



FINAL REPORT

Charting the future of the Claiborne Communities



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LIVABLE CLAIBORNE COMMUNITIES

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STUDY HIGHLIGHTS AND COMMUNITY ENGAGEMENT



Livable Claiborne Communities Study: The Basics

What is the focus of the Livable Claiborne Communities Study?

The Livable Claiborne Communities (LCC) study focused on community revitalization and economic development through equity, choice and sustainability for residents of the neighborhoods along Claiborne Avenue. It examined the land use and transportation potential and their contributions to economic prosperity within the study area as well as the corridor’s role as a regional connector.

The geographic focus of this study is the 3.9-mile-long corridor spanning nine neighborhoods along Claiborne Avenue. The neighborhoods lie between Napoleon Avenue to Elysian Fields Avenue and between Broad Street on the lake side to Daneel Street, Oretha Castle Haley Boulevard, Rampart Street and St. Claude Avenue at the riverside. The Claiborne Corridor has citywide and regional importance. It includes a part of the Pontchartrain Expressway and elevated I-10, a key central artery that connects many parts of the city and neighboring parishes. What happens in the communities adjoining Claiborne Avenue will be of interest to people in many parts of the City and region.



What questions does the Study answer?

The LCC Study begins with understanding what matters most to the people living in and caring for the 9 neighborhoods along Claiborne Avenue. It identifies opportunities for to respond to people’s concerns with a detailed technical analysis of economic and environmental opportunity, culture and historic preservation, real estate market demand and potential, and land use and the transportation system. The plan provides a comprehensive analysis of alternatives to inform strategies and investments that will guide communities, the City public agencies, not-for-profit partners and private sector developers. In particular, it addresses the following questions:

How can the Claiborne corridor develop into the future? This planning process recognized the interconnectedness of transportation systems, land use characteristics and economic opportunity that must be understood to define a path to vibrant, livable communities on the Claiborne Corridor. The effort engaged interested groups and neighbors to explore development potential and recommend strategies that respond to priority needs and unique strengths of the Corridor.

How can the Claiborne corridor achieve sustainable economic vitality? Claiborne Avenue’s history reflects its value as a primary commercial corridor through the City and as a local anchor for many of the communities it bounds. The Plan builds upon the area’s existing community, cultural and economic assets, and enhance opportunities for reclaiming vitality under principles of equity and sustainability.

What is Claiborne’s role as a transportation corridor? Claiborne Avenue features both a divided surface street serving neighborhoods and businesses and for much of its length an elevated expressway carrying Interstate 10. The Study, in compliance with federal requirements, examines alternatives of how the transportation corridor could work in the future, both with and without an elevated expressway — with greater emphasis on walking, bicycling and transit use to achieve local and regional mobility.



Is this a transportation study or a neighborhood revitalization study?

Both! The study considered ways to improve transit service; connect housing to jobs, schools and healthcare; manage soil and water; and, promote vibrant, livable communities through new housing opportunities, jobs, and businesses, green places and healthy lifestyle options. It recognizes the important inter-parish connection that Claiborne offers for the New Orleans region, and will closely link other major planning and development initiatives underway in New Orleans.

Who funded and managed the study?

The study is funded jointly by a Community Challenge Grant from the U.S. Department of Housing and Urban Development and a TIGER II Planning Grant from the U.S. Department of Transportation with a local match by the Greater New Orleans Foundation and the City of New Orleans. By funding this study jointly, HUD and the Federal Highway Administration are underscoring how transportation affects land uses, economic activities, and environmental conditions — and vice versa. The Mayor’s Office of Place-Based Planning managed the study.

What were the outcomes of this study?

The study, through an open and public process, identified a set of scenarios combining transportation, revitalization, economic development and sustainability options. The study team investigated and respond to ideas and questions raised early in the study to permit comparison of a range of potential futures for Claiborne Avenue and its neighborhoods. It includes an investigation into proposed concepts to change or remove the elevated section of I-10 within the study area, as well as options that do not envision such a change. This study has produced technically feasible alternatives that can move into the next stage of the project development process and be evaluated under the National Environmental Policy Act (NEPA), where the preferred alternative will be identified. (The NEPA evaluation stage is unfunded at this time).

This document provides an overview of answers to these questions and what was found when some of these ideas were tested. You can read and hear more about the study at:

<http://livableclaiborne.com> and at the New Orleans Main Library Branch.

On the site you will find what study participants said, sometimes in their own words and stories, to guide and inform the study. These appear in the form of public workshop and meeting reports, scans of interactive workshop exercises, audio and video recordings of meetings and interviews where attendees at early meetings were invited to sign up to go “On the Record.” You will also find the study team’s reports that follow each stage of the study planning process beginning at Task 2 through Task 8 as described below:

Work performed during each study phase:	Document reporting what was learned, evaluated and recommended:
What people said were concerns, opportunities, and efforts underway relevant to the study	Stakeholder Interview Summaries (Task 3)
Existing planning and information about the study area, its residents and businesses	Study Databook (Task 4)
Land use, urban design, jobs and economy, real estate market, and infrastructure analysis	Existing Conditions, Inventory and Analysis (Task 5)
Neighborhood revitalization, workforce and business development, cultural preservation, complete streets, development opportunities and recommendations	Strategies and Implementation (Tasks 6 & 7)
Transportation analysis results of future scenarios, phased projects and costs	Scenario Evaluation and Implementation (Task 7)

How was the study process structured?

Development of the Livable Claiborne Communities study is based on structured, regular coordination with two City-appointed leadership committees who advised the consultant team to ensure that the study responds to the full range of issues and opportunities raised by affected neighborhoods and regional stakeholders. A Project Advisory Committee represented community and stakeholder interests supported broad and diverse community outreach. The Governance Committee, comprised of City, agency, not-for-profit and neighborhood leaders, advised on the feasibility of recommendations. In addition, the study included three workshop-style events open to the public and targeted meetings with neighborhoods and interest groups early in the process. The study’s basic structure followed the four main components below:

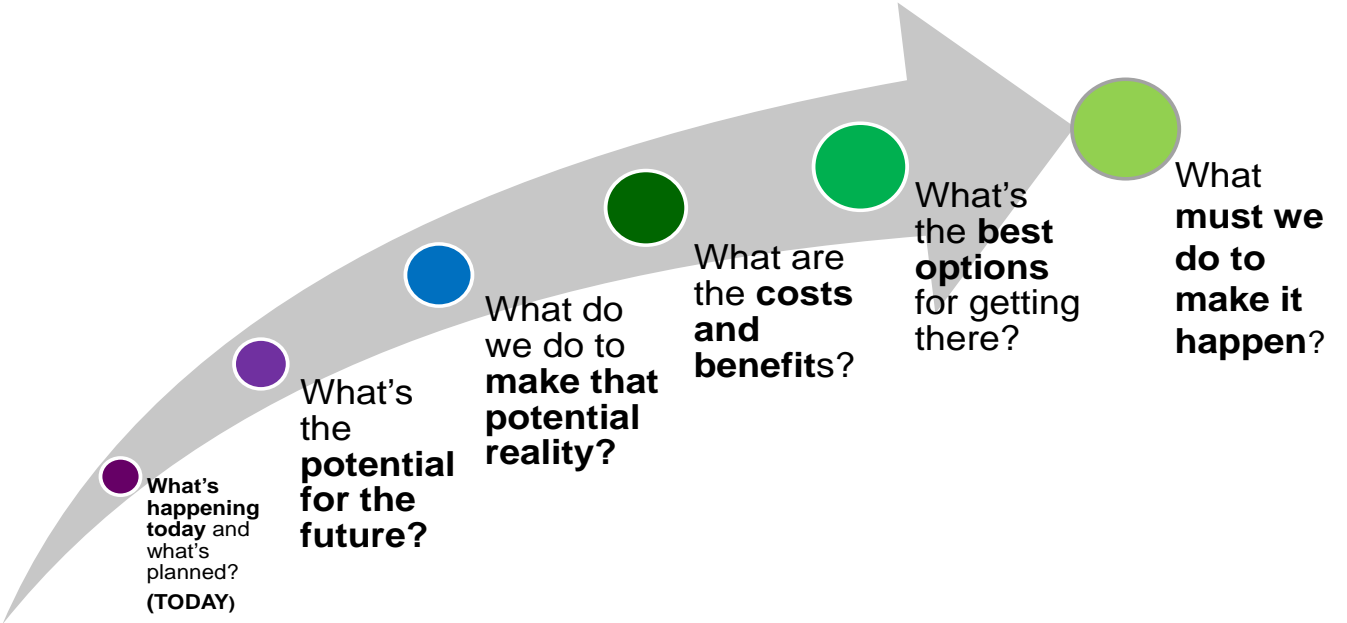
Stakeholder engagement and discovery permitted the project team to develop a thorough understanding of the study area through data, hearing from stakeholders and common-interest groups, and learning the legacy of the corridor’s long-standing desires and ambitions through previous plans and studies.

Understanding of existing conditions in terms of how the corridor works for its residents, businesses, and cultural communities; how people use its current system of streets and sidewalks, open spaces; what investments are underway and how they are beginning to change the area; what development potential is foreseen and what is influencing those views; what I-10 contributes to its neighbors and those who depend upon it; and what challenges need to be understood to move forward.

Developing new scenarios for a future Claiborne Together, participants developed a range of future scenarios that were discussed and analyzed according to the aspirations developed early in the process. Those scenarios that most closely match the range of desired outcomes were refined to a short list of alternatives and presented to the plan’s leadership committees so that they can be further analyzed.

Analyzing alternatives including how they will serve forecast levels and patterns of future traffic, how they serve a variety of travel modes, how they raise neighborhood quality of life, economic development and desired evolution of community land use patterns, and how they contribute to both neighborhood and City-wide access to regional economic opportunities.

Questions answered along the way



PUBLIC OUTREACH AND ENGAGEMENT PROCESS

Community participation was guided and informed the recommendations for revitalization of the Livable Claiborne Communities (LCC) Study Area. The study’s Project Advisory Committee (PAC), who provided information and reviewed critical milestones of the consultant work, was comprised of representatives from community-based organizations across the diverse neighborhoods of the LCC Study Area, as well as representation from adjoining parishes that had particular interest in the transportation components of the study. Over the course of the year-long study, over 90 stakeholder interviews were conducted including community and cultural leaders, City, agency and non-profit staffs, and business community members. In December 2012, five public meetings were held across the LCC Study Area to elicit community discussion and goals. Two public meetings were held in March 2013 to confirm community goals and present scenarios and ideas for short term action: in Treme at the Craig School and in Central City at the Ashe Cultural Center. Meetings with organizations active in revitalization were held during April, May, and June, 2013. Community meetings were held with groups in a variety of forums that included members of the cultural communities in the Study Area, representatives of East New Orleans Neighborhood Association Council and West Jefferson Civic Association. Members of the LCC team went to locally sponsored venues and meetings working with community leaders through the Foundation for Louisiana’s Leadership Empowerment Advocacy Development participants, hosting a booth at SoulFest, co-hosting LCC discussion forums with Social Aid and Pleasure Club and Mardi Gras Indian leaders. Approximately 800 people participated in the public meetings or interviews.

Meetings with the public occurred at two scales, the city and regional scale, and the focus area and neighborhood scale. Presentation of the study and discussion among participants was organized around three major milestones in the study process.

Stepping through the process

The ideas proposed in this document seek to offer support and a series of related actions that work to advance the many and various individual volunteer efforts. The work of these volunteers rebuilds the very special places that make up the Claiborne Avenue communities and sustains long standing traditions of community care and engagement.

Step 1: Community orientation; needs, issues, opportunities, and goals identified

The first set of public meetings in December 2012, introduced participants to the study and asked them what they hoped the study would accomplish. The Study Team invited those that wished to go “On the Record” to offer their insights and perspectives in one-on-one video and audio interviews. City staff and residents hosted meetings to broaden community knowledge and understanding of the study. With participant aspirations in hand, the Study Team set out to work to gain a deeper understanding of the LCC today including synergies among activities and initiatives, people and places.

Step 2: Goals refined, scenarios developed and ideas proposed

The second set of public meetings, the Scenario Workshops was held in March 2013, at locations in the Central City and Treme neighborhoods. Participants were presented with four draft scenarios. They heard presentations of existing conditions and trends and were provided with table maps to work together to develop their own “future scenarios.” The Team also provided a set of possible solutions organized around visions related to the draft scenarios. Participants indicated their preferences for ideas with yes, no, and maybe explaining why their preferences and needs for more information. The detail of these meetings, available in separate meeting summaries, helped the Study Team and the Advisory Committees to refine scenarios and develop solutions that would become the strategies and actions of an implementation program.

Step 3: Analysis and findings informed strategies and a plan of action; scenario comparisons presented

During several meetings held after the March meetings with the members of the Mardi Gras Indian and Social Aid and Pleasure Club communities, topics of economic opportunity, particularly small business support, cultural space limitations and needs, and City regulations were of particular pressing concern.

The strategies, actions and implementation program was presented during final public meetings in October 2013. The program particulars were informed and inspired by participants from the Claiborne corridor neighborhoods. The program is organized as a coordinated and holistic combination of actions with time-specific targets.

Governance Committee

The overall Claiborne Avenue Corridor planning process was guided by a Governance Committee of fourteen primary stakeholders in this corridor who will meet at critical milestones to review consultant work and provide guidance on plan content. When the consultant team meets with the Governance Committee, the team updated them on any work completed since the previous meeting. The Governance Committee reviewed the study team’s work, provided feedback, and made suggestions for moving forward into the next deliverable of the project. The study team familiarized the Governance Committee with the institutional, jurisdictional, and operational components of the project and engaged the Governance Committee to ensure that the plan was viable from those aspects. This Governance Committee advised the Mayor of the City of New Orleans on any issues under the scope of this project that the City needed to consider in the acceptance of recommendations of the study.

Project Advisory Committee

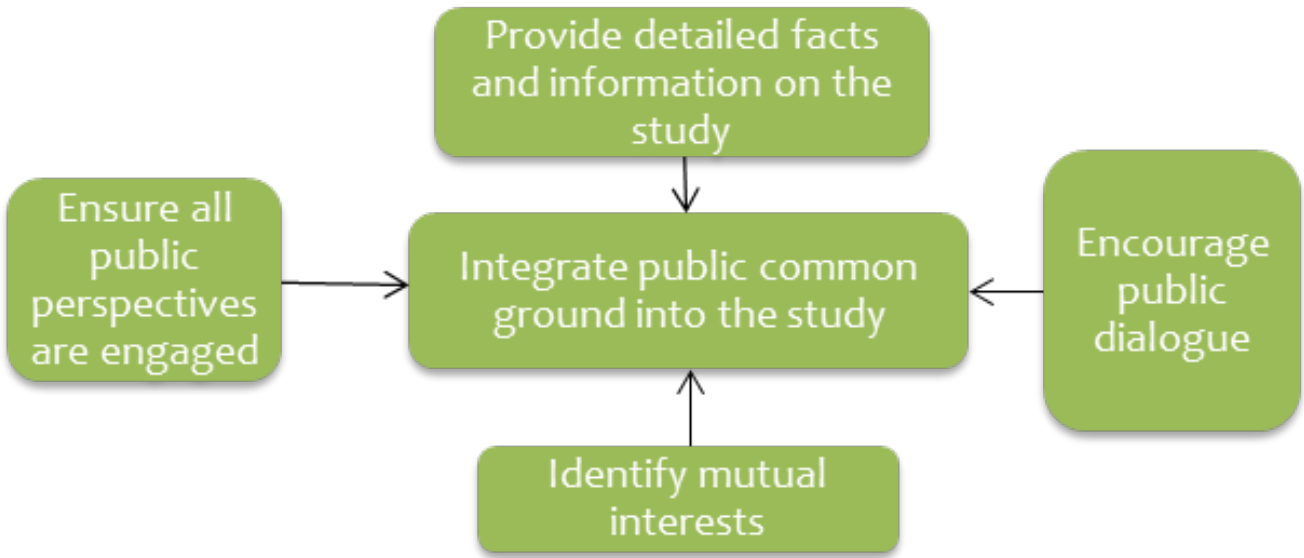
Because of the wide range of constituents and locations within the geographic scope of this plan, a Project Advisory Committee (PAC) with broad constituent representation was formed to advise the Governance Committee, represent community concerns on an ongoing basis, and support the efforts through conferring with organizations reflecting their respective areas of interest for this project. The study team met at seven study milestones with the PAC, updating them on work completed since the previous meeting. The PAC reviewed consultant work related to their subject and interest area providing feedback that was used to refine planning recommendations and inform the alternatives analysis. The civic expression of those that participated in this study, and from the PAC members to those that hosted gatherings in their own venues, demonstrated their commitment to something much larger than themselves and helped to elevate the many voices and visions of people potentially benefiting from the Study.

Stakeholders, for the purposes of the LCC study, are the regional and local citizens of New Orleans who live, work, operate businesses, own property, recreate and otherwise rely upon the Claiborne Corridor. The LCC study team particularly reached out to study area residents and business and land owners, New Orleanians who regularly utilize or otherwise depend upon the corridor, developers, foundations, business interests and state and city agencies who, on multiple levels, have projects, programs or other influences within the study area.

The study team was made up of the Deputy Mayor of Facilities, Infrastructure and Community Development, members of the Department of Place Based Planning and the consultant team. Kittelson & Associates, Inc. led the consultant team with team members from national and local consulting firms specializing in public engagement, economic development, community planning and design as well as transportation engineering and planning.

PAC, GC, Neighborhood and Citywide Meetings

The initial LCC Public Outreach and Communications Plan set forth four goals that feed into the fifth and central goal:



Outreach Goals

The outreach was focused on identifying and integrating public common ground into the study’s goals, scenarios and implementation strategies which drove the agendas and programming for all public meetings. The study team researched and the PAC and GC vetted which drove the design of the LCC study’s four citywide public meetings. Each meeting, timed in association with the study’s major milestones, provided the study team the opportunity to publicly share work output for that period and receive qualitative input and direction to feed into the next study phase. Open houses, study team presentations, participant group exercises and question and answer sessions were central to both the sharing and receiving of study information at these meetings.

In addition, the outreach team video and audio taped all public meetings, even gathering powerful one-on-one interviews from meeting participants who chose to additionally ensure their input was put “on the record.” Along the way, these media interviews and recordings were produced not only for archival notation of the study but also to share during future public meetings as a qualitative way to reflect the authenticity of LCC community’s voices that have been heard.

In association with the first LCC Citywide meeting, the study team held an additional four neighborhood-based meetings in efforts to establish a more granular understanding of the study area’s specific neighborhoods. Each of the four meetings encouraged residents from within a specific section of the study area to provide the study team details of their specific concerns and visions for the future.

The combined results of the citywide and neighborhood meetings aided the team in identifying shared priority issues within the study area. Among the top shared priority issues to emerge across all meetings:

- Interstate 10/Claiborne Overpass
- Public Transit
- Cultural Preservation
- Traffic/Trucking/Freight
- Affordable Housing
- Historic Preservation
- Parks and Playgrounds
- Street Improvements
- Job Growth
- Locally-owned Businesses
- Stormwater and Drainage

On what did people strongly agree?

- Protect the authenticity of local cultural expression
- Make aggressive efforts to manage stormwater and mitigate flooding
- Provide access to good-quality job training and workforce development
- Support locally based retail and businesses rather than national-chain retail
- Avoid displacement of current residents and provide opportunities for them to benefit and thrive as change occurs

On what did people somewhat agree?

- LCC area residents emphasized the need to establish more efficient bus services and that amenities such as new streetcar lines not valued as a short-term priority

On what did people not complete agree?

- Though the question about how to mitigate the detrimental impact the I-10 “Claiborne Bridge” was a central focus of meeting participants throughout the study process, there remains no general consensus within the LCC study area on which scenario best addresses I-10 concerns

Overall, there was a strong consensus that key questions remain in terms of neighborhood impacts, implementation specifics and general accountability for any initiative to emerge from the LCC study and earn general support from within the community.



Cultural Outreach

Cultural traditions and the culture bearers who maintain them are elemental to the study area. The Mardi Gras Indian tribes and Social Aid and Pleasure Clubs are intimately tied to the definition of community throughout the LCC study area. Their deep generational connections with the neighborhoods they represent set the foundation of an unparalleled ability to serve their communities. Their programs guide youths who lean towards trouble and serve families in need. Their craft and practices provide their communities cohesion, stability and a reason to celebrate in spite of the challenges illustrated, as reported within the LCC study elsewhere.

The LCC study area’s indigenous cultural community, in general, both represent and serve the 20% unemployed, the 70% renters, the 40% with no cars and the nearly 40% living below poverty level. At the same time, second lines and Indian parades have an inextricable connection New Orleans’ worldwide identity.

Considering these existing conditions and the import of consequences a revitalization study could impose upon the area’s cultural traditions and their practitioners, the LCC outreach team convened 4 meetings focusing on the Mardi Gras Indians, Social Aid and Pleasure Clubs and the cultural community at-large.

This has opened an invaluable dialogue between the City and its traditional culture-bearers and has enriched the LCC study team’s implementation strategies.

Regional and TAC Meetings

As has already been described in greater detail, PAC and GC membership included representation of interests beyond immediate residents of the LCC study area, including representation from the Port of New Orleans, the Louisiana Motor Transport Association, the Regional Planning Commission and Jefferson and St. Bernard Parishes. A large portion of stakeholder interviews were also with individuals or entities who did not live in the LCC study area but rely heavily upon or have significant investment in it.

The City and LCC study team convened additional meetings with the West Jefferson Civic Association, the New Orleans Board of Trade, New Orleans East Regional Library meeting and a final Regional Planning Commission-hosted public presentation.

The central focus of these meetings and interviews was Interstate 10 (I-10) and potential consequences should any change be made in the future to the elevated portion over Claiborne Avenue. This included concerns about the increase of travel time for Port of New Orleans trucking, potential increased travel time for commuters, especially those coming in from New Orleans East, the potential reciprocal negative impacts on traffic coming from the West Bank across the Crescent City Connection and at the I-10/610 split, as well as concern for the regional dependence upon I-10 as a major emergency evacuation route.

Among many benefits, these meetings bolstered the LCC study team’s traffic modeling process, analyses and the study’s final range of scenarios and implementation strategies.

The Technical Advisory Committee (TAC), convened specifically for expert vetting of and guidance in the LCC study team’s Regional Planning Commission (RPC) traffic modeling process, also relied heavily upon local, state and even federal expertise.

Common Ground

The LCC Public Outreach and Communications Plan was designed to encourage public trust in the study process, to stimulate qualitative dialogue and to establish a concrete partnership between the City and the study area’s residents and stakeholders so that the Livable Claiborne Communities study evolves into an unprecedented holistic revitalization of New Orleans’ urban core.

As mentioned earlier in this report, the study’s five goals were derived from community input during the first set of citywide and neighborhood meetings. Since their establishment, these goals have served as the touchstone for the study team at every phase of its work:

- Preserve our identity by protecting our culture
- Find sustainable solutions for our flood-prone environment
- Ensure equitable access to economic prosperity
- Enhance transportation choice and access
- Guarantee managed change to benefit the existing community

These goals reflect fundamental values that should remain central to the immense amount of work that lies ahead. They are contractual in spirit -- a good faith foundation upon which the City of New Orleans and its stakeholder citizens can literally build the area’s future.

These goals, though LCC neighborhood derived, also provide guidance in future dialogue and decisions that may affect study area neighbors and regional interests.

For the above reasons, the LCC study team encourages the City to adopt these study goals as Common Ground Principles for all future Claiborne Corridor initiatives. These ground rules will not only maintain the momentum of quality community engagement produced as a result of this study but they will also set the table for the forging of local, regional, state and federal partnerships required to turn any LCC vision for the future into a reality.

People-Centered Goals for Equity, Choice and Sustainability

The Livable Claiborne Communities Study is based on principles of equity, choice and sustainability that are embedded in the federal livability principles underlying the federal grant award for the LCC Study. These principles are people-centered, with a focus on making sure that the people who live in LCC neighborhoods will continue to be part of any revitalization initiatives and that change coming about from recommendations make them and their communities more secure and prosperous, rather than creating conditions that would make their neighborhoods unaffordable or leave adverse conditions unaddressed.



Equity is often defined as “just and fair inclusion.” Ultimately, equity is about answering three important questions: Who decides? Who benefits? Who provides? Equity in the context of community revitalization is about the allocation of benefits—physical, social and economic—that result from public-policy actions and investments. Approximately 70% of LCC households are renters and 38% have poverty level incomes, making them very vulnerable to change. The importance of equity as a critical value for the LCC neighborhoods and the future of New Orleans as a whole is increasingly recognized. The Foundation for Louisiana has created the TOGETHER initiative, which is focused on ensuring that the public, private and philanthropic investment in the LCC area results in community benefits for the residents and small businesses that are in the LCC area now. This initiative includes a community leadership training program, the LEAD Academy, an Equity Caucus of LCC stakeholders, and a mini-grant program to advance equity outcomes. Similarly, ProsperityNOLA, the strategic plan released in June 2013 by the New Orleans Business Alliance (NOLABA), identifies equity as one of the key issues in growing the New Orleans economy: “Equity is a Growth Strategy.” A goal of the LCC Study is to align the expectations for equity into measurable outcomes.

Choice in the context of community revitalization is about creating homes, schools, jobs and recreation in places of opportunity. These are places where people choose to stay or locate, and where there are choices of places to live, ways to get around by different modes of transportation, and a variety of economic opportunities. This concept of choice is reflected in the federal Department of Housing and Urban Development (HUD) position that focusing only on housing redevelopment is not enough to ensure an enhanced quality of life for communities. In addition to the Sustainable Communities programs, HUD has initiated a program requiring transformation plans for housing, neighborhoods and people called the “Choice Neighborhood Initiative.” The LCC Study has the opportunity to assist the Iberville/Treme community’s implementing of a Choice Neighborhood Initiative.

Sustainable development meets the needs of the present without compromising the resources for future generations. Within the LCC Study Area, the sustainability focus is both on the use of natural processes where feasible, especially in dealing with stormwater, as well as a much broader concept that projects and investments of any kind need to be supported over the long term to assure feasible, cost-effective maintenance and operations as well as achievable adaptation to address the communities’ ongoing demands. While the huge impact of Katrina focused attention on catastrophic flooding, many parts of the LCC Study Area have long experienced repeated flooding due to a historic lack of sustainable stormwater management, which this Study recommends addressing through a variety of approaches.

The overriding theme of the public process was that existing residents must benefit from change and can voice their values to be included in the identification and implementation of initiatives in the LCC. New and rehabilitated housing, more and better transportation choice and connections, better designed open space that integrate neighborhood beautification and flood mitigation, employment opportunities, and more community-oriented businesses would all be welcomed in the LCC Study Area—as long as existing residents can benefit and thrive as change occurs. From Napoleon Avenue to Elysian Fields Avenue, the diversity and opportunity within the corridor, and the critical importance of retaining communities that support the neighborhoods’ cultural identity, was also a repeated theme. Preservation of culture is an essential goal, as many people are worried that revitalization will entail the critical loss of the cultural roots and practices, that reflected the distinctive way of life found in the Claiborne communities.

During the public process, community participants advanced a number of specific concerns. The most frequently expressed concerns focused on:

- **Jobs and small business development:** Economic stability and prosperity are critical to improve opportunities for current residents. For example, while many residents within the Study Area contribute to the city’s rich cultural life, which is marketed to attract tourists, new residents and businesses, many citizens within the LCC area feel left out of the financial rewards that come as a result.
- **Housing affordability:** Housing costs and rents have increased significantly in New Orleans as a whole since Hurricane Katrina, and approximately 70% of LCC households are renters. Although the majority of new housing units being created by redevelopment of public housing developments and through scattered-site development are required to be permanently affordable, there is concern about potential gentrification and rising rents in the LCC area and the associated displacement of existing population. Many participants in the public process are interested in renovation of existing, traditional houses as affordable rental housing because it would reduce vacancy and blight in the neighborhoods.
- **Safe, convenient, and affordable transportation:** Participants in the public process focused particularly on transportation improvements that provide more frequent and dependable public transit service, especially for getting to work, and better conditions for biking and walking. Forty percent of LCC residents do not have access to a car.
- **Resilient and greener neighborhoods:** Stormwater management to reduce flooding and the associated benefits of more green space, trees, and uses for vacant land also received strong support. The reuse of vacant properties for green purposes was frequently discussed.

Community Vision

We, the residents of the Claiborne neighborhoods, are at the heart of the future Claiborne Avenue corridor.

In that future, we celebrate our culture and family traditions where our historic neighborhoods are safe and affordable for all who want to live here. Our neighborhood streets, community parks, and the Lafitte Greenway fill with family gatherings and the music and parades of second line and Mardi Gras Indian traditions.

Claiborne, St. Bernard, Esplanade Avenues, Broad and Canal Streets, and Martin Luther King Jr. Boulevard thrive with locally owned businesses, affordable goods and services for daily living, reliable employment for residents, and positive learning experiences for neighborhood youth.

Quality public transit is convenient, reliable, clean, and affordable with a broad reach to jobs and neighborhoods city-wide. Traffic even on business streets yields to bicyclists, crossing pedestrians, and the festivities that sometimes spill out from local cross streets.

The Medical District provides affordable healthcare and living-wage jobs. New industries in the city attract workers who support Claiborne corridor businesses and respect and appreciate what we value in our communities.

Based on the interviews and public meetings with residents of the LCC Study Area.



FEDERAL LIVABILITY PRINCIPLES

In funding the Livable Claiborne Communities Study, the U.S. Department of Housing and Urban Development (HUD) and the U.S. Department of Transportation’s Federal Highway Administration (FHWA) joined a grass roots partnership of neighborhoods and organizations committed to addressing the significant issues of economic and environmental equity, choice and sustainability of Study Area residents. They brought not only a major share of the financial resources for this Study, but also a commitment to more fully understand the relationships and possible synergies among transportation, housing and economic investment and the potential role that their agencies might play in the future resolution of the issues raised and investigated during the Study. The commitment is based in the federal government’s 2009 Partnership for Sustainable Communities, an initiative to coordinate federal housing, transportation, water, and other infrastructure investments to make neighborhoods more prosperous, allow people to live closer to jobs, save households time and money, and reduce pollution. The partnership agencies incorporate six livability principles in their work:

Provide more transportation choices

Develop safe, reliable and economical transportation choices to decrease household transportation costs, reduce our nation’s dependence on foreign oil, improve air quality, reduce greenhouse gas emissions and promote public health.

Provide equitable and affordable housing

Expand location- and energy-efficient housing choices for people of all ages, incomes, races and ethnicities to increase mobility and lower the combined cost of housing and transportation.

Enhance economic competitiveness

Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services and other basic needs by workers as well as expanded business access to markets.

Support existing communities

Target federal funding toward existing communities—through such strategies as transit-oriented, mixed-use development and land recycling—to increase community revitalization, improve the efficiency of public works investments, and safeguard rural landscapes.

Coordinate policies and leverage investment

Align federal policies and funding to remove barriers to collaboration, leverage funding and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy.

Value communities and neighborhoods

Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.



Modern Plans of the Claiborne Avenue Corridor

1970 - 1976

Claiborne Avenue Design Team Report for the Louisiana Department of Highways in Cooperation with Federal Highway Administration and the City of New Orleans Dr. Rudy Lombard, Perkins & James Architects, Modjeski & Masters Engineers and Anthony J. Gendusa, Jr., AIA authored a comprehensive plan focused on social, economic, recreation, and cultural aspects of the communities surrounding the I-10 Expressway from Poydras Street to Peoples Avenue. The study, initiated as a result of 1969-70 efforts of the Tambourine and Fan Club advocacy, created a community-oriented vision for the areas under and adjacent to the elevated section of I-10 and the neighborhoods affected by it.

2006

Claiborne Avenue Corridor Preliminary Redevelopment Study

In the aftermath of Hurricane Katrina, STV offered its services to the City of New Orleans to seek ways to redevelop the I-10 corridor in the city’s historic Treme neighborhood, one of the United States’ oldest African-American communities. The firm’s land development group performed this land-use feasibility study as a pro bono project for Mayor Ray Nagin’s Office of Economic Development. The I-10 corridor, which runs down Claiborne Avenue, was once a thriving business community. The team studied the site’s geography, zoning, history, commerce, and transportation facilities and the neighborhood’s notable historic, cultural and recreation.

2008

City of New Orleans Master Plan 2030

Prepared by Goody Clancy with a team of local and national consultants that included Kittelson & Associates, Inc., Perez, Bright Moments, W-ZHA, ZVA, and Manning Architects. This comprehensive, citywide plan is guiding the city’s growth over the next 20 years. Building on previous plans for New Orleans and extensive public participation, this plan adapts global best practices to support the goals and objectives of a broad cross section of New Orleanians. As the master plan calls for New Orleans to become “America’s greenest city,” with proposals seeking to promote sustainable growth, energy efficiency, and the creation of a “climate plan,” people close to the planning effort praise the level of community participation and regard the planning process itself as one that might set an example for other cities in the country.

2010

Restoring Claiborne Avenue: Alternatives for the Future of Claiborne Avenue.

A report to the Claiborne Corridor Improvement Coalition and Congress for the New Urbanism. Prepared by Smart Mobility Inc. and Waggonner & Ball Architects. This report explores future alternatives for the elevated Interstate-10 (I-10) Claiborne Expressway corridor, providing an analysis of a surface boulevard replacement as an alternative to the current elevated structure to help inform future stages of review by local and city residents and by other local and regional decision-makers. In anticipation of eventual large-scale and comprehensive transportation and infrastructure analyses of the elevated structure by governmental entities, this preliminary study illustrates how a surface boulevard would perform under the actual conditions of today’s New Orleans.



PURPOSE AND NEED

The Livable Claiborne Communities Study contains community revitalization, economic development, multi-modal transportation analysis and recommendations, and a set of scenarios showing transportation and development alternatives. The purpose of any change recommended by this study is to improve the short- and long-term livability, equity, sustainability and mobility for residents, businesses and visitors in the Claiborne Corridor and Study Area while maintaining regional mobility.

The LCC Study Area has a variety of economic development, community development, environmental, and transportation conditions that shape the scope of this study. Needs have been documented in three previous technical memorandums of this study and are organized into key issue areas of livability, economic opportunity and equity; transportation access; and environmental sustainability.

Livability, Economic Opportunity and Equity

Housing and Households: Over 70% of the residential units in the Claiborne Corridor are rentals, with only 29% owner-occupied. In 2010, 28% of the households within the Study Area included children, and 17% of households were single-parent households.

Educational Attainment: Residents within the LCC Study Area are less educated than the rest of the City. While nearly 70% have a high school degree, only 15% have a bachelor's degree (compared to 30% of residents in the City). The thirty percent of adults without a high school education are at a severe disadvantage in obtaining employment.

Income and Employment: Employment in the Corridor has been recovering steadily since 2006, although it remains lower than pre-Katrina employment by 29%. Approximately 20% of the population over the age of 16 is unemployed. The 2010 reported median annual household income in the LCC Study Area was \$18,000, approximately 50% of the median annual household income in the City. In 2009, 38% of households in the Study Area were living at or below poverty level, compared to 21% city-wide.

Disinvestment: Approximately 2,000 residential lots are vacant in the LCC Study Area, totaling almost 17% of the total residential lots in the area. Approximately 600 commercial properties, comprising 32% of the 1,900 total are vacant.

Transportation Access

Data from the US Census show that nearly 40% of LCC households do not have regular access to vehicles. According to the recent on-board rider survey conducted on local buses and streetcars, 58% of the 7,225 respondents do not have regular access to a car and nearly half of the respondents do not have a license to drive.

A transportation network that works for all travel modes and varying trip purposes is an integral part of a livable community. It is crucial for residents to be able to access the places where they live, work, learn, worship, socialize and shop. And commuters must be able to move through this centrally placed area to reach jobs in the Central Business District, education, health care, entertainment and shopping in the area and beyond. Claiborne Avenue serves an important network connection for local travel, and Interstate 10 provides a critical link for regional travel including to the Port of New Orleans and access to the Central Business District.

Congestion of the freeway network is typical of patterns in most American cities. For this Study Area, delays are most notable on three links in the network during the a.m. peak period:

- I-10 east from Metairie toward downtown
- I-10 west in the Claiborne Avenue corridor toward downtown
- US-90 traffic from the West Bank toward downtown over the Crescent City Connection.

During the p.m. peak period, the freeway system experiences congestion on Westbound I-10 towards Metairie. Congestion extends over the Crescent City Connection as traffic from the West Bank headed west is queued with traffic headed toward Metairie.



Traffic operations on the street network, in general, are characterized by minor delays at most of the signalized intersections in the Study Area, with the exceptions being the intersections of Claiborne Avenue/Martin Luther King Jr. Boulevard and Claiborne Avenue/Poydras Street. However, several arterial corridors experience substantial delay, including the at-grade portion of Claiborne Avenue. Freight moving into, out of, and through New Orleans is economically important for the local, regional, and national economy.

Pedestrian Travel: Sidewalks throughout the LCC area are narrow, have broken or irregular pavement, suffer from plant overgrowth or lack of maintenance, are affected by soil subsidence and are absent on many of the area's local streets. Several major destinations, such as the Superdome and the Central Business District, have poor pedestrian connectivity. Large, single-use land areas, such as residential and office employment districts, create long walking distances between destinations. Railroad tracks, the I-10 expressway, and industrial land uses make it difficult to continue traveling downriver from Earhart Boulevard or upriver from Poydras Street on foot and bicycle.

Bicycle Travel: Only a handful of major roadways in the Study Area offer dedicated space for bicyclists, and the LCC area has no formal bicycle network despite growing ridership within the City. Broad Street and Claiborne Avenue which lack accomodation provide the only crossing of the railroad tracks and the Pontchartrain Expressway.

Public Transit: New Orleans Regional Transit Authority operates 25 bus routes and a streetcar line that serve the LCC Study Area; post-Katrina ridership is increasing in spite of a significantly reduced fleet. The Canal Street streetcar line, the 39 (Tulane Avenue), and 94 (Broad Avenue) bus routes are the most widely used routes in the Study Area. Nearly all locations within the Study Area are 0.4 miles or less from a transit route, which is the radius from within which 95% of transit trips are generated in Washington, DC (Transit Capacity and Quality of Service Manual). The Study Area has very productive routes with high ridership. Some challenges with transit travel include:

- Wait time for buses can be long, according to available route schedules.
- Most trips across the Pontchartrain expressway require a transfer downtown including service between the uptown and downtown sides of Claiborne Avenue.
- On-time performance is low, extending already infrequent service and reducing reliability.
- Nearly all of the transit access in the area is for bus routes, which are affected by overall traffic congestion.

Safety: Approximately 3,200 total crashes occurred in the Study Area over the three-year period; this total includes 14 fatal crashes and 210 pedestrian and bicycle crashes. Crash rates calculated for the surface streets found that the following segments exceed statewide average crash rates for their roadway type:

- Claiborne Avenue (Napoleon Avenue to Gravier Street and Orleans Avenue to Esplanade Avenue)
- North Broad Avenue (Esplanade Avenue to St. Bernard Avenue)
- St. Bernard Avenue (North Broad Avenue to Claiborne Avenue)

Interstate segment crash rates at three critical segments within the LCC Study Area ranged from 100 to 200% of statewide averages for similar facilities. The surface network analysis identified intersections with crash rates that exceed statewide averages and experienced a relatively high frequency of injury crashes. These intersections included:

- Claiborne Avenue at Martin Luther King Jr. Avenue
- Claiborne Avenue/St. Bernard Avenue
- Basin Street/St. Louis Street

Environmental Sustainability

Environmental sustainability issues in the LCC Study Area include frequent flooding, loss of tree canopy, greenspace improvement needs, and continued incorporation of energy efficiency. The LCC Study Area has some of the lowest elevations in the city (more than two feet below sea level), inadequate drainage infrastructure, and many, though not all, of the neighborhoods are subject to frequent flooding because of a combination of the large amount of impervious surface, the lack of sufficient capacity of the drainage system, and the frequency and magnitude of rainfall events. Flood mitigation programs can create neighborhood green amenities and put many vacant and abandoned properties back into productive, community-servicing use. While energy efficiency is being incorporated in new development, continued initiatives need support.

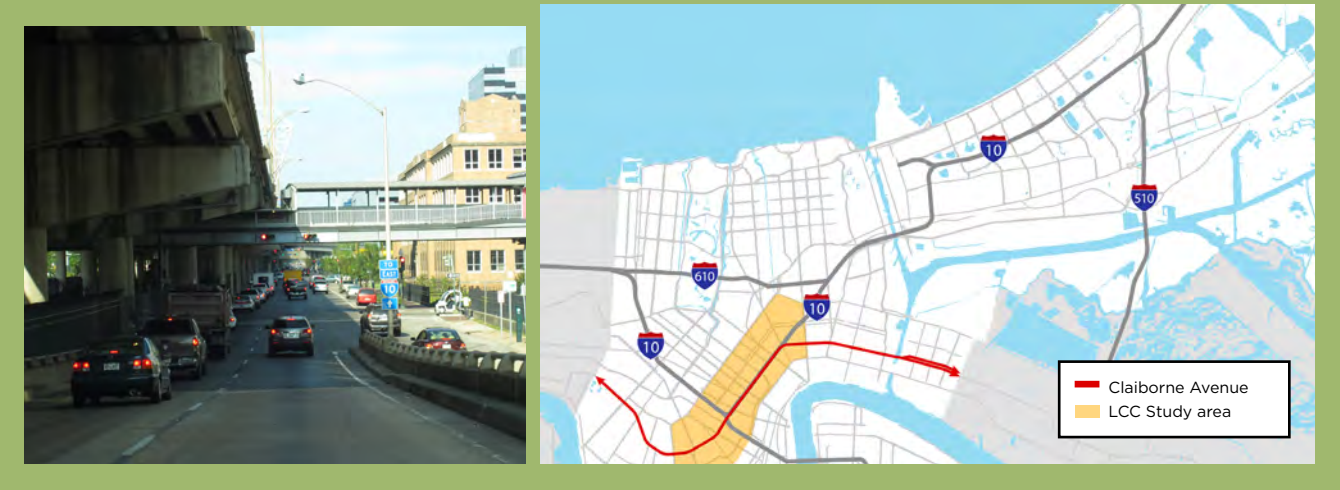


KEY FINDINGS



Livable Claiborne Communities at a Glance

Claiborne Avenue is a **local, citywide, and regional** connector.



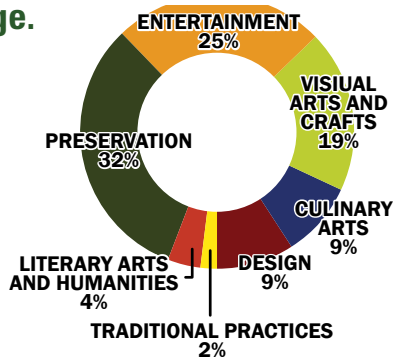
The Study Area is a **revitalization and economic development** area.

- 5,000-plus new and renovated housing units will bring more than 12,000 people to live in the Study Area by 2020.
- “Retail follows rooftops.” Two grocery stores are expected to open in 2013 and other retail will follow.
- Traditional and emerging industries will offer potential job and business opportunities including two new hospitals.



The Study Area is a center of New Orleans’ **rich cultural heritage**.

Over 900 organizations, businesses and individuals contribute to the City’s unique living culture in a variety of cultural fields.

A photograph of a person in a yellow shirt holding a blue flag with the text "SOCIAL & POLITICAL CLUB".

How can transportation better support community livability, revitalization and economic prosperity?



MILAN: MILAN AT CLARA

BROADMOOR: MIRO AT GEN. PERSHING

CENTRAL CITY: A.L. DAVIS PARK

B.W.COOPER: MLK AT GALVEZ

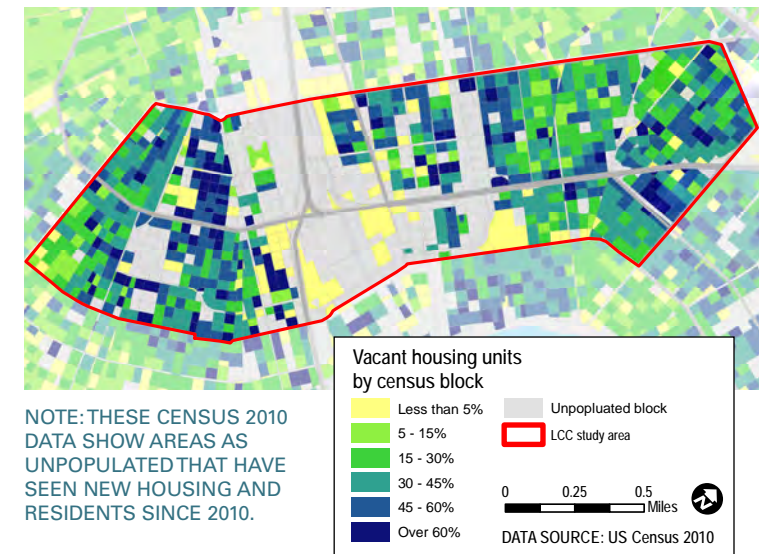
Who lives in the LCC Study Area?

LCC STUDY AREA	2000	2010	CHANGE
Population	57,155	32,927	-42%
Households	21,700	13,527	-38%
Housing Units	27,044	22,031	-19%

SOURCE: US CENSUS 2010

HOUSEHOLD TYPES	% OF TOTAL HOUSEHOLDS		
	LCC AREA	CITY	STATE
Single-person households	40%	36%	27%
Family households (related by blood or marriage)	51%	54%	67%
Husband/wife with own children	5%	10%	18%
Single-parent families	17%	13%	12%
Multigenerational households	7%	5%	5%
All households with children	28%	28%	35%

SOURCE: US CENSUS 2010



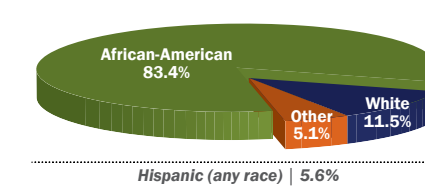
NOTE: THESE CENSUS 2010 DATA SHOW AREAS AS UNPOPULATED THAT HAVE SEEN NEW HOUSING AND RESIDENTS SINCE 2010.

OWNERS AND RENTERS



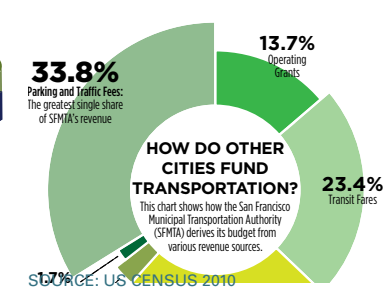
SOURCE: US CENSUS 2010

RACE AND ETHNICITY



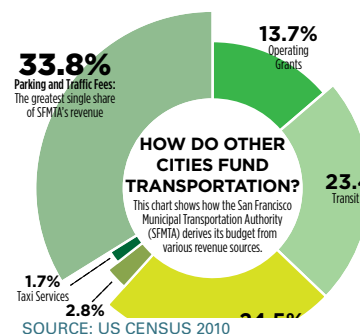
SOURCE: US CENSUS 2010

MEDIAN HOUSEHOLD INCOME 2010



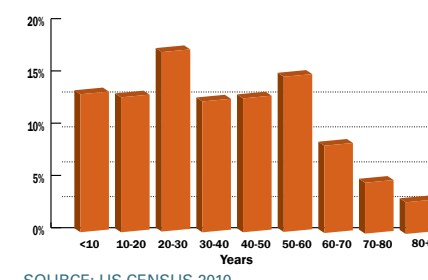
SOURCE: US CENSUS 2010

EDUCATION



SOURCE: US CENSUS 2010

AGE



SOURCE: US CENSUS 2010

What Does It Mean?

- The LCC area population is **relatively young**. 44% are age 20 or younger. But there is also a significant older population: 16% are 60 or older.
- LCC households are **diverse**. There are many single-person households and single-parent families.
- LCC residents are **mostly renters**. 71% of homes are renter-occupied.
- LCC residents **tend to be less educated and poorer** than the rest of the city. 38% of households in the study area live at or below the poverty level, compared to 21% of all New Orleans residents.
- The LCC has **many vacant properties**. In 2010, 25% of housing units were vacant but not on the market for rent or sale.



TREMÉ: ST. PHILIP AT ROBERTSON

7TH WARD: CLAIBORNE AT ST. BERNARD

TULANE-GRAVIER: TULANE AT GALVEZ

CBD: CANAL AT LASALLE

What's happening in the LCC Study Area?

ABOUT \$5 BILLION IN CURRENT AND FUTURE INVESTMENT



REDEVELOPED PUBLIC HOUSING

- Harmony Oaks, Marrero Commons, Faubourg Lafitte, Iberville
- Mixed-income, public housing, affordable rentals
- Scattered site affordable homeownership
- Neighborhood amenities



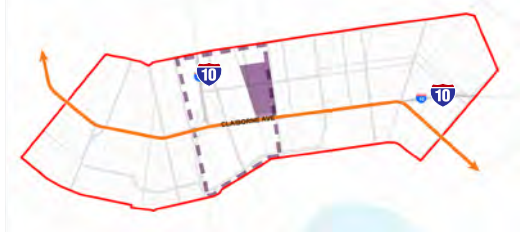
CHOICE NEIGHBORHOODS INITIATIVE—IBERVILLE/TREME

- Affordable, mixed-use, elderly housing
- All public housing units to be replaced
- Neighborhood-serving retail
- Small business support and incubator
- Adult education and workforce development
- Academy for disconnected youth



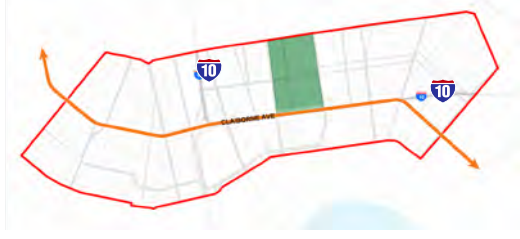
OFFICE OF COMMUNITY DEVELOPMENT PRIORITY AREAS

- Expanded supply of affordable housing
- Enhanced neighborhood services and facilities
- Elimination of vacant and blighted properties
- Workforce development



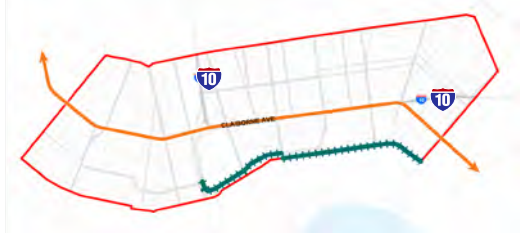
BIODISTRICT AND HOSPITAL COMPLEX (UNIVERSITY MEDICAL CENTER AND VA HOSPITAL)

- \$2 billion investment in two new hospitals
- Potential for diverse jobs, supplier opportunities
- BioDistrict is an economic development district
- BioDistrict master plan for mixed use development



LAFITTE GREENWAY CORRIDOR REVITALIZATION PLAN

- Greenway connector and park
- Key potential catalyst sites along the greenway
- Transportation connections
- Coordination with Choice Neighborhoods Initiative



NEW STREETCAR LINES

- Locate stops in relation to neighborhood and economic development needs.

Sustainability in the LCC Study Area



FROM THE CITY'S MASTER PLAN: A VISION FOR LIVING WITH WATER

STEWARDSHIP

- Preserving and renewing our cultural heritage
- Taking care of our natural environment and reducing and eliminating pollution through innovative planning and implementation of drainage, stormwater management, and wastewater management
- Recycling resources
- Using energy efficiently

RESILIENCE

- Living with water through the Greater New Orleans Water Management Strategy
- Adapting to environmental change

TRANSPORTATION

IN THE LCC STUDY AREA

- **Street network:** With a traditional, dense network of local streets, the LCC neighborhoods are prime locations to create excellent conditions for walking and biking.
- **Access to a vehicle:** 40% of households do not have access to a car.
- **Transit:**
 - > 20 bus routes, one streetcar line
 - > Bus routes with highest ridership—Broad Street and

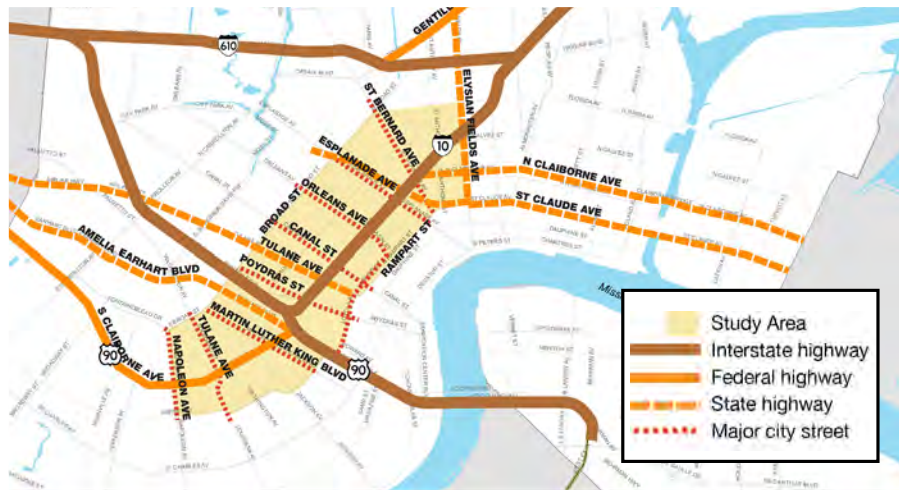
Tulane Avenue

> Most buses operate at 20- or 60-minute frequencies

- **Walking:** Many sidewalks are in poor condition.
- **Bicycling:** Bike lanes are planned for Broad Street, Esplanade Avenue, Tulane Avenue, and Lafitte Greenway.

IN THE REGION

- Claiborne Avenue links much of the city and adjacent parishes with downtown.
- It serves an important truck route and provides essential access between the Port of New Orleans and the France Road Container Terminal.
- It is currently a designated evacuation route.
- The average number of vehicles per day on I-10 between I-610 and US-90 increased from 69,500 vehicles in 2008 to 115,000 vehicles in 2012.



Key Findings by Topic Area

This chapter summarizes the interim findings of the Analysis and Inventory and Existing Conditions and Transportation Assessment tasks of the LCC Study

- Planning and Urban Design
- Market Analysis and Economic Development which compiles three reports on employment, commercial and mixed use market analysis, and residential market analysis.
- Sustainable Infrastructure and Streets
- Transportation Existing Conditions

Planning and Urban Design

The Planning and Urban Design Inventory and Analysis includes several elements:

- Urban Design and Open Space Network. This task was divided into two subtasks, with one team member focusing on the built environment and one focusing on the open space network, including tree canopy, neutral grounds and cultural use of open space.
- Land Use and Vacant and Blighted Land. An existing land use map was constructed by the team using assessor’s data and other sources, and mapping and inventory of vacant land prepared. Additional analysis of public ownership, housing tenure, and property value was also mapped.
- Community Resources and Fresh Food Access. Community resources and fresh food access were in-ventoried and mapped by the team, including ½-mile walking access to facilities and resources.

URBAN DESIGN

The urban design inventory and analysis documents urban character and the range of sidewalk and pedestrian conditions as they currently exist across the LCC Study Area. Urban Design Character Inventories were prepared for fifteen different locations in the LCC Study Area (refer to Volume I). The urban design analysis was organized to inventory transformation areas with recent or ongoing investment; areas where it is possible to build on existing assets for enhancement; and areas suitable to connect transformation and enhancement areas to bring about a greater critical mass of improvement. Inventory areas included residential and commercial land uses, areas of higher and lower land values, and areas with higher and lower rates of vacancy and owner-occupied housing. Each of the target areas was systematically diagrammed and photographed to understand its role in the broader urban system, to convey its urban character, and to assess the condition of its pedestrian infrastructure.

Each inventory area is represented by diagrams, photographs, and a checklist of conditions and features to illustrate the urban design character of the inventory area. Elements in the inventory and analysis include:

- Street hierarchy and connectivity
- Architectural character
- Major community assets, such as parks, institutions, and new investments
- Areas of distinct urban character, such as commercial corridors or residential fabric
- Street and sidewalk conditions
- Public realm features and amenities, such as street lights, street trees, and trash cans

The LCC Study Area contains a great variety of urban character conditions, reflecting the cultural diversity and range of demographic and economic conditions across neighborhoods and districts. A wide range of public realm conditions can be found, from tree-lined boulevards with wide sidewalks to treeless neighborhood streets with severely deficient pedestrian facilities. In general, corridors with neutral grounds tend to provide adequate pedestrian facilities and amenities. Neighborhood streets are less likely to provide adequate pedestrian facilities, particularly in areas with higher

numbers of vacant lots and buildings, such as parts of Central City and the Seventh Ward.

The urban design features and amenities are more plentiful, the condition of the public realm and streets is better, and the urban fabric is more intact where there has been recent public investment, such as in the HOPE VI public housing redevelopments, in the Broadmoor and Milan blocks that are closer to Napoleon Avenue and adjacent uptown neighborhoods, and, to some degree, where there are community assets.

OPEN SPACE NETWORK

This report presents an inventory and analysis of the open space network in the Livable Claiborne Communities (LCC) Study Area and should be studied in conjunction with the A.5.2 report, Urban Design. Included in this open space report is an inventory of existing and planned parks and public open spaces, the cultural activities that take place in these locations, the connections between them, and the extent of tree canopy coverage in the LCC Study Area.

Open space resources within a half-mile radius of the LCC Study Area boundaries are also included to accurately evaluate resident accessibility to all nearby amenities.

The inventory and analysis show that the amount of designated open space, tree canopy, other plantings, and green sustainability efforts is at best uneven across the LCC Study Area, with some places lacking any substantial landscape features. New parks are needed closer to the Broad Street boundary of the study area to improve access for those residents, as well as overall improvements in the number and quality of amenities in open spaces. Existing parks like Hunters Field, Taylor Park, and A. L. Davis Park can be enhanced and expanded with additional recreation resources, while the Lafitte Greenway will complement the Louis Armstrong Park and complex as a major signature park and greenway when it is completed. The schoolyards that make up a majority of the developed open space sites could be improved with sustainable stormwater facilities or new amenities such as community gardens. Additionally, there are opportunities to enhance and extend the street tree canopy along streets such as North Galvez Street and Martin Luther King Jr. Boulevard. Introducing new tree canopy along streets such as North Villere Street or North Rocheblave Street would improve the character of these important neighborhood routes. Creating new connective infrastructure with trails and marked bicycle routes will help connect residents to more of these amenities

LAND USE, VACANT, AND BLIGHTED LAND

The LCC study team created an existing land use map using data from the Orleans Parish Assessor, aerial photography, and the zoning ordinance. The Assessor’s data also permitted identification of vacant lots (lots with \$0 building value), owner-occupied residential lots (lots with a homestead exemption), and publicly-owned land.

Overall land use Elements of New Orleans’ major transportation infrastructure, such as the Pontchartrain Expressway, are located in the LCC Study Area and take up approximately one-third of the total land area. The other major land use is residential, accounting for 43% of total land area, and, if transportation uses are excluded, two-thirds of the land area. The downtown/Central Business District (CBD) area accounts for approximately 5% of the acreage, medical or future medical uses take up 3% of the total acres, commercial uses outside the CBD occupy 7% of the acres, and industrial uses account for 4% of the uses. These percentages include vacant land, which is included according to the current zoning district.

Vacant land Over 2,000 (17%) of the residential lots have \$0 building value and have been classified as vacant lots. A third of commercial lots outside the CBD are vacant, though in some cases they may be used as parking lots. Concentrations of vacant lots are particularly evident in the Hoffman Triangle of Central City, the Seventh Ward downriver of St. Bernard Avenue, the area between Canal and Bienville Streets lakeside of Claiborne Av-enue, and blocks adjacent to the viaduct.

Blighted properties In addition to blighted vacant lots, the LCC Study Area also includes blighted structures, though the total number of structures is difficult to determine. Census data indicates that some 5,000 vacant housing units are neither for sale nor rent. Many vacant lots and blighted structures are tax delinquent and have been adjudicated—that is their tax liens were offered for sale but did not find a buyer. Because of redemption periods and other requirements, it can be costly and difficult to obtain clean title to an adjudicated property.

The City of New Orleans has a goal of eliminating blight on 10,000 properties by 2014. City policy is to use the code enforcement lien foreclosure process, where possible, to gain clean title to properties and sheriff's sales to return them to commerce. The City has established new code enforcement systems based on national best practices and has used a place-based policy of code enforcement sweeps around neighborhood assets, such as schools. In the LCC Study Area, over a thousand code enforcement actions were taken between January 2011 and May 2012.

Because of the magnitude of the problem, vacant land is likely to be an issue for some time to come, and in some cases, alternative uses—for stormwater management, recreation, urban agriculture could be preferable to development. Locations in the LCC Study Area that are subject to flooding, such as parts of the Seventh Ward and the Hoffman Triangle, and where clusters or chains of vacant lots could be acquired, can be especially suitable for stormwater management uses that can double as neighborhood greenspace amenities. Urban agriculture or arts and culture uses could also be used to activate vacant lots. New Orleans could follow the example of Cleveland and create a pattern book for using vacant lots in a variety of ways. Finally, community land trusts could provide an opportunity for short- to medium-term management of vacant lots with the ultimate goals of creating affordable housing.

COMMUNITY RESOURCES AND FRESH FOOD ACCESS

This report inventories and analyzes access to community resources and fresh food sources within the Livable Claiborne Communities (LCC) Study Area; maps walking access to these resources; and analyzes level of service where data and standards are available. Walking access is defined as being within a half-mile radius (a typical ten-minute walk) on routes without barriers such as highway ramps. In some locations, however, poor sidewalk conditions, the need to cross high-speed arterials, other pedestrian hazards, and security concerns may discourage a ten-minute walk, so the quality of the pedestrian environment must also be taken into consideration. Because residents and workers are not confined to resources within their neighborhoods, the inventory also notes resources within a half-mile of the borders of the study area.

Overall, the Seventh Ward is the most underserved by community resources, although Tulane-Gravier and the part of Broadmoor in the LCC Study Area also have relatively low levels of access. The community resources studied are:

- Park and Recreation Resources
- Public Libraries
- Public Health Clinics
- Public Safety Resources
- Child Care
- Fresh Food Sources

Park and recreation resources Walking access to parks is relatively uniform throughout the study area, although the size and quality of the parks and recreation areas within a ten-minute walk of residents varies greatly. However, the study did not measure whether the amount of resources—park and playground space and programs—is sufficient. For example, at the time of writing in early 2013, none of NORDC’s music programs are located in recreational facilities in the LCC Study Area, though the new Treme Center will have a music room.

Public libraries The majority of LCC area residents are not within walking distance of a library. The former Nora Navra Library on St. Bernard Avenue, which was destroyed by flooding after Hurricane Katrina, is in the capital program but the project is on hold. Library service is currently lacking in all of the Seventh Ward, Treme/Lafitte, most of Tulane-Gravier, and the Hoffman Triangle in Central City.

Public health clinics. Free or low-cost community healthcare in the LCC Study Area is available at eleven community health clinics. Areas that are not within walking distance of health clinics include most of the Seventh Ward, the B.W. Cooper neighborhood, the Hoffman Triangle area in Central City, and the part of Broadmoor in the Study Area. Access to mental health and dental services is poor throughout the city, though one behavioral health clinic is located in Central City, within the Study Area.

Public safety facilities. The only two police stations in the LCC Study Area are located on the riverside boundary so a large majority of residents have no walking access. Because police officers circulate in the neighborhoods, lack of walking access to stations is not a strong indicator. Cities have more fire stations distributed throughout the city in order to provide timely service, and fire stations may also serve as community disaster shelters and emergency medical service centers. Fire station access in the LCC Study Area is slightly better than walking access to police stations, although Broadmoor, the Hoffman Triangle, and much of the Seventh Ward do not have walking access.

Child Care. Twenty-eight state-licensed child care facilities are located in the LCC Study Area, all of which are Class A facilities that meet more stringent size, staffing and other criteria than Class B facilities. January 2012 data from the state show that 1,822 children were attending these centers, though they were licensed for an additional 154 children, making a total licensed capacity of 1,976. Walking access to child care centers shows significant coverage, but this is a crude measure of access because it does not differentiate between centers for children of different ages and centers with different levels of service. Parents balance a number of issues when they choose child care options-- proximity to home and work, hours of operation, quality of care and educational components, parental participation, choices of friends or family, staffing ratios, quality of the physical environment, cleanliness and apparent organization, and cost. Very few facilities are open in the evenings when many parents work second or third shifts; most close between 5:30 and 6 pm. One of the largest barriers to nighttime childcare is cost in relation to quality of services. According to several child care facility operators, currently there is excess demand for infant care and higher cost per child due to care taker ratios; this delays some parents from entering the labor market

Fresh food access. Recent studies found that most of the LCC Study Area qualified as a “food desert.” Only one full-service grocery currently exists in the Study Area, the Sav-A-Lot discount grocer on South Claiborne Avenue. The City of New Orleans created the Fresh Food Retailers Initiative (FFRI) program for underserved neighborhoods... Funds from the FFRI program have recently been made available for two supermarkets in the LCC Study Area. Circle Foods on St. Bernard Avenue at Claiborne Avenue has been closed since Hurricane Katrina. FFRI funds are making it possible to reopen the store in 2013. The second market is a Whole Foods Market which will occupy the former Schwegmann’s market on Broad Street at Bienville Ave. A third fresh food market, Jack and Jake’s, is expected to open on O.C. Haley Boulevard. Opening of these three supermarkets will radically improve access to fresh food, transforming the grocery geography of the LCC Study Area and fulfilling the market need identified in the A.5.6 Economic Development and Market Analysis report.

Economic Development and Market Analysis

Three draft reports on market analysis and economic development were prepared for the Livable Claiborne Communities study. They contain interim findings on the economic context and conditions in the LCC Study Area related to employment and workforce development; office, retail, and mixed use real estate markets and development potential; and housing market potential. The individual draft reports are compiled in Report A.5.6:



- Employment and Workforce Development Analysis
- Office, Retail, and Mixed-Use Market Assessment: Claiborne Avenue Study Area
- An Analysis of Residential Market Potential: Livable Communities Study Area, accompanied by appendices: “Target Market Tables” and “Target Market Descriptions.”

The findings in these reports informed the LCC study scenarios and continuing work on these topics will be focused and targeted to inform recommendations about strategies and implementation options for programs, policies and place-based recommendations on opportunity sites.

EMPLOYMENT AND WORKFORCE DEVELOPMENT ANALYSIS

Employment in the LCC Study Area. Regional employment is highly concentrated in the Central Business District, and an estimated total of 28,000 jobs are located in the LCC Study Area, comprising approximately 17 percent of citywide employment. About one-third (8,400) of all the jobs in the Study Area are in the Health Care and Social Assistance sector, with the Educational Services sector and the Public Administration sector as the sectors with the second and third largest numbers of jobs in the Study Area. Although over 60 percent of Health Care and Social Assistance employment requires post-secondary training, there are opportunities for entry-level jobs. Educational Services jobs generally require high educational attainment. Accommodation and Food Services industries are the biggest source of employment to adults lacking a high school diploma. The Transportation and Warehousing and Construction sectors both offer a high share of job opportunities to high school and non-high school graduates; however, the future outlook for these sectors is mixed.

Small Business The accommodation and Food Services sector supports the greatest amount of small business employment in the city (14,000 jobs). The Professional, Scientific and Technical Services sector and the Retail Trade sector are ideal targets for small business development and entrepreneurship programs. Opportunities for small businesses in the Health Care and Social Assistance sector are of particular relevance to the project area.

Opportunities and Challenges for the LCC Study Area The majority of employment growth is likely to come from the health care sector. The new hospitals and research institutions locating in the LCC Study Area will likely create new opportunities for firms in support services and employee-serving businesses. New Orleans’ strong tourism and cultural sectors also represent a potential opportunity.

Entry-level and middle-skill jobs are not forecast to grow substantially in the city or the LCC Study Area. However, continued opportunities for middle-skill jobs will exist as Baby Boomers retire and generate more job openings in sectors like Transportation/Warehousing, Construction, and Health Care.

There is a gap between the qualifications of the project area residents and available job opportunities. Skills mismatches in New Orleans are particularly acute for middle skill occupations. LCC Study Area residents lacking post-secondary education may require training in skills such as reading, writing and computer usage to be competitive candidates for job openings. Job-seekers in the city and in the LCC Study Area are often unaware of the programs offered and/or unable to take full advantage of their services. There is insufficient funding for basic adult education, which is a need for many of the city and LCC Study Area residents, and for on-the-job training, an essential component of workforce development.

The city’s contracting office plays an important role in supporting small local businesses. There is a shortage of capital for entrepreneurs in tourism, food, arts, and culture.

OFFICE, RETAIL AND MIXED USE MARKET POTENTIAL

Office market potential Near term increased demand for office space in the Central Business District and surrounding neighborhoods will be satisfied in existing, vacant Class A and Class B office space. By 2022, there will be demand for approximately 375,000 square feet of new office space in smaller office buildings, targeted to smaller tenants. New office development in Orleans Parish will likely occur in and around the Central Business District south of Claiborne Avenue given the presence of urban amenities.

Office potential by 2022 For planning purposes, it is not unreasonable to assume that the Study Area can capture 100,000 to 150,000 square feet of office space between Poydras Street and Canal Street by 2022. Because of relatively low land values, the Study Area may be well positioned for smaller, build-to-suit office buildings of 40,000 square feet or less. The most competitive locations in the near term are near Canal Street, Tulane Avenue and Poydras Street, south of Claiborne Avenue. These locations offer excellent access and urban amenities relatively close-by. Longer term locations linked to hospital and BioDistrict development are Canal Street, Tulane Avenue and Poydras Street north of Claiborne Avenue.

Retail market potential Separate retail assessments were conducted for the Study Area upriver and downriver of the Pontchartrain Expressway. Claiborne Avenue upriver contains auto-oriented establishment, fast food/restaurants, and some retail. In the LCC area downriver of the expressway, most of the store space is located in the CBD or on Broad Street. Claiborne Avenue downriver has very little retail or service space. There is one limited assortment supermarket in the upriver portion of the Study Area: Sav-A-Lot at the corner of Claiborne and Toledano Street, with approximately 20,000 square feet. There is a Rouse’s supermarket down-town, but LCC area residents do not frequent it.

Retail Potential by 2022 Upriver of the Pontchartrain Expressway there is neighborhood retail potential for one large supermarket, two small supermarkets, a pharmacy, and ancillary retail, for a total of approximately 118,000 Sq. Ft. and about 300,000 Sq. Ft. in discount-oriented community retail/big box. The prime location for a large supermarket is the growing agglomeration of retail on South Claiborne Avenue between Toledano Street and Napoleon Avenue. This supermarket could then leverage ancillary retail such as restaurants, cleaners, banks, hair salon, and take-out food. The planned Jack and Jake’s market at Oretha Castle Haley Boulevard will fill the potential for a small market, and another could be supported at South Claiborne and Martin Luther King Jr. Boulevard, which would also be a prime location for a pharmacy/drug store and could draw another 2,000 square feet in neighborhood retail.

Downriver of the Pontchartrain Expressway two small supermarkets and ancillary retail could total 80-90,000 square feet. The Whole Foods Market recently announced for Broad and Bienville Streets will fill the market niche for a supermarket serving a trade area focused on Treme and the BioDistrict. Circle Foods will be the other supermarket for this area. The grocery stores could likely draw another 5,000 square feet of neighborhood serving storefronts each.

Mixed- use potential by 2022 Upriver of the Pontchartrain Expressway, the Oretha Castle Haley Boulevard commercial district is the most likely location for mixed use development. Most retail development on South Claiborne upriver of the Pontchartrain Expressway will likely be single purpose buildings.

Downriver of the Expressway, mixed-use development options are greater. Mixed use will be necessary to create the lively, urban pedestrian environment with neighborhood retail that the BioDistrict requires to succeed. Potential locations for mixed-use development are: Poydras Street, Tulane Street, Canal Street and their intersections with Claiborne Avenue and Galvez Street. There is also potential for mixed-use on Broad Street and the future retail node at St. Bernard Avenue and Claiborne Avenue, though mixed use is not necessary for these locations to succeed



HOUSING MARKET POTENTIAL

This report identified the primary draw areas for new and existing housing units in the LCC Study Area, the annual potential market for different types of housing, the annual market potential by household type, and the annual market potential by income group.

Primary draw areas for new and existing housing units in the LCC Study Area:

- Households currently within the city: 48.2%
- Jefferson, East Baton Rouge and St. Tammany Parishes: 17.5%
- Dallas and Harris Counties, Texas: 6.7%
- Balance of the U.S.: 27.6%
-

Annual potential market potential for new and existing housing units in the LCC Study Area:

- Multi-family for rent: 61%
- Multi-family for sale: 17%
- Single-family attached for sale: 14%
- Single-family detached for sale: 8%
-

Annual market potential by household type in the LCC Study Area:

- Younger singles and childless couples: 61.8%
- Empty nesters and retirees: 19.4%
- A range of traditional and non-traditional families: 18.8%

Annual market potential by household income groups

- Incomes below 30% of Area Median Income (AMI): 17% of households
- Incomes between 30% and 50% of AMI: 16% of households
- Incomes between 50% and 80% of AMI: 18% of households
- Incomes between 80% and 120% of AMI: 22 % of households
- Incomes above 120% of AMI: 27% of households

Annual housing market potential over the next 5 to 7 years: 374 to 660 units

- Multifamily rental units: 230 units to 405 units, including households at all affordability levels
- Multifamily for sale units: 63 units to 111 units, including households at all affordability levels
- Single family attached for sale: 53 units to 94 units, including households at all affordability levels
- Single family detached for sale: 28 units to 50 units, including households at all affordability levels
- 61% of the housing potential is for rental housing
- 51% of the target households have incomes below 80% of AMI, making them eligible for assisted housing
- Potential unit numbers do not include public housing replacement units as housing potential but do in-clude

other assisted units (housing vouchers, Low-Income Housing Tax Credits and so on)

- Given the large number of housing units already planned to be built by 2020 through the Choice Neighborhood Initiative as well as other programs, future analysis must evaluate the extent to which these units in pipeline will satisfy the estimated market potential.

Sustainable Infrastructure/Streets

DRAINAGE AND SUBSIDENCE

The sustainable infrastructure inventories and analyzes of the LCC Study discussed existing drainage and soil subsidence conditions in the LCC Study Area. Major drainage issues include low elevations throughout the study area and areas without catch basins. Subsidence is caused by the soft clay soils underlying much of the study area. This shrinkage impacts building foundations, underground drainage pipes, and surface pavement. Understanding patterns of soil subsidence can help inform street maintenance and coordinate strategic repairs with the installation of new multi-modal facilities such as bike lanes. Maps show elevation, stormwater infrastructure, soil types, and subsidence rates. The LCC study team created these maps using data from the U.S. Geological Survey (USGS) National Elevation Data Set, the Sewerage and Water Board of New Orleans (SWBNO), the City of New Orleans, the U.S. Department of Agriculture (USDA) National Soil Survey Center, the New Orleans Regional Planning Commission (RPC), and the New Orleans Regional Transit Authority (RTA).

The LCC area is serviced by three drainage pump stations that are considered to contain from 56 percent to 80 percent impervious surface. Because of a combination of the large amount of impervious surface, the capacity of the drainage system, and the frequency and magnitude of rainfall events, the drainage system within the study area cannot handle a 10-year storm. The physical stormwater infrastructure is partially responsible, but surface subsidence in the study area has exacerbated deficiencies in inlet rim elevations, creating depressions, low points and flow lines that channel water toward stress concentration points that are prone to cracking and leakage from the system.

TRANSPORTATION SYSTEMS AND OPERATIONS

This existing conditions assessment of the Livable Claiborne Communities (LCC) study provides a comprehensive analysis of the functional aspects of the Claiborne Avenue corridor’s transportation system. The transportation system elements in any city, with its street network and highway ramps; its presence of traffic in motion and vehicles stationed at the street edge; its sidewalks, traffic management equipment and water management infrastructure; and the rails and stops of its transit service, are all major contributors to the urban landscape and that which defines the place. In the Claiborne Corridor Study area, the physical footprint of the roads, sidewalks and parking lots cover approximately one third of the urban footprint. It lies at the heart of the region such that, “Anyone who knows New Orleans knows the Claiborne Corridor,” as stated by one study participant. The system’s most basic function, however, is in service to the people and businesses that rely upon it for moving about. Its street network must help to make the physical connections possible that permit social and commercial interactions between people, as individuals, as neighborhoods, as political jurisdictions and as business enterprises.

The analysis in this report focuses on the role of the study area’s transportation assets from the perspective of the service and safety of its various systems and their ability to perform according to the demands placed upon them: demands from neighborhood and district activities occurring within the borders of the study area (shown in Figure 1) and within the larger “influence area” which includes the Central Business District; the vast Port of New Orleans, the West Bank of the city and Jefferson Parish; New Orleans East and Lakeview districts, the Ninth Ward and St. Bernard Parish. It incorporates information and data collected during the Data Inventory Task and is informed by a concurrent assessment of the area’s urban design, market and socio-economic conditions, issues and opportunities. It is intended to inform conversations among study participants about how the area’s transportation features work today as they help

to facilitate or detract from the regional economy, neighborhood feel and character, long-standing cultural traditions and activities and other aspects that define daily life in New Orleans. Future possibilities for the City and the study area was developed and examined during the study’s scenario development process. The transportation system’s functional demands was an important part of developing transportation alternatives.

This information that follows was part of the larger study focused on the Claiborne Corridor’s communities. Its purpose is to help understand basic relationships between transportation within the study area to its larger context. Analysis performed is expected to help agency decision-makers and participants consider the influence transportation attributes have on the activities and economies of area residents and how those attributes can be more supportive of the plans and visions residents have for daily life. This executive summary provides a snapshot of findings, issues and opportunities. The more detailed technical analysis is provided in chapters that follow with complete data provided in appendices upon request. It covered the following topic areas:

- Roadway and Infrastructure Conditions
- Multimodal Analysis
- Operational and Safety Analysis
- Freight Analysis

Roadway and Infrastructure Conditions

New Orleans has a unique set of physical geographic characteristics and transportation infrastructure related to its location near the Mississippi Delta, its complex jurisdictional history, development patterns and climatic events. The existing conditions assessment evaluates four primary areas of transportation infrastructure and physical characteristics: the urban roadway environment, the conditions of the I-10 viaducts and other transportation structural elements in the study area the geotechnical conditions of the underlying soil on which the City of New Orleans has been built and the configuration and condition of stormwater infrastructure in the study area.

Roadway Geometry and Physical Characteristics

The Claiborne study area includes both an extensive and mostly regular grid of surface streets and several key extents of the greater New Orleans expressway system. Most of these are built on elevated viaducts. Major thoroughfares in the study area have expansive rights-of-way that include neutral grounds, wide medians that contribute to a distinctive street environment and traffic pattern.

Claiborne Avenue has the widest neutral ground in the city and runs the length of the LCC study area as primarily a six-lane arterial thoroughfare. Downriver from Claiborne Avenue’s interchange with I-10, the roadway runs parallel to and below the elevated I-10 viaduct (indeed, the viaduct was constructed in the 1960s within the Claiborne neutral ground), which is both a major regional expressway and substantial barrier between neighborhoods on the river and lake sides of the viaduct.

Other arterial streets within the study area have smaller neutral grounds and run either parallel or perpendicular to Claiborne Avenue. Many intersections prohibit left turns, which results in a common practice of U-turns at downstream intersections. Streets generally have on-street parking on one side or the other and predominately funnel traffic to and from the local system in a typical pattern found in other American cities. Local streets are narrow, often one-way and have on-street parking. Intersections of local streets and arterials are stop-controlled on the minor-approach. The grid network serves the city well by providing multiple parallel routes which helps to disburse traffic during periods of congestion.

BRIDGE INVENTORY AND CONDITIONS

The bridge inventory and conditions assessment documents the changing conditions of the structures within and

adjacent to the corridor study area. LADOTD’s bridge inspection reports and bridge inspection data for 2008-2012 were obtained and reviewed for 27 structures.

Reviews of the detailed bridge inspection records for structures within the Claiborne Avenue Study Area indicate that they are in satisfactory to good condition. A conservative reading of study area bridges suggests that, if maintained according to past practice, they have remaining service lives that exceed 30 years.

BICYCLE, PEDESTRIAN AND TRANSIT INFRASTRUCTURE

The sustainable streets inventories and analyzes the existing bicycle facilities network, sidewalk conditions, and transit infrastructure in the LCC Study Area. This is particularly important because about 40% of LCC residents do not have access to a private vehicle. The existing bicycle network is very limited despite street conditions that are conducive to cycling such as narrow streets with on-street parking. Subsidence and drainage issues create potholes, uneven surfaces, and ponding that impede cyclists. The bicycle network proposed in the 2006 RPC Bicycle and Pedestrian Master Plan would create a network of greatly improved facilities in the LCC Study Area. The existing sidewalk network has many areas in very poor condition due to a combination of subsidence, storm damage, and lack of enforcement of the City ordinance requiring property owners to maintain their sidewalks. Lack of street lights also contributes to community concerns about the safety of walking and bicycling. The area is well-served by transit routes and stops, though several provide infrequent and circuitous service.

A transportation network that works for different types of travel modes and varying trip purposes is an integral part of a livable community. It is crucial for residents to move between the places where they live, work, learn, socialize and shop. Commuters also travel through the centrally located LCC Study Area to reach jobs in the CBD, education, health care, entertainment and shopping in the area and beyond. There are well-documented health, economic, and social benefits of a transportation network in which people can elect to conveniently and safely walk, bike or ride transit for many of their trips. This section of the analysis assesses the current state of the multimodal network, the system of streets and travel conditions for all users. It highlights key strengths and gaps.

Pedestrian system

Sidewalks can be considered the backbone of any pedestrian environment. Several characteristics of the study area contribute to what can be described as a high-quality and comprehensive pedestrian network:

- Major roadways generally have some form of sidewalk present and are separated from vehicle traffic by a landscaped buffer.
- Arterials’ neutral grounds can serve as refuge for pedestrians crossing the street and wide rights-of-way offers flexibility and could allow reassignment of space for priorities other than moving traffic.
- However, a key challenge toward improving the pedestrian environment is that sidewalks are narrow, have broken or irregular pavement, suffer from plant overgrowth or lack of maintenance and are affected by soil subsidence. This is a major challenge to the study area’s revitalization, especially as the City of New Orleans places responsibility for sidewalk construction and maintenance on individual property owners. The great challenges that many LCC study area property owners have faced since Hurricane Katrina, in addition to the underlying trends of disinvestment in the study area since the mid-20th century, have left the overall sidewalk system in an uneven state of repair.
- Several major destinations, such as the Superdome and the northern edges of the Central Business District, have poor pedestrian connectivity.
- Large single land use areas, such as residential and office employment districts, create long walking distances between destinations.
- Railroad tracks, the I-10 expressway and industrial land uses make it difficult to continue traveling downriver from Earhart Boulevard or upriver from Poydras Street on foot.



Bicycle System

The existing, dedicated bicycle network is less developed than the pedestrian network. While considerable numbers of facilities have been added since Hurricane Katrina, future plans for a complete network face some major challenges:

- Very few major streets designate space for bicycles and intersections can be particularly challenging.
- Crossing the railroad tracks and the Pontchartrain Expressway necessitates using Broad Avenue or Claiborne Avenue, major traffic corridors.

Characteristics of the Study Area’s layout and roadways offer opportunities to rapidly improve the bicycle network:

- Except for key barriers, the study area is largely a grid system, with lower-volume streets adjacent to major roadways that might be appropriate places to locate bicycle facilities.
- Relatively wide rights-of-way allow for the potential re-allocation of pavement in strategic locations to include bicycle facilities.
- New Orleans is flat and the climate is relatively conducive to year-round bicycling.

Multimodal Level of Service Assessment

The Multimodal Level of Service (MMLOS) is an industry standard (Highway Capacity Manual) analysis method used to predict the level of comfort experienced by pedestrians, transit riders and bicyclists on a given roadway segment. The MMLOS method is applied to bicycle and pedestrian levels-of-service (LOS) for selected major roadway segments within the study area. The study method focuses on the volume and speed of motor vehicle traffic and the presence, absence and separation of non-motorized transportation facilities in relation to this traffic.

- The prevalence of buffered sidewalks in the study area offer high overall pedestrian levels-of-service.
- The absence of designated bicycle accommodation together with the relatively high traffic volumes through the study area create a low overall bicycle levels-of-service; Plans for increasing a more complete bicycle network and the rate of change during the post-Katrina period suggest that bicycle LOS with continued support will improve.
- Qualitative information reflecting local conditions and behaviors is needed for a more complete understanding of factors that are not measured by the quantitative-based MMLOS.

Public Transit System

New Orleans Regional Transit Authority (RTA) operates 25 bus routes and streetcar service and ridership is increasing. The Canal Street streetcar line, the 39 (Tulane Avenue) and 94 (Broad Avenue) bus routes are the most widely used routes in the study area. Positive aspects of the transit access in the area include:

- Nearly all locations within the study area are six blocks or less from a transit route,
- The study area has very productive routes and high ridership.

There are also some notable challenges for anyone trying to use transit as a major mode of transportation:

- Wait time for buses can be long, according to available route schedules,
- On-time-performance is low, extending already long headways and reducing predictability,
- Most transit access is provided by buses traveling in general traffic without signal priority so on-time performance is affected by overall traffic congestion and is perceived as less desirable than rail.

Americans with Disabilities Act (ADA) Compliance

The relatively complete pedestrian network and the prevalence of rounded curbs within the study area may suggest that wheelchair users and pedestrians with limited mobility can expect to encounter a below-average number of impassible obstacles. However, many locations lack ADA-compliant curbs, ramps, and sidewalks. The LCC Study Area features very few curb ramps with detectable warning strips and poor pavement quality in some areas reduces mobility

for disabled persons. In addition to compliance with ADA, issues that particularly concern the visually impaired or mobility challenged pedestrian include the overall safety of streets and intersections discussed in the next section.

Operational and Safety Analysis

The evaluation of the transportation network included a detailed analysis of the traffic operations on the local streets and freeways in the study area to identify intersections and roadway segments that perform below applicable engineering standards. A complementary analysis examined vehicular crash data to identify locations that exceeded crash rates for similar facilities in Louisiana, injury patterns, and crashes involving pedestrians and bicyclists.

CRASH ASSESSMENT

The safety analysis evaluated historical DOTD-compiled crash data from 2009, 2010 and 2011 on interstate and surface streets in the Claiborne Avenue study area and supplemented this data with bicycle- and pedestrian-specific crash data compiled and processed by the Regional Planning Commission in partnership with the University of New Orleans. It is important to note that historical problems with crash reporting in Orleans Parish have limited the thoroughness of the data available for this analysis; as a result, this assessment is general in nature and is intended to reflect major trends in roadway safety, not to focus on individual events. The analysis treated surface and interstate networks separately in order to observe the distinct crash patterns in the context of the roadway’s functional classification. Approximately 3,200 total crashes occurred in the study area over the three-year period; this total includes 14 fatal crashes and 210 crashes involving pedestrians and bicycles.

The analysis calculated crash rates for both intersections (using the entering volumes from all intersection approaches, including side streets) and for mainline roadway segments on major study area thoroughfares. To avoid double-counting of intersections in an overall system analysis, specific crash incidents were considered to be associated either with an intersection or to a mainline segment, but not both. Crash rates calculated for the surface streets identified the following segments as exceeding statewide average crash rates for their functional classification type:

- Claiborne Avenue (Napoleon Avenue to Gravier Street and Orleans Avenue to Esplanade Avenue)
- North Broad Avenue (Esplanade Avenue to St. Bernard Avenue)
- St. Bernard Avenue (North Broad Avenue to Claiborne Avenue)

The surface network analysis further identified intersections with crash rates that exceed statewide averages and experienced a relatively high frequency of injury crashes. These intersections included:

- Claiborne Avenue/Martin Luther King Jr. Avenue
- Claiborne Avenue/St. Bernard Avenue
- Basin Street/St. Louis Street

Crash rates calculated on the interstate routes found that accidents along segments on the Pontchartrain Expressway are approximately double that of statewide averages. The Pontchartrain Expressway also accounts for half of the fatal crashes on the study area interstate network (4 crashes).

Finally, many of the crashes that involve a pedestrian appear to occur at midblock locations. This may indicate jay-walking due to infrequent crossing opportunities or intersections lacking proper crossing facilities. There are several locations where bicycle crashes appear to be clustering. These areas include: Martin Luther King Jr. Avenue (South of Claiborne Avenue to Simon Bolivar Avenue), the Claiborne Avenue/Canal Avenue intersection and Claiborne Avenue/Saint Bernard Avenue.

Traffic Operations Analysis

The circulation and operation of vehicle traffic within and through the study area is crucial to the functioning of the local and regional economy and of daily commercial activities. In addition, functioning streets add to the quality of life for local residents, employees and visitors. The traffic analysis was conducted using methodology from the Highway



Capacity Manual (HCM) and incorporated traffic and classification data, travel time runs and field observations to develop a comprehensive picture of traffic in the study area.

Congestion of the freeway network is typical of patterns in most American cities. For this study area, delays are most notable on three links in the network during the a.m. peak period:

- I-10 east from Metairie toward downtown
- I-10 west in the Claiborne Avenue corridor toward downtown and turning toward the Crescent City Connection
- US-90 Business traffic from the West Bank toward downtown over the Crescent City Connection
- During the p.m. peak period, the freeway system experiences congestion at the following location:
- Westbound I-10 towards Metairie
- US-90 Business, extending over the Crescent City Connection due to limited capacity on the ramp from eastbound US-90 Business to eastbound I-10 and due to limited ramp weaving distances between the CCC and I-10

Traffic operations on the street network, in general, are characterized by minor peak hour delays at most of the signalized intersections in the study area, with the exceptions being the intersections of Claiborne Avenue/Martin Luther King Jr. Boulevard and Claiborne Avenue/Poydras Street. However, several arterial corridors experience substantial delay, including the at-grade portion of Claiborne Avenue.

FREIGHT ANALYSIS

New Orleans, with direct water access to the Gulf of Mexico, connections to the American Midwest via the inland waterway system on the Mississippi River, terminal access to six Class I railroads, accessibility to the U.S. Interstate highway system and at the junctions of major pipeline networks, is a freight hub for all modes of transport.

Freight Analysis Framework

Facts about freight moving into, out of and through New Orleans show the importance of the Port to local, regional and national economies.

- The Ports of New Orleans and Louisiana together are the transfer point for approximately 60 percent of all export grain shipments.
- The Louisiana Offshore Oil Port (LOOP) is the largest transfer point for imported crude petroleum in the United States.
- The Port of New Orleans imported 40 million tons of cargo worth \$21 billion in 2007.
- Imported goods are a substantial portion of business in the region.
- Crude petroleum was the top import by value in 2007.
- Most imported freight by tonnage and value leaves New Orleans by truck; Trucking is growing faster than other modes of freight transport nationally.
- Economic projections expect machinery (\$18.2 billion in 2035) and electronic imports (\$8.8 billion in 2035) to exceed the value of imported crude petroleum cargo.
- Over 190 million tons of freight was hauled from New Orleans in 2007, with a large majority transported to locations within Louisiana. Over 200 million tons of freight was shipped to New Orleans in 2007.
- Pipelines are important transport modes and carry a high percentage of overall tonnage.
- Trucking and shipping via mixed modes in 2035 will increase their share of goods transported by an additional \$60 billion worth of freight.

Exports are a key driver of future growth in the region.

- In 2007, New Orleans exported over 58 million tons in cargo at a value of over \$26 billion.
- Most freight, by tonnage, arrives for export in New Orleans by water; trucking carries the most freight by value.

- Top commodities exported were agricultural products, chemicals and energy products.

Local Freight Movement

Major **freight facilities and transportation providers in the New Orleans region** are:

- The Port of New Orleans,
- New Orleans Public Belt Railroad,
- the six Class I railroads and
- the interstate and Louisiana state highway system.

Notable **industrial facilities** are:

- the Inner Harbor Navigational Canal (Industrial Canal),
- the Elmwood Industrial Park,
- the New Orleans Regional Business Park (NORBP) and
- the Harvey Canal.

Important **freight-related businesses** are manufacturers, transload/warehousing, cold storage, steel processing and recycling

Important **commodities for local businesses** are rubber, coffee, agricultural products, frozen poultry and meat products, wood, pulp and paper products, steel and non-ferrous metals.

Key **I-10 ramps for truck traffic** are:

- Claiborne Ave. Eastbound I-10 Off-ramp,
- Basin Street Eastbound I-10 Off-ramp,
- Governor Nicholls Street Eastbound I-10 Off Ramp and
- Governor Nicholls Street Eastbound I-10 On-ramp.

Key **freight destinations** in and near the study area are:

- The Louisiana Super Dome,
- French Quarter,
- LSU Medical Center,
- Tulane University Medical Center,
- The Warehouse District,
- New Orleans Convention Center and
- Erato Street and Julia Street Cruise Ship Terminals.

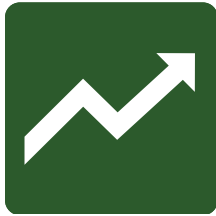
Local and regional **truck-movement patterns** include:

- Truck access to the Port of New Orleans, which is primarily through a connection to the Clarence Henry Truckway at the intersection of Tchoupitoulas Street and Felicity Street,
- Freight, which accesses the regional highway network at the US-90 Business/Tchoupitoulas Street interchange; This interchange also provides the most direct route to US-90 Business on the West Bank via the Crescent City Connector Bridge,
- The majority of the freight bottlenecks in the study area, which are centered at and near the interchange of US-90 Business /Tchoupitoulas Street and along surface streets near Convention Center Boulevard.





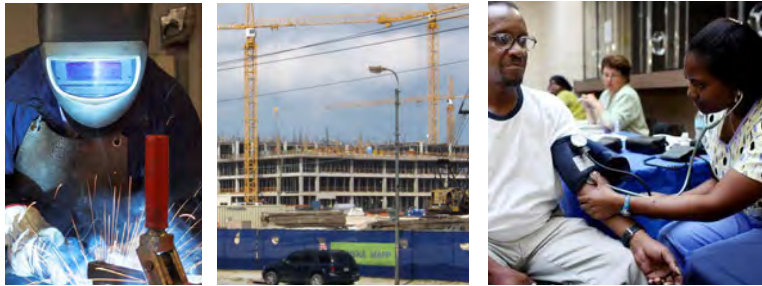
CONNECTING COMMUNITY GOALS TO STRATEGIC ACTIONS



Community Goals for the Future: Equitable Access to Economic Prosperity

Job and Career Readiness

*Imagine that...*Partnerships established through New Orleans Business Alliance (NOLABA) have created a network of connections that are a win-win for the business community, the residents and neighborhoods of the LCC. This alliance regularly engages major employers with institutions like Delgado Community College that tailor their programs so graduates complete not only the training and receive the diploma, but also with the promise of employment, a living wage, and satisfying work at one of the companies participating in the network. During the course of trainings, both prospective employers and program participants have gotten to know one another, see and experience the workplace, and gain knowledge that helps to guide and inform the training experience.



WHAT THE COMMUNITY SAID:

*“We need to educate our kids and remember that people of all ages want opportunity.
Employ locals in all these new jobs.
Enforce hiring policies and programs.”*

SUMMARY OF OPPORTUNITIES BY EMPLOYMENT SECTOR				
North American Industry Classification System (NAICS) Sector	Large Number of Jobs in City	Concentration in Project Area	Projected Growth	Entry-Level or Middle Skill Jobs
LARGE & GROWING SECTORS				
61 Educational Services	■	■	■	
62 Health Care & Social Assistance	■	■	■	■
72 Accommodation & Food Services	■		■	■
EMERGING SECTORS				
51 Information		■	■	
54 Professional, Scientific & Technical Services (e.g. Digital Media)	■		■	
56 Administrative, Support, Waste Management and Remediation Services			■	■
TRADITIONAL INDUSTRIES				
23 Construction		■		■
31-33 Manufacturing				■
48-49 Transportation & Warehousing			■	■
71 Arts, Entertainment, & Recreation		■	■	■

Source: Strategic Economics, 2013 with data from Moody’s Analytics, US Bureau of Labor Statistics and Greater New Orleans Community Data Center

WHAT THE STUDY LEARNED:

In the LCC Study Area the **health care and social assistance sector** accounts for about one-third of all jobs.

The job sectors most likely to grow include health care, with many **new jobs likely to be in or near the planned UMC/VA hospital complex.** Although relatively easy to reach from the study area, these jobs often require more education and training than many LCC Study Area residents have. There will also be some opportunities for entry-level jobs.

Accommodation and Food Service is the largest employment sector in the City with 19% or 30,300 of all city jobs, followed by Educational (13% or 21,500 jobs) and Health Care/Social Assistance (11% or 18,400 jobs) Sectors.

Of 28,000 LCC are jobs in 2010, one third are in health care and social assistance and 14% are in Education Services due to the concentrations of the hospitals and universities.

Job-seekers citywide and in the study area often **don’t know about training programs** and/or cannot take full advantage of them.

New Orleans’ strong **tourism and cultural sectors** represent a potential opportunity for the LCC Study Area.

40% of musicians have no employment to supplement inconsistent musical gigs.

The **main concentration of jobs easily reached without a car** is the Central Business District/French Quarter; many of the jobs available to study area residents are lower-wage and lower-skill service jobs.

PROPOSED STRATEGIES:

- Create an Equitable Opportunity Initiative within the Mayor’s Office of Economic Development and cooperate with JOB1, Delgado Community College, NOW, and service providers in and near the LCC Study Area.
- Seek grants and a dedicated source of funding to expand adult basic education programs in the LCC area and recruit participants in the LCC area.
- Leverage existing programs and expand funding to support individualized job training, including prisoner re-entry programs.
- Develop on-the-job training programs for new graduates.
- Use the City’s local hiring programs to maximize the number of LCC residents employed in the Study Area, and explore local preference hiring programs with large employers.
- Seek funding from businesses to underwrite workforce-development programs to serve their workforce needs.

Further Discussion

Job and Career Readiness

Residents of the Claiborne neighborhoods are more likely to be unemployed, lacking post-secondary education, and poorer than New Orleanians as a whole, as noted earlier in this report. Wider access to education, training and jobs is a crucial element in revitalization of the LCC Study Area and in providing greater opportunity for residents. The strategies and actions discussed in this section focus on workforce development to increase resident access to the existing and growing sources of living-wage jobs anticipated. These strategies are organized around five priorities:

- Coordinate resources.
- Build workforce entry skills.
- Build post-secondary skills.
- Connect residents to jobs through local hiring programs.
- Prepare youth for tomorrow’s jobs.



Income disparities have increased significantly across the United States since 1980.

CURRENT AND FUTURE JOBS IN THE LCC Study Area

Current employment in the LCC Study Area is highly concentrated in a few sectors, particularly Health Care and Social Assistance (8,400 jobs; one-third of all LCC jobs) and Educational Services (4,000 jobs; 14% of all LCC jobs). In fact, the LCC Area contains 46% of all the healthcare jobs in the city. Other sectors with significant concentrations of employment include Public Administration (2,600 jobs); Accommodation and Food Services (1,700 jobs); Arts, Entertainment, and Recreation (1,600 jobs, including jobs related to the Superdome); Information (1,000 jobs); and Construction (1,300 jobs). Economic sectors that are underrepresented in the LCC Study Area include Transportation and Warehousing; Professional, Scientific and Technical Services; and Retail Trade.

The majority of employment growth in the LCC Area is likely to come from the healthcare sector. National and historic trends support the continued growth of this sector, which is already large and established within the city with a particularly strong presence in the Study Area. Investment in the new Veterans Affairs (VA) and Louisiana State University Medical Center (UMC) hospitals and other economic development initiatives related to the BioDistrict provided concrete indications of this sector’s role in generating future employment opportunities. The new VA hospital alone is expected to add 1,100 employees in addition to 1,200 existing employees.¹¹ Although the number of new employees at LSU’s new hospital is not known, there is likely to be

a need for new hires, as the new 424-bed facility will have more than twice the number of beds as the current Interim LSU Public Hospital.

Are LCC residents prepared for LCC jobs?

While the LCC Study Area is adjacent to the most job-rich location in the New Orleans metropolitan area—the Central Business District—and will increase its already large number of jobs in the health care sector, which is a major driver of the New Orleans economy, the LCC Study Area had an estimated unemployment rate of over 20% in the 2006–2011 period, according to the U.S. Census Bureau. If we apply this rate to the estimated 2012 population between 16 and 64 years old, it means that nearly 5,000 people were unemployed. Anecdotal evidence suggests that many people are underemployed and that there are significant numbers who are out of the workforce but would like to work. A study released in June 2013 by the Lindy Boggs National Center for Community Literacy found that nearly 40% of African-American adult males in New Orleans are not in the labor force, and they coined the term “non-employment” to combine the unemployed with those out of the work force.¹³ The Sweet Home New Orleans survey data described earlier found that 40% of musicians had no employment to supplement inconsistent musical gigs. Thus, in the LCC Study Area the optimum number of jobs (or self-employment opportunities) needed to employ LCC residents is likely closer to 7,500 to 10,000.



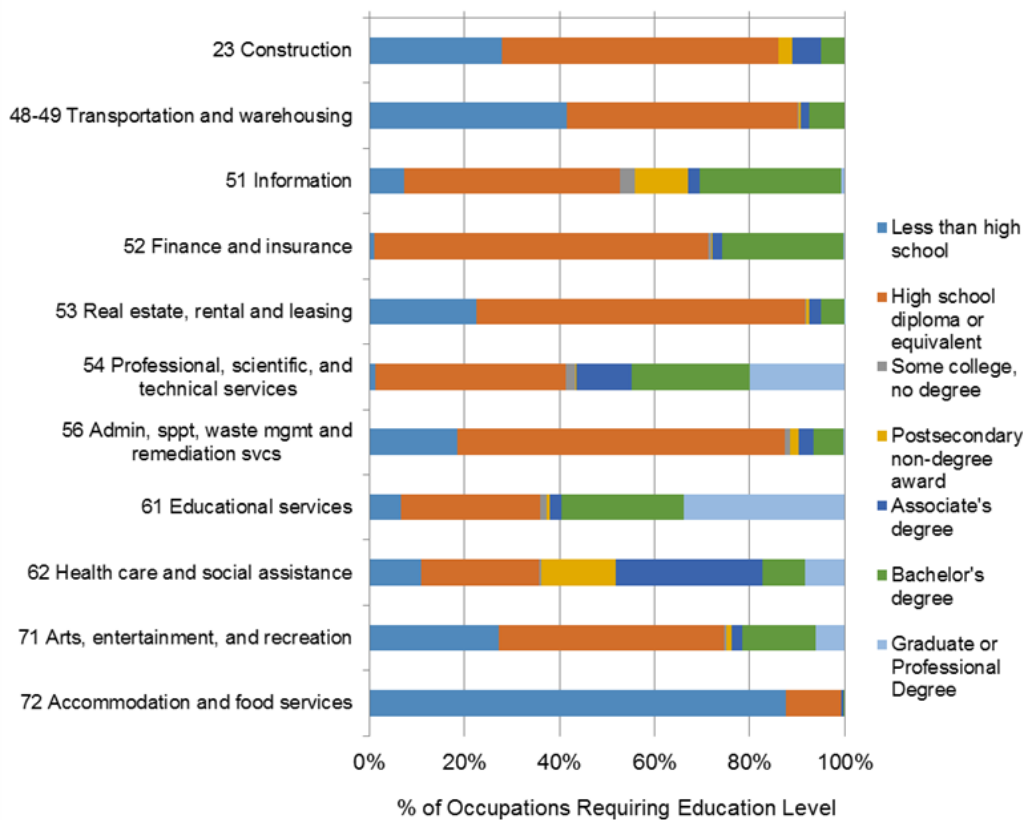
Photographer Jim Belfor (Gulf South Photography Project) mentors St. Augustine High School student intern as they film LCC meetings.



Further Discussion

Job and Career Readiness

Educational Requirements by Percent of Jobs by Industry Sector for Orleans Parish



Sources: U.S. Census Bureau, County Business Patterns, 2010; U.S. Bureau of Labor Statistics, National Industry-Occupational Employment Matrix and Occupation-Education Classifications, 2010; Strategic Economics, 2013.

¹² Maggi, "New Orleans Public Hospital Employees Face Layoffs This Spring."
¹³ Petrice Sams-Abiodun and Gregory Rattler, Jr., Lindy Boggs National Center for Community Literacy, "Recognizing the Underutilized Economic Potential of Black Men in New Orleans," June 2013, <http://www.loyno.edu/boggsliteracy/sites/loyno.edu/boggsliteracy/files/RecognizingPotential.pdf>

Residents of the LCC Study Area can, of course, work in jobs throughout the region, but the LCC Area itself is expected to be the location of considerable job growth. Figure 2.30 illustrates the educational attainment levels required based on the occupational mix of industries that have either a strong concentration within the LCC Study Area or those that are forecast to grow in the city. Although 57% of occupations in New Orleans do not require a post-secondary degree, most jobs require at least some on-the-job training. Furthermore, the actual educational attainment of hired employees is likely to be higher than the base educational level required to apply for the job. While nearly 70% of LCC area adults have a high school diploma, the area still lags the rest of the city 75% and the state 82% according to the 2010 census. About 35% graduated from high school and have some college or an associate's degree. Only 15% of LCC adults have a Bachelor's degree, compared to nearly 30% in the city as a whole. Candidates without a high school diploma are likely to be viewed as less competitive.

The Accommodation and Food Service industry is the biggest source of employment for adults without a high school diploma. Industries that offer jobs to those without a diploma as well as those with only a high school education include Transportation and Warehousing and Construction. Over 60% of Health Care and Social Assistance employment requires post-secondary training, but there are opportunities for entry-level jobs. Home health aides require less than a high school diploma and are one of the fastest-growing occupations in the health care sector.

Entry-level positions that require no more than a high school degree include medical assistants, pharmacy technicians, and occupational health and safety technicians. Many more occupations require a post-secondary certificate but not a degree, such as nursing aides, emergency medical technicians, medical record technicians, and licensed practical nurses. Three industries that are expected to grow—Educational Services; Information; and Professional, Scientific and Technical Services—require at least an associate's degree and in many cases a minimum of a Bachelor's degree. African-American men are significantly less likely to be employed in these growing sectors and in the Health Care and Social Assistance sector than in sectors such as Accommodations and Food Service, Transportation, and Construction.¹⁴

Many LCC residents face barriers to employment.

There is a significant group outside the workforce because of barriers to entry that include skills gaps, lack of work experience, literacy deficits, arrest and conviction history, and drug testing issues. For LCC residents with high school and post-secondary credentials, the principal barriers may be lack of knowledge or inability to take advantage of existing programs to help them get jobs, inadequate supports such as affordable child care, or need for job flexibility (as in the case of musicians). Unfortunately, qualified residents may also face institutional barriers such as unconscious bias and discriminatory hiring practices. The number of openings in training programs is often insufficient for the number of candidates interested. As an example, an introductory meeting in spring 2013 drew 180 persons for 50 slots in a program designed to train health sector workers at Delgado Community College for jobs at Ochsner Baptist Medical Center.

Education and skill disparities in New Orleans are particularly problematic for African-American men. While the percentage of African-American men in New Orleans with a high school diploma has increased from 45% in 1980 to approximately 73% in 2011, the percentage of African-American men with an associate's degree remains at approximately 15%. African-American men make up a high proportion of the people arrested and in prison. They account for 53% of all males over 18, but 84% of adult males in prison. Louisiana leads the nation in incarceration rates and is more likely to jail people for minor offenses, though policy changes in 2013 may provide more alternatives to jail. An arrest record, regardless of conviction, can be a barrier to employment, and ex-prisoners find it difficult to transition to employment after re-entry.

Enhanced career preparation for youth is essential

Much of Study Area employment growth will be in middle- and high-skill occupations in the healthcare and knowledge-based sectors. Preparing the LCC's younger generation for these emerging opportunities through developing career pathways is critical. Providing elementary and high school students with mentors exposes them to science and technology at an early age, informs them about options for postsecondary training before they graduate, and potentially provides the experience of a role model that can be emulated to continue the transfer of knowledge as they move into their working lives.

Multiple workforce development programs need improved coordination

New Orleans has a large array of workforce development programs, and better coordination has begun, but there are still opportunities to enhance these efforts. The system of workforce partners includes JOB1, the primary organization in New Orleans administering services funded by the federal Workforce Investment Act. Other city departments, economic development organizations, training providers, community-based nonprofit organizations, and philanthropic foundations are also involved in funding and operating workforce training activities. Because so many actors are involved in economic and workforce development, and the funding for these activities is spread out over many programs, it is challenging for any one individual or agency to fully understand the big picture of what services are being provided to whom, where there is overlap, and where there are gaps. Table 6.6 lists city workforce development resources as well as a list of selected organizations that provide relevant services. The table extends over multiple pages.



Community Goals for the Future: Equitable Access to Economic Prosperity

Business and Entrepreneurship Support

*Imagine that...*Community members wishing to do so have focused their labor and resources to create businesses close to home. The financial and technical assistance made available will have brought many residents closer to their dream of having the independence and the wealth created through small business success. They will have found support from their peers and mentors within organizations that have helped them turn their ideas into business plans, recognize the difference between a need and a market, and locate the funds to start and expand their operations. These new entrepreneurs will occupy the new spaces created along busy commercial streets, operate the equipment that advances construction projects and moves shipping containers, program the software that runs industry and entertainment beyond the city, and help the next generation of LCC residents to learn and prosper by their example.



WHAT THE COMMUNITY SAID:

*"We want to start our own businesses.
Claiborne Ave should be redeveloped with local
businesses, not just non-chain businesses.
Entrepreneurs need seed capital."*

Existing Small Business Support Programs

Small Business Assistance Fund

Office of Supplier and Diversity

Office of Workforce Development

Propeller

Good Work Network

ASI Federal Credit Union

Urban League of Greater New Orleans

New Orleans BioInnovation Center (NOBIC)

NOLA Youth Works Program

Business Information Sessions

Hope Enterprise Corporation

InNOLAvation

NewCorp

KIVA New Orleans

Urban IDEAVillage

Trufund Financial Services (formerly Seedco)

WHAT THE STUDY LEARNED:

Entrepreneurs in tourism, food, arts, and culture have **limited access to capital**.

Expanded **opportunities for new small businesses** in the health care and social assistance sector can benefit the LCC Study Area.

Businesses with between **5 and 49 employees contributed 60% of net new jobs** created between 2006 and 2009.

Accommodation and Food Services supports the greatest amount of small-business employment.

Entrepreneurship opportunities related to **tourism, culture and food services** are likely to be among the most accessible to LCC study area residents.

However, arts, culture, and food-related businesses **lack sufficient capital and assistance**.

Cooperative business models have attracted interest as a potential vehicle for **creating service businesses** to meet the needs of LCC Medical District institutions and provide employment for LCC residents.

The City's Office of Workforce Development oversees certification, compliance, training, outreach and capacity building for local, small and disadvantaged businesses (DBE).

PROPOSED STRATEGIES:

- Create a program around micro-business opportunities and work with JOB1 and other workforce development providers to identify persons suitable for starting a business.
- Identify micro-business opportunities related to growing sectors such as health care, for example, medical coding and medical office billing, as well as service businesses.
- Expand support for small and micro-business technical assistance.
- Explore creating cooperative enterprises linked to major job drivers and anchor institutions.
- Recruit LCC businesses for DBE Certification, DBE Capacity Building Program, NOLABA mentorship programs, and similar capacity building opportunities.
- Market existing small business capital access and assistance services to LCC businesses.



Further Discussion

Business and Entrepreneurship Support

ProsperityNOLA, NOLABA's 2013 strategic plan, notes that:

New Orleans has long been a predominantly minority city with significant disparities in wealth, business ownership, access to capital, and business market share.... The issues faced by small minority businesses generally fall into three categories: capital, opportunity, and capacity. The City of New Orleans has put in place targeted efforts to support equity and inclusion of diverse small businesses, including a strong disadvantaged business enterprise (DBE) program. The strong role of government in opening up opportunity for minority businesses can also be accompanied by an increase in access to the city's anchor institutions, such as universities and hospitals. Anchor institutions are notable for their stability, expenditures, projected job growth, and amount of jobs accessible to those with an Associate's Degree or less.

Key business strategies included in the Prosperity NOLA plan focus on increasing the capacity of minority businesses through mentorship programs and increasing the market share of minority businesses by working with anchor institutions to increase suppliers and maximize procurement spending.

Entrepreneurship has contributed to the strength of the New Orleans economy in the recovery from Hurricane Katrina. An analysis by the Initiative for the Competitive Inner City found that businesses with between 5 and 49 employees contributed 60% of net new jobs created between 2006 and 2009.¹⁸ According to a report by the Greater New Orleans Community Data Center, the rate of small-business creation in the metro area from 2008 to 2010 was 427 new businesses for every 100,000 adults. This rate is also almost twice as high as for the period from 2003 to 2005 and is 28% higher than the national average of 333 individuals starting businesses for every 100,000 adults. In New Orleans as a whole, businesses with fewer than 50 employees account for more than half of all jobs in the following sectors: Wholesale Trade; Retail Trade; Real Estate; Professional, Scientific, and Technical Services; and Other Services. (Other Services includes Repair and Maintenance, Personal and Laundry Services, and a variety of non-profit organizations.)

- Accommodation and Food Services supports the greatest amount of small-business employment (14,000 jobs), as might be expected from its role in the tourist economy.
- Professional, Scientific, and Technical Services and Retail Trade are ideal targets for small business development and entrepreneurship programs. Not only is the majority of employment in these sectors from small businesses, but the employment numbers are high: these sectors are estimated to have over 9,000 and 8,000 small business employees respectively.
- Opportunities for small businesses in the Health Care and Social Assistance sector are of particular relevance to the LCC Area. Notably, approximately 6,000 jobs citywide are estimated to come from small businesses in the health care industry, despite the fact that half of the jobs in this sector come from organizations with more than 1,000 employees.

Many LCC residents would like to start a business but need assistance to get it off the ground. As noted above, vendor or service relationships with health care organizations or supporting other small businesses in the health care cluster, such as doctors' offices, can be a significant opportunity. Business opportunities related to tourism, culture and food services are likely to be among the most accessible to LCC Study Area residents, making this a key opportunity to bolster LCC entrepreneurship and economic growth in two of New Orleans' driving industries. However, arts, culture, and food-related businesses are particularly subject to a lack of available assistance and a shortage of capital. Businesses range from large corporations to one-person micro-businesses. For the LCC and its residents, successful business ownership offers the opportunity to create equity and wealth, rather than just receive a paycheck for a job.

¹⁸ Initiative for a Competitive Inner City, *Economic Investment Opportunity Study of Southeast Louisiana: Cluster-Based Investment Recommendations for Seedco Financial-Louisiana*, September 2012, http://www.icic.org/ee_uploads/publications/ICIC_Seedco_Financial_Paper_Sept20121.pdf.

But being an entrepreneur is not for everyone; to be successful, even a one-person business needs a high level of commitment. Over 93% of U.S. small businesses have revenues below \$250,000 a year and 57% have revenues below \$25,000 a year. According to the U.S. Small Business Administration, the major reasons for small business failure are lack of experience, insufficient capital, poor location, poor inventory management, over-investment in fixed assets, poor credit arrangement, personal use of business funds, unexpected growth, competition, and low sales. For this reason, mentoring and technical assistance can make a big difference for business owners starting out.

- Cooperative business models
- Cooperative business models have attracted interest as a potential vehicle for creating service businesses to meet the needs of LCC Medical District institutions and provide employment for LCC residents. There are challenges to founding and sustaining cooperatives:
- Financing. Cooperatives are businesses and need to identify a market, have a sound business plan, raise capital, and manage cash flow like all other businesses.
- Expertise. Organizing and launching a cooperative requires business skills as well as community-organizing skills.
- Management. The governance and decision-making structure has to balance democratic ownership with the daily realities of running a business.
- Growth. Most cooperatives stay small because of constraints on capital, a conservative approach to layoffs in times of business slowdown, and the fact that decision making becomes much more complex as enterprises become bigger.¹⁹

The largest worker-owner cooperative in the country, with about 2,000 members, is Cooperative Home Care Associates (CHCA), in the South Bronx of New York City, which provides home healthcare services. The CHCA provides intensive training, above-market wages, benefits, guaranteed hours for long-term workers, and career pathways. CHCA was able to create very strong partnerships with the nonprofit that founded the cooperative and another that contracts with the cooperative for services. CHCA tried to replicate its model in Boston and Philadelphia. The Boston effort, with 26 other healthcare agencies, failed because of changes in federal Medicaid policy, while the Philadelphia cooperative survived. Success depends on market specifics. The founder of CHCA notes that "supporting the concept politically just isn't enough. You need to understand the economics of the market and what's achievable. There's a huge difference between a need and a real market."²²

A well-known example of an ambitious program of cooperatives connected to anchor institutions is Cleveland-based Evergreen. The Evergreen Cooperative model emerged around medical and educational institutions, located in a low-income neighborhood, that were already collaborating on housing programs. These institutions found that they were purchasing the majority of the goods and services they needed outside of their host neighborhood. Discussions with the Cleveland Foundation and other nonprofits led to the idea of founding worker-owned cooperative businesses.

Evergreen has established three businesses: a laundry, an energy efficiency contractor (installation of solar panels and weatherization), and a hydroponic greenhouse. All of the businesses were financed using New Market Tax Credits and/or other federal and state funding, as well as some private funding. Initial capitalization for the three businesses was \$5.5 million, \$10 million, and \$15 million, respectively. Projected total employment for the three worker-owned businesses is approximately 150. Evergreen's vision is for up to ten cooperatives in the medium term with a goal of about 500 owner-workers from the neighborhood, and, over the long term, co-ops to employ up to 5,000 people. Evergreen also has a Cooperative Development Fund that is designed to provide investors with the opportunity to invest in a portfolio of diversified companies rather than assume the higher risk of investing in a single company. Evergreen is now organizing a nonprofit holding company to house the for-profit co-ops, an Evergreen Business Services unit to provide shared services to the enterprises, and an Evergreen Land Trust, which will own the land while the co-ops will own their buildings. Evergreen's emphasis on creating entities that support the cooperative businesses, as well as an investment vehicle and a land trust to hold the land, is based on the fact that cooperative businesses that grow often stop being cooperatives. The Evergreen model also shows the importance of committed philanthropic and government partners for startup and risk capital.

¹⁹ Nina K. Dastur, *Understanding Worker-Owned Cooperatives*, November 2012, Center for Community Change, www.communitychange.org/uploads/files/worker-ownedcoops11_30.pdf





Community Goals for the Future: Preservation of Culture and Identity

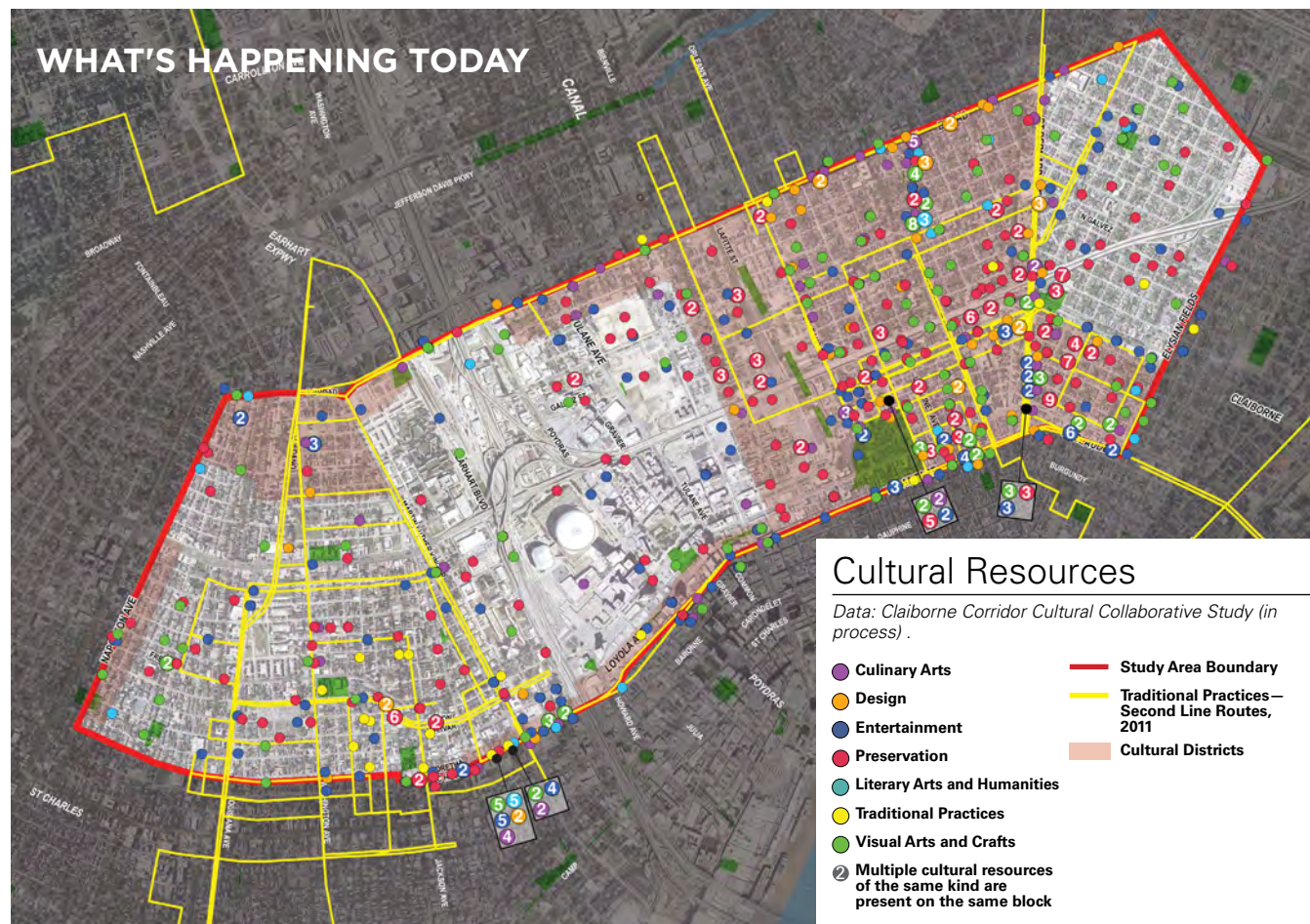
Imagine that... The spontaneous sounds of a brass band leading a second line or the call and response of a Mardi Gras Indian chant can be heard around the LCC on any given day. These sounds bring neighbors as well as enchanted visitors to the street in celebration. Shops along St. Bernard Avenue, LaSalle Street, Rampart Street and Oretha Castle Haley Boulevard offer a wide range of supplies for the many artists, musicians and culinary chefs that call New Orleans home. New parks and the Lafitte Greenway provide shaded open space for sharing a picnic while listening to live music. Congo Square is the premier of many outdoor venues that bring people together on weekends and warm evenings. High school bands, dance troupes and theatre companies show the youthful energy and joy of what it means to grow up surrounded by the creative spirit and age-old traditions unique to the Claiborne corridor.

WHAT THE COMMUNITY SAID:

Our culture and our identity are the same thing.
Our culture is about food, music,
art, Indians.



WHAT'S HAPPENING TODAY



WHAT THE STUDY LEARNED:

In the LCC Study Area, **more than 900 organizations**, businesses and individuals contribute to **preserving and reinventing the city's unique cultural heritage** in the areas of traditional practices, entertainment, culinary arts, visual arts and crafts, literary arts, design, and preservation.

Traditional cultural activities such as second lines sponsored by social and pleasure clubs and Mardi Gras Indian parades **are integral to New Orleans's cultural identity** and image, attracting visitors to the city. However, they are **less likely to benefit economically because of the spontaneous nature of their events.**

The **cultural economy employs 13% of the city's workforce** and is a growing economic sector.

New Orleans' **110 live music venues hosted 30,000 musical gigs** in 2012.

There were **126 festivals attended by an estimated 3.9 million** in 2012.

Community members noted that private and public **tourism interests are increasingly marketing their culture as a commodity.**

The LCC's **indigenous culture bearers do not receive much economic benefit** from the growth of the arts and culture economy.

42% of the African-American indigenous cultural community is not employed or is out of the labor force (including retired), while the corresponding number for whites is **13%**.

The Louisiana Office of Tourism has created an **African-American Heritage Trail for the state.** Four out of five New Orleans sites on this trail are located in the LCC Area.

PROPOSED STRATEGIES:

Create a New Orleans Indigenous Culture Producers Trust. Such a nonprofit could fund Mardi Gras Indians for featherwork or provide startup funds for small, authentic culinary enterprises, for example.

Enhance and expand the numbers of venues for cultural expression, facilities, and events.

Continue and enhance programs to transmit authentic culture to new generations.

Create specific outreach to culture bearers about opportunities related to affordable housing, housing rehab assistance, employment and small business assistance opportunities.

Enhance access to business training and opportunities, employment, and affordable housing for culture bearers and their support system of suppliers.

Celebrate African American and Civil Rights history through a heritage trail or similar place based initiatives.



Further Discussion

Preservation of Culture and Identity

LCC residents emphasize that the area is the cradle of indigenous New Orleans culture. For the purposes of this study, by “indigenous culture” we mean the music, food, social networks and traditional practices of Indians, Social Aid and Pleasure Clubs and other groups that are all singular to New Orleans. While indigenous culture is broader than racial specificity, race is a key factor. Central to the cultural history of New Orleans and particularly evident in the LCC Study Area is the dual celebration and suppression of African-American cultural expressions. It is also critical to distinguish between indigenous culture and commercial entertainment. The first is about affirming and passing on the community’s identity while the second is about socializing, fun and profit. Both have fundamental value, however the focus of public policy toward indigenous culture is about preservation while the focus toward entertainment is about regulation and economic development. Community members note that private and public tourism interests are increasingly marketing this culture as a commodity both in imagery and as an opportunity to visit and experience “authentic” New Orleans. Yet indigenous culture bearers receive few of the benefits of an expanded tourism industry. Community members are further concerned that changes to the LCC area that may come about as the result of this study could damage the community- and place-based nature of this culture. Overall, LCC residents would like to see greater economic and housing opportunities and stability for culture bearers and their activities.

Arts and culture are industries important to the New Orleans economy.

New Orleans increasingly acknowledges the importance of arts and culture industries to its economic prosperity—and at a faster rate than it recognizes the resources that fuel this industry. The City of New Orleans’ Office of Cultural Economy produces an annual “Cultural Economy Snapshot.” This report focuses on a broad definition of cultural and arts-related industries, including the culinary arts, literary arts, applied design professionals, music festivals, and the movie and television industries. The 2012 report highlights include:

- The cultural sector has 32, 400 jobs, which is 13.8% of the City’s total workforce.
- There were 1,722 cultural businesses in New Orleans in 2012.
- Over \$1.1 billion in salaries were paid to New Orleans cultural workers via cultural businesses in 2012.
- The city hosted 61 total feature film and television tax credit projects in 2012, a 33% increase from 2011.
- Local spending of these projects is estimated at \$670 million for the New Orleans region.
- New Orleans’ 110 live music venues hosted 30,000 musical gigs in 2012.
- The local festival scene is thriving, with 126 festivals attended by an estimated 3.9 million in 2012. This is an 8% increase from 2011.
- Major events such as Mardi Gras, Jazz Fest, and French Quarter Fest had \$760.4 million in economic impact in 2012, up 3% from 2011.²

The report emphasized the close relationship between the cultural economy and tourism, New Orleans’ top income-generating industry. Beyond tax credits, “location” is a major part of this industry; for example, the film industry’s interest in shooting films in New Orleans. “Location”, in this case, is a combination of a uniquely identified site(s) and authentic cultural expressions within it. The combination creates distinctive places—the context for film narratives. Throughout the LCC Study Area, these places have not been protected in a way that reflects the importance of the eight points listed above. Hand in hand with blight of the built environment has sometimes been a blighting of places of cultural innovation and growth.

Indigenous culture could enjoy greater benefits from their role in the cultural economy. Despite the extraordinary growth of New Orleans’ cultural economy, the indigenous culture bearers, and the LCC Area in general, do not receive much economic benefit from the growth of the arts and culture economy.

According to the local cultural support organization Sweet Home New Orleans, there are an estimated 5,000 musicians, Mardi Gras Indians, and Social Aid and Pleasure Club members in New Orleans; many, if not most, live within the LCC Study Area. Membership in these groups has been rebounding since Katrina according to 2011 data. Social Aid and Pleasure Club membership is 92% of its pre-Katrina levels, and there has been an 11% increase in participation of children since Katrina. Similarly, the Mardi Gras Indian community has seen a 28% increase in young participants since Katrina. Unfortunately, the Sweet Home report also shows that musicians, Indian tribes, and Social Aid and Pleasure Club members also tend to have low incomes and high unemployment rates:

- Average annual income for indigenous culture bearers is \$17,000 for individuals and \$24,000 for families --essentially below or near the official “poverty line.”
- African-American individuals in the cultural community earn an average of \$6,000 less annually than their white counterparts, and African-American families earn an average of \$10,000 less per year.
- 42% of the African-American indigenous cultural community is not employed or is out of the labor force (including retired), while the corresponding number for whites is 13%.
- Social Aid and Pleasure Club members have a 10% higher unemployment rate, and Indians have a 20% higher unemployment rate than musicians in general.³

Create an Indigenous Culture Producers Trust

The Culture Producers Trust creates a funding entity to help preserve and pass on the traditions of the indigenous culture bearers in New Orleans. A trust is a legal entity that holds assets for the benefit of others. Affordable Housing Trusts are common in the world of community development and offer a good model for consolidating resources that can be used to support the culture producers within the Study Area. Typically, they hold funds such as government contributions, developer linkage payments, and similar contributions to create affordable housing. Often, they pass the money through to nonprofit housing developers who do the actual construction. Trusts have trustees, who manage the assets for the benefit of a third party. The Culture Producers Trust could provide grant funding to groups such as Mardi Gras Indians for featherwork and beadwork supplies, or to train young people in the traditions; to individuals who need start-up funds for businesses that focus on traditional foods or artisan crafts; and so on.

Like community development corporations, which require that one-third of the board members must be from the neighborhood being served, a certain percentage of the board members of the Culture Producers Trust should be made up of culture producers themselves. In order to create the Trust, a Collaborative should be created to include representatives of culture bearers, City government, and a philanthropic organization such as the Greater New Orleans Foundation. The purpose of the Collaborative would be to work on the structure of the Trust, define the traditional culture production to be served and how grants would be awarded, map out how the Trust would function, and identify potential sources of funding. One possible source of funding could be dedication of a portion of the increased tax value derived from new development in the LCC Study Area. Other traditional sources for comparable organizations include local, state and federal grants and other funding as well as support from nonprofits and the business community.

Civil Rights Heritage and African-American Culture. The Claiborne neighborhoods played an important role in national, state and local African-American and civil rights history. Discussions about how to best remember, celebrate, and showcase the historic role of African-Americans, especially the role of New Orleanians in the civil rights movement, are underway as this document is being written. The Louisiana Office of Tourism has created an African-American Heritage Trail for the state and an accompanying website, www.astorylikenoother.com. Four out of five New Orleans sites on this trail are located in the LCC Area: the African-American Museum, St. Augustine Church, Congo Square, and St. Louis Cemeteries 1 and 2. Many more landmarks of African-American and civil rights history can be found in the LCC neighborhoods and could become stops on a New Orleans Civil Rights Heritage Trail. Homer Plessy, whose challenge of a law mandating segregation on railroad cars resulted in the notorious 1896 Plessy v. Ferguson Supreme Court decision legalizing “separate but equal facilities, was a resident of the Livable Claiborne area and is buried there. Other landmarks include the home of civil rights lawyer A.P. Tureaud, New Zion Baptist Church, and A.L. Davis Park.



Community Goals for the Future: Managed Change to Benefit the Existing Community

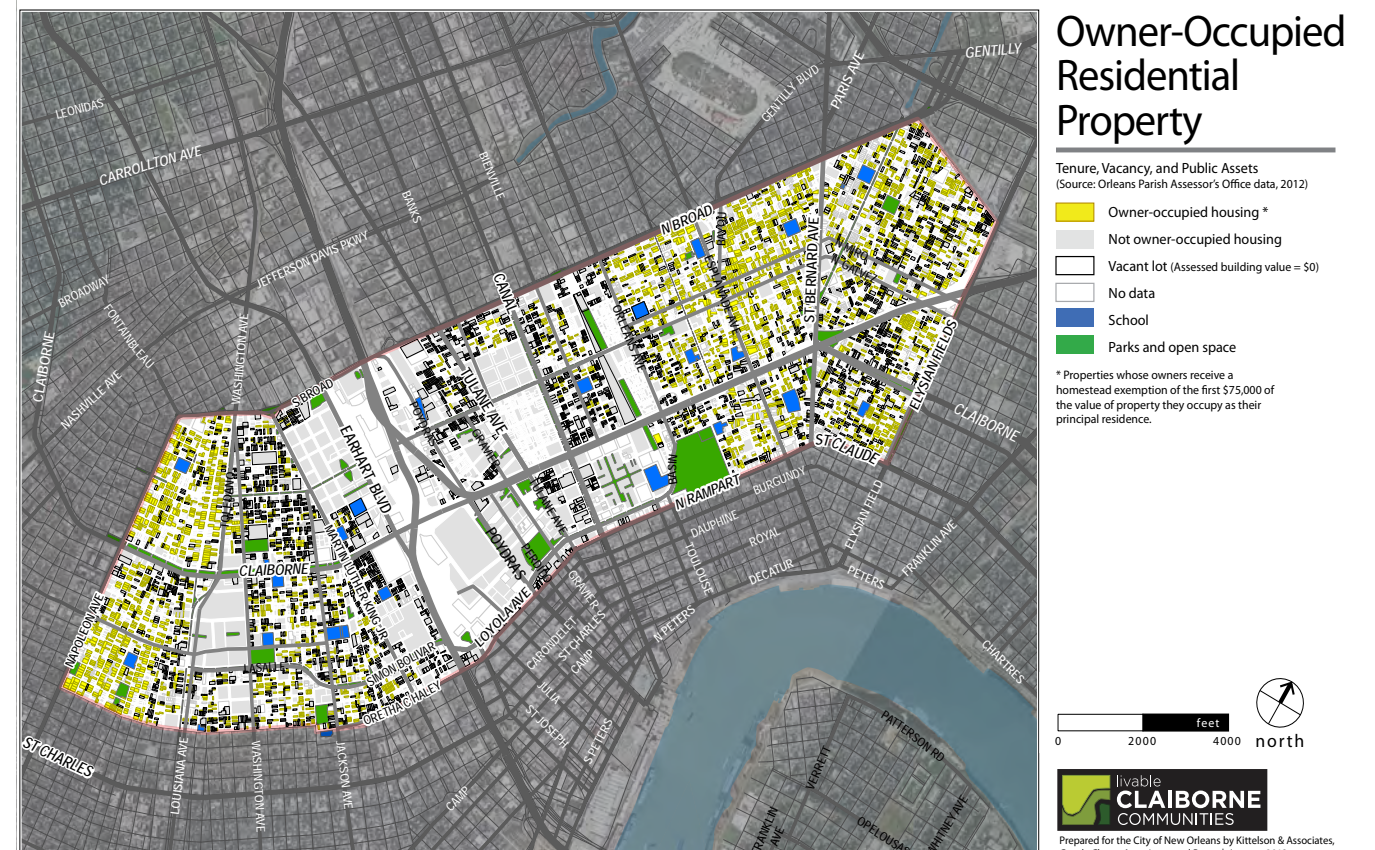
Affordable Housing

Imagine that... From front porches and stoops along familiar streets long-time neighbors greet one another. They stop for a minute to share the latest goings on in their families. They talk of a son starting a new job at the Port, a daughter's recent expansion of her retail shop on St. Bernard Avenue and the excitement of the birth of a nephew's new baby. He and his wife have found a house they want to buy and have been working with the City's home ownership program focused on certain areas of the 7th Ward. Their new home will be near the new Pauger Street Park with the winding path through a tropical garden. They like the idea that the house is only a short bike ride from Veleña C. Jones Elementary School where this soon-to-be new mother teaches the 4th grade. The programs the couple investigated during their search were part of the LCC initiative that began in 2013.

WHAT THE COMMUNITY SAID:

We want to decide what changes to make, not have change happen to us.

How will housing be kept affordable but still get renovated?



WHAT THE STUDY LEARNED:

New **affordable housing is transforming** many parts of the LCC Study Area:

Over three-quarters of the roughly 5,000 housing units that are redeveloped or in the process of redevelopment by the New Orleans Housing Authority in the LCC Study Area **are affordable**: Harmony Oaks (former C.J. Peete); Marrero Commons (former B.W. Cooper); Guste; Faubourg Lafitte (former Lafitte); Iberville/Treme Choice Neighborhood (former Iberville).

Nonprofit housing developers are building new infill homes on vacant lots in neighborhoods like the Hoffman Triangle.

Tax credits are being used for the first time to rehabilitate traditional housing for rentals.

78% of the **housing demand in the LCC Study Area is expected to be for multi-family housing**, mostly rental.

71% of LCC households are renters, compared to 52% of households in the city as a whole.

Homeownership is concentrated in certain neighborhoods within the LCC Study Area.

The **vast majority of LCC households qualify for assisted housing** according to federal rules, since 83% of households have incomes under \$50,000 annually.

PROPOSED STRATEGIES:

Designate a suitable agency as the lead for organizing neighborhood revitalization and redevelopment in the LCC area.

Create collaborations among key government, agency, and possibly nonprofit and institutional partners committed to housing development and LCC redevelopment.

Create a detailed affordability plan with goals for each phase of revitalization by a mix of affordability levels.

Create a set of programs to support rehabilitation of scattered site, traditional housing for rental.

OWNERS & RENTERS



Further Discussion

Affordable Housing

Households and housing units in the LCC Study Area. At the time of the 2010 census, the LCC Study Area had 13,527 households, of which 40% were single person households and 51% were families (persons related by blood or marriage, but not necessarily with children in the household). Seventeen percent of households were single parent families. Overall, 28% of households included children (persons under 18). While 44% of the population in 2010 was 20 or younger, 16% of residents were aged 60 or older. The LCC Study Area is predominantly residential, with residential uses taking up nearly half of the total land area (two-thirds, if transportation land uses are deducted). Neighborhoods show a combination of mostly one- and two-family shotgun or other traditional houses in variable condition depending on the location, new multifamily housing replacing former public housing developments, new multi-family housing on corridors near the medical district, scattered site new one- and two-family housing, scattered site rehabilitated housing, scattered blighted buildings, and approximately 2,000 vacant residential lots.¹ Finding a way to rehabilitate and repopulate blighted traditional housing is a long-time goal of many New Orleanians.

Rental and ownership housing. According to 2010 Census data, 71% of LCC households are renters, compared to 52% of households in the city as a whole. Owner-occupied units (defined as those with a homestead exemption in the 2012 assessor’s data) are not evenly distributed across LCC neighborhoods. They are more likely to be found towards the uptown and Broad Street edges of the LCC Study Area, adjacent to neighborhoods with more owner-occupied housing. Where there are more vacant lots, there are fewer owner-occupied properties. The Central City and BW Cooper neighborhoods combined have the lowest percentage of owner-occupied residential properties (21.4% of the residential lots with buildings), compared to Milan and Broadmoor uptown of Toledano Street/Louisiana Avenue, where nearly 40% of the residential lots with buildings are owner occupied. figure 36 shows that other areas with clusters of owner-occupied housing include: the length of Esplanade Avenue; the blocks between Esplanade and Bayou Road, Galvez Street, and Laharpe Street;and scattered clusters in the Seventh Ward.

Property values. Assessed housing values are highest at the uptown and French Quarter/ Marigny edges of the LCC Area and along the Esplanade Ridge. Within the LCC Study Area, the consistently highest values are found in Milan and Broadmoor, particularly along Napoleon Avenue; between Danneel Street and Liberty Street in Milan; and between Toledano Avenue and Milam Street in Broadmoor. One way in which these blocks are different from the Milan and Broadmoor blocks with lower land values is that the higher land values can be found where there are more street trees and private tree canopy. The consistently lowest values are found in the Seventh Ward, with the exception of Esplanade Avenue, and a cluster of blocks between St. Claude Avenue, Elysian Fields Avenue, Urquhart Street and St Anthony Street. Despite the high number of vacant properties in Central City, land values in this neighborhood tend to be higher, in general, than in Tulane-Gravier downriver of Canal Street, or in much of Treme and the Seventh Ward. The fact that Central City land values are consistently higher than Seventh Ward land values suggests the truism that land values are most influenced by perceptions about location, rather than conditions like vacancy rates. In the New Orleans case, this also means facts about higher and lower ground. Much of the Seventh Ward experienced extensive flooding in the aftermath of Hurricane Katrina. In contrast, Central City is on higher ground and less subject to flooding, as is Esplanade Avenue and adjacent blocks, which are located on the Esplanade Ridge.

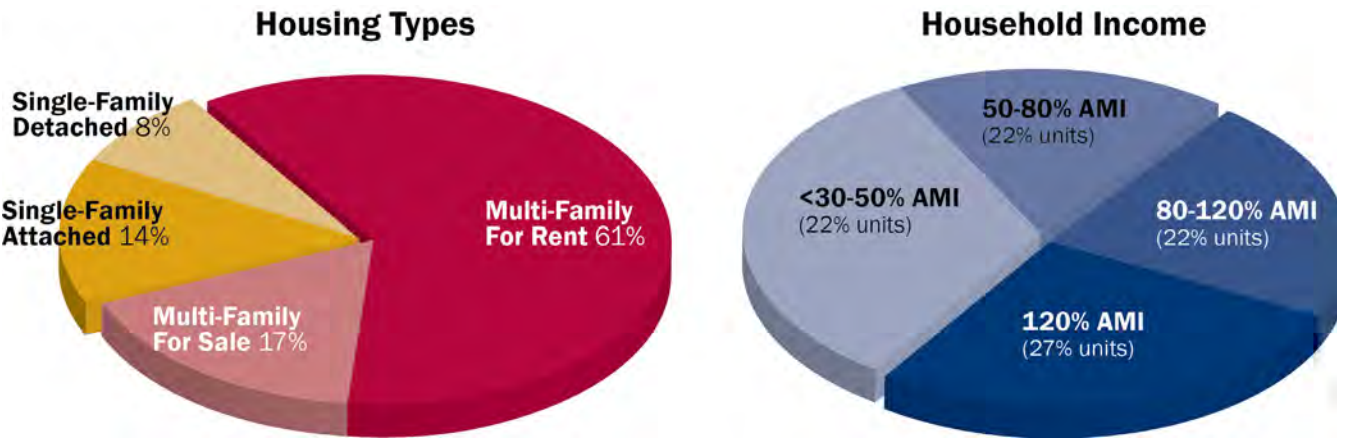
AFFORDABLE HOUSING AND THE LCC Study Area

In the public meetings, LCC residents repeatedly expressed strong concerns that new development and neighborhood improvements could result in higher housing costs and displacement of current residents.

¹ LCC Technical Memorandum A.5, p. 157.

What is “affordable housing?” As defined by the federal government, housing is affordable if households pay no more than 30% of their income for housing costs. Federal housing funds are available to produce housing affordable to households with incomes of 80% or below the Area Median Income (AMI; calculated annually by HUD for metropolitan areas). “Permanently” affordable housing has a land lease or deed restriction to keep the housing units affordable for at least 30 years. For access to some kinds of housing funds, the units have to be affordable to households making below 60%, 50%, or 30% of AMI, depending on the program. For Fiscal Year 2013, the median family income for the New Orleans-Metairie-Kenner Metropolitan Statistical Area is \$60,300. For a family of three, 80% of the median is \$43,450, 50% of median is \$27,150, and 30% is \$16,300. At the time of the 2010 census, 38% of LCC household lived at or below the poverty line, compared to 21% of city households. Accordingly, the estimated median household income in the LCC Area is significantly lower than the city as a whole; in 2012 it was estimated at \$19,624 with 39% of households earning less than \$15,000. Of households in the LCC area, 72% are estimated to have annual incomes below \$35,000 and 83% have incomes below \$50,000. The vast majority of LCC households, therefore, would qualify for assisted housing according to federal rules.

Housing costs in New Orleans. Housing became more expensive after Katrina. Compared to many other parts of the country, housing in New Orleans before the storm was relatively inexpensive, though New Orleans incomes were lower and some of the older, lower-cost housing was in poor condition because of lack of resources to maintain it well. Very low-income households (below 30% of AMI) always found it difficult to afford housing, but market rate housing was available to low-income households (30-50% of AMI). Rents spiked after Katrina, rising 41% (adjusted for inflation) in Orleans Parish between 2004 and 2008, and reported to be 35% above pre-Katrina levels in 2011.² “The average market rate rental unit was priced below \$600 a month in 2004; now [2011] it is very difficult to find rental housing for less than \$800 a month. As a result, many households previously not served by subsidized housing are now in need and it extends across income ranges. Even those with housing subsidy report that high utility costs (in excess of utility allowances) contribute to them paying more than 30% of their income for housing, emphasizing the need to promote energy efficiency in both publicly subsidized and private housing.”³ The price of houses for sale in New Orleans also increased after Katrina. Most renters cannot buy a home without a subsidy (typically a soft second loan or through grants to nonprofit housing developers), but they still have to demonstrate the ability to pay the mortgage. Affordable homeownership programs in the most challenged neighborhoods have had difficulty finding enough qualified buyers, even with subsidies.⁴



There is market demand for 3,000 to 6,000 housing units over ten years (exclusive of public housing), 50% of which is affordable. The higher end of the range is associated with coordinated initiatives to redevelop vacant and abandoned properties and similar steps that would attract more households at all income levels.

Further Discussion

Affordable Housing

HOUSING AND AFFORDABILITY STRATEGIES FOR THE LCC Study Area

The core strategy for ensuring neighborhood affordability and avoiding displacement of existing residents who want to stay in the LCC is to create stable mixed-income neighborhoods in the LCC Study Area. As noted earlier, many LCC residents are worried that revitalization could result in displacement through gentrification. The implication is that revitalization would attract households that could pay higher rents or property prices, and that existing residents would no longer afford to live in their neighborhoods. However, the housing market analysis prepared for this study found that currently the market potential for both multifamily and single- or two-family homes is 51% affordable. That means that in order to attract households that would consider living in the LCC neighborhoods, half of the new housing (or rehabilitated housing that brings units from blighted to occupied) should be offered at below market rate costs. Over the longer-term, insuring that 50% of new housing will be affordable, even as LCC housing values rise in response to a growing preference for urban living, offers the opportunity to create a stable, mixed-income neighborhood. This study strongly recommends a strategy of making sure that 50% of the new housing to be built or rehabilitated in the LCC Study Area in the next 20 to 30 years will be permanently affordable. This means using subsidy to provide housing with permanently restricted rents related to household incomes for rental housing, and, for ownership housing, income eligibility limits for assistance in buying the housing unit as well as some limitations on the amount of increased equity that can be captured at resale.

The 50% affordability strategy. In order to implement a 50% affordability strategy for the LCC Area, it is crucial to establish a coordinated, collaborative strategy working with key government, agency, nonprofit, and institutional partners, as well as for-profit developers, to create an affordability plan for the LCC Area that includes strategies for multifamily housing and for rehabilitation of traditional housing. The strategy should identify groups especially vulnerable to displacement and target strategies to their needs, such as a mix of affordability levels, and identify implementation actions for gaining site control of vacant lots and abandoned housing, and obtaining project-based Section 8 vouchers or other subsidies to ensure permanent affordability. There should be a mechanism to evaluate the appropriate mix for future housing as current projects are completed and occupied. Agencies such as NORA and HANO can play strong roles in implementing this strategy. NORA, as the city’s land bank, is positioned to consolidate ownership of vacant lots and abandoned properties and using new information, such as the Market Value Analysis mentioned in this report, to refine its strategies. HANO, in its 2011 Strategic Plan for Real Estate investment, included an objective to improve blighted neighborhoods around its redeveloped housing for affordable and handicap accessible housing through partnering with the city, state and other housing funders, as well as incentivizing landlords.⁷ The nonprofit housing developers active in the LCC neighborhoods are accustomed to partnering with city agencies, and major employers may see the value in assisting employees living nearby.

A wide variety of affordable housing tools can be used to implement the 50% strategy. No one strategy should be used alone. Potential tools for affordable housing:

- Project-based Housing Choice Vouchers (HCV, formerly known as Section 8) to ensure permanent affordability. Before Katrina, HANO had a portfolio of over 5,000 public housing units and almost 9,000 vouchers. As of 2011, it had slightly more than 2,000 public housing units and more than 19,000 “tenant-based” vouchers. Tenant-based HCV allow voucher holders to find housing in the private housing market anywhere in the United States. “Project-based” housing vouchers⁸ are assigned to specific housing developments to provide permanently affordable units in specific places.

- Low-Income Housing Tax Credits (LIHTC). The federal LIHTC program, which is administered through state governments, is a competitive program. Tax credits are being used in Choice Neighborhood and other programs within the LCC. A coordinated and collaborative 50% affordability strategy for the LCC neighborhoods is likely to have success in obtaining LIHTC, including for rehabilitation of scattered site, traditional housing, which was supported in a recent round of funding.
- Employer-Assisted Housing Programs (EAHP). Major employers in the LCC Area should be included in discussions about workforce housing needs and production strategies. Employers around the country are participating in EAHP. One of the most successful programs is in the Chicago region, where more than 40 employers participate, including hospitals(www.reachillinois.org).
- Soft Second Loans for ownership housing. The Seventh Ward and Hoffman Triangle, which do not have large catalyst housing developments, have been targeted in the City’s Consolidated Plan as focus areas for federal funds used to close the affordability gap between what a homebuyer can borrow with a first mortgage and the purchase price.
- Coordination with nonprofit developers. Coordinating with nonprofits to locate housing projects strategically to increase critical mass, is important to get maximum benefit from affordable housing resources.
- Infill Revolving Loan Fund. Work with a community bank or other partner to create a revolving loan fund for small-scale infill developers. The City could assist by screening applicants and enforcing rules.
- Rental Rehabilitation Revolving Loan Fund. A similar revolving fund for rehabilitation of traditional rental housing could be made available for landlords who agree to keep rents within affordability limits for a determined period. The City could assist with some HOME funds, by screening applicants, and enforcing rules. HANO’s Strategic Plan identified low-cost rental rehabilitation loans as a potential strategy to supply needed one-bedroom or handicapped accessible units.
- Linkage programs. Explore a linkage program in which developers of 50+ multifamily units who receive government assistance for the project are required to produce an additional 10% rehabilitated traditional housing for rental. They could subcontract this work to specialist small firms.
- Historic tax credits. Assist small developers and property owners in accessing historic tax credits when possible
- Inclusionary housing policies in the longer term. If larger-scale market-rate housing projects start to become common, inclusionary housing policies requiring a percentage of affordable units in larger projects (50+ units) with a small density bonus, can be evaluated.
- Evaluate alternative housing models. Community Land Trusts (CLT) and limited-equity cooperatives may be suitable as additional affordable housing models. A CLT is a nonprofit organization that can be used to preserve affordability for single-family ownership housing, rental housing, co-ops, condominiums, and businesses. The CLT holds title to land to preserve long-term availability for affordable housing and other community uses. Typically, housing or commercial property built on the land is sold with an inexpensive, long-term ground lease, and there are arrangements to preserve long-term affordability for future buyers. CLTs usually are governed by a board that includes representation from the people living on trust land; from people who live in the surrounding community but do not live on trust land; and from government agencies, funders, and nonprofits that help support the CLT. A CLT has recently been organized in New Orleans. Limited equity cooperatives are nonprofit corporations in which residents own a share of stock in a corporation made up of all the residents—they do not own individual units, as is the case in condominiums. In a limited-equity coop, share prices are very low and residents do not need to get mortgages. Share ownership entitles the owner to a long term lease on a unit and a vote in the corporation that governs the housing, making the resident both a tenant and an owner. The owners elect a Board of Directors to govern the coop. Coop members cannot be evicted unless they violate the terms of their lease. When residents leave they sell their share(s) of stock and not their unit. The value one can obtain for the stock at sale is restricted by a specific formula in order to make the housing affordable for current and future residents. Limited equity housing can be used for apartments, to coops to remain in their units for many years, making this type of housing a good choice for affordability where displacement is a concern.



Community Goals for the Future: Managed Change to Benefit the Existing Community

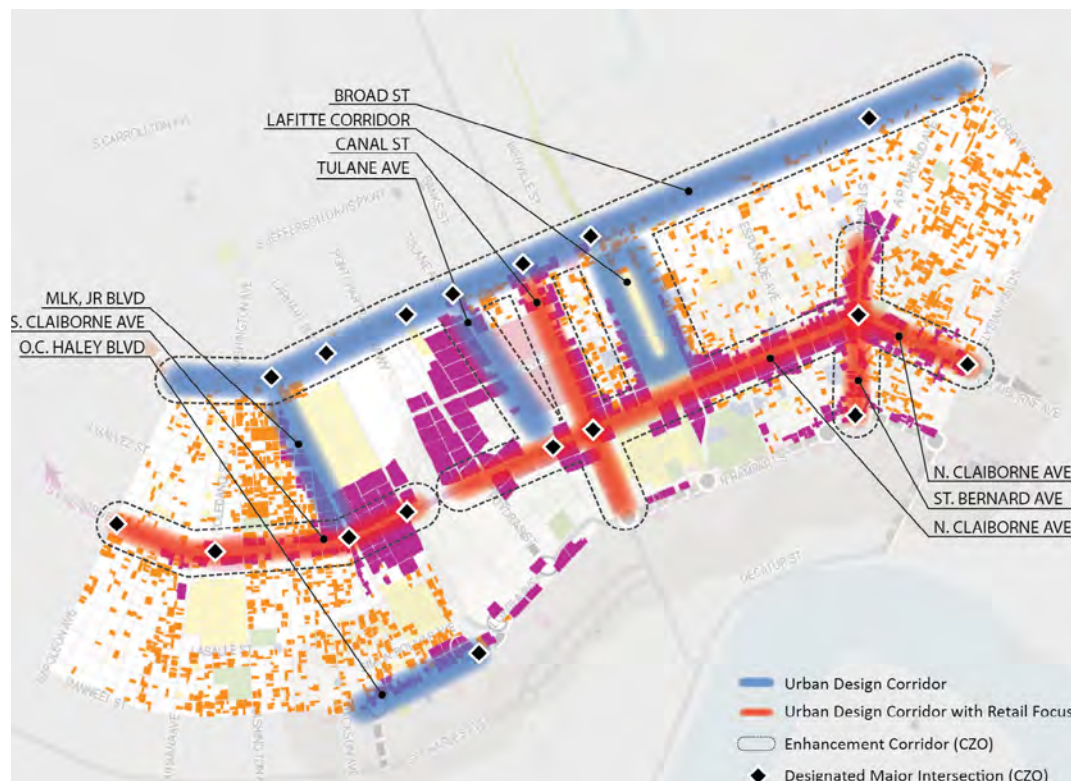
Neighborhood-Serving Retail

Imagine that... Claiborne Avenue once again offered every crucial type of business and neighboring residents could meet all of their day to day needs near their homes. Changes have revived all of the area's commercial corridors and renewed people's ability to shop among neighbors, at businesses owned by neighbors. Programs like New Orleans Fresh Food Retailer Initiative have attracted anchor businesses like the Circle Food Store, which has helped support a variety of unique small businesses nearby. Community members are now within an easy walk of groceries and school supplies, or chatting with other diners over coffee and a beignet. The busy commercial areas along Claiborne Avenue, Broad Street and OC Haley Boulevard are well served by transit, allowing visitors and those passing through to drop into local shops for a quick purchase -- many opened by local entrepreneurs who volunteer precious free time to help mentor others wishing to make it on their own.

WHAT THE COMMUNITY SAID:

We need more stores, especially groceries, hardware, and banks.

More businesses should be local and oriented to serving our community, not payday loans.



WHAT THE STUDY LEARNED:

The New Orleans Grocery Gap report shows that most of the **LCC study area qualified as a food desert.**

Analysis of community amenities shows that the Seventh Ward, Tulane-Gravier and Broadmoor are neighborhoods with the least access to amenities, including fresh food.

Retail in the LCC area has traditionally been sited along major corridors; this allows for easy transit access. The area's dense street grid means that many people can reach these areas within a ten minute walk.

Typically, **a household can be expected to support about 20 square feet of retail.** In this way, residential and retail redevelopment are interconnected and reinforce one another.

Three new grocery stores are planned to open in the LCC Study Area in 2013-14:

Circle Foods at N. Claiborne Avenue and St. Bernard Avenue

Whole Foods at N. Broad Street and Bienville Street

Jack and Jake's on Oretha Castle Haley Boulevard

PROPOSED STRATEGIES:

Work with neighborhood organizations to establish a farmer's market in Central City, in the Seventh Ward and possibly under I-10.

Work with neighborhood organizations and with Parkway Partners to establish community gardens on vacant lots.

Connect graduates of small business technical assistance programs and other entrepreneur resources with appropriate retail space in targeted areas.

Identify appropriate places and procedures to incorporate auto service and other similar businesses with support like facade assistance to ensure they add value to the community and fit its character.

Create target area programs built around "anchor" businesses such as Circle Food and Magnolia Market that will assist with low interest loans for smaller businesses seeking to locate nearby.

Include a ground floor retail plan in all future transit-ready and transit-oriented developments in the area.



Further Discussion

Neighborhood-serving Retail

NEIGHBORHOOD RETAIL DEVELOPMENT STRATEGIES

The rule of thumb is “retail follows rooftops.” New households in the neighborhoods at a variety of income levels will also incrementally increase the size of the local market and attract additional retailers to serve neighborhood residents, particularly near the three new or rehabilitated grocery stores will be reopening and can serve as anchors. Increasing the household density of the LCC neighborhoods is the surest way to attract more neighborhood-serving retail because businesses look for locations where they can find customers. Many locations on the arterials of the LCC Study Area are within a ten minute walk because of the neighborhoods’ dense street grid. Retail has traditionally been located on the major arterial streets of the LCC Study Area because the market will include not only the people living in adjacent neighborhoods but those working in or traveling through the neighborhood. The most successful, pedestrian-friendly shopping areas are often those organized around active public transit stops, particularly fixed route transit like street-cars and light rail. Housing, employment, and transit together provide retailers and service providers with steady customers. Grocery store chains, drug stores, and similar businesses often have developed requirements for locating their businesses which sometimes bypass inner cities. Researchers have found that each household typically supports about 20 square feet (sf) of local neighborhood retail business, with another 40 to 50 sf of retail supported elsewhere (regional malls, downtown, other neighborhoods, and, increasingly, the internet) because most people do not do all their shopping in their neighborhood. For example, if a shopping area has 50,000 sf with a 25,000 to 30,000 sf grocery store, about 3,000 households will be needed to support it.

Purpose: Provide more neighborhood-serving retail and services	
Strategy	Actions
Develop a program to attract retailers to retail catalyst sites.	<ul style="list-style-type: none">Target the areas around the Circle Food Store, the ReFresh Project, and the Magnolia Marketplace to for additional retail/service development by identifying space, identifying potential tenants, and assisting with low-interest loans for interior build out.
Connect graduates of small business technical assistance providers with space in targeted retail areas.	<ul style="list-style-type: none">Include technical assistance providers in program development and keep in regular contact in order to connect with emerging businesses.
Develop a plan for appropriate sites within the LCC area for auto service or similar businesses.	<ul style="list-style-type: none">Identify catalyst/opportunity areas where auto service businesses occupy prominent locations, such as N. Galvez Street between Canal and the future Lafitte Greenway.Determine if other uses would be more appropriate or if these businesses need to upgrade appearances at the street.Provide assistance—like façade improvement programs—to upgrade appearances when this is the appropriate solution.If other uses would be more appropriate in the future, identify appropriate alternative locations where the businesses can remain visible to their customers.Develop a plan to assist businesses to move if needed to alternative locations.
Develop a ground floor retail strategy when planning for transit-oriented development and other major development locations.	<ul style="list-style-type: none">Ensure that detailed planning for transit-ready or transit-oriented development includes a retail element.



Government activities or programs that provide land, loans, or other incentives can help bring anchor businesses, such as grocery stores, to neighborhoods. These anchors attract smaller businesses. The New Orleans Fresh Food Retailer Initiative is a program of this type and has supported the reopening of Circle Food Store and the ReFresh Project with a Whole Foods Market. The program provides forgivable or low-interest loans to fresh food retailers. The City capitalized the fund with \$7 million in Disaster-CDBG funds that were matched by funds from Hope Enterprise Corporation, a Community Development Financial Institution. In the LCC Study Area, there are clusters of retail establishments located on a few major arterials that attract traffic moving across the city: South Claiborne Avenue, Broad Street, Canal Street, St. Bernard Avenue, and Rampart Street. O. C. Haley Boulevard is a revitalizing commercial district with few neighborhood-serving businesses so far, though a Jack & Jake’s retail food hub is scheduled to open in the fall of 2013. South Claiborne Avenue at present has more of a regional retail character, while Broad Street, as befits its Main Street designation, has more local service businesses that will soon be joined by the ReFresh Project.

ACCESS TO COMMUNITY RESOURCES

COMMUNITY RESOURCES AND FRESH FOOD ACCESS

The study team analyzed the following community resources: parks and recreation, public libraries, public health clinics, public safety resources, child care, and fresh food sources. Within the LCC Study Area, residents of the Seventh Ward are the most under-served by community resources, although Tulane-Gravier and the part of Broadmoor in the LCC Study Area also have relatively low levels of access. For the purposes of this analysis, walking distance was defined as a ten-minute walk (typically one-half mile).

Park and recreation resources. Walking access to parks and playgrounds is relatively uniform throughout the Study Area, although the size and quality of the parks and recreation areas within a ten-minute walk of residents varies greatly. Amenities, programming, and maintenance levels vary considerably throughout the LCC Study Area. The City and the New Orleans Recreation Development Commission (NORDC) is in the process of improving recreational resources, such as swimming pools and play equipment. NORDC is also beginning the process of creating a master plan for its recreation areas and playgrounds.

Public libraries. The majority of LCC area residents are not within walking distance of a library. Both the Rosa Keller Library and the Main Library are located at the edges of the LCC Study Area. The Rosa Keller Library and Community Center opened in 2012 as a state-of-the-art, sustainable facility at Broad Street and Napoleon Avenue. The Main Library is located on Loyola Avenue. The former Nora Navra Library on St. Bernard Avenue, which was destroyed by flooding after Hurricane Katrina, is in the capital program and is to be renovated and expanded to serve Treme and Seventh Ward residents.

Public health clinics. Free or low-cost community healthcare in the LCC Study Area is available at 11 community health clinics. Areas that are not within walking distance of health clinics include most of the Seventh Ward, the B.W. Cooper neighborhood, the Hoffman Triangle area in Central City, and the part of Broadmoor in the Study Area. Decentralizing primary care by opening neighborhood public health clinics—in contrast to dependence on hospital emergency room care, primarily at the now-closed Charity Hospital--was a best practice endorsed by the medical community after Hurricane Katrina. The community health clinic system reaches 80% of the low-income population and is a vast improvement over previous conditions, according to a 2012 study by the City’s Department of Public Health, though disparities in health and health care remain challenging. Dental and behavioral health care is generally hard to find throughout the city.²⁷ A mental health clinic is located within the LCC Area in Central City.





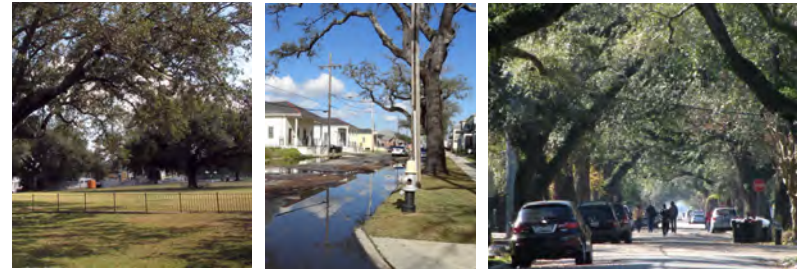
Community Goals for the Future: Sustainable Solutions for the Flood-prone Environment

Imagine that...Several years of “living with water” and a widespread tree-planting effort has brought about a real change in the look and feel of neighborhood streets and open space. The neutral grounds of Galvez Street, Claiborne Avenue, and Toledano Street are changing too, as canals are reintroduced and green edges frame the street. People are seen strolling in the evenings, sitting on porches, and they just seem to want to be outside. New landscaping businesses have been started by several families in the community. They have frequent openings for students who seek work during summer breaks and after school. Several elementary and middle schools have adopted plots near their schools where they grow vegetables, greens and flowers that they sell at the farmer’s market on Saturday mornings. One school experimented with medicinal herbs that they are trying to commercialize. One concoction has proven effective at keeping insects away.

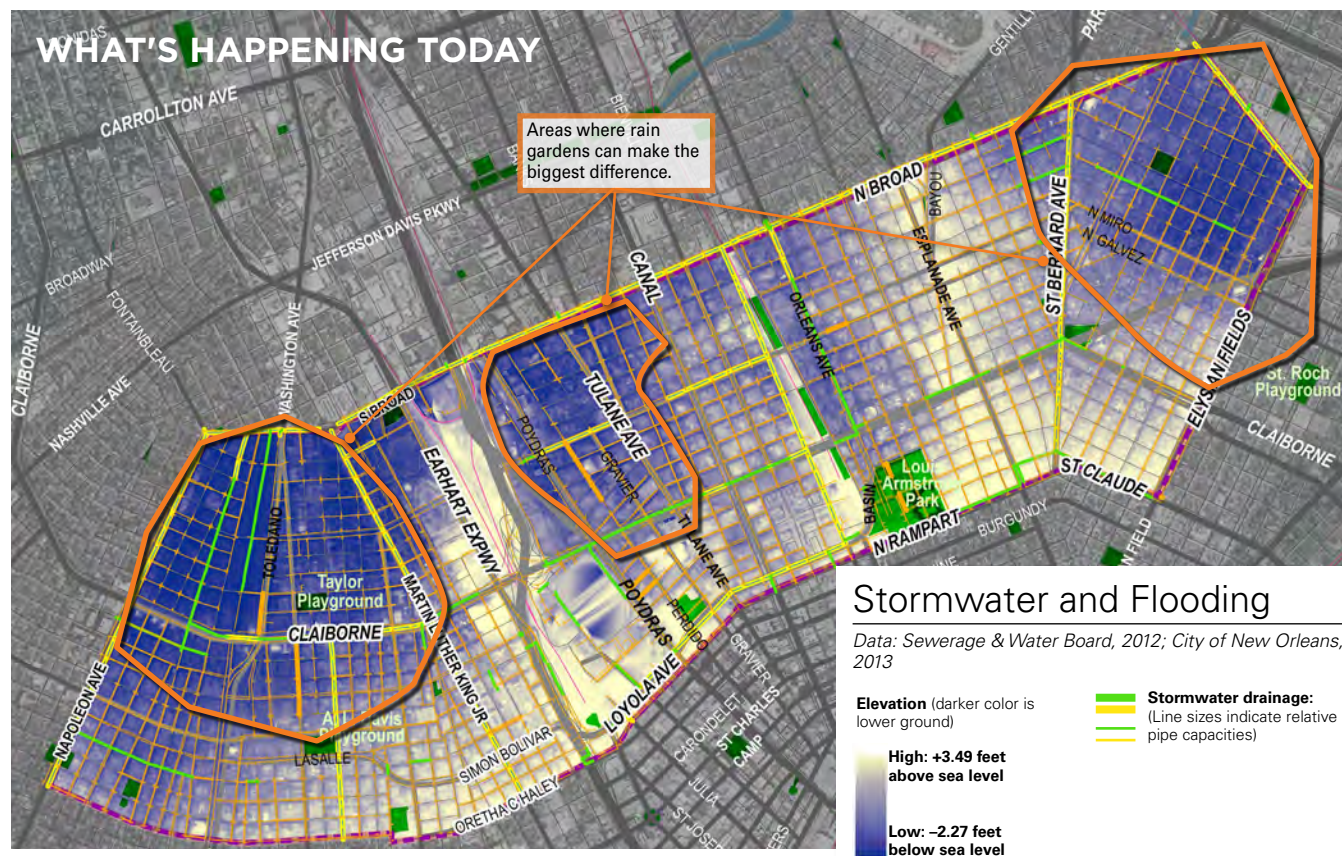
WHAT THE COMMUNITY SAID:

We have to do something about flooding.

Our neighborhood used to be full of so many beautiful trees—we want them back.



WHAT'S HAPPENING TODAY



WHAT THE STUDY LEARNED:

The city’s drainage system **cannot handle a 10-year storm**, according to a 2012 study for the Sewerage and Water Board of New Orleans.

Poor drainage and flooding in the LCC area occurs for multiple reasons but, not surprisingly, it is most pronounced in areas of low elevations that also have few or no catch basins.

In the absence of pumping, **neighborhoods likely to experience flooding** include **Broadmoor, Milan, B.W. Cooper, Central City** lakeside of South Claiborne Avenue, **Tulane-Gravier**, parts of **Treme-Lafitte**, and the **part of the Seventh Ward** between St. Bernard Avenue and North Galvez Street.

Subsidence (shrinking and sinking of the soil) caused by the soft clay soils underlying much of the area **is an ongoing problem, and this affects building foundations, underground drainage pipes, and pavement.**

New Orleans is exploring **green solutions for stormwater management**, which include methods to catch and hold the water which then either infiltrates back into the ground, evaporates into the air, or evaporates through the transpiration of plants.

Locations in the LCC Study Area that are subject to flooding, such as parts of the Seventh Ward and the Hoffman Triangle, and where clusters or chains of vacant lots could be acquired, may be suitable for **stormwater management uses that can double as neighborhood greenspace amenities.**

The Greater New Orleans Water Management Strategy Study is **investigating a broad range of potential changes to the water management regime in New Orleans.**

PROPOSED STRATEGIES:

Investigate the potential cost, efficiency and functional benefits of consolidating some or all stormwater management functions currently performed by the City Department of Public Works and the Sewerage and Water Board.

Establish a policy that all publicly owned places, such as street rights-of-way, will have high performance stormwater systems in place over time.

Encourage green solutions to stormwater and flooding on private properties, such as rain gardens and green roofs, through public education and incentives.

Make the LCC area a priority in the Re.Invest Initiative.

Pursue a stormwater management financing system that includes consideration of stormwater utilities and community investment vehicles.



Further Discussion

Sustainable Solutions for the Flood-prone Environment

Stormwater management and flood mitigation as the priority.

The priority sustainability issue in New Orleans is the development of a high-performance, stormwater management system to mitigate flooding. High performance means that both public and private properties are designed and managed to handle stormwater onsite by infiltration, evapotranspiration (evaporation and transpiration from plants), other similar means of retention and detention and, most importantly, an acknowledgment of the limits of controlling and redirecting water based upon the size and type of storm event. This can be attained through application of green infrastructure Best Management Practices (BMPs) that can include tree planting, bioswales, rain gardens, stormwater parks, detention ponds, pervious pavement, and similar strategies on both public and private properties. These interventions are called “green infrastructure” because they use natural processes to manage water rather than the “gray infrastructure” of pipes, closed sewers and pumps. New Orleans will continue to use gray infrastructure, but is also seeking the broad application of green infrastructure that can reduce the high costs of installing gray infrastructure, such as the cost of electric power and backup systems needed for pumping, as less and less water will have to be pumped through the gray system to Lake Pontchartrain.

The Draft Comprehensive Zoning Ordinance includes new landscape and stormwater standards including regulations on drought-tolerant plantings, water conservation, energy conservation (placement of trees to reduce energy consumption), species diversity, stormwater best management practices, and provisions for green infrastructure. All developments of 15,000 square feet or more of impervious surface (building footprint, parking and other surfaces) must be designed to filter the first inch of rainwater for each storm event.⁵

The Greater New Orleans Water Management Strategy Study, in process as this report is being written, is investigating a broad range of potential changes to the water management regime in New Orleans. The study seeks to change the City’s stormwater-management operations from a system that sees water as a problem to be pumped out of the city as soon as possible to one of “Living with Water.” Among the options under investigation that affect the LCC Study Area is the creation of a “blueway” in the Lafitte Greenway from Bayou St. John, as well as one along, adjacent to or under N. Claiborne Avenue that would be designed to take water to Bayou Bienvenue rather than pumping it over the Gentilly Ridge to Lake Pontchartrain. Thinking of canals as “blueways” emphasizes the importance of designing these canals to be aesthetically pleasing neighborhood amenities rather than industrial features. These options should be part of the long-term solutions for the LCC Study Area.

The LCC Study Area includes much of what is known as the “bowl,” the area below sea level in the center of the city between the “backslope” stretching from the riverside to the Gentilly Ridge. With some of the lowest below sea-level land and areas of greatest land subsidence in the City of New Orleans, the LCC Study Area has many unmanaged areas of frequent flooding after the storm events common to New Orleans that can produce as much as three inches of rain in an hour (a 10-year storm). New Orleans’ drainage system is designed to move one inch of water in the first hour of a storm and ½ inch per hour in subsequent hours.⁶ [The expectation that extreme weather events will become more common in the future makes solutions to this problem increasingly important, and revitalization of LCC neighborhoods will be negatively impacted as unattended flooding increases.]

Strategies and opportunities to implement new drainage solutions for the retention and detention of water in the LCC Study Area are tied to rates of subsidence and to the pattern of vacant lots. Hoffman Triangle in Central City and parts of the Seventh Ward near I-10 and Claiborne Avenue have clusters of vacant lots, including some blocks more than 50% vacant. These are opportunities to create larger parks with stormwater ponds, while the areas with lower levels of vacant lots per block can become “Living with Water” communities that feature rain garden networks, bioswales, and other green infrastructure. It is imperative that any action of water management through reusing public lands be tied to equity strategies that turn these lands into highly valued community assets.

A network of zones—that include areas of infiltration, interception, and ridge—can work together to manage stormwater runoff, creating landscapes that are aesthetically attractive and have adaptive uses before, during, and after storm events and that also lessen the demand on the grey infrastructure systems within the LCC Study Area. Ridge zones such as the Esplanade Ridge have the highest elevations. Although they may not experience flooding, mitigation strategies need to begin on the higher elements to intercept and slow the rate of stormwater runoff toward lower elevations, as well as encourage infiltration of water running towards lower-elevation areas.

Interception zones are the areas with grade changes between high-ridge zones and low-infiltration zones. The appropriate strategy in these interception locations is to detain stormwater runoff and release it slowly to avoid overwhelming the system. The installation of bioswales along streets; pervious surfaces for sidewalks, parking areas, and ultimately for street surfaces; and increased tree canopy can capture this runoff and slow its progress toward the lowest elevations. Interception can also take the form of changing the destination of stormwater and interventions that encourage infiltration.

The lowest elevations are infiltration zones. In these areas, water can be collected in rain gardens, small ponds, and other bioretention features to allow water to infiltrate back into the soil. These are areas with a high degree of subsidence, and infiltration of water will help slow down further subsidence as the soil acts like a sponge for the water. These areas are also prime candidates for “Living with Water” communities.

The large tracts of land along I-10 and adjacent to Earhart Boulevard, as well as neutral grounds, are also opportunity sites for these and other strategies including a series of canals or weirs throughout the Study Area.

Green infrastructure examples in New Orleans

New Orleans has several green infrastructure projects. The houses built by the Make It Right Foundation in the Lower Ninth Ward constitute one of the highest concentrations of LEED® certified housing in the country. Complimenting this environmental initiative was a joint effort between the Lower Ninth Ward Center for Sustainable Engagement and Development (CSED) and the Make it Right Foundation to turn these houses into a green neighborhood. This has included a park, planting strategies, green infrastructure and an offshoot project, the Pilot Street Project, funded through a grant for design to the City of New Orleans. The two entities enlisted the input of a number of nationally recognized landscape architects, developing green designs for four streets to serve as a model for much of the street grid of the City. The project design ties New Orleans cultural elements to pervious pavement, plantings, and underground water detention structures and includes monitoring the results. The pervious street pavement was installed by the Department of Public Works, but the green infrastructure elements were not included because of budget constraints. Adjacent to the Lower Ninth Ward, the Sewerage and Water Board has developed a 10-acre wetland project to restore the Bayou Bienvenue for tertiary treatment of wastewater.⁷

Using \$13.5 million in hazard mitigation funds from Federal Emergency Management Agency (FEMA), NORA is sponsoring a green infrastructure project to use vacant lots in Pontchartrain Park and Gentilly Woods for stormwater mitigation. Frequent flooding from moderate to severe storms is characteristic of this 850-acre area. The green infrastructure project involves a series of connected BMPs to reduce peak runoff volumes and peak flood elevations by intercepting water as it flows downslope. BMPs include curb extensions with bioretention cells, vacant lots converted to detention basins, pervious concrete used for on-street parallel parking, bioswales, and drainage canal modifications. Modeling for a 10-year storm indicated significant reductions in flooding will result. The cost of the project is approximately \$15,000 per acre served in the 850-acre area.

The Lafitte Greenway will be the most important new open space, park, and green infrastructure element in the LCC Study Area. The goal for the Greenway Corridor is to treat 100% of stormwater within the park.



Community Goals for the Future: Enhanced Transportation Choice and Access

Transit and Regional Coordination

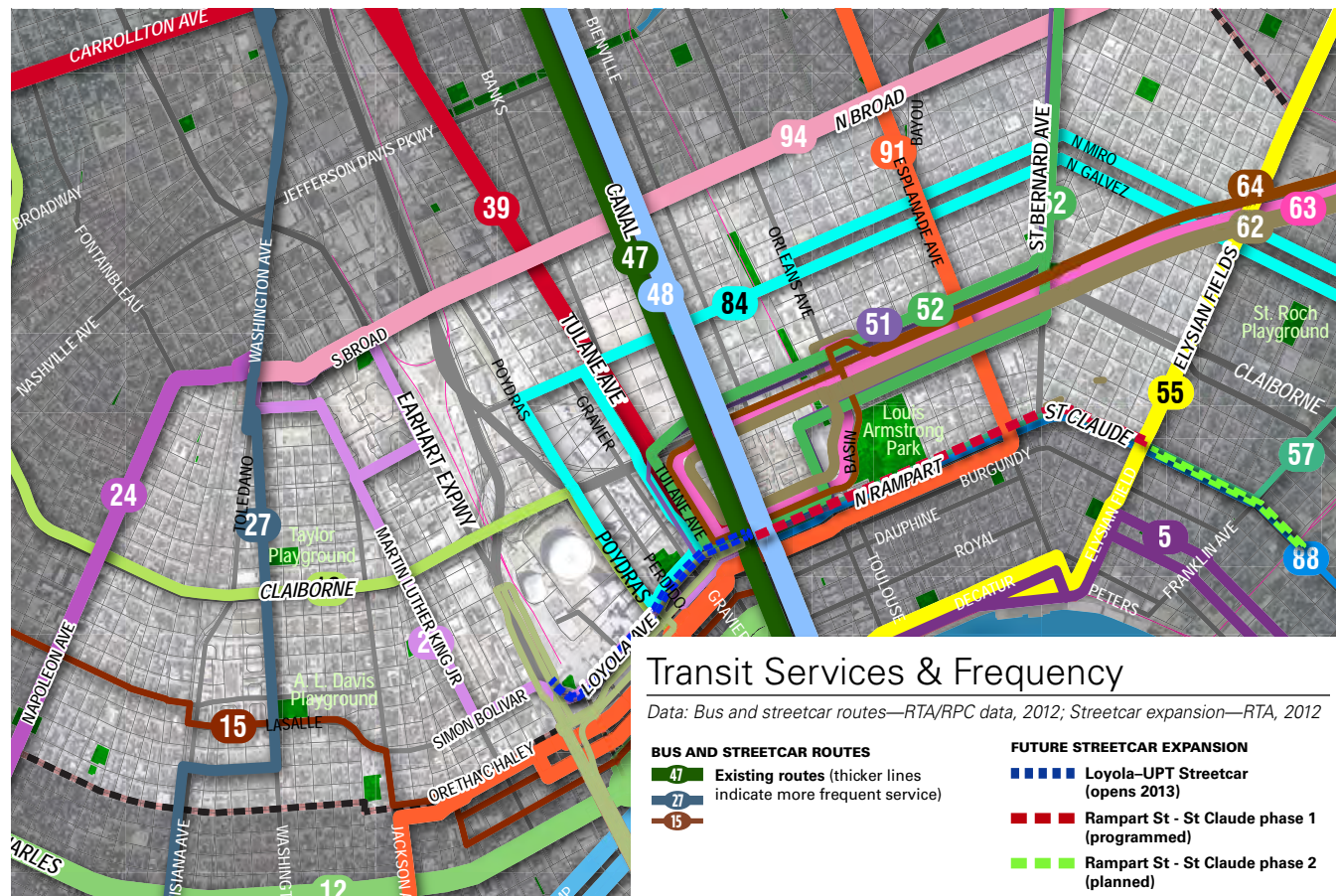
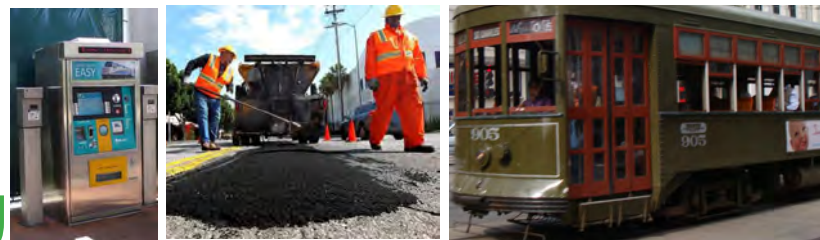
Imagine that... All of the region's major transit routes in the city pass through the LCC. Residents living there can travel all over the city and into neighboring parishes by bus paying once at the start of the trip. Routes work together so transfers are synchronized. Whether by bus or by car, traveling along most major streets is faster since the city began coordinating its stop lights with a centralized system. For special events most people come by transit so residents are not inconvenienced with the traffic and parking shortages of the past. Trucks headed to the French Quarter, the CBD and the Port stick to the streets intended for their use knowing that they are the fastest routes in the system.

WHAT THE COMMUNITY SAID:

We need better connections to opportunities around us and in our neighborhoods.

Where will all the traffic go?

A lot of people don't have cars.



WHAT THE STUDY LEARNED:

Approximately **115,000 vehicles** travel each day on the **I-10 overpass** through the study area.

State inspection reports for 2008–2012 indicate that the **bridges in the study area are in satisfactory to good condition** and, if maintenance continues according to past practice, could provide another 30 years of service.

Truck and rail freight connections critical to the city's economy use the **Claiborne expressway to link uptown shipping terminals** on the river with warehouses along the Industrial Canal and **freight from the region and beyond to the CBD.**

40% of LCC Study Area households **do not have access to private automobiles**; transit is a critical means of access to jobs.

Transit access to other locations requires a transfer between bus routes. On RTA this increases time in transit; transfers to Jefferson Transit (to job locations such as Metairie and Elmwood Industrial Park) also require a second fare each way.

Nearly all locations in the study area are **six blocks or less from a transit route** and bus routes have high ridership.

Bus service is characterized by **long wait times on neighborhood routes** (like the 84 and 91) and by **low on-time performance on heavily traveled routes** that are scheduled for shorter wait times (like the 39 and 94).

The bus routes with the **highest ridership in the city are Broad Street and Tulane Avenue.**

Two streetcar lines travel through the LCC Study Area: Canal Street and Rampart/Loyola Avenue.

PROPOSED STRATEGIES:

Establish policy, design and traffic operations guidance for designation of freight routes.

Consider reconfiguring bus routes for more timely trips.

Establish high-demand area parking pricing and supply management pilot program.

Consider fare collection outside of buses and streetcars to speed boarding.

Use intelligent transportation systems (ITS) approaches with signal priority to improve transit and freight movement as well as event access and hurricane evacuation.

Use ITS-based traffic management to absorb traffic growth and avoid need to add more driving lanes.

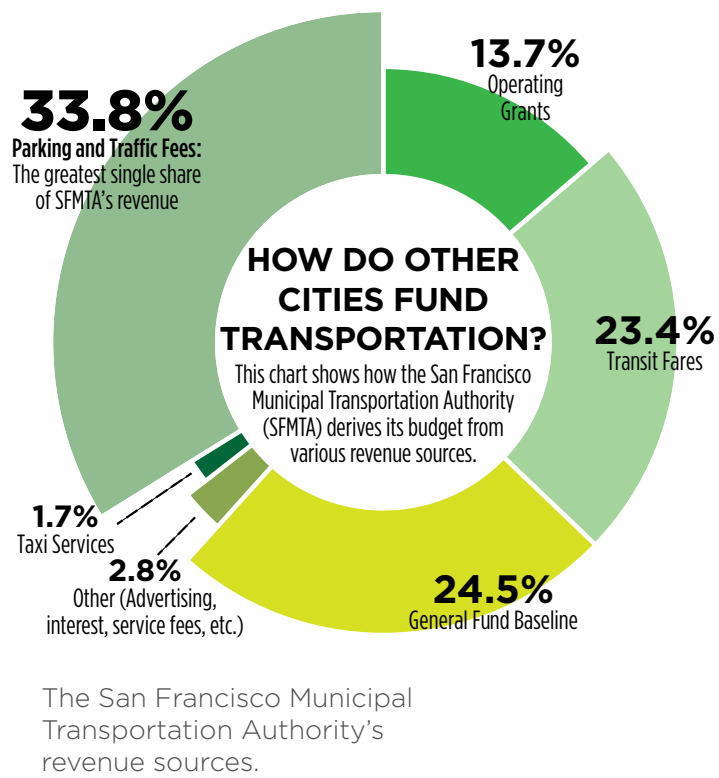
Further Discussion

Transit and Regional Coordination

REGIONAL TRANSIT GOVERNANCE PARTNERSHIP

The LCC study has found that transportation access to regional employment is an impediment to economic security for many LCC residents. Service is available for transit-dependent LCC residents to travel both inside and outside Orleans Parish; however, destinations in Jefferson and St. Bernard Parishes are difficult to reach. Currently each of the three parishes operates separate transit service almost exclusively within their jurisdictions in terms of routes and fares. Other than a trip to Metairie, a trip into Jefferson Parish would require passage on both RTA and JeT services that lack coordinated schedules and a common fare payment for the inter-system transfer—resulting in long wait times and payment of both systems’ full fares. For residents of these neighboring parishes and visitors arriving in the region by air, any thought of using public transportation to reach locations within Orleans Parish, including the major job and tourist destinations downtown, are likely to be quickly extinguished given the difficulty of using the current transit options.

Through the Regional Planning Commission, the City of New Orleans can take a leading role to engage St. Bernard and Jefferson Parishes in discussions to reintegrate their transit services. More and more, employers and industries include regional transportation quality in location decisions, both as practical considerations for plant-to-market business connectivity as well as to attract workers. Any effort to organize transit services should acknowledge the particular needs and priorities of individual transit providers while moving toward the goal of broader economic benefit and competitive advantage of a well-connected, more mobile metropolitan area. Efforts should focus on operating efficiencies, cost savings, and efficient user access between important regional destinations.



DEDICATED AND RELIABLE FUNDING

This study recommends a parking surcharge be applied to both publicly available, on-street parking as well as private parking in garages and surface lots. This would be applied as an excise tax collected through property-tax bills based on a total number of spaces. Revenues collected from could be applied directly to transportation-related purposes rather than directed to the City’s general fund. This would allow the City to fund projects and programs in their entirety and to leverage funds (in the form of a local match) to attract state and federal funds.

Many cities are using transportation-related sources of revenue, including transit fares, parking payments and ticket fees, advertising, and contributions from the general fund, as contributors to urban transportation budgets. In the diagram from San Francisco parking revenue, along with traffic fees and fines, are the highest single contribution to the budget, pointing to the opportunities that parking may provide for a more unified transportation funding program. Parking needs and dynamics are different in New Orleans, but the city does have many characteristics similar to San Francisco—a highly-visited tourist district and downtown and relative scarcity of parking in key commercial areas and activity districts. Adding parking as a source of transportation-related funding can increase funding needed for system preservation and complete streets.

TRANSPORTATION DEMAND MANAGEMENT (TDM)

New Orleans remains a city and metropolitan area where the historic downtown business district is the dominant concentration of employment and therefore the most significant destination in the region. This should naturally be the focus of strategies that seek to better manage parking—potentially through the levying of a parking surcharge. Feasible alternatives to driving that can support transit and network enhancements to increase driving

Strategy: Establish transportation management associations in key activity centers

The City or one of its partner agencies, such as the Downtown Development District or the Regional Planning Commission, should take the first steps to form a transportation management association (TMA) to combine efforts that help to inform and encourage use of transit, accommodation for bicyclists, and support for living close to work. Although the most feasible area to apply a TMA is the central business district, demonstrating the value of such an approach allows it to be used in the LCC as employment centers (notably the University Medical Center) emerge. In the short term, a TMA offers benefit for both for downtown businesses and the larger communities of central New Orleans (such as the LCC neighborhoods) that may benefit from increased options for access to downtown. In the long term, a similar organization in the LCC can help to reduce the impacts of employees driving to work. More riders on transit can help to increase support for the funding necessary to improve transit’s service quality and reduce neighborhood cut-through of traffic on local streets.

A TMA in central New Orleans would be the first of its kind in Louisiana. Louisiana is one of the few states (and the only state with a metropolitan area of more than one million inhabitants) that does not have an organization of this type. A TMA offers a unique, strategic value for the CBD due to the relatively small size of employment concentrations outside of the CBD and a the small number of health- or education-driven activity centers elsewhere in the City. It is a way to achieve economies of scale among many different member businesses and organizations, and organize and provide sufficient levels of information and resources to smaller employers. To get started a TMA will need:

1. Dedicated staff positions to allow full-time attention to coordination of TDM efforts, collection of information from members and interested employees, and pursuit of funding
2. Funds dedicated to marketing of TDM programs
3. Agreement from the RTA on any reduced rates for transit passes or an employer-supported subsidy for RTA passes
4. Other financial incentives (such as parking cash-out, vanpool/carpool operating subsidies and cash prizes for program participation)

One challenge that New Orleans faces with this approach is establishment of an ongoing source of funding to provide for member needs, to offer financial assistance and incentives to promote travel alternatives, and to equip the association with staff. Many TMAs around the United States are based on business membership and are often closely tied to the missions and operations of business improvement districts. Pursuing such a strategy in conjunction with the Downtown Development District, the Medical District and other major employment centers may be a more effective approach than City leadership. Some TMAs are administered or coordinated by MPOs, such as the Commuter Connections program coordinated by the Metropolitan Washington Council of Governments. A similar approach in New Orleans could be led by RPC and coordinate programs across multiple jurisdictions to facilitate use of state and federal funds available for administering demand-management programs.

One challenge that New Orleans faces is that Congestion Mitigation and Air Quality (CMAQ) funds from previous federal transportation authorization legislation have been the primary source of funding for most TDM programs in the United States. They are presently not available to the New Orleans metropolitan area because it meets air quality standards. However, this does not preclude the use of other federal funding sources, such as Federal Transit Administration transit operating assistance funds, flexible funds that can be transferred from highways to transit, or Transportation Alternatives funds from the MAP-21 federal authorization legislation. Some carpool and vanpool projects, a common feature of broader TDM strategies, may even be funded through federal Surface Transportation Program funds that are often used for highway projects. The potential for use of a broad range of federal sources points to a strategic reason why RPC may be well suited to take a leadership role on regional demand management coordination.



Community Goals for the Future: Enhanced Transportation Choice and Access

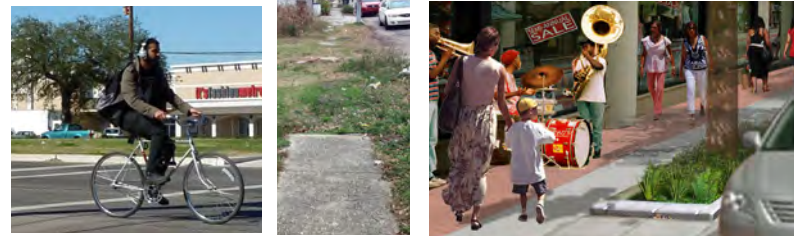
Complete Streets

Imagine that... The streets of the LCC continue to be very special places; they are the public space of parades, second lines and people swapping stories and valuable information. They are overseen by neighbors block-by-block. They belong to everyone. These narrower neighborhood streets have been remade with networks of trees, rain gardens, sidewalks and markings for bicyclists. Cars travel slowly at speeds comfortable for sharing the street with bicycles and motorists can respond to the occasional child chasing a ball from between parked cars. Larger commercial streets also make room for bicyclists and pedestrians. But spaces are more clearly defined and separated from the path of moving traffic. They are well-lit at night and shaded during the day with larger trees and awnings. Crossings and transit waiting areas are comfortable and visible to motorists and bicyclists.

WHAT THE COMMUNITY SAID:

We need buses on rapid schedules with park-and-ride hubs and bike hubs.

Our sidewalks have lots of gaps and damage from tree roots and flooding.



WHAT THE STUDY LEARNED:

Sidewalks generally exist throughout the study area but they are narrow and in poor condition in many locations due to wear, property neglect, or damage from flooding, tree roots or soil subsidence.

Sidewalk installation, maintenance and repairs are the responsibility of adjacent property owners. This leads to an uneven level of quality throughout the sidewalk network.

There were 210 pedestrian and bicycle crashes in the LCC study area from 2009 to 2012

Only a handful of major roadways in the study area offer dedicated space for bicyclists, and the LCC area has no formal bicycle network despite growing ridership within the city.

Crossing the railroad tracks and the Pontchartrain Expressway necessitates using Broad Street or Claiborne Avenue, neither of which have adequate and safe bicycle facilities.

The RPC's Bicycle and Pedestrian Master Plan envisions approximately 70 miles of bike lanes.

Few designated bicycle facilities are available. This includes bicycle parking near important destinations.

PROPOSED STRATEGIES:

Create a sidewalk repair and betterment program to include a citywide inventory, youth involvement in assessments and property owner engagement to complete sidewalks to repair and fill gaps.

Use improvements like curb extensions and high-visibility crosswalks at key intersections to create safer pedestrian crossings.

Apply alternative bicycle route selection criteria.

Designate a crosstown (parallel to river) bicycle connection through the LCC area that crosses Pontchartrain Expressway and provides an alternative to Broad Street or CBD streets south of Loyola Avenue.

Build on current non-city, bicycle-parking programs.

Enhance bicycle parking at transit stops.

Examine possibility of implementing transportation demand management policies.



Further Discussion

Complete Streets

In 2011, the Mayor and City Council adopted an ordinance establishing the City’s current policy “to establish a Complete Streets program for the City of New Orleans, to provide guiding principles and practices requiring that all transportation improvements are planned, designed and constructed to encourage walking, bicycling and transit use, while also promoting the full use of, and safe operations for all users of the City’s transportation network.” The policy presents a forward-thinking direction for New Orleans to modernize its infrastructure to accommodate the full range of users and uses of the street systems. Street uses other than transportation, important aspects of life in any city and particularly in New Orleans, include the daily meetings among neighbors and business associates; children at play; and, the city’s famous festivities of parades and Second Lines. The Complete Streets policy applied to the LCC Study Area has the ability to unlock the full value of New Orleans’ historic street network to support place-based planning, economic development, public safety, and healthy living.

CAPITAL PROGRAMMING AND ASSET MANAGEMENT PROCESSES

A system to monitor and manage the City’s streets and their supporting signals and utilities, the capital assets of any transportation system, is crucial to focus funds on locations with the greatest need and strategic opportunity. Need-based decisions recognize high traffic demand and pavement condition. Strategic opportunities consider a major employer or other economic interest, or the ability to significantly add to stormwater management resources. A monitoring and management system is a critical first step to carry out the more complex plans proposed in this study i.e. a comprehensive stormwater management system; a revitalization program that relies on private developers to invest in specific target areas; and support for an area of targeted scattered-site housing rehabilitation by homeowners.

The City’s Department of Public Works has expressed interest in an asset management-based system of allocating resources and responding to needs, both as a way of addressing its backlog of infrastructure maintenance and as a way of planning for future capital improvements and projects. The study recommends four primary components of an asset-management program for the City of New Orleans:

1. **Inventory and Conditions, including a performance-gap assessment.** In general, this requires extensive field inventory and a software system to document the City’s current assets. (See the note below on use of a geographic information system, which can serve as a foundation for this effort through already-collected geographic locations.) Startup costs are significant, as they include providing staff positions and/or training technicians to use management software, taking on a comprehensive inventory of infrastructure, and reaching agreement on a format for reporting and monitoring. This inventory might also provide a mentoring or training experience for LCC youth using the model of the 2012 Beacon of Hope/CSED Lower Ninth Ward Blight Study (described in the sidebar box on the opposite page).
2. **Asset condition assessment and maintenance of data.** This involves creating a scale (such as: 1 to 5, A to F, percentage, etc.) and assigning a standard so that the assessment of conditions is as quantitative as possible (new to failing, etc. with descriptions of conditions that qualify at each level). Such a system will be costly to maintain due to the staff resources needed to apply consistent judgment. The City will, therefore, need to determine how often to update the data (e.g., every year, two years, five years, etc.) and then keep it updated by undertaking field assessments at each juncture.
3. **Establishing priorities in treatment of infrastructure.** Priorities should be expressed in a quantitative system establishing a hierarchy of projects based on need and strategic value. In addition to tracking pavement condition, average daily traffic, adequacy of stormwater infrastructure, and other typical measures of need, priority criteria for the LCC area should include streets that support livability goals. Sample criteria could include designation as a Cultural Products District such as is proposed for St. Bernard Avenue; areas in the community targeted for concentration of infill housing or owner-occupied housing rehabilitation; and job center focus areas such as the Biodistrict. Such a tracking system can also monitor development that should include or advance utility upgrades below the street in anticipation of reconstruction or streetscape enhancements.

PEDESTRIAN

The City currently requires property owners to maintain the sidewalks abutting their property or, as the case may be, add them. This requirement has a long history and is typical for most jurisdictions in the US. Also typical is the ordinance’s provision allowing the City to take action and repair or replace a sidewalk when its condition is such that it poses a risk to public safety. But New Orleans, like many other cities, rarely enforces its statutory requirement or takes corrective action within its authority. Sidewalk repair enforcement is unpopular with residents, and in the LCC Study Area, enforcement may cause a financial hardship on low income residents.

High-Visibility Crosswalks and Curb Extensions for Intersection Safety

To promote safety at intersections, the City should use high-visibility crosswalks when at least one of an intersecting street has a volume of 4,000 vehicles per day; on streets within a block of a school or on a designated school walking route, or within a designated school zone for traffic control purposes and for crosswalks lead to bus stops and transit stations. To further promote pedestrian safety, the City could pursue a policy to construct curb extensions at intersections. Curb extensions reduce crossing distances, permit pedestrians to be more visible and have a better view of on-coming traffic, and provides permanent space for parking. On arterial streets, curb extensions provide additional space for passengers to wait for, board and alight from transit vehicles. Shelters, hard-surface waiting areas and landscaping help establish the intersection as a zone for pedestrians and vehicles.

BICYCLE

Bicycle trips are typically longer than average walking distance and much shorter than trips where transit or a private vehicle is preferred. Bicycles allow travel speeds that are competitive with typical transit trips and even private vehicles during congested periods. A bicyclist traveling the entire length of the LCC Study Area from Napoleon to Elysian Fields can arrive in as little as 24 minutes. Combining cycling and transit—by using existing bicycle racks on buses and adding bicycle parking at transit stations—can greatly expand non-motorized travel.

Alternative Bicycle-Route Selection Criteria

The 2005 Pedestrian and Bicycle Master Plan for New Orleans (published by the Regional Planning Commission) guides the location of bicycle routes in the LCC Study Area. The selection and prioritization of bicycle routes should follow this guidance unless right-of-way constraints make safe accommodation impractical without a major reconstruction of the roadway. This recommendation is intended to refine and add to the routes called for in the RPC plan and supports the full compliance of the City’s Complete Streets policy to design arterial thoroughfares to be safe, convenient and practical for all users.

TRANSIT AND FREIGHT

“Street-running” transit service such as that in New Orleans struggles to provide travel times competitive with automobiles because, in addition to sharing streets and facing the same traffic as automobiles, transit vehicles must stop to pick up and drop off passengers. Transit agencies around the United States are beginning to use intelligent transportation systems (ITS)-based approaches, especially timing and coordination of traffic signals, to give transit vehicles priority and advantage in their operations. Global Positioning Systems (GPS) technology, transit scheduling software, and traffic signal upgrades can help transit stay on schedule. These systems working together can also help inform passengers when to expect the bus.

The City should treat its truck-route map as a dynamic instrument of coordinating freight movement and combine freight routes with ongoing projects in intelligent transportation systems, congestion management, and rehabilitation. Over time, access to the Port of New Orleans has been reduced by neighborhood pressure to restrict trucks from local streets. This has left it dependent on a limited number of routes and access points. Other freight operators face a similar challenge because the regional freight-movement system is limited to key expressway and arterial corridors.



ENVISIONING CHANGE: FUTURE SCENARIOS EVALUATED

Envisioning Change

Scenario Development and Evaluation

Scenario Planning Methodology (Outlined in Steps)

The method for conducting Scenario Planning to the Livable Claiborne Communities study is outlined in the following steps. Scenario Planning does not just occur at one point in the study, but is integrated throughout the study, from project initiation and data collection, scenario development and through comparison of alternatives (community revitalization and transportation). Step 1 provides input to Step 2, and all previous steps provide input into the subsequent step. Input from the Project Advisory Committee (PAC) and Governance Committee (GC) is factored into each Step. Likewise, input received during stakeholder interviews, neighborhood meetings and City-wide public meetings informs each step, as outlined in the graphic below.

ESTABLISH BASELINE CONDITIONS

The work of scenario planning begins with an understanding and documenting of existing land-use, eco-nomic, transportation, environmental and community conditions. This step was initiated through the first two Project Advisory and Governance Committee Meetings, stakeholder interviews, data collection, initial data analysis, and the first series of City-wide and neighborhood public meetings.

ESTABLISH FUTURE GOALS AND ASPIRATIONS

Goals include the aspirations related to resolving issues and building upon opportunities that were identified by the community and Project Advisory Committee during Step 1. Based on input to date, the goals and aspirations fall into the following categories:

- Livability
- Equity/Opportunity
- Sustainability

They address visions related to economic and business development, environmental quality and sus-tainability, cultural identity and enhancement, mobility, community placemaking and affordability.

CLASSIFY THEMES AND COMMUNITY DESIRES INTO SEVERAL MAJOR TARGET/TOPIC AREAS

Target/topic areas represent community desires expressed by community residents, stakeholders and neighborhood groups, and framed by the opportunities and challenges identified through an analysis of existing conditions. The intent of defining target areas in this manner is to determine achievable means of implementation and to help the Claiborne Communities achieve their desired goals through feasible approaches. With this in mind, target areas may be either place-based, oriented to the physical environment in a way that can be defined geographically, or issue-based, indicative of more global opportunities and social/equity challenges that concern the entire study area. An example of an issue-based target area is employment opportunities and workforce training for residents. Some of the topics identified during Step 1 included:

- Housing cost and affordability
- Residential real estate market
- Commercial/office real estate market
- Employment opportunities and workforce development training
- Neighborhood services (schools, parks, grocery/market food systems)

- Local historical culture and arts (music, cultural businesses and establishments, and historic preservation)
- Transportation and Mobility for local access
- Transportation for regional mobility
- Living with water

CREATE BASELINE AND ALTERNATIVE SCENARIOS

The study team defined the baseline scenario based on input received from constituents. A range of potential alternative land use/economic development scenarios were developed by the LCC study team. These scenarios are based on the target/topic area themes such as housing and neighborhoods, economic development, neighborhood retail and commerce, public facilities and services, green systems and transportation. They include varying levels of response (enhance, change or preserve). These draft scenarios were further developed and refined based on input from the Governance and Project Advisory Committees and during public Scenario Planning Workshops.

ASSESS THE IMPACTS, INFLUENCES AND EFFECTS OF MOST PREFERRED SCENARIOS

The LCC study team assessed the impacts, benefits, influences and effects of the most preferred scenarios against the goals and aspirations established in Step 2. The assessment included both quantitative and qualitative measures. A key tool used to assess the transportation scenarios is the regional travel demand model. The Regional Planning Commission of New Orleans (RPC) applied the land use/community revitalization scenarios to the regional model, and tested the various transportation scenarios for effectiveness in meeting the transportation goals of the communities/region. Results of the assessment were presented to the Governance and Project Advisory Committees and to the public during a series of public meetings.

Community Revitalizaiton, Economic Development, Fiscal Impact and Transportation Assessments

Major transportation investments such as those described in this study will present impacts and opportunities well beyond those related to traffic and transportation alone. Just as initial investments in the City’s port, street, expressway and transit systems have helped to form development and habitation patterns so too will elements of the alternatives studied. This section looks at some of those impacts most able to be quantified projecting outcomes of scenarios based on criteria organized according to the goals and objectives developed for the study area. These goals resulted from an extensive outreach and communications program of interviews and meetings with community members. Groups and individuals participating include the Study Project Advisory Committee, its Governance Committee, over 90 study stakeholders, and over 400 members of the public who participated in neighborhood and city-wide public meetings that were held in December 2012. These goals were confirmed by participants in the March 2013 scenarios workshops.

GOAL: PRESERVED CULTURE AND IDENTITY

Evaluation criteria to compare scenarios are linked to 1) the different scenarios’ capacity to leverage different levels of funds to support the expenses of indigenous cultural expression; and 2) the different scenarios’ projected production of affordable housing to ensure that culture bearers, who surveys have found are typically in low-income households, can continue to live in the LCC neighborhoods as revitalization advances.



Evaluation Criteria

- 1. Funds that can be leveraged from additional real estate investment, wages, retail sales, and similar value to support indigenous culture organizations
- 2. Total Number of New Affordable Housing Units (less than 30 percent Area Median Income (AMI*), 30-60 percent AMI, 60-80 percent AMI).
- 3. Availability of parade routes and other routes and spaces traditionally used to conduct indigenous culture.
- 4. Credible metrics to document the economic and social value of indigenous culture.

GOAL: SUSTAINABLE SOLUTIONS FOR THE FLOOD-PRONE ENVIRONMENT

Due to the high amount of vacant land in the LCC, it is possible to make progress on this goal regardless of scenario. Measures of effectiveness that are not scenario-dependent include managing stormwater and mitigating flooding by identifying the percent of available acres of vacant land for networked green infrastructure.

Evaluation Criteria

- 1. Acres of land located in areas subject to repetitive storm-driven flooding that can be included in a connected system of rain-gardens, bio-swales and other green infrastructure.
- 2. Acres of green infrastructure interventions linked to networks.
- 3. Potential to support citywide and regional flood control and storm protection strategies.
- 4. Percent of restored street tree canopy and number of new street trees.

GOAL: EQUITABLE ACCESS TO ECONOMIC PROSPERITY

Evaluation criteria to compare scenarios are linked to 1) the different scenarios’ capacity to leverage different levels of funds to support the expansion of job readiness, workforce development and small business assistance; 2) the different scenarios’ projected living wage jobs created. Measures of effectiveness that are not scenario-dependent include real estate investment by use (including rehabilitation) and the percent of the population within walking distance of retail.

Evaluation Criteria

- 1. Funds that can be leveraged from additional real estate investment, wages, retail sales, and similar value created over the next 20 years to support workforce readiness, job training, re-entry and additional social and health programs that enable LCC residents to compete with “living wage” jobs and/or to start businesses.
- 2. Jobs That Pay a Living Wage Located in the LCC.
- 3. Construction jobs available to LCC residents given existing and additional education levels and workforce skills.
- 4. Jobs that pay a living wage accessible to LCC residents given existing education levels and workforce skills.
- 5. Jobs that pay a living wage accessible to LCC residents with two years of post-high school training and/or education.
- 6. Wages paid in the LCC.
- 7. Retail sales in the LCC.
- 8. Household savings associated with increased availability of public transit.
- 9. Impact on New Orleans’ economy.
- 10. Impact on City’s economic development initiatives.
- 11. Improved health indicators.

GOAL: MANAGED CHANGE TO BENEFIT THE EXISTING COMMUNITY

Evaluation criteria to compare scenarios are linked to the number of housing units—affordable, workforce and market rate—produced; percent of vacant and abandoned properties reused for infill or green purposes; amount of property and sales tax made available; and enhanced walkability of corridors measured by percent of active uses on corridor block faces. Measures of effectiveness that are not scenario-dependent include real estate investment in rehabilitation and new construction, and the percent of the population within walking distance of retail.

Evaluation Criteria

- 1. Impact on neighborhood affordability, stability, and inclusiveness.
- 2. Supply of workforce and market rate housing.
- 3. Reuse of vacant and abandoned properties.
- 4. Fiscal benefits.
- 5. “Walkability” of major corridors.
- 6. Real estate investment, by use.
- 7. Convenient retail.

GOAL: TRANSPORTATION CHOICE AND ACCESS

The following describes the methodology used to analyze the transportation components of the Livable Claiborne Communities study. The methodology stems from the evaluation criteria and measures of effectiveness document, which was influenced and developed from the scenario planning workshops and earlier, the goals and objectives of the project. The goals and objectives were developed based on input from project stakeholders and affinity groups, the Project Advisory Committee, the Governance Committee, and the public during the neighborhood and city-wide public meetings that were held in December 2012.

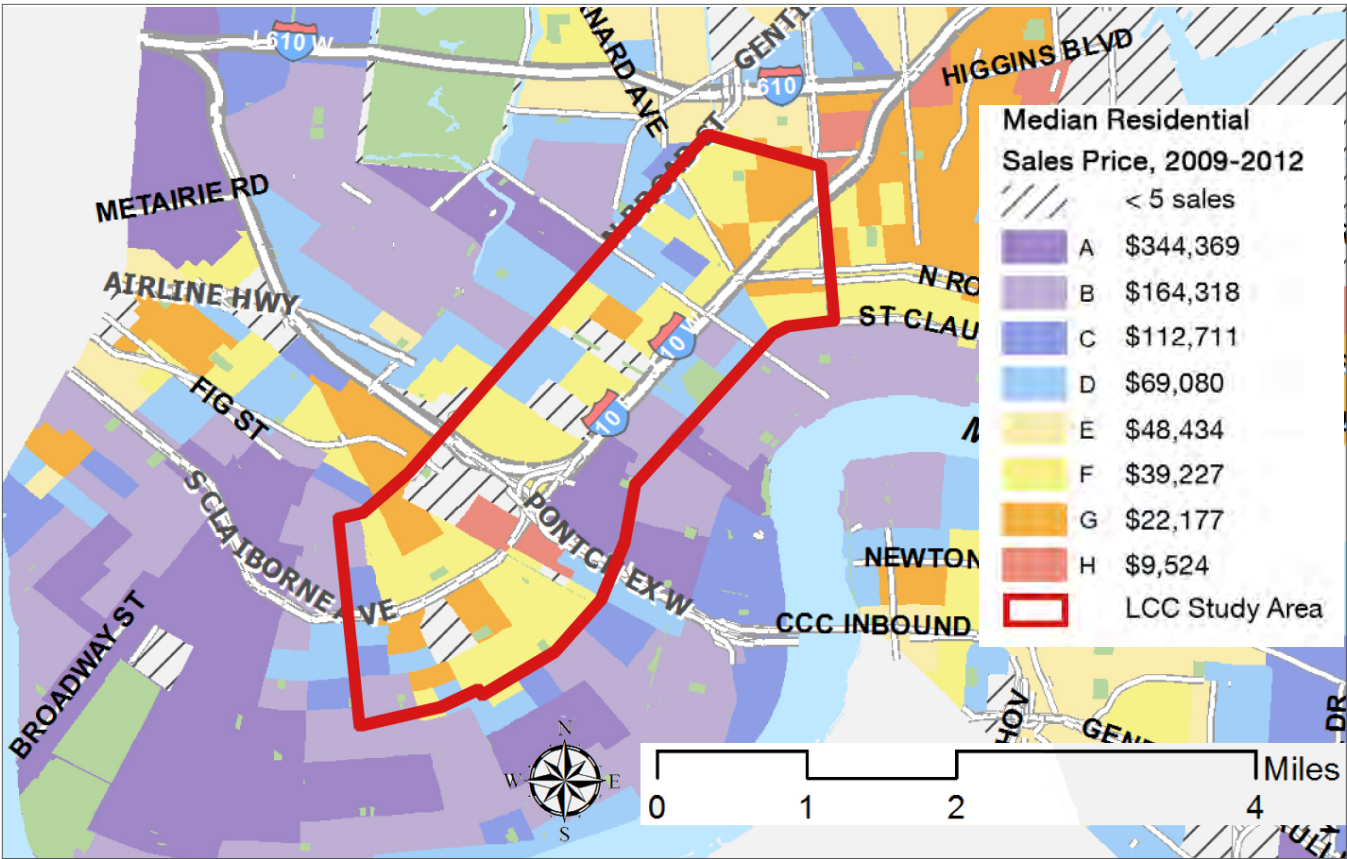
For each of the scenarios to be evaluated via the travel modeling and alternatives analysis process, these are the results to be reported. The travel demand model outputs, where applicable, will support the transportation/transit evaluation criteria. Other criteria will be evaluated using qualitative methods metrics oriented to other components of the study (such as real estate market development potential, job creation, and stormwater management). The travel demand model outputs will be weighed against the evaluation criteria to determine scenario performance and potential impacts, allowing for before-and-after comparisons and a comparative understanding of impacts. The Trends Extended alternative, and Scenarios 1, 2, 3a and 3b will be compared with the No-Build scenario and with each other.

The following traffic/transportation data results of the model analyses were completed and reported for each of the alternatives:

- 1. Prediction/modeling of future traffic and travel patterns including transit ridership
- 2. Analysis of future traffic operations at intersections and locations identified as deficient in the LCC Ex-isting Conditions Report (the report deliverable from Task B.5)
- 3. Comparison of access changes to key land uses and development (target areas) in the LCC study area
- 4. Analysis of travel times and levels of congestion
- 5. Evaluation of vehicular safety considerations
- 6. Evaluation of impacts to pedestrians
- 7. Evaluation of impacts to bicyclists
- 8. Evaluation of impacts to transit operations and transit route potential
- 9. Evaluation of impacts to freight

Envisioning change: Relationship between development and infrastructure

Market Value Analysis



The Market Value Analysis (MVA) for New Orleans shows the LCC Study Area in the weaker market categories over the 2009-2012 period, exhibiting lower median residential sales prices, a higher percentages of dormant properties, more substandard structures, and fewer sales.⁴ The areas on the map with fewer than 5 sales are public housing redevelopment sites during this period. Map source: “Market Value Analysis (MVA): New Orleans, LA”, 2013. The Reinvestment Fund.

Strategic vacant land management

The vacant land problem in New Orleans in the years of recovery after Hurricane Katrina and its aftermath was so extreme that scatter-shot strategies were employed to return as many of these properties as possible to commerce. Except in a few cases, this redevelopment began without a strong strategic framework related to location. NORA also has had an interest in putting the most marketable vacant properties it controls into the market in order to raise funds for future activities. Programs like the Lot Next Door and Alternative Land Use depend on individuals and groups to come forward, rather than targeting certain areas for defined strategic purposes.

⁴ Note: In most American cities property values in neighborhoods with historic character and/or proximity to downtown are rising. Demographic trends suggest that the cost of housing in urban neighborhoods will likely continue to rise faster than housing located further from the core for the next one to two decades [ZVA Associates].

It is much more challenging to redevelop multiple vacant abandoned properties for housing or other uses using a scatter-shot approach as opposed to through a concerted strategy that benefits from site control of a substantial portion of vacant and abandoned properties. The risk attached to isolated redevelopment of one or a few properties in a neighborhood blighted by widespread vacancy and abandonment is much greater than the risk attached to coordinated redevelopment of large numbers of these properties in a particular neighborhood. Further, while individually many vacant and abandoned properties carry little or no market value, under a single ownership able to coordinate strategic redevelopment the value of these properties would increase because they would be part of a cohesive redevelopment initiative. At the same time, if NORA or another entity controlled these properties, the entity could insure that affordable and market-rate redevelopment kept pace with each other.

While maintaining existing programs, NORA is now taking a more strategic approach. NORA and the City of New Orleans commissioned a Market Value Analysis (MVA) of residential property for New Orleans from The Reinvestment Fund (TRF), which was released in March 2013 (it is available from data.nola.gov). The MVA is designed to analyze the local residential real estate market so that public officials and the private market can identify stronger and weaker elements of the local market. With this understanding, public officials can make better strategic decisions about strengthening weak markets and supporting strong ones. TRF describes its assumptions when analyzing local markets as follows:

- Public subsidy is scarce and it alone cannot create a market.
- Public subsidy must be used to leverage, or clear a path, for private investment.
- In distressed markets, invest into strength (e.g., major institutions of place, transportation hubs, environmental amenities) – ‘Build from Strength.’
- All parts of a city are customers of the services and resources that it has to offer.
- Government action is tailored to the market conditions.
- Decisions to invest and/or deploy governmental programs must be based on objectively gathered data and sound quantitative and qualitative analysis.

The MVA was focused on median sales prices of residential property, rates of vacant land and substandard structures, foreclosure rates, rates of homeownership and rental subsidy, and rates of vacant but habitable housing units. It shows that the LCC Study Area, except for CBD locations riverside of I-10, is in the weaker market categories. The strategic approach the MVA describes is applicable to management of vacant property as well. Vacant lots can be a resource to “invest into strength” where there are emerging employment centers, like the medical district, or community assets, like Circle Food Store. Where there are fewer assets, management of vacant lots can focus on making them into new community assets, such as stormwater parks or community gardens.

Similarly, since 2011, the City’s code enforcement lien foreclosure program has taken a more strategic approach. In addition to continuing to receiving code enforcement complaints from citizens, code enforcement sweeps are focused around community assets, such as schools. In addition, community development and nonprofit organizations are developing strategies to gain control of vacant lots and manage them effectively by seeking volunteer legal assistance to help expedite site control and collaborating with Tulane City Center to create a report providing strategies to manage vacant sites.

Vacant land-management strategies for the LCC Study Area should be informed by the MVA, existing and future assets in the LCC Area, and partnerships among agencies and with community-based organizations.



Alternatives to development of vacant land

Because of the magnitude of the problem, vacant land is likely to be an issue for some time to come, in many cases, alternative uses—for stormwater management, recreation, or urban agriculture—will be preferable to development. Locations in the LCC Study Area that are subject to flooding, such as parts of the Seventh Ward and the Hoffman Triangle, and where clusters or chains of vacant lots could be acquired, can be especially suitable for stormwater management uses that can double as neighborhood greenspace amenities. Urban agriculture or arts and culture uses could also be used to enliven vacant lots.

In 2010, the Tulane City Center worked with Jericho Road Episcopal Housing, a community development organization in Central City, to develop a document, “Vacant Land Site Strategies” that identified management strategies, including potential cost data and appropriate types of vegetation. This work could be updated and expanded for the entire LCC Study Area on the model of the detailed “Ideas to Action Resource Guide” created by the ReImagining Cleveland initiative (see box). In Cleveland, community institutions, the regional sewer district, foundations, the EPA and others have been collaborating on brownfields cleanup and vacant land assembly to create a networked, green infrastructure system and to make sure that when the sewer district does underground work, the surface area is renewed for green infrastructure and community amenities.⁵

Community land trusts (CLTs) could provide an opportunity for short- to medium-term management of vacant lots with the ultimate goal of creating affordable housing or affordable space for businesses. A CLT is a nonprofit organization that takes permanent ownership of land to preserve long-term availability for affordable housing and other community uses. CLTs would manage vacant lots while they are preparing to build housing or other development that could pay ground rents that will provide the CLT with a source of income to manage and maintain their properties. One CLT, the Crescent City Community Land Trust, is in the beginning stages of operation in New Orleans.

HOUSING MARKET POTENTIAL IN THE LCC

A housing market potential study for the LCC Study Area was prepared in January 2013 by Zimmerman/Volk Associates (ZVA).⁶ A core premise of this analysis is that it is just as important to retain current residents as it is to bring back those who still have not returned since the storm and its aftermath or to attract new residents. The analysis identified the depth and breadth of the potential market for new and existing housing units within the Study Area, both market rate and affordable, encompassing those households already living in the Study Area as well as those households that may be inclined to move into the Study Area if appropriate housing options were to be made available.

The study analyzed the socio-economic and lifestyle characteristics of households currently living within defined draw areas to identify “urban-inclined” households. The draw areas were derived primarily through migration analysis (using the latest data provided by the Internal Revenue Service), but also incorporate information obtained from real estate brokers, sales and leasing agents and other knowledgeable sources, as well as from ZVA’s field investigation. An understanding of mobility trends and household characteristics within the draw areas is integral to the determination of the depth and breadth of the potential market for new and existing housing units within a given area. The analysis provided numbers that represent the market potential for new and existing housing units within the LCC Study Area, and should not be confused with projections of housing need or change in the number of households. The general housing types covered in this analysis include the following:

- Multi-family
 - For-rent (along with multi-family for-sale, the highest-density housing type; multiple rental apartments located within buildings that typically include three stories or more)
 - For-sale (along with multi-family for-rent, the highest-density housing type; multiple for-sale apartments located within buildings that typically include three stories or more)
- Single-family Attached (a medium-density housing type; two- or three-story townhouses; duplexes or two-family houses; live-work units)
 - Detached houses (ranging from the highest-density single-family housing type, typically developed on small lots, with garage access from rear lanes or alleys at the rear of the units, to the lowest-density single-family housing type, with garage access from the street).

- Attached (a medium-density housing type; two- or three-story townhouses; duplexes or two-family houses; live-work units)
- Detached houses (ranging from the highest-density single-family housing type, typically developed on small lots, with garage access from rear lanes or alleys at the rear of the units, to the lowest-density single-family housing type, with garage access from the street).

Broadly consistent with findings for other older American cities, the housing market study found a dramatic shift from preference for single to preference for multi-family housing. The study found that 78% of demand is for multi-family housing (mostly rental) and that 51% of demand is from households with incomes 80% or below AMI. Most of this market potential (62%) comes from younger singles and childless couples. Potential unit numbers do not include public housing replacement units within the housing potential but do include other kinds of assisted units (such as housing vouchers, Low-Income Housing Tax Credits). Findings of the housing market potential study:

- Primary draw areas for new and existing housing units in the LCC Study Area:
 - Households currently within the city: 48.2%
 - Jefferson, East Baton Rouge and St. Tammany Parishes: 17.5%
 - Dallas and Harris Counties, Texas: 6.7%
 - Balance of the U.S.: 27.6%
- Annual potential market potential for new and existing housing units in the LCC Study Area:
 - Multi-family for rent: 61%
 - Multi-family for sale: 17%
 - Single-family attached for sale: 14%
 - Single-family detached for sale: 8%
- Annual market potential by household type in the LCC Study Area:
 - Younger singles and childless couples: 61.8%
 - Empty nesters and retirees: 19.4%
 - A range of traditional and non-traditional families: 18.8%
- Annual market potential by household income groups
 - Incomes below 30% of AMI: 17% of households
 - Incomes between 30% and 50% of AMI: 16% of households
 - Incomes between 50% and 80% of AMI: 18% of households
 - Incomes between 80% and 120% of AMI: 22 % of households
 - Incomes above 120% of AMI: 27% of households
- Annual housing market potential over the next 5 to 7 years:374 to 660 units
 - Multifamily rental units: 230 units to 405 units, including households at all affordability levels
 - Multifamily for sale units: 63 units to 111 units, including households at all affordability levels
 - Single family attached for sale: 53 units to 94 units, including households at all affordability levels
 - Single family detached for sale: 28 units to 50 units, including households at all affordability levels
- 51% of the target households have incomes below 80% of AMI, making them eligible for assisted housing

⁴Ibid., p. 9
⁵Rental Housing Market Condition Measures: A Comparison of U.S. Metropolitan Areas From 2009 to 2011, April 2013, ACSBR/11-07, www.census.gov/prod/2013pubs/lacsbr11-07.pdf; HANO, Strategic Plan, p. 8.
⁶The full housing market analysis is available in the A.5 Technical Memorandum prepared for the LCC Study.

Envisioning change: Imagine the scenario where today's trends extend into the future?

- The hospitals will be open, and you and some of your neighbors have participated in programs to get health care jobs in the Medical District —one example of more collaboration among organizations that help LCC residents build skills and get hired for new jobs.
- Transit improvements, like the new streetcar on N Rampart Street to Elysian Fields Avenue, make it easier to get to a job downtown.
- The neighborhoods have a variety of new affordable housing, as well as some new market-rate housing, since Harmony Oaks, Marrero Commons, Faubourg Lafitte, Guste, and the Iberville/Treme housing were finished.
- There are new and rehabbed apartments, townhouses, and
- lofts clustered around some of the N Rampart streetcar stops in downtown and on Canal Street and Tulane Avenue near the hospitals.
- South Claiborne Avenue has new stores that you can walk or bicycle to from Central City. People shop here from all over the city.
- On your block, one vacant lot now has a new house, you can walk to a small park made from several vacant lots, and other vacant lots around the neighborhood are well-maintained and fenced as they wait for new uses. Whenever the city rebuilds a street it also plants trees, and they promise to spread their shade in the next few years.

HOW IT LOOKS TODAY



- Implement planned sidewalk, crossing and bikeway improvements

HOW IT LOOKS TODAY



- Repair pumps and other stormwater infrastructure.
- Help residents repair houses.
- Repair streets and sidewalks.
- Reclaim some vacant lots as rain gardens.

What can we do now?

There are many changes underway in the Claiborne communities right now that can bring opportunities to residents of the Claiborne neighborhoods, as well as make the area a better place to live, work and visit. The following list of actions and programs provides examples of steps we can take now to help ensure the most positive community outcomes if today's trends extend into the future.

Use employment and housing initiatives to support the people who make culture and pass it to younger generations.

Fund organizations and projects that educate new generations about New Orleans's Civil Rights heritage, indigenous culture and prepare them for future jobs and business opportunities.

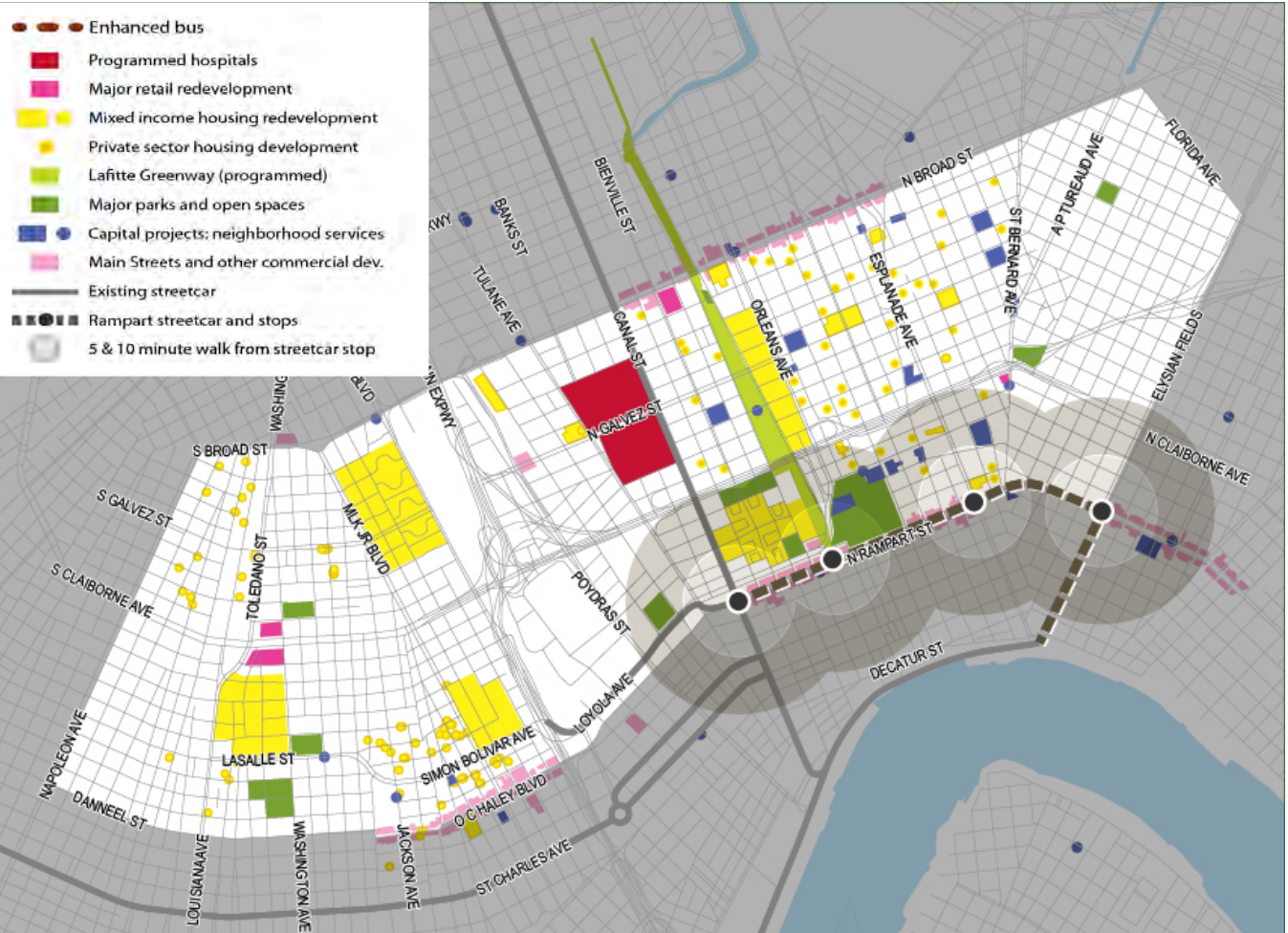
Create a Green Infrastructure Land Bank that integrates with current flood control infrastructure.

Design "green" flood control infrastructure so it can also serve as high quality community space and train local residents to do the jobs of making and maintaining green infrastructure.

Expand current job training and entrepreneurship support programs. Support access to daycare and other services that increase opportunity to work. Connect residents to local employers.

Develop 50% of all housing in the area as affordable. Support housing rehabilitation.

Pilot Complete Streets implementation for LCC streets for pedestrian comfort, safe transit access, and complete bicycle networks designed to support community life and values.



Envisioning change: What if today's trends extend into the future?

How does this scenario work for...

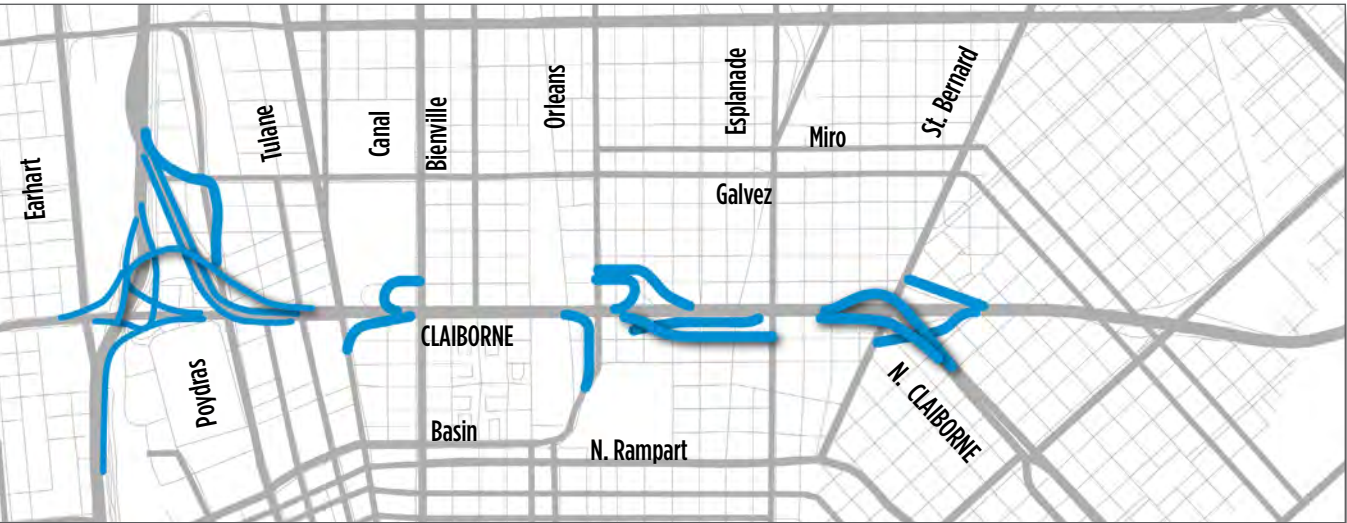
Neighborhood streets?

There are no substantial changes to streets on the LCC neighborhoods in this scenario, mostly because all major infrastructure in the LCC area stays the same as it is today. The current Recovery Roads program will be completed and the City and LADOTD will continue to follow similar street and sidewalk repair programs to those in effect today. There are strong signs that these programs are evolving to be inclusive of more travel modes, however. Both the City and State have recently adopted Complete Streets policies, which direct them to design street projects to account for all users of the street. The recent addition of bicycle lanes on St. Claude Avenue is a successful example of this policy. As streets are repaired and reconstructed into the future, they will include more bicycle lanes, visible and safe pedestrian crosswalks at intersections, and sidewalks of adequate width.

Transit?

The extension of the N. Rampart Street Streetcar **adds new transit service** to the south end of the LCC area and draws about 2,000 new riders per day. This reflects a small increase in ridership over today's levels with no other capital investment than the Rampart Street extension.

Origin to Destination Evening peak travel		Travel Time
Transit	Central City to LSU Health Sciences	50 minutes
Transit	Treme to Ochsner Hospital	57 minutes
Transit	New Orleans East to Ochsner Hospital	78 minutes



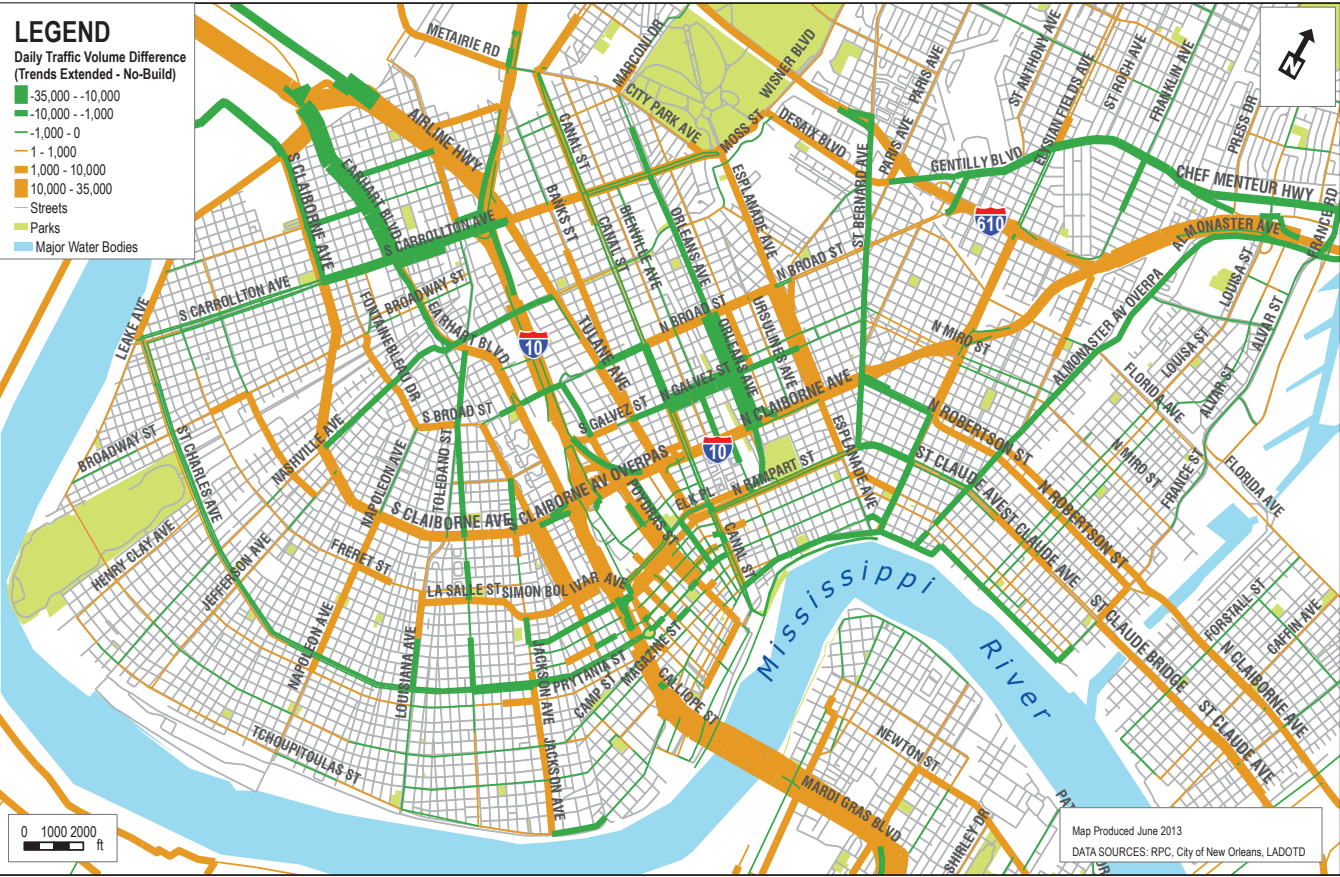
Traffic and vehicle travel?

Population and employment in the LCC area and the greater New Orleans region increases in coming years and more time and miles are spent in travel. Nearly all major streets in the city experience some increase in traffic.

Trucks and freight travel?

Subject to the same conditions as general traffic, trucks carrying freight are also delayed during the busiest times of the day. Access to the Port continues to be restricted to the hours of the average workday so most trucks find themselves delayed by peak hour congestion.

Origin to Destination Evening peak travel		Travel Time
Freight	Port of NO to Alabo St.	13.1 minutes
Freight	I-10/Causeway Blvd to CBD	10.3 minutes
Freight	I-10/Chef Menteur Hwy to Convention Center	13.5 minutes



Envisioning change: Scenario 1

The Big Picture

3,500 new households and around **600 new jobs** come to the LCC area.

The **I-10 elevated expressway** over Claiborne Ave **stays in place**, but **select ramps are removed**.

The **N. Rampart Streetcar**, currently in planning, is completed as far as Elysian Fields Ave.

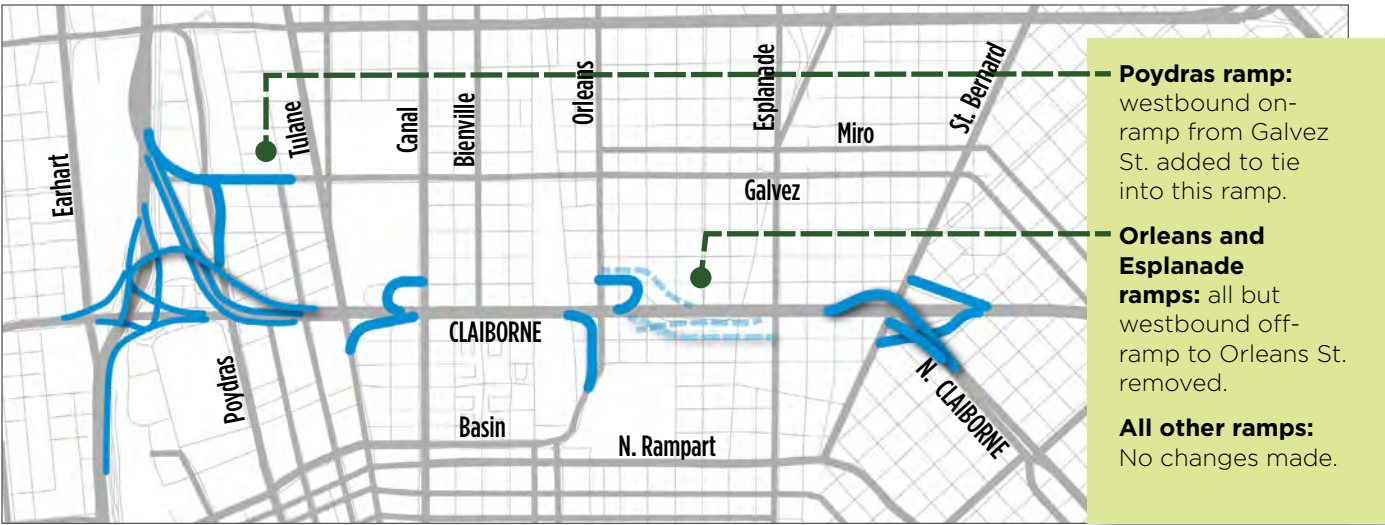
New development along Claiborne Ave brings **new shopping** and **apartments** to key locations.

These new neighborhood centers are linked with **continuous bus service along Claiborne Ave**.

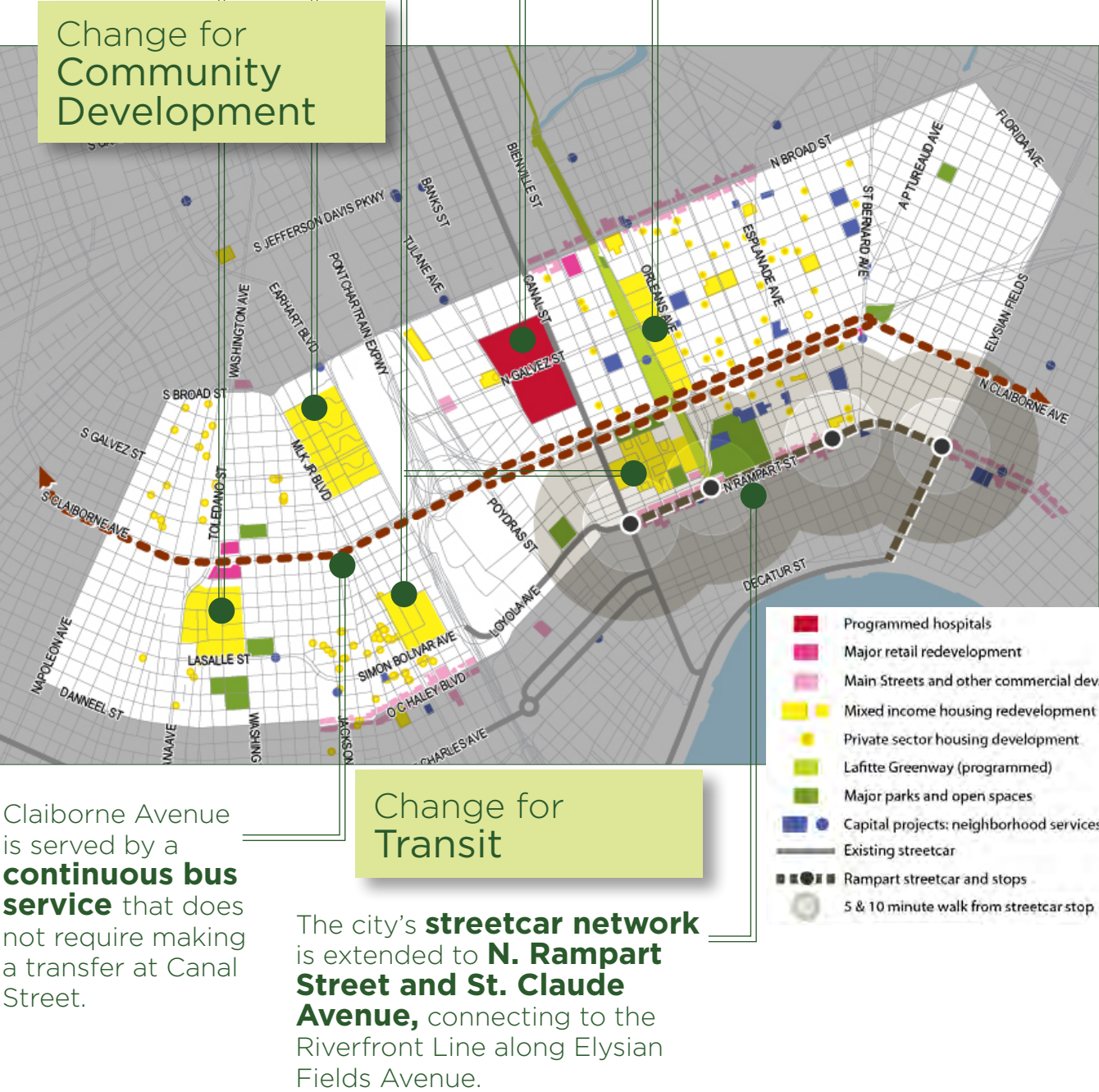
Scenario 1 explores a relatively affordable and simple way to restore neighborhood connectivity and enhance North Claiborne Avenue while leaving the elevated expressway bridge in place. It removes a series of access ramps at Orleans and Esplanade Avenues and St. Philip Street; restores street connections across Claiborne Avenue where these ramps stood; and envisions enhanced (frequent and limited-stop) bus service along the length of Claiborne Avenue. Building on existing investments in housing and the Rampart Street streetcar, this scenario anticipates scattered infill as well as mixed-use development on the lakeside of Rampart Street, the riverside of North Claiborne Avenue where the ramps are removed, Tulane Avenue and Canal Street locations around the hospitals, the upriver side of the Lafitte Greenway, and South Claiborne areas near Washington Avenue and Martin Luther King Jr. Boulevard. The infill and mixed-use development programs will benefit the area not affected by the North Claiborne expressway bridge and ramps.

What happens to I-10?

The I-10 elevated expressway stays up in Scenario 1, but with strategic removals of ramps that allow the Treme neighborhoods along Esplanade Avenue and Ursulines Avenue to have added connection across Claiborne Avenue.



What other change happens through public investment?



Envisioning change: Scenario 1

How does this scenario work for... New housing, jobs and retail?

Taking a phased approach to aggregating land to create a critical mass of redevelopment will represent the most significant factor in revitalization in this scenario. Construction of the hospitals, redevelopment of public housing, the future N. Rampart Street streetcar, the future Lafitte Greenway, and the Circle Food Store, ReFresh Project, and Magnolia Marketplace retail developments represent major catalysts in the LCC Area. The strong household and population growth projected by the City and corresponding demand for new housing across the city and the growing preference for housing in walkable, closer-in neighborhoods identified in the LCC housing market study will be factors affecting change. Scenario 1's removal of the Orleans Street ramps reconnecting streets across Claiborne Ave. and the addition of enhanced bus service on Claiborne Avenue will introduce modest opportunities for retail and housing in those areas.

	Conservative Estimate Based only on transportation investment (highway and transit).	Enhanced Estimate Based on a coordinated approach including strategy-based programs.
Multifamily units	800 - 1,000	5,900 - 7,200
Single family units	500 - 600	1,800 - 2,200
Nonresidential square feet	108,900 - 220,000	1.26 - 1.58 million
New taxes, annual	\$4.7 - \$5.7 million	\$29.1 - \$36.5 million
Construction Jobs	1,700 - 2,100	8,800 - 10,400
Permanent Jobs	570 - 700	3,600 - 4,500

HOW IT LOOKS TODAY



- Connect to Lafitte Greenway with special paving and community art.
- Complete new bikeway and sidewalk improvements.
- Enhance the overpass to support cultural, markets, and community use.

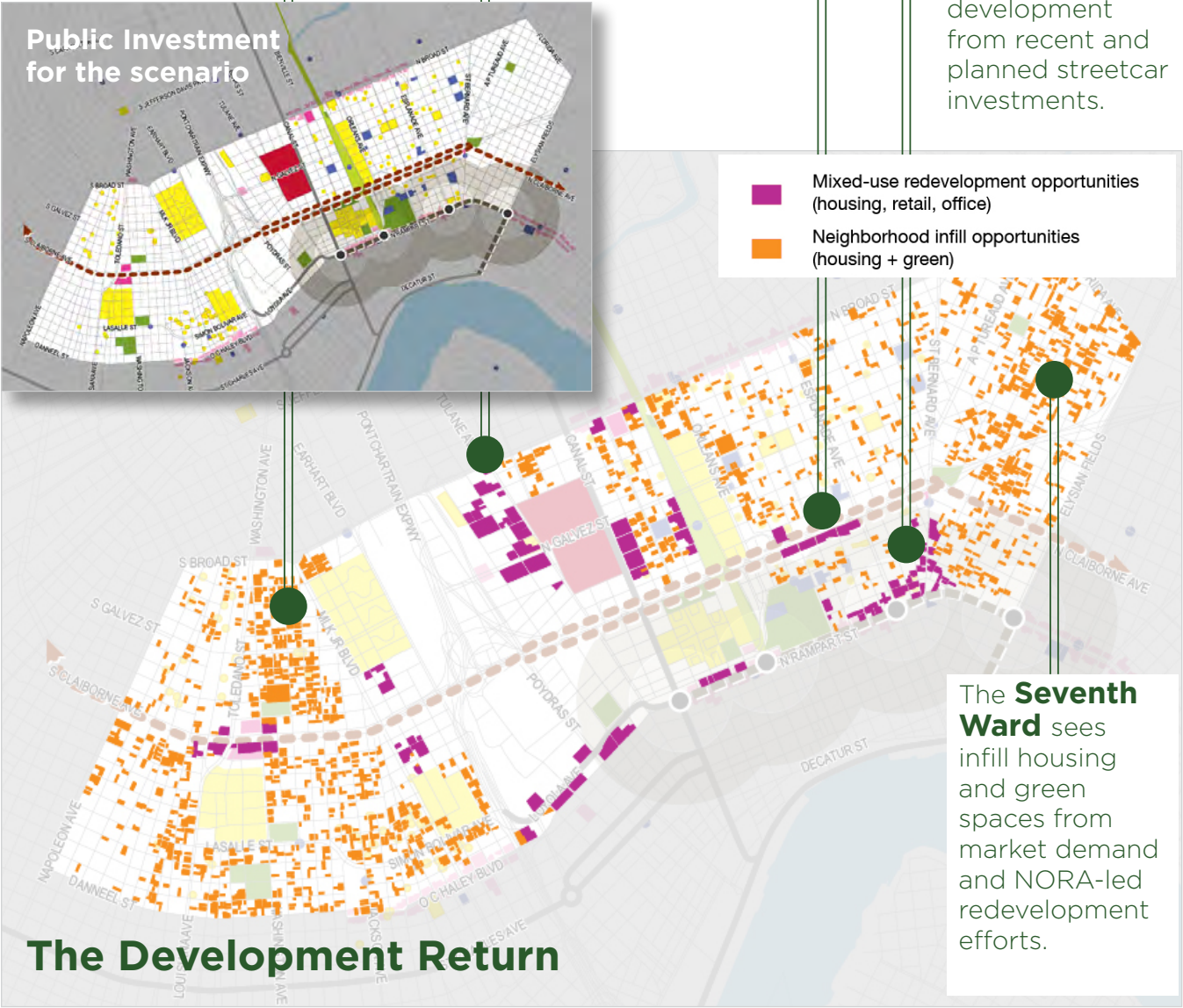
The places where this redevelopment occurs are significant—they are directly related to where major LCC investments are located, including transportation projects as well as the major community catalysts (such as public housing redevelopment and the UMC and VA hospitals).

Assembly of vacant properties in **Broadmoor** and other S. Claiborne neighborhoods builds on redevelopment of Marrero Commons and Guste Homes.

The **BioDistrict** begins to emerge west of Tulane Avenue as research facilities and apartment housing appear.

Removing ramps, restoring streets and proximity of Lafitte Greenway **helps restore the N. Claiborne frontage** between St. Philip Street and Esplanade Avenue

The **Loyola Avenue-Rampart Street Corridor** and **St. Bernard Avenue** see significant new development from recent and planned streetcar investments.



The **Seventh Ward** sees infill housing and green spaces from market demand and NORA-led redevelopment efforts.

Envisioning change: Scenario 1

How does this scenario work for...

Neighborhood streets?

Removing expressway ramps at Orleans Street, St. Philip Street and Esplanade Avenue means that **Ursulines Avenue can be reconnected** across Claiborne Avenue and help restore connections in the Treme neighborhood on either side of I-10. In addition, the removal of the westbound I-10 off-ramp to Orleans Avenue helps to restore the corner of North Claiborne and Dumaine Streets for new buildings, helping to stitch the building fabric of North Claiborne back together. In all, 12 new block faces are created adjacent to I-10.

Transit?

Scenario 1 **adds new transit service** along the length of Claiborne Avenue or possibly parallel to it (by making enhancements such as combining today’s RTA routes 16 and 84 into a continuous service). The specific path that this bus route will follow may need to be refined with further study by RTA, but this scenario offers a crosstown connection that today cannot be made without transferring buses at Canal Street.

The scenario also means that express buses from New Orleans East take a different routing, using Canal Street to reach their end point instead of Orleans Street and Basin Street.

	Origin to Destination Evening peak travel	Travel Time
Transit	Central City to LSU Health Sciences	38 minutes
Transit	Treme to Ochsner Hospital	57 minutes
Transit	New Orleans East to Ochsner Hospital	78 minutes

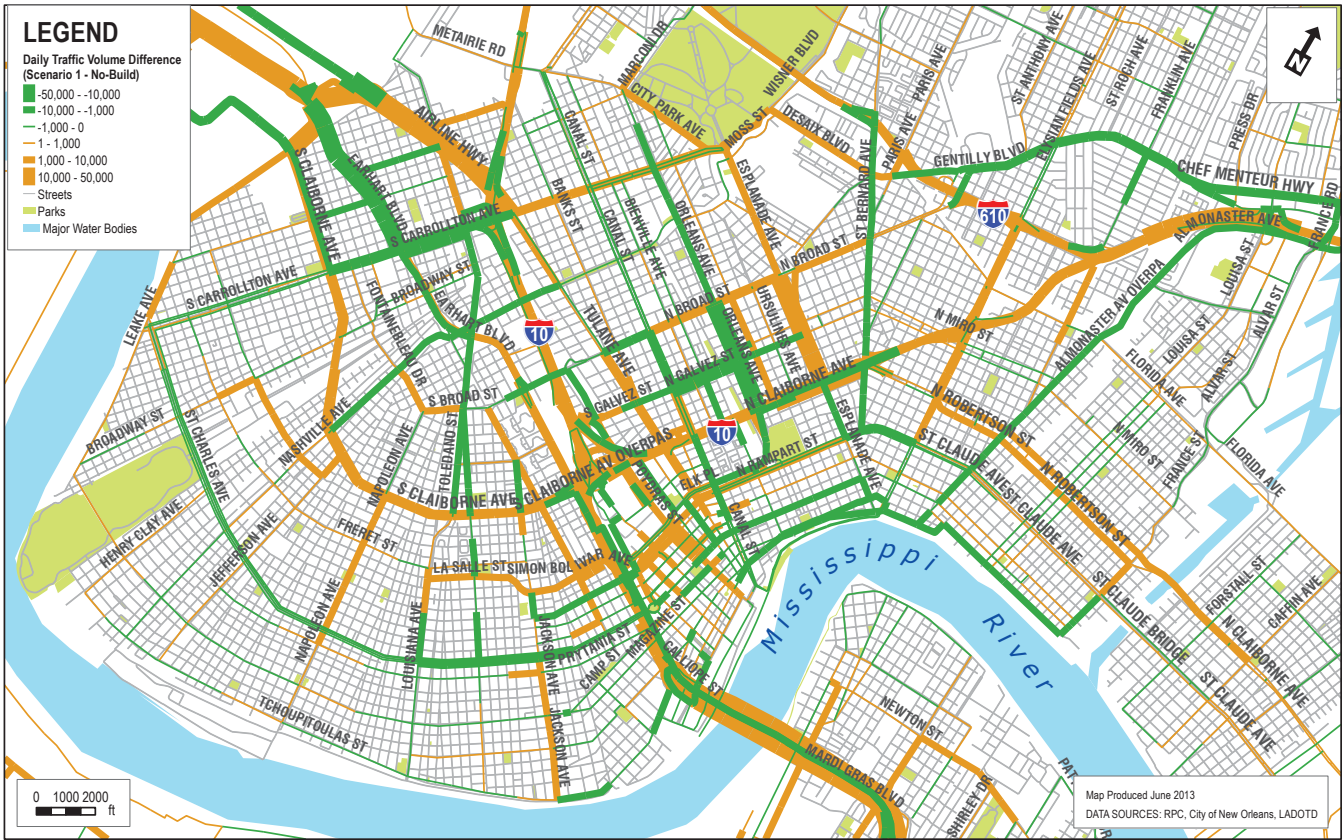
Traffic and vehicle travel?

In general, traffic increases in Scenario 1, with two additional intersections experiencing significant traffic congestion beyond today’s conditions. However, key corridors experience decreases in travel volumes, especially Orleans Avenue and Rampart and Basin Streets, both of which have direct access to I-10 removed.

Trucks and freight travel?

Although local deliveries using the Treme/French Quarter ramps at Orleans and Esplanade Avenues would need to take other routes, overall truck travel time improves through the LCC—mostly because removing the ramps helps to eliminate the complications that come from merging traffic entering and exiting on ramps.

	Origin to Destination Evening peak travel	Travel Time
Freight	Port of NO to Alabo St	13 minutes
Freight	I-10/Causeway Blvd to CBD	10.4 minutes
Freight	I-10/Chef Menteur Hwy to Convention Center	12.4 minutes



Envisioning change: Scenario 2

The Big Picture

4,500 new households and **1,070 new jobs** come to the LCC area.

The **I-10 elevated expressway** over Claiborne Avenue **stays in place**, but **key ramps are removed**.

The **N. Rampart Street Streetcar**, currently in planning, is completed as far as Elysian Fields Avenue.

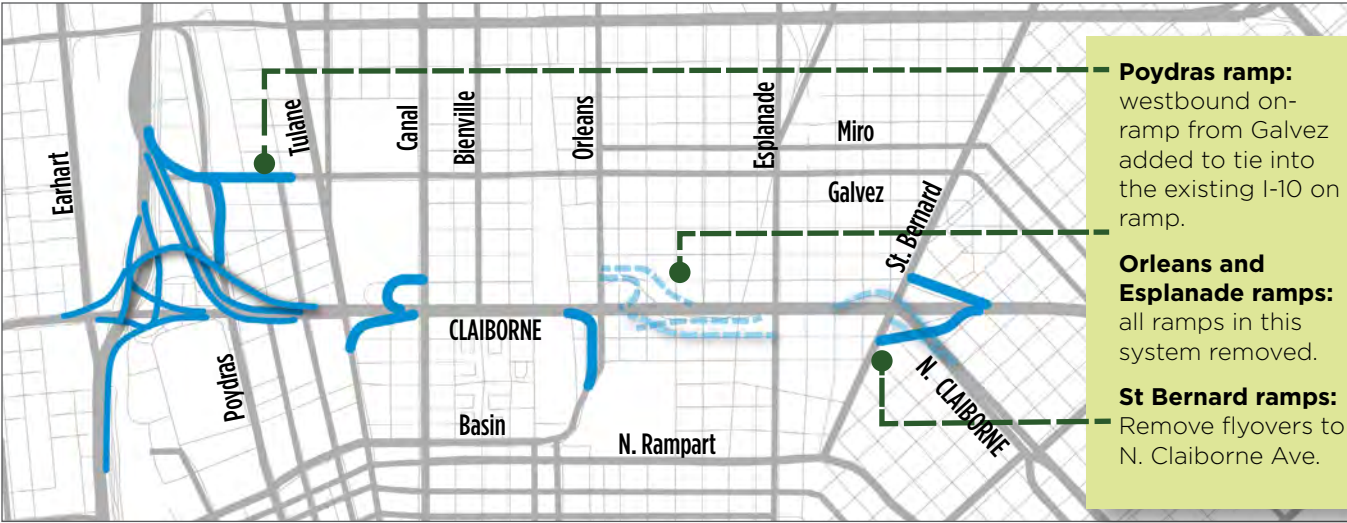
New development along Claiborne Avenue brings new shopping and apartments to key locations.

These new neighborhood centers are linked with **continuous bus service along Claiborne Avenue** and a **streetcar from Poydras Street to Elysian Fields Avenue**.

This scenario takes further steps with removal of expressway access ramps while leaving the I-10 bridge in place. It introduces an access system wherein all local destinations along the N. Claiborne Avenue corridor would be served by the surface street, with entry and exit ramps at either end of the corridor with the exception of the eastbound Orleans Avenue ramp. This scenario also removes flyover ramps between I-10 and Claiborne Avenue at St. Bernard Avenue, creating a more appealing environment for redevelopment of this key community commercial node. In general, the scenario envisions a more extensive redevelopment of the Claiborne Avenue corridor itself, with the streetcar transit network extended to N. Claiborne Avenue and with a rapid bus service extending across Canal Street serving S. Claiborne Avenue. Mixed use development at key location is accompanied by more scattered-site infill in the neighborhoods and a more systemic organization of using vacant lots and streetscapes to contribute to stormwater management, with the beginning of a connected network of rain gardens, bio-retention facilities, and bio-swales.

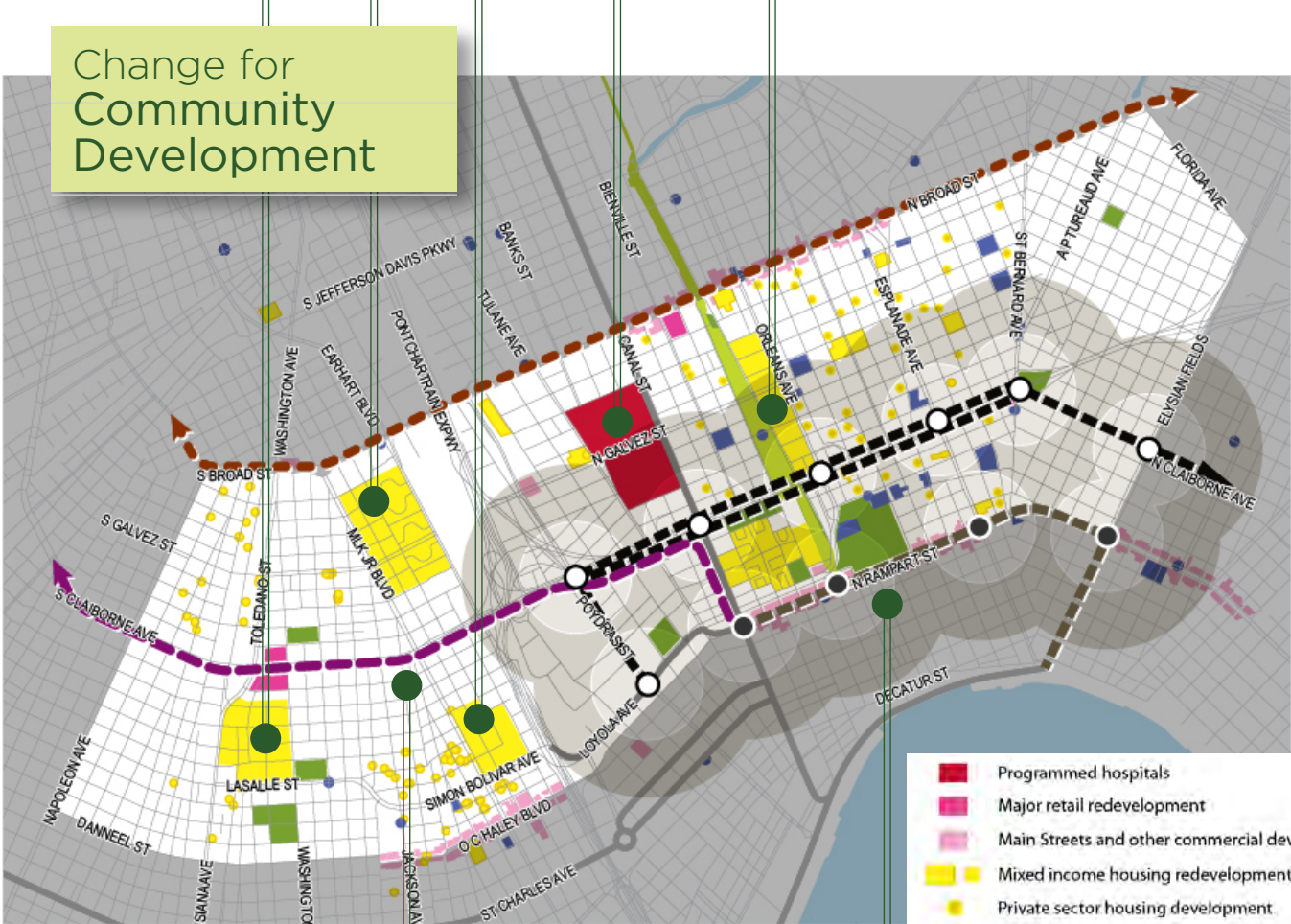
What happens to I-10?

The I-10 elevated expressway stays up in Scenario 2, but with strategic removals of ramps that allow the Treme neighborhoods along Esplanade and Ursulines Avenues to have added connection across Claiborne Avenue.



What other change happens through public investment?

Although freeway system changes are similar to those in Scenario 1, transit service enhancements are much more extensive in this scenario.



Claiborne Avenue is served by a **continuous bus service** that does not require making a transfer at Canal Street.

Change for Transit

The city's **streetcar network** is extended to **N. Rampart Street and St. Claude Avenue**, connecting to the Riverfront Line along Elysian Fields Avenue.

Redevelopment of the **'Big Four' HANO sites** in the S. Claiborne part of the LCC area into mixed-income neighborhoods

LSU University Medical Center and VA Hospitals to be constructed between Canal Street and Tulane Avenue

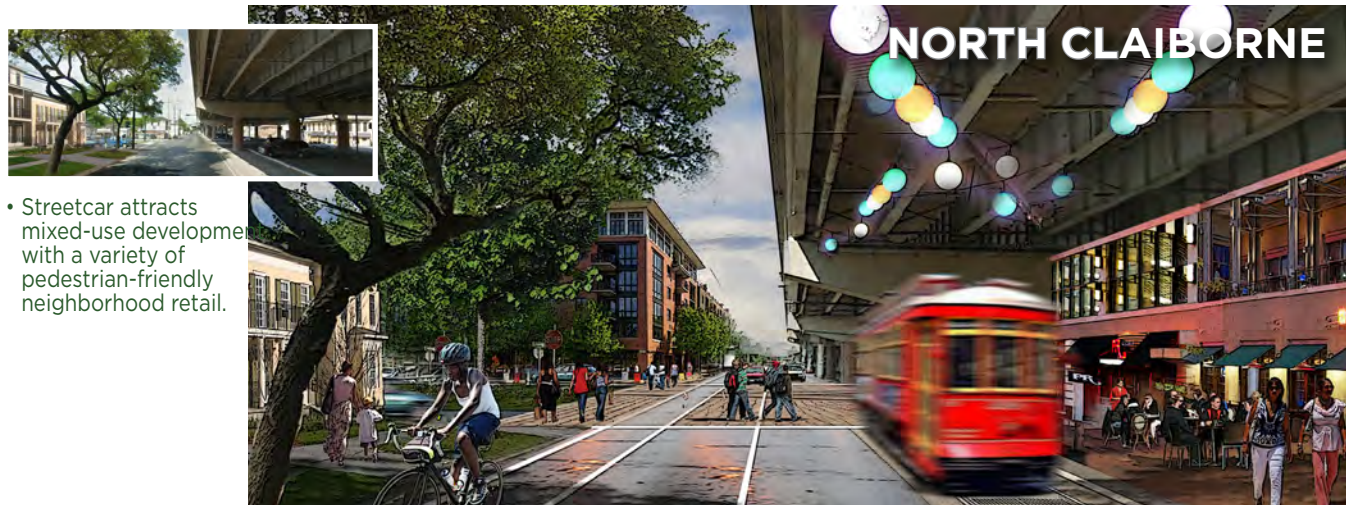
The **Lafitte Greenway** and adjacent **Lafitte Homes** redevelopment

Envisioning change: Scenario 2

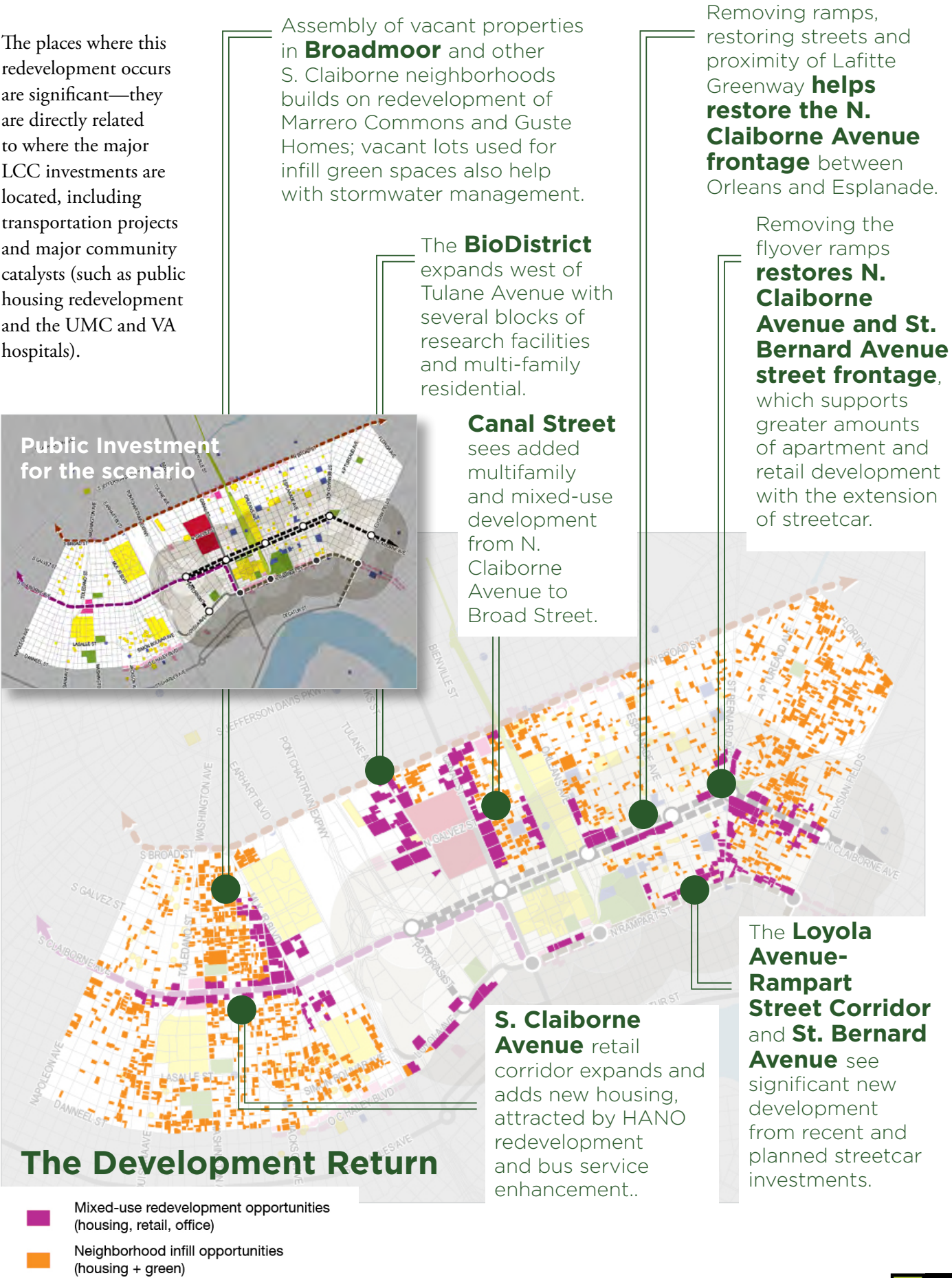
How does this scenario work for... New housing, jobs and retail?

With a coordinated critical mass of redevelopment additional new investment, particularly in housing (with 50% affordable) will be supported by a streetcar on N. Claiborne from Poydras Street to Elysian Fields and potentially beyond. Stops at Poydras Street, Canal Street, Orleans Avenue, Esplanade Avenue, St. Bernard Avenue, and Elysian Fields Avenue will stimulate investment within a roughly five-minute walk of the Claiborne intersection. Because rail transit is viewed as far more durable by homeowners and developers it is more effective in attracting investment. But with the high concentration of bus service in the LCC, enhanced bus service on South Claiborne Avenue will provide added convenience and will attract renters to the area as well. The growing preference for walkable neighborhoods served by transit will enable the LCC to compete for a larger share of growth. Removal of additional ramps will free up sites St. Bernard Avenue for retail and mixed-use development.

	Conservative Estimate Based only on transportation investment (highway and transit).	Enhanced Estimate Based on a coordinated approach including strategy-based programs.
Multifamily units	1,600 - 1,900	6,200 - 7,200
Single family units	700 - 900	1,900 - 2,200
Nonresidential square feet	292,300 - 369,000	1.2 million
New taxes, annual	\$7.8 - \$9.6 million	\$30.4 - \$40.1 million
Construction Jobs	2,500 - 3,000	9,000 - 11,600
Permanent Jobs	960 - 1,200	3,700 - 4,800



• Streetcar attracts mixed-use development with a variety of pedestrian-friendly neighborhood retail.



Envisioning change: Scenario 2

How does this scenario work for...

Neighborhood streets?

Removing expressway ramps at Orleans Street, St. Philip Street and Esplanade Avenue means that **Ursulines Avenue and St. Ann Street can be reconnected** across Claiborne Avenue and help restore connections in the Treme neighborhood on either side of I-10. Derbigny Street is restored between Dumaine Street and Claiborne Avenue, and the removal of the westbound I-10 off-ramp to Orleans Avenue helps to restore the corner of North Claiborne Avenue and Dumaine Street for new buildings, adding to a total of 30 new block faces stitching the building fabric of North Claiborne Avenue back together.

Transit?

Scenario 2 **adds new transit service** along the length of Claiborne Avenue or possibly parallel to it. Enhancements such as combining today's RTA routes 16 and 84 into a continuous service makes further inroads into a premium transit system directly serving the LCC. This includes the addition of streetcar transit on Claiborne Avenue itself—from Poydras to Elysian Fields Avenue—and a regional enhanced bus service that ties Ochsner Hospital in Jefferson Parish to the South Claiborne corridor and New Orleans CBD. This scenario also includes shortening the time between buses on Broad Street in peak hours (from 20 minutes to 15 minutes) and installing special traffic signal equipment and other enhancements that can help to keep buses on schedule and better serve this busy transit corridor. The LCC study's modeling and forecasting efforts suggest that these enhancements have a positive effect. Travel times to major employment centers are expected to decrease with the addition of bus rapid transit along South Claiborne, with travel time between Central City and the area's major hospitals (Ochsner campuses at S. Claiborne and Napoleon Avenues and in Jefferson Parish; the LSU Health Sciences Center buildings around Charity Hospital) decreasing by 40 percent. These changes improve connections across town between Uptown and the down river neighborhoods.

Origin to Destination Evening peak travel		Travel Time
Transit	Central City to LSU Health Sciences	30 minutes
Transit	Treme to Ochsner Hospital	40 minutes
Transit	New Orleans East to Ochsner Hospital	77 minutes

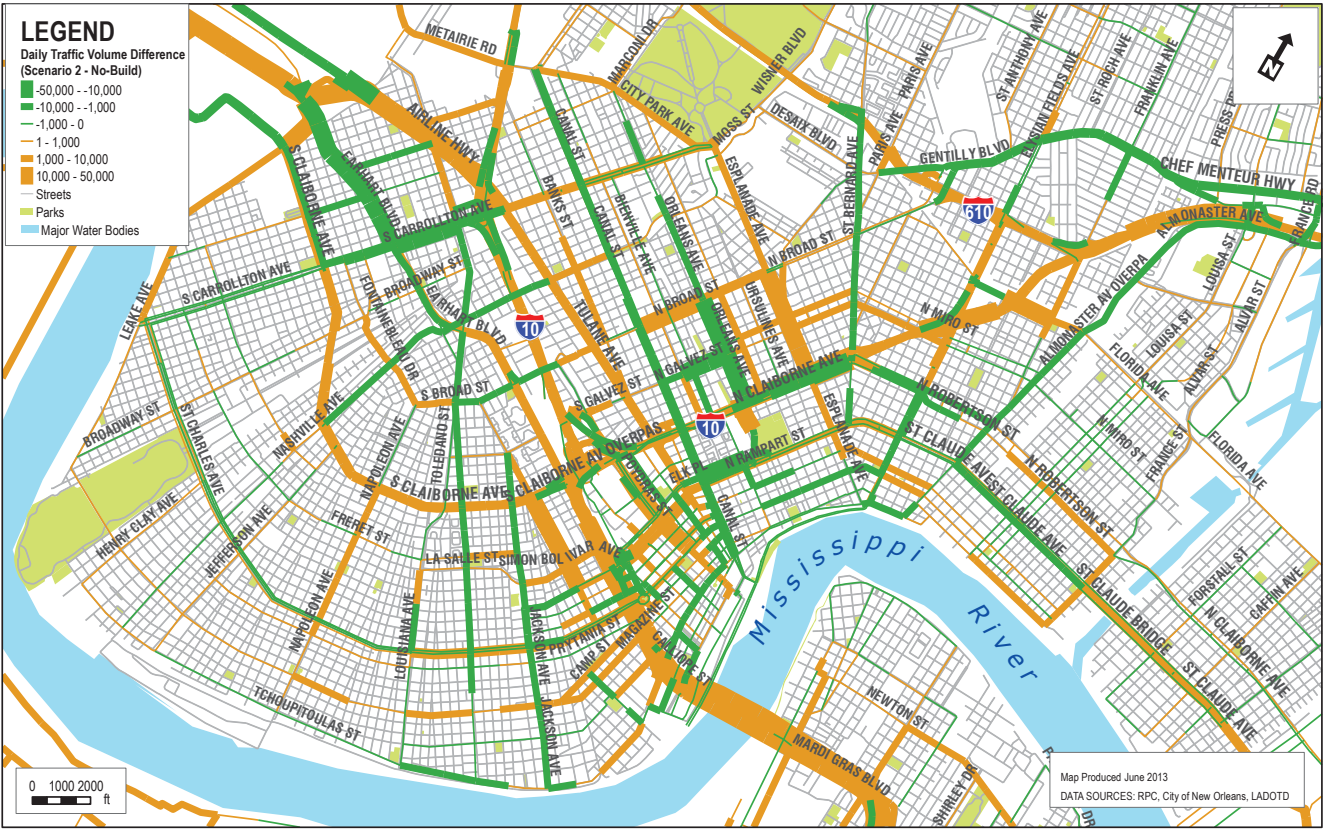
Traffic and vehicle travel?

In general, traffic increases in Scenario 2, but not evenly throughout the LCC area. Not surprisingly, traffic levels decrease on Orleans Avenue and Canal Street with the removal of the I-10 ramps serving them. However, in spite of traffic increases on the I-10 elevated expressway, travel times decrease on key trips such as New Orleans East to downtown because of reduced congestion—a positive consequence of the ramp removals. Negative effects of traffic are most directly experienced at intersections. Changes to ramps will cause additional traffic and delay.

Trucks and freight travel?

Local delivery vehicles to Treme and the French Quarter may need to take other routes due to removal of the ramps. However, other enhancements in this scenario keep truck and freight traffic from the Industrial Canal warehouses to the Port of New Orleans's Mississippi River terminals well connected to Interstate 10. This includes an added on-ramp from Florida Avenue to westbound I-10 at Elysian Fields Avenue, giving trucks access to I-10 without requiring them to travel the length of Claiborne Avenue all the way to Poydras Street. With these changes, overall truck travel time improves through the LCC in Scenario 2 when compared to simply extending current trends into the future—mostly because removing the ramps helps to eliminate the complications that come from merging traffic entering and exiting on ramps. Truck travel times are approximately five percent faster than today's conditions.

Origin to Destination Evening peak travel		Travel Time
Freight	Port of NO to Alabo St	12.3 minutes
Freight	I-10/Causeway Blvd to CBD	10.5 minutes
Freight	I-10/Chef Menteur Hwy to Convention Center	12.6 minutes



Envisioning change: Scenario 3a

The Big Picture

6,000 new households and **1,270 new jobs** come to the LCC area.

The **I-10 elevated expressway** over Claiborne Avenue **is removed** from Tulane Avenue to St. Bernard Avenue.

The **Rampart Street Streetcar**, currently in planning, is completed as far as Elysian Fields Avenue.

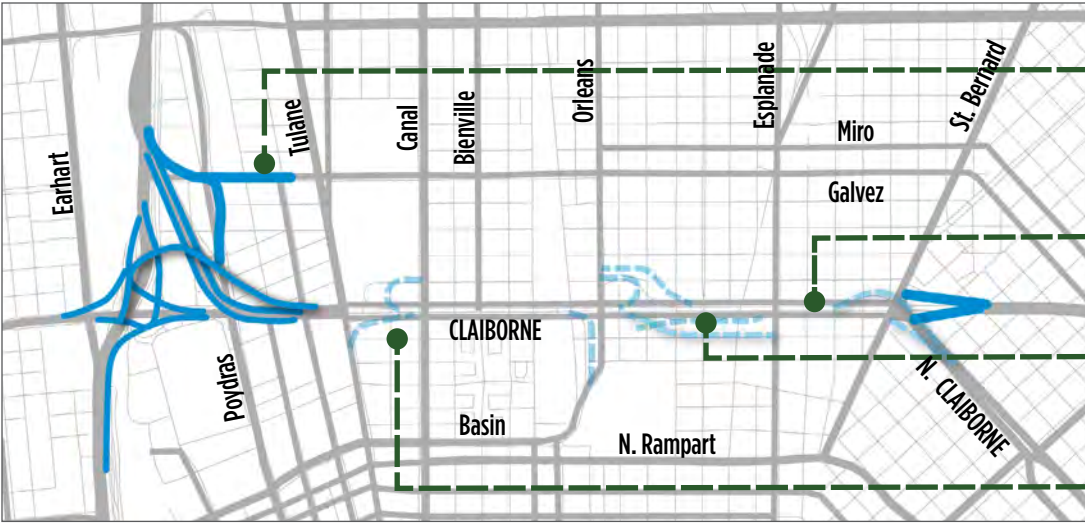
New development along Claiborne Avenue brings **new shopping** and **apartments** to key locations.

These new neighborhood centers are linked with **continuous bus service along Claiborne Avenue** and a streetcar from **Poydras Street to Elysian Fields Avenue**.

As in Scenario 2, Scenario 3a focuses on expanded investment in premium transit on the Claiborne corridor. It also envisions the removal of a portion of the I-10 elevated expressway (between Tulane Avenue and St. Bernard Avenue). This scenario would restore this section of Claiborne Avenue to its historic form as a tree-lined divided parkway street. A mixed use development area extends to link the B.W. Cooper neighborhood across Claiborne Avenue to Central City; the hospital district is surrounded by new mixed use development; N. Claiborne Avenue sees significant development all the way to Elysian Fields Avenue; and St. Bernard Avenue has new development from N. Rampart Street/St. Claude Avenue to Galvez Street.

What happens to I-10?

The I-10 elevated expressway comes down in Scenario 3a, restoring the street to a median-divided surface street and shortening the expressway at St. Bernard and Tulane Avenues.



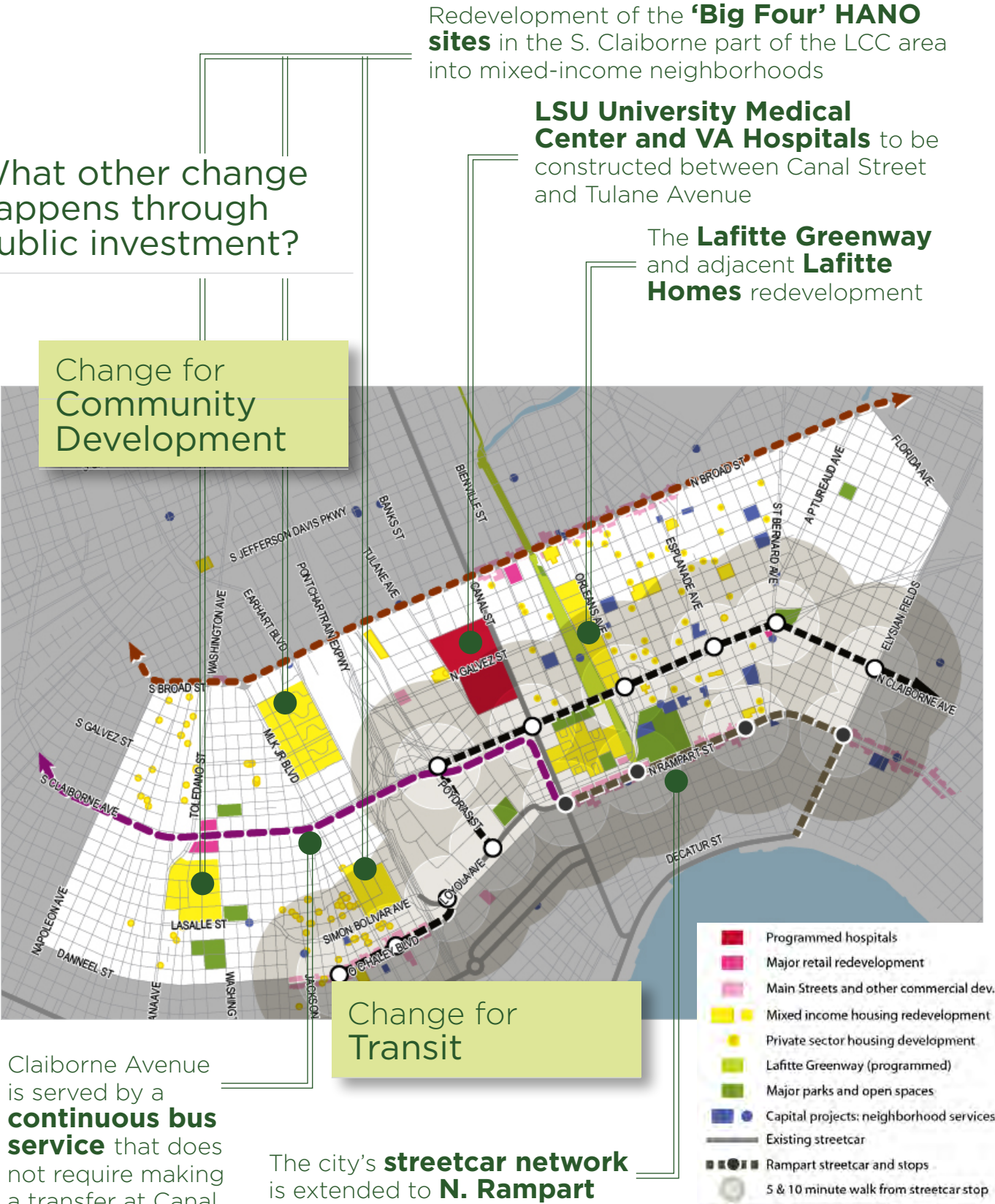
Poydras ramp: westbound on-ramp from Galvez ties into the Expressway.

I-10 mainline: removed from Tulane Ave. to St. Bernard; restored Claiborne Ave. rises to meet I-10.

Orleans and Esplanade ramps: removed.

Canal/Tulane ramps: removed.

What other change happens through public investment?



Claiborne Avenue is served by a **continuous bus service** that does not require making a transfer at Canal Street.

The city's **streetcar network** is extended to **N. Rampart Street and St. Claude Avenue**, connecting to the Riverfront Line along Elysian Fields Avenue.



Envisioning change: Scenario 3a

How does this scenario work for... New housing, jobs and retail?

Scenario 3a significantly enhances the quality and character of Claiborne Ave and adjacent blocks. It frees up a number of parcels for concurrent redevelopment. This combination will unlock significant mixed-use development potential along Claiborne Avenue and nearby blocks. If it maintains its present number of travel lanes Claiborne Ave. will attract moderate density, high quality multifamily housing (50% affordable) that will correspond with the strongest category of housing demand over the next 20 years. If more travel lanes are required, Claiborne may be more attractive for office development—particularly for employers who want a prominent address and are seeking a location closer to downtown to attract younger workers who increasingly prefer urban work as well as live locations. Coordinating a critical mass of redevelopment will continue to be the most significant influence attracting investment, particularly in housing (50% affordable). Adjacent blocks will be attractive for single-family housing on vacant lots (50% affordable) and multi-family development along with office and possibly research will be attractive along major street corridors that cross Claiborne. Removal of the bridge will also leverage the ability of the streetcar to attract investment.

	Conservative Estimate Based only on transportation investment (highway and transit).	Enhanced Estimate Based on a coordinated approach including strategy-based programs.
Multifamily units	800 - 1,000	5,900 - 7,200
Single family units	500 - 600	1,800 - 2,200
Nonresidential square feet	108,900 - 220,000	1.26 - 1.58 million
New taxes, annual	\$4.7 - \$5.7 million	\$29.1 - \$36.5 million
Construction Jobs	1,700 - 2,100	8,800 - 10,400
Permanent Jobs	570 - 700	3,600 - 4,500

HOW IT LOOKS TODAY



- Urban, transit-served character attracts new housing, shops and jobs.
- Create a “Corridor of Culture.”
- Restore Claiborne Avenue as a tree-lined green corridor.

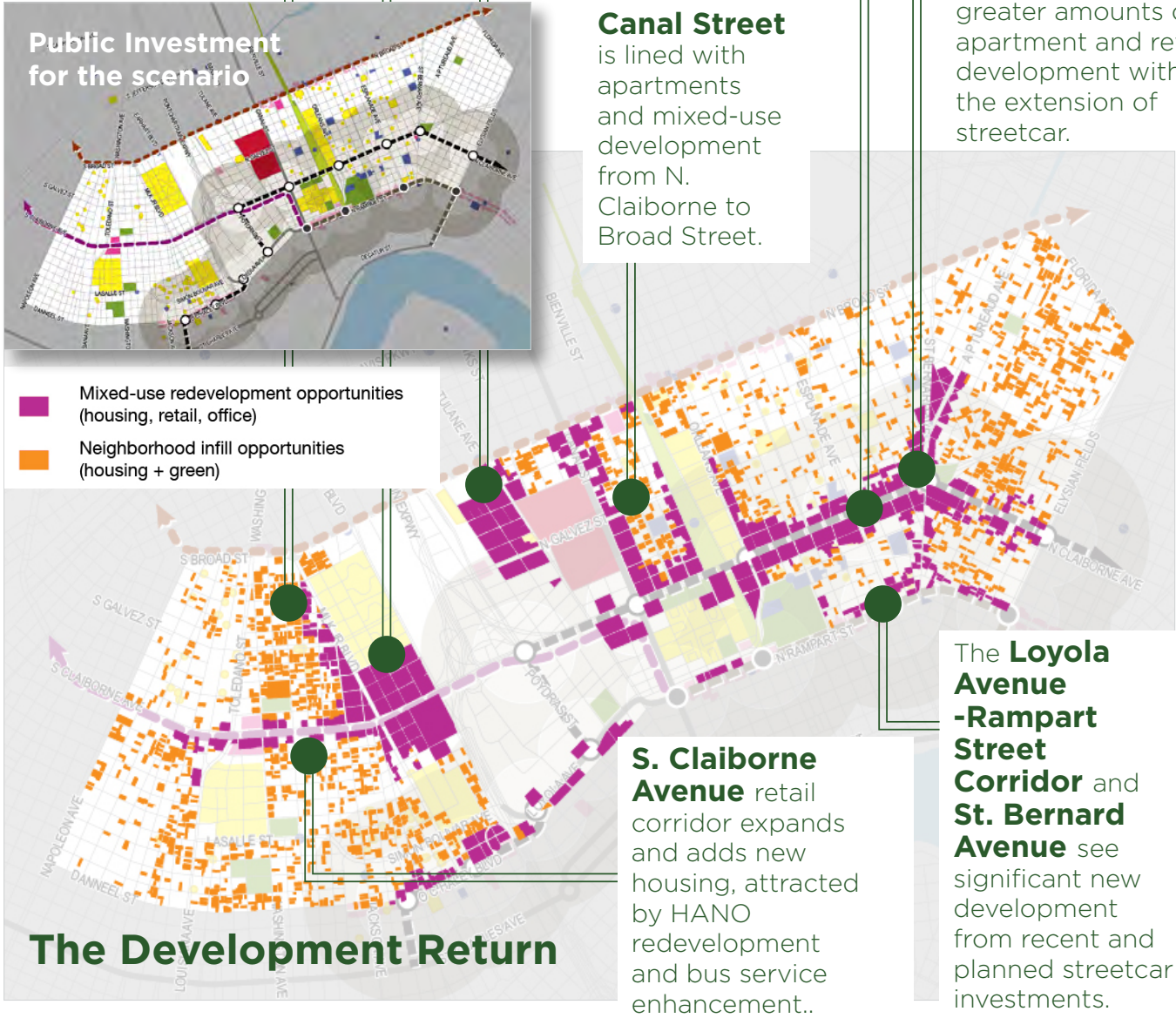
Assembly of vacant properties in **Broadmoor** and other S. Claiborne neighborhoods builds on redevelopment of Marrero Commons and Guste Homes; vacant lots used for infill green spaces also help with stormwater management.

A critical mass of redevelopment (some HANO-led) and enhanced transit catalyze **significant multi-family redevelopment** around the intersection of S. Claiborne Avenue and Martin Luther King Jr. Boulevard.

The **BioDistrict** expands west of Tulane Avenue with several blocks of research buildings and multi-family residential.

Removing the I-10 overpass **restores N. Claiborne** as a signature community street and attracts significant development along its length.

Removing the flyover ramps **restores N. Claiborne and St. Bernard street frontage**, which supports greater amounts of apartment and retail development with the extension of streetcar.



Envisioning change:

Scenario 3a

How does this scenario work for...

Neighborhood streets?

The Treme, Seventh Ward and Faubourg Lafitte neighborhoods all see a benefit in connectivity from removal of the I-10 overpass. Even though many of these streets pass through Claiborne Avenue under I-10 today, they do so in heavy shadows with limited visibility along Claiborne Avenue due to the I-10 support columns.

Transit?

Scenario 3a **adds new transit service** along the length of Claiborne Avenue or possibly parallel to it (by making enhancements such as combining today's RTA routes 16 and 84 into a continuous service), but it also makes further inroads into a premium transit system directly serving the LCC. This includes the addition of streetcar transit on Claiborne itself—from Poydras Street to Elysian Fields Avenue—and a regional enhanced bus service that ties Ochsner Hospital in Jefferson Parish to the South Claiborne corridor and New Orleans CBD. This scenario also includes shortening the time between buses on Broad Street in peak hours (from 20 minutes to 15 minutes) and installing special traffic signal equipment and other enhancements that can help to keep buses on schedule and better serve this busy transit corridor.

In Scenario 3a, investments in transit begin to pay off in terms of ridership and rider comfort, but the overall change in ridership on streetcars and BRT corresponds with a loss in bus ridership.

	Origin to Destination Evening peak travel	Travel Time
Transit	Central City to LSU Health Sciences	30 minutes
Transit	Treme to Ochsner Hospital	40 minutes
Transit	New Orleans East to Ochsner Hospital	72 minutes

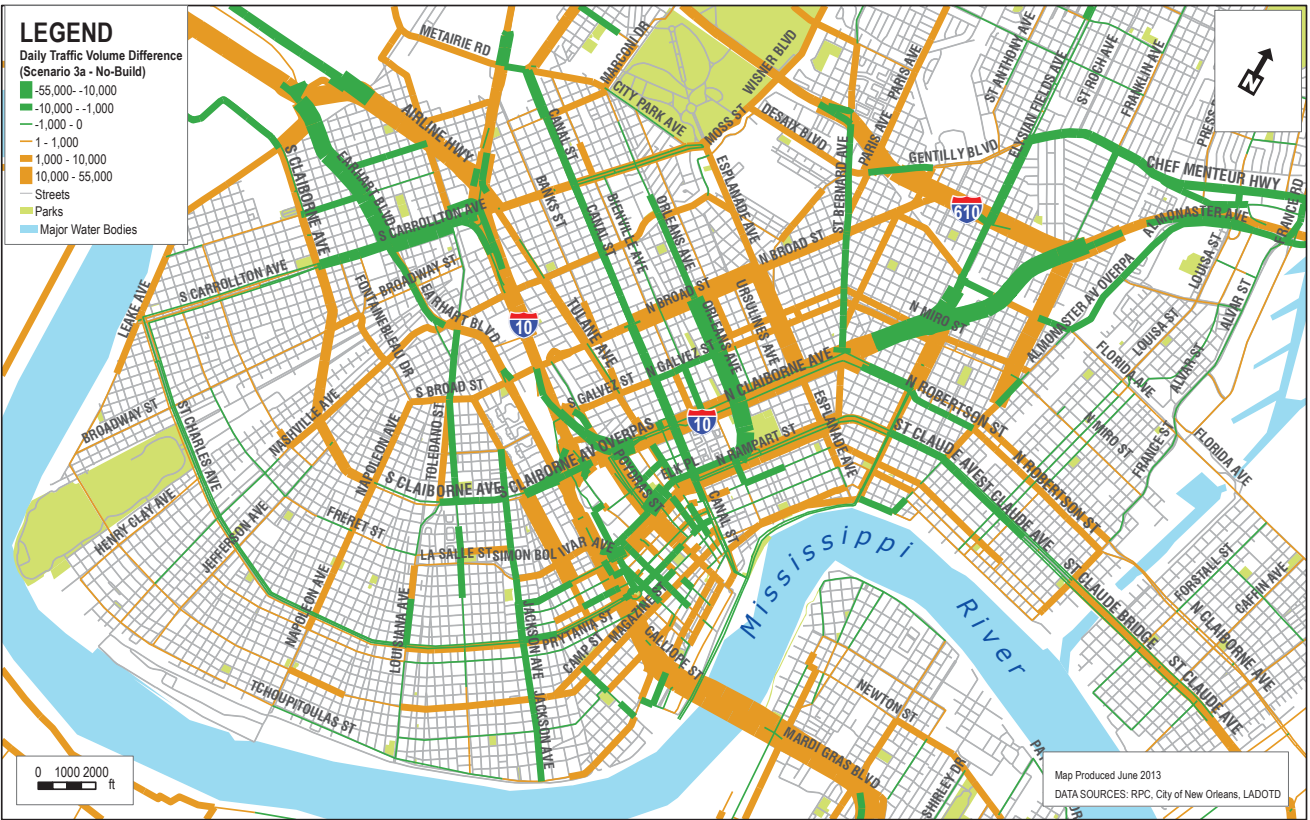
Traffic and vehicle travel?

Traffic increases become much more notable in this scenario. Parallel routes to Claiborne Avenue such as Broad Street, Galvez Street, or N. Rampart Street/St. Claude Avenue would experience a substantial increase in traffic. Broad Street is expected to carry the majority of the traffic on the parallel routes, with an effective doubling in traffic volumes from today's conditions (approximately 58,000 vehicles from today's 30,000 between Canal Street and Esplanade Avenue). As always, traffic delay is experienced most at intersections and several more intersections would experience long delays than those that currently do today.

Trucks and freight travel?

Scenario 3a would have clear impacts for truck travel, as removal of the elevated section of Claiborne Avenue requires either use of surface Claiborne Avenue to connect Industrial Canal and Port facilities or a longer expressway trip using the Pontchartrain Expressway and I-610. Morning travel times increase by up to 9 minutes for a one way trip from today's conditions and afternoon travel times by up to 10 minutes. In some cases, travel “around the horn” of the I-10/I-610 route from the Port to the Industrial Canal actually shows a decrease in travel time, although this is primarily due to enhancements made to the I-10/I-610 interchange that facilitate faster travel along this route.

	Origin to Destination Evening peak travel	Travel Time
Freight	Port of NO to Alabo St	22.9 minutes
Freight	I-10/Causeway Blvd to CBD	13.4 minutes
Freight	I-10/Chef Menteur Hwy to Convention Center	27.2 minutes



Envisioning change: Scenario 3b

The Big Picture

6,000 new households and **2,470 new jobs** come to the LCC area—many of these jobs at or near the University Medical Center and VA Hospitals.

The **I-10 elevated expressway** over Claiborne Avenue **is removed** from Tulane Avenue to St. Bernard Avenue, **as is the entire downtown interchange system** connecting Claiborne and the Pontchartrain Expressway.

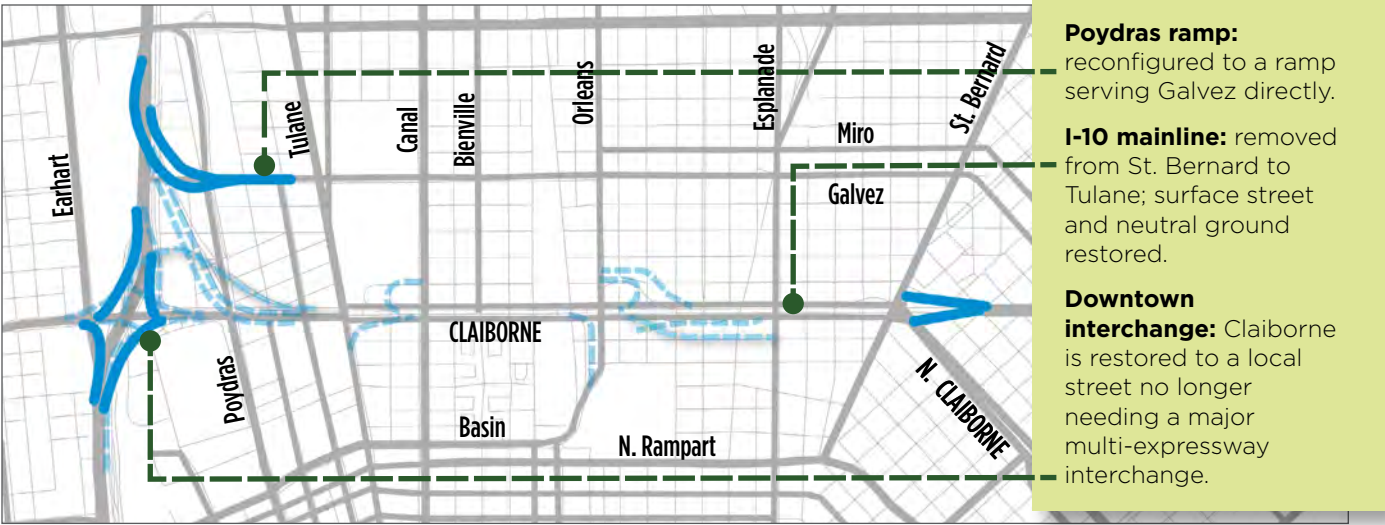
The **Rampart Street Streetcar**, currently in planning, is completed as far as Elysian Fields; **continuous bus service along Claiborne** and a **streetcar from Poydras Street to Elysian Fields Avenue**.

New development along Claiborne brings **new shopping and apartments** to key locations.

The key distinction between Scenario 3a and Scenario 3b is a much more extensive approach to rethinking the New Orleans expressway system in 3b—not only does the I-10 expressway overpass come down in Scenario 3b, so does the entire downtown interchange of I-10 and US-90 Business. This does much more for the LCC than restore Claiborne: it also reconnects the Poydras Street and Tulane Avenue corridors between the CBD and the UMC and VA hospital sites. Removal of the downtown interchange’s extensive series of ramps restores its footprint to active use within the city’s commercial core near the Superdome and the hospitals.

What happens to I-10?

The I-10 elevated expressway comes down in Scenario 3b, as well as the entire interchange system tying it to US 90 Business. This shifts the focus of the downtown expressway system to the Pontchartrain Expressway, which is envisioned to be reconstructed as a modern collector-distributor system from Galvez Street through the CBD to the Mississippi River.



What other change happens through public investment?



Envisioning change: Scenario 3b

How does this scenario work for... New housing, jobs and retail?

Scenarios 3b's removal of highway ramps and related infrastructure unlocks 30 acres of land between Poydras Street and the Pontchartrain Expressway lakeside of the Superdome. Opening this land to development creates a new district within walking distance of the new hospitals, LSU Medical School, Tulane Medical School, and the CBD. Coordinated redevelopment leverages research and related offices, medical uses and retail for workers and residents while advancing LCC goals—particularly equitable access to jobs and new businesses. The influence of factors identified for 3a are enhanced by this critical mass of high value development. The higher range of projected development below is still conservative given the longer-time frame before a project of this magnitude can become a real prospect. The considerable increase in the development potential should be the focus of a special study to determine the potential benefits to New Orleans and the region, in particular its growing healthcare and burgeoning research economy and potential value of a higher density, mixed-use urban redevelopment initiative given likely pro-urban market trends.

	Conservative Estimate Based only on transportation investment (highway and transit).	Enhanced Estimate Based on a coordinated approach including strategy-based programs.
Multifamily units	2,600 - 3,200	10,200 - 13,800
Single family units	1,000 - 1,200	3,200 - 3,800
Nonresidential square feet	672,000 - 821,000	2.3 - 3.0 million
New taxes, annual	\$14.1 - \$18.1 million	\$54.6 - \$73.4 million
Construction Jobs	4,800 - 5,800	16,000 - 18,800
Permanent Jobs	2,200 - 2,700	6,500 - 8,500



CLAIBORNE AT POYDRAS

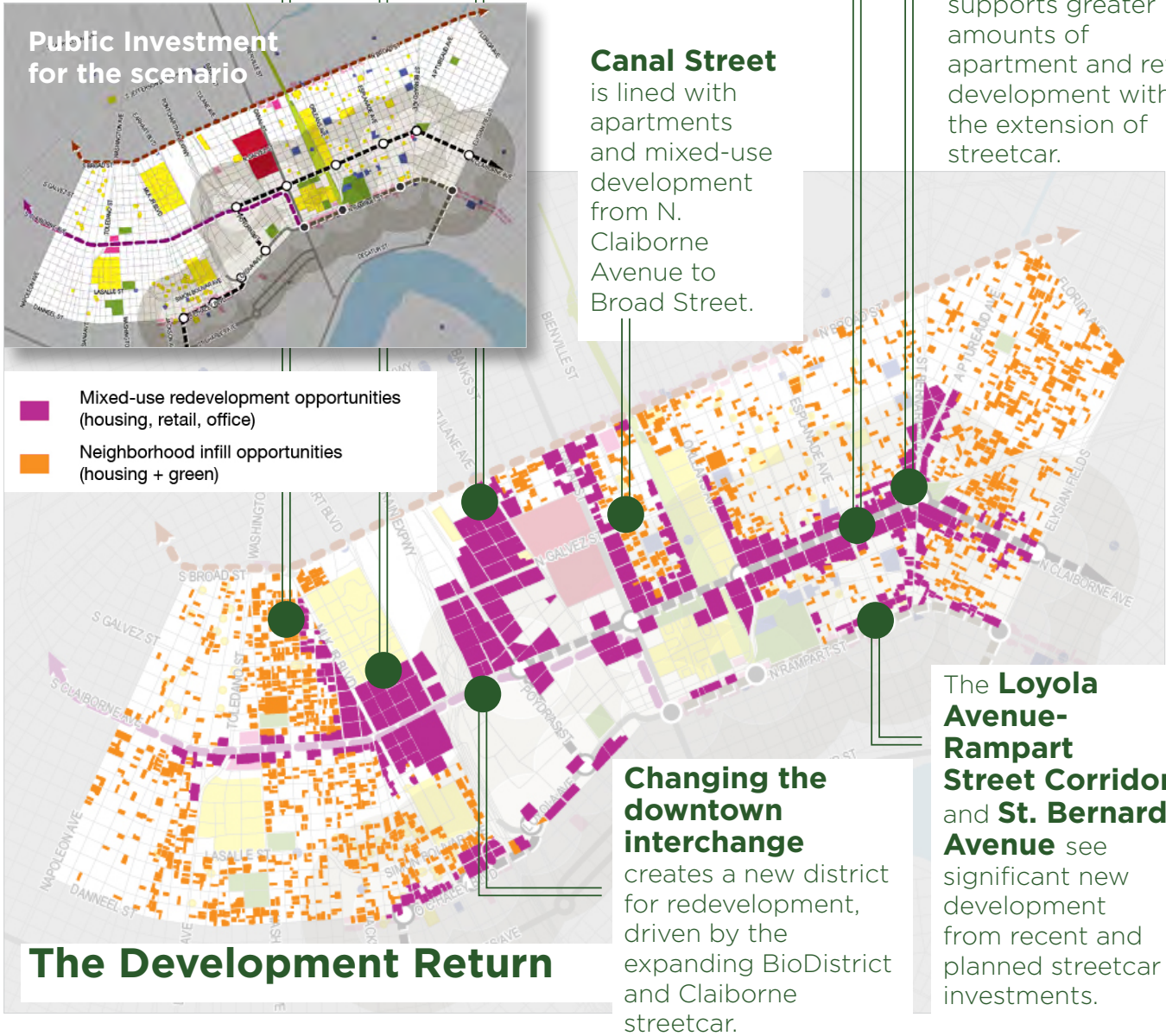
Assembly of vacant properties in **Broadmoor** and other S. Claiborne neighborhoods builds on redevelopment of Marrero Commons and Guste Homes; vacant lots used for infill green spaces also help with stormwater management.

A critical mass of redevelopment (some HANO-led) and enhanced transit catalyze **significant multi-family redevelopment** around the intersection of S. Claiborne Avenue and Martin Luther King Jr. Boulevard.

The **BioDistrict** expands transforms the Tulane-Gravier neighborhood with several blocks of research buildings and multi-family residential.

Removing the I-10 overpass **restores N. Claiborne Avenue** as a signature community street and attracts significant development along its length.

Removing the flyover ramps **restores N. Claiborne and St. Bernard Avenues' street frontage**, which supports greater amounts of apartment and retail development with the extension of streetcar.



Envisioning change: Scenario 3b

How does this scenario work for...

City and neighborhood streets?

As in Scenario 3a, the Treme, Seventh Ward and Faubourg Lafitte neighborhoods all see a benefit in connectivity from removal of the I-10 overpass. Even though many of these streets pass through Claiborne Avenue under I-10 today, they do so in heavy shadows with limited visibility along Claiborne Avenue due to the I-10 support columns. What is special about this Scenario is that it introduces more street network connections to cross the Claiborne corridor near the downtown interchange (north of the Superdome). As the Central Business District's premier address Poydras Street extends through downtown past the Superdome and across Claiborne Avenue and into the UMC-VA Medical District. The intersections of Poydras Street and Tulane Avenue at Claiborne Avenue become important intersections for commerce and community activity. 72 new block faces are created.

Transit?

Scenario 3b **adds new transit service** along the length of Claiborne Avenue or possibly parallel to it (by making enhancements such as combining today's RTA routes 16 and 84 into a continuous service). It also makes further inroads into a premium transit system directly serving the LCC. This includes the addition of streetcar transit on Claiborne Avenue itself—from Poydras Street to Elysian Fields Avenue—and a regional enhanced bus service that ties Ochsner Hospital in Jefferson Parish to the South Claiborne corridor and New Orleans CBD. This scenario also includes shortening the time between buses on Broad Street in peak hours (from 20 minutes to 15 minutes) and installing special traffic signal equipment and other enhancements that can help to keep buses on schedule and better serve this busy transit corridor.

In Scenario 3b, investments in transit begin to pay off in terms of ridership and rider comfort, but the overall change in ridership on streetcars and BRT corresponds with a loss in bus ridership.

Origin to Destination		Travel Time
Evening peak travel		
Transit	Central City to LSU Health Sciences	30 minutes
Transit	Treme to Ochsner Hospital	40 minutes
Transit	New Orleans East to Ochsner Hospital	70 minutes

Traffic and vehicle travel?

In general, traffic increases in Scenario 3b as the removal of the Claiborne elevated expressway requires use of different routes from the east to the CBD. However, this scenario sees a more balanced distribution of traffic onto local streets than in previous scenarios.

Trucks and freight travel?

Like Scenario 3a, Scenario 3b presents a fundamental restructuring of freight movement. Removal of the elevated section of Claiborne Avenue has undeniable consequences for truck travel, as it requires either use of surface Claiborne Avenue to connect Industrial Canal and Port facilities or a longer expressway trip using the Pontchartrain Expressway and I-610. However, unlike what is experienced in Scenario 3a, several key truck travel routes are expected to take less time than using the Claiborne I-10 expressway today because of a larger overhaul of the entire expressway system. Changing the Pontchartrain Expressway through the Warehouse District/CBD areas, from its current concentration of access ramps to a more organized system of express and local lanes, can offer tremendous benefit to truck traffic. Trucks destined to the CBD and Felicite Street will travel on high speed collector-distributor elevated highway separated from traffic travelling to and from the West Bank and West Jefferson Parish. Exit ramps at Claiborne Avenue, OC Haley Boulevard-N. Rampart Street, Camp-Magazine Streets and Tchoupitoulas Street provide safe transitions to local streets.

Origin to Destination		Travel Time
Evening peak travel		
Freight	Port of NO to Alabo St	24.7 minutes
Freight	I-10/Causeway Blvd to CBD	13.3 minutes
Freight	I-10/Chef Menteur Hwy to Convention Center	26.5 minutes



How does 3b differ from the other scenarios?

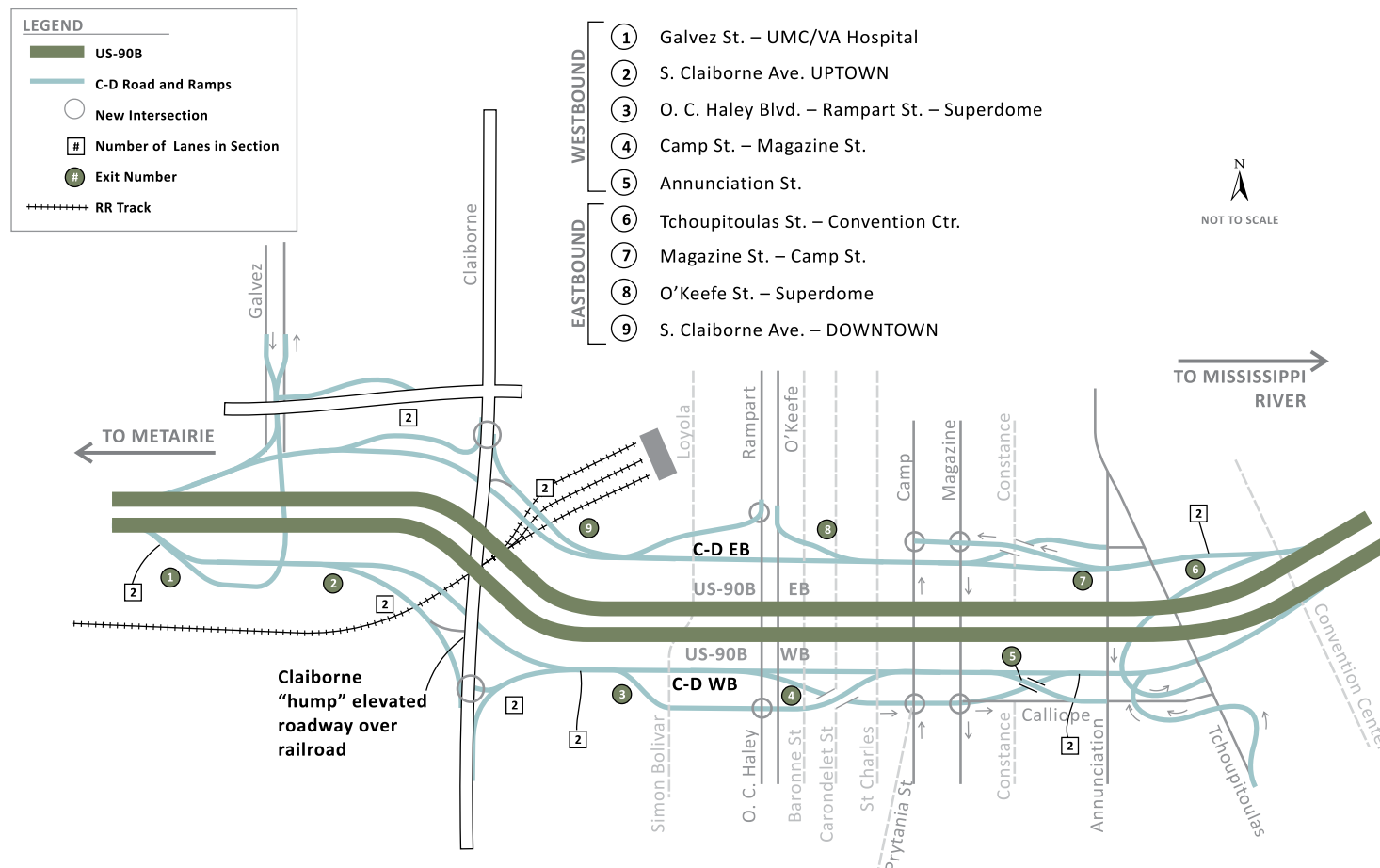
Scenario 3b introduces a Collector-Distributor (C-D) highway from Broad Street to Tchopatoulis Street to modernize access into, out of and through the core of the Central Business District. C-Ds are considered for urban areas to improve safety and efficiency of expressways and to better integrate the surface grid of streets for greater access options.

It was considered by the Study Team because it can help to separate travel purposes: low speed/short distance trips from high speed/long distance trips. In New Orleans trips going to and from the CBD, Uptown, and the Port would use the parallel C-D highways; travel to and from the West Bank would stay on the mainline. The C-D also helps to address close interchange spacing that causes lots of weaving and merging. Pontchartrain ramps are closely spaced today contributing to higher crash rates than similar roads in Louisiana.

Regional access, connectivity and economy

Implementation of Scenario 3b is considerably more complex than Scenario 3a due to the major reconstruction to the Pontchartrain Expressway. The cost of removing the Claiborne expressway coupled with the cost of the Pontchartrain expressway reconstruction as a collector-distributor system providing downtown access presents a substantially greater overall capital project cost. However, this scenario represents a full modernization of the 50-year old urban freeway system and a fundamental reshaping of central New Orleans, through its restoration of land adjacent to the central business district and Superdome, its potential for significantly greater development intensity in the core of the city, and for creating a more seamless connection between the N. Claiborne Avenue neighborhoods of the LCC area and the major activity areas along the riverfront.

EXITS FROM COLLECTOR-DISTRIBUTOR ROADWAY



Where the LCC study's other scenarios have continued to recognize the spatial and economic geography of the LCC area as being focused on Claiborne Avenue, this scenario offers potential for a high-intensity corridor along Tulane Avenue that expands employment and retail opportunities for the surrounding neighborhoods.

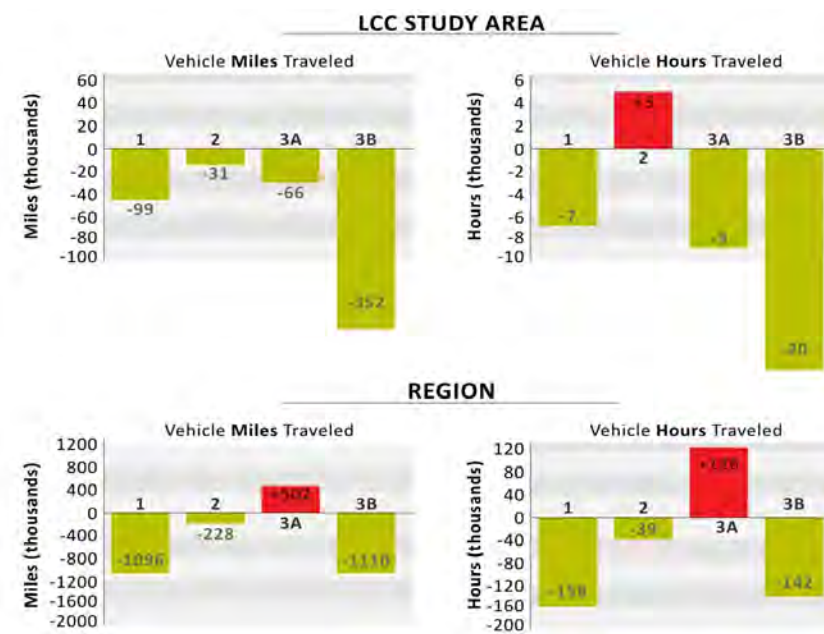
As with Scenario 3a, critical steps toward implementation of this scenario extend beyond more advanced study of operations and NEPA environmental review. The expressway projects presented in this scenario offer an entirely different concept of vehicular mobility and freight movement for metropolitan New Orleans. Strong state and regional partnerships will be needed to secure long-term funding for projects. The case must be made that these projects have a larger benefit to the entire state of Louisiana through their facilitation of long-term economic development in the state's largest city.





MOVING BEYOND THE STUDY

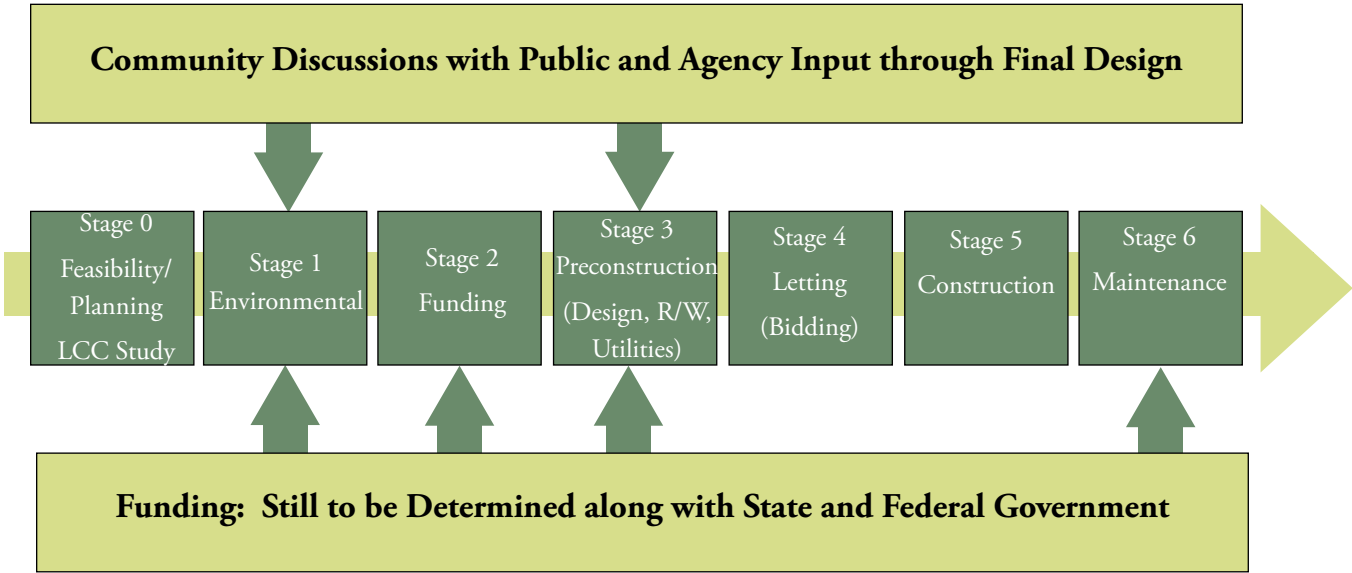
Moving beyond the study



Major infrastructure and redevelopment investment in the LCC will affect both the neighborhood and the region from a range of economic, transportation and livability perspectives. The graph at left is an example of comparisons among the modeled scenarios for the LCC area and the region. They show changes in vehicle miles and vehicle hours people drive within the LCC study area and the region, comparing each scenario to today's trends as they extend into the future. They show how people are likely to respond to proposed changes to I-10 and the new households and jobs expected to be added to the area. They show, in total, what effect changes proposed may have on decisions people make about whether or not to drive.

The diagram below shows that this study, Phase 0, in the process of creating federally supported transportation projects, lays the foundation for Phase 1, the environmental study required by the National Environmental Policy Act or NEPA. This next phase of study on the future of I-10 will be preceded by work among regional partners and the public identifying concepts to move forward and how they could be funded.

Regardless of the decisions made about major transportation projects discussed in the scenarios, the study finds that many actions and initiatives can strengthen existing community-building activities and recent and ongoing investment in housing, the Medical Center and quality of life projects. These actions and initiatives are presented in the following pages. They will be led by the Livable Claiborne Communities Initiative with the support and collaboration of those who contributed their time to this study as participants and advisory committee members as well as the agencies and organizations mentioned on the facing pages.



Key transportation partners:

- FHWA**, the Federal Highway Administration has oversight authority of federal transportation funds and the National Highway System.
- LADOTD**, the Louisiana Department of Transportation and Development partners with the FHWA in the construction and maintenance of the federal aid highway system.
- RPC**, the Regional Planning Commission of New Orleans is the designated Metropolitan Planning Organization (MPO) for the region. The MPO federal planning regulations require that all federal aid transportation projects be included in the region's Transportation Improvement Program and Metropolitan Transportation Plan.
- The City of New Orleans**, as a voting member of the RPC Board participates in the decision making process for regionally significant projects funded with federal funds.
- RTA**, the Regional Transit Authority of New Orleans will be part of the review and decision making process if any transit changes are included.

The Public, through workshops, meetings and other communications processes, will inform both revitalization and transportation changes.

Key revitalization partners:

- The City of New Orleans**, represented by the mayor's office, can bring leadership and needed participation of city departments.
- NORA**, the New Orleans Redevelopment Authority, is the city's land bank and redevelopment agency.
- HANO**, the Housing Authority of New Orleans, is important to affordability plans and section 8 considerations.
- SWBNO**, the Sewerage and Water Board of New Orleans, will help develop green infrastructure with the Department of Public Works.
- LSU-UMC and VA**, Louisiana State University University Medical Center and the Veterans Administration, are two new hospitals that will be important anchor institutions and job drivers.
- The Superdome Authority's** transportation needs and economic development should be coordinated with LCC initiatives.
- GNOF**, the Greater New Orleans Foundation and **FFL**, the Foundation for Louisiana, will represent philanthropic organizations.
- Other nonprofit partners** should be included and coordinated for appropriate initiatives.



Taking action to achieve our goals: First Year



ECONOMIC PROSPERITY

Training linked to employer need	LLC business capacity support	Local hiring programs	Growth sector business partnerships	Career pathways options, both in school and through other organizations	Small business capital access and assistance services promotion
Link LCC residents to new job openings in the area, such as jobs in the Bio District and new retail stores.	Connect LCC businesses to existing business resource and assistance programs.	Work with JOB1 to engage employers and establish local hiring goals that include targeted neighborhood outreach.	Develop partnerships with anchor institutions for employment, small business development, procurement and community investment.	Development of school-work partnerships for career opportunities with major employers.	Work through neighborhood associations, nonprofit organizations, local events, and in locations where people go in their everyday lives.



CULTURAL PRESERVATION

Cultural expressions, facilities and events access	Business, training, employment and affordable housing access for culture bearers	Celebration of African American culture	Culture passed to next generation	Business, training, employment and affordable housing access for culture bearers
Connect culture bearers to existing employment and business services.	Engage small business organizations to support development of a small business cluster in the LCC that serves the Mardi Gras Indian and parade community.	Initiate an oral history project for LCC neighborhoods.	Make a living and interactive resource map of all music and culture programs for youth that are available to LCC residents.	Connect indigenous culture bearers to sources of business assistance grants for artists, such as the Louisiana Cultural Economy Foundation Economic Opportunity Fund and the Arts Council of New Orleans Business Fund.



MANAGED CHANGE

Affordability strategic initiative	Strategic property consolidation	Physical development strategies	Collaborative agreements between government, agency and institutional partners	Zoning or design review for quality redevelopment	Governance structure to organize neighborhood revitalization and redevelopment
Develop a coordinated affordability and improvement strategy for the LCC with public and private partners.	Identify priority locations for strategic acquisition by NORA using their Market Valuation Analysis and opportunity sites of the study report. Promote strategic acquisition that can contribute to creating areas with critical mass, working with nonprofit and for profit housing developers.	Convene partners and designate a lead agency to implement physical revitalization strategies.	Seek involvement and commitment from the major actors for an integrated and holistic approach to revitalization.	Make design review a condition of funding for any project.	Make the LLC Study Area a special redevelopment area or district with a lead for planning and implementation.



SUSTAINABLE SOLUTIONS

Possible consolidation of stormwater management functions between SWBNO and NODPW	Green solutions to stormwater management on private property	Green infrastructure
Move from a culture of in-kind replacement to a culture of maintenance that recognizes that green infrastructure requires a different allocation of funding between pipes and green systems. Retrofit neutral grounds and existing parks for high performance stormwater management and provide for maintenance.	Adopt and implement the new stormwater management regulations in the Draft Comprehensive Zoning Ordinance now under review, so that new development has effective green infrastructure.	Identify and build green infrastructure projects in the LCC area.



TRANSPORTATION CHOICE

Regional collaboration	Bicycle share participation	High-visibility crosswalks	Parking maximums and parking supply reduction strategies	Curb extensions and crossing narrowing	Curb extensions and crossing distance narrowing
Build consensus and identify funding for regional priorities as part of the update to the Regional Long-Range Transportation Plan.	Include locations in the LCC in the proposed pilot phase of the city's bike share program.	Work with Tulane Prevention Resource Center on Safe Routes to School improvement list.	Survey parking usage to gauge opportunities for further reductions in required parking in future CZO updates.	Select three intersections for curb extension in City's next designated Cultural Products District.	Apply for Federal Transportation Alternatives grant funding.

Taking action to achieve our goals: Within Two Years



ECONOMIC PROSPERITY

Equitable Opportunity Initiative and a strategic plan for workforce development in the LCC

Create an Equitable Opportunity Initiative similar to the Youth Empowerment Project. Map resources available for workforce development; agencies and providers both inside and outside the LCC.

Collaborate on neighborhood-based outreach for job and training information access with visits to meet job-seekers at nearby schools, community centers, libraries, churches, etc., including some visits during evening hours.

Micro-business opportunities program with JOB1 and other workforce development providers

Create an assessment vehicle to identify job seekers who may be potential business owners.

Small and micro-business technical assistance

Seek collaborations with Industry Councils or other business entities for mentoring and to raise funds for technical assistance for small and micro-business.

Expanded training for employers' needs and market demand

Support creation of building trades and crafts apprenticeship programs by connecting participants to public and private construction projects. Work with employers and Delgado to identify job categories with workforce needs and develop training programs targeted at LCC residents who are high school graduates, including GED recipients. Develop on-the-job training programs for new graduates, where jobs require experience.



CULTURAL PRESERVATION

Enhanced and expanded access to cultural expression, facilities, and events

Promote new cultural corridors and reinforce existing cultural centers. Publicize the benefits of Cultural Districts and support revitalization of St. Bernard Avenue (currently part of the Bayou Road Cultural District).

Partner with Mardi Gras Indians to determine designs for improvements at A.L. Davis Park, options to moderate fees for parades and second lines, regulations around noise and live music to preserve the tradition.

Authentic culture transmitted to new generations programs

Establish and fund at a level reflecting the contribution of culture to the local economy and community development, the Mayor's Challenge Fund Grants Program with grants available to organizations working with youth to transmit cultural knowledge and skills.



MANAGED CHANGE

Vacant land, adjudicated properties, and blighted properties database

Create a vacant lots/parcels database for the LCC Study Area that includes information such as parking and other uses of vacant lots. Create an adjudicated properties database for the LCC Study Area. Establish a program to engage area youth to assist in keeping vacant and blighted property inventory up to date through regular audits, on the model of the Lower Ninth Ward Blight Study.

Program to prioritize strategic consolidation of ownership

Explore Community Land Trust opportunities, recognizing the need for CLTs to have revenue to maintain property as a land bank.

Vacant property for green infrastructure, parks and urban agriculture uses

Develop criteria with the Re.Invest Initiative, the SWBNO, DPW, the DPP, and knowledgeable local professionals to identify locations where green infrastructure interventions on vacant land would be most valuable.

Community-based vacant lot management

Create a program for those parts of the Study Area with the greatest vacant lot problem, such as Hoffman Triangle, to employ local residents in maintaining vacant lots, based on the Lower Ninth Ward model. Collaborate with community-based organizations to disseminate models for vacant lot management and use. Encourage updating Tulane City Center vacant land management study for use by nonprofits and neighborhood groups to provide models of successful community based management of vacant lots.



SUSTAINABLE SOLUTIONS

Consolidated stormwater management functions between DPW and SWBNO

Investigate the system-based and operational benefits, costs and potential funding necessary to consolidate maintenance of storm-drain infrastructure.

High performance stormwater systems in street rights-of-way policy

Retrofit neutral grounds and existing parks for high performance stormwater management and provide for maintenance.

Green stormwater and flooding solutions on private properties incentives

Require green infrastructure best practices above minimum requirements for all development assisted with public funding.

Stormwater management financing system

Evaluate stormwater utility options with discounts for on-site stormwater management through green infrastructure.



TRANSPORTATION CHOICE

Sidewalk repair and betterment program

Establish criteria for an inventory and priority of street repair needs. Engage and train youth in annual needs assessment inventory.

Alternative bicycle-route selection criteria

Identify alternative routes, for any planned bicycle routes on streets with posted speed of 35 miles per hour or greater OR recorded traffic volumes of 25,000 vehicles per day or greater.

Pursue transit route interlining opportunities

Offer trial service on an interlined route comprising RTA routes 15 and 84, and compare ridership and on-time performance to separated routes.

Sidewalk repair and betterment program

Contact property owners of sidewalks in critical need of repair and enforce the requirement that they bring sidewalk to standard.

Transportation Management Associations

Work with DDD, Greater New Orleans Hotel and Lodging Association and other employer organizations to explore feasibility of a transportation management association (TMA).



Taking action to achieve our goals:

Within Three Years



ECONOMIC PROSPERITY

Workforce-entry skills and bridge programs

Seek grants and a dedicated source of funding to expand adult basic education programs in the LCC area and recruit participants in the LCC area. Seek funding from business for underwrite workforce-development programs to serve their workforce needs.

Career pathways options, in school or with other organizations similar to Youth Empowerment Project

Develop a mentoring program between the hospitals, other area employers and LCC area youth, working with organizations that have mentoring experience. Expand after-school career exploration programs with employers and professional organizations.

New finding sources to increase stability, flow, and flexibility of funding

Commit new development taxes to a culture and workforce fund for coordinated workforce-development programs, basic education and bridge programs with case management, job readiness skills, job training and post-secondary credentials.

Local supplier preference programs with the medical centers and other large employers

Build on City's Office of Workforce Development success with local purchasing initiatives for special events such as the Super Bowl and NBA All Star Weekend. Build on these efforts to develop sourcing programs with major healthcare and educational institutions in the LCC Area.

Cooperative enterprises linked to major job drivers and anchor institutions

On the model of Evergreen Cooperatives, develop a collaborative with universities and medical centers in New Orleans to identify services and products that a cooperative structure could provide.



CULTURAL PRESERVATION

A New Orleans Indigenous Culture Producers Trust

Form a collaborative to organize a nonprofit organization with culture bearers on the board of directors modeled on similar community development corporations that operate to benefit a particular area.

Explore opportunities to provide dedicated indoor space for Mardi Gras Indian groups at A.L. Davis Park including support for expenses and activities and criteria for applying for and awarding grants. Explore funding options.

Access to business, training, employment, and affordable housing for culture bearers

Facilitate a business cluster for indigenous culture suppliers in the LCC; include a land trust to enhance affordability—can work together and with interested suppliers to identify needs, locations, and costs.

A detailed strategic vision framework to leverage catalysts with place-based community plans

Provide a detailed implementation framework for the Livable Claiborne Communities that preserves significant historic and cultural resources; encourages desirable land use patterns; locates neighborhood activity centers; sets scale and density and identifies phasing priorities.

Authentic culture transmitted to new generations

Ensure that music and culture lessons are consistently available in all youth education and recreation programs and institutions in the LCC Study Area.



MANAGED CHANGE

A detailed affordability plan with goals for each phase of revitalization by a mix of affordability levels

Identify groups especially vulnerable to displacement and target strategies to their needs. Use project-based vouchers (Section 8 to ensure affordability through an agreement with HANO). Establish inclusionary housing policies requiring a percentage of affordable units for larger market rate projects (50+ units).

Continue directing a portion of City HOME funds for Soft Second Loans and similar programs to the Seventh Ward and Hoffman Triangle. Work with nonprofit developers on strategic location of projects to increase critical mass, including potential CLT and limited equity cooperative projects.

A detailed affordability plan

Coordinate with hospitals and other major employers to determine workforce housing needs and production strategies, including potential Employer-Assisted Housing Programs in the LCC Area.

Corridor development policy and phasing plan

Identify for each corridor the desired redevelopment mix (mixed income multifamily housing, retail, office, research, public, cultural and other uses) with guidelines to reinforce corridor continuity.

Infill development policy and phasing program

Identify for each neighborhood a phased infill development target—primarily single-family and attached housing, with a mix of affordable and market rate, and with guidelines to reinforce neighborhood character—and coordinate with development of a green infrastructure network plan for some vacant lots.



TRANSPORTATION CHOICE

Intelligent transportation systems (ITS)

Coordinate Transit Signal Priority infrastructure with an update to the City's Evacuation Plan routes to serve dual roles on high-priority routes for transit and transit-based evacuation service.

Off-board transit fare collection and ticketing

Install ticket vending machines; offer a temporary discount for tickets purchased off-board to incentivize use.

Street right-of-way and cartway space reallocation

Identify two additional 'road diet' projects meeting the criteria discussed in the strategy definition and request these as projects for inclusion in the next update to the RPC's Metropolitan Transportation Plan.

ITS-based traffic management

Work with LADOTD to monitor effectiveness of ramp metering efforts on US 90-Business (Pontchartrain Expressway), with traffic counts on local streets to see if metering has caused changes to local street traffic.

Parking pricing and supply management

Enact a trial program to price parking based on peak usage throughout the day/week, and perform before-and-after utilization studies to measure level and duration of space use. Streamline residential parking permits to ensure space in high-demand locations.



TRANSPORTATION CHOICE

Sidewalk repair and betterment program.

Use a city-wide inventory coming from an asset management program to identify critical sidewalk repair needs.

Shared parking and curb-side parking to satisfy on-site requirements

Conduct periodic surveys of small businesses and Cultural Products Districts area to better determine parking needs to update the CZO to adjust parking requirements and shared parking provisions.

Alternative bicycle-route selection criteria

Identify alternatives for bicycle routes on streets with high traffic speeds or volume. Designate a crosstown connection across the Pontchartrain Expressway as an alternative to Broad or CBD streets south of Loyola Avenue.

Expanded bicycle rack placement programBicycle




Dedicate funding to purchase bicycle racks and consider using products already developed for 'Where Ya Rack' program.

parking at transit stops, employment and commercial zones, parks and schools

Develop a database of properties in Neighborhood Commercial or Cultural Products Districts to define target bicycle parking requirement per CZO and nationwide best practices. Provide racks where targets for bicycle parking are not met.



Taking action to achieve our goals: Within Five Years and Ongoing

 ECONOMIC PROSPERITY	Equitable Opportunity Initiative <i>Develop a detailed strategic plan for workforce development in the LCC Area.</i>	Expanded training for employers' needs <i>Develop on-the-job training programs for new graduates, where jobs require experience.</i>	Cooperative enterprises exploration <i>Convene partners and designate a lead agency for implementation of physical revitalization strategies.</i>	Micro-business development program for growing sectors <i>Work with the health care industry to identify niche opportunities such as medical coding and medical office billing for small and micro businesses. Work with the nonprofit Parkway Partners to add a module on creating a landscaping business to its programs that teach how to plant and maintain trees.</i>	Child care options for hospital workers <i>Explore the creation of a child care center serving both hospitals, like VA Kids Center in Madison, WI, a federal, non-profit day center open to all in the community co-located in a similar way to the New Orleans situation.</i>
 CULTURAL PRESERVATION	Cultural expression, facilities, and events access <i>Preserve and enhance public streets and places of community and indigenous culture and accommodate that expression in design of improvements and regulations.</i>	African-American Civil Rights history initiative <i>Increase the visibility of and focus on historic locations in the LCC area through landscape strategies and historic markers.</i>	Recreation and playgrounds in NORDC's plan <i>Engage residents in NORDC's master plan process; include both cultural and athletic programming, and provide for improved maintenance.</i>		Main Streets District markers or public art <i>Ensure participation of LCC businesses and Main Streets progress toward signage and public art programs.</i>
 MANAGED CHANGE	Detailed strategic vision and implementation framework <i>Work with agencies and culture groups on a plan and design scopes for the public realm that respects cultural uses of public spaces with integrated storm water management network.</i>	Priority improvements in special resource areas <i>Create plans for special resource areas (on the model of the Lafitte Greenway Corridor Master Plan), such as A.L. Davis Park.</i>	Auto services sites plan <i>Identify catalyst/opportunity areas where auto service businesses occupy prominent locations, such as N. Galvez Street between Canal Street and the future Lafitte Greenway.</i>	Ground floor retail strategies <i>Ensure that detailed planning for transit-ready or transit-oriented development includes a retail element.</i>	Neighborhood gateways, historic marker and public art locations through neighborhood association collaboration <i>Work with local groups to apply for art project funding from the ACNO 's imminent Community Outreach Fund. Seek grants from national funders such as ArtPlace for a program of permanent installations in one or more LCC neighborhoods.</i>
 SUSTAINABLE SOLUTIONS	Stormwater management financing system <i>Calculate and leverage "future avoided costs" when doing cost-benefit analyses.</i>	Canals and creative water systems <i>Consider proposals in the Regional Water Management Plan for short- medium-, and long-term implementation.</i>	Existing park and recreation facilities <i>Seek funds for the Lafitte Greenway Corridor Master Plan to create the Greenway Park in Treme segment</i>	Green-street traffic calming <i>Identify two high-volume locations from LCC study findings and build green streets to calm traffic and support bicycling.</i>	Vacant property for green infrastructure, parks and urban agriculture <i>With neighborhood associations, community partners able to support gardens, nonprofits and Parkway Partners identify vacant property suitable for community gardens.</i>
 TRANSPORTATION CHOICE	Guidance criteria for truck routes <i>Develop a truck route master plan for the City that forecasts changes in truck traffic needs and identifies deficiencies in the system. Consider signal priority on some routes.</i>	High-visibility crosswalk installation <i>Identify an annual 'top ten' of pedestrian crashes and apply high-visibility crosswalks as needed.</i>	Transit route interlining <i>Use RTA on-board rider surveys and other data collection methods to find other interlining opportunities.</i>	Bicycle parking at transit stops, employment and commercial zones, parks and schools <i>Work with RTA to understand locations of bicycle-transit transfer through RTA data collection methods such as on-board rider surveys, and install racks in public right-of-way near these transfer locations.</i>	Intelligent transportation systems (ITS) <i>Implement one pilot transit signal priority (TSP) corridor and gauge effectiveness on transit performance.</i>
					Off-board transit fare collection and ticketing <i>Identify opportunities to divert 'extra' parking revenue collected through these pay stations, such as money representing time paid for but forgone when a parking vehicle leaves the space to RTA for transit operations.</i>



Transportation Implementation

Transportation recommendations of the LCC study follow two paths toward implementation. The first path is described in Part III of the A.6/A.7 Technical Memorandum on Strategies and Implementation. It describes a series of steps that regardless of scenario will help to achieve study goals. The recommendations seek to add value, enhance sense of place and cultural identity, and expand potential paths to prosperity for study area residents. The proposed strategies together present an approach that seeks to make the most of existing infrastructure and extensive new investment, recent, in-process and planned. They include existing policy, such as Complete Streets, and program resources, like the federal Roads to Recovery funding.

The second path is described in the following section and presents actions contributing to the expected outcomes of each planning scenario. These vary in scope, cost and degree of change. Each scenario is discussed with the steps needed to support the overall study goals.

Action items presented focus on capital projects and place-specific applications of LCC strategic policy recommendations. They include the individual projects articulated in the definition of each planning scenario in Chapter 2, including ramp and land changes to the expressway network, service enhancements to the transit system, and safety and operations upgrades to surface arterial streets. They also include projects intended to mitigate impacts that came about from the major capital changes (as understood from the results of the travel demand forecast modeling described earlier in this memorandum), especially in accommodating traffic demand and addressing increased safety concerns forecast from significant changes to expressways.

The key implementation items for each scenario are defined in terms of **expressway changes**, or modifications to expressway mainlines or access ramps; **impact mitigation projects** to surface streets defined for each of the scenarios when increases in traffic may lead to system congestion or a decline in safety; and **supporting capital projects** for transit to achieve the levels of performance reported for each scenario. Each of these major implementation items includes a summarized cost for each of the scenarios, based on planning-level cost estimating methodologies defined as follows:

Expressway changes and impact mitigation projects: For each project, the LCC study team developed probable costs using standard highway construction pay-item lists (similar to that used by LADOTD) of individual unit costs and a 50 percent contingency factor to account for the degree of needed additional engineering and environmental analysis not included in the LCC study.

Supporting capital projects: For streetcar transit, the LCC study team used a generalized cost factor of \$50 million per mile based on conservative rounding of an effective per-mile cost of other recent streetcar projects in the United States, including the recent Loyola-UPT connector. For enhanced bus, the team used a per-mile cost of \$5 million, to include transit signal priority implementation, basic station/stop amenities, and limited use of queue jump lanes and other operating enhancements.

Annual Additional Transit Operating Costs: Transit operations costs were estimated using the RTA’s 2013 Budgeted Cost Rates per revenue hour for Bus (\$131) and Streetcar (\$148).

Trends Extended

The Trends Extended scenario is based on a coordinated and ‘fast-forwarded’ extension of current trends, policies, programs, and committed infrastructure at the end of a 20-year planning horizon. It envisions no major capital projects other than those already identified in the New Orleans Metropolitan Transportation Improvement Program and the completed first phase of the Rampart Streetcar (from Canal Street to Elysian Fields Avenue). It does not include changes to the expressway system. It does recognize forecasts for traffic volume growth in certain areas so includes traffic impact mitigation projects. These projects provide examples of transportation-related policies described in Technical Memorandum A.6.

In this and all subsequent scenario descriptions, please refer back to the scenario performance summaries in Chapter 3 of this report for more detailed descriptions of the particular phenomena of traffic distribution, safety patterns, and transit usage or freight access being described here.

SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 1: Broad Street Corridor Traffic Management & Operations Project (St. Bernard to Tulane)	ESTIMATED COST \$ 100,000
PROJECT 2: Broad Street Safety Enhancement Corridor (St. Bernard to Tulane)	ESTIMATED COST \$ 1,200,000
PROJECT 3: Esplanade Avenue Corridor Traffic Management and Operations (Claiborne to Broad)	ESTIMATED COST \$ 50,000
PROJECT 4: Martin Luther King/Claiborne Intersection Operations Project	ESTIMATED COST \$ 200,000
PROJECT 5: Tulane/Claiborne Intersection Capacity Project	ESTIMATED COST \$ 200,000
PROJECT 6: Poydras/Claiborne Intersection Capacity Project	ESTIMATED COST \$ 200,000

SUPPORTING TRANSIT CAPITAL PROJECTS	
PROJECT 1: Rampart Streetcar Extension from Canal to Elysian Fields Extension of streetcar network from Canal to Elysian Fields.	ESTIMATED COST \$ 75,000,000

SCENARIO-SPECIFIC PROJECT COST SUMMARY	
Mitigation Project Cost Total	\$ 1,950,000
Supporting Transit Capital Project Cost Total	\$ 75,000,000
Total Project Capital Costs for this Scenario	\$ 76,950,000
Annual Additional Transit Operating Costs	\$ 977,000

In addition to the costs discussed above, it is important to consider the maintenance needs for the expressway system. These substantial costs for the Louisiana Department of Transportation and Development (LADOTD) should be compared to new project construction costs discussed in the subsequent scenarios. First discussed in the LCC study’s transportation existing conditions memorandum (Technical Memorandum B.5), the maintenance assessment identifies programmatic level costs to make structural repairs as needed to each concrete pier and each deck, as well as providing costs to clean and paint all structural steel on all of the steel elements. Bridge inspection reports provided by LADOTD do not identify precise locations or points in time when repairs will be needed, although they do provide cursory information that allowed the project team to develop a general sense of predicted repairs. The predicted repair needs cover the entirety of the I-10 elevated Claiborne Avenue expressway structure and key access ramps. They include:

- Concrete repairs to roughly 25 percent of the concrete piers at \$100,000 for each pier, at an approximate total cost of \$105 million
- Concrete deck patching over 10 percent of the existing bridge deck and replacement of leaking or deteriorated joint seals area at \$100 per square foot, at an approximate total cost of \$44 million
- Cleaning and painting all structural steel of the bridges constructed of steel, at an approximate total cost of \$65 million

Assuming a 40 percent contingency factor, the estimate to repair and maintain the facilities in the study area for 20 years is \$300 million. Repair needs are seldom evenly distributed over a period of time and as such it is not practical to estimate year-by-year maintenance costs, but this combined 20-year amount can be understood as an *average of* \$15 million per year.

These programmatic estimates are based on a rate of deterioration consistent with the deterioration rate observed and experienced to date. Costs are likely to increase if repairs are not performed in a timely manner.

Scenario 1

Scenario 1 features similar patterns of traffic growth and change to the Trends Extended scenario; certain distributions of traffic may be attributed to its removal of the Esplanade Avenue, St. Philip Street and Orleans Avenue I-10 access ramps in the Treme neighborhood. These projects represent the majority of the scenario’s expressway-related projects, with the other substantial addition being a new on-ramp from Galvez Street to the Pontchartrain Expressway.

SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 1: Broad Street Corridor Traffic Management & Operations Project (St. Bernard to Tulane) Apply coordinated signal timing to the corridor to accommodate expected increases in traffic volume.	ESTIMATED COST \$ 100,000
PROJECT 2: Broad Street Safety Enhancement Corridor (St. Bernard to Tulane)	ESTIMATED COST \$ 1,200,000
PROJECT 3: Esplanade Avenue Corridor Traffic Management and Operations (Claiborne to Broad)	ESTIMATED COST \$ 50,000
PROJECT 4: Martin Luther King/Claiborne Intersection Operations Project	ESTIMATED COST \$ 200,000

SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 5: Tulane/Claiborne Intersection Capacity Project	ESTIMATED COST \$ 200,000
PROJECT 6: Poydras/Claiborne Intersection Capacity Project	ESTIMATED COST \$ 200,000

SUPPORTING TRANSIT CAPITAL PROJECTS	
PROJECT 1: Rampart Streetcar Extension from Canal to Elysian Fields	ESTIMATED COST \$ 75,000,000

SCENARIO-SPECIFIC PROJECT COST SUMMARY	
Mitigation Project Cost Total	\$ 1,950,000
Supporting Transit Capital Project Cost Total	\$ 75,000,000
Total Project Capital Costs for this Scenario	\$ 76,950,000
Annual Additional Transit Operating Costs	\$ 977,000

In addition to the costs discussed above, it is important to consider the maintenance needs for the expressway system. These substantial costs for the Louisiana Department of Transportation and Development (LADOTD) should be compared to new project construction costs discussed in the subsequent scenarios. First discussed in the LCC study’s transportation existing conditions memorandum (Technical Memorandum B.5), the maintenance assessment identifies programmatic level costs to make structural repairs as needed to each concrete pier and each deck, as well as providing costs to clean and paint all structural steel on all of the steel elements. Bridge inspection reports provided by LADOTD do not identify precise locations or points in time when repairs will be needed, although they do provide cursory information that allowed the project team to develop a general sense of predicted repairs. The predicted repair needs cover the entirety of the I-10 elevated Claiborne Avenue expressway structure and key access ramps. They include:

- Concrete repairs to roughly 25 percent of the concrete piers at \$100,000 for each pier, at an approximate total cost of \$105 million
- Concrete deck patching over 10 percent of the existing bridge deck and replacement of leaking or deteriorated joint seals area at \$100 per square foot, at an approximate total cost of \$44 million
- Cleaning and painting all structural steel of the bridges constructed of steel, at an approximate total cost of \$65 million

Assuming a 40 percent contingency factor, the estimate to repair and maintain the facilities in the study area for 20 years is \$300 million. Repair needs are seldom evenly distributed over a period of time and as such it is not practical to estimate year-by-year maintenance costs, but this combined 20-year amount can be understood as an *average of* \$15 million per year.

These programmatic estimates are based on a rate of deterioration consistent with the deterioration rate observed and experienced to date. Costs are likely to increase if repairs are not performed in a timely manner.

Scenario 2

Scenario 2’s major capital projects for implementation are transit-related. They include the expansion of the streetcar network to N. Claiborne Avenue (between Poydras Street and Elysian Fields Avenue); the introduction of rapid bus service on S. Claiborne Avenue (from Ochsner Hospital just across the Jefferson Parish line to Canal Street, with a connection in the riverbound direction on Canal to interface with the streetcar stops and other terminating transit routes; and enhanced service on Broad Street between Florida Avenue and Napoleon Avenue that provide shorter transit headways and features passenger amenities such as shelters and benches.

From the perspective of the expressway system, the entire Orleans access ramp pair to and from westbound I-10 is removed along with the St. Philip Street and Esplanade Avenue ramps serving eastbound I-10. The Claiborne Avenue fly-over ramps that connect from the N. Claiborne Avenue neutral ground over St. Bernard Avenue are also removed, and in compensating for expected impacts to truck and freight traffic currently using these ramps for connections between the Port of New Orleans’s Mississippi River Terminals and France Road/Inner Harbor Navigational Canal corridor of warehousing properties, the westbound off-ramp from I-10 to Elysian Fields Avenue is replaced with a westbound on-ramp from Florida Avenue to I-10.

This scenario also features the Galvez Street on-ramp to westbound I-10 and shows a notable increase in volume along Galvez Street from Canal Street to the expressway presumably for this reason.

In terms of project to mitigate impact, Scenario 2 shows many of the same changes and trends in traffic and travel patterns as Scenario 1, with greater volumes of traffic beginning to take advantage of the surface arterial network. For this reason it includes many of the same mitigation approaches as Scenario 1 but also begins to use traffic calming techniques such as those discussed in Report A.6 to protect neighborhoods from potential impacts of high-speed cut-through traffic on local streets.

EXPRESSWAY AND MAJOR ROADWAY SYSTEM PROJECTS	
PROJECT 1: Removal of Orleans/Esplanade Off-Ramps from I-10	ESTIMATED COST \$ 8,700,000
PROJECT 2: Galvez On-Ramp to Westbound Pontchartrain Expressway	ESTIMATED COST \$ 22,100,000
PROJECT 3: Removal of Claiborne Flyover Ramps Over St. Bernard	ESTIMATED COST \$ 14,800,000
PROJECT 4: Florida Avenue Freight On-Ramp	ESTIMATED COST \$ 14,600,000

TRANSIT SUPPORTING CAPITAL PROJECTS	
PROJECT 1: Rampart Streetcar Extension from Canal to Elysian Fields	ESTIMATED COST \$ 128,000,000
PROJECT 2: Claiborne Avenue Streetcar from Poydras to Elysian Fields	ESTIMATED COST \$ 169,000,000
PROJECT 3: Claiborne Rapid Bus Service from Ochsner Hospital to Canal Street/CBD Transfer Center	ESTIMATED COST \$ 80,200,000
PROJECT 4: Broad Street Service Enhancements	ESTIMATED COST \$ 10,200,000

SURFACE STREETS IMPACT MITIGATION PROJECTS ESTIMATED COST	
PROJECT 1: Broad Street Corridor Traffic Management & Operations Project (St. Bernard to Tulane) Establish baseline of operations on broad street and monitor growth, and implement signal operations changes and intersection improvements such as left turn storage where necessary.	ESTIMATED COST \$ 400,000
PROJECT 2: Broad Street Safety Enhancement Corridor (St. Bernard to Tulane) Increase safety for pedestrians by controlling motorist speeds and adding intersection improvements. Increase motorist safety by adding left turn storage where necessary.	ESTIMATED COST \$ 1,200,000
PROJECT 3: Broad/Orleans Area Traffic Calming Projects Apply traffic calming projects to focus on street cartway narrowing to discourage cut-through traffic.	ESTIMATED COST \$ 320,000
PROJECT 4: Ursulines Avenue Safety and Traffic Management Project (Claiborne to Broad) Respond to expected growth in vehicle traffic to improve pedestrian safety and manage speeds.	ESTIMATED COST \$ 560,000
PROJECT 5: Esplanade Avenue Corridor Traffic Management and Operations (Claiborne to Broad) Establish a baseline of current intersection operations along the corridor and monitor and react to growth in traffic volumes.	ESTIMATED COST \$ 100,000
PROJECT 6: North Claiborne Traffic Management and Capacity (Tulane to St. Bernard) With streetcar and expected increases in traffic from model results, construct cross-section with three dedicated travel lanes per direction. This may include dedicated left-turn pockets at key intersections as spacing of viaduct piers allows.	ESTIMATED COST \$ 300,000
PROJECT 7: Rampart Street/St. Claude Avenue Corridor Management and Operations Project (Ursulines to Elysian Fields) Study and monitor current and future traffic operations on the corridor and implement signal timing and other changes to manage growth.	ESTIMATED COST \$ 200,000
PROJECT 8: Rampart/Esplanade Area Traffic Calming Projects Apply traffic calming projects to focus on street cartway narrowing to discourage cut-through traffic.	ESTIMATED COST \$ 160,000

SURFACE STREETS IMPACT MITIGATION PROJECTS ESTIMATED COST	
PROJECT 9: Claiborne/Esplanade Intersection Capacity and Area Traffic Calming Increase intersection capacity through left turn storage at neutral grounds and under Claiborne overpass. In addition, apply traffic calming measures to local streets in the vicinity of this intersection where expected growth in traffic volumes may increase risk of cut-through traffic.	ESTIMATED COST \$ 435,000
PROJECT 10: Tulane/Claiborne Intersection Capacity Project Increase intersection capacity to accommodate predicted increases in volume.	ESTIMATED COST \$ 800,000
PROJECT 11: Martin Luther King/Claiborne Intersection Operations Project Use signal changes and added turn lane pockets to improve intersection operations for passenger and freight vehicles.	ESTIMATED COST \$ 200,000
PROJECT 12: Claiborne/Elysian Fields Intersection Operations and Safety Project Use intersection improvements to geometry and striping to improve pedestrian safety while maintaining current turning radii and preserving operations for passenger and freight vehicles.	ESTIMATED COST \$ 200,000
PROJECT 13: Galvez Street Corridor Safety, Traffic Management and Operations Project (Orleans to I-10 on-ramp) Monitor expected traffic growth due to hospitals and added onramp to Pontchartrain Expressway and identify appropriate interventions.	ESTIMATED COST \$ 50,000

SCENARIO-SPECIFIC PROJECT COST SUMMARY	
Expressway and Major Roadway System Project Cost Total	\$ 60,200,000
Mitigation Project Cost Total	\$ 4,925,000
Supporting Transit Capital Project Cost Total	\$ 387,400,000
Total Project Capital Cost for this Scenario	\$ 452,525,000
Annual Additional Transit Operating Costs (Scenario 2)	\$ 17,828,000



Scenario 3a

Removal of the Claiborne expressway in Scenario 3a introduces a level of implementation complexity that points to the need for a comprehensive evaluation of freeway system operations and a series of projects to be studied for environmental impacts through the NEPA process. The proposed studies should be included in the New Orleans region’s Metropolitan Transportation Plan. The regional travel demand modeling efforts in the LCC study identify likely changes in how regional transportation will function in New Orleans, but more detailed analysis will be necessary to fully understand freeway operations, how the proposed expressway changes in this scenario can be organized into discrete capital projects, how these would be phased, and the duration and impacts of the actual construction projects themselves.

The proposed projects of this scenario also generate a series of changes to regional travel patterns that make more pronounced use of the city’s arterial thoroughfare network, especially on streets parallel to the Claiborne expressway (like Rampart Street and Broad Street) and the reconstructed Claiborne Avenue. Follow up study of this series of projects would identify ways to address impacts and manage more extensive use of arterial corridors. These will include signal timing strategies and other intelligent transportation system applications. Proposed roadway safety projects on major thoroughfares and traffic calming on neighborhood streets should also be advanced to ensure that increased traffic volumes do not lead to high-speed cut-through traffic in LCC neighborhoods.

EXPRESSWAY AND MAJOR ROADWAY SYSTEM PROJECTS	
PROJECT 1: Claiborne Expressway Mainline Removal Remove Claiborne Expressway from Tulane to St. Bernard and all ramps that connect to it.	ESTIMATED COST \$ 527,100,000
PROJECT 2: Galvez On-Ramp to Westbound Pontchartrain Expressway Add an on-ramp from westbound (upriver) Galvez Street to westbound I-10 (lakebound Pontchartrain Expressway) to provide relief for expected hospital traffic.	ESTIMATED COST \$ 22,100,000
PROJECT 3: New Lakeview Interchange Redesign the Lakeview Interchange (the I-10/I-610 interchange near the 17th Street Canal) to accommodate westbound Pontchartrain to eastbound City Park (or today’s westbound I-10 to eastbound I-610) movements and prepare this interchange to distribute Westbank and CBD traffic more evenly throughout the region in concert with the removal of a section of the elevated Claiborne expressway.	ESTIMATED COST \$ 139,000,000

SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 1: Rampart Street/St. Claude Avenue Corridor Management and Operations Project (Ursulines to Elysian Fields)	ESTIMATED COST \$ 250,000
PROJECT 2: Intersection improvement Project at Claiborne Avenue and Elysian Fields	ESTIMATED COST \$ 160,000
PROJECT 3: Marais Street Bicycle Boulevard (Armstrong Park/St. Philip Street to St. Roch Avenue)	ESTIMATED COST \$ 35,000
PROJECT 4: Esplanade Avenue Corridor Traffic Management and Operations (Claiborne to Broad)	ESTIMATED COST \$ 100,000



SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 5: Galvez Street Corridor Safety, Traffic Management and Operations Project (Orleans to I-10 On-Ramp)	ESTIMATED COST \$ 630,000
PROJECT 6: Broad Street Corridor Traffic Management & Operations Project (St. Bernard to Tulane)	ESTIMATED COST \$ 400,000
PROJECT 7: Broad Street Safety Enhancement Corridor (St. Bernard to Tulane)	ESTIMATED COST \$ 1,200,000
PROJECT 8: Martin Luther King/Claiborne Intersection Operations Project	ESTIMATED COST \$ 200,000
PROJECT 9: Intersection improvement Project at Claiborne Avenue and Elysian Fields	ESTIMATED COST \$ 200,000
PROJECT 10: Tulane Avenue Safety and Sidewalk Improvement Project (Broad to Claiborne)	ESTIMATED COST \$ 700,000

TRANSIT SUPPORTING CAPITAL PROJECTS	
PROJECT 1: Rampart Streetcar Extension from Canal to Elysian Fields	ESTIMATED COST \$ 128,000,000
PROJECT 2: Claiborne Avenue Streetcar from Poydras to Elysian Fields	ESTIMATED COST \$ 169,000,000
PROJECT 3: Claiborne Rapid Bus Service from Ochsner Hospital to Canal Street/CBD Transfer Center	ESTIMATED COST \$ 80,200,000
PROJECT 4: Broad Street Service Enhancements	ESTIMATED COST \$ 10,200,000

SCENARIO-SPECIFIC PROJECT COST SUMMARY	
Expressway and Major Roadway System Project Cost Total	\$ 688,200,000
Mitigation Project Cost Total	\$ 3,875,000
Supporting Transit Capital Project Cost Total	\$ 387,400,000
Total Project Capital Cost for this Scenario	\$ 1,079,475,000
Annual Additional Transit Operating Costs	\$ 17,828,000

Scenario 3b

Implementation of Scenario 3b is considerably more complex than Scenario 3a due to the major reconstruction to the Pontchartrain Expressway. The cost of removing the Claiborne expressway coupled with the cost of the Pontchartrain expressway reconstruction as a collector-distributor system providing downtown access presents a substantially greater overall capital project cost. However, this scenario represents a full modernization of the 50-year old urban freeway system and a fundamental reshaping of central New Orleans, through its restoration of land adjacent to the central business district and Superdome, its potential for significantly greater development intensity in the core of the city, and for creating a more seamless connection between the N. Claiborne Avenue neighborhoods of the LCC area and the major activity areas along the riverfront. Where the LCC study’s other scenarios have continued to recognize the spatial and economic geography of the LCC area as being focused on Claiborne Avenue, this scenario offers potential for a high-intensity corridor along Tulane Avenue that expands employment and retail opportunities for the surrounding neighborhoods.

As with Scenario 3a, critical steps toward implementation of this scenario extend beyond more advanced study of operations and NEPA environmental review. The expressway projects presented in this scenario offer an entirely different concept of vehicular mobility and freight movement for metropolitan New Orleans. Strong state and regional partnerships will be needed to secure long-term funding for projects. The case must be made that these projects have a larger benefit to the entire state of Louisiana through their facilitation of long-term economic development in the state’s largest city.

SURFACE STREETS IMPACT MITIGATION PROJECTS	
PROJECT 1: Rampart Street/St. Claude Avenue Corridor Management and Operations Project (Ursulines to Elysian Fields)	ESTIMATED COST \$ 250,000
PROJECT 2: Intersection Improvement Project at Claiborne Avenue and Elysian Fieldsg	ESTIMATED COST \$ 160,000
PROJECT 3: Marais Street Bicycle Boulevard (Armstrong Park/St. Philip Street to St. Roch Avenue)	ESTIMATED COST \$ 35,000
PROJECT 4: Esplanade Avenue Corridor Traffic Management and Operations (Claiborne to Broad)	ESTIMATED COST \$ 100,000
PROJECT 5: Galvez Street Corridor Safety, Traffic Management and Operations Project (Orleans to I-10 On-Ramp)	ESTIMATED COST \$ 630,000
PROJECT 6: Broad Street Corridor Traffic Management & Operations Project (St. Bernard to Tulane)	ESTIMATED COST \$ 400,000
PROJECT 7: Broad Street Safety Enhancement Corridor (St. Bernard to Tulane)	ESTIMATED COST \$ 1,200,000
PROJECT 8: Martin Luther King Jr./Claiborne Intersection Operations Project	ESTIMATED COST \$ 200,000
PROJECT 9: Intersection Improvement Project at Claiborne Avenue and Elysian Fields	ESTIMATED COST \$ 200,000
PROJECT 10: Tulane Avenue Safety and Sidewalk Improvement Project (Broad to Claiborne)	ESTIMATED COST \$ 700,000



SUPPORTING TRANSIT CAPITAL PROJECTS	
PROJECT 1: Rampart Streetcar Extension from Canal to Elysian Fields	ESTIMATED COST \$ 128,000,000
PROJECT 2: Claiborne Avenue Streetcar from Poydras to Elysian Fields	ESTIMATED COST \$ 169,000,000
PROJECT 3: Claiborne Rapid Bus Service from Ochsner Hospital to Canal Street/CBD Transfer Center	ESTIMATED COST \$ 80,200,000
PROJECT 4: Broad Street Service Enhancements	ESTIMATED COST \$ 10,200,000

SCENARIO-SPECIFIC PROJECT COST SUMMARY	
Expressway and Major Roadway System Project Cost Total	\$ 3,886,100,000
Mitigation Project Cost Total	\$ 3,875,000
Supporting Transit Capital Project Cost Total	\$ 387,400,000
Total Project Capital Cost for this Scenario	\$ 4,277,375,000
Annual Additional Transit Operating Costs	\$ 17,828,000

Vision Statement

We, the residents of the Claiborne neighborhoods are at the heart of the future Claiborne Avenue Corridor.

In that future we celebrate our culture and family traditions; our historic neighborhoods are safe and affordable for all who want to live here; our neighborhood streets, community parks, and the Lafitte Greenway fill with family gatherings and the music and parades of second line and Mardi Gras Indian traditions.

Claiborne, St. Bernard, Esplanade Avenues, Broad and Canal Streets, and Martin Luther King, Jr., Boulevard thrive with locally-owned businesses, affordable goods and services for daily living, reliable

employment for residents, and positive learning experiences for neighborhood youth.

Quality public transit is convenient, reliable, clean and affordable with a broad reach to jobs and neighborhoods city-wide. Traffic even on the busiest streets yields to bicyclists, crossing pedestrians and the festivities that sometimes spill out from local cross streets.

The Medical District provides affordable health care and living-wage jobs. New industries in the city attract workers who support Claiborne Corridor businesses and respect and appreciate what we value in our communities.



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