,009	$20,231
Improvement Costs:		
Direct Construction Costs	$19,200	$14,760
Site Work and Landscaping	$ 300	$ 300
Indirect Construction Costs	$ 4,800	$ 3,690
Total Improvement Costs	$24,300	$18,750
Residual Land Value:		
Estimated Supportable Costs from Mortgage Proceeds and Equity	$26,009	$20,231
Less Improvement Costs	$24,300	$18,750
Residual Land Value Per Unit	$ 1,709	$ 1,481

1. Average unit is 1,000 gross square feet, $350/month; direct construction costs are $19.20/G.S.F.
2. Average unit is 900 gross square feet, $280/month; direct construction costs are $16.40/G.S.F.

Source: Gladstone Associates

(which can be found the length of the waterfront). An example of this latter type is the 30,000 square foot Iberville Building, built in 1884 and renovated in 1971. The primary tenant of this building is the Curtis and Davis architectural and engineering firm.

As would be expected, the costs of renovation vary widely, depending on the structural soundness of the original building and the extent of renovation and restoration. A 150 year old townhouse which is structurally sound, was partially renovated during the 50's, but which now needs rewiring, new plumbing,and facade refinishing might cost in the range of $9-$10 per square foot to renovate. On the other hand,

Table 8:
Pro Forma Land Value: Renovated Office Building, Low Rent Level, New Orleans Central Area
(In 1973 Constant Dollars)

		Per Gross Sq.Ft.[1]	
	Per Net Sq.Ft.	Minimal Renovation[2]	Complete Renovation[3]
Net Operating Income:			
Annual Gross Income	$ 4.00		
Less: 5% Vacancy	$ 0.20		
Effective Gross Income	$ 3.80		
Less: Operating Expenses @ 23% of Gross Income	$ 0.87		
Less: Real Estate Taxes	$ 0.29		
Annual Net Income	$ 2.64		
Financing:			
Economic Value @ 9.5% Capitalization	$27.79		
Mortgage @75% Constant	$20.84		
Annual Debt Service @ 9.75% Constant	$ 2.03		
Net Cash Flow:			
Annual Net Income	$ 2.64		
Less: Debt Service	$ 2.03		
Net Cash Flow before F.I.T. & Depreciation	$ 0.61		
Supportable Costs:			
Supportable Equity:			
from N.C.F. @ 15%	$ 4.07		
from value of proceeds at reversion	$ 0.63		
Subtotal	$ 4.70		
Mortgage Proceeds	$20.84		
Total Supportable Development Costs	$25.54	$20.43[4]	$20.43[4]
Estimated Improvement Costs:			
Building Renovation and Finish		$ 7.00	$21.00
Non-Construction Costs @ 25% of Improvement Costs		$ 2.30	$ 7.00
Total Improvement Costs		$ 9.30	$28.00
Residual Value per F.A.R.			
Supportable Development Costs		$20.43	$20.43
Less: Improvement Costs		$ 9.30	$28.00
Residual Value per F.A.R. to Acquire Land and Building		$11.13	($8.43)

1. Of Building Area
2. Assumes building is structurally sound, possibly was renovated 10-15 years earlier, and new renovations are minimal (e.g., some rewiring, facade restoration). Individual office finishing is left to tenant.
3. Assumes building is structurally sound but needs rewiring, new plumbing, elevator, etc. This would not be a "first class renovation" in that complete interior restoration and all tenant finishings are not included.
4. Assumes building efficiency ratio of 80 percent.

Source: Gladstone Associates

an identical building — also structurally sound, but needing complete rewiring, new plumbing, an elevator, air conditioning, and waterproofing — would cost $28-$30 per square foot to renovate, and possibly up to $50 per square foot to restore.

The purchase and extensive renovation of a three-story building in the Core Area becomes economically infeasible if acquisition costs exceed $5.14 or so per FAR of land and building and the space is to be leased speculatively. For example, a complete renovation, costing $28 per square foot and leased for a top rate of $6.25 per square foot, yields $5.14 per floor area ratio to acquire the land and the structure. At an FAR of 3 – a 6,000 square foot structure on a 2,000 square foot site, for example – a total budget of $15.42 per square foot of land with building could be supported. The acquisition budget illustrated here would be inadequate with regard to many Central Area locations as virtually unlimited building densities – allowed under existing Central Area zoning – will support far higher land values ($60-$70 per foot, for example).

The pro forma at the conclusion of this section illustrate residual land values under varying rent and renovation cost assumptions.

Rents in the few renovated buildings that do lease space range from $4.50 to $6.25 per square foot while space in a modern office tower averages $7.50 per square foot. The average tenant in a renovated building occupies less than 1,000 square feet, and is in the field of insurance, real estate, law or one of the service industries.

Higher rents have not been possible in the past due to the difficulty in presenting a prestige image to potential lessees. This problem has resulted from the fact that many older, unrenovated buildings in the Central Area have been managed for years by absentee or disinterested landlords who have made no improvements to structures and rented them "as is" to tenants. The undesirable image associated with older buildings has been difficult to eliminate, especially since advertising budgets of those who do renovate are limited, or non-existent.

New buildings in contrast offer prestige addresses, modern conveniences, and a profit for the developer who wishes to build and lease space, or the corporation wishing a "signature" building – thus supporting higher rent structures. If now prohibitive land costs can be lowered through downzoning or low profile districts, if image problems can be overcome, and if renovation can take place over areas at some scale – a whole city block for example, with the creation of suitable parking facilities and other supporting amenities, renovated buildings should be able to command higher rents. In this case, more generous acquisition budgets could be supported and more competitive investment returns realized.

Financial pro forma for prototypical renovation situations appear in this section – one on the preceeding page, one here, and one on the next page.

Table 9:
Pro Forma Supportable Land Value: Renovated Office Building, Moderate Rent Level, New Orleans Central Area
(In 1973 Constant Dollars)

		Per Gross Sq.Ft.[1]	
	Per Net Sq.Ft.	Minimal Renovation[2]	Complete Renovation[3]
Net Operating Income:			
Annual Gross Income	$ 5.50		
Less: 5% Vacancy	$ 0.28		
Effective Gross Income	$ 5.22		
Less: Operating Expenses @ 23% of Gross Income	$ 1.20		
Less: Real Estate Taxes	$ 0.29		
Annual Net Income	$ 3.73		
Financing:			
Economic Value @ 9.5% Capitalization	$36.26		
Mortgage @75% Constant	$29.45		
Annual Debt Service @ 9.75% Constant	$ 2.87		
Net Cash Flow:			
Annual Net Income	$ 3.73		
Less: Debt Service	$ 2.87		
Net Cash Flow before F.I.T. & Depreciation	$ 0.86		
Supportable Costs:			
Supportable Equity:			
from N.C.F.@15%	$ 5.73		
from value of proceeds at reversion	$ 0.89		
Subtotal	$ 6.62		
Mortgage Proceeds	$29.45		
Total Supportable Development Costs	$36.07	$28.86[4]	$28.86[4]
Estimated Improvement Costs:			
Building Renovation & Finish		$ 7.00	$21.00
Non-Construction Costs @ 25% of Improvement Costs		$ 2.30	$ 7.00
Total Improvement Costs		$ 9.30	$28.00
Residual Value per F.A.R.			
Supportable Development Costs		$28.86	$28.86
Less: Improvement Costs		$ 9.30	$28.00
Residual Value per F.A.R. to Acquire Land and Building		$19.56	$ 0.86

1. Of Building Area
2. Assumes building is structurally sound, possibly was renovated 10-15 years earlier, and new renovations are minimal (e.g., some rewiring, facade restoration). Individual office finishing is left to tenant.
3. Assumes building is structurally sound but needs rewiring, new plumbing, elevator, etc. This would not be a "first class renovation" in that complete interior restoration and all tenant finishings are not included.
4. Assumes building efficiency ratio is 80 percent.

Source: Gladstone Associates.

Table 10:
Pro Forma Supportable Land Value: Renovated Office Building, Maximum Rent Level, New Orleans Central Area
(In 1973 Constant Dollars)

		Per Gross Sq.Ft.[1]	
	Per Net Sq.Ft.	Minimal Renovation[2]	Complete Renovation[3]
Net Operating Income:			
Annual Gross Income	$ 6.25		
Less: 5% Vacancy	$ 0.31		
Effective Gross Income	$ 5.94		
Less: Operating Expenses @ 23% of Gross Income	$ 1.37		
Less: Real Estate Taxes	$ 0.29		
Annual Net Income	$ 4.28		
Financing:			
Economic Value @9.5% Capitalization	$45.05		
Mortgage @ 75% Constant	$33.79		
Annual Debt Service @ 9.75% Constant	$ 3.29		
Net Cash Flow:			
Annual Net Income	$ 4.28		
Less: Debt Service	$ 3.29		
Net Cash Flow before F.I.T. & Depreciation	$ 0.99		
Supportable Costs:			
Supportable Equity			
from N.C.F. @ 15%	$ 6.60		
from value of proceeds at reversion	$ 1.03		
Subtotal	$ 7.63		
Mortgage Proceeds	$33.79		
Total Supportable Development Costs	$41.42	$33.14[4]	$33.14[4]
Estimated Improvement Costs:			
Building Renovation and Finish		$ 7.00	$21.00
Non-Construction Costs @ 25% of Improvement Costs		$ 2.30	$ 7.00
Total Improvement Costs		$ 9.30	$28.00
Residual Value Per F.A.R.:			
Supportable Development Costs		$33.14	$33.14
Less: Improvement Costs		$ 9.30	$28.00
Residual Value per F.A.R. to Acquire Land and Building		$23.84	$ 5.14

1. Of Building Area
2. Assumes building is structurally sound, possibly was renovated 10-15 years earlier, and new renovations are minimal (e.g., some rewiring, facade restoration). Individual office finishing is left to tenant.
3. Assumes building is structurally sound but needs rewiring, new plumbing, elevator, etc. This would not be a "first class renovation" in that complete interior restoration and all tenant finishings are not included.
4. Assumes building efficiency ratio is 80 percent.

Source: Gladstone Associates.

Detoxification And Rehabilitation Program

It is too early in the planning to do more than outline the "hardware" aspects of the program that are sketched out in the Plan. Their timing may be delayed as much as three to five years until the Diagnostic and Rehabilitation Center is in full operation and can act as an adequate relocation service with assurance that relocation will not simply shift the problem.

A word on feasibility. Philadelphia's experience shows that it is possible. Local authorities agree.* That is enough.

The following excerpts are from Irving W. Shandler, "Alcoholics of Special Community Concern", in Comprehensive Community Services for Alcoholics: The Williamsburg Papers, National Institute for Mental Health, Chevy Chase, Maryland, 1970, pp. 15-34, and are included as useful background for the treatment of the CBD's skid row.

A COMPREHENSIVE REHABILITATION PROGRAM

This section will discuss a program basically designed for the Skid Row alcoholic, but which should be seen as the lowest common denominator of service. If all of these elements of service are provided, then selective use can be made of them by all alcoholics.

1. **Effective Casefinding:** Probably one of the most significant trends in mental health programs today is that the "doors swing both ways". Not only do clients walk into the agency, but agency staff and services reach out into the community. This happens in several ways: through consultation and educational programs which help the community become generally more sensitive to problems, and by direct placement of staff in the community to do casefinding.

. . .The courts, prisons, and police stations offer an untapped reservoir of cases where the need for help has already been established.

Last year the Diagnostic and Rehabilitation Center explored this latter method in a very special way. In a ten day study at one of the city's police stations, we used the police as an intermediary agent in our outreach program. The background of this study is an interesting one.

In Philadelphia, prior to the Supreme Court decision (Powell v. Texas) we had already been involved with our own test case. We had a local ruling eliminating arrests of the public intoxicant. The question was 'what's the next step?' In order to gain some understanding of the problem, we conducted a ten day study at the police station that handled the largest number of arrests for public intoxication. The study was financed by a grant from a local foundation and conducted with the full cooperation of the Commissioner of Police, the District Attorney, and several hospitals serving the center city area.

The results of the study have been published in a report, 'Alternatives to Arrest'.** The study involved 190 cases and the findings and recommendations are summarized below:

a. Hospitalization was an urgent need for about 10 percent of the men and required for about one-third.
b. Subacute detoxification (minimal medical supervision) was recommended in about 20 percent of the cases.
c. Almost half of the people could, after a short while, be discharged to responsible family, friends, or to their own custody.
d. There is a small percentage of persons who refuse treatment and yet cannot manage on their own. The question of civil action to protect the man and the community does not involve large numbers, but the need for some medical-legal guidelines is clearly indicated.

The summary of the report stated that . . .'perhaps the most important conclusion to be drawn and certainly one that is unequivocal, is that the handling of men brought to the Sixth District Police Station because of public drunkenness and similar charges, is a medical as well as a police concern. Many of these men are sick, both acutely and chronically, both from alcoholism and its effects and from other significant disorders. Only a person with medical training and experience is capable of sorting out those who need further medical care from those who can safely be discharged or allowed to "sleep it off".

Because of the limited numbers of men requiring detoxification or emergency medical care, it was advised that no special

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* Ronald C. Vander Kook, Ph. D., Central City East and Its Fifth Street Skid Row: A study of Community Social Structure and Feasible Redevelopment, University of Illinois, January, 1969.

** "Alternatives to Arrest", by Shandler, Shiple, et al., Report, Oct. 1967. A limited supply of this 75-page document is available from the Diagnostic and Rehabilitation Center, 304 Arch Street, Phila., Pa. 19106.

detoxification centers be constructed. Rather, the emphasis was placed on gaining the cooperation of the general hospitals to share the handling of those who required acute inpatient care.

2. Screening and Referral Unit: Obviously the nonintoxicated alcoholic can enter a program at any level; however, emergency services are a "must" for acute cases.

The effectiveness of an alternative to an arrest program rests with the development of special screening units. These units, operating 24 hours per day, seven days a week, become the diagnostic and disposition center for a given area (several police precincts, part of a city, etc.). When the police encounter someone who is publicly intoxicated and has committed no other 'crime', they would take this person to the screening unit. At that point the police responsibility would be fulfilled.

At the screening unit, after medical examination and evaluation of the client's social situation and psychological condition, he might:

- be sent to a cooperating general hospital for detoxification;
- be given help, or sent to a nonhospital subacute detoxification unit;
- be discharged to a responsible member of the family or friend;
- be taken or sent home.

3. Psychosocial Evaluation: Irrespective of the disposition, it is important to offer each person the opportunity for full evaluation. This would be the classic medical-social-psychological work-up. Subsequent to the evaluation, the material would be discussed in a case conference with a series of alternative programs considered and a recommendation made.

. . .Some of the factors involved in creating an atmosphere that will keep clients involved — warm supportive atmosphere, responsible staff, minimum of red tape, use of tangibles, etc.

4. Disposition: Based on the case-conference findings and recommendations, plus the desire of the client, a plan of action is initiated.

5. Treatment: Many alcoholics, and most skid row alcoholics, will require some time in an inpatient setting. There should be enough flexibility in available inpatient programs to provide services to referrals based on their individual need — be it 90 days or 12 months. This calls for a number of settings and various treatment modalities. Special attention should be noted for the patient referred to a TB hospital who also needs to have his alcoholism treated and for those patients who need psychiatric care.

6. Aftercare: As indicated earlier, the payoff for any treatment program is how the patient manages back in the community.

Housing: Frequently temporary housing to support the reentry into society can help many marginal cases successfully make it in the community. Particularly for the skid row alcoholic, special housing programs must be developed. These should vary in size and degree of supportive services.

Outpatient Program: In order to sustain the gains made by inpatient programs, it only makes sense to offer continuing outpatient services. The programs offered should include individual and group counselling and therapy.

Home Visiting: Regular follow-up of clients in the community in whatever type of living situation he has is helpful in assessing change. It is particularly essential in reestablishing contact with clients who may have 'dropped out' of a clinic program.

Employment: Some vocational counseling services should be offered either around job placement or training programs.

7. Collaboration with Other Agencies: By definition the alcoholic is a complex, difficult person with whom to work. Many services may be needed which are available through agencies such as the Bureau of Vocational Rehabilitation, Public Welfare, Public Health, State Employment Services, Housing Authority, Community Mental Health Centers, etc.

Not every client will require the full range of services or need the help of all these programs. For example, a man might continue working, but live in special housing with accompanying outpatient therapy. The services are there and will be needed by most men, but the option for flexibility should exist. We must guard against partial programs (a detoxification center or a halfway house, etc.) as a palliative to what is really needed.

It should be noted that the elements of service described above are all mandated in the regulation of the Community Mental Health Centers legislation.

Under more recent mental health legislation, alcoholism services are a part of a community mental health center program. At present, the designation of mental health responsibility appears better on paper than it does in practice. Many mental health centers have either overtly or covertly fixed a low priority for working with the alcoholic. Acknowledging that this resistance exists makes it very important for those who operate or are interested in developing alcoholism programs to reach out in a knowledgeable way to involve the mental health people. The techniques to be used may be professional, political, or personal — all are effective. It is important to attempt different modalities of program development and coordination. For example, the Diagnostic and Rehabilitation Center is the alcoholism program for one mental health center in our city. We are currently negotiating with two other centers where each will take varying degrees of responsibility for the overall alcoholism program. We are pleased because this involves two more mental health centers and they are pleased because they are gaining assistance in an area that is unfamiliar to them.

Bringing the alcoholism program under the aegis of community mental health can bring the services into a network of valuable supportive activities. However, it is my guess that most mental health centers will not solicit the support of alcoholism programs or people. It will fall to those already in alcoholism to do the implementation, education, and selling.

ON PROGRAM FUNDING

The question of funding of programs is vital in providing care for the homeless or skid row alcoholic and the TB patient who is also an alcoholic. These persons have no resources for paying for their own care. It must be furnished by the community.

Each program has to be aware of the unique local resources that might be used. In some communities direct appropriation of tax funds may be used. In addition there are resources which should be available for appropriate use by any program, such as the following:

1. Community Mental Health Center: The 'Alcoholic and Narcotic Addict Rehabilitation Act of 1968' formally added alcoholism and drug abuse programs to the Mental Health Centers Act. As noted before, this legislative Act is only a beginning as a legal pressure point to get programs created and funded.

2. Titles XVIII (Medicare) and XIX (Medicaid) of the 1967 Social Security Amendments: While the benefits under Title XIX will vary from state to state, this program has been of tremendous aid in Pennsylvania. Inpatient costs are covered up to 60 days at a time and then after 60 days the client is again eligible. This coverage has been a big factor in promoting both detoxification services and moderate length inpatient care. These monies now can also be used by approved clinics for outpatient programs — individual and group therapy, psychological testing, drugs, etc. Medicare is an important resource for the over 65 group of alcoholics.

3. Bureau of Vocational Rehabilitation: This agency has great flexibility in providing payment for many varied services. It can pay for social-medical evaluations to determine if the patient is an alcoholic. It has paid for extended inpatient care ranging from 28 days to four months. Perhaps their most valuable contribution is the ability to help a client with extended periods of education and/or training — a key adjunct to total rehabilitation.

4. Urban Renewal: There is some evidence that Housing and Urban Development may be willing to assist in partial financing of urban renewal and Model Cities service programs where alcoholism is a principal factor in effective relocation. Skid rows are a key example of this type of problem. The Housing and Urban Redevelopment's emphasis is on diagnosis and referral and they should not be expected to fully finance a total program.

5. City and State Departments of Health and/or Welfare: Many times the patchwork approach to health and welfare services will find alcoholism programs listed as the responsibility of several departments. Each will have its own budget. It may be necessary to explore the structure of legal responsibility prior to making the appropriate contacts for funding.

6. United Fund: There appears to be little evidence of widespread United Fund support for alcoholism programs. Either there is token recognition with minimal financial support, or the stand is taken that alcoholism is a public responsibility and private voluntary funds are inappropriate. It is important to see that some United Fund or Community Chest monies are invested in alcoholism programs. If we believe our own statistics, then the sheer volume of persons requiring help makes the problem a crucial one. We must also be able to interpret the role alcoholism plays in public welfare, crime, industrial loss, etc., in order to dramatize the need for alcoholism information, treatment and consulting services.

7. Foundations, Industrial Contracts, Health Plans: These are essentially local issues. They should be explored as possible sources of funding, particularly after the basic program is established or for special activities. One should be careful to obtain funds that are reasonably guaranteed year after year and then build on that base.

Perhaps one word of caution concerning funding — while raising money is difficult, it can be done. But the availability of dollars is neither a guarantee of a successful program nor an inherent right to receive more dollars. Adequate funds produce programs and good programs produce funds. I am not naive enough to assume that merely by being honest, virtuous, dedicated and sincere, your program needs will be met. I am saying it is a lot easier to defend and promote an honest program that demands existence because alcoholism is a problem. We have to do something about it and we have the only program in operation.

PREPARING A PROGRAM FOR ACTION

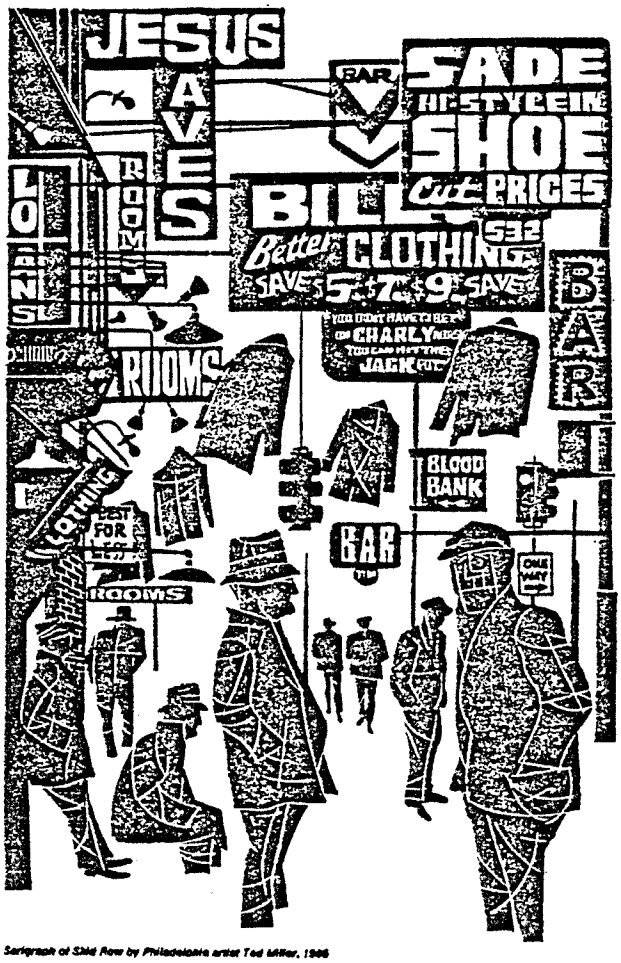
I would like to close this paper by summarizing a series of suggested 'do's' and 'don'ts' which have emerged from our experiences:

1. Get the power structure of the community to support your program. Virtue and justice are great allies, but if your program has the active support of the key people in the community (city, state, foundation, Community Chest) your chance for success is that much greater. You have to define the "movers and shakers" in your area. This searching for top level support does not negate the involvement of the "grass roots" levels of society. It is not an either/or relationship. What happens too often is that support for a new or augmented program does not include the most influential people in the community. There is too much competition for the public's dollar and time not to aim for those few

people who make a community go!

2. Have the program as well defined as possible and gain the support (real or potential) of the service community as early as possible. The alcoholic does not operate in a vacuum. He will need help from hospitals, public welfare agencies, vocational rehabilitation, state employment, housing, Alcoholics Anonymous, mental health centers, etc. Having the endorsement for and support of these programs is a vital approach in the total treatment needs. The agencies that are involved in accepting your referrals will also be the programs that begin to refer clients to you for help and consultation.

3. When the program is ready . . . Go! Get the preliminary steps accomplished as efficiently and as quietly as possible. An action program should be just that. Once the target date is set, keep it and use the occasion as the first step in demonstrating interest. With skid row men in particular, the use of tangibles — food, clothing, and particularly medical care — quickly shows the man that your interest and concern is for him. The skid row man has great suspicion of the academic world. Every semester, scores of graduate students descend on the row to do research papers. The skid row man doesn't want to be researched, he wants to be helped.



Serigraph of Skid Row by Philadelphia artist Ted Miller, 1966

4. Don't be afraid of the mass media! Traditionally, many health and welfare agencies seem to feel there is something obscene about publicity, that is, except for Alcoholism Week, or the United Fund campaign. One can't have it both ways: avoiding public examination of programs most of the year and then soliciting coverage during fund raising time. Any program that receives public support should be subject to public scrutiny. Our experience with the people from radio, press, and television has been one of mutual respect. No one is denied access to information and we have in turn been able to convey the need for confidentiality and non-sensationalism. The mass media sees us as "good copy"; but they have come to understand that we aim at three audiences, all of whom have to be satisfied: the general community, the service community, and the client community.

5. How important is it to have recovered alcoholics on the staff? Operationally we have found it extremely valuable to have "been through the mill". They occupy a variety of positions ranging from drivers, receptionists, community organizers, research assistants, group leaders, halfway house managers, counselors, and administrative assistants. Very few of the recovered alcoholics have 'slipped' while employed by us. However, the person's alcoholic history is quickly made secondary to his job performance and growth. We do not deny a man a job because he is a former alcoholic nor do we automatically assume that he is an expert on the problem and hire him because of it. We are particularly wary of the punitive individual who subtly can give patients a difficult time by indicating that since he has 'made it' there must be something wrong with the client who is still a boozer. Obviously, the mere presence of people in various positions who have been successful in their recovery is an asset.

6. Have limited and realistic goals that everyone understands. The program must be interpreted to all concerned with it. Everyone wants glowing success (particularly the program funders) but not every person will respond to the programs with the same results. You have to sell your program to get support, but you cannot make promises of results that just are not there. This again is particularly true of the skid row man — given their characteristics of middle age, poor health, bad work history, no family, little education, etc. Success for this man may be very different from the success of the working class alcoholic with a family, education, trade, etc.

7. Research and evaluation are not dirty words! This field lacks so much information and hard data that we all have a special responsibility to look at what we are doing and share it with others. However, the research should be realistic and conducted by people who are not so detached from the real world that their findings are meaningless. It is easy to observe a program and find fault with it. Too many social scientists thrive on negative criticism and then hide behind the protective cloak of amorality when they are asked to find what is right or how something can be improved. The ideal researcher is one who is familiar with action programs and yet maintains enough objectivity and perspective to conduct studies fairly and realistically.

There is also a plea for those who fund research. Do not force good results rather than good research. When they both occur simultaneously it is a happy experience. We can often learn much from good research that yields poor results.

8. The value of early casefinding. After six years of working with skid row men and almost three years of dealing with pre- or non-skid row people, we are impressed with the performance of trying to reach the alcoholic as early as possible. For the first three years of our program we kept saying if only some program had worked with this man 25 years ago. If this had happened perhaps this man would not be on the row! This last three years we have been working with the man who 25 years from now could be on skid row. Our results in working with this type of person are significantly better. As an agency we question the concept of a man 'hitting bottom' before he can accept help. Our experience vividly supports early intervention. There is little glamour in prevention, but it is far more effective than remedial programs can ever be.

9. There are no shortcuts to total programs! As public interest in alcoholism grows, there is a real danger that pieces of programs will emerge and the public will be satisfied with incomplete, temporary answers. Detoxification services without ongoing treatment programs only create a different kind of revolving door. Inpatient programs without effective followup services can negate much of the good that has been done. When a patient is discharged from the best inpatient operation he must still face the trauma of returning to the 'real world'. His newly acquired strengths must be sustained if he is going to truly succeed. This is dramatized by the former alcoholic who does not want to return to his old style of life, be it on skid row or weekend drinking with the friends at work, but still needs great support in creating an alternative, new style of living. If we are committed to really helping alcoholics, we must accept the complexity of the problem, the chronicity of the patient, and the range of services required.

10. Education, consultation, and training. In this paper only tangential stress has been placed on the program responsibility for education, consultation, and training. These responsibilities can move from fun and flattery to a heavy use of time and a drag on the staff. The payoff many times is delayed but a residual effect does take place. We have to be sensitive to the fact that alcoholism is a community problem and needs community support. We have to be prepared to invite the participation and challenge from newer people in the field. It requires a certain level of security and sophistication to move over for other 'experts'. But, if our basic concern is to bring the field into professional acceptability and move toward proven programs, we require a professional open door.*

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*Ibid.

Footnotes:

1. All footnotes that follow refer to References Cited in Phase 1 — Working Papers, GMP.
2. Ibid.
3 Ibid.
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. Ibid.
9. Ibid.
10. Ibid.
11. Ibid.
12. Ibid.
13. Ibid.
14. Ibid.
15. Ibid.
16. Ibid.
17. Ibid.
18. Ibid.
19. Ibid.
20. Ibid.
21. Ibid.
22. Ibid.
23. Ibid.
24. Ibid.
25. Ibid.
26. Ibid.
27. Ibid.
28. Ibid.
29. Ibid.
30. Ibid.
31. Ibid.
32. Ibid.
33. The City of Baltimore, Maryland, Designated its entire downtown a "redevelopment area" in 1957. Within it are a number of commercial redevelopment projects, the best known being Charles Center and the Inner Harbor. The City of Los Angeles, California, is now in process of designating the entire Central City Area including the CBD, a "redevelopment area".
34. A procedure similar to this was followed in Philadelphia's successful Skid Row program.
35. Peripheral parking at Los Angeles Convention Center is working very well in serving the CBD.
36. Mary Louise Christovich, Roulac Toledano, and Betty Swanson, New Orleans Architecture, Vol. II The American Sector, New Orleans, Louisiana, Friends of the Cabildo, 1972.
37. Dr. Bernard Lemann, "Historic Structures Survey Materials and Report", Unpublished, for Community Renewal Program, 1965.
38. Credit to John Chrestia.
39. Marcou and O'Leary, " Plan and Program for Preservation of the Vieux Carre'", New Orleans, Bureau of Governmental Research, December 1968, pp. 39-54.
40. See John J. Costonis, "Space Adrift: Landmark Preservation and the Market Place", University of Illinois, Chicago, 1974, p. 155.
41. This compares favorably with information regarding current rehabilitation costs from interviews.
42. By Act 299, amending Act 170.
43. Act 170.
44. Ibid.
45. Ibid.
46. See for example WMRT: "Downtown Miami, 1973-1985: An Urban Development and Zoning Plan", 1973, for an example of such an innovative zoning ordinance.
47. See "Phase III B Management Alternatives Working Paper", and WMRT, "Central City Los Angeles, 1972-1990", March, 1972, pp. 94-97 for details.
48. See John J. Costonis, "Space Adrift: Landmark Preservation and the Market Place", Urbana, Illinois, University of Illinois Press, 1974, Chapters 5 and 6, for a lucid description of new zoning features.
49. Ibid., Preface, p. xvii.
50. See Costonis, op cit, p. 155.
51. New Orleans Topics Study, 1970.

Cover photo:
Gulf Coast Aerial Mapping Co., Inc., Baton Rouge, Louisiana.

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ECONOMIC AND MARKET FINDINGS

GROWTH MANAGEMENT PROGRAM

NEW ORLEANS, LOUISIANA

Prepared For

WALLACE, MCHARG, ROBERTS AND TODD

January, 1974

TABLE OF CONTENTS

FOREWORD

The following report sets forth a range of space requirements and likely absorption rates for commercial, residential, and other uses for the New Orleans Central Area for the 1974-90 period. It completes work called for in Phase I. B.1 of our letter agreement dated July 25, 1973.

The document which follows is a compilation of materials presented in a number of working memoranda over the course of the assignment to date. As such, it contains neither new information nor conclusion, but is intended to set forth our findings in a single document in an orderly and cohesive fashion.

Specific factual materials have been adjusted to respond to a lengthy review process by Wallace, McHarg, Roberts and Todd, the staff of the New Orleans Chamber of Commerce and interested private individuals within the community. All suggestions and comments have been evaluated carefully and where appropriate, changes made. We should note that the review process has not produced material which resulted in material changes to the substantive conclusions reported to the Central Area Growth Management Committee in November and December.

During the course of the study, many public officials and private individuals who have and will play key roles in the development of the New Orleans Central Area have made valuable contributions to the study effort in the form of effectual information, opinion and commentary based on years of experience within the city. While we gratefully acknowledge this assistance, full responsibility for the interpretation and use of these materials rest with this firm.

Gladstone Associates
Washington, D. C.
January 1974

SECTION I

ECONOMIC AND MARKET FINDINGS

SECTION I

ECONOMIC AND MARKET FINDINGS

Results of the economic and market studies undertaken in connection with the preparation of the Growth Management Plan for the New Orleans Central Area are summarized in the following section. The first half of the discussion assumes that the "energy crisis" will not create a sharp downturn in the economy over the next five years, and that all firmly commited projects are constructed on schedule. This outlook is considered moderately optimistic and is in line with our previously reported findings. Minor adjustments have been made to specific items in response to review of our earlier report by WMRT, Chamber of Commerce Staff and others.

The second half of the discussion assumes a slowdown in the economy and the possible postponement of several construction projects. This downside outlook is difficult to assess precisely due to major uncertainties surrounding the energy crisis, but it will affect all sections of the local economy -- especially those associated with tourism.

A. Moderately Optimistic Outlook

The outlook for the Central Area described in this section is keyed to growth expectations for Metropolitan New Orleans much in line with those described in the 1960 CRP Report prepared by Larry Smith & Co. Indeed, our employment projections will result in somewhat faster growth with total employment in the metropolitan area reaching almost 530,000 jobs by 1985 as compared to 512,000 in the CRP Study.

Louisiana State University at New Orleans has estimated the number of employees in the New Orleans Central Area at this time to be 116,400. It is estimated that almost 52,000 of these employees work in private office

1990 = 76,
in prep

buildings. By 1990, the total number of private office workers in the CBD should reach 76,000 -- for an average annual increase of 1,400 workers, or 2.9 percent per year. Total employment in the metropolitan area is projected to increase at 1.8 percent annually.

The metropolitan population growth outlook used in this study is very much in line with the "high estimate" set forth in a 1973 study prepared by Louisiana State University at New Orleans. In both cases, the metropolitan population will reach a level of 1,215,000 by 1980 and almost 1,300,000 by 1985.

Against these very broad growth indicators, -- detailed in Table 2 -- we estimate that the following quantities of new development will need to be accommodated at "Central Area" locations in the next 17 years.

Table 1. SPACE REQUIREMENTS FOR MAJOR LAND USES
NEW ORLEANS CENTRAL AREA
GROWTH MANAGEMENT STUDY

Land Use Category	Number of Square Feet/ Units/Rooms by 1990
Private Commercial Office Space	
Gross Requirement	9.8 million n.s.f.
Net of Proposed Projects and Vacancies	1.8 million n.s.f.
Special Purpose Private and Public Office Space	1.8-2.2 million n.s.f.
Transient Accommodations	
Gross Requirement	9,800 Rooms
Net of Proposed Projects	2,010 Rooms
Retail Trade and Service Space	725,000 n.s.f.
Market Rate Residential Merchandise	3,500-4,500 Units

Table 2.

KEY GROWTH INDICATORS
METROPOLITAN NEW ORLEANS AND THE CITY OF NEW ORLEANS
1970-1985

	Metropolitan Area	City Of New Orleans	City As A Percent Of Metropolitan Area
I. Population			
Total:			
1970	1,046,500	593,500	57%
1980	1,213,000	605,000	50%
1985	1,298,000	613,000	47%
Average Annual Change:			
1970-1980	16,700	1,150	7%
1980-1985	17,000	1,600	9%
II. Employment			
Total:			
		(CBD Only)	
1973	433,300	116,400	27%
1980	490,900	129,600	26%
1990	562,300	146,200	26%
III. Households			
Total:			
1970	318,600	191,400	60%
1980	384,400	205,100	53%
1985	415,100	209,900	51%
Average Annual Change:			
1970-1980	6,580	1,370	21%
1980-1985	6,140	960	16%
V. Income			
Median Income:			
1970	$ 9,900	$ 8,500	86%
1980	$12,100	$10,600	88%
1985	$13,400	$12,000	90%
. Residential Demand			
1974-1990	118,000 units	9,000 units (CBD & Vicinity)	8%

CENTRAL AREA OFFICE OUTLOOK
GROWTH MANAGEMENT PROGRAM

I. Present Situation

Current conditions in Central Area office market may be characterized as follows:

- After 48 months of intensive construction activity totaling 2.6 million square feet of space, Central Area markets are oversupplied -- the condition reflected by a 16 percent vacancy rate in the Fall of 1973. Expressed in other terms, there is an estimated 680,000 square feet of vacant space in contemporary buildings (those completed since 1960) -- a space envelope equivalent to a 16-18 month supply in terms of indicated demand.

  Wisely, New Orleans office developers are not committing to additional speculative construction in any significant quantity and are instead seeking major committments from prime tenants within the metropolitan area as well as on a national basis before moving ahead with their programs.

- Office development within the metropolitan area has been uniquely centralized with over eight of every ten square feet of new space constructed in the last ten years occurring at Central Area locations.

II. Outlook to 1990

- Demand for new office space of all types in the metropolitan area will total over 19 million square feet in a 20 year period 1971-1990. Of the total, 59 percent or 11.4 million square feet will need to be accommodated in the Central Area. The metropolitan and Central Area outlook by type of space is summarized in the exhibit following.

Table 3

OFFICE DEMAND
METROPOLITAN NEW ORLEANS AND CENTRAL AREA
1971-1990

Type of Space	1971-1990 Metropolitan Area	Central Area
Private Commercial Office	9.9 M s.f.	9.8 M s.f. 1/
All Other Office Uses-Private & Public	9.4 M s.f.	2.0 M s.f.
	19.3 M s.f.	11.8 M s.f.

1/ Includes Central Area replacement and expansion needs at 1.3 million square feet. Demand not accommodated by new construction in the 1960's is estimated at 1,000,000 square feet, and has been carried forward into the 1970's.

- Against the 20 year outlook of 11.8 million square feet in the Central Area, 1.8 million square feet is built or is under construction. Additional commitments both firm and tentative -- 1.25 and 5.0 million square feet respectively -- have been identified for a total of 8.0 million square feet.

- If all proposed space -- firm and tentative -- were put in place before 1990, "excess" requirements would total 1.8 million and 2.0 million square feet of private commercial and special purpose space respectively.

- Office space requirements within the Central Area for the 20 year period are detailed in both demand and supply terms in Tables 3, 4, and 5 following.

III. Short Term Outlook (1974-1980)

We have established that firm commitments are in hand to develop 1,250,000 square feet of new space in the Central Area before 1980. This includes 750,000 square feet in the Pan Am Building and 500,000 square feet in River Place (Phase I). With this space developed on schedule, a better balance between supply and demand will be reached by year 1980 when 2.2 million square feet of additional demand would be available to support projects now tentatively commited or alternatively office development programs yet to be formulated.

- Concerning "tentative" office proposals, it is our understanding that neither Poydras Plaza nor International River Center (3.5 million square feet in total) have plans to incorporate office components in their first phases of development. It is unlikely, therefore that the stated office space proposed in connection with these developments would come on prior to 1977.

- Construction of Phase II of River Place, which comprises 1.5 million square feet of the tentative space, is also unlikely to begin before 1977, but we believe there is a strong probability that a major portion of it will be developed by 1980.

- Available demand until 1980 -- after firm announcements of new space -- is 2.2 million square feet. Therefore, we feel it is quite probable that the office phases of Poydras Plaza and International River Center -- as well as River Place -- will be escalated to capture this excess demand. The implication of this outlook is that little or no demand will exist during the latter part of the 1970's to support additional projects at other locations unless the office component of any of these tentative projects is deferred until the mid-80's. Table 5 following allocates the tentative space to the various time frames and illustrates the resulting supply/demand relationship.

- Additionally, we expect that 2 million square feet of special purpose private as well as public space would need to be accommodated in the Central Area during the forecast period.

IV. Key Assumptions Underlying Central Area Office Outlook

- The Central Area will continue to dominate metropolitan commercial markets although its relative share of activity will decline from 83 percent presently to approximately 70 percent by 1990. This expectation is in line with short term proposals known to exist for suburban locations and recognizes an orderly process of decentralization responsive to growing needs at suburban locations for conveniently located "population-serving" office space.

- That New Orleans is becoming a regional commercial center and that office using employment will account for a relatively larger share of total employment over the forecast period.

- Private office jobs within the Central Area are likely to increase at approximately 1,400 per year with the result that by 1990 the number of central area office workers will have increased from the present 51,800 to 76,600.

Table 4

COMMERCIAL OFFICE SPACE REQUIREMENTS
NEW ORLEANS CENTRAL AREA
GROWTH MANAGEMENT PROGRAM

I.	**CENTRAL AREA FOR PRIVATE COMMERCIAL OFFICE SPACE 1971-1990**		
Total:	Space Requirements 1971-1990:	9.8	million net square feet
Less :	New Construction in Place by Year End 1973	-1.8	million net square feet
	New Space Requirements After New Construction	8.0	million net square feet
Less :	Portion of Space Requirements Accounted for by Proposed Projects		
	Firm Commitments	1.2	million net square feet
	Tentative Commitments	5.0	million net square feet
		6.2	million net square feet
	NET SPACE REQUIREMENTS AFTER ALL PROPOSED PROJECTS	1.8	million net square feet
II.	CENTRAL AREA SPACE REQUIREMENTS FOR SPECIAL PURPOSE PRIVATE & PUBLIC OFFICES	1.8-2.2	million net square feet
III.	TOTAL CENTRAL AREA OFFICE SPACE REQUIREMENT	3.6-4.0	million net square feet

Table 5

INCREMENTAL DEMAND FOR PRIVATE OFFICE SPACE
NEW ORLEANS CBD
1971 - 1990

	1971-1975	1976-1980	1981-1985	1986-1990
Growth in Private Office Using Employment New Orleans SMSA	9,610	9,710	9,560	9,600
Incremental Demand for Private Office Space Resulting from Growth in O.U.E.	1,920,000[1] n.s.f.	2,140,000[2] n.s.f.	2,300,000[3] n.s.f.	2,500,000[4] n.s.f.
Percent CBD Share of SMSA Growth	78%	76%	74%	72%
CBD Share of SMSA Growth	1,500,000 n.s.f.	1,630,000 n.s.f.	1,700,000 n.s.f.	1,800,000 n.s.f.
Estimated Incremental Demand Generated by Replacement & Expansion	400,000 n.s.f.	350,000 n.s.f.	300,000 n.s.f.	250,000 n.s.f.
Total Incremental Demand for Private Office Space	1,900,000 n.s.f.	1,980,000 n.s.f.	2,000,000 n.s.f.	2,050,000 n.s.f.
Total Incremental Demand @ 90% Occupancy	2,100,000 n.s.f.	2,200,000 n.s.f.	2,230,000 n.s.f.	2,300,000 n.s.f.
Average Annual Incremental Demand @ 90% Occupancy	420,000 n.s.f.	440,000 n.s.f.	445,000 n.s.f.	460,000 n.s.f.

1/ Assumes 200 net square feet per office worker.
2/ Assumes 220 net square feet per office worker.
3/ Assumes 240 net square feet per office worker.
4/ Assumes 260 net square feet per office worker.

Table 6

PRIVATE OFFICE SPACE SUPPLY/DEMAND
NEW ORLEANS CBD
1961-1990

		CBD 1961-1970	CBD Supply/Demand 1971-1980	CBD Supply/Demand 1981-1985	CBD Supply/Demand 1986-1990
1.	Office-Using Employment Gains (@ 80% for CBD)	15,360 jobs			
2.	Space Requirement Related to Office Employment Gains (@ 150 n.s.f./employee, 90% occupancy)	2,560,000 n.s.f.			
3.	Less: Actual Construction 1961-1970	(1,550,000 n.s.f.)			
4.	"EXCESS" DEMAND (unsatisfied by new construction during period)	1,010,000 n.s.f.			
5.	Carryover Excess Demand to Current Decade		1,010,000 n.s.f.		
6.	Total Estimated Office Space Demand for Period		4,300,000 n.s.f.	2,230,000 n.s.f.	2,300,000 n.s.f.
7.	TOTAL CBD PROJECTED DEMAND FOR PERIOD		5,310,000 n.s.f.	2,230,000 n.s.f.	2,300,000 n.s.f.
8.	Less: Actual Construction 1971-1974		(1,830,000 n.s.f.)	--	--
9.	NET AVAILABLE DEMAND 1974-1980		3,480,000 n.s.f.	2,230,000 n.s.f.	2,300,000 n.s.f.
0.	Less: Firm Announcements of New Space (Probability I: Pan Am Life, River Place Phase I)		(1,250,000 n.s.f.)	-0-	-0-
1.	NET AVAILABLE DEMAND AFTER FIRM ANNOUNCEMENTS		2,230,000 n.s.f.	2,230,000 n.s.f.	2,300,000 n.s.f.
2.	Less: Tentative New Space (Probability II or III: Poydras Plaza, Int. River Center, River Place Phase II) 1/		(1,200,000 n.s.f.)	(2,600,000 n.s.f.)	(1,200,000 n.s.f.)
3.	RESIDUAL DEMAND AVAILABLE AFTER NEW CONSTRUCTION FIRMLY ANNOUNCED SPACE, AND TENTATIVE SPACE		1,030,000 n.s.f.	(370,000 n.s.f.)	1,100,000 n.s.f.

/ No staging for the development of these projects is available from their sponsors at present. Recent surveys indicate no office development in the first stage of their program -- i.e. up to 1976-77. Allocation of construction timing shown above has been selected by Gladstone Associates for purposes of illustration only.

CENTRAL AREA HOTEL OUTLOOK

GROWTH MANAGEMENT STUDY

I. Present Situation

We estimate there is a slight undersupply of hotel accommodations in the Central Area now on the order of 150 rooms as follows:

Current Inventory of Hotel Rooms:	8,600 rooms
Estimated Demand for Hotel Rooms Assuming A 72 Percent Annual Occupancy Rate:	8,750 rooms

II. Central Area Outlook to 1990

As with office development, we judge the following to be a moderately optimistic outlook for the forecast period.

- Present inventory will need to more than double by 1990 to accommodate the expanding requirements for accommodation of transients in the Central Area and to replace losses (estimated to be 400 rooms).

- Against this requirement of 9,200 new rooms over a 17 year period, firm proposals are now in hand for 4,240 rooms represented by six projects -- all to be completed by 1978-1979.

- Additionally, another 3,500 rooms have been tentatively announced although location, characteristics, and timetables for development of these projects are not currently available.

III. Short Term Central Area Outlook: 1973-1980

- Demand for new rooms will increase over the next seven years by some 3,500. In addition, replacement needs plus the current undersupply will create a requirement for 550 more rooms for a total demand by 1980 for 4,050 additional rooms. If the six projects referred to above are completed during this period, supply in 1980 will be slightly in excess of demand by approximately 200 rooms.

- "Excess" supply -- defined here as numbers of rooms constructed in excess of demand -- will occur during the late 1970's as the six proposed hotel projects are completed. This excess will likely be reflected in slightly lower occupancy rates on average.

IV. Long Term Outlook: 1980-1990

- During the 1980's, an additional 5,700 rooms will be required by increasing demand over the decade. However, the oversupply created during the 1970's will absorb 190 rooms of this demand, leaving a net demand of 5,510 rooms -- 2,010 more than the 3,500 rooms tentatively proposed for development during this period.

V. Key Trends and Assumptions Supporting the Central Area Outlook For Hotel Space

- Three principal factors will affect the need for additional hotel accommodations in the New Orleans area: steady increases in leisure time which will expand tourist visitations, relative and absolute increases in numbers of conventions and, with the completion of the Superdome, the ability of New Orleans to compete more effectively with other cities in capturing an increasing share of convention activity. We have selected convention attendance as the critical index for future hotel growth.

- Convention attendance -- now 281,000 delegates annually -- will expand at an average rate of 7.8 percent annually over the forecast period resulting in an annual rate of convention attendance in 1990 of approximately 1,000,000 delegates.

  This sustained performance is approximately 10 percent higher than the rate of convention attendance gains experienced in New Orleans during the period 1965-1972.

- Additionally, the forecast assumes a significant impact by the Superdome with the result that convention attendance will increase by 50 percent over 5 years following opening of the facility.

Gains in convention attendance are conservatively optimistic in view of the fact that between the Superdome and the Rivergate Exposition Center, New Orleans will move into a select class of cities within the United States that can make available well organized convention and exposition space totalling over 400,000 square feet.

- The Central Area will continue to be the principal location for the accommodation of convention delegates over the forecast period. At the present time, an estimated 92 percent of convention attendees seek accommodations at Central Area hotels. We expect this share to decline slightly to an estimated 82 percent by 1990 -- a shift recognizing growth of suburban commercial office centers and the likelihood that smaller conventions may well seek accommodations proximate to such locations.

- At the present time, convention attendees account for 23 percent of all occupied hotel rooms in the Central Area. This share will increase to 40 percent over the forecast period reflecting recent and planned additions to the inventory which are primarily convention oriented hotel properties; Marriott, Hilton and Hyatt to cite three examples.

- The average length of stay of a visitor to New Orleans will remain stable over the forecast period. Thus, a convention delegate will be in the city an average of 3.6 days; a tourist 3.4 days, and a business traveler 2 days.

- Finally, the outlook for the Central Area presumes that all hotel properties will achieve an annual occupancy rate of 72 percent -- a conservatively high operating standard.

Central Area hotel space requirements are detailed in tabular exhibits appearing on the pages following.

Table 7

HOTEL SPACE REQUIREMENTS
NEW ORLEANS CENTRAL AREA
GROWTH MANAGEMENT PROGRAM

I.	PRESENT HOTEL INVENTORY-YEAR END 1973	8,600 rooms
II.	PROJECTED CENTRAL AREA DEMAND	
	1973-1980	3,500 rooms
	1981-1990	5,700 rooms
		9,200 rooms
III.	ANNOUNCED NEW HOTEL DEVELOPMENT	
	Firm Commitments	4,240 rooms
	Tentative Commitments	3,500 rooms
		7,740 rooms
IV.	NET NEW DEMAND TO BE ACCOMMODATED At Central Area Locations: 1973-90	1,460 rooms
V.	REPLACEMENT REQUIREMENTS	400 rooms
VI.	CURRENT UNDERSUPPLY	150 rooms
VII.	TOTAL NET HOTEL SPACE REQUIREMENTS: 1973-90	2,010 rooms

Source: Gladstone Associates

Table 8

NEW ORLEANS HOTEL/MOTEL SUPPLY - DEMAND 1973 - 1990

Supply/Demand, 1972	
1972 Hotel Demand - CBD (72% occupancy)	8,750 rooms
1972 Hotel Supply - CBD	8,600 rooms
Estimated Future Demand	
1973-1980	3,500 rooms
1981-1985	2,550 rooms
1986-1990	3,150 rooms
Incremental Demand - 1973-1990	9,200 rooms
Total Demand by 1990 - CBD	17,950 rooms
Announced Future Hotel Rooms	
Definite: Hilton (Located in International River Center)	1,200 rooms
Hyatt (Located in Poydras Plaza)	1,250 rooms
Maison Duprey (French Quarter)	230 rooms
Howard Johnson Ext.	210 rooms
Pan Am Life (Poydras and St. Charles Streets)	350 rooms
River Place/One Canal	1,000 rooms
	4,240 rooms
Tentative: (River Place, Huddleson, Roussel)	3,500 rooms
	7,740 rooms
Supply/Demand, 1990	
Announced Future Hotel Rooms, Total	7,740 rooms
1972 Hotel Supply - CBD (less Sheraton Charles)	8,200 rooms
Total Projected Hotel Supply, 1990	15,940 rooms
Hotel Demand - CBD, 1972	8,750 rooms
Future Demand 1973-1990	9,200 rooms
Total Projected Demand, 1990	17,950 rooms
Excess Demand, 1990	2,010 rooms

CENTRAL AREA RETAIL OUTLOOK
GROWTH MANAGEMENT PROGRAM

I. Present Situation

Retail trade and service activity in the Central Area may be characterized as follows:

- Existing retail establishments -- representing an estimated 6 million square feet of store space -- continue to register a strong performance -- attracting sales potentials of both permanent residents as well as visitors and averaging sales productivity of $55 per square foot of store space.

- While Central Area store sales have declined as a relative share of total Metropolitan New Orleans retail trade and service activity, absolute dollar volumes of sales have remained stable to slightly upward since 1963.

- Key to this generally healthy condition is the aggressive and imaginative merchandising techniques of major Central Area merchants who have spent an estimated 8-10 million dollars in the last ten years modernizing and refurbishing key department store units. In this process, a competitive position has been maintained and at the same time specialized selling space has been created designed to appeal directly to retail expenditures of visitors to the city.

II. Outlook to 1990

We judge that a total of 650,000-750,000 square feet of new retail space could be supported within the Central Area during the next 17 years. Of particular importance in our view is the creation of "linkages" between the existing retail core and locations where major new concentrations of office and hotel space are or will be created.

The three components of new retail demand -- office and residential construction and tourism -- are discussed further on the following page.

- The 240,000 square feet of retail space generated by new office construction will naturally be in small increments within, or proximate to, the new buildings. Demand will not be concentrated sufficiently to support a department store. Card shops, drug stores, photography outlets, small apparel shops, and coffee shops will be the most likely tenants of such space.

- The 4,000 units of the first phase of residential development will support 125,000 square feet of convenience retail and 175,000 square feet of "shoppers goods" space. As in the case of the office buildings, this retail space will be located throughout the residential projects, and no one increment could support a full-line department store. However, if 4,000 additional residential units are developed by 1990, potential would then exist for the construction of a 125,000 to 175,000 square foot high-line soft goods store such as I. Magnin, Lord and Taylor or Saks Fifth Avenue.

- Tourist and convention expenditures will support 185,000 square feet of additional retail space by 1990. This space will be concentrated in the vicinity of the new hotels, the Superdome, the French Quarter, and other sightseeing spots. The most likely uses for this retail space are souvenir shops, restaurants, and boutiques.

The following exhibit summarizes the components of demand discussed above.

Table 9

RETAIL SPACE REQUIREMENTS
NEW ORLEANS CENTRAL AREA: 1973-90
GROWTH MANAGEMENT PROGRAM

II. Sources of Retail Space Requirements: 1973-1990

- NEW OFFICE DEVELOPMENT: Including 6.5 million square feet of Private Commercial Space and 2.0 million square feet of Special Purpose Space Which Will Generate a Daytime Expenditure by Employees of $25.5 million Per Year by 1980.

  New Space Requirement: 240,000 square feet

- NEW RESIDENTIAL DEVELOPMENT OF 3,500-4,500[1/] UNITS RESULTING IN:

  Convenience Goods Expenditures: $ 9-$12 million
  "Shoppers Goods" Expenditures: $12-$15 million
  New Convenience Retail Space Requirements: 125,000 square feet
  New "Shoppers Goods" Space Requirements: 175,000 square feet
  Subtotal 300,000 square feet

- GAINS IN TOURISTS & CONVENTION DELEGATES

  New Expenditure Potentials: $355 million by 1990,
  Central Area Retail Trade & Service Expenditures: $70 million
  New Space Requirement 185,000 square feet

- TOTAL CENTRAL AREA SPACE REQUIREMENTS FROM ALL SOURCES: 725,000 square feet

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1/ Representing the most probable level of residential development activity in the Central Area. If these units are successful, the possibility exists to develop 4,000 to 5,000 additional units and hence additional retail space if suitable priced and located sites can be identified to create moderately priced offerings.

III. Key Assumptions Underlying Central Area Retail Outlook

- Retail expenditures relative to new office construction have been estimated on the basis of $3.00 annually per square foot of office space. Sales in this magnitude would be equivalent to approximately $600 per year per employee or an average of $2.40 per working day.

- We estimate that new Central Area stores could capture 80 percent of potential employee expenditures generated by new office construction. At $3.00 per square foot of new office space, sales will reach 25.5 million dollars annually in 1990. At a sales productivity ratio of $85 per square foot, these sales would support 240,000 square feet of new store space. The capture rate is of course dependent on the location of the office building. A relatively isolated building near the river might capture 90 percent of employee expenditures, while one in the heart of the retail core might capture only 60 percent.

- With regard to residential development, a median household income of $15,000 has been assumed which would generate $24 million of retail sales annually. These expenditures would be a mix of "shopper's goods" and convenience trade and service items. At an average productivity rate of $80 per square foot, capture of 80 percent of these expenditures by the Central Area stores will support an additional 300,000 square feet.

- Visit expenditures will increase by an estimated $474 million. The gain represents expenditures of all types while in the city.

  We judge the Central Area to capture 75 percent of this total and of this amount 20 percent is forecast to be spent on retail trade and service items. Specifically excluded from the 20 percent are all expenditures in hotels, hotel dining rooms and retail arcades and the like.

  The resulting $15 million gain in annual retail expenditures by visitors in the Central Area would support 185,000 square feet of new store space.

- Concerning retail sales productivity, we judge that $85 of sales per foot would be required to support new construction costs for "shoppers goods" retail space. This average would encompass a range of store productivity from $65 per square foot for a speciality service outlet to $95 per square foot for general merchandise space.

CENTRAL AREA RESIDENTIAL OUTLOOK
GROWTH MANAGEMENT PROGRAM

An appropriate planning target for the Central Area would be 3,500-4,500 residential units to be developed over the next sixteen year period at an average rate of 250 units annually. We have assumed that Central Area residential merchandise would be developed, for the most part, in elevator high-rise structures or in low-rise structures with densities comparable to those permissible in the French Quarter.

Further, merchandise would be deluxe or luxury in character appealing to the upper end of city and metropolitan-wide residential markets. Construction costs associated with high-rise residential development as well as high land acquisition costs dictate this character for residential offerings within the Central Area. To the extent suitably priced parcels of "buildable" size can be assembled at peripheral locations within the Central Area permitting less expensive residential development, we believe a broader array of less affluent residential markets (earning $10,000-$15,000 annually) could be addressed successfully. We judge that market support would be available for an additional 4,000-5,000 more moderately priced units over the forecast period.

- In total, then, we believe potential market opportunities are available to support the introduction of 8,000-10,000 units in or immediately adjacent to the Central Area during the period 1974-1990. Development activity of this magnitude would represent approximately 8 percent of total new shelter requirements forecast in our Pontchartrain Report for Metropolitan New Orleans. In that report, we estimated 115,000-120,000 new residential units would be required within the metropolitan area to accommodate new household growth, replace stock demolished or abandoned and to provide an appropriate level of vacant units for orderly expansion of this marketplace.

In the absence of major new residential construction activity at Central Area locations which would establish a history of market response to high density sale and rental offerings, we have directed our analysis to identify, scale and forecast "target markets" represented by households who by virtue of income, age and size would have have a high probability of responding to residential development activity of this type. We judge that the markets so identified are of sufficient scale now and will expand at a satisfactory rate during the forecast period to support the levels of new development described above.

These markets include the following:

Table 10

"Target" Market Category	Number of Households
A. For High-Rise Merchandise:	
1. Affluent[1/] Small[2/] Renter Households Now Resident in New Orleans	2,300
2. Affluent Small Owner Households Now Resident in New Orleans	5,100
Subtotal	7,400
3. Projected Gains Among Small Affluent Households (Total for the Period 1973-90)	6,000
B. For Low-Rise Merchandise:	
1. Affluent Larger[3/] Renter Households Now Resident in New Orleans	1,700
2. Affluent Larger Owner Households Now Resident in New Orleans	8,300
Subtotal	10,000
3. Projected Gains Among Larger Affluent Households (Total for the Period 1973-90)	8,000

1/ Earning $15,000 a year or more in constant 1973 dollars.

2/ One or two person households.

3/ Three and four person households.

Household expectations here are further supported by gains projected in office employment within the Central Area. We anticipate growth among private office jobs to total 27,000-30,000 positions and estimate that ten percent of these workers will earn in excess of $15,000 a year in today's terms. Their shelter needs will represent a substantial potential market for deluxe class residential merchandise offered at proximate locations within the Central Area. Additionally, another 12 percent of new office employees will earn between $10,000-$15,000 annually -- again representing a major potential market for more moderately priced merchandise. In total, we estimate office employment gains in both categories will represent a total shelter requirement on the order of 5,000-5,500 units. If one in five of these new workers were housed at Central Area locations -- a moderately optimistic expectation -- 1,000 new units could be supported by this demand source alone.

B. Downside Outlook as Affected by the "Energy Crisis"

While we have not undertaken an in-depth analysis of the possible impact of the current energy crisis on the forecasts set forth in the preceding section, we would offer the following observations. In general we would foresee a broad economic downturn in the next 6-18 months which will likely result in a deferral of commercial investment decisions and in turn a slowdown in the rate at which new development is brought on in the Central Area. We believe that such a downturn will be felt less drastically in the New Orleans Area as compared to other major metropolitan areas around the country in all areas excepting those directly dependent on tourist and other visitors.

Commercial Office Development: In the short run, demand for increments of local office space will likely be reduced somewhat as a result of combined factors including a more conservative posture by local businesses -- which will be reflected in the deferral of decisions to upgrade existing office leasing costs -- and in increasing difficulty in convincing major corporations not now located in New Orleans to transfer personnel on an inter-city or inter-regional basis.

Fuel shortages in contrast, will result in a generally greater concentration of commercial office development activity within the Central Area as commutation to outlying suburban locations becomes increasingly difficult. Thus, while the total level of office development within the New Orleans Metropolitan Area will probably decline, it is our belief that the Central Area may well capture a larger share of smaller metropolitan office markets.

As a result of these factors operating in the short-term current levels of office vacancy (680,000 square feet) are likely to persist longer -- up to 24-30 months. A good "downside" planning target would anticipate balanced supply/demand conditions in 1980 with market absorption of existing vacant space; absorption of 1.3 million square feet accounted for by Pan Am Life and River Place (Phase I), and absorption late in the decade of an additional 1.2 million

square feet for a total of 3.2 million. This may be compared to 4.2 million square feet of demand by 1980 anticipated in the "moderately optimistic" outlook described in the preceeding section.

The balanced supply/demand conditions in 1980 may give way to an oversupply condition in the early 80's if construction is begun on the remainder of the "tentatively planned space. Demand will increase sufficiently during the decade however so that by 1990 the Central Area will support tentatively planned space plus 700,000 square feet of additional office development.

Hotel Development: Convention activity may experience slight declines although we do not believe these will create a measurable effect on the hotel outlook. Of greater concern are expectations concerning tourist and other visitors who will come to New Orleans for personal pleasure reasons. It is this sector of the market that will be deeply affected by not only the prospects of fuel controls and cost of gasoline, but by an increasing conservatism on the part of individual consumers to spend discretionary dollars on long vacation trips in the face of employment cutbacks now taking place in many industries. A quick check of vacation travel patterns in early winter of 1973-1974 suggests that numbers of visitors to tradition winter vacation destinations may be off as much as 25-30 percent.

Should present conditions persist into the spring and summer of 1974 -- a matter of high probability in our view -- we would anticipate comparable downturns in tourist visitations to New Orleans.

Presuming that limitations on vacation travel persist for the next two years, we would judge that 500-750 fewer hotel rooms than the 3,500 set forth in Part A could be supported in the Central Area by 1980.

If the four hotels now firmly commited are constructed on schedule, this downturn in demand would lead to an oversupply of 700 to 900 rooms by 1980. The oversupply would cause occupancy rates to drop from 72 percent to 65-67 percent, slightly below industry averages.

Residential Development: In general, we look to slightly decreasing dependency on the automobile which will give an impetus to demand for shelter opportunities

proximate to employment opportunities for the balance of this decade. Therefore we feel that development of 3,500-4,500 units will be quite probable during the remainder of the decade. An additional 4,000 to 5,000 medium-priced units -- and perhaps even more -- will have an increased chance of success during the 1980's.

Retail Development: As indicated in Part A of this report, we judge that between 650,000-750,000 square feet of new retail space can be supported in the Central Area by 1990. Office related demand will necessarily decrease as new office projects are deferred until later in the decade. In addition, the $2.40 daily average spent in the Central Area by each office worker might decrease as all costs increase and as the employment situation remains unstable. As a result, the amount of supportable retail space generated by new office construction would not only be delayed, but could decrease by 10-15 percent due to the downturn in worker spending.

Construction of retail space associated with residential development will be stepped-up as the pace of residential construction increases due to the growing demand for in-town housing. As a result of the increased pace of construction, support for a high-line soft goods store may indeed by realized by 1985 instead of 1990.

Retail space associated with tourist and convention expenditures will be most affected by the energy crisis. If vacation travel is off as much as 25 to 30 percent (a preliminary indication), supportable retail space will drop correspondingly. A downside planning figure for retail space would be 120,000-145,000 square feet instead of the initial 185,000 square feet.

Space requirements associated with the "downside" outlook are summarized in Table 11 following.

* * * * * *

Supporting statistical and field survey material appear in Section II.

Table 11

SPACE REQUIREMENTS FOR MAJOR LAND USES

DOWNSIDE OUTLOOK

NEW ORLEANS CENTRAL AREA

Land Use Category	Number of Square Feet Units/Rooms by 1990
Private Commercial Office Space	
Gross Requirement	8.8 million n.s.f.
Net of Proposed Projects and Vacancies	0.8 millino n.s.f.
Special Purpose Private and Public Office Space	1.6-2.0 million n.s.f.
Transient Accommodations	
Gross Requirement	9,200 rooms
Net of Proposed Projects	1,500 rooms
Retail Trade and Service Space	725,000 s.f.
Market Rate Residential Merchandise	4,500-5,500 units

Table 12

PROPOSED NEW CONSTRUCTION PROJECTS - NEW ORLEANS CBD AND SUBURBS

	Phase I Construction	Completion Date	Later Phases
International River Center (CBD)	1,200 Room Hilton Hotel 150 Unit Condominium Cruise Ship Terminal - General Retail - 120,000 s.f. $97 million	June 1976 Fall 1975 Spring 1975	3 Office Towers 1 to 1.5 million s.f. 600-800 Condominium units (Timing depends on market developments and prime tenants for office)
Poydras Plaza (11 Acres) (CBD)	1,250 Regency Hyatt Hotel	Middle to late 1976	2 million s.f. office space in several buildings Mall Retail Area 500-700 Condominium units Total Project $200 million
Pan American Life (CBD)	Luxury Hotel - 350 Rooms Office Tower - 750,000 s.f. Retail Mall - specialized Parking - 650 spaces Athletic Club & Restaurant	Summer 1976	
Canizaro Interests #1 Canal Street (CBD)	Major Hotel - 1,000 rooms 3 Office Buildings - 500,000 s.f. Retail Space - 35,000-50,000 s.f. Residential	1976 1981 1981 1981	1,500 hotel rooms 1.5 million s.f. of office space Additional retail space 2,000 medium and high-priced residential units
Louisiana Oil & Marine Center (WBJ) (30 Acres)	220,000 s.f. office space 15 story tower	Early 1975	Three other towers combining office and Rental Apts. - Timing depending on market developments

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ECONOMIC AND MARKET STUDY
NEW ORLEANS CENTRAL AREA
GROWTH MANAGEMENT PROGRAM

SUPPORT BACKGROUND DOCUMENTATION

Prepared for

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November 14, 1973

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Offices in Washington, D.C. and Miami, Florida

DEMOGRAPHICS

POPULATION AND HOUSEHOLD TRENDS
NEW ORLEANS CBD
1960 - 1970

	1960	1970	Average Annual Change: 1960-1970 Number	Percent
White Population	18,233	10,833	-740	-4.1%
Non-White Population	19,343	15,129	-421	-2.3%
Total Population	37,576	25,962	-1161	-3.1%
Percent Non-White	51.5%	58.3%	36.3%	--
Total Households	14,529	10,565	-396	-2.7%

Source: New Orleans City Planning Commission; Gladstone Associates.

POPULATION TRENDS BY PARISH
NEW ORLEANS SMSA
1950-1970

Area	Population			Average Annual Change			
				1950-1960		1960-1970	
	1950	1960	1970	Number	Percent	Number	Percent
Central Business District[1/]	NA	37,576	25,962	NA	NA	-1,161	-3.1%
Remainder of City	NA	589,949	567,509	NA	NA	-2,244	-0.4%
Subtotal Orleans Parish	570,445	627,525	593,471	5,708	1.0%	-3,405	-0.5%
Jefferson Parish	103,873	208,769	338,229	10,490	10.1%	12,950	6.2%
St. Bernard Parish	11,087	32,186	51,185	2,110	19.0%	1,900	5.9%
St. Tammany Parish	26,988	38,643	63,585	1,165	4.3%	2,494	6.5%
Total New Orleans SMSA	712,393	907,123	1,046,470	19,473	2.7%	13,939	1.5%

1/ CBD as defined by the New Orleans City Planning Commission, not the U.S. Census.

Source: U.S. Census of Population 1950, 1960, 1970; New Orleans City Planning Commission

POPULATION PROJECTIONS BY PARISH
NEW ORLEANS SMSA
1970-1985

Parish	1970	1975	1980	1985	Average Annual Change 1970-1975 Number	1970-1975 Percent	1975-1980 Number	1975-1980 Percent	1980-1985 Number	1980-1985 Percent
Orleans	593,471	598,000	605,000	613,000	905	0.2%	1,400	0.2%	1,600	0.3%
Jefferson	338,229	395,700	451,700	506,700	11,494	3.4%	11,200	2.8%	11,000	2.5%
St. Bernard	51,185	61,300	70,800	80,300	2,023	3.7%	1,900	3.1%	1,900	2.7%
St. Tammany	63,585	74,000	85,500	98,000	2,083	3.3%	2,300	3.1%	2,500	2.9%
Total SMSA	1,046,470	1,129,000	1,213,000	1,298,000	16,505	1.6%	16,800	1.5%	17,000	1.4%

Source: Louisiana State University in New Orleans, Department of Business and Economic Research; Gladstone Associates.

COMPARATIVE POPULATION PROJECTIONS
NEW ORLEANS SMSA
1975-1985

Area	1975		1980		1985	
	Larry Smith	Gladstone Associates	Larry Smith	Gladstone Associates	Larry Smith	Gladstone Associates
Orleans Parish	--	598,000	590,820	605,000	587,649	613,000
Jefferson Parish	--	395,700	454,338	451,700	526,291	506,700
St. Bernard	--	61,300	80,482	70,800	101,947	80,300
St. Tammany	--	74,000	106,959	85,500	140,812	98,000
Total SMSA	--	1,129,000	1,232,599	1,213,000	1,356,699	1,298,000

Source: Gladstone Associates.

MEDIAN FAMILY INCOME BY PARISH
NEW ORLEANS SMSA
1960-1970
(In 1972 Constant Dollars)

	1960		1970		Change 1960-1970	
	Income	Income Quotient	Income	Income Quotient	Amount	Percent
Orleans Parish	$6,899	0.96	$ 8,495	0.86	$1,596	23.1%
Jefferson Parish	$8,699	1.21	$11,679	1.18	$2,980	34.2%
St. Bernard Parish	$8,651	1.20	$10,998	1.11	$2,347	27.1%
St. Tammany Parish	$5,551	0.77	$ 9,876	1.00	$4,325	77.9%
Total SMSA	$7,198	1.00	$ 9,893	1.00	$2,695	37.4%

Source: U.S. Census of Population 1960 and 1970; Gladstone Associates.

EMPLOYMENT PROJECTIONS
NEW ORLEANS SMSA
1970-1990

Employment Category	1970	1975	1980	1985	1990	Employment Change 1970-1980 Number	1970-1980 Percent	1980-1990 Number	1980-1990 Percent
Manufacturing	53,700	55,200	56,700	58,400	60,100	3,000	5.6%	3,400	6.0%
Mining	14,100	16,000	18,700	21,200	24,800	4,600	32.6%	6,100	32.6%
Contract Construction	22,400	26,500	27,500	29,000	30,200	5,100	22.8%	2,700	9.8%
Transportation, Communication, and Public Utilities	45,900	46,200	47,200	49,300	52,000	1,300	2.8%	4,800	10.2%
Wholesale/Retail Trade	89,900	101,000	107,200	116,000	124,300	17,300	19.2%	17,100	15.9%
Finance, Insurance, and Real Estate	22,700	25,300	27,500	29,700	31,900	4,750	20.6%	4,400	16.0%
Service and Miscellaneous	68,300	80,100	93,200	104,200	113,400	24,900	36.5%	20,200	21.7%
Government	57,100	67,300	76,500	84,600	90,000	19,400	34.0%	13,500	17.6%
All Other Non-Agricultural[1/]	36,700	36,600	36,400	36,100	35,600	- 300	-0.8%	- 800	-2.3%
Total	410,800	454,200	490,900	528,500	562,300	80,100	19.5%	71,400	14.5%

1/ Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

Source: Louisiana Department of Employment Security; Gladstone Associates.

EMPLOYMENT BY INDUSTRY
NEW ORLEANS SMSA [1]
1960-1973 [2]
(000's)

Employment Category	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973 [2]
Total Nonagricultural Employment	326.5	322.3	324.5	335.1	364.3	385.0	401.7	403.3	406.2	408.3	410.7	411.5	429.1	433.3
Manufacturing Employment	44.7	43.0	44.6	48.9	54.7	58.6	59.6	57.3	57.0	56.3	53.7	53.6	53.4	52.4
Durable Goods	17.6	17.2	20.0	25.1	30.7	33.7	33.7	32.0	32.2	31.5	29.2	29.7	29.2	28.6
Lumber & Wood Products	1.1	1.0	1.0	0.8	1.1	1.2	1.2	1.0	0.9	0.9	0.8	1.1	0.9	0.9
Stone, Clay & Glass Products	2.8	2.9	3.0	2.9	3.5	3.9	4.0	4.2	4.3	4.4	4.2	4.0	3.8	3.7
Fabricated Metal Products	2.9	2.8	3.0	3.1	3.1	3.1	3.3	3.2	3.4	3.4	3.4	3.0	2.9	2.9
Machinery, Including Electrical	1.6	1.2	1.2	1.2	1.2	1.4	1.6	1.3	1.4	1.6	1.6	1.8	2.0	1.9
Transportation Equipment	5.4	5.5	6.2	6.9	7.8	9.2	10.4	10.6	12.1	12.7	13.3	14.3	14.0	13.6
Ship & Boatbuilding Repairing	5.3	5.5	6.2	6.8	7.8	9.2	10.4	10.5	12.0	12.6	13.3	13.9	13.6	13.0
Other Durable Goods	4.4	4.1	5.7	10.3	14.1	14.8	13.3	11.7	10.1	8.4	5.8	5.5	5.6	5.6
Nondurable Goods	27.1	25.8	24.6	23.8	24.2	24.9	25.9	25.3	24.8	24.8	24.5	23.9	24.2	23.8
Food & Kindred Products	13.0	12.2	11.6	11.5	11.7	12.3	12.8	12.7	12.3	12.3	11.9	11.6	11.4	10.8
Apparel & Other Textile Products	4.7	4.5	4.6	4.3	4.4	4.5	4.6	4.4	4.5	4.5	4.5	4.1	4.3	4.4
Paper & Allied Products	3.0	2.7	2.2	2.1	2.0	2.0	2.0	1.9	1.9	2.0	2.0	2.1	2.1	2.1
Printing, Publishing & Allied Industry	2.2	2.2	2.2	2.3	2.4	2.5	2.5	2.5	2.5	2.7	2.7	2.8	3.0	3.0
Chemicals & Allied Products	1.7	1.7	1.7	1.6	1.7	1.7	2.0	1.9	1.6	1.6	1.5	1.5	1.5	1.5
Petroleum Ref. & Related Ind.	1.6	1.6	1.6	1.5	1.3	1.2	1.3	1.1	1.2	1.2	1.2	1.2	1.2	1.2
Other Nondurable Goods	1.0	1.0	0.8	0.7	0.8	0.8	0.7	0.6	0.6	0.6	0.6	0.6	0.7	0.8
Nonmanufacturing	243.1	240.4	242.3	248.8	268.1	284.6	301.2	307.1	311.5	315.2	320.4	320.9	339.1	342.1
Mining	7.9	8.4	9.2	9.5	10.7	12.2	12.9	13.4	13.7	14.5	14.1	12.0	13.6	13.6
Contract Construction	17.5	16.9	18.2	19.1	23.2	28.0	29.2	26.4	25.0	22.2	22.4	23.2	26.0	26.3
Transportation Communication & Public Utilities	43.1	41.5	39.3	39.4	42.2	42.7	45.7	46.9	47.6	45.2	45.9	42.0	41.4	42.5
Railroad Transportation	4.4	4.2	4.1	4.1	3.9	3.8	3.8	3.6	3.3	3.0	2.6	2.7	2.7	2.7
Water Transportation	19.4	18.7	16.6	16.5	18.1	17.8	19.6	20.0	21.0	18.6	19.5	16.2	15.0	15.8
Trade	73.8	71.7	71.6	73.2	77.1	81.4	86.4	86.3	86.9	88.9	89.9	91.7	100.0	97.7
Wholesale Trade	25.4	25.0	24.6	25.3	25.6	26.9	28.4	28.9	29.3	29.4	29.9	30.2	32.2	32.2
Retail Trade	48.5	46.8	47.0	47.9	51.5	54.5	57.9	57.3	57.7	59.5	59.9	61.5	67.8	65.5
Finance, Insurance & Real Estate	18.0	18.0	18.0	18.5	19.3	19.8	20.4	20.9	21.5	22.4	22.7	23.6	24.3	24.2
Service & Miscellaneous	44.5	45.7	47.4	49.0	52.5	55.7	60.1	62.5	64.1	66.6	68.3	68.3	76.2	74.8
Goverment	38.5	38.3	38.8	40.3	43.2	44.9	46.5	50.7	52.6	55.5	57.1	59.2	63.7	63.0
All Other Nonagricultural Employment [3]	38.7	38.9	37.6	37.5	41.5	41.8	40.9	39.0	37.7	36.8	36.7	37.0	36.6	36.9
Agricultural Employment	0.7	0.7	0.6	0.6	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.3	1.3

[1] SMSA consists of the parishes of Orleans, Jefferson, St. Bernard and St. Tammany from 1964-1970. From 1960-1963, St. Tammany Parish was not included as part of the SMSA.

[2] Average employment, January-July, 1973.

[3] Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

EMPLOYMENT CHANGE BY CATEGORY
NEW ORLEANS SMSA[1]
1960-1973[2]

Employment Category	1960-1965		1965-1970		1970-1973		1960-1973	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Nonagricultural Employment	58,500	17.9%	25,700	6.7%	22,600	5.5%	106,800	32.7%
Manufacturing Employment	13,900	31.1%	-4,900	8.4%	-1,300	-2.4%	7,700	17.2%
Durable Goods	16,100	91.5%	-4,500	-13.4%	- 600	-2.1%	11,000	62.5%
Lumber & Wood Products	100	9.1%	- 400	-33.3%	100	12.5%	- 200	-18.2%
Stone, Clay & Glass Products	1,100	39.3%	300	7.7%	- 500	-11.9%	900	32.1%
Fabricated Metal Products	200	6.9%	300	9.7%	- 500	-14.7%	0	0.0%
Machinery, Including Electrical	- 200	-12.5%	200	14.3%	300	18.8%	300	18.8%
Transportation Equipment	3,800	70.4%	4,100	44.6%	300	2.3%	8,200	151.9%
Ship & Boatbuilding Repairing	3,900	73.6%	4,100	44.6%	- 300	- 2.3%	7,700	145.3%
Other Durable Goods	10,400	236.4%	-9,000	-60.8%	- 200	- 3.4%	1,200	27.3%
Nondurable Goods	-2,200	- 8.1%	- 400	- 1.6%	- 700	- 2.9%	-3,300	-12.2%
Food & Kindred Products	- 700	- 5.4%	- 400	- 3.3%	-1,100	- 9.2%	-2,200	-16.9%
Apparel & Other Textile Products	- 200	- 4.3%	0	0.0%	- 100	- 2.2%	- 300	- 6.4%
Paper & Allied Products	-1,000	-33.3%	0	0.0%	100	5.0%	- 900	-30.0%
Printing, Publishing & Allied Industry	300	13.6%	200	8.0%	300	11.1%	800	36.4%
Chemicals & Allied Products	0	0.0%	- 200	-11.8%	0	0.0%	- 200	-11.8%
Petroleum Ref. & Related Ind.	- 400	-25.0%	0	0.0%	0	0.0%	- 400	-25.0%
Other Nondurable Goods	- 200	-20.0%	- 200	-25.0%	200	66.7%	- 200	-20.0%
Nonmanufacturing	41,500	17.1%	35,800	12.6%	21,700	6.8%	99,000	40.7%
Mining	4,300	54.4%	1,900	15.6%	- 500	- 3.5%	5,700	72.2%
Contract Construction	10,500	60.0%	-5,600	-20.0%	3,900	17.4%	8,800	50.3%
Transportation Communication & Public Utilities	- 400	- 0.9%	3,200	7.5%	-3,400	- 7.4%	- 600	- 1.4%
Railroad Transportation	- 600	-13.6%	-1,200	-31.6%	100	3.8%	-1,700	-38.6%
Water Transportation	- 1,600	- 8.2%	1,700	9.6%	-3,700	- 19.0%	-3,600	-18.6%
Trade	7,600	10.3%	8,500	10.4%	7,800	8.7%	23,900	32.4%
Wholesale Trade	1,500	5.9%	3,000	11.1%	2,300	7.7%	6,800	26.8%
Retail Trade	6,000	12.4%	5,400	9.9%	5,600	9.3%	17,000	35.1%
Finance, Insurance & Real Estate	1,800	10.0%	2,900	14.6%	1,500	6.6%	6,200	34.4%
Service & Miscellaneous	11,200	25.2%	12,600	22.6%	6,500	9.5%	30,300	68.1%
Government	6,400	16.6%	12,200	27.2%	5,900	10.3%	24,500	63.6%
All Other Nonagricultural Employment[3]	3,100	8.0%	- 1,500	-12.2%	200	0.5%	- 1,800	- 4.7%
Agricultural Employment	300	42.9%	0	0.0%	300	30.0%	600	85.7%

1/ SMSA consists of the parishes of Orleans, Jefferson, St. Bernard and St. Tammany from 1964-1970, from 1960-1963 St. Tammany was not included as part of the SMSA.

2/ Average employment, January-July, 1973.

3/ Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

OFFICE

OFFICE VACANCY LEVELS BY AGE OF BUILDINGS
NEW ORLEANS METROPOLITAN AREA
FALL, 1973

Year in Which Constructed	Total Square Footage	Total Square Feet Vacant	Percent Vacant
Central Business District			
1800 - 1899	389,537	52,075	13.4%
1900 - 1949	2,099,527	218,603	10.4%
1950 - 1959	1,050,499	209,500 1/	19.9%
1960 - 1969	1,276,492	134,590	10.5%
1970 - 1972	2,474,955 2/	550,000	22.2%
Subtotal CBD	7,291,010	1,164,768	16.0%
Orleans Parish, excluding CBD			
1800 - 1973	824,204	208,100	25.2%
East Bank of Jefferson			
1960 - 1973	998,467	324,092	32.4%
Total, New Orleans Area	9,113,681	1,696,960	18.6%

1/ Includes a 117,000 s.f. building which is vacant. The owner wishes to rent entire floors only.

2/ Exludes new buildings still under construction.

Source: New Orleans Chamber of Commerce, Economic Development Council; Gladstone Associates.

PRIVATE OFFICE CONSTRUCTION[1/]

NEW ORLEANS SMSA

1800 - 1972

Year	CBD		Outside CBD		Suburban Areas		Total SMSA	
	Amount	Percent of Total	Amount	Percent of Total	Amount	Percent of Total	Amount	Percent of Total
1800 - 1899	411,640 s.f.	94.3%	25,000 s.f.	5.7%	0 s.f.	0.0%	436,640 s.f.	100.0%
1900 - 1909	316,000 s.f.	100.0%	0 s.f.	0.0%	0 s.f.	0.0%	316,000 s.f.	100.0%
1910 - 1919	389,932 s.f.	100.0%	0 s.f.	0.0%	0 s.f.	0.0%	389,932 s.f.	100.0%
1920 - 1929	1,168,273 s.f.	100.0%	0 s.f.	0.0%	0 s.f.	0.0%	1,168,273 s.f.	100.0%
1930 - 1939	233,000 s.f.	100.0%	0 s.f.	0.0%	0 s.f.	0.0%	233,000 s.f.	100.0%
1940 - 1949	75,000 s.f.	42.9%	100,000 s.f.	57.1%	0 s.f.	0.0%	175,000 s.f.	100.0%
1950 - 1959	1,050,499 s.f.	79.3%	274,750 s.f.	20.7%	0 s.f.	0.0%	1,325,249 s.f.	100.0%
1960 - 1969	1,256,492 s.f.	69.4%	138,000 s.f.	7.6%	417,357 s.f.	23.0%	1,811,849 s.f.	100.0%
1970 - 1972	2,474,955 s.f.	82.3%	87,354 s.f.	2.9%	446,574 s.f.	14.8%	3,008,883 s.f.	100.0%
Total	7,375,791 s.f.	83.2%	625,104 s.f.	7.1%	863,931 s.f.	9.7%	8,864,826 s.f.	100.0%
To be completed 1973-74	160,000 s.f.	13.0%	455,100 s.f.	36.8%	620,630 s.f.	50.2%	1,235,730 s.f.	100.0%
Proposed 1975-80	750,000 s.f.	69.8%	0 s.f.	0.0%	325,160 s.f.	30.2%	1,075,160 s.f.	100.0%

1/ Includes only those office buildings with at least 20,000 square feet of publicly leasable floor space.

Source: New Orleans Economic Development Council; Gladstone Associates.

OFFICE EMPLOYMENT PROJECTIONS
NEW ORLEANS SMSA
1970-1985

Employment Category	1970	1975	1980	1985	Office Employment Change 1970-1975 Number	1970-1975 Percent	1975-1980 Number	1975-1980 Percent	1980-1985 Number	1980-1985 Percent
Manufacturing	8,060	8,670	9,370	9,900	610	7.6%	700	8.1%	530	5.6%
Mining	5,720	6,800	8,100	9,300	1,080	18.8%	1,300	19.1%	1,200	14.8%
Contract Construction	3,580	4,190	4,720	5,050	610	17.0%	530	12.6%	330	7.0%
Transportation, Communication and Public Utilities	12,390	12,470	12,740	13,310	80	0.6%	270	2.2%	570	4.5%
Wholesale/Retail Trade	9,890	11,110	12,310	13,540	1,220	12.3%	1,200	10.8%	1,230	10.0%
Finance, Insurance, and Real Estate	15,500	17,460	19,250	21,090	1,960	12.6%	1,790	10.2%	1,840	9.6%
Service and Miscellaneous	16,460	19,700	23,300	26,470	3,240	19.7%	3,600	18.3%	3,170	13.6%
Government	5,710	6,530	6,880	7,610	820	14.4%	350	5.4%	730	10.6%
All Other Non-Agricultural 1/	5,500	5,490	5,460	5,420	-10	-0.2%	-30	-0.5%	-40	-0.7%
Total	82,810	92,420	102,130	111,590	9,610	11.6%	9,710	10.5%	9,560	9.4%

1/ Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

Source: Gladstone Associates.

OFFICE EMPLOYMENT LEVELS
NEW ORLEANS SMSA
1960-1985

Employment Category	1960 Total Employment	1960 Percent In Private Office Buildings	1960 Private Office Employment	1970 Total Employment	1970 Percent In Private Office Buildings	1970 Private Office Employment	1975 Total Employment	1975 Percent In Private Office Buildings	1975 Private Office Employment
Manufacturing	44,700	14%	6,260	53,700	15%	8,060	55,200	16%	8,670
Mining	7,900	38%	3,000	14,100	41%	5,720	16,000	42%	6,800
Contract Construction	17,500	15%	2,620	22,400	16%	3,580	26,500	16%	4,190
Transportation, Communication and Public Utilities	43,100	27%	11,640	45,900	27%	12,390	46,200	27%	12,470
Wholesale/Retail Trade	73,800	10%	7,380	89,900	11%	9,890	101,000	11%	11,110
Finance, Insurance, and Real Estate	18,000	67%	12,060	22,800	68%	15,500	25,300	69%	17,460
Service and Miscellaneous	44,500	23%	10,230	68,300	24%	16,460	80,100	25%	19,700
Government	38,500	12%	4,620	57,100	10%	5,710	67,300	10%	6,530
All Other Non-Agricultural[1/]	38,700	15%	5,800	36,700	15%	5,500	36,600	15%	5,490
Total	326,700	19%	63,610	410,800	20%	82,810	454,200	20%	92,420

1/ Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

Source: Louisiana Department of Employment Security; Gladstone Associates.

OFFICE EMPLOYMENT LEVELS (cont'd)

NEW ORLEANS SMSA

1960-1985

Employment Category	1980 Total Employment	1980 Percent In Private Office Buildings	1980 Private Office Employment	1985 Total Employment	1985 Percent In Private Office Buildings	1985 Private Office Employment
Manufacturing	56,700	16%	9,370	58,400	17%	9,900
Mining	18,700	43%	8,100	21,200	43%	9,300
Contract Construction	27,500	17%	4,720	29,000	17%	5,050
Transportation, Communication and Public Utilities	47,200	27%	12,740	49,300	27%	13,310
Wholesale/Retail Trade	107,200	11%	12,310	116,000	12%	13,540
Finance, Insurance, and Real Estate	27,500	70%	19,250	29,700	71%	21,090
Service and Miscellaneous	93,200	25%	23,300	104,200	25%	26,470
Government	76,500	9%	6,880	84,600	9%	7,610
All Other Non-Agricultural[1/]	36,400	15%	5,460	36,100	15%	5,420
Total	490,900	21%	102,130	528,500	21%	111,690

1/ Includes non-agricultural self-employed and unpaid family workers, and domestic workers in private households.

Source: Louisiana Department of Employment Security; Gladstone Associates.

PRIVATE OFFICE EMPLOYMENT BY OCCUPATION AND INDUSTRY

NEW ORLEANS SMSA

1960-2000

Occupation	Government						Services and Miscellaneous					
	Percent of Office Workers	1960	1970	1980	1990	2000	Percent of Office Workers	1960	1970	1980	1990	20
Professional and Technical	90%	13.96%	16.47%	18.4%	20.0%	20.7%	60%	32.04%	32.71%	33.4%	34.0%	34.
Managers and Officials	80%	9.62	9.90	10.2	10.4	10.6	90%	6.29	5.93	5.5	5.1	4.
Clerical and Kindred	80%	42.69	39.92	37.8	36.2	35.5	90%	11.75	13.65	15.3	16.7	17.
Sales	10%	.12	.11	.1	.1	.1	15%	.61	.62	.6	.6	.
Craftsmen and Foremen	20%	8.41	8.17	7.9	7.7	7.5	20%	5.33	5.03	4.7	4.4	4.
Operatives	-	3.48	3.10	2.7	2.3	1.9	-	5.49	4.92	4.5	4.1	3.
Service	10%	18.06	19.16	20.2	21.0	21.8	5%	35.76	34.57	33.7	33.0	32.
Laborers	-	3.67	3.17	2.7	2.3	1.9	-	2.73	2.57	2.3	2.1	1.
Total		100.00%	100.00%	100.00%	100.00%	100.00%		100.00%	100.00%	100.00%	100.00%	100.
Weighted Average Percent of Office Workers/Industry		57.8%	58.2%	58.6%	58.9%	59.2%		38.4%	40.1%	41.5%	42.6%	43.
Percent Office Workers in Private Office Buildings/Industry		20.0%	18.0%	16.0%	15.0%	15.0%		60.0%	60.0%	60.0%	60.0%	60.
Percent of Weighted Average of Office Workers in Private Buildings		11.6%	10.5%	9.4%	8.8%	8.9%		23.0%	24.1%	24.9%	25.6%	26.

Sources: U.S. Department of Labor, BLS Bulletin No. 1599, Occupational Employment Patterns for 1960 and 1975; and Gladstone Associates.

PRIVATE OFFICE EMPLOYMENT BY OCCUPATION AND INDUSTRY (Cont'd)

NEW ORLEANS SMSA

1960-2000

Occupation	Finance, Insurance, and Real Estate						Wholesale/Retail Trade					
	Percent of Office Workers	1960	1970	1980	1990	2000	Percent of Office Workers	1960	1970	1980	1990	20
Professional and Technical	95%	2.70%	3.13%	3.4%	3.8%	4.2%	90%	1.92%	2.09%	2.3%	2.5%	2.
Managers and Officials	95%	20.28	23.59	26.2	28.4	30.5	20%	24.18	21.27	18.7	16.8	15.
Clerical and Kindred	90%	45.18	44.41	43.6	42.8	42.0	90%	13.98	16.04	18.0	19.4	20.
Sales	50%	20.90	19.87	18.9	17.9	16.9	15%	23.10	22.64	22;1	21.6	21.
Craftsmen and Foremen	20%	1.65	1.65	1.7	1.7	1.7	20%	6.71	7.68	8.5	9.3	9.
Operatives	-	.40	.38	.4	.4	.3	-	12.72	12.60	12.5	12.4	12.
Service	10%	7.29	5.56	4.6	4.0	3.6	10%	13.03	13.57	14.0	14.3	14.
Laborers	-	1.59	1.41	1.2	1.0	.8	-	4.31	4.11	3.9	3.7	3.
Total		100.00%	100.00%	100.00%	100.00%	100.00%		100.00%	100.00%	100.00%	100.00%	100.
Weighted Average Percent of Office Workers/Industry		74.0%	76.1%	77.6%	78.8%	79.9%		25.0%	26.9%	28.4%	29.6%	30.6
Percent Office Workers in Private Office Buildings/Industry		90.0%	90.0%	90.0%	90.0%	90.0%		40.0%	40.0%	40.0%	40.0%	40.
Percent of Weighted Average of Office Workers in Private Buildings		66.6%	68.5%	69.8%	70.9%	71.9%		10.0%	10.8%	11.4%	11.8%	12.2

Source: U.S. Department of Labor, BLS Bulletin No. 1599, Occupational Employment Patterns for 1960 and 1975; and Gladstone Associates.

PRIVATE OFFICE EMPLOYMENT BY OCCUPATION AND INDUSTRY (Cont'd)

NEW ORLEANS SMSA

1960-2000

Occupation	Transportation, Communications, and Utilities						Contract Construction					
	Percent of Office Workers	1960	1970	1980	1990	2000	Percent of Office Workers	1960	1970	1980	1990	2000
Professional and Technical	90%	5.32%	6.15%	7.0%	7.6%	8.1%	80%	5.55%	6.64%	7.8%	8.2%	8.8%
Managers and Officials	90%	8.29	8.04	7.7	7.4	7.1	90	11.59	11.39	11.2	10.9	10.7
Clerical and Kindred	90%	24.24	24.07	23.9	23.8	23.7	90%	4.31	5.46	6.6	7.1	7.7
Sales	50%	.89	1.09	1.3	1.5	1.7	50%	.30	.35	.4	.5	.6
Craftsmen and Foremen	15%	21.27	21.40	21.5	21.6	21.7	5%	51.80	49.92	48.3	46.2	44.5
Operatives	-	26.26	26.79	27.3	27.7	28.0	-	7.86	10.45	12.1	13.8	14.8
Service	10%	3.29	3.08	2.9	2.7	2.5	10%	.50	.51	.5	.5	.6
Laborers	-	10.44	9.38	8.4	7.7	7.2	-	18.09	15.28	13.1	12.8	12.3
Total		100.00%	100.00%	100.00%	100.00%	100.00%		100.00%	100.00%	100.00%	100.00%	100.00%
Weighted Average Percent of Office Workers/Industry		38.0%	38.5%	38.9%	39.2%	39.4%		21.5%	23.2%	24.9%	25.4%	26.2%
Percent Office Workers in Private Office Buildings/Industry		70.0%	70.0%	70.0%	70.0%	70.0%		70.0%	70.0%	70.0%	70.0%	70.0%
Percent of Weighted Average of Office Workers in Private Buildings		26.6%	27.0%	27.2%	27.4%	27.6%		15.1%	16.2%	17.4%	17.8%	18.3%

Sources: U.S. Department of Labor, BLS Bulletin No. 1599, Occupational Employment Patterns for 1960 and 1975; and Gladstone Associates.

PRIVATE OFFICE EMPLOYMENT BY OCCUPATION AND INDUSTRY (Cont'd)

NEW ORLEANS SMSA

1960-2000

Occupation	Mining						Manufacturing					
	Percent of Office Workers	1960	1970	1980	1990	2000	Percent of Office Workers	1960	1970	1980	1990	2000
Professional and Technical	90%	30.4%	38.8%	41.6%	43.1%	43.8%	90%	7.90%	10.00%	12.0%	13.2%	14.2%
Managers and Officials	90%	10.4	8.6	8.5	8.4	8.4	90%	6.18	6.19	6.2	6.3	6.4
Clerical and Kindred	80%	17.0	16.1	16.0	15.7	15.5	90%	12.37	12.18	12.0	11.8	11.6
Sales	50%	0.9	1.0	1.1	1.1	1.2	50%	3.23	3.49	3.7	3.9	4.1
Craftsmen and Foremen	20%	14.7	13.4	12.8	12.3	12.0	15%	18.95	19.28	19.6	19.9	20.2
Operatives	-	24.6	19.3	17.2	16.6	16.4	-	42.72	42.28	41.8	41.3	40.8
Service	5%	1.3	1.5	1.5	1.6	1.6	10%	1.91	1.71	1.5	1.3	1.1
Laborers	-	0.0	1.2	1.3	1.2	1.1	-	6.74	4.87	3.2	2.3	1.6
Total		100.00%	100.00%	100.00%	100.00%	100.00%		100.00%	100.00%	100.00%	100.00%	100.00%
Weighted Average Percent of Office Workers/Industry		53.8%	58.8%	61.1%	62.0%	62.5%		28.5%	30.3%	32.1%	33.2%	34.2%
Percent Office Workers in Private Office Buildings/Industry		70.0%	70.0%	70.0%	70.0%	70.0%		50.0%	50.0%	50.0%	50.0%	50.0%
Percent of Weighted Average of Office Workers in Private Buildings		37.7%	41.2%	42.8%	43.4%	43.8%		14.3%	15.2%	16.1%	16.6%	17.1%

Sources: U.S. Department of Labor, BLS Bulletin No. 1599, Occupational Employment Patterns for 1960 and 1975; and Gladstone Associates.

SPACE TO BE VACATED
AT COMPLETION OF NEW FEDERAL OFFICE COMPLEX
OCTOBER 1975

Office Building	Amount of Space to be Vacated	Percent of Total Building Space
Private Office Space		
Masonic Temple	13,000 s.f.	10%
Gateway Building	9,470 s.f.	13%
Plaza Tower	31,920 s.f.	9%
500 St. Louis St.	8,450 s.f.	NA
526 St. Louis St.	5,610 s.f.	NA
Subtotal	68,450 s.f.	-
Government Space		
Custom House	47,060 s.f.	100%
Old Federal Building 600 South Street	80,300 s.f.	100%
Subtotal	127,360 s.f.	-
Total	195,810 s.f.	-

Note: The new federal building, which is expected to be completed in October, 1975, will have 217,600 net square feet.

NA: Not available

Source: General Services Administration.

HOTEL

NEW ORLEANS HOTEL/MOTEL INVENTORY - BY AGE

CBD

Year	Property	Number Of Rooms	Average Annual Increase
Pre-1958	Fairmont Roosevelt	900	
	Jung Hotel	1,200	
	Lafayette	100	
	LaSalle	60	
	Monteleone	700	
	LaMothe House ✓	14	
	Sheraton Charles	450	
	Sheraton Delta	410	
		3,834	NA
1959-1962	Prince Conti	50	
	Provincial	94	
	Royal Orleans	400	
		544	136
1963-1966	Bourbon Orleans Ramada	230	
	Chateau Motor Hotel	41	
	Downtowner	186	
	Governor House	216	
	Le Richelieu	88	
	Master Host	100	
	Place D'Armes	52	
		913	228
1967-1970	Bienville House	85	
	Dauphine Orleans	107	
	Downtowner Burgundy	50	
	Holiday Inn	252	
	Howard Johnsons	300	
	Royal Sonesta	500	
		1,294	324
1971	French Quarter Inn	66	
	La Pavillon	260	
	Marie Antoinette	100	
	St. Louis Hotel	78	
		504	504
1972	Chateau Le Moyne	166	
	Marriott	956	
		1,122	1,122
1973	International Hotel	375	375
	Total	8,586	

NEW ORLEANS TRANSIENT FACILITIES - CBD

OCTOBER, 1973

Name/Location	Date Opened	Number of Rooms	Rates Single	Rates Double	Convention Facilities	Amenities
Bienville House Motor Hotel 320 Decatur	1967	85	$20-$24	$24-$28	N/A	Pool, A/C, TV, Restaurant
Bourbon Orleans Ramada 717 Orleans	1966	230	$20-$35	$24-$35	8 Meeting Rooms, largest capacity 275 (eating 225)	TV, Pool, A/C, Free Parking (950)
Chateau Le Moyne 301 Dauphine	1972	166	$22-$34	$27-$42	N/A	Pool, A/C, Color TV, Restaurant
Chateau Motor Hotel 1001 Chartres	1963	41	$16-$24	$19-$26	N/A	Pool, A/C, TV
Dauphine Orleans 415 Dauphine	1970	107	$21	$26-$30	N/A	Pool, A/C, Color TV, Coffee Shop
Downtowner Burgundy 911 Burgundy	1970	50	-	$25	N/A	Pool, A/C, TV
Downtowner Motor Inn 541 Bourbon St.	1965	186	$20-$25	$27-$33	3 meeting rooms, largest capacity-175 (eating 125)	Pool, Color TV, A/C, Restaurant Free Parking (150)
Fairmont Roosevelt University Place	pre 1958	900	$19-$37	$28-$45	23 meeting rooms, largest capacity - 1,800	TV, A/C, 2 Restaurants, Parking for 700
French Quarter Inn 717 Conti	1971	66	$38-$49	$48-$55	N/A	Pool, A/C, Color TV, Restaurant
Governor House Motel 1630 Canal St.	1965	216	$16-$17	$20-$27	2 meeting rooms, largest capacity - 200	A/C, Color TV, Restaurant
Holiday Inn 124 Royal	1969	252	$23	$27	One Meeting room - capacity 175	Pool, A/C, TV, Restaurant
Howard Johnsons 330 Loyola	1969	300	$18-$20	$23-$25	4 meeting rooms, largest capacity 175	Pool, Color TV, A/C, Parking - 400 spaces
International Hotel 300 Canal St.	1973	375	NA	NA	15 meeting rooms, ballroom - capacity 700 (eating - 500)	Pool, Color TV, A/C, Restaurant, Coffee Shop
Jung Hotel (Braniff) 1500 Canal	pre 1958	1,200	$18-$20	$22-$27	22 meeting rooms, largest capacity - 3,437 (dining - 2,530)	Pool, TV, A/C, Restaurant 450 parking
Lafayette Hotel 628 St. Charles	pre 1958	100			N/A	
Lamothe House 621 Esplanada	pre 1958	14	$16-$25	$17-$25	N/A	A/C, TV
La Salle 1113 La Salle	pre 1958	60			N/A	
Le Pavillon Poydras & Baronne	1971	260	$22-$28	$27-$37	N/A	Pool, A/C, Color TV,
Le Richelieu 1234 Chartres	1965	88	$16-$20	$20-$26	N/A	Pool, A/C, TV, Restaurant

NEW ORLEANS TRANSIENT FACILITIES - CBD (Cont'd)

OCTOBER, 1973

Name/Location	Date Opened	Number of Rooms	Rates		Convention Facilities	Amenities
			Single	Double		
Marie Antoinette 827 Toulouse	1971	100	$20-$28	$28-$35	N/A	Pool, A/C, Color TV, Restaurant
Marriott 555 Canal	1972	956	$24-$32	$32-$42	30 meeting rooms, largest capacity 3,000 (Dining 1,900)	Pool, A/C, Color TV, 3 restaurants, parking
Master Host 920 N. Rampart	1964	100	$18-$23	$21-$29	N/A	Pool, A/C, TV, Restaurant
Monteleone 214 Royal	pre 1958	700	$16-$30	$22-$35	5 rooms, largest capacity 940, (dining 755)	Pool, A/C, TV, Restaurant, Coffee Shop
Pace D'Armes 625 St. Ann	1964	52	$16-$20	$18-$36	N/A	Pool, A/C, TV, Coffee Shop
Prince Conti 830 Conti	1959	50	$18-$34	$24-$34	N/A	A/C, TV, Coffee Shop
Provincial 1024 Chartres	1961	94	$18-$21	$21-$25	N/A	Pool, A/C, Color TV, Restaurant
Royal Orleans 621 St. Louis	1960	400	$22-$39	$35-$48	Eleven rooms, largest capacity - 600 (dining 450)	Pool, A/C, Color TV, 2 Restaurants, Coffee Shop
Royal Sonesta 300 Bourbon	1969	500	$25-$38	$33-$47	Eleven rooms, largest capacity - 700 (dining - 600)	Pool, A/C, Color TV, 3 Restaurants
St. Louis Hotel 730 Bienville	1971	78	$35	$45	N/A	A/C, Color TV, Restaurant
Sheraton Charles 215 St. Charles	pre 1958	450	$18-$25	$23-$30	Eleven rooms, largest capacity 800 (dining - 600)	A/C, TV, Restaurant
Sheraton Delta 1732 Canal	pre 1958	410	$15	$18	None	TV, A/C
Total		8,586 Rooms in CBD				
		4, 315 in Vieux Carré				

COMPARATIVE CONVENTION FACILITIES

SELECTED CITIES - 1972

Location	Exhibit Space (Sq. Ft.-One Level)	Additional Space	Total Space
Boston-Civic Center	90,000	60,000	150,000
Minneapolis-Convention Hall	93,000	50,700	143,700
Seattle	92,000	115,000	207,000
Portland-Coliseum	55,800	97,600	153,400
Dallas-Convention Center			
Level II	287,800	121,890	610,000
Level III	200,310		
-Market Hall	NA	NA	195,000
Los Angeles-Convention Center	213,000	63,996	277,000
Houston-Astrodome	NA	NA	500,000
-Convention Center	65,000	52,000	127,000
-Coliseum	NA	NA	133,000
Chicago-McCormick Place	300,000	300,000	600,000
-Internat. Amphitheater	NA	NA	580,000
-Navy Pier	NA	NA	350,000
New York-Coliseum	NA	NA	300,000
Detroit- Cobo Hall	NA	NA	396,000
Philadelphia-Civic Center	NA.	NA	357,000
San Francisco-Cow Palace	NA	NA	320,000
-Civic Auditorium	NA	NA	168,000
New Orleans-Rivergate	130,000	--	130,000
-Superdome	162,636	139,230	302,000

TRENDS IN VISITOR EXPENDITURES PER EMPLOYEE FOR ESTABLISHMENTS IN THE NEW ORLEANS CENTRAL BUSINESS DISTRICT: 1963-1972

Establishments Receiving A Major Share of Visitor Expenditures	Dollars Spent Per Paid Employee In CBD (In 1972 Constant Dollars)			Number Of Employees Per $1,000,000 Spent
	1963	1967	Est. 1972	1972
Hotels/Motels	$ 9,560	$ 9,530	$ 9,500	105.3
Eating Places	$12,260	$12,100	$12,000	83.3
Drinking Places	$19,640	$15,670	$12,500	80.0
Recreation & Entertainment	$19,470	$ 9,920	$16,000	62.5
Retail Stores	$25,500	$26,600	$27,600	36.2
Gasoline Stations	$32,940	$37,950	$43,600	22.9
Total Expenditures, All Categories	$26,120	$26,370	$26,600	37.6

Source: Major Retail Centers, U. S. Census of Business, 1963 and 1967; Gladstone Associates.

EMPLOYMENT GENERATED BY TOURISM AND CONVENTIONS
NEW ORLEANS CENTRAL BUSINESS DISTRICT
1972

Major Visitor Related Categories	Distribution Of Visitor Expenditures In CBD 1/		Number Of Employees Per $1,000,000 Spent	Visitor Generated Employment	
	Amount	Percent		Number	Percent Distribution
Hotels/Motels	$ 58,065,000	28%	105.3	6,100	39%
Eating/Drinking Places	$ 76,729,000	37%	81.3	6,200	40%
Recreation & Entertainment	$ 26,959,000	13%	62.5	1,700	11%
Retail Stores	$ 22,811,000	11%	36.2	800	5%
Gasoline Stations	$ 2,074,000	1%	22.9	50	0%
Miscellaneous	$ 20,737,000	10%	37.6	800	5%
Total	$207,375,000	100%		15,650	100%

1/ Estimated to be 75 percent of total visitor expenditures in the greater New Orleans area (total expenditures were $276.5 million).

Source: Gladstone Associates.

RETAIL

TRENDS IN CBD SHARE OF CITY AND METROPOLITAN RETAIL SALES
NEW ORLEANS METROPOLITAN AREA
1958-1967

	1958	1963	1967
CBD Sales as a Percent of City Sales			
- Shopping Goods (GAF)	68.0%	64.3%	55.4%
Convenience Goods	13.6%	13.9%	11.9%
Other Retail	35.4%	40.9%	38.2%
CBD Sales as a Percent of SMSA Sales			
Shopping Goods (GAF)	60.8%	50.2%	38.4%
Convenience Goods	10.1%	9.1%	7.4%
Other Retail	28.1%	29.7%	26.4%

Note: All dollar amounts in 1972 constant dollars.
Data excludes automative and nonstore retailers.

Source: U.S. Census of Business 1963 and 1967;
Gladstone Associates.

RETAIL SALES TRENDS
NEW ORLEANS CENTRAL BUSINESS DISTRICT
1958-1967
(In 1972 Constant Dollars)

	1958	1963	1967
Sales in Thousands			
Shopping Goods (GAF)	$233,970	$207,637	$222,752
Convenience Goods	$ 59,277	$ 53,608	$ 56,489
Other Retail	$ 37,860	$ 39,284	$ 41,834
Total	$331,107	$300,529	$321,075
Distribution of Sales			
Shopping Goods (GAF)	70.7%	69.1%	69.4%
Convenience Goods	17.9%	17.8%	17.6%
Other Retail	11.4%	13.1%	13.0%
Total	100.0%	100.0%	100.0%

Note: Date excludes automative and nonstore retailers.

Source: U.S. Census of Business, 1967 and 1963;
Gladstone Associates.

RETAIL SALES TRENDS
CITY OF NEW ORLEANS
1958-1967
(In 1972 Constant Dollars)

Sales in Thousands	1958	1963	1967
Shopping Goods (GAF)	$344,301	$322,849	$401,807
Convenience Goods	$435,696	$386,395	$473,185
Other Retail	$106,868	$ 96,019	$109,547
Total	$886,865	$805,263	$984,539
Distribution of Sales			
Shopping Goods (GAF)	38.8%	40.1%	40.8%
Convenience Goods	49.1%	48.0%	48.1%
Other Retail	12.1%	11.9%	11.1%
Total	100.0%	100.0%	100.0%

Note: Data excludes automative and nonstore retailers.

Source: U.S. Census of Business, 1967 and 1963; Gladstone Associates.

RETAIL SALES TRENDS
NEW ORLEANS SMSA
1958-1967
(In 1972 Constant Dollars)

Sales in Thousands	1958	1963	1967
Shopping Goods (GAF)	$ 384,741	$ 413,216	$ 580,796
Convenience Goods	$ 587,171	$ 592,144	$ 766,552
Other Retail	$ 134,547	$ 132,360	$ 158,661
Total	$1,106,459	$1,137,720	$1,506,009
Distribution of Sales			
Shopping Goods (GAF)	34.8%	36.3%	38.6%
Convenience Goods	53.1%	52.1%	50.9%
Other Retail	12.1%	11.6%	10.5%
Total	100.0%	100.0%	100.0%

Note: Data excludes automative and nonstore retailers.

Source: U.S. Census of Business, 1967 and 1963; Gldastone Associates.

EXISTING SHOPPING CENTERS BY PARISH

NEW ORLEANS SMSA

1973

Parish	Name of Shopping Center	Year Opened	Total Area of Buildings (Square Feet)
Orleans	Harrison Avenue	NA	205,500 s.f.
	Lake Vista	1950	20,470 s.f.
	Parkchester	1950	70,000 s.f.
	Barker's A & P	1951	79,050 s.f.
	Tulane - Carrollton	1952	60,000 s.f.
	Gentilly - Elysian Fields	1955	175,500 s.f.
	Schwegmann - Gentilly	1957	255,000 s.f.
	Village	1958	37,500 s.f.
	South Claiborne	1958	52,000 s.f.
	Gentilly - Woods	1959	140,000 s.f.
	Lakeshore	1960	65,000 s.f.
	Carrollton	1961	336,141 s.f.
	Kirschman's	1962	60,000 s.f.
	Lake Terrace Center	1963	15,000 s.f.
	Mid-City	1964	29,000 s.f.
	Paris Road	1965	32,000 s.f.
	Schwegmann - Broad	1965	55,000 s.f.
	New Donna Villa	1968	40,240 s.f.
	Donna Villa	1968	64,800 s.f.
	Kenilworth Mall	1969	127,924 s.f.
	Schwegmann - Judge Perez	1970	105,000 s.f.
	Schwegmann - Woodland	1973	105,000 s.f.
	Village Aurora	1973	106,500 s.f.
	Plaza in Lake Forest	1974	1,300,000 s.f.
	Subtotal		3,431,625 s.f.
Jefferson	Jefferson Plaza	1948	63,500 s.f.
	Schwegmann - Airline	1950	90,000 s.f.
	Azalea Gardens	1951	60,000 s.f.
	The Center	1954	60,000 s.f.
	Metairie	1956	43,000 s.f.
	Airline Village	1956	180,000 s.f.
	M. A. Green	1957	100,000 s.f.
	Airline Park	1958	100,000 s.f.
	Van's	1958	120,000 s.f.
	Westside	1958	278,993 s.f.
	Upstream	1959	52,000 s.f.
	Marrero	1960	110,000 s.f.
	Lakeside	1960	500,000 s.f.
	Barlon Plaza	1961	63,000 s.f.

EXISTING SHOPPING CENTERS BY PARISH (Cont'd)

NEW ORLEANS SMSA

1973

Parish	Name of Shopping Center	Year Opened	Total Area of Buildings (Square Feet)
Jefferson (Cont'd)	Wego	1962	55,000 s.f.
	Schwegmann - Grant	1962	150,000 s.f.
	Ernst	1963	40,000 s.f.
	Sena Mall	1965	27,000 s.f.
	Trading Post	1965	47,400 s.f.
	Westland	1965	105,000 s.f.
	Woolco - Kirschman's	1965	249,020 s.f.
	Commerce Center	1966	50,000 s.f.
	Oakwood	1966	600,000 s.f.
	Medallion Office Center	1967	11,000 s.f.
	Colonial	1968	44,200 s.f.
	Schwegmann - Airline	1968	55,000 s.f.
	Continental Plaza	1969	44,000 s.f.
	Gretna Village	1969	70,000 s.f.
	Clearview	1969	488,000 s.f.
	Village Square	1970	17,000 s.f.
	Wilshire	1970	126,000 s.f.
	Kenner Plaza	1973	238,000 s.f.
	Westwood	1974	95,000 s.f.
	Subtotal		4,332,113 s.f.
St. Tammany	Northside Plaza	1964	84,000 s.f.
	Tammany Mall	1965	122,340 s.f.
	Pontchartrain Plaza	1966	45,971 s.f.
	Subtotal		252,311 s.f.
St. Bernard	Carolyn Park	1959	31,950 s.f.
	Atlantic Thrift Center	1962	92,400 s.f.
	St. Bernard	1968	32,400 s.f.
	East Gate Mall	1971	180,000 s.f.
	Subtotal		336,750 s.f.
	Total		8,352,799 s.f.

Source: Chamber of Commerce, Shopping Center Directory; Gladstone Associates.

PROPOSED SHOPPING CENTERS
NEW ORLEANS SMSA
1973

Name of Center	Parish	Total Area of Building
The Promenade Mall	Orleans	80,000 s.f.
Belle Meade Plaza	Jefferson	122,000 s.f.
Crossroads	Jefferson	203,100 s.f.
Lapalco	Jefferson	102,000 s.f.
Manhattan Plaza	Jefferson	330,000 s.f.
Orleans Village	Jefferson	126,000 s.f.
Southwood	Jefferson	230,000 s.f.
West Mall - Lakeside	Jefferson	25,000 s.f.
Total		1,218,100 s.f.

Source: New Orleans Chamber of Commerce, Shopping Center Directory.

RESIDENTIAL

HOUSEHOLD TRENDS, BY PARISH
NEW ORLEANS SMSA
1950-1970

Area	1950	1960	1970	Average Annual Change 1950-1960 Number	1950-1960 Percent	1960-1970 Number	1960-1970 Percent
Central Business District[1/]	NA	14,529	10,565	NA	NA	- 396	- 2.7%
Remainder of City	NA	175,272	180,798	NA	NA	553	0.3%
Subtotal Orleans Parish	166,053	189,801	191,363	2,375	1.4%	157	0.1%
Jefferson Parish	28,319	55,290	95,700[2/]	2,697	9.5%	4,041	7.3%
St. Bernard Parish	2,939	8,109	13,709	517	17.6%	560	6.9%
St. Tammany Parish	7,402	10,427	17,834	303	4.1%	741	7.1%
Total New Orleans SMSA	204,713	263,627	318,606	5,892	2.9%	5,499	2.1%

1/ CBD as defined by New Orleans City Planning Commission, not the U.S. Census.

2/ Revised to reflect U.S. Census correction in total housing units for 1970.

Source: U.S. Census of Housing 1950, 1960, 1970; New Orleans City Planning Commission.

HOUSEHOLD PROJECTIONS BY PARISH
NEW ORLEANS SMSA
1970-1985

Parish	1970	1975	1980	1985	Average Annual Change 1970-1975 Number	1970-1975 Percent	1975-1980 Number	1975-1980 Percent	1980-1990 Number	1980-1990 Percent
Orleans	191,363	198,700	205,100	209,900	1,467	0.8%	1,280	0.6%	960	0.5%
Jefferson	95,700	116,400	134,800	153,500	4,140	4.3%	3,680	3.2%	3,740	2.8%
St. Bernard	13,709	16,800	19,700	22,900	618	4.5%	580	3.4%	640	3.2%
St. Tammany	17,834	21,100	24,800	28,800	653	3.7%	740	3.5%	800	3.2%
Total SMSA	318,606	353,000	384,400	415,100	6,878	2.2%	6,280	1.8%	6,140	1.6%

Source: Gladstone Associates.

TENURE TRENDS
NEW ORLEANS CBD
1960-1970

	1960	1970	Average Annual Change: 1960-1970 Number	Percent
Owner-Occupied	2,128	1,784	- 34	-1.6%
Median Value	($13,133)	($19,627)	($649)	(4.9%
Renter-Occupied	12,401	8,781	-362	-2.9%
Median Rent	($61)	($81)	($2)	(3.3%
Vacant Units	2,034	1,573	- 46	-2.3%
Total Housing Units	16,563	12,138	-442	-2.7%
Percent Vacant	12.3%	13.0%	--	--

Note: All values and rents are expressed in 1970 dollars.

Source: New Orleans City Planning Commission; Gladstone Associates.

HOUSING AUTHORIZATIONS
NEW ORLEANS SMSA
1960-1972

Area	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	Total 1960-72	Annual Average 1960-72	Percent Distribut
Orleans Parish																
Single Family	1,346	1,292	1,530	1,591	1,889	2,269	1,627	1,049	1,354	1,432	835	1,966	1,555	19,735	1,518	55%
Multi-Family	283	669	1,064	1,605	890	841	979	1,034	1,237	884	681	3,155	2,690	16,747	1,232	45%
Total	1,629	1,961	2,594	3,196	2,779	3,110	2,606	2,083	2,591	2,316	1,516	5,121	4,245	35,747	2,750	100%
Jefferson Parish																
Single Family	2,931	2,529	2,951	3,440	4,028	4,689	4,107	3,617	3,663	3,416	4,673	7,580	5,716	53,340	4,103	71%
Multi-Family	187	338	657	968	1,862	1,925	1,019	900	642	1,776	1,934	4,703	4,661	21,661	1,666	29%
Total	3,118	2,867	3,608	4,408	5,890	6,614	5,126	4,526	4,305	5,192	6,607	12,363	10,377	75,001	5,769	100%
St. Bernard Parish																
Single Family	316	353	445	583	733	729	617	503	395	571	619	827	917	7,608	585	93%
Multi-Family	-	-	-	79	98	28	8	-	14	14	50	104	169	564	43	7%
Total	316	353	445	662	831	757	625	503	409	585	669	931	1,086	8,172	628	100%
St. Tammany Parish																
Single Family	118	157	297	518	579	715	435	252	138	165	127	336	580	4,417	340	95%
Multi-Family	-	-	-	22	50	-	24	6	-	5	-	30	96	233	18	5%
Total	118	157	297	540	629	715	459	258	138	170	127	366	676	4,650	358	100%
New Orleans SMSA																
Single Family	4,711	4,331	5,223	6,132	7,229	8,402	6,786	5,421	5,550	5,584	6,254	10,709	8,768	85,100	6,546	69%
Multi-Family	170	1,007	1,721	2,674	2,900	2,794	2,030	1,949	1,893	2,679	2,665	8,079	7,616	38,470	2,959	31%
Total	5,181	5,338	6,944	8,806	10,129	11,196	8,816	7,370	7,443	8,263	8,919	18,781	16,384	123,570	9,505	100%

NOTE: Multi-family equivalent to five or more units.

Source: Dept. of Commerce, C-40 Reports.

GENERAL

PROPOSED NEW CONSTRUCTION PROJECTS - NEW ORLEANS

CBD AND SUBURBS

	Phase I Construction	Completion Date	Later Phases
International River Center (CBD)	1,200 Room Hilton Hotel 150 Unit Condominium Cruise Ship Terminal - General Retail - 120,000 s.f. $97 MM	June 1976 Fall 1975 Spring 1975	3 Office Towers 1 MM to 1.5 MM s.f. 600-800 Condominium units (Timing depends on market developments and prime tenants for office)
Poydras Plaza (11 Acres) (CBD)	1,250 Regency Hyatt Hotel	Middle to late 1976	2 MM s.f. office space in several buildings Mall Retail Area 500-700 Condominium units - Total Project $200 MM
Pan American Life (CBD)	Luxury Hotel - 350 Rooms Office Tower - 750 M s.f. Retail Mall - specialized Parking - 650 spaces Athletic Club & Restaurant	Summer 1976	
Canizaro Interests #1 Canal Street (CBD)	Hotel Office Retail & Condominium	Space availability and timing unknown	
Louisiana Oil & Marine Center (WBJ) (30 Acres)	220 M s.f. office space 15 story tower	Early 1975	Three other towers combining office and Rental Apts. - Timing depending on market developments -

INDIVIDUALS CONTACTED IN CONNECTION WITH NEW ORLEANS CENTRAL BUSINESS DISTRICT STUDY

1. Clement Ewing
   Chamber of Commerce, Industrial Development

2. Andy Flores
   Chamber of Commerce, Economic Development Council

3. Warren Berault
   Chamber of Commerce, Central Area Council

4. Vern Ewing
   Chamber of Commerce, Retail Merchants Association

5. John Hammond
   L. S. U. N. O. - Urban Studies Institute

6. Dr. Gordon Saussey
   Harris Segal
   L. S. U. N. O. - Department of Business and Economic Research

7. Gereral Services Administration - New Orleans Office

8. Lane Meltzer
   Shepherd Latter Realty

9. R. H. Waters, President
   Building Owners and Manager's Association

10. Henry Simmons, Director of Finance
    City of New Orleans

11. Al Nichols - Richard B. Myers
    New Orleans Tourist and Convention Commission

12. Margaret Lauer - Providence Land Corporation

13. Robert Fiddler - President
    D. H. Holmes

14. Robert Sanfield, President
    Maison Blanche

15. Anthony Abraham
    Louisiana Oil and Marine Center

16. Fred Sherry
    International River Center

INDIVIDUALS CONTACTED IN CONNECTION WITH (cont'd)
NEW ORLEANS CENTRAL BUSINESS DISTRICT STUDY

17. Streuby Drumm
    Drumm & Associates (Poydras Plaza Development)

18. Richard Hinderman, Sen. V. P.
    Pan American Life

19. Larry Samuelson and Shirley Kern
    Canizaro Interests

20. Edwin Hartzman - President
    Avondale Shipyards

21. Robert C. Greinen - Manager
    Marriott Hotel

22. John Chrestia
    Mayor's Office - City Hall

23. Harold Katner - Director
    City Planning Commission

24. Andrew Kreutz
    Domed Stadium Commission

25. Cecil Keeny - President
    Equitable Equipment Corporation