



# REBUILDING NEW ORLEANS

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City of New Orleans

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Dear Citizens and Stakeholders:

It is with tremendous appreciation to the members of the Bring New Orleans Back Commission, the dozens of committee members, and the thousands of citizens participating in the planning process that I offer this plan for Rebuilding New Orleans.

The planning process of the past six months has been arduous, at times insightful, at times anguished, but at all times focused on the challenges of rebuilding a safe, viable and equitable New Orleans that all citizens can return to and reclaim their citizenship as members of this unique city that we call home.

The plan presented here takes the best thinking of the Bring New Orleans Back Commission coupled with the remarks, comments, criticisms, and recommendations of the citizens, and provides an overarching framework for rebuilding, the details of which will be filled in during the comprehensive neighborhood planning process.

For our neighborhoods, the plan invests where the citizens are investing – rebuilding communities in partnership with the stakeholders of the communities. For our children, the plan invests in teaching and learning, with public education restructured to drive the dollars to the classroom. For our economy, the plan prioritizes the citizens, investing in the skills, talents, experience, expertise and ambitions of New Orleanians, and closing the gap between the “haves” and the “have nots” that has so characterized our city for decades. For our future, the plan looks outside the box to new technologies and emerging industry sectors that have the potential to create high-skill and high-wage jobs.

We have an opportunity to turn our pre-Katrina dreams into post-Katrina realities as we rebuild this great city. But it will take all of us working together – to return, to rebuild, to reinvest.

Rebuilding New Orleans,

C. Ray Nagin, Mayor



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## Attachments

A.	BNOBC Land Use Committee Report
B.	BNOBC Infrastructure Committee Report
C.	BNOBC Culture Committee Report
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F.	BNOBC Health and Social Services Report
G.	BNOBC Economic Development Committee Report
H.	Mt. Auburn and Associates Economic Development Recommendations
I.	BNOBC Government Effectiveness Committee Report

## LAND USE

*New Orleans will be a sustainable, environmentally safe, socially equitable community with a vibrant economy. Its neighborhoods will be planned with its citizens, and connect to jobs and the region. Each will preserve and celebrate its heritage of culture, landscape, and architecture.*

### OVERVIEW

Hurricane Katrina was a natural disaster. However, we know that what happened in August was not just an act of nature, but also multiple failures in the levee system. If not for those failures, flooding would have been minimal and it would have been short. In fact, what happened is that deep water stood over a long period of time in large areas of the city. These conditions persisted for weeks until the breaches were closed and the pumps removed the water. Deep standing water, particularly if it is



brackish, is far more destructive than a short immersion. Approximately one-half of all New Orleans households had over four feet of floodwater. Only those areas that are green had less than two feet of water. Even as little as two feet of water can destroy machinery and electrical systems. This is the largest disaster in national memory, probably in the history of the nation. Not only New Orleans, but an area of approximately 92,000 square miles – a little smaller than Great Britain – was affected.

### FRAMEWORK

The plan provides a framework for rebuilding New Orleans encompassing six key points:

1. Providing flood and storm water protection for all neighborhoods;
2. Helping residents to rebuild their neighborhoods by providing the information and expertise needed to plan community rebuilding;
3. Investing in neighborhoods that residents want to return to and rebuild;
4. Ensuring that residents in heavily flood-prone areas that don't want to rebuild get 100% of the pre-Katrina market value of their homes;
5. Connecting the New Orleans neighborhoods with bus routes, street cars and light rail; and
6. Commitment to no less than 25% of CDBG funds for development of affordable housing and potentially as much as 33%.



## HISTORIC DISTRICTS

A commitment to preserving and protecting our historic districts is vital to maintaining the character of the city. The Mayor's plan calls for federal and state tax credits for rehabilitation of commercial and residential structures within historic districts.

## QUALITY, AFFORDABLE RENTAL HOUSING

The plan calls for the development of safe and viable mixed-income communities that include quality multi-family housing, affordable housing and housing to meet the needs of New Orleans senior citizens.

## NEIGHBORHOOD PLANNING PROCESS

The neighborhood planning process will be open to all residents and special arrangement will be put in place to ensure the citizens living in other cities can participate in the planning process. In addition to the residents, planners, architects, urban design and housing specialists, environmental specialist and finance experts will be provided to each community to be a part of the planning team. Each team will have four months to plan their new neighborhood.

Because neighbors are the most important part of any neighborhood, planning teams, including both residents and experts must determine if the citizens want to return.

- A commitment to rebuild must be a partnership between the citizens and the city.
- In areas where residents want to come back to their neighborhood, the city will invest in rebuilding and the planning team will design a safe and viable neighborhood including schools, parks, retail and places for service delivery.
- Homeowners in these neighborhoods not wishing to return will have the opportunity to sell their homes in the open market or to an entity that will use the land for public infrastructure (like schools and police stations), redevelopment, or green space that supports the flood protection system and keeps the neighborhood safe.
- In areas where enough of the residents want to return to their neighborhood, the homeowners will have the opportunity to sell their home on the open market or to accept a buy-out through the state and federal government. The land will then be available for public infrastructure, redevelopment and green space.
- Residents that elect to sell but who wish to remain in New Orleans will have the option to relocate to another nearby neighborhood or another neighborhood in the city.
- The process is driven by the residents and the willingness of residents to reinvest in their neighborhoods.



While many of New Orleans citizens are ready and able to return home, there are some citizens that are not ready to return at this time and some that don't intend to return at all. As well, with fewer residents and homeowners, the tax base of the city will be smaller and the ability of the city to provide essential services will be decreased.

The neighborhood planning process is intended to better ensure that city services such as police, fire, sanitation, etc. can be provided for all neighborhoods. Additionally, the process is intended to provide protection for homeowners' property values by better ensuring that all the property in the neighborhood is redeveloped and not left to become blighted.

### TRANSIT

Experience in other cities indicates that light rail and high speed transit is the most effective way to connect citizens to jobs, to improve the value of real estate, and to support community economic development. The plan includes:

- Building on and expanding the existing streetcar system into a "loop" network throughout the city; and
- Building a light rail streetcar line that links New Orleans neighborhoods, including East New Orleans and Ninth Ward neighborhoods, to the CBD, and the airport.

### PARKS AND OPEN SPACE

Parks and open space not only make our neighborhoods look and feel better, they also enhance our property values and provide an added measure of flood protection. The Mayor's plan calls for restoration and maintenance of existing parks to be the priority, with the development of any additional parks coming from the neighborhood planning process.



## LEVEE AND FLOOD PROTECTION

*Our citizens, their families and property are secure from intrusion by, and damage from water, whether river, rain or sea.*

### OVERVIEW

“The bulk of nearly \$3 billion allotted to the Army Corps of Engineers under a huge spending bill signed by President Bush will pay for building and restoring levees along waterways from Lake Pontchartrain to Venice, with nearly one-third going to rebuild local parish levees to their original design heights.

“Under the law, the corps will spend more than \$1.1 billion to return levees, floodwalls and giant drainage pumps, which typically are maintained by local or state authorities, to their pre-storm status or better, while the remainder will be split mostly to expedite the agency's ongoing hurricane projects and to study flood control in south Louisiana.



“Also designated under the corps' allocation is almost \$320 million to complete five projects authorized by Congress. Included are \$120.6 million to build Lake Pontchartrain canal levees as high as 15 feet and \$32.5 million to erect levees as high as 17 feet east of the Mississippi River in Plaquemines Parish. Most costly is a \$147.6 million allocation for the West Bank & Vicinity Hurricane Protection Project, which aims to fortify the 64-mile system of barriers that prevent storm surges from Lake Cataouatche and Barataria Bay from inundating West Jefferson and Algiers with 16 feet or more of water.

“Further, \$37.3 million is earmarked for rushing completion of coastal restoration, hurricane protection and flood control studies in areas including the Louisiana coastline and Plaquemines, St. Bernard and St. Charles parishes. The costliest study -- \$12 million – would consider the best engineering options for providing Category 5 hurricane protection to Louisiana.

### PLANS FOR ENHANCING FLOOD PROTECTION

In addition to the current actions being taken by the Army Corps of Engineers, the plan calls for the following items and recommendations to the Army Corps of Engineers for consideration and discussion. These are additional suggestions to complement the current work and plans of the Army Corps of Engineers:

- Utilize secondary systems of protection, including raised railroad beds throughout the city. This includes replacing underpasses with overpasses or installing flood gates in the underpasses, overpasses and crossing the tracks at ground level. The improved railroad “levee” could be joined with the outfall canal levees and other internal floodwalls to create

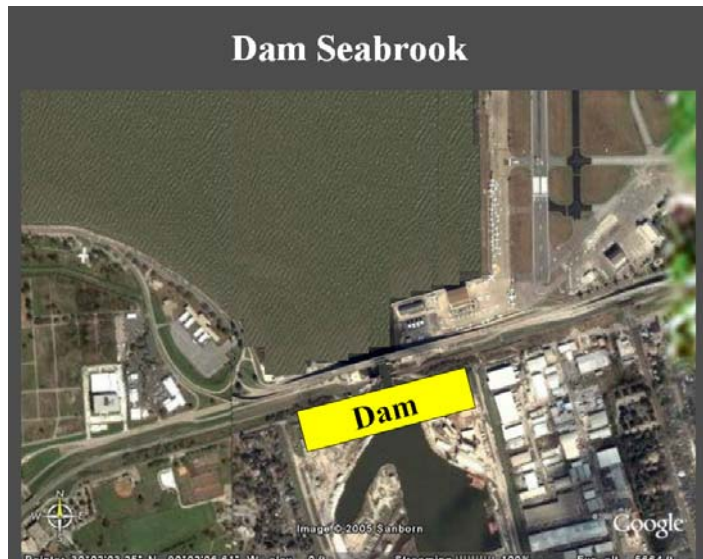


containment areas, which isolate floodwaters and prevent them from migrating unimpeded all over the city.

- Immediately install jetties across the mouths of its canals to protect the pumping stations from a direct hit.
- Move the pumps or construct new pumping capacity at the Lake end of the canals, thus cutting off the free flow of

water from the Lake to the interior of our neighborhoods.

- Barge/Bow Thruster Pump Solution: A barge would be submerged near the mouth of the canal, integrated with a protection levee. A set of dolphins or a frame would be pre installed around the sides and bottom of the canal and the barge would be attached, tongue and grove like, to the frame and submerged there. But inside the barge, powered by 12 kilowatts of generated electricity would be 6 powerful bow thruster pumps, which accelerate the flow to the lake. This barge/bow thruster pump solution could also be used in the Orleans and London Avenue Canals.
- Dam the north end of the Industrial Canal at the Seabrook Bridge and integrate the dam with the levee system, thus closing a major throughway for floodwater into the city. A floodgate or lock could be installed later.
- A weir, or flood control structure, with a gap 175 feet wide to accommodate ships with 28 foot draft, can be placed across the merged channel of MRGO and the Intracoastal Waterway near Paris Road. In case of an impending storm, both waterways would be closed to traffic. A floating flood gate, a barge, specially designed to fit in the 175 x 28 foot gap, using a “tongue and groove” like mounting, would be maneuvered into the gap, submerged by its own self-contained pumps and secured to the weir. Upon the all clear, the gate could reverse its pumps, raise itself and be moved to its standby mooring, reopening both waterways for maritime traffic. This will provide the same level of protection as closing MRGO, until it can be decommissioned by the US Army Corps of Engineers.





- Erect the Corps' Lake Pontchartrain Barrier Plan, which incorporates front line levees and floodgates, which reach from Eastern St. Tammany Parish, across the Chef and Rigolets to lower St. Bernard Parish. This would be the main man-made deterrent to flood and would change our primary and secondary levees, respectively, to secondary and tertiary levees, thus giving us triple protection.
- Restore the wetlands so they can provide the real solution to storm surge protection. We are urging Congress to share off-shore oil and gas lease revenues so the state can self-fund the program.

# PUBLIC TRANSIT

*We will build a regional public transportation system that will provide safe, timely, efficient, courteous, cost effective service to all the citizens of the region, including those with disabilities. The system will be managed by experienced, professional transit personnel with accountability and transparency to the public which it serves.*

## OVERVIEW

The Regional Transit Authority (RTA) was established in 1983 when the City of New Orleans took over the public transit system from New Orleans Public Service (now Entergy). At the time, the RTA was created as a subdivision of the State of Louisiana rather than the City of New Orleans in order to create a truly regional transit system. RTA has authority to operate service in New Orleans and Kenner.

Today, the RTA is carrying approximately 50-60,000 people per week on 27 routes in Orleans Parish. This is only 5-7% of the pre-Katrina ridership of 855,000 per week. The “Louisiana Swift” transit service from Baton Rouge to New Orleans, instituted by RTA post-Katrina, carries about 260-300 riders each weekday. Over 20,000 have used this service since inception. On December 18, RTA restored service to its #2 Riverfront Streetcar line and partially restored service to its #45 Canal Streetcar line (from Crozat & Canal to the French Market). Both lines use the historic St. Charles streetcars for this service, which is free to riders. FEMA is currently paying the operating costs.



During the storm, more than 250 brave RTA drivers and administrative staff stayed in New Orleans to assist in the city’s evacuation plan. The day after Katrina, they were forced to rescue themselves by swimming out of the RTA’s Canal Street facility and evacuating themselves to a shelter in Baker, LA.

Currently, many of these drivers and mechanics are helping with increased demands at Baton Rouge’s Capital Area Transit System (CATS). Together, CATS and the RTA asked FEMA for emergency funding and were granted \$47 million for emergency public transit services in Baton Rouge and New Orleans. This funding has a finite time limit of 6 months.

## PLAN FOR RE-ENGINEERING RTA

The plan for re-engineering includes route management, capital asset management and regionalism and includes:

- Providing services to the most densely populated areas where need is greatest and where transit services are most economically viable.
- Restructuring capital asset requirements to meet population and demographic shifts in the Greater New Orleans area.
- Designing a truly regional authority with equal representation for all the parish entities with the Regional Transit Authority Board of Directors representative of all participating parishes.
- Providing inter-parish commuter transit services. Inter-parish commuter services could utilize a new standard of transportation, including over-the-road coaches with computer access, closed-circuit televisions, and handicap accessibility.
- Continuing to provide services in Baton Rouge with CATS through a cooperative endeavor agreement.
- Determining how to combine capital assets in the most efficient way to provide seamless transit services in a multi-parish area.

## ACTION PLAN

The following action items constitute the immediate, short-term and long-term plans for restructuring and reviving the public transit system in the Greater New Orleans Area.

### **Immediate**

- Determine the level of service required for Orleans Parish.
- Determine the level of service required for St. Bernard, Jefferson, St. Tammany and St. Charles Parishes.
- Determine the level of service required for East Baton Rouge Parish in continuing support of CATS.
- Determine the feasibility of continuing LA SWIFT commuter service between Baton Rouge and New Orleans
- Re-engineer RTA based on expected Orleans Parish service levels.

### **Short Term**

- Request an extension of the current FEMA contract.
- Negotiate a continuing cooperative agreement with CATS.
- Negotiate regional transit services with St. Bernard and Jefferson Parishes.
- Negotiate commuter transit services with St. Charles and St Tammany Parishes.

### **Long Term**

- Evaluate possibilities for additional streetcar lines, such as Rampart Street.
- Evaluate possibilities for commuter rail services between Baton Rouge and New Orleans.
- Reevaluate and revise the use of RTA vehicles in providing evacuation transportation.
- Evaluate possibilities for a light rail system between the airport and CBD.
- Evaluate expansion of light rail transit within the City

## RESOURCES AND FINANCIAL PLANS

The agency's available resources include 400 employees, including both administrative and operations personnel. With regard to funding, in addition to FEMA emergency relief funds, a backlog of FTA grants that may be reprogrammed once the reengineering is complete. In terms of stock, the agency currently has 95 buses (out of 372 pre-Katrina); 30 vans; 26 streetcars.

The RTA will continue to need its traditional sources of revenue, including sales and hotel taxes. The RTA is planning on keeping passenger fares at \$1.25, but may be forced to increase this amount as service is redefined. As well, agency will continue to provide para-transit services based on the needs of the population.

## GOVERNMENT AGENCY OBJECTIVES

The RTA will continue to maintain close contact with the Federal Transit Authority and to work closely with state legislature if changes are required in legislation to reengineer and re-establish the RTA to enable true regionalism. As well, the agency will work closely with surrounding parish officials and agencies to garner support and cooperation in establishing regional transit services.



## CRIMINAL JUSTICE SYSTEM

*An integrated, joint, cooperative working relationship among Hurricane Katrina affected law enforcement agencies in greater New Orleans to recover and rebuild the criminal justice system; to enhance the effectiveness of the law enforcement community in the greater New Orleans region as well as to ensure public safety and maintain operations in future natural disasters and other crises.*

### OVERVIEW

As many officials are coming to recognize, levees and public safety are the two great requirements for repopulating the New Orleans. The joint task force proposed by Vice Admiral Thad Allen, Principal Federal Official for Gulf Coast reconstruction, will help reconstruct the region's criminal justice system by providing a forum for local and state law enforcement, prosecutors, and courts to present their needs to federal agencies in a coordinated and transparent manner. The task force will also craft policies for emergency public safety services and continuity of operations in the event of future natural disasters or terrorist attacks.



Hurricanes Katrina and Rita debilitated law enforcement, prosecution, and the court system in several Louisiana parishes. Court buildings, prosecutors' offices, and police stations were destroyed, evidence rooms were lost, crime labs and training facilities were wrecked, 9-1-1 call centers, jails, and police vehicles were flooded, witnesses and suspects were dispersed, employees' homes were rendered uninhabitable, and operating budgets evaporated.

The impact on public safety services has been enormous. Without vehicles, 9-1-1 call centers, or housing, police and sheriffs' departments are unable to patrol neighborhoods or respond to emergencies. Without evidence, witnesses, or funding, district attorneys are unable to prosecute even violent crimes. Without buildings, evidence, witnesses, or jurors, courts cannot hear prosecutions.

### TAKING ACTION AND WORKING TOGETHER

Due to the decentralized nature of Louisiana's political system and the lack of coordination that exists between different jurisdictions and levels of government, Admiral Allen, initiated the creation of a joint task force to be a "one stop shop" for criminal justice entities attempting to rebuild the public safety system in the greater New Orleans region. The task force will be a state and local endeavor, facilitated (not led) by federal agencies. Federal participation is limited to facilitating dialogue between state and local agencies and to connecting state and local agencies with existing federal grant programs.

Following separation of powers principles, the task force will be divided into three committees: law enforcement, prosecution, and courts. Each committee will be comprised of state and local officials under the leadership of a respected, neutral official. There will also be a federal resource team, which will promote dialogue among state and local entities and communication with federal grant-making agencies.

Reflecting the task force's purposes of promoting open-minded thinking and community buy-in, the New Orleans Business Council and the Mayor's Committee to Bring New Orleans Back have taken leadership roles, and the Louisiana Attorney General, Louisiana Commission on Law Enforcement, New Orleans Police Foundation, Metropolitan Crime Commission, and Crimestoppers, as well as a team of well-respected police chiefs and sheriffs from around the country, will take advisory roles.

Louisiana Supreme Court Justice Catherine "Kitty" Kimball and E. Pete Adams, executive director of the Louisiana District Attorneys' Association, have agreed to chair the courts and prosecution committees, respectively. Negotiations are in progress to identify a chair of the law enforcement committee, the members of which are already working together to pool resources and improve systems.

Each committee will identify and recruit its own membership, and work semi-autonomously to develop detailed goals, strategies, timetables, and budgets. The committee will present reports to the federal resource team and to the public on regular basis.

## GOALS

The task force's goals include, among others:

- Housing: to identify and remedy housing needs for employees currently lacking housing or whose temporary housing will be lost when the cruise ship sails.
- Budgets: to identify and strategically remedy budgetary gaps.
- Emergency Public Safety: to craft policies and clearly-delineated lines of leadership based upon lessons learned in this and other crises for emergency services in the event of a future natural disaster or terrorist attack.
- Continuity of Government: to create policies for protecting evidence and information systems; for tracking detainees, inmates, and witnesses and for providing housing to essential employees.
- Regional Efficiencies: to identify services that may be regionalized for greater efficiency and improved probability of funding, including interoperable communications and case management systems, a state-of-the-art crime lab, and a regional training facility for use by law enforcement, corrections, and prosecutors.
- Hazard Mitigation: to ensure that rebuilding is performed intelligently, with due regard to location and flood insurance requirements.
- To improve public trust through transparency and accountability.

## DELIVERABLES

A state of the art, regional forensic crime laboratory equipped with the highest quality equipment and professional staff to handle routine law enforcement needs and allow for monitoring and addressing crime trends.

- DNA analysis and comparison
- Ballistics/NIBIN
- Drug testing and analysis of drug trends
- Fingerprints and other testing
- Computer and video forensic units
- Photography and forensic light unit
- Document analysis
- Other criminalistic testing including blood alcohol, trace evidence, arson, etc.
- Sexual crime evidence

The regional forensic crime lab represents an opportunity for the New Orleans region to have a modern, cutting-edge means to share intelligence among local, state, and federal law enforcement components.

Additionally, a regional police academy with appropriate facilities and contributions from the participating entities to train new recruits and provide in-service training and best practices to existing officers, investigators, and managers is also proposed. The regional police academy will: afford economies of scale; eliminate duplication of efforts and needless competition; promote high professional, ethical, and integrity standards; and provide a means for training for local and state law enforcement officials by Department of Justice law enforcement partners.

The plan also calls for interoperable and reliable communications systems for routine and emergency use. As well, the plan includes greater preparedness for future crises and natural disasters such as:

- Crisis response plans
- Joint staging and deployment of resources
- Use of available federal and military assets
- Continuity of operations strategies

# NEW ORLEANS CULTURE

*The soul and spirit of a people speak through their culture and their arts, testifying across eras and national boundaries to the quality and vitality of their civilization; it suggests solutions to the challenges of living in a specific time and place, and those solutions are distilled, over generations, into a vision of a civilized way of life.*

## OVERVIEW

The arts and culture are fundamental to the restoration of New Orleans. Thus, while the first order of business for the City is to rebuild the levees and address the enormous need for shelter and public services, the plan for rebuilding New Orleans recognizes that it's the city's culture -- its musical, visual, culinary, architectural, literary and graphic arts that defines the City, and our unique cultural mix is what draws people to visit, live and work here.

Culture will bring back the City we love, and culture will stimulate our economic renewal. As such, the plan calls for a sustained and strategic investment in our cultural assets is the most viable way for New Orleans to re-establish itself as a world-class city and to inspire our friends around the world to contribute to our renaissance.



## PLANS FOR REBUILDING NEW ORLEANS CULTURAL ECONOMY

Rebuilding the cultural economy of New Orleans is a multi-faceted, multi-decade challenge and opportunity. To jumpstart this effort, the Cultural Committee recommends a three year investment of \$648 million, less than 1% of the \$85 billion that President George Bush committed to the City. The investments will achieve five distinct but mutually reinforcing objectives:

- Rebuild our creative talent pool by supporting non-profit cultural organizations through grants and other programs; providing stipends and employment to artists and cultural entrepreneurs through job creation efforts; developing new cultural products and cultural entrepreneurs; and developing a comprehensive e-commerce resource.
- Support community-based cultural traditions, repair damaged cultural facilities and build new cultural venues by restoring damaged cultural properties; providing housing for displaced cultural workers; rebuilding or developing community art centers in all neighborhoods; creating a linear jazz park and national Jazz Center; and developing partnerships for funding existing and new venues.





creating a 21<sup>st</sup> century arts education curriculum worthy of New Orleans' illustrious liberal arts history; expanding artists-in-school programs; and partnering schools with local arts organizations and cultural businesses.

- Market New Orleans as a world-class cultural capital by promoting the City's signature cultural events; making the City more welcoming with improved signage, translation and hospitality programs; strategically exporting our cultural treasures; and developing a marketing campaign that blends cultural promotion with rebuilding the City.
- Teach our arts and cultural traditions to our young people by creating a 21<sup>st</sup> century arts education curriculum worthy of New Orleans' illustrious liberal arts history; expanding artists-in-school programs; and partnering schools with local arts organizations and cultural businesses.
- Attract new investment from national and international sources by promoting partnerships (such as the country of France adopting Treme); creating a comprehensive information database about the cultural sector; and working with leading funders to secure resources to support the rehabilitation of the City's cultural sector.
- Require 50/50 public-private investment in infrastructure, programs and developments in the cultural sector.

These objectives are integrally linked to the overarching goals of the Bring New Orleans Back Commission and are aligned with evolving plans the State of Louisiana's Division of Culture, Recreation and Tourism and local cultural entities.

The proposed public and private investments will revive the City's cultural base, benefit businesses and residents of every neighborhood, ensure the return of displaced artists and cultural workers, restore leading cultural facilities and create new cultural venues that celebrate the City's unique musical history and the cultural traditions of its diverse neighborhoods, revitalize street life and performances, increase tourism, and lever other investments many times over.



## PUBLIC EDUCATION

*Now more than ever, New Orleans needs a public education system that can develop a new generation of young leaders to re-build the neighborhoods, culture and spirit of New Orleans.*

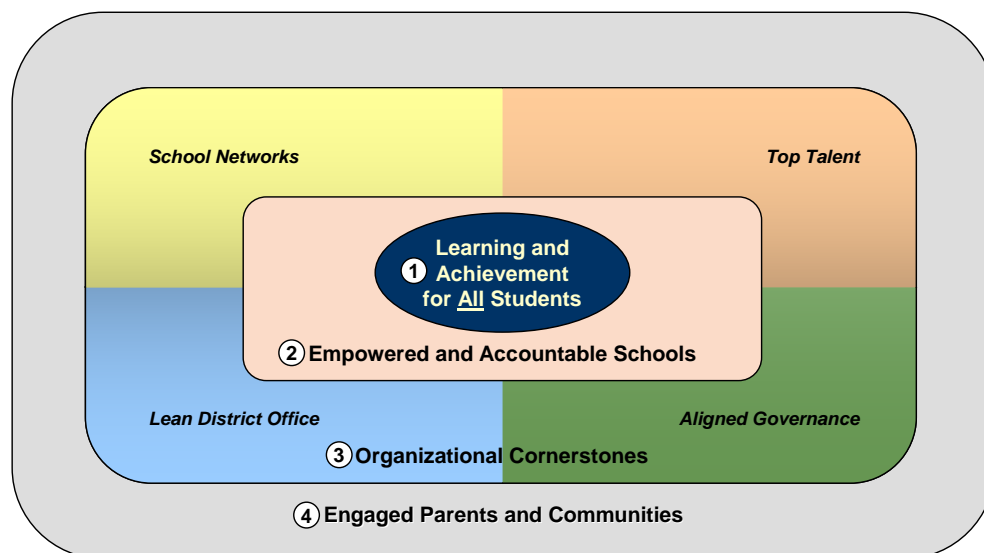
### OVERVIEW

The plan for reforming public education reflects the input of a diverse group of more than 1,500 students, parents, teachers, business leaders and community members from New Orleans. Additionally, education experts from around the world provided insights into what has worked in high-performing schools with similar students and similar socioeconomic factors. Using this extensive research, the Education Steering Committee worked with a Stakeholder Advisory Council (representing parents, grandparents, teachers, principals and community members) and a National Expert Panel to develop a plan to fundamentally change the way we run our schools. With the help of this education Dream Team, New Orleans now has the opportunity not just to rebuild, but to be the new national model for America's public schools.

### FRAMEWORK

Focused on delivering learning and achievement for all students, regardless of race or where they live in New Orleans, the plan flips the current system upside down to push more money and authority to principals and teachers. First, the plan calls for schools to be the centerpiece for transformation and held accountable for student performance. Second, the plan proposes a new organizational structure, which we call the Educational Network Model, designed around students and schools to provide more flexibility, options and accountability than ever before. Third, new partnerships are recommended to engage parents and the community to support student learning.

### EXHIBIT 6.3: EDUCATIONAL NETWORK MODEL HAS FOUR MAJOR COMPONENTS



## CENTERPIECE FOR TRANSFORMATION

The public education plan empowers principals and teachers, not a bureaucrat sitting behind a desk across town, to work with parents to decide what is best for their students. It shifts the majority of the system's budget and decision-making to the school level, where it can be managed based on students' needs in each school. Accordingly, the central administrative office will be streamlined dramatically to allow more funds to flow



to the schools, a major change from the past where the vast majority of money was controlled by the central office. This new student-focused approach will include a system of checks and balances, as well as training for school leaders, to ensure accountability and allow teachers, parents, students and the New Orleans Community to measure results at every level through-out the year.

This plan is designed to promote equality at each step of the education process. The goal is to graduate all students, regardless of race or class, ready for college and the workplace. Specifically, here are three examples of recommendations to raise the bar and close the gaps for student achievement in New Orleans:

- Define explicit, detailed and rigorous instructional standards by grade and subject that are aligned with student achievement and college/workforce readiness objectives.
- Create a choice-based enrollment process that makes quality school options available to all students.
- Launch a universal pre-kindergarten program.

## THE "EDUCATIONAL NETWORK MODEL"

The Educational Network Model is a new organizational structure for the school system that is designed to increase flexibility and accountability to drive student learning and achievement. It allows teachers to teach, principals to be leaders at their schools and the central office to monitor performance. As part of the new model, the Education Committee's plan recommends:

- Organizing schools into small clusters of similar schools to provide support, foster collaboration among educators, and ensure accountability
- Hiring the best people at all levels and providing training to develop the skills necessary to deliver results.
- Creating a lean central office for the school system that is focused on academic standards and monitoring network/school performance. Develop a customer-focused shared services organization that provides cost-effective services to schools to drive more money to classroom instruction.
- Requesting that the state absorb the district's current debt service during recovery and increase the MFP format to ensure optimal teacher/student ratio and adequate resources in each classroom.

## GOVERNANCE

There is a need for a governing body that will reflect the need for reform. This plan recommends:

- Migrating toward a single, aligned and highly-effective appointed governing board of qualified people with the skills to oversee successful implementation of the plan. The board will be composed of three gubernatorial appointees, three mayoral appointees and one independent appointee.
- Calling for a takeover of the public school system that allows the city to run public schools for five years under one governing body.
- Putting the governance issue including the appointed board and the city takeover on the ballot and let the citizens make the decision about governance of the public school system.

## ROLE OF PARENTS AND THE COMMUNITY

To succeed, children need parents who are involved in their education. They also need the full support of the community. To facilitate this, the plan recommends that schools find new ways of reaching out to parents and calls for partnerships with community groups that will serve students and families, especially to handle many of the aftereffects of the trauma and loss suffered by Hurricane Katrina survivors.

## TIMELINE FOR PUTTING THE PLAN TO WORK

To facilitate the repopulation of New Orleans and attract new people to the city, this transition process must start immediately with the involvement and cooperation of parents, teachers, government, businesses and the community unified behind a single plan. The next step is to work with the state and Orleans Parish School Board to develop an effective transition plan from the current system to this new Educational Network Model. Once we have their commitment, we can begin organizing schools into networks; training principals and teachers to succeed in the new system; and migrating towards a single, aligned, highly-effective governance model.

## IMMEDIATE FINANCIAL NEEDS

With regard to financing, in the near term, the plan calls for the Louisiana Department of Education to assume the debt service for the New Orleans Public School District to better enable the district to focus its efforts on restoring facilities and resuming teaching and learning as the children of New Orleans return. In the long-term, the plan calls for evaluation and recalculation of the MFP formula, providing a greater investment in our youth, and better ensuring effective student to teacher ratios in our classrooms.



# HEALTH AND SOCIAL SERVICES

*The disparity that previously existed in the delivery of health care in New Orleans is but one of the inequities this community must overcome in the aftermath of the Katrina devastation.*

## OVERVIEW

The Health and Social Services Plan builds on the opportunity Hurricane Katrina has provided to "get it right" in building a quality healthcare services system for all citizens, focusing on (1) Hospital and Specialty Care; (2) Primary Care; (3) Core Public Health Issues; (4) Human Services Issues; and (5) Core Environmental Health Issues.

## PREPARATION FOR FUTURE DISASTERS

Prepare hospitals, nursing homes and providers for future disasters, and fully involve social services in future disaster plans to help ensure that all people are reached.

- Examine sustainability of power and services during a storm, including obtaining funding for required upgrading and moving of power generation and distribution equipment at healthcare centers;
- Involve the human services and public health sectors more fully in calling for an evacuation;
- Make communications within the staffs of emergency healthcare providers and between them and emergency management personnel more effective and reliable.
- In the interim before an interoperable electronic medical records system can be put in place, establish a means by which citizens who must evacuate have key pertinent medical information with them or available to providers in the locations to which they evacuate.



## SYSTEM OF CARE

Create a system of care for all segments of the population and create neighborhood primary care centers linked to hospitals, with changes in payment models to open up access to care.

- Make changes in the current payment and reimbursement models which will result in greater access by the entire community to quality healthcare, seeking universal healthcare payment coverage by the State of Louisiana.
- Establish "community health centers" in appropriate locations and configurations for the populations to be served.
- Have hospital and specialty care treatment for the uninsured and underinsured distributed across other hospitals and specialty care facilities in the area.
- Reimburse hospitals for uninsured patients regardless of where care is provided.

- Continue to establish cooperative agreements to sustain healthcare services and to build upon public/private partnerships.

#### FROM INSTITUTIONAL CARE TO WELLNESS

Shift the focus toward ambulatory care, wellness and preventive medicine, health promotion and chronic disease prevention, and away from institutional care.

- Establish the necessary staffing and processes to support an ongoing program of health promotion and chronic disease prevention.

#### HEALTH CARE PROFESSIONALS

Maintain a university teaching hospital in New Orleans.



- Establish a joint venture with equal governance to develop a modern combined “charity” and VA teaching hospital that eliminates the two-tiered healthcare system and promotes accessible healthcare for everyone.
- Recognize that New Orleans, now more than ever, needs the Schools of Public Health that assist in providing disease prevention and epidemiological resources.
- Establish a viable capital plan for the Medical Center of Louisiana portion of the academic medical center, with sufficient resources to set standards of quality, excellence and efficiency.
- Recognize that the state alone does not have the resources to completely fund an AMC, and thus explore and examine how other states or facilities have solved this difficult problem, including an evaluation of the operation of the LSU Hospital and Health Sciences Center at Shreveport.
- Change the governmental payment systems, and implement different governance models such as an independent public benefit corporation, a hospital service district and others be explored to manage a new academic medical center.

#### FOCUS ON THE INDIVIDUAL

Establish electronic medical records as the norm in the region’s healthcare facilities and establish the necessary “interoperability” (i.e., the necessary records).

- Establish database systems for use with human services and public health in order to coordinate and facilitate the services with those who need them.

#### FOCUS ON ENVIRONMENTAL HEALTH.

- Establish an entity in the City Health Department as a coordinating body with regard to environmental health matters to ensure ongoing staffing, and establish/encourage educational programs for an environmental health workforce.

- Furnish up-to-date information to those who are moving concerning any health issues associated with sediments, debris or other storm-related issues in order to facilitate their making individual judgments as to risk.
- Establish a long term monitoring and surveillance program to assess the long term impact of environmental factors on health and events and develop the necessary technology support.
- Establish a risk communication program that will provide information to the public, allow the public to communicate their concerns and allow for an orderly and thorough consideration of those concerns.
- Establish a capability and process for dealing with gaps in knowledge, science, policy and practice related to
- environmental health.

#### HEALTH AND HUMAN SERVICES COLLABORATION

Create area-wide healthcare and human services collaboratives that include a critical mass of committed key participants, working toward clearly defined goals, with the necessary leadership and financing, pursuant to written charters.

- Establish the Greater New Orleans Healthcare Taskforce collaborative, including a convener of stature.
- Establish the Katrina Community Based Services Network collaborative, including a convener of stature.
- Clearly establish coordinating mechanisms with the State and the two collaboratives.

# ECONOMIC DEVELOPMENT

*In rebuilding New Orleans the goal must be more than recovery, it must be transformation – a reconstruction that take us to a new level.*

## OVERVIEW

The Economic Development Plan that takes the best thinking of the Economic Development Committee, and the work of Mt. Auburn and Associates, the Economic Development Company that developed the recovery plan for lower Manhattan after the September 11th terrorist attacks. It combines these recommendations with the priorities identified by citizens in the public meetings and the survey. The result is a 4 part plan for: 1) immediate economic stabilization; 2) restoring the economic base; 3) reducing economic disparities; and 4) repositioning and strengthening competitiveness.

## ECONOMIC STABILIZATION

In the area of economic stabilization, first and foremost is workforce development. The plan calls for, as the first priority, to get jobs for citizens and workers for our businesses. The plan includes:

- A one stop web site and aggressive outreach to inform citizens of job availability
- Continuing and expanding the LA Swift bus service to provide opportunities for citizens in commuting distance
- Identification of incentives for businesses to develop temporary housing solutions for their workers.
- A Construction Trades Skill Training Partnership and specialized training programs in construction, historic preservation, and other trades related to rebuilding.
- Temporary dormitories at Delgado and at other training sites to encourage displaced residents interested in new skill development to return for training. a Return to New Orleans Incentive Program to provide signing bonuses,
- Housing subsidies in the form of first and last month's rent, and
- A Temporary Public Service Employment Support Program that provides unemployed professionals with income for temporary work with local government and non-profits involved in rebuilding.
- Create a regional workforce collaborative
- Outreach and recruitment of displaced workers.



The Workforce Development Board and Job One are already working with other workforce boards in the region, and the State Department of Labor to access emergency workforce development funds, and implement a comprehensive regional strategy to get workers for businesses and jobs for citizens.



Economic stabilization also includes maximizing reconstruction opportunities for local firms and the plan includes policy for local business participation and for participation of Minority- and Women-owned businesses in all public spending. A senior level advisor will be appointed in the Office of Economic Development to work with local, state, and federal agencies and set goals for local, minority- and women-owned business participation in accordance with local, state and federal regulations.



Additional component of Economic Stabilization include:

- A Neighborhood Builders program to increase the capacity of local and smaller contractors, and to better ensure their participation in the rebuilding of New Orleans.
- Implementation of living wage policy for all reconstruction contracts awarded by city agencies or benefiting from government funding
- A case management system to assist businesses
- A Retail SWAT Team to assist retail operations to reopen.
- Recruitment of an Economic Development Corps of loaned executives, volunteer economic development professionals, University interns, and Americorps participants to help undertake the case management services and SWAT assistance to local businesses and retail operations.

### RESTORING THE ECONOMIC BASE

The second component of the plan, restoring the economic base looks at the recommendations of the Economic Development Committee regarding the key economic sectors and prioritizes those actions needed to jumpstart the sectors.



The Hospitality industry plays a key role in the New Orleans economy and the plan matches the State and federal investment in restoring the Superdome, the Convention Center, the Arena, and the Airport, with investment in restoring the French Quarter, the Riverfront, Canal Street, the Warehouse District, and the Frenchman Corridor. Additionally,

the plan includes invests in a convention incentive fund, the New Orleans Convention and Visitors Bureau operations, the New Orleans Tourism Marketing Corporation, the Audubon Institute, and the cruise ship terminal at Julia Street.

For the health care industry it's important to note that in the absence of Charity Hospital, the private hospitals have been, and continue to carry the entire cost-burden for healthcare, without benefit of compensation for indigent care. It is clear that for healthcare, the dollars should follow

the patient. As such, the plan includes reimbursement for the provision of care from the date of the hurricane to January 31, 2006, as well as changes to Medicare and Medicaid in-patient reimbursement rates.

For New Orleans emerging Bio-Medical Industry Sector, the plan includes:

- Creation of a federal Disaster Area Bioscience Support Program to fund academic and small business bioscience grants in regions impacted by Hurricane Katrina;
- Bioscience Industry Strategic Planning;
- Completion of the New Orleans Bio Innovation Center project; and
- Supporting the construction of the Louisiana Cancer Research Consortium which are also included in the plan.

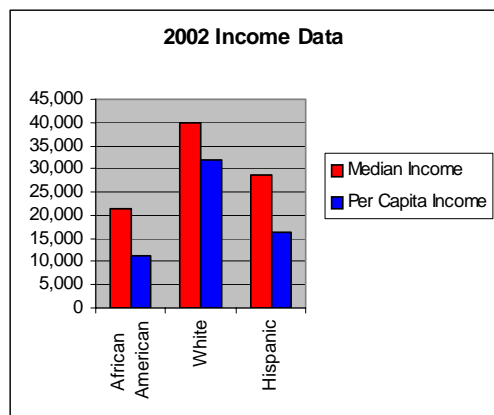
For the maritime, oil and gas, military, and film industries the plan includes

- Prioritizing investments in the New Orleans Regional Business Park in Eastern New Orleans for new manufacturing industry development;
- Building a Food Manufacturing Incubator, to build on the skills and talents of citizens and to increase small business growth

For Information Technology the plan calls for securing guarantees that federal government IT operations in the area will resume work at their original locations and at pre-Katrina personnel levels, creation of a “Disaster-Disadvantaged” designation requiring a percentage of contracts to local and regional IT firms, and development of a digital media technology incubator to maximize digital media tax credits and GO Zone Tax credits.

## REDUCING ECONOMIC DISPARITY

In rebuilding New Orleans the goal must be more than recovery, it must be transformation – a reconstruction that takes the city of New Orleans to a new level. Thus, the third component of the plan deals with reducing economic disparity.



New Orleans’ legacy to the history of this country cannot only be the site of the worst natural disaster in America’s history. We have an opportunity to create a legacy as the city that developed the institutional model for reducing economic disparity -- the city that took an extraordinary and intentional step toward closing the gap between the income, assets and earnings, and creating opportunity for all citizens.

To address the issue of poverty and reduce the economic disparity in New Orleans, the plan includes:

- Expansion of financial literacy, financial counseling, and free tax preparation programs;
- Working with banks and credit unions to offer and market low cost checking and savings accounts and “credit-builder” loans.

- Creation of a strong citywide Individual Development Account (IDA) program as recommended by Total Community Action's poverty reduction plan; and
- Development of an Economic Equity Fund to support Minority Businesses and Community Economic Development.

In support of strong neighborhood business districts, the plan includes:

- A citywide Main Street program;
- Incentives and financing for neighborhood commercial development. such as a property tax phase-in and deferred loan programs;
- The Economic Equity fund and New Market Tax Credits to provide patient capital for Community Economic Development;
- Re-establishing Farmers Markets through the city;
- And with the increased international interest in the city, developing an international marketing program focused on New Orleans Food Products.



#### REPOSITIONING AND COMPETITIVE STRENGTHENING

The Final Component of the Economic Development Plan focuses on repositioning and strengthening the competitiveness of our city. Using Katrina to build a competitive advantage in New Orleans, the plan includes:

- Development of a state-of-the-art Construction Technology Campus in New Orleans;
- Developing strategic partnerships with Tulane's Payson Center for International Development in Technology Transfer, the Tulane School of Architecture, and Global Green, a national non-profit and American arm of the international Green Cross that is in the process of establishing a New Orleans office;
- Developing strategic partnership with LSU's Hurricane Engineering program, and Florida International University's Laboratory for Wind Engineering Research;
- Providing location incentives and site finding assistance for advanced building design and construction companies seeking to locate engineering and production facilities in New Orleans; and
- Strategically increasing the supply of seed and venture capital for local start-ups in this field.

Coastal preservation and restoration is another area has strategic benefits for repositioning the local economy. As such the plan includes strategic partnerships with New Orleans research institutions such as the University of New Orleans Department of Earth and Environmental Sciences and its Pontchartrain Institute for Environmental Sciences, Tulane and Xavier's Universities' Center for Bioenvironmental Research, and the Louisiana Universities Marine Consortium. Like Construction Technology, the plan calls for research and development of a long-term strategy to build and support a coastal preservation and restoration industry cluster as an emerging opportunity for economic growth and diversification.

Finally, the creation and growth of new enterprises is critical to strengthening The New Orleans economy. Small businesses, which accounted for more than 40% of the region's economy, were devastated by Hurricane Katrina and according to economic development experts as many as 60% of New Orleans small businesses may ultimately fail due to Katrina. To support the recovery and rebuilding of the small business sector, the plan includes:

- The creation of a national angel investment network focused on New Orleans, capitalizing on the strong business community interest in rebuilding the city.
- Sponsoring enterprise forums and risk capital fairs to connect firms with financing sources and advice.
- Funding a special loan-loss reserve to encourage higher risk bank lending.
- Utilizing the existing network of Community Development Financial Institutions (CDFIs) and Community Development Entities (CDEs) to expand the supply of subordinate small business loans, rather than creating their own loan programs.

## GOVERNMENT EFFECTIVENESS

*To foster government that is ethical, efficient, transparent and adequately and fairly funded.*

### INTEGRITY

- Fill Inspector General position.
- Appoint Ethics Review Board.
- Enact whistle-blower protection.
- Require disclosure of interests by public officials and by lobbyists.
- Require high-visibility reporting of financial and ethical disclosure information.

### CONSOLIDATION

- Create a uniform, equitable and consolidated assessment system with a single assessor through a vote of the citizens.
- Consolidate certain police jurisdictions, such as Levee Board police, into NOPD.
- Combine Recorder of Mortgages, Registrar of Conveyances, Office of Notarial Archives and City Department of Real Estate and Records.

### PLANNING AND PERMITTING

- Restructure the permitting process.
- Strengthen City Planning Commission processes.
- Upgrade property condition enforcement.
- Establish appropriate public regulations for Historic District Landmarks Commissions and uniformly implement them.
- Eliminate City Council consideration of individual applications involving city planning decisions, zoning, tax assessments, and decisions of Historic District Landmarks Commissions and Vieux Carre Commission.

### FINANCE

- In the short-term, use available federal money, such as supplemental CDBG funds, to pay for city government operations.
- Implement sound budgeting practices and financial oversight: (a) implement performance-based budgeting modeled after the State of Louisiana; and (b) create a combined, independent Inspector General/Internal Auditor's office
- Broaden property tax base: (a) create fair and equitable property assessments locally and statewide; (b) tighten exemptions for nonprofits; (c) place New Orleans in the same position as other municipalities with respect to the homestead exemption; and (d) rely on federal and state incentives, rather than local tax abatements or diversions, to spur economic development.
- Implement a new revenue source by reallocating a portion of state income taxes generated in Katrina and Rita disaster areas, directing 50% to parish of domicile and 50% to parish of employment.
- Develop legislation for taxing non-profits with the exception of places of worship or sanctuary and places of teaching and learning.