



Planning District 6 Rebuilding Plan



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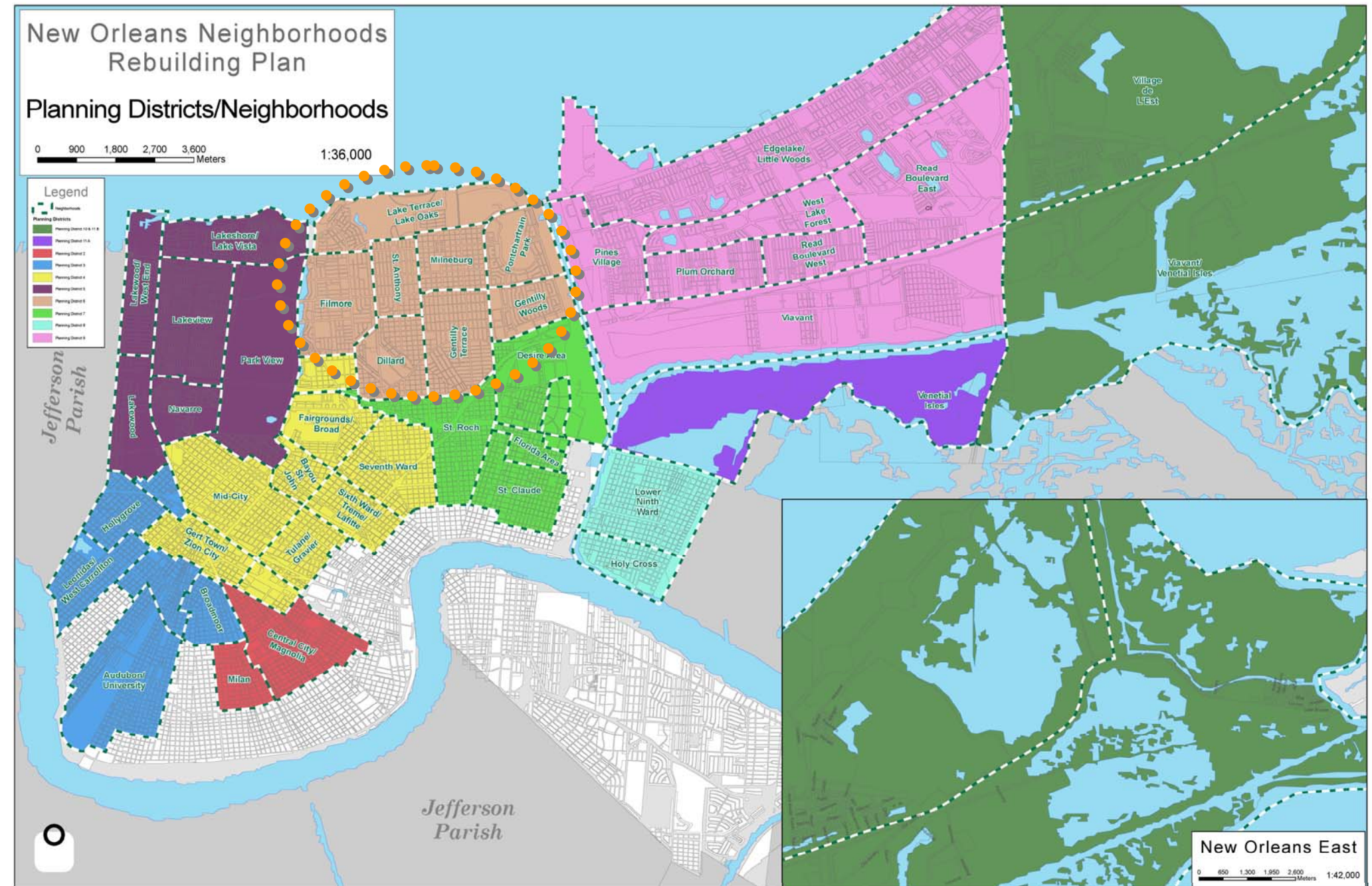
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1 Introduction

Planning District 6 Location and Influences

Planning District 6 is generally bounded by Lake Pontchartrain to the north, I-610 to the south, the Industrial Canal to the east and Bayou St. John to the west. Planning district boundaries (see Map 6.1) were established under the *New Century New Orleans Master Plan* by the New Orleans City Planning Commission (CPC). Accordingly, the district is comprised of eight neighborhoods. Since that time, Pontchartrain Park and Gentilly Woods have combined as Pontilly. The seven neighborhoods are as follows:

- (1) Dillard,
- (2) Filmore,
- (3) Gentilly Terrace,
- (4) Lake Terrace & Lake Oaks,
- (5) Milneburg,
- (6) Pontilly - Pontchartrain Park & Gentilly Woods, and
- (7) St. Anthony

Each neighborhood includes multiple neighborhood associations. A total of 22 neighborhood associations comprise the expanded district boundary.¹ Additionally, Planning District 6 is home to four higher learning institutions including:

- (1) Dillard University,
- (2) New Orleans Baptist Theological Seminary,
- (3) Southern University of New Orleans, and
- (4) University of New Orleans.

Planning District 6, as defined by the New Orleans CPC is approximately 5,398 acres or 8.8 square miles. According to the 2000 U.S. Census, the area was home to 44,164 persons, 17,205 households and 18,341 total housing units.

Community Organization and Reconstruction Efforts

In November 2005, the Gentilly Civic Improvement Association (GCAI) was officially formed as a non-profit entity with the Louisiana Secretary of State. The mission statement of the GCAI reads as follows:

“We, the Gentilly Civic Improvement Association, are a diverse group of residents, businesses, and civic organizations who have come together to form one united voice dedicated to preserving and improving our historic Gentilly neighborhoods.”²

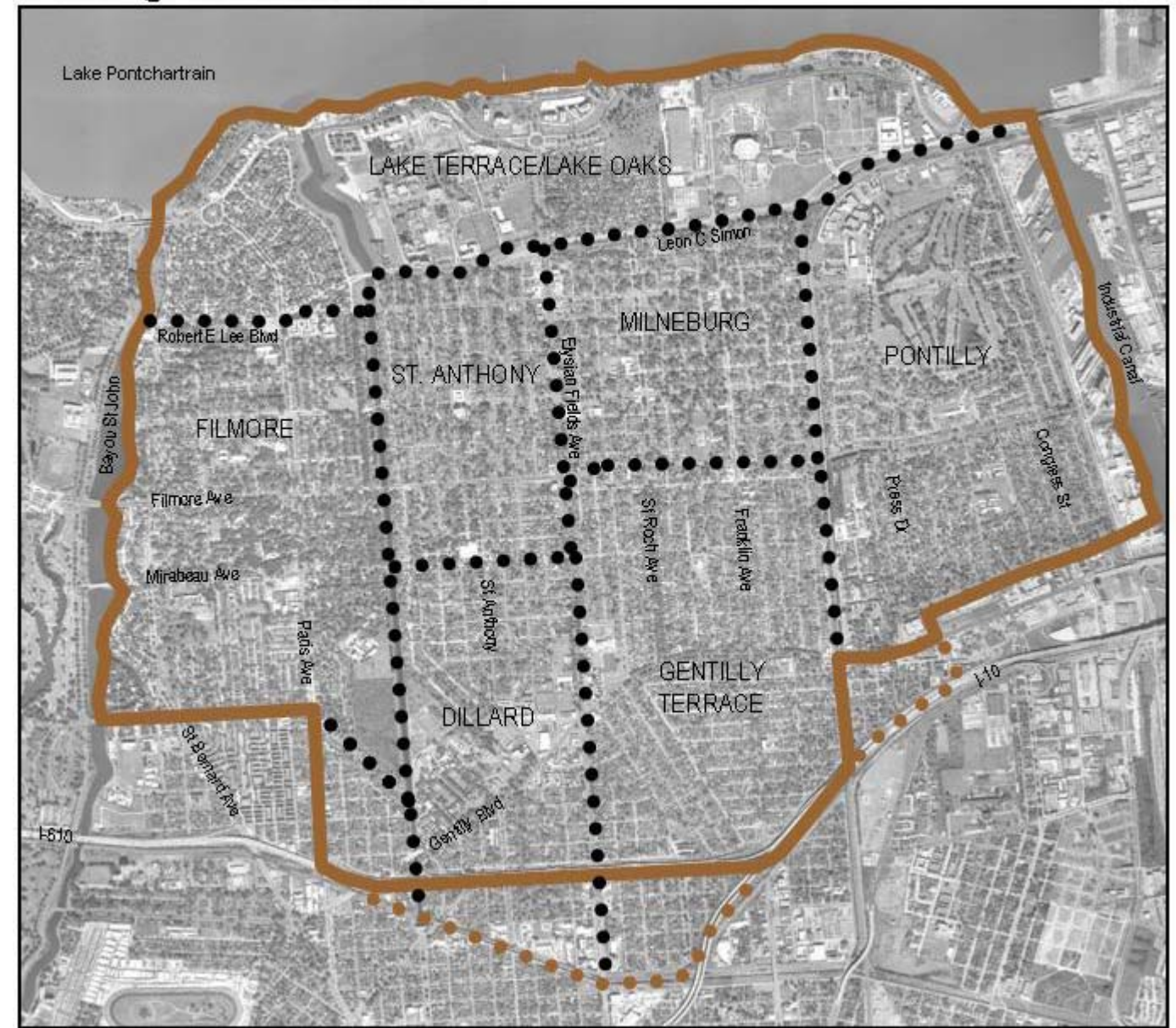
The GCAI has worked as an “umbrella” organization for the 22 neighborhood associations within the planning district. Further, the GCAI initiated rebuilding the neighborhoods in December 2005 when the first public meeting was held. Subsequently, several committees were formed to work toward rebuilding Planning District 6. These committees include:

- Land Use and Zoning,
- Infrastructure and Environmental Quality,
- Economic Revitalization/Development, and
- Education Re-Development.

The tireless effort of residents has resulted in several reports and recommendations for rebuilding. All of the committees’ recommendations are included in this rebuilding plan.

Additionally, a charrette was held in Planning District 6 in April of 2006. Proposed projects or concepts of the proposed projects that residents want to undergo further study are also included in this rebuilding plan.

**Map 6.1
Planning District 6 Boundaries**



City Planning Commission Planning District 6 Boundary
 Expanded Boundary
 Neighborhood Boundaries

¹ The planning area was expanded to include additional neighborhoods. See Section 2.

² Source: www.gcia.us



The University of New Orleans' College of Urban and Public Affairs (now the School of Urban and Regional Studies) has also played a significant role in the rebuilding planning efforts. The spring 2006 semester capstone studio class was dedicated to developing a plan for rebuilding the Planning District 6 area. Graduate level planning students performed field work assessments, surveys and developed recommendations and projects toward rebuilding. UNO is also administering a mail survey of all pre-Katrina residents in the planning district area.

Finally, UNO's School of Urban and Regional Studies is currently conducting a mail survey of all residents in the planning district. While results of the survey are not available at this time, the survey will provide valuable information toward rebuilding. A copy of the survey is included in Appendix A of this report.

Public Outreach Efforts

The public outreach effort carried out by this planning effort consisted of the following district-wide and neighborhood level meetings:

- June 10 District-Wide Scoping Meeting – The consultant team conducted an initial scoping meeting and presentation to residents of Planning District 6. The primary purpose was to introduce the team members, present the planning process

anticipated for the rebuilding planning effort, and discuss recovery planning efforts already underway.

- July 15 District-Wide Meeting – The consultant team presented an update to residents of Planning District 6 including projects discussed at the neighborhood level as well as projects proposed in the planning charrette. The primary purpose was to discuss the projects in terms of residents concerns, issues and opportunities.
- August 6 District-Wide Meeting – At the third district level meeting the consultant team presented all projects and the overall strategy for rebuilding. Projects were functionally organized in terms of infrastructure, green/open space and recreation facilities, community facilities including schools and community facilities.
- Weekly Land Use and Zoning Committee Meetings – Members of the consultant team attended the weekly meetings of the GCIA Land Use and Zoning committee to stay informed and maintain a dialogue with residents regarding the various projects being discussed as well as recommendations made in the planning charrette report. The full report of the committee is included in the appendix of this document.

- Neighborhood Association Meetings – Members of the consultant team attended and made presentations to many of the Planning District 6 neighborhood associations. Additionally, the consultant team administered a simple questionnaire to aid in documenting specific concerns and assets of each neighborhood as well as discuss the broader planning projects recommended as a result of the planning charrette. The specific questions are as follows:
 1. Please number and rank in order of importance (#1 being most important to least important) issues/concerns within your neighborhood.
 2. Please list and rank in order of importance the positive assets or attributes of your neighborhood.
 3. Please provide us with your input/feedback on the following projects that have been discussed in the planning forums/meetings for the planning district:
 - (A) Creation of a “town center” mixed-use development at Elysian Fields and Gentilly Boulevard.
 - (B) Revitalizing all parks and green space and connecting some areas via bike/walking trails.
 - (C) Creating an overlay zoning district along Gentilly Boulevard and Elysian Fields that would improve landscaping, signage, lighting, and parking.

- (D) Creating a streetcar line along Elysian Fields from the lake to the river.
- (E) Redeveloping school sites which are not coming back possibly into community centers and/or elderly housing.

planning district as does the St. Roch Bend neighborhood association boundaries. Residents of the Sugar Hill and St. Roch Bend neighborhoods participated in the Planning District 6 meetings and are hence included in the report. Finally, the Indian Hill neighborhood association is included in Planning District 6 although

the city's master plan has this neighborhood located in Planning District y. It is physically cut-off from Planning District 7 by I-10. Indian Village residents also participated in Planning District 6 meetings and further forged a relationship with Pontilly.

The following provides the neighborhoods and meeting dates:

- Pontilly Neighborhood – April 29, May 19, June 17, August 26
- Indian Village Association – July 12, July 20, August 3
- Gentilly Heights East Association – July 17
- Vascoville Association – July 17
- Lower Gentilly Association – July 18, July 27
- Sugar Hill Association – July 24
- Lake Oaks Association – July 26
- Virgil Park Association – July 28
- Lake Terrace Association – August 1
- Paris Oaks Association – August 2
- Edgewood Park Association – August 5
- Oak Park Association – August 7
- Gentilly Terrace and Gardens – August 16
- Bancroft Park Association – September 11

Outreach efforts by the consultant team were made to all neighborhood associations. In many instances the neighborhood associations were not yet meeting as a group but attending the regular monthly meetings of the GCIA and/or weekly meetings of the Land Use and Zoning Committee.

Additionally, the consultant team discussed the planning effort with the four higher learning institutions to gain a better understanding of rebuilding intentions.

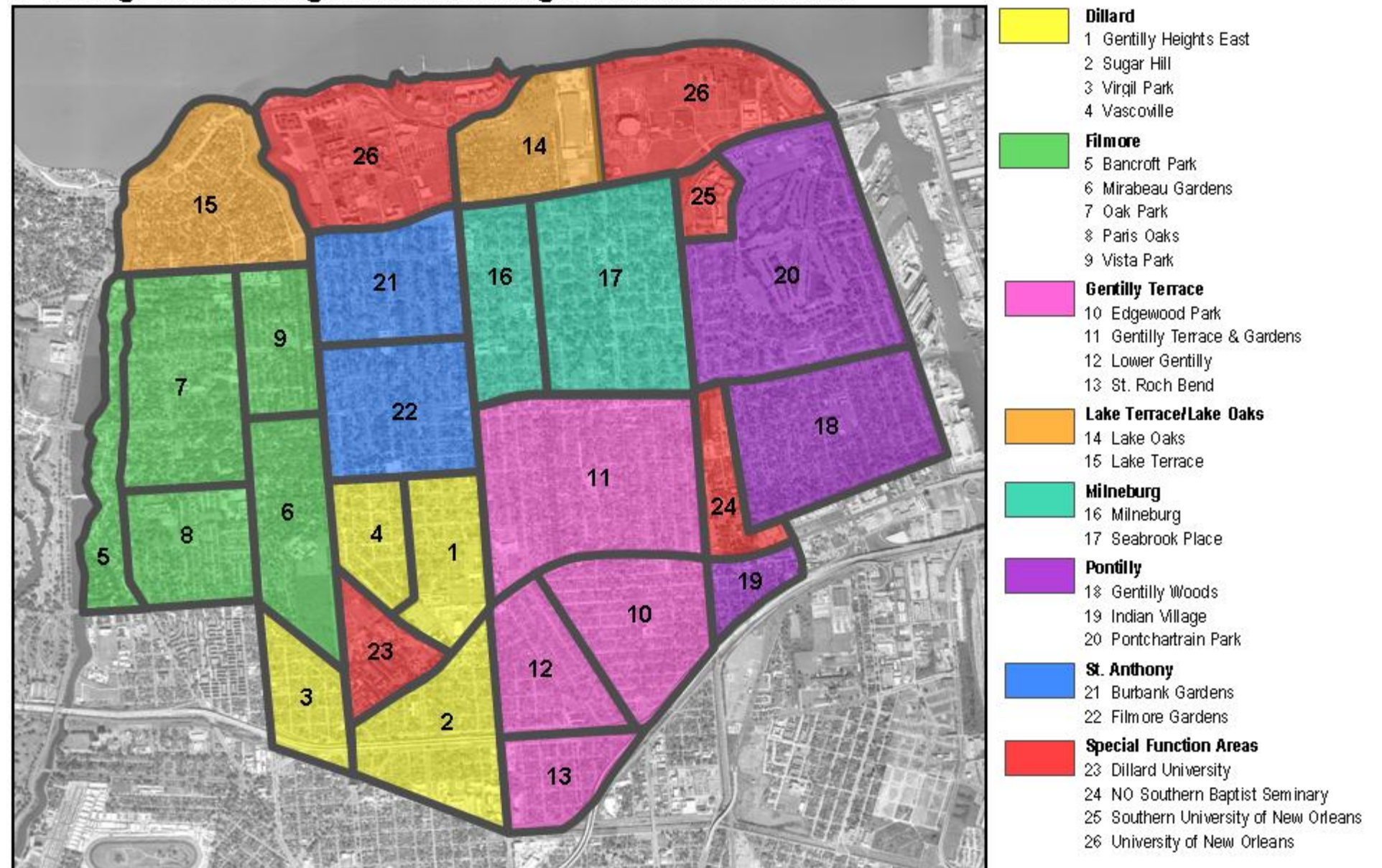
2 The District 6 Community

Neighborhoods of Planning District 6

As noted previously Planning District 6 is comprised of seven neighborhoods in accordance with the CPC's master plan. Additionally, some 22 neighborhood associations comprise the district as illustrated on Map 6.2.

It should be noted, the Mirabeau Gardens neighborhood association cuts across the Dillard and Filmore CPC defined neighborhoods of Planning District 6. Additionally, the Sugar Hill neighborhood association boundaries extend beyond the boundaries of the

Map 6.2
Planning District 6 Neighborhoods & Neighborhood Associations





Neighborhood History³

“The district’s highest round, the Bayou Sauvage ridge, was the site of the first residential development, Gentilly Terrace. Mathurin Dreux, a militia officer who came to New Orleans with Bienville, acquired sizeable property on this ridge in 1727 and established a very successful plantation that remained in the family for over two generations. The ride’s high ground had long provided access into New Orleans from the east; however, regular flooding limited development until the early 1900s. Most development of Gentilly Terrace (see Map 6.2) occurred after 1935. Today, Gentilly Terrace retains the distinctive features of its original development including large lots, houses set on a small hill, California-style cottages with arched windows and wrought iron trim and some Cape Cod cottages.

Much of the remaining area of the planning district was held by Alexander Milne, a Scottish footman who arrived in America just before 1776 and acquired his fortune from first a hardware business and later brick making. Although he believed New Orleans would grow toward the lake, little was possible until the Pontchartrain Railroad became a reality in 1831. The railroad connected Lake Pontchartrain to the French Quarter (along Elysian Fields Avenue) and developed Milneburg Port at its terminus. While the port handled cargo from Mobile, Alabama, the surrounding land soon

became a resort area, initially with the Lake House tavern and Washington Hotel. Three bathhouses, other hotels and restaurants, camps, and saloons soon followed. Eventually, the name Milneburg connoted a resort area rather than an industrial port.

The port declined during the Civil War with the suspension of trade with Mobile, Alabama. In 1870, the port declined further when it lost much of its cargo to the New Orleans, Mobile and Chattanooga Railroad. The area evolved into an entertainment district, as the city’s passenger train, the Smoky Mary, began carrying more middle-class visitors to the resort. Entertainment included jazz, with Sidney Bechet, Louis Armstrong and Danny Barker performing. Milneburg closed in 1930 after the development of a seawall that displaced buildings in the resort. The site became the Pontchartrain Beach Amusement Park and the surrounding reclaimed land for the Lake Terrace and Lake Oaks neighborhoods.

Except for Milneburg and scattered development around the ridge along Bayou Sauvage (Gentilly), there was little growth above the ridge until the 1940s. In 1924 the state authorized Colonel Marcel Garsaud as Chief Engineer of the Orleans Levee Board to prepare an improvement plan to drain the swampy area and provide flood protection for the lakefront. Without an adopted plan, basic pumping and drainage improvements began in 1926. Garsaud’s plan was deemed overly ambitious, with little opportunity of supporting itself. In 1928 the state adopted a compromise plan that provided for a public park area between the lake and a lakefront drive, recreational

features, and residential development with a portion fronting on the water. At the same time the state approved legislative changes enabling the Levee Board to undertake the financing and development. By 1930 the seawall, filled area, and beaches with parks had been completed.

Over the next 35 years several residences were developed within the filled area. These neighborhoods were developed with deed restrictions imposed by the Levee Board. Lake Terrace, opened in 1953, contained 440 residential lots and 93 acres of park space in the area bounded by Lake Pontchartrain, London Avenue Canal, Robert E. Lee Boulevard and Bayou St. John. In 1964 the last development was completed, Lake Oaks, in the area bounded by Elysian Fields, Music Street and New York Street. Located along a more traditional linear street patten, Lake Oaks’ 290 home sites were on smaller lots, and the neighborhood included a park area near Lakeshore Drive.

Two other developments in the northern part of the district near the lakefront include the former Pontchartrain Beach Amusement Park (which included a small part of the earlier Milneburg resort area), and the University of New Orleans (UNO). Built around 1938, the 60-acre amusement park also included the lighthouse that had been located offshore. The park, a regional attraction for more than four decades, closed in the early 1980s. Formerly a U. S. Navy Air Station, the UNO site was acquired in 1956 under a 99-year lease. After the renovation of existing buildings, classes were offered in

³ This section is taken from “New Orleans Land Use Plan”, April 1999.



1958. The school, then named the Louisiana State University of New Orleans, became a full-four-year university in 1961. An additional 150 acres was leased from the Levee Board in 1964. A decade later the name of the school changed to University of New Orleans. Its complex includes the Kieffer UNO Lakefront Arena that opened in 1983. The arena is considered mid-size, offering seating for up to 10,000, filling a major gap in the city’s range of concert facilities.

The Dillard neighborhood experienced only sporadic development before 1920, including a railway station at the intersection of Gentilly Boulevard and Elysian Fields, where the railroad to Milneburg crossed Bayou Sauvage on the Darcantel plantation. Dillard University was chartered in 1930 as a merger of Straight College and New Orleans University. During the 1940s professional African-Americans settled in an area adjacent to Dillard known as “Sugar Hill”. Once characterized by huge oak trees from Gentilly to Benefit Street, the neighborhood suffered a fate similar to Claiborne Avenue area when construction of I-610 crossed through the middle of Sugar Hill and demolished the oak trees and many houses.

During the 1930s the area saw development of the St. Anthony and Filmore neighborhoods. The Pontchartrain Boulevard subdivision was chartered in 1931, encompassing the area south of Robert E. Lee Boulevard (then Hibernia) and east of St. Anthony. Each residence was to be of a minimum value, with covenants and restrictions that did not expire until January 1, 1976. Most of the



development in the St. Anthony neighborhood consisted of two-family homes. Over the next decade three subdivisions were undertaken west of St. Anthony: Mirabeau Gardens, Filmore Gardens and Burbank Gardens. Most of the St. Anthony area had been developed by 1965.

In the 1940s and 50s development of the Filmore area west of Mirabeau Gardens, included Bancroft Park, Bayou Vista, and the Parkchester Garden Apartment complex. By the 1970s the Parkchester apartments had declined to the extent that they were demolished, and HUD acquired title to the 60-acre site. Other major residential development during this same period included Oak Par, Oak Park Gardens and Legion Oaks, all generally north of Mirabeau Avenue between Parish Avenue and Bayou St. John. Vista Park, between Filmore and Robert E. Lee, was originally seen as a part of the Mirabeau Gardens subdivision but was not developed until 1955.⁴

The Pontilly⁵ neighborhood is comprised of Pontchartrain Park and Gentilly Woods subdivisions. Pontchartrain park is a suburban-style neighborhood with 200 acres of greenspace for parks, playgrounds, lagoons and the Joseph Bartholomew golf course. It is one the first areas in New Orleans designed to provide home ownership to

⁴ Ibid.

⁵ This section is taken from “Greater New Orleans Data Center”, www.gnocdc.org, 2006.



middle and upper income African Americans and at a time when other developments specifically excluded black people.

Prior to residential development in 1954, the city owned the land and sold it to the Lakeshore Land Company. Most of it was swamp and had to be dredged. Pontchartrain Park Homes was the development company and Crawford Homes constructed the mostly two- and three-bedroom homes. The plans were to build a subdivision around the city’s 185-acre Pontchartrain Park.

Gentilly Woods was built in the area of an old Native American portage. In the 1700s the land was held by Alexander Milne, a Scottish footman. It was believed the city would expand toward Lake Pontchartrain. During World War II, Andrew Jackson Higgins operated a plant in the neighborhood which built ships and landing craft for the U. S. Navy. The neighborhood housed plant employees in plywood homes, called Higgins Huts. In the late 1940s, the Higgins Huts were torn down to make way for new homes. The new subdivision was completed in 1950 and consisted of GI starter homes.

When first developed, Gentilly Woods was primarily an all-white neighborhood which included two- and three- bedroom homes built by Crawford Homes.

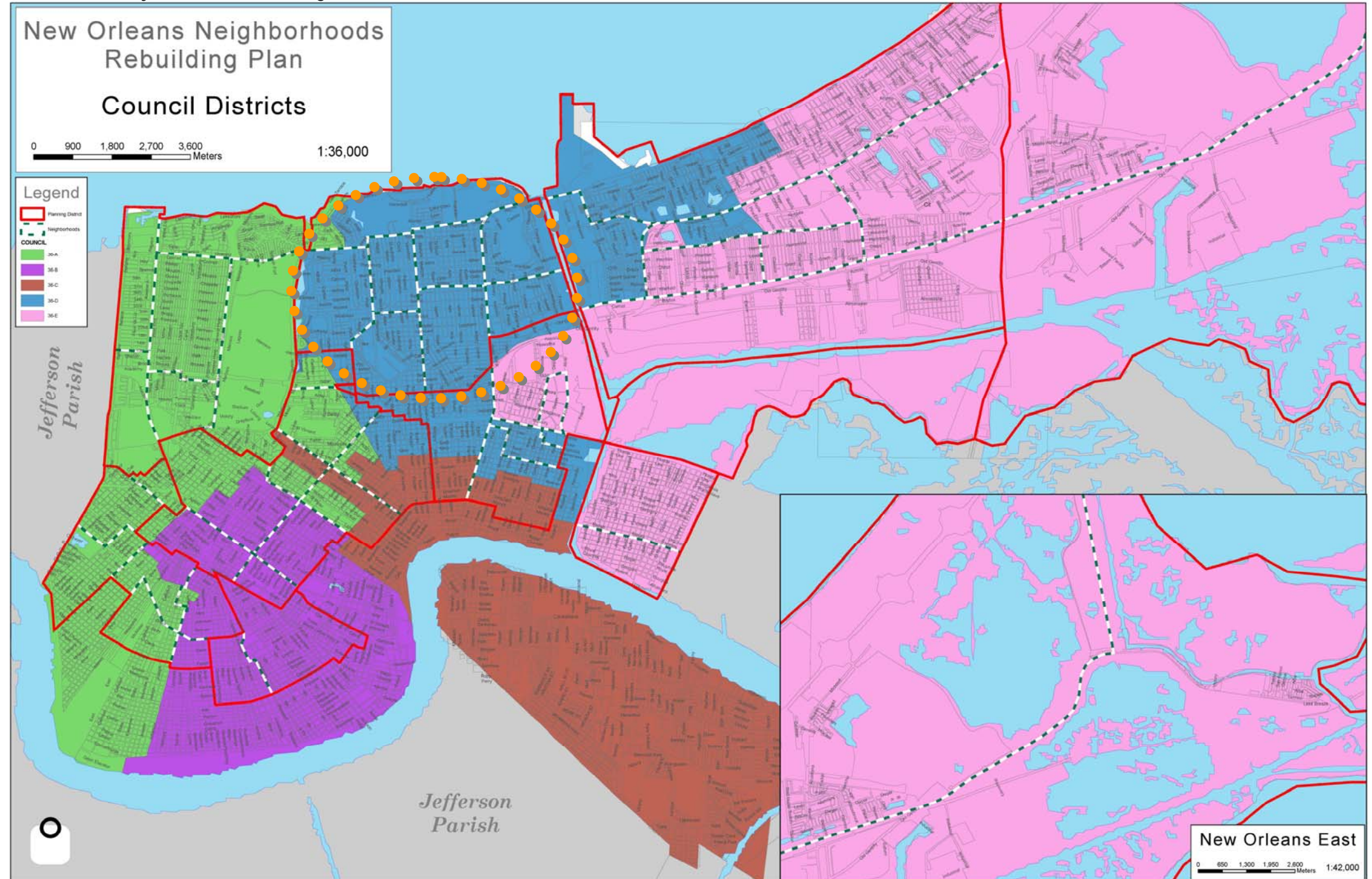
Functional Areas

Political and Quasi-Political Jurisdictions

All of the expanded Planning District 6 neighborhoods are served by City Council District D with the exception of the western half of Lake Terrace neighborhood which is within City Council District A. Map 6.3 illustrates the council district boundaries with Planning District 6.

The Lake Terrace and Lake Oaks neighborhoods fall within the Orleans Parish Levee Board jurisdiction. The subdivisions enjoy 30% open/green space title covenants with the levee board which is charged with maintenance of the open/green space as well as police protection services provided by the Orleans Parish Levee Board.

Map 6.3
New Orleans City Council and Planning District Boundaries



Transportation and Transit

Planning District 6 encompasses approximately 165 miles of local streets and state highways (Gentilly Boulevard/Chef Menteur Highway) and approximately five miles of interstate highway including I-610 and I-10. The transportation network is a critical component of everyday life for residents of the district commuting to and from work or school as well as commerce. Additionally, it serves for evacuation in the event of a hurricane or other natural disaster.⁶

As noted by many residents the area is convenient to I-610 and I-10 and is serviced by several major east/west arterial streets including Gentilly Boulevard, Mirabeau Avenue, Filmore Avenue and

Robert E. Lee Boulevard/Leon C. Simon Boulevard. Moreover, the area is served with excellent north/south arterial streets including Wisner Boulevard, St. Bernard Avenue, Paris Avenue, Elysian Fields Avenue and Franklin Avenue. Elysian Fields Avenue is the only street that runs from the Mississippi River to Lake Pontchartrain. Map 6.4 illustrates the functional street classifications and convenient access within Planning District 6.

Map 6.4 also illustrates pre-Katrina transit routes operated by the Regional Transit Authority. Several routes connect with cross town bus routes including Gentilly Boulevard, Elysian Fields and Franklin Avenue.

Transit is a very important public service to residents and students of Planning District 6. All four institutions of higher learning are served by transit lines. A significant share of residents utilize public transit to go to and from work (see Table 6.1). Moreover, a significant share of occupied housing members do not have a vehicle available and hence are transit dependent (see Table 6.2).

Table 6.1
% of Population Rides Public Transit to Work

	% of Total Population	
	1990	2000
City of New Orleans	16.9%	13.7%
Planning District 6	10.7%	10.3%
Dillard	17.3%	12.0%
Filmore	6.7%	6.8%
Gentilly Terrace	10.5%	11.3%
Lake Terrace/Lake Oaks	1.5%	3.7%
Milneburg	13.4%	11.8%
Pontilly	9.0%	9.1%
St. Anthony	12.1%	10.2%

Source: City of New Orleans data from www.gnocdc and US Census Bureau; Planning District 6 and sub-areas data from Regional Planning Commission

Table 6.2
No Vehicle Available

	% Occupied Housing Units w/ No Vehicle Available	
	1990	2000
City of New Orleans	n/a	27.3%
Planning District 6	13.7%	14.2%
Dillard	24.6%	20.7%
Filmore	6.4%	8.7%
Gentilly Terrace	14.7%	15.8%
Lake Terrace/Lake Oaks	3.1%	1.7%
Milneburg	16.9%	17.8%
Pontilly	5.4%	8.7%
St. Anthony	17.8%	16.9%

Source: City of New Orleans data from www.gnocdc and US Census Bureau; Planning District 6 and sub-areas data from Regional Planning Commission

**Map 6.4
Planning District 6 Transportation and Transit Access**



⁶ Source: "Infrastructure and Environmental Quality Report", Gentilly Civic Improvement Association – Infrastructure and Environmental Quality Committee, June 10, 2006.

Table 6.3
Population Change

	Population			% Change	
	1980	1990	2000	1980 - 1990	1990 - 2000
City of New Orleans	557,515	496,938	484,674	-10.87%	-2.47%
Planning District 6	48,047	43,926	44,164	-8.58%	0.54%
Dillard	7,324	6,858	6,440	-6.36%	-6.10%
Filmore	6,681	6,712	6,938	0.46%	3.37%
Gentilly Terrace	9,827	9,560	10,588	-2.72%	10.75%
Lake Terrace/Lake Oaks	2,955	2,542	2,147	-13.98%	-15.54%
Milneburg	6,287	5,708	5,640	-9.21%	-1.19%
Pontilly	8,927	7,630	7,017	-14.53%	-8.03%
St. Anthony	6,046	4,916	5,394	-18.69%	9.72%

Source: City of New Orleans data from www.gnocdc and US Census Bureau; Planning District 6 and sub-areas data from Regional Planning Commission

Demographic and Socio-Economic Profile

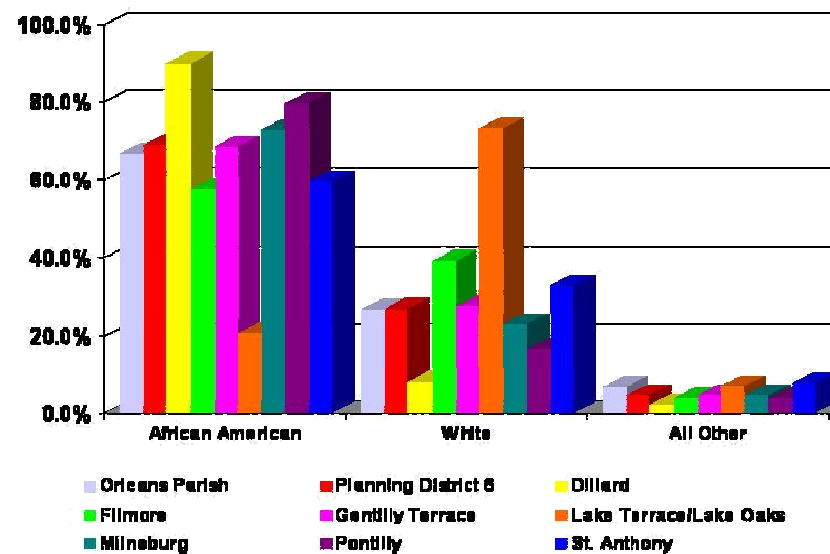
Population

According to the U.S. Census Bureau, the total population of Planning District 6 was 44,164 persons in 2000, up .54% from 1990. Between 1980 and 1990, Planning District 6 population declined 8.58%, from 48,047 to 43,926. Compared with the city of New Orleans during the same timeframe, population had declined 10.87% between 1980 and 1990 and declined 2.47% between 1990 and 2000. Table 6.3 presents population change for the Orleans Parish, Planning District 6 and all seven neighborhoods comprising the district.

Within the neighborhoods, population declined between 1990 and 2000 in Dillard (6.10%), Lake Terrace/Lake Oaks (15.54%)⁷ Milneburg (1.19%), and Pontilly (8.03%). During the same time period all other neighborhoods experienced population increases (Filmore – 3.37%, Gentilly Terrace – 10.75%, St. Anthony – 9.72%).

⁷ This decline appears to be the result of a change in neighborhood boundaries.

Figure 6.1
2000 Racial Composition



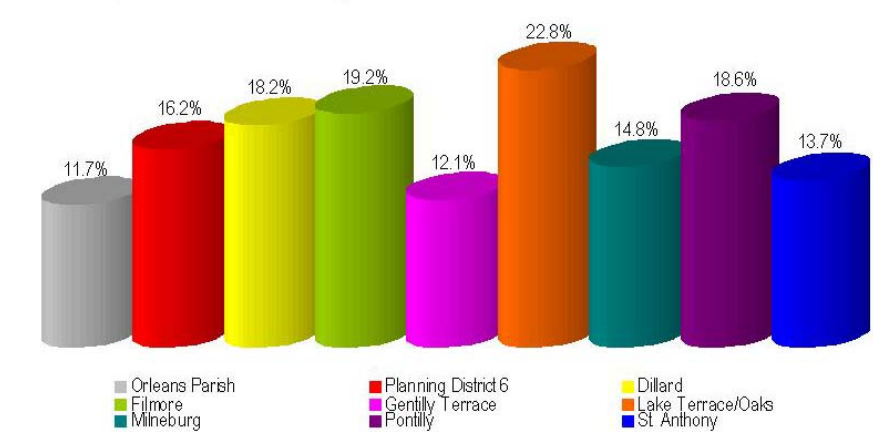
Racial Composition

The 2000 racial composition of Planning District 6 closely mirrors that of the city of New Orleans with approximately 66% and 68% African American for the city as a whole and Planning District 6, respectively. White population, as reported in the 2000 Census was approximately 27% for the city as a whole and 27% for Planning District 6. Figure 6.1 presents the 2000 racial composition for Orleans Parish, Planning District 6 and all seven neighborhoods.

Gender Composition

Gender breakdown of Planning District 6 closely resembles that of the city as a whole with more than 50% of the population being female. The 2000 gender breakdown for Orleans Parish was 46.9% male and 53.1% female. Planning District 6 had a slightly lower percent male and hence slightly higher female population; 45.7% and 54.3%, respectively.

Figure 6.2
% of Population 65+ Years of Age



Age Distribution

In terms of age, a significantly higher percentage of Planning District 6 residents are 65 years or older when compared with the city of New Orleans. Specifically, 16.2% of the total 2000 population in Planning District 6 were 65+ years of age compared with 11.7% of the total residents of the city. Figure 6.2 illustrates the 65+ years of age population for the city, planning district and each of the seven neighborhoods.

Additionally, the 2000 population of Planning District 6 had a slightly higher percent of total population than Orleans Parish in the 45 – 49 years of age cohort and the 50 – 64 years of age cohort. The city of New Orleans' percent of total population between the years of 35 and 49 was 21.9% compared with 22.3% of the planning district's population. For those citizens between 50 and 64 years of age, the city's percentage of total population was 13.8% compared with 15.6% of the total planning district's population. Table 6.2 presents the 2000 population age breakdown for Orleans Parish, Planning District 6 and all neighborhoods. Of significance is that the population of Planning District 6 is generally older than the population for the city of New Orleans as a whole. Table 6.4 presents the 2000 population age cohorts as reported by the U.S. Census Bureau.

Household and Income Characteristics

Table 6.4 presents mean household income for Planning District 6 and the neighborhoods. While median household income is a better measure for typical income of an area, it is not available at the neighborhood or district level. The data reported by the Regional Planning Commission in Table 6.4 has however been adjusted to reflect constant (1999) dollars and hence is a reasonable measure for comparison purposes.

Table 6.5 presents the number of households within Planning District 6 and its neighborhoods while Table 6.6 presents average household size.

Figure 6.3 illustrates the percentage of the population that lives below the poverty rate.

Figure 6.3
% of Population Below Poverty Rate

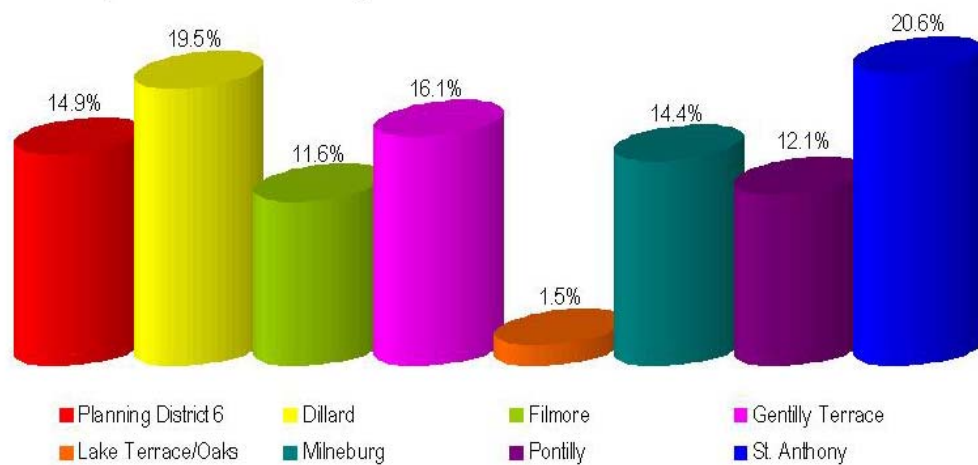


Table 6.4
Household Income

	Real Mean Household Income			% Change	
	1980	1990	2000	1980 - 1990	1990 - 2000
Planning District 6	\$49,878	\$45,343	\$46,040	-9.09%	1.54%
Dillard	\$41,943	\$37,489	\$34,458	-10.62%	-8.09%
Filmore	\$79,554	\$66,410	\$58,319	-16.52%	-12.18%
Gentilly Terrace	\$38,375	\$38,379	\$42,492	0.01%	10.72%
Lake Terrace/Lake Oaks	\$104,178	\$104,531	\$113,660	0.34%	8.73%
Milneburg	\$43,467	\$36,324	\$42,541	-16.43%	17.12%
Pontilly	\$48,798	\$39,178	\$42,917	-19.71%	9.54%
St. Anthony	\$40,082	\$35,655	\$38,533	-11.04%	8.07%

Source: Planning District 6 and sub-areas data from Regional Planning Commission

Table 6.5
Households

	Households			% Change	
	1980	1990	2000	1980 - 1990	1990 - 2000
Planning District 6	17,757	17,001	17,205	-4.26%	1.20%
Dillard	2,576	2,591	2,551	0.58%	-1.54%
Filmore	2,356	2,648	2,736	12.39%	3.32%
Gentilly Terrace	4,360	4,083	4,231	-6.35%	3.62%
Lake Terrace/Lake Oaks	809	846	671	4.57%	-20.69%
Milneburg	2,409	2,228	2,204	-7.51%	-1.08%
Pontilly	2,686	2,447	2,493	-8.90%	1.88%
St. Anthony	2,561	2,158	2,319	-15.74%	7.46%

Source: Planning District 6 and sub-areas data from Regional Planning Commission

Table 6.6
Average Household Size

	Average Household Size			% Change	
	1980	1990	2000	1980 - 1990	1990 - 2000
Planning District 6	2.62	2.51	2.52	-4.20%	0.40%
Dillard	2.63	2.44	2.39	-7.22%	-2.05%
Filmore	2.80	2.52	2.51	-10.00%	-0.40%
Gentilly Terrace	2.25	2.34	2.50	4.00%	6.84%
Lake Terrace/Lake Oaks	2.93	2.52	2.50	-13.99%	-0.79%
Milneburg	2.59	2.56	2.56	-1.16%	0.00%
Pontilly	3.23	3.05	2.76	-5.57%	-9.51%
St. Anthony	2.36	2.28	2.33	-3.39%	2.19%

Source: Planning District 6 and sub-areas data from Regional Planning Commission

3 Hurricane Katrina Impacts

Extent of Flooding

Flood protection within Planning District 6 is provided by a network of drainage pipes, canals, pumps and levees. London Avenue Canal, located in the western area of Planning District 6, runs north/south from Lake Pontchartrain and is approximately 3 miles long with flood walls on either side. The Industrial Canal is the eastern boundary of the planning district and is approximately 2 miles long with flood walls on either side. Lake Pontchartrain creates the northern most boundary of Planning District 6 and is approximately 3 miles long with earthen levees. The earthen levees along Lake Pontchartrain were generally undamaged

Pump stations are located at Prentiss Avenue and Florida Avenue along the London Avenue Canal. A flood gate is also located in Bayou St. John north of Robert E. Lee Boulevard

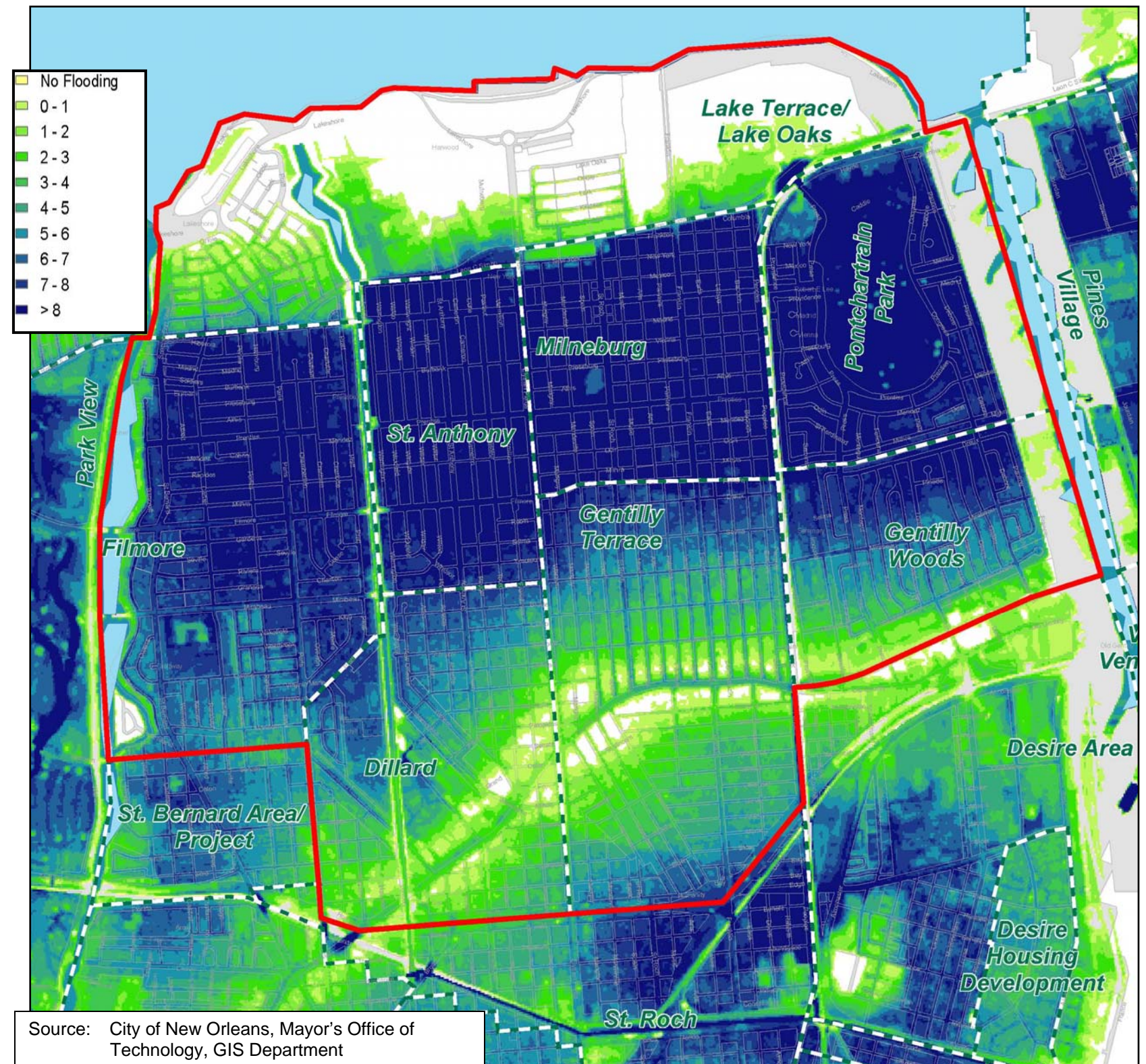
Planning District 6 (and its expanded area) experienced and suffered extensive damage due to Hurricane Katrina. Levee breaches occurred on both sides of the London Avenue Canal as well as the Industrial Canal. Drainage infrastructure including pumping stations and outfall canals were severely overwhelmed, damaged and rendered ruined. The breaches and overtopping of the canal flood walls and levees led to catastrophic flooding. In many areas of Planning District 6 flood waters exceeded eight feet resulting in total destruction of residents' homes as well as businesses located in the district.

Map 6.4 illustrated the extent of flooding that occurred in Planning District 6 and its environs.⁸ The darkest shade of blue illustrates the highest level of flooding. Very few areas of the district and its environs escaped flood waters. These areas included the northern most section of the planning district that is closest to Lake Pontchartrain as well as some areas located along Gentilly Boulevard and Oak Island located in the Bancroft Park neighborhood.

Section 5 discusses in greater detail the flood damaged experienced by each neighborhood.

⁸ The city of New Orleans provided graphic illustrations/maps of flooding, however, detailed data and/or GIS files were not made available for analysis.

Map 6.4
Planning District 6 Flood Levels



Damage Assessment

Map 6.5 presents the city's damage assessment for residential structures located within Planning District 6 and its environs.⁹ Field reconnaissance of each residential structure was performed to determine the extent of damage caused by flooding in the aftermath of Hurricane Katrina. The damage assessment was utilized by the city of New Orleans for the purposes of issuing permits to homeowners for rebuilding. Residents are provided the opportunity to challenge the city's damage assessment.

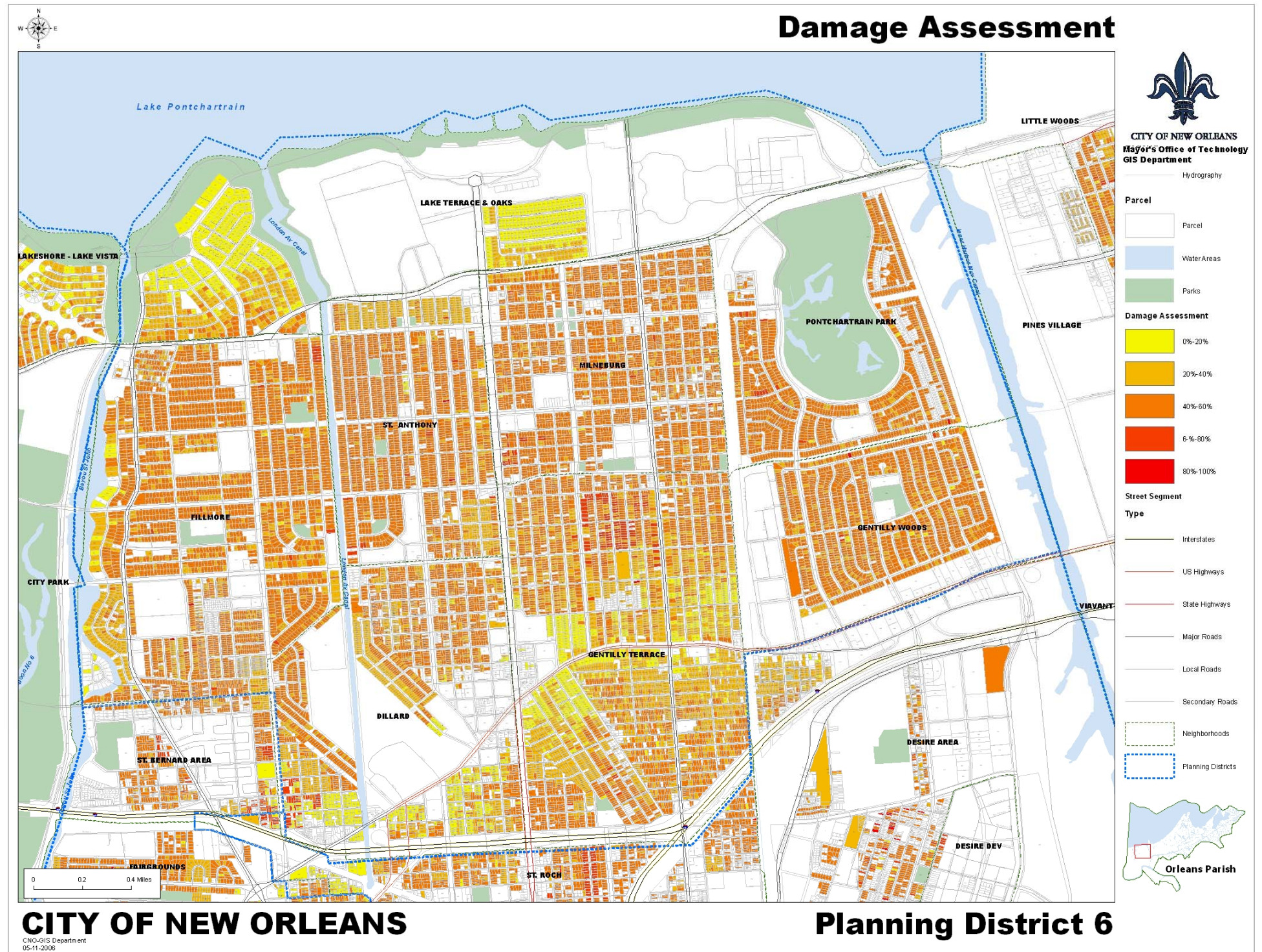
The darkest shade of red on Map 6.5 illustrates those residential structures that experienced the highest level of damage (60.01% to 100%). Below that cohort is 50.01% to 60.00% damage assessment. As would be expected the areas of Planning District 6 that had the highest damage assessment mirrored those areas that experienced the highest level of flooding (see Map 6.4).

All properties that experienced greater than 50% damage are now required to meet the new base flood elevation requirement of three feet above the highest existing adjacent grade (HEAG). The HEAG of any individual property must be measured and documented by a registered professional engineer or land surveyor and listed on a property survey or elevation certificate.

The New Orleans City Council recently adopted by ordinance the Federal Emergency Management Agency's (FEMA) advisory base flood elevation (BFE). The new BFE requires homes that were damaged more than 50% to raise the structure a minimum of three feet above the HEAG. For those residential structures that were in compliance to the 1984 BFE requirements and where the floor elevation is above three feet, raising of the structure is not required, and thus grandfathered in under the 1984 BFE.

Section 5 discusses in greater detail the damage assessment experienced by each neighborhood.

Map 6.5
Planning District 6 Damage Assessment



⁹ The city of New Orleans provided graphic illustrations/maps of damage assessments, however, detailed data and/or GIS files were not made available for analysis.



4 District-Wide Assessment

District-Wide Assets

During the planning process of meeting with the neighborhood associations, participants were asked to list and discuss assets of their community. Many of these assets became common themes throughout Planning District 6. These assets include:

- *Convenience* – Planning District 6 has convenient transportation access within the district as well as to other areas of the city with I-610 and I-10 on its southern edge.
- *Neighborhood Commercial Centers* -- The district had convenient neighborhood shopping centers with its many small scale neighborhood oriented commercial centers. Residents want to revitalize these neighborhood centers to service their needs. However, they want the quality of the services to be improved in the redevelopment/revitalization process. It was recognized that most of these commercial centers were in decline prior to Hurricane Katrina. The primary asset is the fact that these types were located within the neighborhoods and served needs of residents.

- *Housing Styles/Architecture* – Participants appreciate the various housing styles found in the planning district including:
 - Shotgun and Camelback,
 - Victorian,
 - Raised Cottage,
 - Bungalow,
 - Post-War Cottage,
 - Brick and Stucco Ranch, and
 - Suburban Mansion.
- *Sense of Community* – Participants repeatedly voiced their desire to bring back the “sense of community” they enjoyed prior to Hurricane Katrina. The planning district is a strongly recognized area of the city of New Orleans not so much as “Planning District 6” but as Gentilly (although the lakefront neighborhoods associate themselves more with other lakefront neighborhoods in Planning District 5).
- *Neighborhood Character* – It is well recognized that each of the neighborhood associations have their own character which is primarily due to the time in which they were developed. This also became very prevalent in the dialogue with the neighborhood associations as they did not relate themselves to the city’s

defined neighborhoods but related much more strongly to their immediate neighborhood.

- *Higher Learning Institutions* – Participants and residents recognize and appreciate their higher learning institutions. All of these institutions have played significant roles as neighbors to residents of Planning District 6.

It is significant to note, residents expressed similar statements about their community assets in the city’s master plan:

“Residents appreciate the area’s predominately residential land use and convenient access to other parts of the city.”¹⁰

¹⁰ Source: “New Orleans Land Use Plan”, April 1999



District-Wide Issues/Concerns

During the planning process of meeting with the neighborhood associations, participants were asked to list and discuss issues/concerns of their community whether they existed prior to Hurricane Katrina or as a result of Hurricane Katrina. Many of these became common themes throughout Planning District 6. These include:

- *Infrastructure Conditions* – Residents and participants expressed extreme concern about the conditions and timeframe for repairing basic infrastructure including:
 - Streets,
 - Sidewalks,
 - Drainage,
 - Street lighting,
 - Street traffic signals and signage,
 - Neutral grounds and
 - Flood control.

While it has been documented that the condition of streets throughout the planning district was poor prior to the hurricane, including potholes, cracks, crumbling, and sinkholes, the

problems have been exacerbated by the subsequent flooding of the neighborhoods.¹¹

Residents also expressed concern about heavily damaged sidewalks which has occurred post-Katrina and in large part due to debris clean-up. Further most sidewalks are not in compliance with the Americans with Disabilities Act.

Regarding drainage, residents have noted and voiced concern that they have experienced street flooding in the aftermath of the hurricane. They have witnessed clog storm drains that are clogged with debris and hence causing a backup in the underground drain infrastructure.

Additionally, open drainage ditches still exist in some areas of Planning District 6 including Indian Village (Pontilly neighborhood area), Sugar Hill, Virgil Park, Gentilly Heights East (Dillard neighborhood area) and Lower Gentilly and St. Roch Bend (Gentilly Terrace neighborhood).

¹¹ Source: "Infrastructure and Environmental Quality Report", Gentilly Civic Improvement Association – Infrastructure and Environmental Quality Committee, June 10, 2006.

Regarding street lighting, residents expressed concern that a tremendous number of street lights are still not in working order. This issue was also expressed as a concern of basic safety and security.

Similarly, residents expressed concern over the number of traffic signals that as of this date are still not repaired. According to the GCIA Infrastructure and Environmental Quality committee and its report, the Regional Planning Commission (RPC) had a program prior to Hurricane Katrina "to replace traffic signals and create an interconnected signal network to the City Hall traffic center." Under this program the "city was divided into 10+ traffic districts and design and engineering drawings for light standards, circuitry, and signalization were done for Gentilly as well as other neighborhoods. The Gentilly planning area is a part of two signal districts, in which upgrades are planned for twenty-two intersections. Signals at thirteen of these have been replaced, three have been repaired and five are not yet done."

Regarding flood control, residents expressed concern about the levee and flood wall improvements and the timeliness of the improvements. Residents must feel secure and protected from catastrophic flooding.



“Traffic controls, specifically within the Gentilly Terrace neighborhood area still depends on four-way stop signs. According to the GCIA Infrastructure and Environmental committee report, residents in the area have observed many accident scenes there.”¹²

Major arterial roadways of Planning District 6 prior to Hurricane Katrina had beautiful wide neutral grounds lined with magnolia trees. Neutral grounds, not only in Planning District 6 but throughout the city, are valued as green space. Residents have a very strong desire to restore the neutral grounds of the neighborhoods and further prepare a landscaping master plan that includes a tree planting policy.

- *Public Services* – Garbage collection and police and fire protection are of major concern to residents. Regular garbage collection has not been restored to the twice weekly service. Additionally, residents have experienced increased instances of looting of vacant houses as well as vagrants within vacant

¹² Source: “Infrastructure and Environmental Quality Report”, Gentilly Civic Improvement Association – Infrastructure and Environmental Quality Committee, June 10, 2006.

houses. Residents need to be assured of security within their neighborhoods. Fires have also occurred in vacant houses adding to the issue of blighted housing.

- *Community Facilities* -- Planning District 6 is home to over 400 acres which comprise 20 public parks and recreation facilities. There are ten public schools located in the planning district and one public library. Residents expressed major concern over the current conditions of all public facilities.

Residents want to have all green space and public facilities restored as well as assess functional deficiencies of the facilities.

While two public schools (Capdau Junior High School and Ben Franklin High School) as well as the UNO Early College School located on the campus of UNO, have re-opened, residents expressed extreme concern over the fact that all other public schools are deteriorating rapidly and have not to date been gutted and cleaned.

The Norman Mayer Library served as a regional library as well as a community meeting center for nearby neighborhood associations. Residents want to see this facility restored. Residents also want the facility to house a district-wide information resource center.

- *Commercial Revitalization* – In addition to numerous neighborhood corner stores and eating establishments, Planning District 6 has six major commercial areas that were totally devastated. Residents want these commercial centers to be revitalized better than their pre-Katrina conditions. Residents expressed great desire to see mixed-use developments including residential with retail and dining establishments. Participants expressed a desire to redevelop and revitalize these areas to service the nearby neighborhoods but to also re-develop these areas as attractions for residents in other areas of the city. Participants also would like to make these areas conducive to walking.
- *Housing* – Housing conditions are of the greatest concern to residents of the area. Participants need professional advice concerning rebuilding their homes and specific to BFE requirements. The Norman Mayer Library would be a very convenient location for an information resource center.¹³ It should be noted that at every public meeting held residents emphasized their individual need for housing redevelopment information.

¹³ At the time of writing this report it was learned the Norman Mayer Library facility will not be rebuilt. However, an alternative and temporary location in the area is being discussed with GCIA.

District-Wide Projects

This section presents existing conditions and rebuilding/recovery projects that impact the entire planning district. Specifics of each project are also presented and discussed in the respective neighborhood report sections.

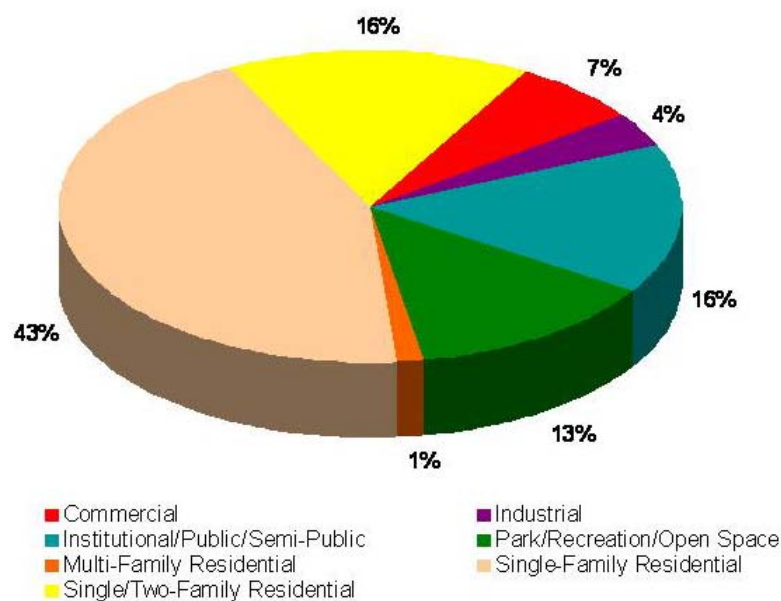
Land Use and Zoning

Map 6.6 illustrates generalized land use for Planning District 6 and its expanded area. Figure 6.4 illustrates the breakdown of land uses within Planning District 6 and its environs. As can be seen, the single-family residential comprises the majority of the planning district and its environs, 43% of the total. Two-family homes comprise 16% of the total land use in the planning district while multi-family homes comprise 1%. City-wide, single-family and two-family residential homes each comprise 11% of the total land. This indicates a lower density of development within the planning district as compared to the city as a whole. Residents and participants repeatedly expressed their desire to maintain their residential character within their respective neighborhoods.

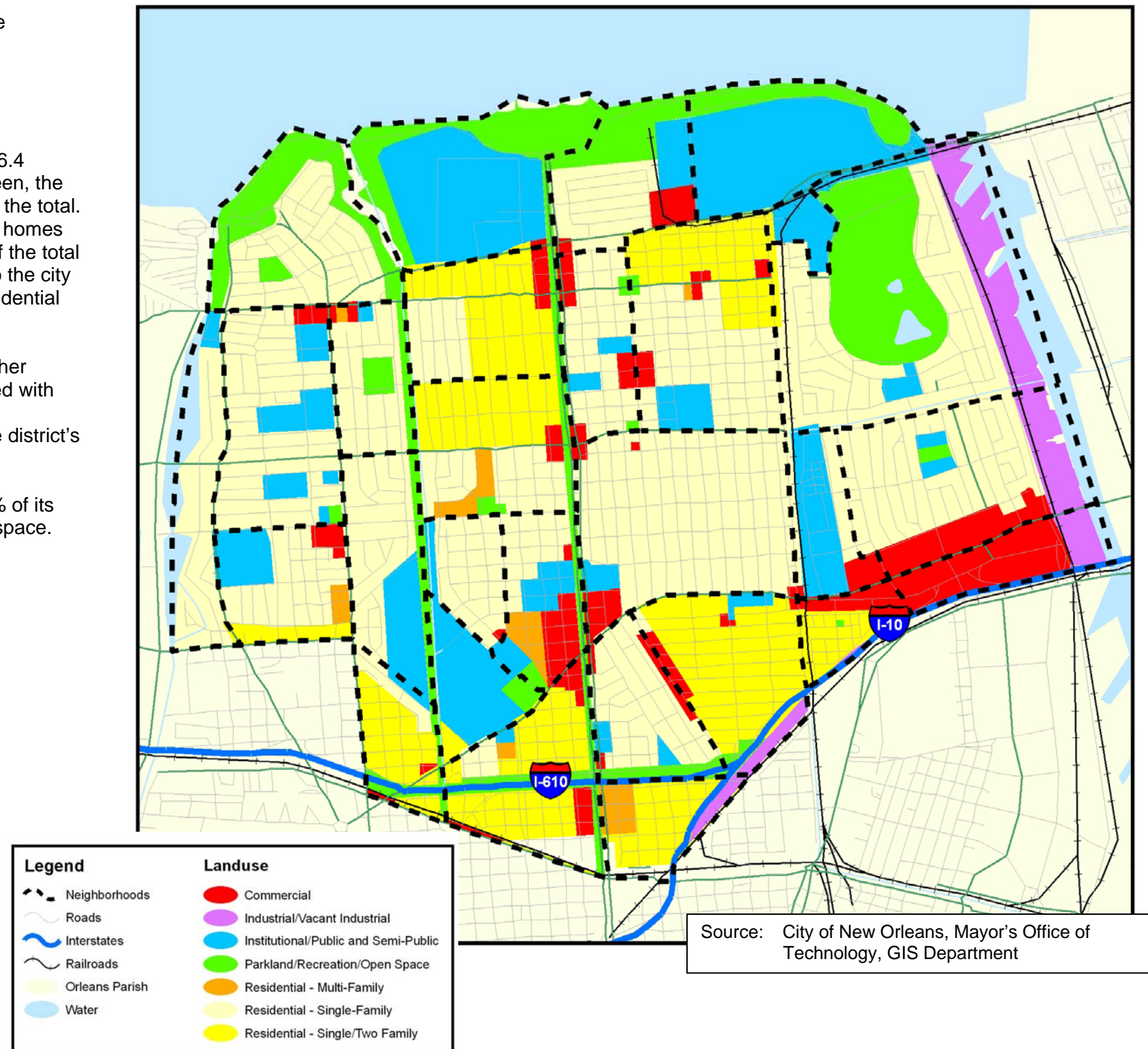
As expected with four higher level educational institutions, the planning district has a much higher percentage of land utilized in the “Institutional/Public/Semi-Public” classification when compared with the city, 16% and 3%, respectively. While this classification also includes public schools and community facilities, if the universities within Planning District 6 are removed from the total, the district’s percentage of total is reduced to approximately 1.2%.

With regard to park/recreation/open space land use, Planning District 6 has approximately 13% of its total compared with the city as a whole with 25% designated as parks/recreation and/or open space.

**Figure 6.4
Planning District 6 Land Use**



**Map 6.6
Planning District 6 Land Use**



Source: City of New Orleans, Mayor’s Office of Technology, GIS Department

Commercial land use as a percentage of total land use compared with the city as a whole reveals 7% and 4%, respectively. Planning District 6 enjoys two regional level commercial centers along Gentilly Boulevard. Residents have expressed a strong desire to revitalize these centers.

Map 6.7 illustrates zoning for Planning District 6. Zoning of the planning district area mirrors that of the land use. This is to be expected given the Euclidian nature of the city's zoning ordinance.

Consistently, residents specifically emphasized their very strong desire to maintain the residential zoning of their neighborhoods. They do however, want further study of the primary commercial areas in order to allow for mixed-uses. These primary areas (illustrated on Map 6.8) included:

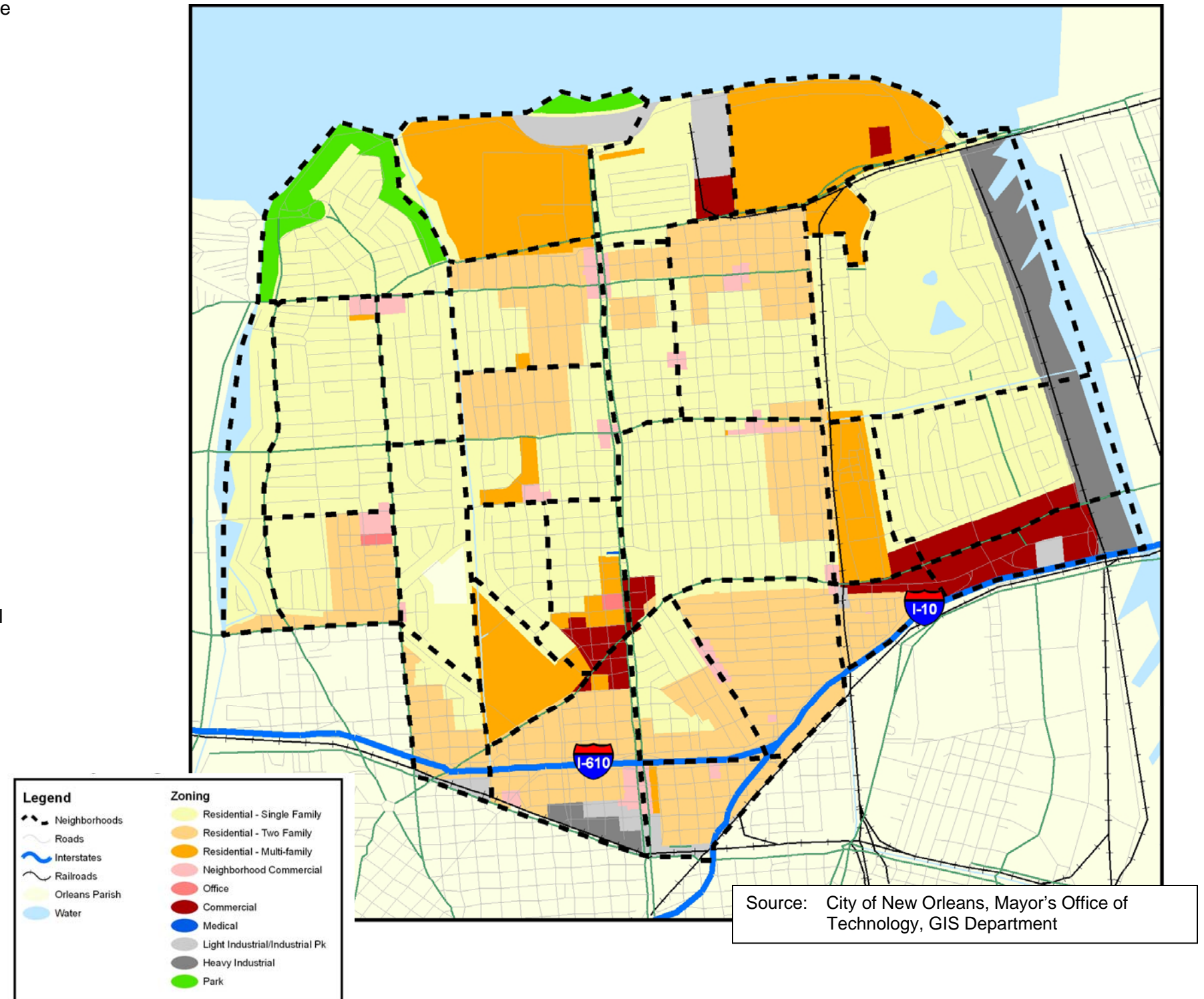
- (1) Elysian Fields Avenue/Gentilly Boulevard,
- (2) Paris Avenue/Leon C. Simon Boulevard
- (3) Elysian Fields Avenue/Robert E. Lee Boulevard,
- (4) Gentilly Boulevard/Chef Menteur Highway,
- (5) Mirabeau Avenue/Paris Avenue, and
- (6) Leon C. Simon Boulevard/Franklin Avenue.

Sub-area studies for these primary commercial areas should consider mixed-use development, desired retail, entertainment and service oriented businesses, live/work and loft type of uses as well as the physical configuration of the individual sites and potential redevelopment making all of the primary areas more pedestrian friendly. Residents also recognize the regional attraction the larger centers can create.

The commercial area at the intersection of Elysian Fields and Gentilly Boulevard was a major component of the charrette held in April and was also studied by UNO planning students. The concept design calls for creating a "town center" as a "first-rate functional and social center." "The proposed plan, while retaining the option of maintaining a number of buildings, is a radical redesign that creates a town square as a front door to Gentilly. The town square straddling Gentilly Boulevard creates a circumstance that is much more pedestrian-friendly by splitting the traffic into a one-way pair (each leg narrow and easier to cross), thus creating a memorable space, and organizing the parking to be generally behind the buildings, such as the traditional hometown shopping experience is created."¹⁴ The redevelopment concepts are discussed further in the Commercial Revitalization section of this report.

Finally, the city planning commission is currently considering an urban design overlay ordinance for Elysian Fields Avenue and Gentilly Boulevard (see Map 6.8). The overlay ordinance would maintain the underlying zoning however, it would regulate aesthetics of future commercial development including signage, landscaping, parking, lighting and screening of dumpsters.

Map 6.7
Planning District 6 Zoning



Source: City of New Orleans, Mayor's Office of Technology, GIS Department

¹⁴ Source: "Community Planning Charrette for District Six", May 2006

Zoning Projects/Recommendations:

- (A) Implement "Urban Design Overlay" ordinance along Elysian Fields and Gentilly Boulevard to improve aesthetic controls on landscaping, signage, lighting, parking and screening standards.
- (B) Fund sub-area master plans to include mixed-use developments for the following primary commercial areas and centers within the planning district:
 1. Elysian Fields Avenue/Gentilly Boulevard
 2. Paris Avenue/Leon C. Simon Boulevard
 3. Elysian Fields Avenue/Robert E. Lee Boulevard
 4. Gentilly Boulevard/Chef Menteur Highway
 5. Mirabeau Avenue/Paris Avenue
 6. Leon C. Simon Boulevard/Franklin Avenue
- (C) Maintain existing residential zoning within the neighborhoods.

Map 6.8
Zoning Studies



A Urban Design Overlay Ordinance

B Sub-Area Plans

- 1 Elysian Fields Avenue/Gentilly Boulevard
- 2 Paris Avenue/Leon C Simon
- 3 Elysian Fields Avenue/Robert E Lee Boulevard
- 4 Gentilly Boulevard/Chef Menteur Highway
- 5 Mirabeau Avenue/Paris Avenue
- 6 Leon C Simon/Franklin Avenue

Open Space & Recreation

Planning District 6 is home to over 400 acres of parks/open space and recreation facilities, as illustrated in Map 6.9. Approximately 13% of the total land area is comprised of some form of green space. The largest park and recreation facility is Pontchartrain Park which also includes the historical significant Joseph M. Bartholomew Golf Course and Wesley Barrow Stadium. Additionally, the area enjoys approximately three linear miles of lake frontage.

Residents throughout the district want to see all parks cleaned and restored. Additionally, a facilities evaluation and deficiency assessment needs to be performed on all facilities. Further, residents want to connect the district within via a system of bicycle/pedestrian trails as well as connect to nearby City Park.

Open Space & Recreation Projects/Recommendations:

- (A) Restore all existing parks and recreation facilities
- (B) Assess deficiencies of park and recreation facilities equipment
- (C) Implement funded bicycle/pedestrian shared lane projects (see Map 6.10):
 - (1) Wisner Boulevard Shared Bicycle Lane
 - (2) Robert E. Lee Boulevard Designated Bicycle Route
 - (3) Lakeshore Drive Shared Bicycle Lane
- (D) Create connected bicycle/pedestrian paths (see Map 6.10):
 - (4) Extend existing St. Anthony Walking Path to Agriculture Street
 - (5) Create "Rails with Trails" bicycle/walking path along Peoples Avenue corridor
 - (6) Create walking linear path along Dreux Canal ROW
 - (7) Designate Filmore Avenue as bicycle route with designated lane

Map 6.9
Existing Parks/Open Space & Recreation



- Existing Parks/Open Space**
- Dillard Neighborhood**
 - 1 Perry Roehm Park & Baseball Stadium
 - Filmore Neighborhood**
 - 2 Open Space
 - 3 Mirabeau Park
 - 4 Oak Park
 - 5 Pratt Park
 - Gentilly Terrace Neighborhood**
 - 6 Union Playspot
 - Lake Oaks/Lake Terrace**
 - 7 Lake Oak Park
 - 8 Lake Shore Park
 - 9 Lake Terrace Park
 - 10 Boreas Park
 - 11 London Park & Carlson Park
 - Milneburg Neighborhood**
 - 12 National Square/Rome Park/Boe Playspot
 - 13 St. James/Milne Playground
 - 14 Miltenberger Playground
 - Pontilly Neighborhood**
 - 15 Pontchartrain Park
Joseph M. Bartholomew Golf Course
Wesley Barrow Stadium
 - 16 Harris Playground
 - St. Anthony Neighborhood**
 - 17 Eddie Gatto Playground
 - 18 Filmore Gardens/Dauterive Playspot
 - 19 Donnelly Playground
 - 20 St. Anthony Neutral Ground Walking Path

Map 6.10
Bicycle/Pedestrian Connectivity Projects



Funded Projects

- 1 Wisner Boulevard Shared Use Path
- 2 Robert E Lee Boulevard Designated Bicycle Route
- 3 Lakeshore Drive Shared Lane

Proposed Projects

- 4 Extend Existing St. Anthony Walking Path to Agriculture Street
- 5 Create Rails with Trails Bicycle/Pedestrian Path along Peoples Avenue Corridor
- 6 Create Pedestrian Linear Path along Drexel Canal ROW
- 7 Designate Filmore Avenue Bicycle Route with Share Lane

Commercial Revitalization: Economic Development

Commercially used land in Planning District 6 and its environs comprises approximately 6.5% of the total area or approximately 353 acres. Many of the commercial establishments existed in strip style developments. Numerous single, locally owned businesses also existed tucked away in neighborhood street corners. Map 6.11 illustrates all commercial zoned property within the planning district and its expanded area.

Given the extent of flooding caused by Hurricane Katrina throughout Planning District 6, commercial establishments were equally destroyed as residences. To date, a handful of businesses have re-opened. Most notably, the Sav-A-Center on Leon C. Simon Boulevard/Franklin Avenue and most recently the Winn Dixie in Chef Menteur Highway. This has offered residents of the area some convenience. Few small, locally owned businesses have returned and only one chain fast food restaurant has re-opened.

Residents expressed a strong desire to improve the commercial centers by organizing efforts to attract higher level retail and dining establishments and allowing for mixed-uses. As noted previously, there are six primary commercial areas for which specific sub-area master plans are to be conducted.

Commercial business recovery will heavily depend upon the health condition of the market and the overall availability of reasonably priced capital. In short, commercial revitalization and hence economic development will for the most part, be market driven. Members of the GCIA Economic Development committee have worked hard to contact business owners to obtain information about their individual intentions to re-open. Additionally, members of the Land Use and Zoning committee prepared and submitted a grant application for an Urban Main Street program administered by the National Trust for Historic Preservation. The application requested support to organize the program for the Gentilly Boulevard/Elysian Fields Avenue shopping center. Unfortunately, the grant was not awarded.

As discussed previously the commercial area at the intersection of Elysian Fields and Gentilly Boulevard was a major component of the charrette held in April and was also studied by UNO planning students. The concept design calls for creating a “town center” as a “first-rate functional and social center. “The proposed plan, while retaining the option of maintaining a number of buildings, is a radical redesign that creates a town square as a front door to Gentilly. The town square straddling Gentilly Boulevard creates a circumstance that is much more pedestrian-friendly by splitting the traffic into a one-way pair (each leg narrow and easier to cross), thus creating a memorable space, and organizing the parking to be generally behind the buildings, such as the traditional hometown shopping experience is created.”¹⁵ This area has the potential to become a regional shopping, dining and entertainment experience and attraction. The concept plans from the charrette and the UNO study are presented in Figure 6.5 and 6.6, respectively. Figure 6.7 illustrates a third concept in which the buildings are brought closer to the street and parking is provided in the rear.

Map 6.11
Planning District 6 Commercial Zoned Properties



¹⁵ Source: “Community Planning Charrette for District Six”, May 2006

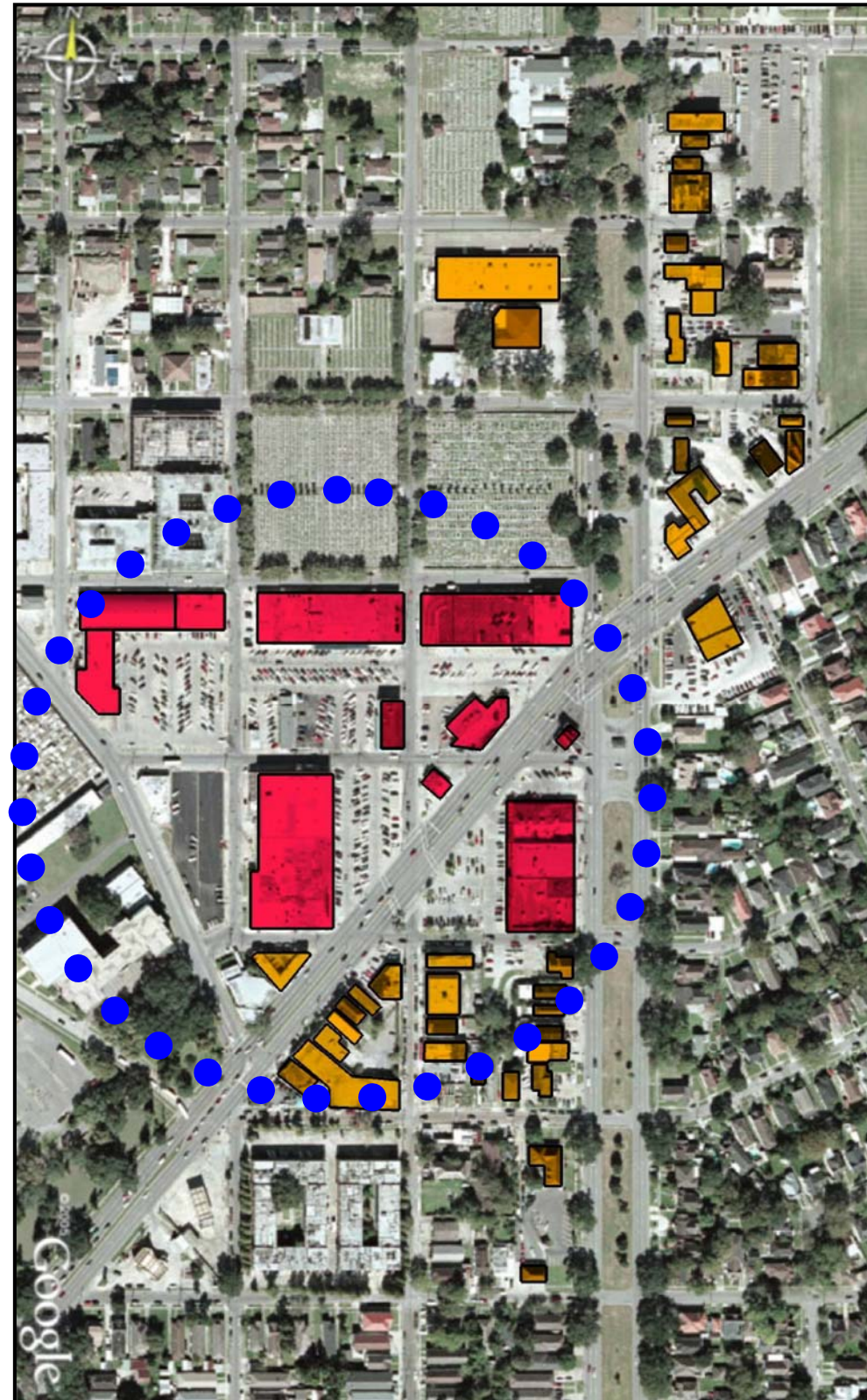
Figure 6.5
Town Center Concept
Source: "Community Planning Charrette for District Six". May 2006



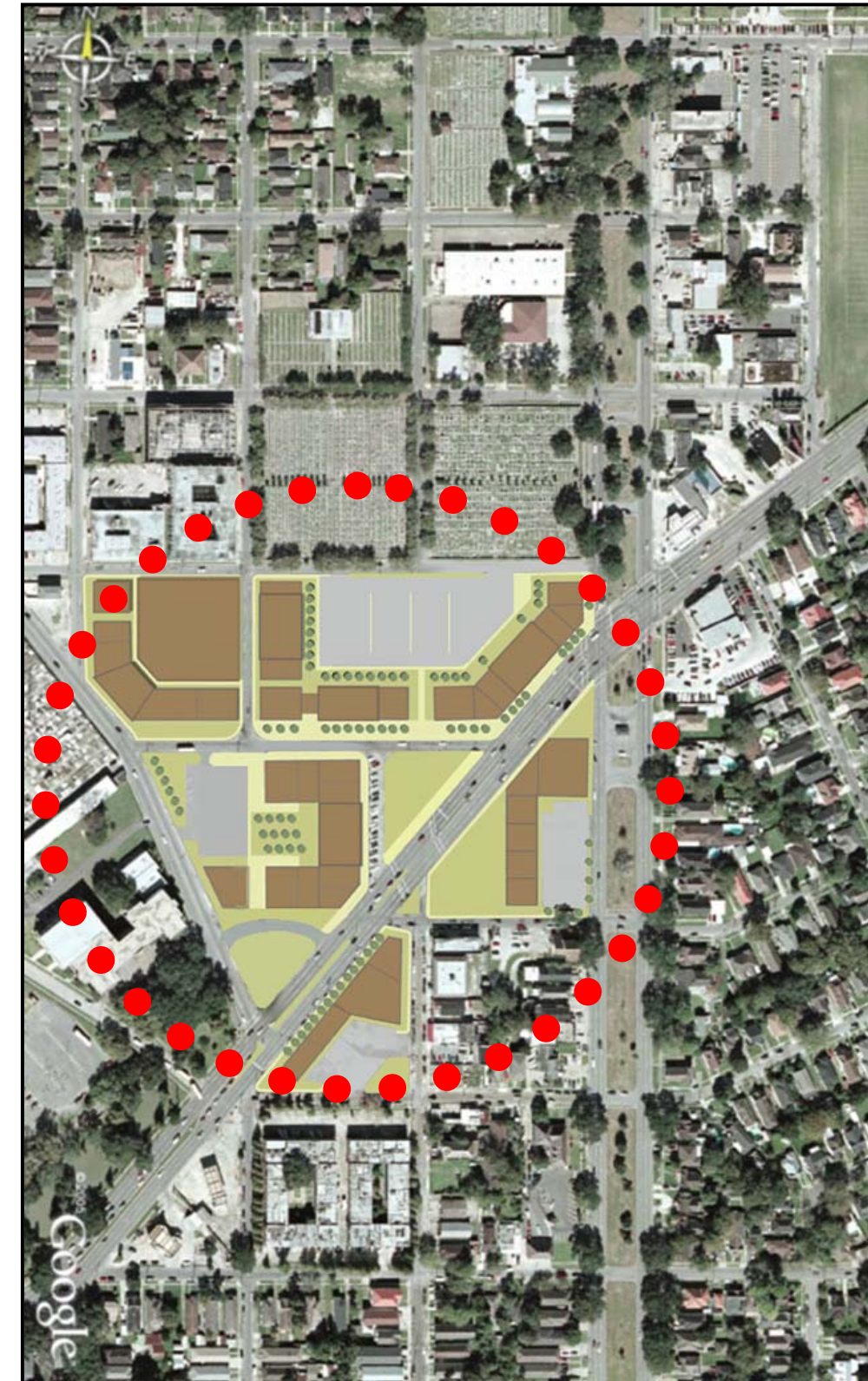
Figure 6.6
Town Center Triangle Concept
Source: University of New Orleans. College of Urban and Public Affairs. May 2006



Figure 6.7
Existing Site Configuration



Reconfigured Site Concept



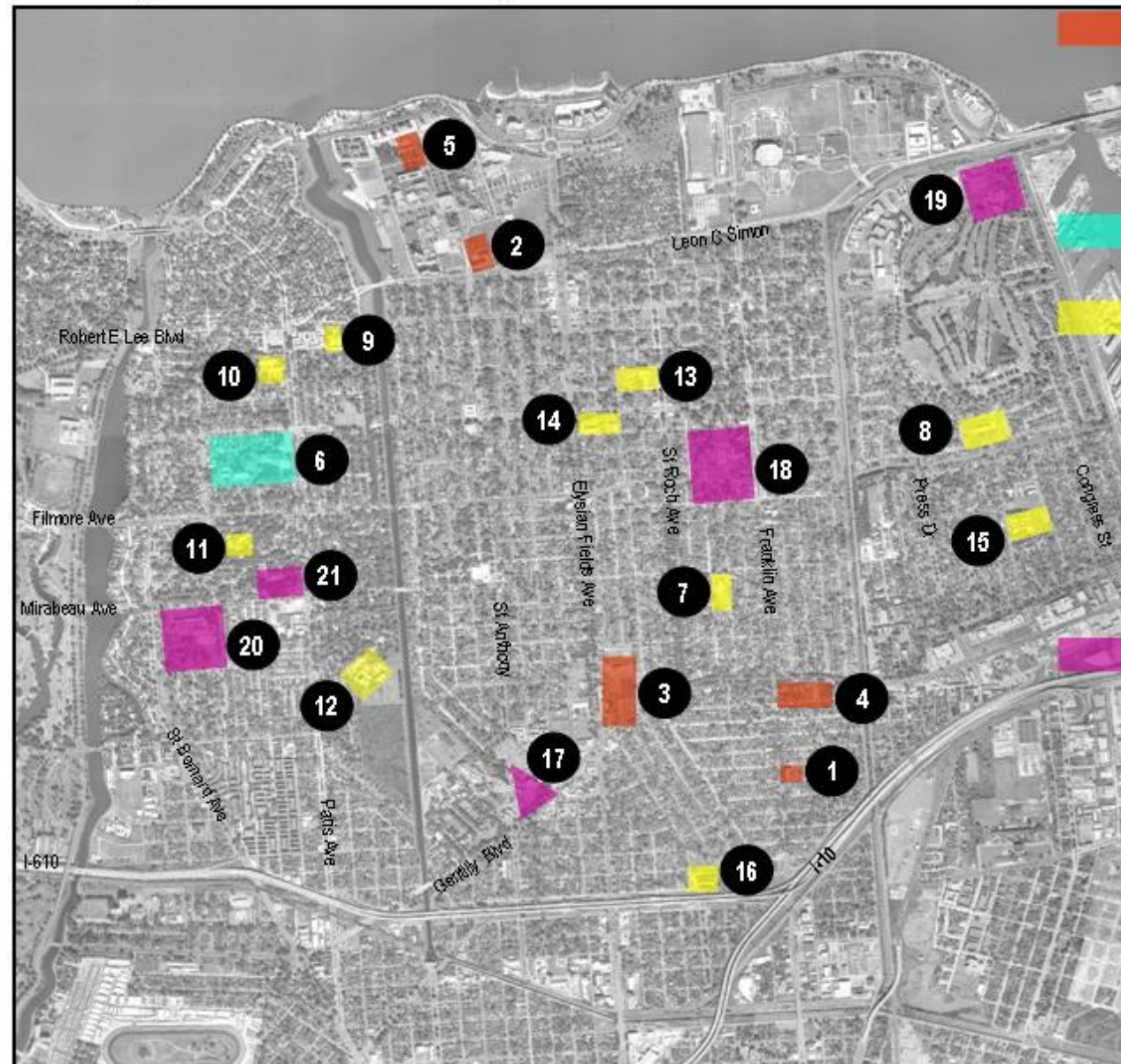
Community Facilities

Map 6.12 presents schools and community facilities that were in operation prior to Hurricane Katrina. Throughout the planning district there existed 16 public and parochial schools. To date, only five schools have re-opened. Holy Cross High School is considering relocating from its current Ninth Ward location to the former Holy Redeemer/Cabrini school site within the Filmore neighborhood of Planning District 6. Further, only one privately run community facility has re-opened, Sister Servants of Mary.

The current conditions of the school buildings and sites is of major concern to residents of the area. Recently, residents have reported vagrancy occurring at the vacant school sites. Grass and weeds continue to overtake the sites as well.



**Map 6.12
Existing Schools & Community Facilities**



Schools Re-Opened 2006-2007

1. Capdau Junior High
2. Ben Franklin High School
3. Brother Martin High School
4. St. Mary K-12 (St. James High School)
5. UNO Early College School

Schools Possible Re-Opening 2007-2008

6. Holy Cross to re-locate at Redeemer/Cabrini

Schools No Decision

7. Gentilly Terrace Elementary School
8. Mary Dora Coghill Elementary School
9. Jean Gordon Elementary School
10. Henry Schaumburg/Ganus Middle School
11. Bienville Elementary School
12. Francis Gregory Junior High School
13. Avery Alexander Elementary School
14. Saint Raphael School & Church
15. Saint Benedict Moor School & Church
16. Stuart Bradley Elementary School

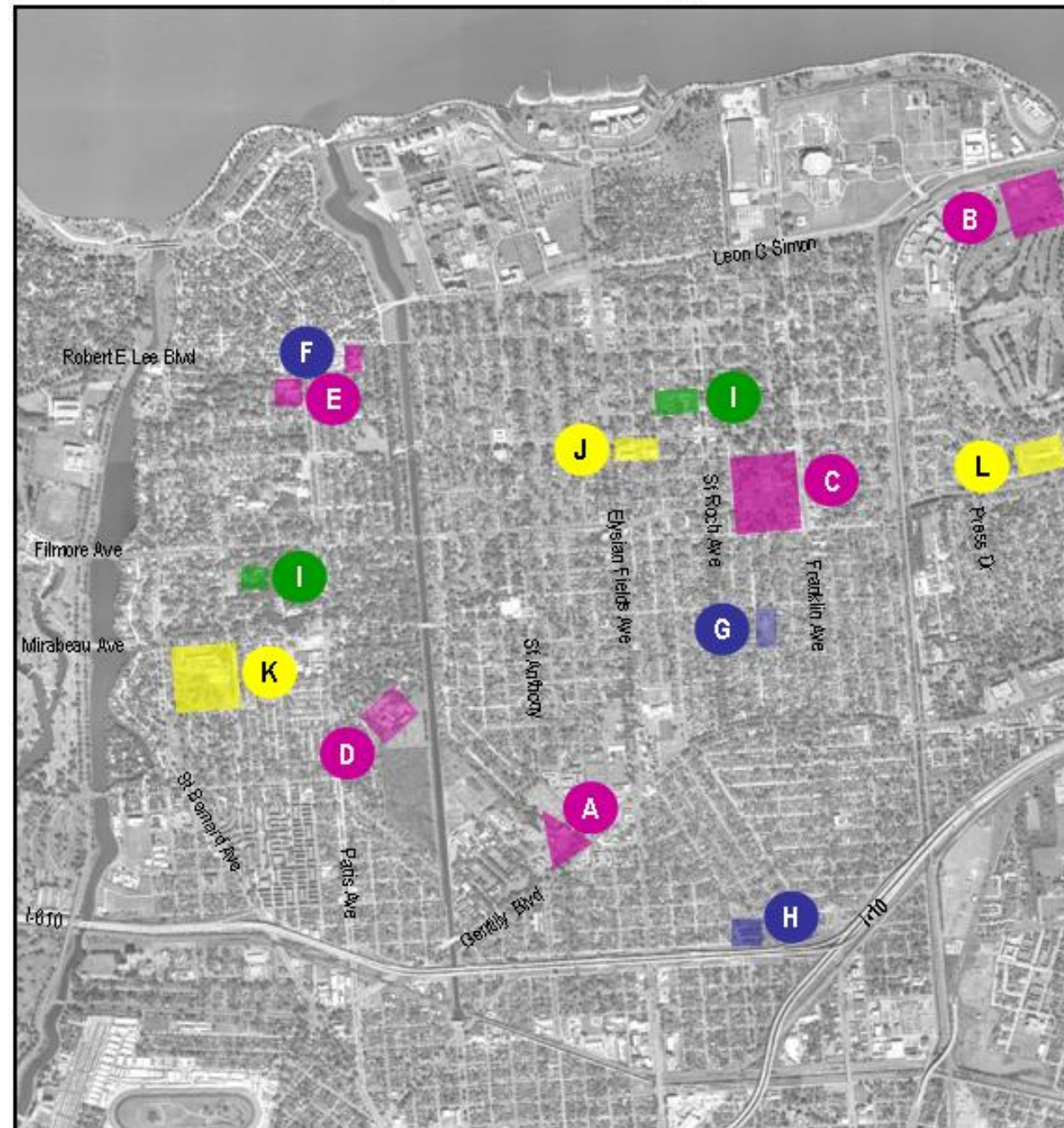
Community Facilities

17. Norman Mayer Library
18. Milne Boys Home
19. Pontchartrain Park Senior Community Center
20. Sisters of Saint Joseph
21. Sister Servants of Mary

Participants of the recovery/rebuilding planning process approached community facilities strategically considering needs of neighborhood groups as well as current and future repopulation. Residents desire that multi-functional facilities be developed on former school sites that can house schools as well as community centers to provide neighborhood associations with meeting space and locations. Map 6.13 delineates the schools and community facilities rebuilding strategy. Other specific recommendations are as follows:

- Create a district-wide information resource center to include professional assistance to aid residents in the rebuilding process.¹⁶
- Provide wireless internet service. Many areas of the planning district are still without telephone service and hence internet access.
- Create neighborhood level information centers. Assist neighborhood volunteers in developing a “welcome home” kit for residents returning to the area including information on the permitting process, information resource center, etc.

**Map 6.13
Schools & Community Facilities Strategy**



- Community Center Projects** ■
- A Norman Mayer Library**
 - Renovate and re-open regional library
 - Include district-wide information resource center and planning center
 - Create usable meeting space for nearby neighborhoods
 - B Pontchartrain Park Senior Center**
 - Renovate and re-open existing facility
 - Implement plans for Phase 2 construction
 - C Milne Boys Home**
 - Create partnership w/ UNO
 - Create neighborhood community center
 - D Francis Gregory Junior High School**
 - Demolish and/or renovate portion of school site/facility for neighborhood community center
 - E Jean Gordon OR Henry Schaumburg Elementary School**
 - Demolish and/or renovate portion of either school site/facility for neighborhood community center
 - OR "F" below**
 - Demolish and/or renovate existing site/facility for elementary school inclusive of community center
- Public Schools Projects** ■
- F Jean Gordon or Henry Schaumburg – See 3E above**
 - The north section of the district is repopulating at a higher rate due to less flood damage elsewhere in the district
 - G Gentilly Terrace K-8**
 - The building is historical in value and located in an historic district; minimum requirement is to clean & mold remediate
 - Re-open as neighborhood community center if not a school
 - H Stuart Bradley K-8**
 - Re-opening of this school will serve the lower western section of the district
- Public Schools Not Re-Opening** ■
- I All public schools not re-opening should be demolished as quickly as possible and remain green/open space until such time new schools (beyond those above) are necessary**
- Other Facilities** ■
- J Convert St Raphael School & Church to senior assisted care living**
 - K Convert Sisters of Joseph facility to senior assisted care living**
 - L Convert Mary Dora Coghill Elementary School Site to Senior Housing**

¹⁶ At the time of writing this report it was learned the Norman Mayer Library facility will not be rebuilt. However, an alternative and temporary location in the area is being discussed with GCIA members.

Housing

As noted previously, housing styles and architecture of Planning District 6 are very significant assets to the community. The housing styles compliment and build upon the sense of community and neighborhood character that residents value. All neighborhoods of Planning District 6 have significantly high owner occupancy when compared to the city of New Orleans. Table 6.7 provides this comparative data. Table 6.8 provides data on the age of the housing stock with the planning district. Gentilly Terrace neighborhood has the oldest housing stock. A portion of the Gentilly Terrace and Gardens neighborhood is a National Register District. Edgewood Park neighborhood (also located in Gentilly Terrace) has recently been declared eligible and will undergo the Section 106 review process. A portion of Pontchartrain Park (located in Pontilly) is also eligible for National Register District designation.



Table 6.7
Occupied Housing

	2000			
	Total Housing Units	Occupied Housing	Owner Occupied	Renter Occupied
City of New Orleans	215,091	87.5%	46.5%	53.5%
Planning District 6	18,442	93.2%	71.8%	28.2%
Dillard	2,775	93.6%	56.7%	43.3%
Filmore	2,822	96.2%	84.6%	15.4%
Gentilly Terrace	4,515	93.3%	69.6%	30.4%
Lake Terrace/Lake Oaks	713	96.6%	95.1%	4.9%
Milneburg	2,362	92.9%	71.3%	28.7%
Pontilly	2,642	94.2%	82.2%	17.6%
St. Anthony	2,613	87.4%	60.0%	40.0%

Source: City of New Orleans data from www.gnocdc.org and US Census Bureau; Planning District 6 and sub-areas data from Regional Planning Commission

Table 6.8
Housing Age

	Total Housing Units (2000)	Housing Age				
		1990 - 2000	1980 - 1989	1970 - 1979	1960 - 1969	1959 - earlier
Dillard	2,775	0.8%	9.4%	6.5%	16.4%	66.9%
Filmore	2,822	5.5%	11.2%	6.8%	21.6%	54.9%
Gentilly Terrace	4,515	2.0%	2.2%	5.6%	13.4%	76.8%
Lake Terrace/Lake Oaks	713	3.1%	5.7%	16.9%	34.1%	40.2%
Milneburg	2,362	1.8%	3.9%	5.0%	14.6%	74.7%
Pontilly	2,642	1.8%	3.5%	6.2%	19.2%	69.3%
St. Anthony	2,613	1.6%	1.4%	3.6%	15.3%	78.1%

Source: Regional Planning Commission

The April planning charrette addressed the issue of housing rehabilitation as follows:

“Every resident of Gentilly should be able to return to his or her renovated or replaced home if desired, and should be provided effective neighborhood-level assistance to do so. At the same time, vacant homes should be made available to new buyers, or selectively consolidated to form sites for new public squares. Houses should be encouraged across a range of types and prices, including affordable homes.”¹⁷

Residents and participants of this planning process embraced the above statement. Housing rehabilitation and the need for professional assistance was made a priority at every public meeting. Additionally, residents expressed concern for the elderly and their rebuilding ability. As noted previously, Planning District 6 has a high percentage of residents 65 years of age and older. Table 6.9 presents the age for all neighborhoods within Planning District 6 as reported in the 2000 Census.

Options discussed during planning meetings included limiting a number of single-family structures to be redeveloped as doubles or two-family dwelling units¹⁸ as well as redevelopment of former privately operated community centers (see Map 6.13) into senior assisted care living or senior housing with age restrictions. To review the conversion concept a review of existing zoning was performed particularly in light of residents’ desires to maintain existing residential zoning. Map 6.14 illustrates the areas of the planning district that already allow for two-family structures as well as those areas zoned for multi-family housing.

Table 6.9
2000 Age Distribution

	5 & under	6 - 17 Years	18 - 34 Years	35 - 49 Years	50 - 64 years	65+ Years
City of New Orleans	8.4%	18.3%	25.9%	21.9%	13.8%	11.7%
Planning District 6	7.0%	16.4%	22.6%	22.3%	15.6%	16.2%
Dillard	5.9%	14.5%	26.2%	18.2%	17.0%	18.2%
Filmore	6.7%	15.4%	17.9%	23.1%	17.7%	19.2%
Gentilly Terrace	7.6%	18.7%	20.7%	25.6%	15.3%	12.1%
Lake Terrace/Lake Oaks	3.3%	11.7%	31.3%	16.7%	14.2%	22.8%
Milneburg	7.9%	17.7%	21.5%	22.6%	15.5%	14.8%
Pontilly	7.4%	16.5%	21.0%	21.6%	15.0%	18.6%
St. Anthony	7.3%	15.7%	27.8%	22.3%	13.2%	13.7%

Source: City of New Orleans data from www.gnocdc.org and US Census Bureau; Planning District 6 and sub-areas data from Regional Planning Commission

Map 6.14
Senior Housing Opportunities



- Existing RM-1 or 2 zoned areas**
A Rebuild as senior housing & assisted care living
- Existing RD-2 zoned areas**
B Allow for single to double conversion
- Other**
C Sisters of Saint Joseph Site
D Saint Raphael School & Church
E Mary Dora Coghill School Site

¹⁷ Source: “Community Planning Charrette for Planning District 6”, May 2006

¹⁸ Source: University of New Orleans, College of Urban and Public Affairs Capstone Class, May 2006

As part of this Neighborhoods Rebuilding Plan, a number of housing initiatives are proposed and presented in the overall policy element of the plan and issued under separate cover. Below is a summary of these policies.

- *Lot Next Door* – The principal thrust of redevelopment programs and policies that encourage the speedy redevelopment of neighborhoods, must match various government powers and financing tools of the local housing and real estate market conditions. A key question will be not to be most effectively encourage the redevelopment of homes and residential lots that fall into public ownership.

The “Lot Next Door” program is one of a series of proposed housing policies which have been developed as part of the Neighborhoods Rebuilding Plan and takes direct aim at some particular market hurdles that slow the redevelopment of many of these properties.

In its simplest form the “Lot Next Door” program will offer homeowners who are committed to redeveloping their home the ability to purchase publicly owned adjoining properties prior to these properties being offered to any other buyers. This option would be provided should the property end up in public ownership either through the adjudication process or through the sale of the property to a public entity through the Road Home or other public acquisition program.

- *Elderly Moderate Income Condominium Road Home Tie-In* – What has become quite apparent through the neighborhood planning process is that senior household which have some of the strongest ties to the community and have expressed some of the strongest voices for rebuilding and returning to the city, but also face some of the most significant challenges in redeveloping or rebuilding their homes.

First, there are many areas of the city which had a high concentration of elderly homeowners (Lower Ninth Ward, Pontchartrain Park, Lakeview) which sustained substantial damage and which will require demolition and reconstruction of many homes. Historically, the challenges dealing with contractors, permit inspectors, lenders, etc. has proved particularly challenging for many elderly households after experiencing the substantial damage (physical and psychological) that has been visited upon other communities after other disasters. Additionally, there are a substantial number of areas of the city including Lakeview, areas of Gentilly,

among others where rebuilding homes with damage in excess of 50 percent will require total reconstructions at three feet above grade or the Base Flood Elevation, whichever is greater. Many of these homes will have to be raised close to one story making them a difficult housing product type for people with physical frailties. Elderly homeowners are clearly a special case with specific needs, and currently there are no programs targeted to this subgroup of homeowners.

A targeted homeowner program is needed which will allow elderly households to tie their Road Home grant to senior specific elevator multi-story condominium project to be developed throughout the city. There has been wide support for dedicated multi-family senior housing products in many parts of the city, but particularly in areas where younger homeowners have aging parents living nearby. In some cases, there may be a need to increase the grant amount or provide a low interest loan to the household if there is a gap between the value of the buyout (and insurance proceeds) and the market value price of a condominium unit.

- *Expansion of Home Purchaser Assistance Programs/Lot Write Down Programs – Use of Revolving Funds* – One of the principal questions that has repeatedly been raised in the neighborhood meetings is the issue of how are properties that end up in public ownership either through the adjudicated or buy back process are going to be resold to the market. While the “Lot Next Door” program provides one method for recycling the lots in the market, there are going to be numerous lots that are not acquired by next door neighbors that are going to be sold on the open market.

Assuming that there are few new regulations associated with developing housing (i.e., some requirement that certain units must be homeownership versus rental), it is likely that the value placed on many properties for sale will determine how quickly that property will be rebuilt for housing. Additionally, and realistically, there are a variety of neighborhoods throughout the city, where reducing the cost of a lot or unit to essentially zero will not be enough to insure the redevelopment of the property. There are generally those neighborhoods prior to Hurricane Katrina where land values were quite low and homes were not built unless there was significant targeted public assistance related to construction.

Given the different market factors influencing the redevelopment of housing in different neighborhoods, there are a variety of strategies that will have to be employed with regard to the sale of

lots acquired through the acquisition program on the open market. These strategies include the following:

- *All Neighborhood Policy #1* – To the extent possible, multiple adjacent lots within blocks and lots within adjacent blocks should be sold to experienced for-profit and not-for-profit builders who have the management and financial capacity to undertake multiple home redevelopments concurrently.
- *All Neighborhoods Policy #2* – For those lots that find their way into public ownership, the sale of the lots should be sold back into the market at the market cost based on some form of fair market value/appraisal assessment. In some neighborhoods, the fair market value may be zero or close to zero, however there needs to be a formal process in place to determine the value of any given property. The principal reason why the public sector should not sell lots in the market at below market value is that the sale of a large number of lots owned by the government at below market will naturally drive down the value of properties sold in private transactions.
- *Revolve Funds from Higher Income Neighborhood Property Sales to Properties in Neighborhoods where Values are Lower* – There are a number of neighborhoods in New Orleans, generally where there were high concentrations of blighted and adjudicated properties prior to Hurricane Katrina, where the market value of many single-family scattered properties is nearly zero. In these cases, it will be necessary to write down the construction cost of units so they are affordable to families below median incomes and in turn cause the redevelopment of these properties. No matter the program or structure, in order to appropriately serve low and moderate income families, either in rental or for-sale housing will cost significantly more than is currently available in the system. Therefore, one of the key sources of funding is to establish policies that recycle the sales proceeds from housing in neighborhoods where the market value for housing exists to neighborhoods where there is little or no existing housing land values and significant subsidy is required to provide high quality housing to low and moderate income families. In this way, the city will be using the proceeds from public to private sales of lots in higher income neighborhoods to assist the redevelopment of housing in the low income areas.

Infrastructure

Transportation and Transit

As noted previously, Planning District 6 encompasses approximately 165 miles of local streets and state highways (Gentilly Boulevard/Chef Menteur Highway) and approximately five miles of interstate highway including I-610 and I-10. The transportation network is a critical component of everyday life for residents of the district commuting to and from work or school as well as commerce. Additionally, it serves for evacuation in the event of a hurricane or other natural disaster.¹⁹

Several projects/improvements and recommendations were made by the Infrastructure and Environmental Quality committee and are summarized below.

Policy – Institute a system of accountability and transparency for public works both motorized transit/rail and non-motorized transit in public works.

Motorized Opportunities

Street Repair Improvements/Projects:

- Implement a pavement management system to prioritize street improvements.
- Lower streets by removing years of accumulated patches and resurfacings.
- Reassess functional classifications to secure federal funding for roadway repair funding.

**Map 6.15
Planning District 6 Street Conditions**

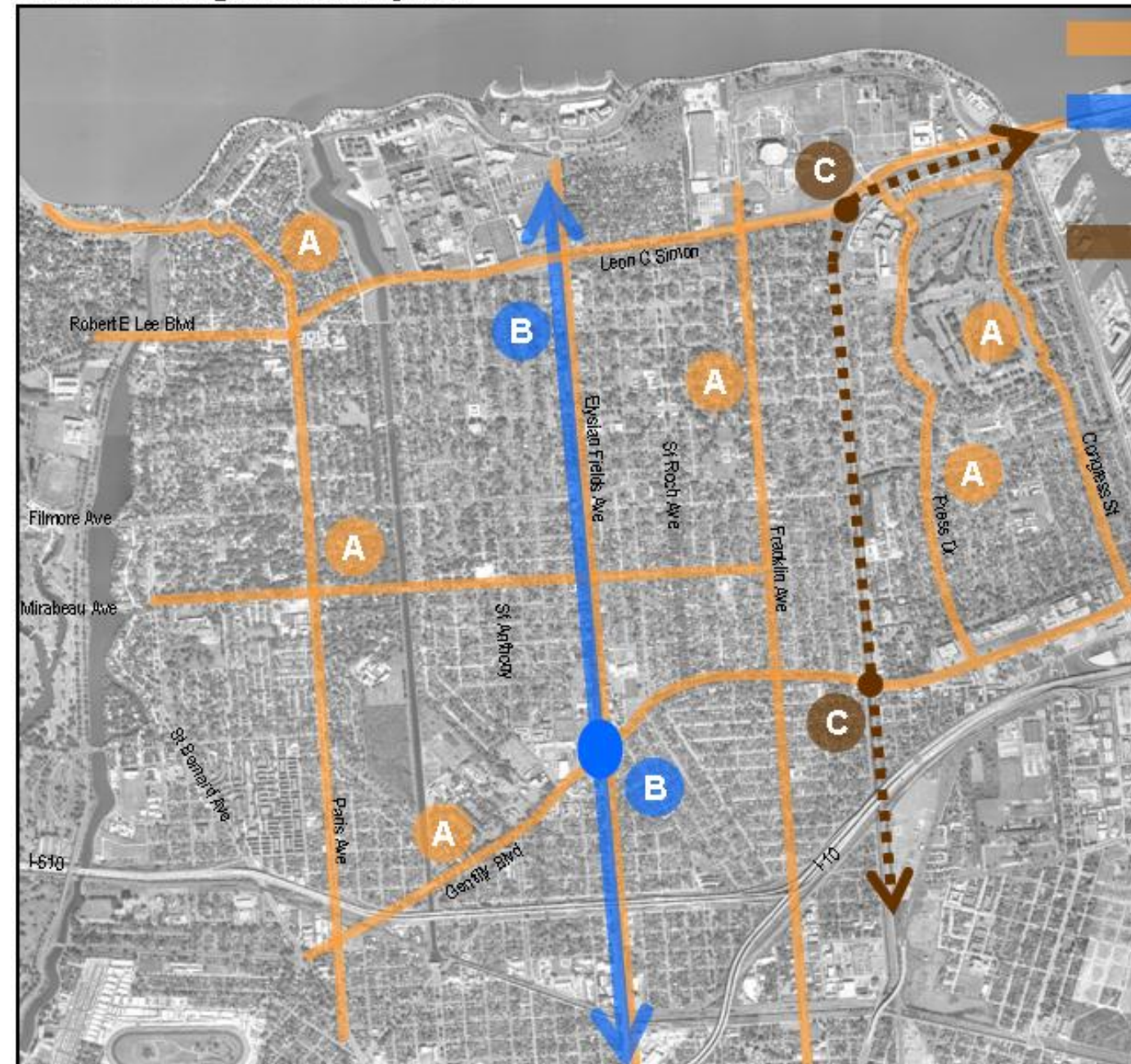


¹⁹ Source: “Infrastructure and Environmental Quality Report”, Gentilly Civic Improvement Association – Infrastructure and Environmental Quality Committee, June 10, 2006.

Rail/Transit Improvements/Projects:

- Restore pre-Katrina transit routes.
- Secure funding for environmental impact statement process for streetcar or light rail system on Elysian Fields Avenue to connect with riverfront streetcar. Include possibility of transit terminal at Elysian Fields Avenue and Gentilly Boulevard.
- Establish commuter rail between New Orleans and nearby cities.
- Establish two commuter rail stops at SUNO and in neighborhood area of Indian Village.
- Establish intra-city passenger rail in the district.

**Map 6.16
Transit & Light Rail Projects**



Transit & Light Rail Projects

- A** Restore transit service & rider amenities (shelters/benches/landscaping) to pre-Katrina routes
- B** Secure funding for environmental impact statement process for streetcar or light rail line on Elysian Fields Avenue. Include transit terminal at Elysian Fields Avenue & Gentilly Boulevard
- C** Establish two commuter rail stops at SUNO and in area of Indian Village neighborhood
- D** Establish intra-city passenger rail in Planning District 6
- E** Establish commuter rail between New Orleans & nearby cities



Non-Motorized Opportunities

Bicycle & Pedestrian Improvements/Projects

- Implement the city’s bicycle action plan (master plan Transportation Element) to provide a system of bike trails.
- Reallocate existing roadspace to accommodate bike lanes along arterials and signed shared roadways along collectors and local streets. Wisner Boulevard designated bicycle lane has been funded.
- Connect bicycle/walking trails east/west and north/south including (see Map 6.10):
 - Create “Rails with Trails” along Peoples Avenue right-of-way.
 - Connect Wisner Avenue and Peoples Avenue via Filmore Avenue.
 - Refurbish/revitalize St. Anthony Street walking path in the neutral and extend it to Agriculture Street.
- Implement city’s pedestrian improvement plans (master plan Transportation Element).
- Implement Americans with Disabilities Act (ADA) compliance measures including curb cuts and truncated domes.

Policy – Institute a system of accountability and transparency for drainage system operations and system failures. Establish transparent and accountable governance system to set objectives, track progress, verify completion and assess lessons learned. Assure adequate funding is provided for objectives and assure outlays are properly spent. Establish a clear protocol for residents and governmental agencies to report and track complaints and problems.

Levees, Flood Walls and Storm Surge Protection Improvements/Projects

- Repair/upgrade all breached levees and flood walls.
- Install flood gates on London Avenue and on Industrial Canal at Lake Pontchartrain.
- Relocate London Avenue Canal pump station to northern end at Lake Pontchartrain.
- Implement competent system for reporting/recording complaints concerning flood protection. Streamline and improve telephone and website systems for reporting problems and complaints. Provide awareness training and publications to inform lay people on how to identify and report levee problems to responsible agencies.

- Institute system of technical oversight for flood protection projects. Require the U.S. Army Corps of Engineers retain an independent board of consultants to review adequacy of interim and permanent flood protection repairs and improvements.

Drainage Improvements/Projects

- Repair, replace and maintain conduits for storm water drainage. Construct subsurface drainage in neighborhoods where it does not currently exist.
- Repair, replace and maintain pumps as necessary.
- Build safe houses for drainage pump personnel.
- Install gutter barriers to prevent street runoff from entering buildings.
- Perform storm water management analysis to create holding ponds or subsurface basins in open spaces to retain flood waters away from streets and residences. Implement storm water best management practices.
- Enforce the Louisiana Discharge Elimination System Storm Water Pollution Prevention Plans for all construction sites greater than one acre.

Coastal Wetlands

- Provide emergency federal resources for repairing hurricane-damaged wetlands.
- Achieve Coast 2050 objectives by directing a larger share of oil/gas revenues to coastal restoration and link levee funding to wetlands.

District-Wide Implementation

The next section presents the detailed projects for each of the seven neighborhoods that comprise Planning District 6. What tie the Neighborhoods Rebuilding Plan to funding are the identification of projects and an estimate of initial cost (by project) for each neighborhood. The costs analyses are provided on an order-of-magnitude basis as to the scope and magnitude of the project proposed and the investment required to construct it.

Neighborhood	Early Action Plan	Mid-Term Plan	Long-Term Plan	DISTRICT 6 TOTAL
Dillard	\$ 32,390,000	\$ 1,565,000	\$ 58,567,000	\$ 92,522,000
Filmore	\$ 58,422,000	\$ 825,000	\$ 98,424,000	\$ 157,671,000
Gentilly Terrace	\$ 53,350,000	\$ 2,770,000	\$ 99,600,000	\$ 155,720,000
Milneburg	\$ 44,055,000	\$ 450,000	\$ 62,670,000	\$ 107,175,000
Lake Terrace/Lake Oaks	\$ 11,297,000	\$ 3,725,000	\$ 22,460,000	\$ 37,482,000
Pontilly	\$ 46,263,000	\$ 11,665,000	\$ 72,700,000	\$ 130,628,000
St. Anthony	\$ 31,332,000	\$ 342,000	\$ 62,633,000	\$ 94,307,000
DISTRICT 6 TOTAL	\$ 277,109,000	\$ 21,342,000	\$ 477,054,000	\$ 775,505,000

Each project is matched with potential funding sources identified through the planning process and while not exhaustive in its scope, it serves as a guide to where funds could originate. A substantial financial commitment by federal and state entities are a vital ingredient in the recovery effort and will provide the necessary economic infrastructure to attract the private investment required to create stable and vibrant communities.

Each funding matrix, presents the projects as “Early Action/Critical”; “Mid-Term/Needed”; and “Long-Term/Desired”. This designation provides a general guide as to what neighborhoods need for revitalization and redevelopment.

5 Neighborhood Plans