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Presentation: Five Year Recovery Plan for the 9th Ward

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PRESENTATION OF A FIVE-YEAR RECOVERY PLAN FOR THE 9TH WARD

Overall Development Goal and Objectives

Five-Year Action Plan

A. Restoring and Sustaining the Ecological Health and Wellness of the 9th Ward

B. Expanding Employment, Entrepreneurial, and Service Opportunities for Residents, Businesses and Institutions

C. Expanding Housing Opportunities for Former and Future Residents

D. Restoring Key Municipal/Human Services

E. Promoting Excellence in Lifelong Learning

F. Celebrating the Extraordinary Architectural, Musical, Culinary, Artistic, and Literary History and Culture of the 9th Ward

Overall Development Goal and Objectives

Every comprehensive plan has a primary outcome that it is seeks to achieve.

The overall goal of the Peoples' Plan for Overcoming the Hurricane Katrina Blues is to:

Create a more vibrant, sustainable and equitable 9th Ward that offers former and current residents, business owners, and institutional leaders a higher quality of life and attracts new residents and investors eager to participate in an unprecedented revitalization of one of America's most historically, culturally, and socially significant urban communities.

The effective pursuit of this goal will require 9th Ward residents and leaders to cooperative with local lenders, intermediaries, such as: NeighborWorks, Enterprise Communities, Local Initiatives Support Corporation and Seedco, family and corporate foundations, trade unions, and municipal, state, and federal disaster relief and urban development agencies to achieve the following recovery objectives:

- Restore and improve the quality of the urban environment through the adoption of sustainable land use planning and management practices;
- Expand employment and entrepreneurial opportunities providing 9th Ward residents meaningful work at living wages;
- Provide available, affordable, and quality housing to former, current, and future 9th Ward residents through a comprehensive strategy extending homeownership, increasing rental housing for working families, and restoring public housing for individuals and families with limited resources;
- Offer exceptional lifelong learning opportunities through public education that prepares 9th Ward children and adults for participation in an increasingly competitive global economy that demand s superior organizational, analytical, communications, and interpersonal skills;
- Strengthen municipal services that promote the health, wellness, safety, and happiness of local residents, business owners, and civic leaders; and
- Preserve the rich history, art, music, and culture of the African American people who built and sustain the neighborhoods of the 9th Ward as a local, regional, national, and international resource.

The following section of the report presents a detailed five-year ACTION Plan aimed at enabling the residents and leaders of the 9th Ward, to effectively achieve the overall development goal and objectives of the Peoples' Plan.

Restoring and Sustaining the Ecological Health and Wellness of the Ninth Ward

The Ninth Ward still requires systematic clean-up of streets, rights of ways, alley systems, and parks. Current environmental conditions range from normal to intolerable for the well-being of the community and local ecology. Local streets and alleyways contain potholes caused due to erosion and clutter from storm-related debris. Trees stand uprooted and vehicles lie on sidewalks, on top of other trees or other cars, or as part of the façade of houses. Parks where children used to play are now occupied by FEMA trailers. Much of the land in the flooded areas contains toxic materials and debris. Many homes that have not been gutted yet pose safety and health hazards.

Residents of the Ninth Ward are determined to reoccupy their homes, and many have already done so. For their sake, and the sake of those yet to return in the future, the ecological health and wellness of the Ninth Ward must be restored. Demolition, restoration, and cleaning must be done in a timely fashion. Missing street and traffic signage must be replaced as soon as possible and medians along the major arteries (e.g. St. Claude, Claiborne, and Tupelo) need to be restored and improved.

Several short-term projects can promote a sustained and healthy neighborhood recovery. Serious infrastructure should repair major arteries, collector streets, and service streets with high rates of resident return. In addition, water, electric, gas, sewer, and drainage systems need to be brought to a functional state and re-connected to the overall city system.

A new land use plan needs to be put together, to respond to a post-disaster situation, and to new socio-economic realities. Even the most optimistic reports indicate that a complete population return is unlikely (the city was shrinking before Katrina hit), so housing re-development projects should encourage compact clusters of houses. A scattered and haphazard return pattern, with one or more houses surrounded by abandoned or blighted houses, is unsafe and prone to crime. Areas that are prone to floods or have excessive toxicity levels can be converted into open space or can be converted to wetlands. New housing construction should follow standards that do not place residents at risk, while institutional and commercial buildings should be placed in the areas with the highest concentrations of people. Industrial uses should be placed on already industrial-zoned lands, or in areas that have either been deemed brown-fields or unfit for housing development. Advanced design ideas,

such as green roofs, would respond to subsidence problems by reducing storm water runoff.

A new land use plan and a revamped infrastructure will address the basic needs of neighborhood residents. A series of tot-lots and playgrounds would add to the quality of life of the residents (even if at a minimal level), and would ensure that children do not have to grow up in 'post-disaster' conditions. These should initially be placed in the areas with the highest return rates so children and adults can comfortably engage in active and passive recreation.

A. General Clean-up

Even the minimally untidy neighborhoods can attract criminal activity, let alone create a natural sense of chaos. In fact, there are some sections in the ward which have become breeding ground for criminal activities, which is prompting residents to warn outsiders to leave the Ninth Ward at night. The "broken window" syndrome that defined the crime-ridden and dilapidated New York of the 1980s can be seen in post-Katrina New Orleans. An environment that signals a lack of public involvement and attention is likely to attract crime and further dilapidation. Even the most sensible residents will stop cleaning their side-walks or mowing the lawn if their adjacent streets and public parks go unattended.

An October 2006 survey done by Cornell students and scholars in the Ninth Ward showed that residents were most concerned about the appearance of their neighborhood. One resident complained that the neighborhood "turns into a jungle after dark." He felt his safety was threatened, to the point where he always keeps a firearm within reach.

Some residents have already begun to physically restore their own neighborhood. Residents are actively gutting their homes without any assistance from an overarching organization. The lack of coordination is creating chaos in the rebuilding efforts in the neighborhood. One resident living on N. Dorgenois St. suggested that clean-up simply needs to be done "block by block," and clean-up contracts should be given primarily to local contractors.

Almost 2 years after the hurricanes, there is still debris on the roads. Systematic, block by block disposal of the debris by a conglomeration of residents from the area can prove efficient and more economical.

The first step that should be taken is to create designated disposal piles for different types of material at the cross-sections of blocks that will enable easier garbage pick-up and begin an organized, cost-effective salvage and recycling operation. This "block-by-block" piling should be organized in consultation with private contractors, to speed up the process. Salvageable material from the debris should be reused in the rebuilding of residential buildings. A system can be put in place where residents can submit requests to reuse these materials. The City could designate the areas at block intersections where residents can access these materials. This process can be run in conjunction with EPA to prevent minimal further contamination.

General Clean-up – Model Developments

The City of Los Angeles Curbside Pickup Program Following 1994 Northridge Earthquake.

The City of Los Angeles subcontracted the earthquake debris collection to private enterprises. This way there would be no need to hire and train workers on waste handling, and private companies were offered the potential to expand into permanent facilities that would process mixed and segregated wastes after cleanup activities were completed. The City awarded contracts to contractors who had access to machinery needed most in the curbside pickup of debris, and to companies that had the highest promised and proven abilities to mobilize.

General Clean-up in the Ninth Ward – Implementation Steps

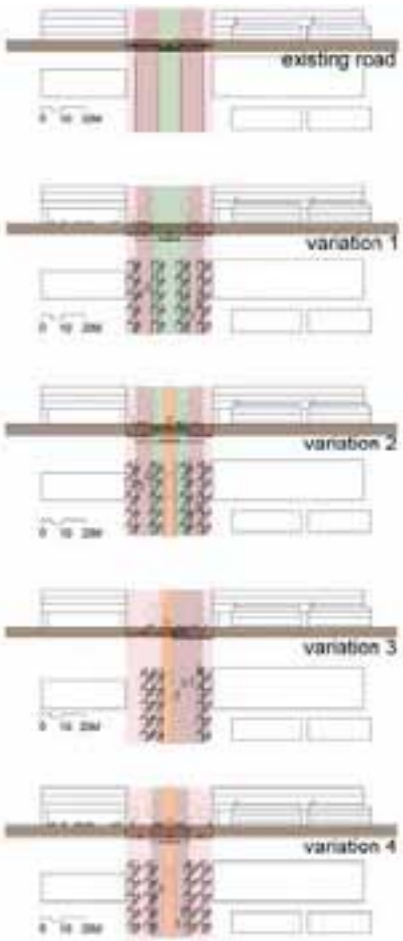
1. Initiate disaster debris pickup.
2. Create a director's board to coordinate relation between contractor and residents.
3. Award contracts to locals to ensure some return of cost on salvaged materials. Encourage contractors to hire people from the neighborhoods they are cleaning up – this way they can tap into the local knowledge, and spread the word to the people that are still in the clean-up and gutting process.
4. Gut houses and fix streets on a block by block basis to give residents the feeling that their neighborhood is on the road to recovery systematically, and holistically.
5. Identify the types and locations of debris piled up in the streets prior to dispatching crews to collect it.
6. Designate locations on every block so that residents can dispose of materials.
7. Consolidate materials of similar types so that loads of like material can be brought to separated processing stations, thus minimizing transportation and disposal costs and increasing the likelihood that the materials will be recycled.

B. Improve Street Medians

The neutral grounds along the major avenues (e.g. St. Claude, Claiborne, or Tupelo) are poorly used. These major arteries connect different parts of the neighborhood, and connect the neighborhood to the rest of the city. These neutral grounds (also known as medians) are currently overgrown with grass, are poorly landscaped (partly because many trees died after the floods), and present a general eyesore for both drivers and pedestrians. They can become more functional and pleasing with some pruning, a series of targeted projects (e.g. the adopt-a-neutral-ground program from Parkway Partners), and a series of design projects.

One design project, for example, would be to enlarge the median along St. Claude to accommodate a proposed street car line and walking paths for pedestrians. Integrating St.

St. Claude Median Re-design proposals.



Claude into the New Orleans' greater transportation system through a major rail line would provide more opportunities for public transportation dependent residents, and spark new commercial/retail developments along this artery.

In addition, bike paths can run along a center aisle of the neutral ground for recreational and commuter use. Heightened curbs and pedestrian-protecting treatments (like curb 'skirts') would make the neutral ground and the whole commercial center along St. Claude more appealing and convenient for pedestrians and bicyclists. In addition, the median could function as a safe zone for pedestrians at night – It is in a very visible location, and away from 'shady corner activities.'

Supporting continued tree planting efforts in the neutral grounds and restoring the urban canopy so heavily destroyed by Katrina can re-introduce shade to cyclists and neighborhood pedestrians, encouraging economic activity by foot.

Finally, adding street furniture along neutral grounds would help set the tone of these avenues as civil, public spaces to be used recreationally as well as economically (although each use complements the other). Furniture design selections and all other plantings should be in accord with the identity and culture of the neighborhood residents. Lighting should be appropriate to enhance safety and make the thoroughfare usable at all times of day and night. Emergency phones can be located every few blocks near street furniture to provide users with an added sense of security about using the shopping strips by foot. The best ways to instill a public perception of safety, however, is increasing foot travel and transit access and preventing any portions of the street becoming "dead" in their use for long hours.

St. Claude serves as a traffic artery, yet improving the character of this street as pedestrian and mass transit oriented will only improve its economic recovery, and increase the participation and rebuilding of the surrounding neighborhoods. The Greater New Orleans area has the least amount of cars per people outside of New York City. If the neutral ground along St. Claude were used to accommodate an extension of the street car system, not only would more pedestrians have better access to alternative modes of transportation, but also to the rest of the city and their own area shopping strip.

Improvements to the central medians would enhance character, vibrancy and culture along the Ninth Ward's major avenues, both for aesthetic sense and commercial use. It also would enhance the distinctiveness and visibility of these areas by changing their status from simple commercial car drags to

boulevards, which will differentiate them from the local streets and side avenues. Better lighting and tree plantings can turn these lifeless, weedy neutral grounds into safe areas for the many pedestrians who live nearby and currently have to dash back and forth across these busy roads.

A view of St. Claude following Improvements and Re-design

The lead agency for such a project would be the New Orleans Department of Transportation in collaboration with hired contractors and the Public Works Department. Funding could come both from the local level and the state and federal level.

Improve Street Medians – Model Developments

West Main Street Concept Plan: (Deactur, Illinois)

Landscaped islands were proposed at the major traffic intersections along West Main Street. The eight-foot wide islands would separate the east and west-bound traffic lanes, increasing safety at these intersections.

Low shrubs and seasonal flowers within the median added to the attractiveness and provided a unifying element through the neighborhood. Pedestrian safety was increased through lighting along the neutral grounds.

Landscape Design Guidelines for Streetscapes (Boulder, Colorado)

The city of Boulder Transportation Division created guidelines for environmental sustainability of Boulder's transportation landscape. The guidelines address the City's goal of becoming a role model for exemplary environmental practices. The document simply describes design choices that will help a project meet specific landscape development goals.

The City of Los Angeles Curbside Pickup Program Following 1994 Northridge Earthquake.

The City of Los Angeles subcontracted the earthquake debris collection to private enterprises. This way there would be no need to hire and train workers on waste handling, and private companies were offered the potential to expand into permanent facilities that would process mixed and segregated wastes after cleanup activities were completed. The City awarded contracts to contractors who had access to machinery needed most in the curbside pickup of debris, and to companies that had the highest promised and proven abilities to mobilize.

Street Median Improvement in the Ninth Ward – Implementation Steps

1. Contact responsible city departments to enquire about possible funding sources, zoning/setback/traffic rules for median planting and streetscape improvements, the proper chain of command to propose and gain approval for a future streetscape improvement plan, and public tender information for architects, landscapers, surveyors, contractors, etc. (if public tender is the desired way to proceed with project)
2. Look for alternative funding. Begin applying to all funding sources.
3. Conduct residents' survey to identify short-term, mid-term and long-term needs and preferences for streetscape and median planting improvements, including pedestrian infrastructure and possible uses for median area.
4. Identify surveying, urban design and landscape architecture firms (within budget constraints) that can conduct a preliminary study of the St. Claude and Claiborne Avenues environment and make recommendations for improvements, based on identified needs and preferences of residents.
5. Obtain a quotation for such improvements, and revise recommendations and quotations until acceptable, both in terms of built-environmental quality and budgetary constraints.
6. Produce a final concept plan and review with residents.
7. Hold a public tender to select designers and contractors for suggested improvements. Another possible option is to do collaborative work—part of median planting/streetscape improvements can be resident-led (e.g. planting, painting, basic landscaping) while others can be professionally done (e.g. paving treatments, lighting, etc.)
8. Produce an implementation plan in consultation with selected professionals and residents.
9. If funding has been secured, implementation can begin as planned.

C. Replace Missing Street and Traffic Signage

Many street and traffic signs in the Ninth Ward were swept away by the floods, badly damaged by the water, or were missing to begin with. The physical assessment surveys taken in October 2006 by a Cornell team indicated that most traffic lights functioned improperly or not at all. Temporary stop signs attempted to alleviate the confusion to pedestrians and drivers by marking the intersections of busy thoroughfares. However, these signs failed to manage the traffic loads observed on the major thoroughfares.

Signs announcing street names were missing more often than stop signs. Local residents and local community organizations (e.g. ACORN and Common Ground) have improvised with unofficial, hand-painted signs, leaving a situation of dubious public safety and traffic legality.

The replacement of traffic signs is essential to the safety of both drivers and pedestrians. Missing traffic lights and signage have caused a sensation of more than a temporary suspension of traffic laws. Therefore, it could become increasingly difficult for the New Orleans Police Department to maintain traffic order. The primary goal for restoring traffic signals and signage is to decrease accidents, morbidity, and fatalities.

This project would require minimal investment on the part of the city and could be completed in a short amount of time. Ideally, every street corner should be checked for the existence of appropriate signage, and where needed replacements should be provided. The leading agency would be the New Orleans Department of Transportation.

D. Complete Infrastructure Repair and Rehabilitation

In an effort to encourage residents to return home, infrastructure repairs (water, electric, gas, sewer, drainage systems) should be made to the major arteries, collector streets, and service streets. These should occur first on a block-by-block basis where the rate of resident return is the highest, but at the same time keeping an eye towards future improvement costs. In the immediate future, drains need to be cleaned, lines restored, and streets repaved. Doing so without incurring future costs will depend upon thoughtful critiques of existing systems, guidance of land use maps, and updating of current infrastructure in conjunction with other city departments and the quality of life goals of residents. When asked about infrastructure conditions in his neighborhood, a Ninth Ward resident complained: "Poor sidewalks--they are not maintained…they have gaps. My daughter is in a wheelchair and the un-evenness of the pavement makes it very difficult for her to get around."

An infrastructure survey done by a Cornell team confirmed this reality for almost every area of the Ninth Ward. While large streets and avenues were in fairly good condition, sidewalks gave the impression of general disrepair; they looked like they haven't been maintained since they were first laid out. The same could be said about street drains and hydrants. A large percentage of street drains (21% in planning district 7, and 38% in planning district 8) were blocked by debris, and many could not serve their purpose any more. For example, many drains had the earth virtually swept away from under them (through rain water pump-outs), and many have been

destroyed, to the point where they were just mere holes in the ground (posing health and safety hazards).

Damage and debris goes well beyond capacities of non-profit and non-governmental agencies to fix alone. Public works and those agencies in charge of city storm water drainage systems should analyze the construction of their streets' curbs and roadways for weaknesses in water collection. Advance Drainage Systems Inc. manufactures plastic pipes that are as sturdy as other materials, yet are smooth on the inside to increase flow in the pipes and allow debris more chances to pass through instead of becoming lodged. Another weakness might be addressed by Hydro-cartridge installations, small devices fitted in above ground intakes for storm drains that filter sediment and foreign objects from water. Conventional vacuum trucks already used by New Orleans could empty the drains.

When repaving subsidence damaged roads, new curbside collectors could be redesigned to absorb groundwater and sediment as well as guide it towards ditches and underground swales. Perhaps innovative solutions could include these curbside collectors to do double duty as new bike routes alongside car traffic. New aboveground, extensive swales could support new bayou protection systems along the periphery of neighborhoods and act as buffers against future storm events. Green roofing projects also have the potential to greatly reduce strain on these systems. However, a simple repaving of the existing road system and reliance on old infrastructure forms will eventually cause the same exorbitant maintenance and repair costs in the future.

An estimated $1 billion is already being raised by the Sewerage and Water Board of New Orleans to update and rehabilitate the drainage system, even as they admit that "New Orleans faces the potential of millions of dollars in EPA fines on top of the funds needed for renovations" plus losses of Federal funds if the system is not executed with ecological sensitivity. The time to commit to extensive updates is now -- with implementation in the very short-term, three to five years at most, or the opportunities for not just repair but substantial improvements will be lost.

Infrastructure Repair and Rehabilitation – Model Developments

High density polyethylene (HDPE) Pipes (Camp Blanding, Florida)

Camp Blanding. Florida is used as a training ground for the Florida National Guard. Time and extensive use of the area have taken their toll on the training camp as well as the camp's water sewage system. The pipes' corrosion leads to the deterioration of water quality. In 1996, the consulting engineers for the site chose HDPE pipes to replace the badly-corroded existing system. The pipes were chosen due to their ease of handling and low cost construction time to install them.

Hydro-cartridges (City of Coral Gables)

The City of Coral Gables has had many incidents of illegal discharges into their storm drain structures. One case involved the illegal dumping by a concrete company that had been cleaning its mix trucks and placing the wastes down the storm drains. Hydro-Cartridge was installed by investigators to capture the illegal discharges and retain the samples as evidence to be used in successful prosecution of the offending parties.

Infrastructure Repair and Rehabilitation in the Ninth Ward – Implementation Steps

1. Locate the sections of previously existing systems that failed most spectacularly during the flooding. Depending on the amount of funding, only certain sections could be replaced due to the high cost of construction.
2. Have a contractor decide whether the damaged section should be removed entirely or just relined with HDPE.
3. Install HDPE pipes
4. Install Hydrocartridge in roadside storm sewers only in areas that are most likely to be affected by flooding.
5. Take Block-by-Block approach to cleaning drains, repairing hydrants
6. Foster dialogue between the Sewerage and Water Board of New Orleans Drainage Rehabilitation Plan, the New Orleans Department of Public Works, and the City's Master Plan to find ways drainage systems might interact with transportation and urban design of streets
7. Hire engineers to study and find innovative solutions to the issue of land subsidence, budget for their implementation

E. Devise a New Land-use Plan

A new land-use plan for the Ninth Ward, devised with accurate flood plain maps and new building standards and designs could restore confidence in people to return and be used as a guide for ecologically responsible rebuilding in certain areas of the Ninth Ward. Maps that overlay topography, soil types, depth-to-water table zones, pollution zones, and main drainage areas ought to be compared to new building standard overlays after which local land use pattern options can be considered with the community. New GIS statistical overlaying should be used in the very short-term (6-months to a year) and all other long term projects, with one being a green roof building and subsidy program with incentives similar to those provided by the city of Chicago depending on mapped location. Chicago began its green roofing program in response to a heat wave crisis that killed hundreds (green roofs are known to reduce urban heat island effect, but also have many benefits for moist New Orleans).

While any location in a new flood plain mapping process would not automatically be exempt from new buildings, new density and building code restrictions ought to be stringently pursued, most importantly raising the height of residential structures along the new guidelines produced by analyzing the area's place in the regional ecological system. Zoning decisions rooted foremost in soil types and topography can serve the Ninth's goals, and effectively minimize future damage in cases of flood.

Those places simply deemed too dangerous for new building in a new mapping should not be seen as simply abandoned to the sea, but become part of a strategic rethinking as Ninth Ward assets—open green space for aquaculture, new commercial businesses, education, and recreation. New eco-spaces could re-create bayou ecosystem elements within the urban environment for pollution reduction, flood pressure relief, and possibly new aquaculture business. These low lying areas are currently seen by some as reasons not to rebuild the Ninth, but with innovative ecological design they instead could be promoted as essential reasons to rebuild unique, exciting neighborhoods for residents to return. Nearby schools could teach youngsters about the emerging ecological economy in new vocational schools that focus on the environment, while simultaneously contributing to the flood resiliency and safety of the whole of the Ninth Ward.

Remaining flood plain zones can be split into areas of prohibited development, restricted development, and warned development, depending on the likelihood of a flood reaching the area based on recent experiences. Homes that are pre-existing or built in these flood plain areas should be required to be modified to be as flood resistant as possible to minimize damage in the future. Stringent flood plain zoning would also limit modification to existing land structures such as marshes or dunes which naturally protect against flooding. To implement and maintain effective flood plain management throughout the Ninth, staff within both local and state planning agencies must continually survey and monitor the land and ecological conditions.

Prevention saves lives and $, but in the case of a land use plan, there must be a process to continually change and update. New Orleans soil is subsiding, so work with university expert researchers and planning officials will be critical to keeping land use recommendations updated to environmental realities. If the Ninth Ward fulfills requirements for the National Flood Insurance Program they are also eligible for more recovery money in the case of another damaging flood. A green roofing program tied to the results of GIS mapping of areas most prone to flooding, and that have the highest incidence of large rooftops (most likely industrial, warehouse areas) --will most likely provide some ounce of prevention. The city's Bring New Orleans Back Committee strongly recommends that the city "implement land use and *urban design features* in the Master City Plan that monitor and further alleviate continued contamination." Green roofing design, with its fifty year track record in Germany, a successful new subsidy program in Chicago, and its embrace by American corporations like Ford Automobile and Heinz Ketchup, now becomes a lead feature for the Ninth Ward. Green roofing (when structures are covered and roofed with organic, living materials ranging from sedums and grass to full sized shrubs and trees) would greatly assist the Ninth Ward's storm water pumping system and dangerous issues of subsidence (the term for the problems of drainage that is currently causing many regions of the Ninth to sink at the rate of approximately 1 inch every three years) by greatly reducing fast moving run-off from buildings. Green roofs, in addition to lasting on average two times longer than traditional roofs and reducing cooling costs, are also demonstrated to reduce rain water run off from structures on average 50%--making them an excellent and relatively cheap method of dealing with storm water and the vexing question of soil washing literally down the drain. While not a silver bullet, greening roofs promises to be one effective tool in battling the causes of land subsidence.

The lead agency for implementing such a project would be The City Planning Department. It would be responsible for maintaining a staff in the form of a Flood Plain Management Committee that would complete this plan and work with the Zoning Board to develop zoning regulations in accordance with their findings. The state would also have a committee that assesses flood plain management and they would work with the local committee on regulation. The Sewerage and Drainage Board should be called upon to share information with this planning process, and be engaged in helping fund the Green Roofing initiative as a cost saving to their own rehabilitation and updating program. The mayor's environment department should also be involved at every stage.

Devising a New Land Use Plan – Model Developments

Green Roof Grant Program (Chicago Illinois)

In Chicago, Illinois, an initiative called the "Green Roof Grant Program 2006 for Residential and Small Commercial Buildings" has helped fund the implementation of over 20 green roofs so far this year. The program is run by the City of Chicago Department of Environment, which issues grants of up to $5000. The city is also starting a program titled the "Green Roof Improvement Fund Tax Increment Financing" (GRIF TIF), which will match funds up to $100,000 per project.

This initiative is being run by the Department of Planning and Development. As of 2005, there were 2 million square feet of green roofs built or under construction in Chicago. The Chicago City Hall was greened in 2001 with 20,000 plants, and has benefited from a 30 degree temperature drop in summer months. Tests in Chicago show that even under conditions of substantial or heavy rainfall, green roofs can reduce runoff by 60% over the course of a half hour. These Chicago tests are rather comprehensive, and should be consulted for contemplation in New Orleans.

Plant-Based Surface Systems (Berlin, Germany)

A 2003 study in Berlin, Germany documented the extent to which organic mats placed on paved surfaces can curtail storm water runoff. Although these experiments added organic layers to concrete surfaces at public transportation hubs, the mats are designed as rooftop supplements as well, and have been successfully implemented as such in previous experiments (in fact, an estimated 10% of all roofs in Germany have been greened). The mats used in Berlin were called plant-based surface systems (PBSS), and were comprised of soil, mosses, grasses, and a layer of water filters. The PBSS were found to curtail runoff in two ways, as they both absorb water, and increase the amount of water that is naturally evaporated. In Berlin, performance of PBSS varied seasonally, with highest volumes of water retention and evaporation occurring in summer months. As New Orleans is located in a warmer climate than Berlin, however, performance in the former could be consistently better. Still, even in Berlin, the PBSS increased both evaporation and retention by up to 70%. If similar results were replicated in New Orleans, the benefits could be huge.

City of Muncie Floodplain Management Ordinance (Muncie, Indiana)

The city of Muncie, Indiana has an entire ordinance devoted to flood plain management zoning rules and regulations. Any application for a building permit must be evaluated and if the proposed building is in a floodplain area there are further restrictions. The Zoning Board is responsible for implementing these ordinances, and in close cases they consult the Department of Natural Resources.

Devising a New Land Use Plan in the Ninth Ward – Implementation Steps

1. Create a committee at the local level in charge of flood plain management to complete an assessment of the flood plain area. This committee could be a subcommittee of the Zoning Board, or a separate entity that works with the Zoning Board. The most popular method today for developing a flood plain map is to use a Geographic Information System

(GIS), which will simplify the process.

2. This Committee should work with the local zoning committee to alter the zoning codes to enable flood plain management. Together the Flood Plain Management Committee and Zoning Board need to ensure that land use meets their requirements.
3. Over the years the Flood Plain Management Committee needs to re-evaluate their flood plain maps and update their suggestions for zoning restrictions, because flood plains change with time.
4. Follow up on the land use flood plain map with a green roofing program.

Potential Funding Sources

- The state and local governments should both have programs that would contribute to this zoning and its costs.
- FEMA has a Community Assistance Program (CAP) which already funds many state programs for flood plain management, so they should also contribute funds.
- The Sewerage and Drainage Board might be convinced in also helping fund the mapping program and the green roofing subsidy program as assistance to their own organizational aims and goals.
- New Orleans planners might look to the Natural Resources Defense Council, which, in collaboration with the Enterprise Foundation, has pledged to invest $555 million in environmentally friendly housing initiatives throughout low-income neighborhoods of the U.S. for the green roof funding.

F. Create Network Playgrounds and Tot-Lots

The flooding post-hurricane decimated the playgrounds and parks of the Ninth Ward. Before Katrina, residents had few safe places in which their children could play, with drug dealers often taking control of the few local playgrounds and supervised play areas. Post-Katrina, our survey team listed 15 of the 22 parks and neutral grounds they visited in the 7th and 8th planning districts as storm damaged, and half of those visited, 11, they discovered to be closed. These parks were overgrown and not maintained and instead used as FEMA trailer sites or construction staging areas.

"Lots-for-Tots" proposes creating a system of pocket-sized playgrounds throughout the districts by either renovating existing playgrounds, revamping vacant lots, or adding to playgrounds near schools. Adopting the same principles of the "Safe Routes to School" funding program in the latest federal transportation bill, SAFETEA-LU, new playgrounds should first and foremost have excellent walking access to both one another and residential centers. Pre-existing playgrounds can be themed to New Orleans' cultural history. Playgrounds by Lots for Tots will also include benches and paths from which adults can supervise their children and daily supervision from community volunteers.

Residents cite the lack of safe spaces for their children as one of their top concerns. Several respondents to our surveys cited playgrounds for kids as the most important thing they would like to see incorporated in a recovery plan. Several other respondents cited either streets or vacant lots as the most important long-term issue for recovery. Turning vacant lots into new playgrounds simply makes sense for the residents of the 8th planning district. A comprehensive system of playgrounds, often physically linked to community institutions like schools can help prevent criminal activity from taking control of single, unregulated playgrounds. Neighborhood participation in both the design and construction of these playgrounds increase the quality of community stewardship over these new public spaces. Provision of more well-lit, safe, and supervised spaces for residents' children will also boost the morale of the entire community and provide incentives for residents with children to return to the Ninth Ward.

The lead organizations for such a project would be The New Orleans Public Works Department and the Mayor's Office of Environmental Affairs. Technical assistance could be provided by The New Orleans' Department of Parks and Parkways, Parkway Partners (http://www.parkwaypartners.com/) who are already undertaking "adopt a park" and adopt a neutral ground programs.

Creating a Network of Tot-lots and Playgrounds – Model Developments

Travis Elementary Dinosaur Park (Houston, Texas)

The inner city park attached to an elementary school shows how community activism and involvement can be incorporated into playground construction. The park's unique dinosaur-bone playscape delights locals and attracts visitors from afar. The new park has play space for children, sports fields for adolescents, and benches, jogging paths for adults. Integration within the Houston school system allows the park to feel more like part of the community. Park construction in the Ninth Ward needs to be linked to nearby schools in order to strengthen ties between school and children, school and community.

Squares of Savannah (Savannah, Georgia)

The Squares of Savannah, while not an urban playground, show how a set of smaller parks can systematically be interwoven into a community and also effectively integrated within a larger system. The system of parks consists of individual squares of green space scattered throughout downtown Savannah. Even though downtown Savannah is high traffic, it maintains its pedestrian-friendly nature through its use of broad sidewalks and clearly delineated pedestrian walkways from one square to the other. A pedestrian-friendly system of parks in the Ninth Ward should also adopt an emphasis on sidewalks

and connectivity in a portion of the city where there is heavier reliance on walking and public transportation than cars.

Canady Park/Illinois Avenue Park (St. Louis, Illinois)

Part of an outreach program by ESLARP of U. Illinois, the Canady and Illinois Avenue Park projects show how university and community involvement can transform a declining area. Similar steps can be taken to involve students from New Orleans universities such as Tulane and LSU in the creation of pocket park spaces.

Involving youth in the construction of park elements, such as the basketball court, reclaims the previously drug-infested spaces for the community. The principle of community involvement as an antidote to drugs and violence can also be applied to park construction in the Ninth Ward.

Creating a Network of Tot-lots and Playgrounds in the Ninth Ward – Implementation Steps

1. Seek input from the community on vacant or blighted lots to identify well-situated places for their playgrounds.
2. Designate areas either adjacent or close to local schools for potential play areas.
3. Integrate and work with other agencies to use bike paths, improved sidewalks, and existing playgrounds into a larger system.
4. Work closely with landscape architects, school officials, and police to draft plans for the playgrounds in neighborhood charettes with children and parents.
5. Secure funding (through fundraising, national nonprofits, and grant writing to SAFETEA-LU) for safe routes to school programs.
6. Train local unemployed/construction workers in playground construction so they have an incentive to stay in New Orleans and contribute to the community.
7. Program new playground and park space into neighborhood activities such as festivals, holidays, etc.

Potential Funding Sources

- SPARK initiative (http://www.sparkpark.org)
- Urban Resource Partnership grant
- Greater New Orleans Foundation
- Head Start
- Local and national businesses, federal funding
- SAFETEA-LU http://www.fhwa.dot.gov/safetealu/factsheets/saferoutes.htm

Expanding Employment, Entrepreneurial, and Service Opportunities for Residents, Businesses, and Institutions

The future of the Ninth Ward depends upon the availability of job opportunities, both within the neighborhood and in the surrounding commuter areas. Residents who have returned depend on a steady source of income to repair their houses and get their lives back on track. But there are not enough jobs. Residents need jobs, and an easy access to amenities that will offer them a good quality of life. According to the 2000 US Census, over 35% of the people living in the Ninth Ward had no vehicle. They used public transit or walked to get to work. Many incoming residents will continue to use these means of transportation.

A large percentage of the returnees interviewed in October 2006 by Cornell scholars were not then employed. Only 54% had steady employment - the rest were retired (32%), disabled (10%), unemployed (3%) or care-givers (2%). This cohort needs easy access to institutional and social facilities, and services that will ease their day-to-day lives. We therefore propose a series of short-term projects that respond both to the needs of those who are employed and the needs of those who are not.
One project that could be completed in a timely fashion while serving a large cohort of people would be the rehabbing and re-opening of the St. Roch Market as a public, retail, vendor foods and crafts market. The St. Roch Market, besides its socio-economic role, is a cultural institution. Its re-opening will give residents a sense of life returning to normal. At the same time, the neighborhood will take an important step towards gaining back its identity.

A second project that could be completed quickly, with minimal resources, would be the establishing of a flea market for residents to sell vintage, wholesale, and retail items. A flea market could be a social hub for people to meet and greet and would serve as a convenient venue to exchange things of immediate and long-term need. People who have finished working on their houses could sell excess building materials to people still in the process of rebuilding.

A YouthBuild grant could train local residents in the crafts that are needed for bringing New Orleans back. This is an immediate need, given the large demand for people who can do gutting, rehabilitation, and construction, as well as landscape design and installation. Ideally, people who live or used to live in the neighborhood should be trained for these

types of jobs. To achieve this goal, a training infrastructure has to be created quickly to enable people to repair their homes while learning how to help others do the same.

Tied in with the YouthBuild project, a modular housing factory should be attracted to an appropriate site within the Ninth Ward. This is a short-term project that would serve a myriad of needs. It will provide employment for YouthBuild trainees and other locals, it will offer a quick and inexpensive alternative for house rebuilding, and it could become a local export base and revenue generator.

Finally, fostering a series of institutional/commercial/retail arteries throughout the neighborhood will offer much needed amenities to residents, will create jobs, and will create a vibrant and dynamic community. These arteries would serve local, city-wide, and regional retail shopping needs (food store, drug store, barber/hair salon, sporting goods store, video rental outlets, credit union, etc.). St. Claude could cater to a larger audience (e.g. through a senior center, cinema, or a large supermarket), Claiborne would serve a city-wide and local audience (e.g. through local restaurants, rental stores, grocery stores, or local banks), while Galvez would serve neighborhood needs (laundromats, corner stores, or a day care center).

A. St. Roch Market

The St. Roch Market is a historical structure and cultural landmark of great importance to the history, character, and identity of the neighborhoods included in the planning districts 7 and 8. Bringing the market back could serve as a catalytic economic development project for the area and would offer an inspiration for other development and redevelopment projects throughout the neighborhood. Recognizing that there already was a deeply engaged group of citizens involved with the market and its future, a group of 36 students, 3 alumni, and 4 faculty from Cornell undertook a study trip in the Spring of 2006, assessing the market's post-Katrina condition and possibilities for rehab and redevelopment.

Bringing St. Roch Market Back – A Vision

The St. Roch Market was seen as an extraordinary cultural resource for the City of New Orleans and the St. Roch neighborhood. It is beautiful, significant, in relatively good condition, and highly valued by its community. In the many interviews the Cornell team had with local residents, they found unanimous affection for the St. Roch Market and

support for its preservation. There was also unanimous interest in keeping food-related uses in the market.

Considering the historic and cultural importance of the structure, market redevelopment should be undertaken according to the accepted principles of historic preservation practice and respect for the character, history, setting, and significance of the site. The Market is capable of being rehabilitated in phases, linked to funding, local needs and conditions in New Orleans.

Potential Funding Sources for St. Roch Market Redevelopment

Organization and Eligible Grant Use	Available Funding
USDA Farmers Market Promotion Program: Market operations and management, vendor education and development, consumer education and improvements to market access. Cannot be used for purchase of land or property, or brick and mortar repairs.	Approximately $1million total funds allocated for 2006, maximum awards of $75,000
Gulf Coast Ecological Health & Community Renewal Fund: Proposals are to be developed in collaboration with local residents and should address one or more of the following issues: Right of return and right to stay; ecological health; Environmental justice and health; Just and sustainable rebuilding; Worker rights.	One year grant requests of $5,000-$40,000. Most grants will be $20,000 or less due to the size of the Fund. Smaller grants and emergency grants may also be considered if requested. Preference is given to applicants with a budget under $1 million, although organizations that fall outside of this range may apply.
Diversifying Public Markets and Farmers Markets: *Program funding from*: Ford Foundation and W. K. Kellogg Foundation, in partnership with the Farmers' Market Coalition, a program of the North American Farmers' Direct Marketing Association In the past, grants were awarded in three categories: 1) Public Market/Farmers Market Networks: Broadening Impacts & Building Sustainability; 2)	$1 million; grants range in size between $12,000-$25,000 and possibly up to just under $100,000 depending on the program category.

Individual Markets: Diversifying Farmers Markets Mini-Grants; 3) State/Regional Farmers Market Association Grants: Building Capacity to Support Local Markets.	
Federal-State Marketing Improvement Program: 1) Foster new/expanded domestic/ foreign markets and new/expanded uses of agricultural products; and 2) Assist in the development of more efficient marketing methods, practices and facilities to bring about more efficient and orderly marketing, and reduce the price spread between the producer and the consumer.	About $1 million per year; 2005 individual grants ranged from $20,000 to $135,000.

St. Roch Market Redevelopment – Implementation Steps

1. Launch a general clean-out of the market; scraping of old paint and repainting; minor repairs.
2. Create a usable space for activities such as a farmer's market, band concerts, dances or community meetings.
3. Configure the Market to accommodate a more regular market made up of individual entrepreneurs or concessionaires, with a café and a small community center.
4. Finally, support the Market's existence as a fully-outfitted market and/or restaurant, with offices and meeting spaces for the community.

B. Establish a Flea Market

Giving the residents of Districts 7 and 8 an outlet for small entrepreneurial opportunities could spur local economic synergies, and create venues for people to meet and greet. A flea market requires minimal public investments and could potentially provide a series of direct and fringe benefits that would make living in these districts more desirable. The figure below shows in green the areas that have been zoned as park land before Katrina. The five minute walking buffers indicate their service areas and give an idea of overall accessibility; some areas had no parks within a five minute walking distance. The areas highlighted in red represent open parcels of land that could easily adjust for a flea market site.

Pre-Katrina Parks and 5 Minute Walk Buffers

These markets should be encouraged near the informal locations where such activities are taking place already. An ideal spot for such development would be the Northwestern bank of the Lower Ninth, along the canal. This spot is easy to reach by people living in the neighborhood, and it offers a land area that could fit a variety of offered goods and services.

Especially as residents rebuild their neighborhood, such a flea market could provide a central place for the exchange of construction materials and services, as well as household goods. Someone who finished work on their house could sell, at a discounted price, the leftover building materials and equipment to somebody still in the reconstruction process. Similarly, residents who have newly-equipped houses could sell older appliances to people unable to buy new ones.

The flea market could provide an important site for distributing information regarding health, education, welfare, housing, and job training services. The lead agency on such a project could be the city itself or a local NGO. A flea market is relatively cheap to organize, and charging sellers a small fee would provide money to maintain the market.

Flea Market – Model Development

ReCycle North Program, Burlington (VT)

ReCycle North is an innovative recycled products, job training, deconstruction program from Burlington, Vermont (http://www.recyclenorth.org/). One of its many attributes is to help individuals and families purchase affordable house goods.
In collaboration with a series of social service agencies, ReCycle North delivers vouchers for essential household items and building materials to individuals and families in need. Additionally, ReCycle North provides other local non-profits with goods and services to help them fulfill their vital work. This includes office furniture, computers, appliances, and repair services for computers and appliances.

Establishing a Flea Market in the Ninth Ward– Implementation Steps

1. Organize a resident survey about how a flea market could help them with their day-to-day needs.
2. Based on results of survey, determine the size and location of such a market.
3. Establish an entity that would manage and maintain the market (e.g. by charging a small usage fee), or subcontract this service provision to a local NGO.
4. Inform neighborhood people of this new development.
5. If not existing, establish a bus route that would service the market.

C. Pursue a YouthBuild Grant

The physical rebuilding process in the Ninth Ward stimulates economic and workforce development and an emphasis must be placed on developing local skills in the building trades. Community empowerment and swift redevelopment depend on programs that connect residents to careers in the building trades, which they can focus on the recovery of housing and business in their own communities. Such programs should, if possible, be developed around the sites of existing or proposed housing development facilities.

In addition to encouraging a modular housing industry in the Ninth Ward, several programs can address community housing needs while offering job training to the residents of the Ninth Ward. YouthBuild provides an alternative education and workforce development program that trains high school dropouts and unemployed young adults in the building trades. YouthBuild USA is a national organization that supports 200+ YouthBuild programs with staff development, technical assistance, and advocacy. Currently, a YouthBuild training site exists now at the Mirabeau Family Learning Center in New Orleans, and YouthBuild has a large initiative in Gulfport, MS.

The Lower Ninth Ward would be an ideal location for a YouthBuild program, which could fulfill the symbiotic goals of workforce development and construction of quality affordable housing. Alternatively, we might also consider establishing a non-profit incubator for local entrepreneurship. Residents could develop small businesses to create services such as house gutting, building materials distribution, painting, local advertising, among other industries that would accelerate the economic and community development of the Ninth Ward.

Existing community colleges, nearby architecture schools (LSU for example), as well as building trades' unions could serve as potential Youthbuild collaborators. Furthermore, with the help of policy makers, an agreement could be reached with for-profit and non-profit builders, developers, and funders to employ a certain number of workers from job training programs on their sites. Ideally, all workers could be hired from among neighborhood people.

To promote sustainable and well-paying jobs for the residents of the Ninth Ward, we must consider innovative ways to connect workforce development, education, and economic

development in New Orleans. YouthBuild is one such model, and we can also build on the capacity of other well-established industries in the local economy. These industries include hospitality, restaurants, and maritime professions.

Programs such as New Orleans' Café Reconcile, where local youth learn culinary skills and are employed by the café, should be replicated in many other industries. These programs may be administered by non-profits, local businesses or incorporated into the public education system. Hotels in New Orleans can have programs that teach and employ local residents to work in the hospitality industry. With these partnerships, employees gain access to stable jobs, and employers gain access to a workforce that is well-trained and motivated.

YouthBuild Grant – Model Developments

Urban Leagues Labor Education Advancement Program

The Urban Leagues Labor Education Advancement Program develops apprenticeship programs between building trades unions and community residents. Programs such as these can increase the capacity of local builders and developers, offer job training for neighborhood residents, and accelerate the process of affordable housing development and rehabilitation in the Ninth Ward.

Rocking the Boat (New York, NY)

Rocking the Boat trains youth in boat building skills. They have an apprenticeship program that pays students while they learn applicable skills that increase their ability to work in a local industry.

ReCycle North (Burlington, VT)

ReCycle North's training programs serve a diverse range of individuals who are struggling to find their place in the workforce. Most trainees find their way to the training programs via community social service and rehabilitation agencies and local schools. ReCycle North works closely with these agencies and the trainees themselves to ensure that individual needs are accommodated while high standards are maintained.

YouthBuild Grant in the Ninth Ward – Implementation Steps

1. Contact YouthBuild USA about the possibility of establishing such a program in the Ninth Ward.
2. Identify an appropriate site for the program. If possible, place next to modular housing factory (see next section).
3. Identify and reach out to the young men and women that could benefit from YouthBuild.
4. Have eligible candidates go through the YouthBuild orientation period, and enroll those that have successfully completed this phase in the study/work module.
5. Continue reaching out to other neighborhood youth.

D. Create a Modular Housing Industry

A modular housing factory in the Ninth ward would offer well-paid employment opportunities in close proximity to an available workforce. This local industry would accelerate the neighborhood reconstruction process, generating infill housing that could be easily adapted for sites near the factory.

The adjacent figure maps the areas with industrial zoning in the Ninth Ward. Also, the neighborhood's proximity to the Mississippi River and a nearby harbor, as well as an extensive railway system, could revive this underutilized industrial area into an important regional and national export zone. A modular housing factory could serve its immediate area, and potentially act as a catalyst for housing production in the entire Gulf Coast.

Industrial Zones in the Ninth

Placing such a facility in the Ninth Ward makes economic sense because of the existing tracts of land that could house it because of the available labor force, and because it would serve an immediate need in the neighborhood, as well as create export opportunities. A neighborhood with a powerful export base would draw resources to the area and fuel its growth, adding to the well-being of the neighborhood.

A modular housing factory would contribute to the rebirth of the neighborhood by generating affordable housing and jobs for the people living there. The type of housing developed in such a facility should be specifically tailored for flood prone areas, it should follow green and vernacular building designs, it should follow high design standards, and it should also be affordable for most of the people living in the neighborhood.

Funding for such a project would most likely come from a mix of public and private sources. To promote sustained long-term development, investors should be encouraged to invest in the neighborhood beyond the boundaries of their own facilities. Building social and economical ties within the area will ultimately benefit the business itself.

E. Creating Economic Opportunities

Both the Upper and Lower 9th Ward have available retail opportunities, neighborhood amenities, employment, and institutional facilities[1]. Furthermore, the major commercial arteries are checkered with deteriorating buildings, empty storefronts, roads in need of re-pavement, and unsafe pedestrian environments. A survey done by Cornell students and faculty in October 2006 showed that residents were mostly concerned about the undesirable appearance of the neighborhood, rent inflation and lack of funds to rehabilitate homes, shortage of local jobs and retail opportunities, poor educational facilities, endemic crime, and lack of alternative occupational/recreational opportunities for youth. Redeveloping the neighborhood's major arteries and creating a series of strategic nodes and condensers could respond to these problems by attracting people and businesses and by creating a vibrant and dynamic community.

St. Claude Ave., the most important neighborhood artery, could offer retail opportunities for both higher order goods[2] and lower order goods[3]. Claiborne Ave. and Galvez St., two secondary neighborhood arteries, could be redeveloped to offer primary services and lower order goods for neighborhood people, as well as higher-end services (e.g. restaurants) for a city and region-wide clientele.

To anchor these neighborhood amenities and to ensure a healthy synergy of businesses and people, residential developments should be encouraged. For-sale units give stability to the neighborhood, while renter units ensure dynamism and vibrancy. Streetscaping and design should complement the influx of businesses and new housing developments by enabling easy access throughout the neighborhood and by encouraging a pedestrian-friendly environment. On-street parking, wider sidewalks, wider and landscaped medians, narrower major arteries (especially St. Claude and Claiborne) and traffic calming would also create a more inviting, safe, and pedestrian-friendly environment.
A Cornell urban design team made specific recommendations for how commercial/retail/institutional arteries could be developed, and it proposed a series of building designs that

[1] Retirement homes, day cares, centers for people with disabilities, schools, community centers, homeless shelters, after-school care, etc.

[2] Goods for which people are more likely to travel large distances
[3] Goods which are needed frequently by consumers

Mixed-Use Infill Development

would be both affordable and respond to the specific requirements of the site (ground elevation, flood resilience, potential buyers, and already existent uses). The diagram

above outlines types of development that could go into these areas. Structures that have a commercial/retail use on the first floor and housing on the second floor create a mixture aimed at satisfying both housing and amenities needs. These structures will largely provide infill alternatives for parcels of land that are currently undeveloped or are occupied by decrepit or abandoned structures.

Infill developments are often a difficult undertaking because they involve higher costs (land prices and small parcels assembly), gentrification, and opposition from the community, complicated zoning ordinances and parking requirements. To avoid such problems, the design guidelines should be strict and follow a tasteful integration strategy, in accordance with the neighborhood character and culture. Citizens, interest groups, and neighborhood organizations should be consulted as a precursor to creating a common neighborhood vision. The zoning ordinances should be revised to respond to new neighborhood needs, and future development plans (e.g. some industrial areas could be converted to retail or institutional uses).

A palette of financing options should be offered to residents and developers – from small bank loans to local, state, and federal funding programs (e.g. Housing Trust Fund, CDBG, LIHTC, Federal Home Loan Bank). As rent accumulates from commercial/retail spaces, the project could finance itself, as well as other ongoing community projects.

Ultimately, initial public investments should create an environment attractive for private investment. An influx of private investment would bring more tax revenue to the area, which in turn could finance future public investments.

The figure below illustrates how the space along St. Claude Ave. could be improved through public investments to attract

private investments. The median could accommodate a trolley/light railway line and walk-paths for pedestrians. This 'neutral ground' can function as a safe space that is highly visible from both sides of the street – following Jane Jacob's 'eyes on the street' principle. Particularly at night, people would feel more comfortable using such a space.

In addition to enlarged medians and enlarged sidewalks, we propose public investments in three nodes of activity at the intersection of Press St. and St. Claude Ave., around the St. Claude Bridge between the Lower Ninth and the Upper Ninth, and at the intersection of Tupelo St. and St. Claude Ave. (see last section figure). These nodes should be landscaped and developed to include institutional

and private uses that serve a large clientele. They could serve as points of socio-economic activity and as general meeting points for people.

The people that would be attracted to these major nodes could then visit other points of interest in the neighborhood. For example, once they reach the intersection of Press St. and St. Claude Ave., they could easily walk to the NOCCA museum, and from there take the Riverwalk, either to the French Quarter, or to the Eastern extremity of the Upper Ninth, and then further up to the St. Claude bridge node.

How Public Investments can create an Attractive Environment for Private Investments

The second major node, at the juncture of St. Claude and the canal, could also benefit from landscaping, and it could be turned into a welcoming access point for pedestrians and bicyclists that want to cross from one neighborhood to another. The third major node acts as a nexus point that binds

the Lower Ninth together and attracts people from the suburbs in the East.

Nodes of Activity and Flow of People

The lead agency in such a redevelopment program would be the city, aided by state and federal funds/programs. We have several models of successful economic development of this kind that policy makers and developers can build upon. These include, but are not limited to: The African American Heritage District in Kansas City, 125th Street in Harlem, Bronzeville in Chicago, or Y'bor City in Tampa.

Creating Economic Opportunities in the Ninth Ward – Implementation Steps

1. Create a comprehensive neighborhood economic development scheme with input from the residents, local businesses, and other interested parties.
2. Secure funding for public investments at the local, state, and federal level.
3. Start a series of public projects that would make the neighborhood more desirable to live and work in. Start immediate projects (e.g. landscaping and public plazas) and longer term projects (e.g. median reconfiguration or the development of institutional buildings) at the same time, to ensure a timely completion and a sense that the project is moving along.
4. Acquire and assemble individual plots of land and start talking to potential developers about the vision for the neighborhood.
5. Change zoning where necessary and commence work on individual private investment projects.

Expanding Housing Opportunities for Former and Future Residents

A. Immediately Begin to Provide an Adequate Housing Supply that meets Community Needs

1. Decisions to Return and Rebuild

Residents decide where they and when to return based on access to schools, medical facilities, and adequate public transportation. Some residents have moved closer to St. Claude Avenue in the Upper Ninth Ward, because, since Katrina, living on St. Claude has allowed them to get better access to these services. Though some residents speak well of the schools, many complain about the distance that their children must travel and the chaos and crowding of the New Orleans school system. In general, the city needs more schools for families to return, and while Reed (Pre-K – 5), Drew (K-8), and Douglass High now serve the Upper Ninth and Bywater as part of the Recovery School District, no schools are open in the Lower Ninth Ward.

NORTA, the bus system, also runs no routes into the Lower Ninth Ward, and the only medical treatment that is easily accessible to residents of the Lower Ninth Ward is the once a week routine health care screening offered through the recently established Sunday Farmer's Market. Children, the elderly, people with chronic medical concerns, and those without their own vehicles – particularly those from the Lower Ninth Ward, but in other areas as well – are left with few choices. To enable residents to return and rebuild regardless of income or disability, we have reviewed the most recent neighbourhood level census data to locate the areas of greatest need for public transportation, access to medical care, and schools in order to identify where such services must be established so residents can rebuild their homes and lives.

2. Housing Development and Design

Block by Block. Residents' desire and necessity to be near schools, transportation, and medical services must directly inform housing development efforts and the provision of other services and infrastructure. Many areas of Bywater and the Ninth Ward Districts are still without basic services. Street signs are missing, roads are in disrepair, and street drainage is poor. Given these conditions, development should occur so that a critical mass of residents can return on a block by block basis. Not only will a block by block approach to housing reconstruction justify a full return of services, but this

Population Factors that Relate to Transportation, Schools, and Health Care, 2000

	Transportation		Schools	Need for Health Services	
Neighborhood	No Vehicle	Bussed to Work	School-Aged Children Present	65 y/o and older	Disabled
Bywater	40%	22%	26%	10%	27%
Desire Area	41%	24%	41%	12%	37%
Desire Development	61%	43%	59%	9%	34%
Florida Area	38%	29%	35%	17%	28%
Florida Development	84%	34%	77%	1%	23%
Holy Cross	36%	17%	45%	11%	29%
Lower Ninth Ward	32%	17%	43%	14%	31%
Marigny	38%	13%	7%	14%	26%
St. Claude	37%	23%	44%	10%	26%
St. Roch	38%	25%	42%	11%	27%

Source: U.S. Census Bureau. *Census 2000 Sample Characteristics (SF3)*. From a compilation by the GNO Community Data Center. <http://www.gnocdc.org>

approach to rebuilding for residents and nonprofits will cost less than other strategies. Furthermore, in areas where extensive flooding occurred, new FEMA standards will require significant lifting of buildings. When this proceeds on a neighborhood block, housing nonprofits like ACORN Housing can negotiate "group rates" with contractors and increase efficiency. Limited funds will stretch farther in this manner.

Scattered Site Development. The existing housing stock throughout the planning area is largely salvageable. (See the discussion in the Homeowner Section.) Much of development in Bywater and the Ninth Ward Districts will be scattered site, so currently existing housing should be rehabbed by residents and nonprofits. Where damage is too extensive, new construction can occur on the same parcel. This strategy maintains the character and building density of the neighbourhood, would be less expensive than radically

redrawing parcel boundaries, and can therefore generate housing more quickly. Homeowner, rental, and public housing can all be promoted in this manner.

Detached Multiunit Development. The neighborhoods in Bywater and the Ninth Ward Districts are largely characterized by a strong sense of community through which residents benefit from extensive networks of friends and relatives. One development style that builds on this sense of community and blends with the existing community, while providing affordable housing would feature:

- Architecture: Scaled-down single, detached, or double housing units in a vernacular style (e.g., shotgun and shotgun double)
- Site: Units would share a common green space
- Tenure: Developments of this type could promote a variety of tenure options, including renting, co-operative ownership, or ownership.

Flood resilience. As residents rebuild, they must weigh the importance of the character and culture of their neighborhoods against safe design. For example, in severely flooded areas, FEMA standards will require houses to sit high on stilts, which will eliminate the stoops and front porches that enhance the strong sense of community in these neighborhoods. In order to maximize safety, while minimizing the disruption of the neighborhood fabric, we recommend that:

- In the case of new construction, lots or parcels should be mounded and raised to increase height, and water channels should be created around property to minimize subsidence. This will reduce the additional height that must be added to foundations to meet FEMA standards.
- Raising a home to meet the new FEMA standards can be expensive, with a minimum cost of $20,000. In severely damaged areas, higher density housing may be required, where the cost of lifting a single unit will prevent residents' from returning to their neighborhoods.

New Construction on Higher Ground. Revitalization of the St. Claude corridor will increase the vitality of Bywater and the Ninth Ward Districts. Therefore, in areas where less flood damage occurred along St. Claude, primarily in the Bywater District, infill housing will expand housing choices for former residents and increase access to transportation as it contributes to efforts to invigorate this corridor. Infill housing on the St. Claude corridor should:

- Compliment and resemble existing buildings
- Provide mixed-use development with residential space on top and commercial/workshop space on the bottom. The commercial space will increase commercial activity along St. Claude and subsidize the construction of residential space, while the residential space will introduce a customer base for the commercial space.

3. Land Speculation

After the storm, inexpensive houses went on the real estate market as some residents decided to walk away from the wreckage that was their home. Real estate speculators saw the investment potential of a gentrifying Post-Katrina Upper and Lower Ninth Ward. Speculation *has* begun. Speculators will hold their real estate, with minimal investment or upkeep, until it increases in value. In addition to pushing out long-term residents, real estate speculators will contribute to blight and delay the revitalization of these neighborhoods. The city must actively address the presence of real estate speculators in these neighborhoods. Requiring routine maintenance of properties, along with penalties for failing to comply, will set the bar high enough so speculators will either lose their property or think twice before investing in these neighborhoods.

4. Temporary Housing

To date, nearly 500,000 displaced families continue to rely upon FEMA's rental housing subsidies, while nearly 100,000 families sleep in FEMA trailers or shelters. An inadequate supply of temporary housing near New Orleans will slow the recovery process, so all efforts must be made to provide temporary housing in New Orleans. When cities recover from disasters, "temporary" means vouchers for housing and years before physical housing structures.

Action Step – Housing Trust Fund

- Housing Trust Funds provide a local source of funding for affordable housing
- Nonprofit organizations and eligible for-profit developers can use HTF funds to build affordable housing
- Additional housing programs like a community land trust or a homebuyer's assistance program compliment an HTF by reaching out to eligible recipients.
- This fund should target those earning 50% or less of the AMI to house those with the greatest need.
- With diverse sources of funding, the responsibility for funding affordable housing is spread across development types and thus is not a disincentive to investment.
- More than 300 housing trust funds currently operate at the state and city level across the country.

Housing Trust Fund Implementation

SOURCES OF FUNDING

Linkage Impact Fee - This fee is levied on each square foot of construction of nonresidential development. Given the development that will take place as the city recovers, linkage will yield significant funding.
Real Estate Transfer Tax - 1¢ tax for every $100 of real

estate purchased would enter the HTF. This is also an effective tool for cooling and monitoring speculation.

Condominium Conversion Fee - Landlords who choose to convert previously affordable rental units into market rate condos, once the affordability term lapses, must either develop replacement units or pay into the HTF.

Inclusionary Zoning (IZ) - For residential development of 5 or more units, developers must produce 15% of units as affordable or pay into the HTF. Inclusionary zoning is a market-driven way to increase neighborhood choice for low and moderate income families.

STEPS

1. Develop organizational structure
2. Prepare and adopt legislation to establish housing trust fund
3. Identify revenue sources
4. Adopt legislation to implement revenue sources for the trust fund.
5. Hire small staff to facilitate use of funds
6. Identify eligible nonprofit and for profit developers and organizations in need of assistance.

LEAD ORGANIZATION
Community Development Department, City of New Orleans

PARTNER ORGANIZATIONS

Developers, affordable housing providers, human service agencies.

CONSULTANTS
Other cities with housing trust funds.

FUNDING
No funding is needed. The program generates its own funding.

COSTS
Small full-time staff

LOCATION
City-wide

Housing Trust Funds – Model Developments

Chicago's Low Income Housing Trust Fund

This program targets households at 30% or below the AMI. The real estate transfer tax is its primary source of funding, one that is expected to generate increased funds in the coming years. In addition to providing funding for housing construction, this program supports the city's rental assistance program. While similar to section 8, the program is much more efficient due to its ties at the city

level instead of the federal level.

Inclusionary Zoning and the Housing Trust Fund, Boston, MA

Boston partners its affordable housing trust fund with an inclusionary zoning policy. In Boston, developer impact fees (inclusionary zoning fees) are waived as long as the developments either provide on-site or off-site affordable units. Otherwise, the impact fees are deposited in the housing trust fund to be used in future developments or other housing programs. Developers have contributed over 4 million dollars to the construction of affordable housing since the program started in 1999. The pace of development in Boston has not slowed since the introduction of IZ.

B. Restore and Expand Opportunities for Homeownership for Current and Future Residents

Homeownership is an established and widespread institution in the Bywater District (District 7) and the Ninth Ward District (District 8). Before Katrina struck, four out of ten homes in the Bywater District were owner-occupied and in the Ninth Ward District, owners lived in more than half of the houses.[1] Since Katrina, many homeowners have proven their resilience. During a survey of returning residents this October, 68% of residents in the Bywater District and 88% of Ninth Ward District residents were homeowners. These higher rates of return demonstrate that homeowners, with the critical resource of their own land, are important to the recovery of these neighbourhoods. High rates of homeownership also add to the quality of neighbourhoods in other ways. Homeowners stabilize neighbourhoods --unlike renters, who move more often on average. Homeowners are more politically active, and therefore are more likely to advocate for their neighbourhoods. And, unlike many absentee landlords, homeowners are more likely to maintain their property with care. Homeownership is also a cultural institution in these neighbourhoods. A surprising number of homeowners in these districts are multigenerational owners, which is reflected in the fact that sixty percent of homeowners in these areas no longer carry a mortgage.[2]

Even though homeowners are returning to this area at a faster rate than renters, overall the rate of return is low. The Bywater neighbourhood had the highest rate of return with just over 46% of parcels occupied[3], while only 1% of parcels in the hardest hit neighbourhood, the northern section of the Lower Ninth Ward, were occupied.

[1] Source: 2000 US Census.

[2] Source: October 2006 Resident Survey conducted by Cornell University as part of the ACORN University Partnership.

[3] Source: *Ibid*. Occupied parcels include people who have returned to their homes and more commonly those living in FEMA trailers.

1. Residents Needs

The will of homeowners to roll up their sleeves and get the job of rebuilding underway is visible everywhere in these neighbourhoods. In spite of their strong determination, however, these residents report that major challenges to rebuilding are finding the funding and technical expertise that will be required. In the case of residents that are elderly or have physical limitations, finding the physical assistance that they will need to rebuild is an additional concern. This problem is twofold. The first challenge is finding and allocating these resources. Many well-intentioned local, state and national groups and organizations are beginning to make technical and financial resources available to residents, but the methods of distribution remain a challenge. Some steps have been taken to address this problem. The weekly Farmers Markets, held in the Upper and Lower Ninth Wards, serve not only as a source of fresh food, but also as outlets for critical rebuilding information. Unfortunately, residents do not consistently find the information they need through this venue. A Community Planning and Design Centre, located on St. Claude Avenue, could serve as a "one-stop" source of information, applications, and technical help for rebuilding.

2. Road Home

The vast majority of homeowners in the Bywater District and Ninth Ward District will rely on Road Home funds and often inadequate insurance pay-outs to rebuild. For these residents, rebuilding will not be building anew, but instead will require gutting, rehabilitating, and then raising their homes to meet new FEMA standards. The New FEMA standards add significantly to the cost of rebuilding, and make it impossible for many residents to return. On average, it will cost $30,000 - $50,000 to repair homes in addition to the $20,000+ required to raise a foundation to meet the new standards. Some residents without adequate funding will not be able to return and will move to another community. As they leave behind their extended families and their long-term friends and neighbors who have been their support networks for decades, their quality of life and that of those who are able to remain in New Orleans will be greatly diminished. The quality of life of residents who remain in depopulated areas may be subjected to the policies and programs of the New Orleans Redevelopment Authority, the agency in New Orleans in charge of the properties sold to the state through the Road Home program.

3. Rehabilitation of Existing Homes is Affordable

There is, however, a bright side for many homeowners in the Bywater and Ninth Ward Districts. For many residents it will be cost effective to rehabilitate their homes. Existing homes that sit on pier foundations, which include 70% of the homes in this planning area, can most likely be raised to meet the new FEMA standards[4] at an affordable cost. Furthermore, both residents and policy makers might be amazed to hear that *more than eight in ten houses throughout the two planning districts*

[4] In the case of homes that sit on slab foundations it is more cost effective to build new construction that raise the home to the new FEMA requirement.

suffered no terminal structural damage.[5] Even in the areas where buildings sustained the most damage, the northern portion of the Lower Ninth Ward and Florida Area, heavily damaged structures account for less than 20% and 10% respectively of all non-vacant lots.

Action Step – Community Planning & Design Center

- A Community Planning and Design Center provides a centralized source of information about housing design, community development projects, zoning, permit process, building codes and regulations, resources for rehabilitation, materials, and financial assistance.
- Residents are supported in efforts to rehab homes by educational institutions, local government, contractors, architects, and planners.
- Residents have access to extensive capital, networks, and materials.
- Residents participate in decisions about the design, preservation of history, culture, and character of their neighborhoods.

Implementation

STEPS

1. Goal Setting – Building on national models, create a mission statement that will guide the project
2. Organizational Structure - Organize participating organizations and resource providers and create a Board of Directors
3. Obtain funding - Grant writing
4. Location -Choose a site
5. Marketing - Get the word out

LEAD ORGANIZATIONS

NeighborWorks - This national housing intermediary establishes Home Ownership Centers (HOCs) with local housing nonprofits and has committed substantial funds to rebuilding efforts in New Orleans. Services offered in an HOC can include budget counseling, financial assistance, home maintenance workshops, home rehab planning and loans, and delinquency interventions.

Road Home - This program could use the Design Center to provide information to residents and as a staging ground for funding applications.

[5] Source: October 2006 Building Evaluation, Earth Institute at Columbia University and Cornell University. Structural damage includes assessment of damage to a building's roof, foundation, walls and floor.

PARTNER ORGANIZATIONS

Universities - **Tulane University**, School of Architecture (could expand CITYbuild Consortium of Schools to include projects, staffing, and provide technical assistance) or the **University of New Orleans**, Department of Urban Planning and Regional Studies
Local planning, design, and construction firms.

CONSULTANTS

Association for Community Design - serves and supports practitioners, educators, and organizations engaged in community-based design and planning.

NeighborWorks - See above.

COSTS

$50,000 per year to $500,000 per year (depending on size of program)

POTENTIAL FUNDING SOURCES

NeighborWorks, Enterprise Foundation, Annie E. Casey Foundation, HUD Grants (University Rebuilding America Partnership), National Endowment of the Arts, Louisana Recovery Authority, local Church networks.

PROPOSED LOCATION

On St. Claude Avenue in close proximity to the St. Claude Avenue Bridge in order to provide services to both Upper and Lower Ninth Ward residents.

Architects for Humanity - This organization helps to draw design and architecture resources and expertise into communities in need. In Biloxi, MS, this group is pairing families with architects to construct affordable homes that meet new FEMA requirements.

Action Step – Community Land Trust

Building on models throughout the United States, community land trusts (CLTs) serve to *strengthen communities* and make housing *permanently affordable*. A CLT:

- Creates an additional subsidy by removing the value of land from the cost of housing.
- Offers homeowners a 99-year lease that is inheritable and renewable.
- Allows a neighborhood to gain control over land in order to reduce absentee ownership.
- Provides affordable housing to present and future residents.
- Fosters citizen participation.
- Leverages public resources for maximum benefit and most efficient results.

Homeownership Benefits – CLT homeowners enjoy the right to security, stability, and the right to live in a community of choice.

Flexible Community Development – In addition to developing affordable homeowner housing, CLTs can develop rental housing, commercial space and community resources such as technical centers, legal aid, day care, and credit unions.

Adjudicated Property – The many adjudicated parcels in New Orleans could become blight or they could provide affordable housing and other community amenities. A CLT could facilitate neighborhood improvement.

Benefits of a Community Land Trust in the Bywater and Ninth Ward Districts:

1. A CLT would support the continued presence of generations of families and the strong network that exists because of the history of these neighborhoods.
2. A CLT would permanently expand the rate of homeownership for low and moderate income households and be able to provide space for much needed community facilities.

Implementation

STEPS

Educate Lenders – Lenders who aren't familiar with the financing of the CLT must be educated. Once lenders learn about the model, they often become proponents given the inherent strength of the loans made and the benefits to the community.

Acquire Land - Several strategies promote the acquisition of land and buildings. The neighborhoods with the greatest need for housing will be acquiring adjudicated land and land that has been turned over to the state through Road Home.

Rehabilitate or Develop Housing - Once land is acquired, housing for homeowners and renters can be developed in the traditional manner.

LEAD ORGANIZATIONS

New Orleans Recovery Authority - This entity manages adjudicated land and land purchased from homeowners through the Road Home Program.

Neighborhood Housing Services of New Orleans, Inc. - This nonprofit has two important assets, (1) they are part of the national NeighborWorks® network, which provides them with access to NeighborWorks® consultants; and (2) they run a NeighborWorks®

Homeownership Center.

NeighborWorks®America– In December, NeighborWorks®, a housing intermediary that promotes homeownership opportunity for low and moderate income homes, recently announced a $100 million dollar restoration target with money for rehabilitation and development.

CONSULTANTS

Colin Bloch, **Champlain Housing Trust (formerly Burlington Community Land Trust)** - A NeighborWorks® affiliated consultant who specializes in the Community Land Trust model.
(802) 862-6244 · cbloch@getahome.org

POTENTIAL FUNDING SOURCES

NeighborWorks® provides financial support for administration as well as technical assistance and training.

A city or state housing trust fund could provide a funding source for CLTs and other affordable housing projects.

Other funding sources: CDBG & HOME, Federal Tax Credits, Other HUD-sponsored Production Programs, Federal Home Loan Bank, Private Financial Institutions, State Housing Finance Agencies, ICE's Revolving Loan Fund, Housing Trust Funds, Tax Increment Financing, Municipal Real Estate, Municipally Mandated "Donations" by Private Developers, Pension Funds, Private Foundations, Private Land Donations, Development Fees, Lease Fees.

Community Land Trusts – Model Developments

Dudley Neighbors, Inc., Boston, MA

Dudley Neighbors Incorporated is a community land trust that is one part of the neighborhood-driven Dudley Street Neighborhood Initiative. The DNI supports sustained affordable housing, control of development, and redevelopment of vacant buildings into housing. The Dudley Street Neighborhood Initiative, located in one of Boston's minority neighborhoods, was the first nonprofit in the nation to receive the power of eminent domain from a city for the purpose of redevelopment. This relationship with the Boston Redevelopment Authority enabled DNI to patch together underutilized and abandoned city and private land for public use. The power of eminent domain has reduced the cost and fundraising necessary to operate as a community land trust. DNI leases acquired land to developers to build

housing units or revitalizes existing buildings that then become permanently affordable homeowner cooperatives or rental housing. To date, over 150 homes sit on DNI land. The success of this community land trust stems from the strength of the Dudley Street Neighborhood Initiative and resident organizing

Time of Jubilee Community Land Trust, Syracuse, NY

Two ministerial associations, the Interdenominational Ministerial Alliance and the Downtown Clergy, were challenged by Reverend Larry Howard to do meaningful work in an area of the city that was marked by absentee landlords, crime, and abandonment. As luck would have it, the City's Community Development Department approached these groups -- hoping for support in developing a 12 acre lot into housing. This group, the *Time of Jubilee*, decided to approach this task using the community land trust in order to maintain the benefit of the land for the local community, because the CLT was less expensive in the long run, and to retain the benefits and affordability for future generations. In the beginning, *Jubilee Homes* struggled to convince banks to work with the CLT model, but within 6 years, 26 homes had been constructed. Today they build 5 new homes per year, acquire and renovate buildings using HOME funds, run a homeowner training program, and, through the SHARP program, connect homeowners with affordable contractors to support upkeep. They have also started a local small business training center for minorities and women.

Champlain Housing Trust (formerly Burlington Community Land Trust), Burlington, VT

In the 1980s, an activist city government in the City of Burlington, VT was concerned about the lack of housing opportunity for low income, elderly, and other vulnerable city residents. The city housing stock was aging, landlords were taking advantage of renters, and real estate speculators were driving the cost of housing up. Using CDBG money and other funding, the city implemented the first city-sponsored community land trust in the nation in order to create permanently affordable housing.

This community land trust provides housing for all residents, including homeowner housing, rental housing, and cooperative housing. The BCLT also acquires and develops space for human services programs that provide homeless shelters and supportive housing for residents with special needs. When disinvestment was occurring in one area of the city, the BCLT developed commercial space for a health center, technology center,

food shelf, daycare/eldercare center, free legal aid center, credit union, stores, and more. The BCLT has in-house property management, which provides excellent upkeep of rentals. Now, as the Champlain Housing Trust, their portfolio has 250 permanently affordable properties in the city with more than 1,700 rental and coop apartments and 400 owner- occupied homes spread over 4 counties, the largest community land trust in the county. Over the years, resident involvement has been key to their success.

C. Reestablish Workforce/Rental Housing for Former and Future Residents.

Prior to Katrina, six in ten homes in the Bywater District were renter-occupied. In the Ninth Ward District, nearly half of households were renter-occupied. As of this October, just one third of residents in the Bywater District and a mere 12% in the Ninth Ward District were renters.[6]

1. Housing Stock.

The low rate of return by renters is due not only to their more tenuous connection to the community; it is also due to the inadequate funding that has been directed towards rehabilitating rental housing. If New Orleans is to be rebuilt to enable all residents the right to return, then special attention must be paid to rental housing. Thanks to the work of PolicyLink and housing advocates, the serious lack of funding for rental households has been recognized. This December, the Louisiana Housing Finance Authority earmarked $67.3 million to fund construction of 5,074 rental units in New Orleans. Some of this funding will go toward construction of mixed-income housing where public housing units are to be demolished. The extent to which this funding can assist private market landlords remains unclear.[7]

2. Rental Affordability

Before Katrina, fair market rent (FMR) for a two bedroom in New Orleans was listed at $676. Today the same apartment lists at $940, an increase of 28%. This rate is set by HUD based upon landlords' need to recoup losses from the storm and to repair structures. It hardly seems fair that the burden of rebuilding the rental housing stock should be placed on renters. In the case of low income households using Section 8 vouchers, the government has increased funding to account for the upward adjustment of FMR, yet no government entity ensures that renters on the open market can afford the rents that they pay. As a result, renters must borrow from their future and their ability to rebuild their lives or choose instead not to return. After Hurricane Katrina, both state and city officials explored rent stabilization measures, but none were adopted. (Rent stabilization is described later in this section.)

[6] Rates of rentership based on resident responses to a door to door neighborhood survey conducted October 2006 by Cornell University.

[7] See discussion in the Temporary Housing portion of the *Housing for Everyone* section.

Action Step – Rent Stabilization

- Rent stabilization protects tenants from excessive rent increases by landlords.
- A fair rate of rent increase is mandated.
- Rental housing is also kept in good condition by landlords by providing incentives to take care of rental properties.
- Landlords are also assured that rental properties earn enough rent for upkeep and a fair income.
- Rent stabilization is generally adopted as a city-wide policy.

Implementation

DRAFTING RENT STABILIZATION LAW

According to PolicyLink, good rent stabilization law includes:

- Preamble
- Explanation of which type of rental is covered by the law
- Requirement that landlords register with Rent Board (this may require the landlord to pay a fee, which helps pay for rent stabilization
- Explanation of all terms used in rent stabilization law, e.g., "landlord," "tenant"
- Explanation of how rent stabilization will be administered
- Fair rent, how rent will increase, when landlords will be penalized
- Rules for landlords who want to improve property to ensure that landlords don't push renters out through excessive improvements
- Landlord Hardship Appeal and a definition of fair income from rent
- Non-waiver clause, anti-eviction and anti-retaliation protection, enforcement
- List of penalties for violation of the ordinance

LEAD ORGANIZATION

City of New Orleans – Because rent stabilization is a municipal policy, the City of New Orleans must be involved. However, administration of the rent stabilization program does not need to tap out the resources of City Hall and can be run by a newly-created Rent Stabilization Board or Rent Stabilization Administration Department

PARTNER ORGANIZATIONS

Neighborhood Organizers and Associations and Faith-Based Organizations - to build popular support.

CONSULTANTS

Santa Monicans' for Renters Rights,
rentstabilization@smgov.net
1685 Main Street, Room 202, Santa Monica, CA 90401 ·
(310) 458-8751

SAMPLE PROGRAM COST

In Santa Monica, with twenty-five years of history of rent stabilization, a population of 83,000, and 70% of housing stock as rental units, the proposed fiscal budget for the Rent Stabilization Board for 2005-2006 was $4.4 million

FUNDING

Landlord registration fees, interest earnings on unexpended Rent Stabilization funds, reimbursements for administrative records, limited filing fees and miscellaneous receipts. In Santa Monica, this totaled $3.3 million

COSTS

- Paid full-time executive director, rent administrator, and other staff
- Compensation for members who are elected or appointed to such boards. (Some agencies are staffed by volunteers.)
- Agency attorney
- Facilities and other services

Rent Stabilization – Model Developments

Rent Stabilization in Santa Monica, CA

During the seventies, a real estate boom hit Los Angeles and threatened to displace the residents of this small neighboring community. Real estate speculators began purchasing much of the rental housing stock and rentals were converted to condominiums. Neighborhood groups and local political organizations joined together to form Santa Monicans for Renters' Rights (SMRR.) By the following year, the City of Santa Monica had enacted rent stabilization. Rent stabilization remains a powerful force in the City of Santa Monica today. A 1992 study of Rent Stabilization found that length of tenure increased, the poor and elderly benefited the most from rent stabilization, and families with children were staying in place. One of the secrets to Santa Monica's success is a smart, aggressive lawyer. Landlords repeatedly try to overturn rent stabilization. In Santa Monica, candidates run on a rent stabilization platform and win elected offices successfully.

D. Preserve and Enhance Public Housing for the Working Poor, Seniors, and Disabled

Prior to Katrina, public housing in New Orleans, operated by the Housing Authority of New Orleans (HANO), had entered receivership. The housing stock was in disrepair, mostly due to mismanagement. HUD hoped to modernize this public housing system with interventions to address the isolation of residents in the Desire Development and reduce the racial and economic segregation that were the products of more than a half century of increasingly meager federal support for public housing. HUD also sought to include mixed income housing, scattered site development, and more housing units in total. Well before Katrina struck, these efforts were underway. During the 2000 Census, more than half of the Desire Development and 38% of the Florida Development were vacant.

Controversy. Since Katrina, HUD/HANO has proceeded with these efforts to modernize. A number of HANO housing developments are now slated for demolition. Residents and housing advocates are vigorously trying to save these developments and even suspect a covert strategy to remove public housing residents from New Orleans. New requirements that able-bodied residents must maintain employment and have no criminal history give credence to their concerns.[8] Experts on housing design and structural integrity have also weighed in on the side of residents by arguing that much of the city's older public housing stock is of excellent quality and even achieves much of what the New Urbanism aims for in terms of density and fostering community. Controversies such as those involving HANO employees, who occupied public housing units just after Katrina while residents were turned away, further undermine the Housing Authority's credibility.

Residents. No public housing developments exist in the Ninth Ward District and two, the Florida and Desire Developments, can be found in the Bywater District. A demographic profile of residents of the Desire and Florida Developments provide a starting point for understanding former public housing residents' needs. (See table below.) During the Census, 660 residents lived in the Desire Development and 1,604 residents lived in the Florida Development. These public housing developments are marked by extremes. As compared to other neighborhoods in both Bywater and the Ninth Ward Districts, Florida and Desire Development residents were most likely to be African American, employed, single mothers, lacking vehicles, and reliant on NORTA to get to work. Housing for these residents should therefore be close to schools and public transportation and should be accessible. In addition, since single mother households, with the double burden of raising children alone on a woman's pay scale, are prone to remain in poverty, excellent supportive services should be accessible.

[8] One unanswered question is what has happened to these residents that once were deemed in need of public assistance and now are barred from it.

Characteristics of HANO Residents, Florida and Desire Developments, 2000

Neighborhood	Female Headed HH with Children	65 y/o and older	Disabled	African American	Employed	No Vehicle	Bussed to Work
Desire Development	47%	9%	34%	98%	60%	61%	43%
Florida Development	75%	1%	23%	98%	69%	84%	34%

Source: U.S. Census Bureau. *Census 2000 Sample Characteristics (SF3)*. From a compilation by the GNO Community Data Center. <http://www.gnocdc.org>

Housing Units. HANO has reentered Florida and Desire Developments since Katrina to inspect the damage. This housing stock, which had been mostly transformed into mixed income, rental, condo and homeownership developments, is reported to have "experienced complete devastation… and may require complete demolition." Much of HANO's housing portfolio, including developments and scattered-site housing faces a similar future. The years that may pass as this loss of housing stock is remedied will make it impossible for many former Florida and Desire residents to return. HANO, with more than 700 scattered sites and large open spaces near larger developments could site FEMA trailers for residents on this land. HANO reports it is actively working toward this end, but little evidence of this effort can be found near the Desire or Florida Developments. (See the Policy section for further discussion.)

Housing Vouchers. Since Katrina, 1,200 residents have obtained and used Section 8 vouchers in New Orleans as compared to roughly 9,000 who did this before the storm. As of October, 5,394 Disaster and Katrina Disaster housing vouchers had been issued to former public housing residents and just 2,894 (slightly more than half) of these vouchers have been used.

While a minority of residents may be choosing instead to live with family or friends, many are being forced to do so or live in other, more dire, circumstances because of the lack of housing available on the rental housing market in and near New Orleans. Efforts have been made to keep Disaster and Katrina Disaster vouchers flexible and useful. They are portable, meaning that users can bring them beyond the HANO boundaries and their values have risen as HUD has raised the FMR for rentals in the city. Since solutions to the housing crisis facing thousands of former public housing residents appear to be slow in coming, these vouchers must continue to be made available.

Rates of Return. Citywide, public housing residents, with the most tenuous grasp on housing other than the homeless, are returning at a slow rate. Before Katrina, 5,146 families lived in HANO units, including developments and scattered site housing. Approximately 1,000 families, less than 20%, have returned to HANO housing.[9] HANO's own survey found that 60% of residents intend to return to New Orleans.[10] Some residents do not want to return, others must navigate rental leases and the school year before returning, and still others have no place to which they can return.

E. Available Funding

Where will the required money come from? Available sources are listed below. Some of this money, such as Road Home and the FEMA IHP, can be obtained by homeowners, while other funds first pass through nonprofits, CDCs, and state and local government. Much of this money targets low to moderate income households, which describe many former residents of Bywater and the Ninth Ward Districts. An additional source of funding that would promote more equitable housing development in the future could be a city-sponsored housing trust fund. (See action step description.)

[9] Ibid.
[10] Ibid. Note: The timing on these surveys may affect residents' responses; if this survey was conducted just after the storm, then trauma may have played a role in responses.

Potential Funding Sources for Renter and Homeowner Housing

Organization	Who Benefits?	What is Offered?
Road Home	Homeowners	Up to $150,000 to make up for what insurance didn't cover toward damage
	Landlords with 3-4 units, one of which is owner-occupied	0-percent interest loans, due upon resale of the property
FEMA IHP Program	Homeowners	Up to $26,600 for repairs due to Katrina (this same pot of money is also used for emergency housing, medical care, etc.)
Gulf Coast Housing Partnership - Enterprise/Fannie Mae	Renters and Homeowners	$14 million for acquisition and rehabilitation or construction of housing
NeighborWorks	Up to 100,000 homeowners	$100,000,000 for homeowners who are rebuilding
LISC	Homeowners in Holy Cross	$150,000 in grants to the New Orleans Neighborhood Development Collaborative and Operation Comeback for rebuilding efforts
Louisana Housing Finance Authority	5,074 renter households	$63.7 million in tax credits to create 5,074 apartment units in New Orleans
LIHTC Piggyback Program, GO Zone Tax Credits, CDBG funds	Larger rental properties	Funding and tax incentives to stimulate investment in construction and rehabilitation of larger rental properties

F. Policy Recommendations

1. Public Schools

Problem

Residents are not returning to live in the Bywater District and the Ninth Ward District because there are no nearby public schools.

Policy Recommendation

Public officials must both recognize the role of public schools in the rate of return to these neighborhoods and work to provide and improve the local schools.

2. FEMA Trailers

Problem

The majority of city residents have not returned to New Orleans. Residents who have returned reported crowding and doubling-up of households and FEMA trailers. The amount of temporary housing available in the Bywater and Ninth Ward Districts and in places within a reasonable commute is inadequate. In flood-damaged neighborhoods, residents need temporary housing from which to stage the rebuilding of their homes and their lives. The city also needs these residents to return as a workforce and consumer base for the community.

Policy Recommendations

More FEMA trailers are needed.

The city should act quickly to review the nearly 3,000 blighted and adjudicated properties administered by the New Orleans Redevelopment Authority to accommodate additional FEMA trailers.

The city zoning office should temporarily amend lot size requirement for siting trailers.

The City should set a 3 year benchmark so trailers are phased out in favor of safer housing. In another major weather event, FEMA trailers could become projectile objects dangerous to occupants and community.

A local, city-affiliated office should be established to allocate trailers.

HANO controls nearly 700 scattered site properties and other large open spaces, many of which are in disuse. HANO should site FEMA trailers on these properties for occupancy by former HANO residents. These temporary FEMA trailer communities sited on HANO properties must be accessible to public transportation, schools, and services and be serviced by health care, social services and law enforcement.

3. Temporary Rental Housing

Problem

Recovery will not happen overnight, and in disaster situations, temporary housing often becomes permanent housing. FEMA trailers become hazardous and must be removed from the housing stock soon. Increasing the rental housing stock would serve a continued need for "temporary housing" and at the same time reduce the risk to citizens. In order to increase the rate of recovery, the city's housing stock must be expanded substantially. Based on a building conditions survey conducted in the Bywater District and the Ninth Ward District, much of the housing stock is affordable to rehabilitate. (These findings contrast with those of HANO and the city in many cases.) The city can speed the recovery process by quickly putting their own property into use so that residents can rebuild.

Policy Recommendations

The city should work quickly to rehabilitate the houses located on blighted and adjudicated properties as rentals.

HANO should work quickly to rehabilitate their scattered sites as public housing rentals.

Many housing and structural experts agree that the housing developments now slated for demolition are of superior quality, not fatally damaged, and in this time of a housing shortage, deserve to be saved. Outside structural experts should perform a second assessment of the public housing.

HANO should sell these buildings to a nonprofit developer who can then rehabilitate them and reopen them as mixed income developments.

4. Vouchers

Problem

Rental housing subsidies such as FEMA's Individual and Households Program (IHP) and Section 8, which is tailored to this disaster situation, continue to be critically needed by former residents of these communities.

Policy Recommendations

Additional Section 8 vouchers are needed that:

- **Are portable**
- **Retain a higher value (needed for higher rents)**
- **Retain all of the post-Katrina flexibility**

5. Speculators

Problem

Speculators are already purchasing property in this planning area in the hope that land values will appreciate. Speculators who simply hold onto property waiting for the day when it will be more valuable reduce the amount of land that is in productive use for the community and often allow the property to fall into or remain in a state of disrepair.

Policy Recommendation

The city should create laws that force landowners to maintain their property in order to raise the bar that speculators must consider. This law could:
· Require landowners to maintain (mow, remove rubbish) property or (a) the city would perform the service and bill the absentee owners *and if neglect continues* (b) the negligent landowner would lose their land.

6. Road Home Program

Problems

- Created to provide homeowners with up to $150,000 in compensation for damage to their homes sustained during the storm.
- Residents may choose to use Road Home funds to rebuild homes or they can sell their homes and start anew elsewhere. The New Orleans Redevelopment Authority will oversee the properties turned over to the state. Both *how* and *how quickly* these properties are redeveloped will affect homeowners.
- The average Road Home reward has been around $65,000.
- In the middle of November 2006, just 25 Road Home awards had been paid.

Policy Recommendations

Whatever can be done must be done to speed up this program.

As residents decide whether to return or move away, these decisions will have serious consequences. This must be explored.

In the case of Road Home properties that are sold to

the state, nearby neighbors or nonprofits should have the first right of refusal to purchase the land. This will both prevent speculation and increase the viability of rebounding neighborhoods.

Many families have lived in the same home for generations without holding title. Clear title to homes must be obtained for these families.

Homeownership for low and moderate income households can be achieved by:

· Offering tax abatements to owner occupiers and nonprofits.

·CDBG money can be used as down payments
· Tax rates should either remain the same for the duration of occupancy by a homeowner or tax rates should increase slowly.

·Homeowners should not be expected to pay taxes on their Road Home money.

7. Rate of Homeownership

Problem

Increased homeownership opportunities will encourage more low and moderate income homeowners to purchase houses held by NORA that might otherwise sit vacant or be purchased by speculators.

Policy Recommendations

Housing lenders like Fannie Mae and Freddie Mac should lower the interest rate for this area.

The federal government should provide tax write-offs to homeowners in this area.

A homeowner housing tax credit program should be implemented to provide incentives for the private sector.

8. Cost of Raising Housing to Height Required by FEMA

Problem

For homeowners who are rehabilitating their homes, the cost and technical support needed to raise a house to comply with FEMAs standards creates a huge road block.

Policy Recommendation

Nonprofit housing groups like ACORN Housing should act as "house raising consolidators" in low income neighborhoods in order to attract contractors

and bid for fair rates for house-raising.

9. Inadequate and Unaffordable Rental Housing

Problem

The FMR for a two bedroom apartment in New Orleans, established by HUD, is 28% higher than it was before Katrina in order to cover the cost of rehabbing buildings and lost income. This places the burden of recovery on renters. Additionally, the rental housing supply is inadequate; this crisis impedes the recovery process of individuals who want to repair their homes, re-enter the workforce and contribute to the city's economy.

Policy Recommendations

Congress could increase the allocation of LIHTC for new construction/rehab in hurricane damaged areas.

The current formula for Road Home spending may create a significant amount of leftover funds which could be used to create a landlord subsidy for the Road Home program.

Employers can provide temporary housing on their property.

Expanding Key Municipal and Human Services

A. Local Cooperative Primary Care Clinic

Hurricane-related flooding forced the closing of most of the city's medical practices, hospitals, and skilled nursing facilities. Nowhere is the absence of primary health care facilities, where residents can access medical, dental, nursing, and counseling services, more evident than in the residential neighborhoods on the eastside of the city.

Currently, local residents are forced to travel to other parts of the city or nearby suburban communities that experienced less damaging flooding to receive basic health-check-ups and treatment. The time and expense required in doing so, cause many residents to skip preventative care and/or to delay treatment for what often appears to be minor ailments. Such disruptions and delays in accessing primary care can often lead to more serious health problems.

When residents develop more complicated health care conditions as a result of inadequate or delayed access to primary care, they are often forced to seek treatment in the emergency rooms of nearby hospitals. In the context of New Orleans, such health care is both time-consuming and expensive to secure. Given the shortage of hospital beds, physicians are often forced to triage their patients reserving treatment to the most gravely ill patients. As a result, individuals attempting to use emergency rooms in New Orleans for primary care often face long delays and can, in some cases, be denies treatment.

The establishment of a full-service, non-profit, primary-care, health clinic at a convenient location along the N. Claiborne Avenue corridor would provide 9th Ward residents with easy access to basic prevention, education, diagnostic and treatment services. Representatives of the area's major university-based medical, nursing, pharmacy, and social work schools should be approached, along with leaders of the region's major medical societies, health-related professional associations, public health departments, and insurance companies to explore how they could work to together to create such a facility in this medically underserved area.

While meeting the acute health care prevention and treatment needs of the medically under-served population of the 9th Ward, its surrounding neighborhoods, and nearby St. Bernard's Parish, such a facility would also provide a wide range of would-be health care professionals with needed clinical experience in a well-supervised setting. Students beginning their professional education could be involved in outreach activities to inform residents about the clinic's services. They could also engage in ongoing public health

education programs with area school children, senior citizens, and new parents. Finally, they could undertake a variety of participant observation and volunteer activities allowing them to become more familiar with a variety of common illnesses and treatment modalities.

More advanced students could, according to their level of training, be involved in delivering a variety of basic ad advanced forms of treatment.

A sliding-scale fee schedule would enable individuals and families visiting the clinic to feel as though they were contributing, according to their means, to the financial support of an important new public health facility. The following section describes several public health clinics operating in other communities.

Neighborhood Clinics - Model Developments

Free Clinic in Northwest, Georgia

This free clinic was organized around a shelter and soup kitchen in the town of Northwest, Georgia. It originated as an outreach project operated by the nearby community college's Family Nursing Program. The clinic was initially established because homeless from the area usually did not seek care until the later stages of their illnesses. Their first contact with the healthcare system was typically a local emergency room. The homeless responded well to the clinic. It was accessible through the dining hall and open during meal times. The clinic staff also worked to achieve open communication and a feeling of acceptance. Patients were frequently interviewed in individual and family sessions, and this information was used to provide personalized care

Three Schools Establish a Community Mental Health Program for Children at P.S. 42 in NYC

This program worked well because P.S. 42 had been a vital part of the community for many years. It brought the school and community closer together. The positive attitude of community merchants, shopkeepers, and local citizens increased the success of the project. These merchants encouraged area families to visit the clinic; they also helped raise funds to support its activities.

Native American Resource Center, Boston, MA

The center provided social services, referrals, daycare programs, and educational opportunities to the surrounding community. Through comprehensive assessment activities to identify the community's unique character and needs, the center set up a health program by matching its unique character with available professional resources. The American Red Cross, American Heart Association, and American Cancer society provided staff and educational materials. Nursing students from a nearby college worked at the center to gain hands-on experience in the community health field. They also worked with the center's leadership to develop appropriate programs to address the community's health needs.

Boston Medical Center

Boston Medical Center's primary goal is to provide high quality, comprehensive health care to the people of Boston and its surrounding communities, especially the poor and vulnerable. It attempts to do this in an ethical and fiscally- responsible approach. While doing so, it attempts to provide future health-care professionals with important research, prevention, education, diagnostic and treatment experience.

Wake Forest University Baptist Medical Center

The center adheres to two important principles—community health improvement and community benefit. "Community health improvement is an active process involving regular community health assessments, the creation of a community health plan, and the measurement of community health outcomes. The process is directed by a multi-disciplinary, community health improvement team that is accountable for producing results. Hospitals are expected to be integral community partners in developing and promoting a community health improvement plan. Community benefit is a planned, managed, organized, and measured approach to hospital participation in meeting identified community health needs. It implies collaboration with a community to benefit its residents - particularly the poor, minority groups, and other underserved stakeholder groups - by improving health status and quality of life. Hospitals are expected to organize a plan to regularly measure and evaluate their community benefits."

Neighborhood Clinics – Implementation Steps

1. Form a committee of residents, local physicians, and representatives of potential funding sources and faculty from participating higher education institutions (i.e., Tulane University, LSU, American Red Cross, American Heart Association, etc.) to form a stakeholder council to plan and establish the clinic.
2. The stakeholder group will write a mission statement articulating the role this local center will play in the community.
3. Begin an outreach campaign to raise funds for the establishment of the clinic.
4. Develop a teaching curriculum and alternative treatment programs for participating faculty and relevant regulatory agencies to review.
5. Find a site for a temporary home for the center. Renovate this location. The center will be operating on a limited-capacity basis for the first few years. The center will function at this temporary site for no more than three years until it moves into a new location in the community/retail center recommended in this plan.
6. Students, faculty and staff from nearby campuses will be recruited, oriented, and trained.
7. Members of the stakeholder group will conduct regular program evaluations to measure the effectiveness and efficiency of clinic's program

LEAD AGENCIES/PARTICIPANTS

1. Louisiana State University, School of Public Health, *Community Health Sciences Division,* and School of Dentistry
2. Tulane University, School of Medicine, *Department of Family and Community Medicine,* School of Public Health and Tropical Medicine, and School of Social Work
3. Dillard University, School of Nursing and Urban Studies/Public Policy Program
4. Loyola University, School of Nursing
5. Xavier University, College of Pharmacy
6. University New Orleans, Department of Urban Studies and Planning and Department of Public Administration
7. American Red Cross
8. American Cancer Society
9. American Heart Association
10. New Orleans Council on the Aging

COST

$1,000,000 to renovate and equip a temporary facility
$3,000,000 to open new facility (Includes construction and equipment costs)
$5,500,000 per year operating budget

POTENTIAL FUNDING SOURCES
Tulane University, LSU School of Dentistry, United Way, Louisiana Department of Health and Hospitals,

Louisiana Department of Social Services, CDBG funding, American Red Cross, American Cancer Society, American Heart Association, Blue Cross/Blue Shield of Louisiana, New Orleans Hornets, New Orleans Saints.

LOCATION

Permanent location will be along Claiborne Avenue at site designated for commercial/retail center.

Tulane University, LSU School of Dentistry, United Way, Louisiana Department of Health and Hospitals, Louisiana Department of Social Services, CDBG funding, American Red Cross, American Cancer Society, American Heart Association, Blue Cross/Blue Shield of Louisiana, New Orleans Hornets, New Orleans Saints.

LOCATION

Permanent location will be along Claiborne Avenue at site designated for commercial/retail center.

B. Introduce a High-Quality Child Care Center with a Network of Satellite Centers throughout the 7th and 8th District

The 7th and 8th Districts of New Orleans is home to many families with working parents. Parents are often forced to choose between providing care for their children or going to work to support their families. Parents are often forced to choose between the human development and educational needs of their children and their families economic well-being. In the Post-Katrina context of New Orleans, parents are often unable to give due attention to their homes and their communities when forced to choose between their responsibilities to their families and their jobs. Returning families face an even more complicated situation because they also have to manage the rehabilitation of their homes and/or businesses.

In order to encourage families to return to their communities and their jobs free of the time commitment to full-time care-giving, we recommend that high-quality child care facilities be established in both Districts. These facilities would be given the resources needed to ensure that both child and family have full access to high-quality developmental care. We recommend that these facilities be run by a public-private consortium or council of community organizations in cooperation with larger local, state and federal organizations, and the Community Kid Care Coalition. This Coalition would not only provide high-quality programs for children and youth from child care to early education and health, but would also act as a referral and resource center while also advocating for improved legislation relating to early

development needs. It is important that all programs offer sliding-scale fees and flexible hours of operation to accommodate working parents with varying incomes and non-traditional hours of employment. Programs should also offer a parent voucher opportunity that makes care services available to income-eligible parents at little or no cost.

We recommend the establishment of a larger, full-service center offering a complete range of services to be located in a community and/or youth center servicing both Districts that can serve as the main center for a larger network of smaller satellite facilities spread out within both Districts 7 and 8. This main center would serve as the administrative headquarters of the Coalition which would offer a full range of services including health, nutrition, and early education programs. It would also function as a community resource center for all things related to the development of local children. A location within a community center would enable multi-generational interaction by connecting children and their parents to other community services and activities. The satellite locations could be established in schools, churches and places of employment and would fall under the direct administration and purveyance of the main center and the Coalition. Locating child care facilities in the aforementioned locations would be convenient for parents and children alike and would link families to these important local institutions. Furthermore, satellite locations could incorporate pre-existing privately run child care facilities bringing them together under the supervision of the Coalition. Families patronizing satellite facilities would be able to take advantage of broader services offered at the main center.

Prior to Hurricane Katrina, the 7th District had four Head Start Centers while the 8th District had three. Many of these centers were operated by Catholic Charities and other religious organizations. These centers tended to be small with limited resources. Post-Katrina, the majority of these centers are no longer operational.

In surveys administered to residents of the 7th and 8th District, many expressed concern with the poor quality of educational services available to their children both before and after Katrina. Residents believe that youth need alternatives "to the streets" in the form of positive educational, recreational, and cultural programming and guidance. A full service child care center, administered by a Coalition of local and governmental, public and private entities, would offer services that would encourage early education of youth and ensure high quality developmental skills while providing needed structure and guidance. Furthermore, a well-operated center and network of community-based facilities can also serve as an economic engine for the community given that it seeks to generate jobs and income, enabling parents to work.

Childcare Centers - Model Developments

The Community Child Care Council (4Cs) of Sonoma County

The Community Child Care Council (4Cs) of Sonoma County, California is a model of high-quality child care services. This organization is funded by both public and private sources and inspires community support through providing direct service, advocacy and education. 4Cs acts as a community resource in all aspects of child care, as a referral agency, and in providing child health and nutrition and early care and educational services. All services are offered on a sliding scale and both full-day and part-day programs are available. The organization also offers parental choice vouchers for income eligible families. This enables low-income families to be eligible for free or low-cost child care. 4Cs approaches child care as an economic tool as a means of generating jobs and income in the neighborhood to give parents the freedom to work and to provide links to local businesses.

KidStart, Chicago, IL

KidStart Chicago is another model example of a public-private coalition offering quality child care services. KidStart provides programs for children of all ages such as day care, pre-school, health and education and after-school activities.

KidStart is partnered with Chicago Public Schools, Chicago Park District, City Colleges of Chicago and the Departments of Public Health and Human Services (among others) to offer a variety of services located throughout the city. The program also offers a one-stop shop hotline for all matters related to child care that can serve as a resource for families in need. Also, KidStart is a Head Start organization, meaning that income-eligible parents can qualify for certain subsidies to help cover the cost of child care. Certain programs also offer sliding-scale tuition.

Day Care & Child Development Council of Tompkins County, Ithaca, NY

The Day Care and Child Development Council is a resource and support center for parents, child care providers and the community, acting as an information and referral agency. Simultaneously, the Development Council advocates for improved legislation and community education in favor of healthy childhood development. The Council also provides programming to promote healthy childhood development through collaboration with other agencies. The Council incorporates a Child Care Research and Referral program with Child and Family Development programs and Teen Pregnancy and Parenting programs. They provide all services to any families regardless of financial circumstance. The Council is largely funded by the United Way and also relies on private donations.

Childcare Centers – Implementation Steps

1. Bring organizations such as Catholic Charities, Boys & Girls Clubs, local churches and Head Start administrators together to form a Coalition for community child care.
2. Consider status of child care in the community and what already exists. Then conduct a needs assessment survey by talking with parents at the workplace, in focus groups or at a public forum. Also talk with care providers.
3. Simultaneously administer a public awareness campaign to advertise child care providers, educate about quality child care practices, and provide a central information hotline/center where parents can go for information. Be sure to distribute and reach Diaspora communities throughout the country.
4. Develop an action plan and timeline with division of labor and responsibilities. This action plan should include a resource and referral program, a provider recruitment campaign, a training program, policy recommendations, funding investigation, site development, and employer networking services to educate employers about child care needs in their community.

LEAD ORGANIZATIONS

Catholic Charities & Children's Bureau

PARTICIPATING ORGANIZATIONS

Boys and Girls Clubs, Local Churches, Local Schools, Local Employers, Local Park Districts

FUNDS

Gross Cost Estimate: $1,000,000/Annually[1]

POTENTIAL FUNDING

US Administration for Children and Families (Head Start Bureau), United Way, Louisiana Department of Social Services' Office of Family Support, Local Employers

LOCATION

There should be a central or main child care center as part of a larger community or youth center in a location convenient to both Districts. There should also be smaller satellite locations in each District in shopping centers and commercial areas close to the major arteries of St. Claude and Claiborne.

[1] Includes funding for operational expenses, employee salaries, voucher program, quality resource program and family child care resource services

C. Establish a Drug Rehabilitation Initiative

The Community-Based Treatment Initiative proposes that we operate two independent drug rehabilitation centers in the 9th ward to best serve the population. The first center, Teen Challenge, already exists in the upper 9th ward but needs significant renovations before it can re-open. Teen Challenge is a faith-based program that boasts a 70% success rate among graduates (a rate nearly five times higher than any secular rehabilitation program). The second facility is a public-private partnership would provide medical treatment and job training. While Teen Challenge is completely privately funded, our public-private partnership will solicit support from both private and governmental sources to establish the second program. By operating two drug rehabilitation centers in the area, we can reach more patients and cater to a wider variety of needs. At the same time, the two centers will have the opportunity to work together and share patient information to maximize their effectiveness in the community. (Please see an in-depth case study on the Public Services Network in Portland, Oregon for an exemplar description.)

Teen Challenge once-operated a center just outside the upper 9th Ward (1905 Franklin Avenue), but in the wake of Hurricane Katrina, the facility finds itself significantly damaged and in need of repair. We propose renovating the facility and supporting the Teen Challenge because it has a positive track record of changing the lives of drug-involved youth. Please see Model Cases for more details on Teen Challenge.

The private-public partnership's has two main goals: 1) to help patients overcome their drug addictions and 2) to provide

them with practical tools for rebuilding their lives. To accomplish these goals, our private-public partnership will employ a variety of methods.

Goal #1: Providing tools for success—education and job training are equally important requirements of the rehabilitation process. Consequently, our private public partnership will teach its patients how to manage finances and secure a steady job. In New Orleans, training should focus on service-related jobs, although patients will also be encouraged to develop other talents and pursue goals which they already possess. This job training element could also link directly to the proposed modular housing facility. In addition, providing job training to those formerly incarcerated for drug-related crimes would help reduce rates of recidivism in the community. In conjunction with these treatment services, we will also provide legal advice and counseling to our participants. They will be taught how to apply for loans, build credit, and work towards home ownership. Moreover, we will assist participants as they attempt to settle any disputes with the law. We will not criminalize drug users who seek sobriety, but instead will help them find their footing in order to rebuild a respectable life.

Placing two drug rehabilitation programs within the 9th ward ensures that residents will receive the specialized attention they need. Some patients may need emotional support and a source of accountability, both of which can be found at Teen Challenge. Teen Challenge is a perfect program for the 9th Ward. First, the people who run the facility have already established a solid reputation within the community. Moreover, the center will also serve as a community service center, working on projects throughout the neighborhood in order to gain residential support. Not only will the center break the chains of addiction, but it will strive to improve quality of life, as a whole, within the surrounding community. Most importantly, Teen Challenge will work alongside local churches in the 9th Ward to integrate itself into local religious tradition. Thus, the program will be firmly grounded in local culture demonstrating a crucial understanding of its patients.

In addition to the services offered through Teen Challenge, individuals needing medical attention and/or serious legal guidance will be able to access these services through our public-private partnership. History has shown that no single drug rehabilitation center can fully meet the full spectrum of needs of a given urban population. Consequently, we combine elements from some of America's finest centers to produce a solution that will work in the 9th Ward. The services offered through a drug rehabilitation center could link directly to other local and state programs providing trauma services to residents of Post-Katrina New Orleans. Furthermore, the existence and success of such rehabilitation services will help reduce drug-related crimes by reintegrating those coming out of the justice system thereby helping to reduce recidivism rates.

Drug Rehabilitation - Model Developments

Teen Challenge

Teen Challenge is a faith-based drug rehabilitation center with 178 branches in the United States. The program raises a large percentage of its support from local businesses, churches, and residents (although we will certainly request government assistance as we re-open the center). Each facility functions as a 501(c)(3) non-profit organization, free to make most decisions without consulting the national headquarters. This localized approach allows each center to cater to the specific needs of its community. In addition, most centers recruit volunteers from local churches and organizations, thus reducing the overhead costs of the facility (typically 80% of donations go directly toward drug recovery efforts). Graduates usually return to their neighborhoods with a fresh perspective and a new lifestyle—ready to give back. In the long run, communities usually see a reduction in drug related crimes and an increase in higher education opportunities.

Teen Challenge uses a rigorous, one-year curriculum to help drug abusers overcome their addictions. Those seeking help (usually around 50 applicants between the ages of 18 and 50) live at the Teen Challenge facility nearest to them. Once admitted into the program, participants benefit from a wide range of expert assistance. Teen Challenge not only provides the tools needed to overcome drug addiction, but it equips its participants with practical life skills. For example, participants benefit from personal mentoring, group counseling, Christian discipleship training, and residential assistance while earning a GED or simply acquiring a basic adult education.

Drug Rehabilitation – Implementation Steps

1. Appoint an advisory panel with representatives from substance abuse service centers and juvenile justice, job training and youth advocacy organizations (including all key lead and participating organizations) to direct development of the initiative.
2. Identify at least five innovative community-based programs providing substance abuse services to those in need.
3. Develop program and training curriculums and materials.
4. Administer a public awareness campaign to make local residents aware of available rehabilitation services and provide information to about the Center's services.
5. Develop an action plan and timeline that will include a resource and referral program, a provider recruitment campaign, a training program, policy recommendations, funding investigation, site development, and employer networking services.

LEAD ORGANIZATIONS

Teen Challenge and Local Churches and Religious Organizations

PARTICIPATING ORGANIZATIONS

1. Louisiana Department of Health and Hospitals, Office for Addictive Disorders
2. Tulane University Hospital & Clinic
3. Proposed Medical Clinic for area

COST

Gross Cost Estimate ≤$1,000,000/per year (depending on size and location.)

POTENTIAL FUNDING

Private Donations, U.S. Department of Health and Human Services, Local Foundations, United Way, American Red Cross

D. Collaborate with the New Orleans Police Department, Orleans Sheriff's Department, and the U.S. Military Police to Establish an Interagency Pilot Program for Community Policing in the 9th Ward

Traditional policing strategies encourage and require officers to patrol their districts in their squad car. They only come to communities in response to emergency calls from residents. The only other reasons officers enter the community is to arrest suspects or conduct investigations. When this happens, many residents see the police as working against them, rather than collaborating with them to achieve the community's goals.

Community policing represents a different model. It is a strategy that seeks to help build a symbiotic relationship between the police department and the communities it protects. Instead of focusing on responding to calls and making arrests in specific incidents, community policing emphasizes a problem-solving and prevention-oriented approach, which focuses on the involvement of the public in setting police priorities. Officers work towards this approach by getting know residents on a personal level and by working with community organizations and agencies. In addition, officers help the community connect to resources and services through their relationships with other municipal departments. In this way, officers can help resident's access garbage collection and towing to improve and maintain the physical condition of the community. In a broader sense, community policing officers work with local residents to understand the causes of local problems, not all of which are directly relate to

crime, and then work with the community to address this issue.

Community policing has a number of general principles, all of which must be adhered to for a successful program. The first is decentralization. This is achieved by dividing officers into small teams that patrol specific areas of the community and establishing neighborhood substations, both of which bring officers closer to the people they protect. The next principle is a commitment to broadly-focused, problem-oriented policing. This is a shift from traditional crime-fighting mentality. Officers and their superiors develop creative strategies to in response to concrete community problems or get in touch with public or private agencies that will address these issues. Thirdly, officers must respond to the public. This means dealing with the physical problems of the community as well as its serious crimes. By having a greater presence in the community, officers develop channels of communications to learn about the neighborhood, its history, its people, its assets and its problems. Officers will hold monthly meetings to carry on dialogues with the community. Lastly, officers must be committed to helping communities solve their crime problems, in part, through their own resources. Community policing officer lead crime prevention seminars and help residents set up a neighborhood watch programs.

These general principles will be reflected in the 9th Ward's community policing unit. The major foci of the COPS program will be crime prevention and increasing the quality of life in the 9th Ward. The police department and the community will work together to devise appropriate patrol areas, staffing requirements, and shifts. The police department will also offer training classes to teach neighborhood residents to be involved in the community policing process.

In our analysis of the qualitative data we collected through two hundred resident interviews, crime was a top concern. Residents reported increased incidents of drug use, gunshots, and other crime in their communities. Along with these comments, many residents also held negative attitudes toward the police department. They said that they rarely, if ever, saw on officer drive through their neighborhood on patrol. Even if they did see a squad car rolled through, they complained how they did not know the officer

The COPS program would make an important contribution towards reducing violent crime in the 9th Ward. An increased police presence will make it more dangerous and risky for individuals to commit crimes. The increased police presence will also be instrumental in changing residents' perception of the police. Officers will be on foot and will greet residents on their porches in order to get to know them. They will learn about the rich history and culture of the community and earn the trust of residents.

In addition to the crime prevention responsibilities, the officer will work with residents to improve the community in other ways. Parts of the 9th Ward are still in need to comprehensive clean-up efforts, gutting, and construction. Street signs are broken or missing. COPS officers will work with community organizations getting in touch with municipal service agencies to see that these problems are fixed.

Community Policing - Model Developments

Chicago Alternative Policing Strategy (Chicago, Illinois)

In the CAPS program, officers were organized into small beat teams and they held meetings in their assigned communities. Officers developed a special service-request process that put them into contact with municipal service agencies. In addition, the police department launched a successful outreach campaign to increase recognition and involvement. Elmwood and Morgan Park are two Chicago neighborhoods that saw significant improvements with the implementation of CAPS.

Community Policing in East St. Louis, IL

The community policing plan for East St. Louis included a foot patrol to bring officers closer to the residents. The major goals were to improve police-community relations, develop an information network through which officers learn about the community, and create policing policies through collaboration between residents and officers. The results of this program were a nearly 50% reduction in homicides between 1990 and 1995 and increased resident participation in policing efforts.

Community Policing in Madison, WI

The Madison Police Department based its community policing program on a "quality policing" ethos emphasizing quality of service delivery and quality of life in the community through effective leadership, improved workplace environment, and decentralization. The results included improved relations between residents and officers, lower crime rates in neighborhoods in the community policing program, and officers being more satisfied with their job.

Community Policing in Seattle, WA

The community program in the southeast Seattle community of Rainier Valley was initiated by the Rainier Valley Chamber of Commerce. It included The Community Advisory Committee brought residents together with South Precinct officers to devise policing strategies and policies. This initiative led to a significant reduction in crime and increased citizen involvement in activities desired to increase the safety of their neighborhoods.

Community Policing in Brooklyn, NY

In 1984, the New York Police Department implemented the Community Patrol Officer Program in the 72nd precinct of Brooklyn. The program had three separate divisions: Administration, Radio Motor Patrol, and Special Operations Unit. The Special Operations Unit was generally responsible for community policing. These units had police officers walking their assigned neighborhoods, getting to know the community by going to community meetings and by talking to citizens, and were responsible for examining and fixing problems in their assigned areas. The training focused on changing the views of the precinct officers from incident driven policing to problem solving policing.

Community Policing – Implementation Steps

1. Arrest data for the 9th Ward should be organized by neighborhood. These data will help police officials create the most effective policing strategies to combat those problems.
2. The New Orleans Department should work hand-in-hand with the proposed CDC for the 9th Ward, neighborhood organizations, and churches to ensure maximized involvement in a community policing program.
3. The military presence in the 9th Ward should be phased out. They should be replaced with COPS officers.
4. Police officials should talk with residents and community leaders to identify blocks, streets, or other areas, as well as times during the week, where foot patrols can be used. In the same vein, officials should review qualitative data and analyses to find areas in which services are inadequate. This is an important step in "fixing broken windows."
5. Develop a system within the district in which officers have a specific patrol area. When service calls are made to dispatch, this officer should respond to the call. This will help the officer build a trusting relationship with residents.
6. On-the-job training will be necessary to prepare officers for the shift. The training should be community mental health, neighborhood planning, community organization, negotiation, and conflict resolution.
7. Educate the community about crime prevention and train them how to organize a neighborhood crime watch. Retired police officers may be the best personnel for this job.

LEAD AGENCIES/PARTICIPATING ORGANIZATIONS

New Orleans Police Department (lead agency), Orleans Sheriff, ACORN, Bywater Neighborhood Association, Proposed 9th Ward Community Development

Corporation

FUNDS

Gross Cost Estimate: $2.5 million per year operating budget

POTENTIAL FUNDING SOURCES

City of New Orleans, U.S. Department of Justice, COPS office, CDBG funding, National Institute of Justice, National Sheriffs Association

LOCATION

Substation to be located along Claiborne or St. Claude avenues

E. Evacuation Planning

Evacuation planning for New Orleans, a city geographically prone to damage from hurricanes and flooding "is one of the primary tools that emergency managers use to anticipate removing people from harm's way when a disaster is imminent." In the days leading up to Hurricane Katrina, the evacuation of *mobile* populations was relatively successful, given the aging infrastructure and short time-horizon; the region's contra-flow transportation plan allowed over 500,000 vehicles to exit the region within a 48 hour period.

Unfortunately, the plan failed to effectively account for the evacuation of low-mobility populations. Over 1,600 deaths have been officially linked to Hurricane Katrina's storm surge and the subsequent flooding of the city, though the actual toll is though to be much higher. Over 112,000 residents of New Orleans did not have access to private transportation at the time of the storm, according to 2000 census estimates. Five days after the levees broke, half of the 82,000 residents at the Super Dome and Convention Center remained, and it took a full nine days to completely evacuate the city.

It is clear that in future evacuation scenarios, the city, state, and federal government must manage a more equitable and complete evacuation, one that takes into account the city's most vulnerable residents: those that are medically and physically disabled, the elderly, and those who do not have access to private transportation.

Hurricane Evacuation Plans (HEPs) require extensive coordination between local, city, state, and federal authorities, given that:

- Evacuations require resources, like transportation infrastructure and shelter locations, across the city, state, and region
- Evacuees cross city, parish, and state lines
- Contra-flow procedures affect city, parish, and regional transportation systems, shifting normal flows of peoples and goods and impacting the overall economy
- The evacuation of vulnerable residents requires resources beyond the capacity of the City of New Orleans, and may include the use of rail, air, and

specialized medical transport infrastructure not normally available to the city and state

Community and neighborhood organizations should play a critical role in HEPs, to supplement and enhance official evacuation procedures. These groups could coordinate community based evacuation plans that are comprehensive and compatible with regional contra-flow designs. Organizing evacuations on a block-by-block basis has several immediate benefits. First, it promises that residents of all socio-economic backgrounds will be accounted for in the planning process. Second, it invites participation, which in turn raises the level of dialogue among residents about evacuation procedures. Before Katrina, only 50% of residents had personal or family evacuation plans, and a large number were unsure where they could receive reliable information about impending storms. Finally, neighborhood evacuation planning allows residents to critique the cities emergency procedures on the grounds of equity, inclusiveness, and allocation of resources.

Members of the ACORN Housing / University Partnership completed a draft Hurricane Evacuation Study for neighborhoods in the Lower 9th and 9th Wards, using a unique combination of community participation and advanced planning tools and analysis. While the study was conducted using 2000 census data, its methodology could be updated with post-Katrina demographic information or applied to any neighborhood in the city. Our preliminary findings indicate that the resources available to residents during Katrina were inadequate given the overwhelming need for public assistance. We found that during the evacuation of the city pre-Katrina, over 2,200 households in the Lower 9th Ward alone lacked access to a private vehicle, a total of over 6,500 residents. 3,200 residents in the Lower 9th were considered medically disabled. To responsibly evacuate these vulnerable populations, the city and state would need to provide at least 40 city busses, running 24 hours a day to shelters in Baton Rouge, assuming a full 72 hour evacuation notice. These neighborhood statistics indicate the enormous resources that must be marshaled for a full evacuation of the entire city.

There are several steps that community organizations must take to conduct Hurricane Evacuation Studies and to produced Hurricane Evacuation Plans for their neighborhoods. First, up-to-date demographic information must be made available, so that the resources needed for evacuations can be properly estimated. Second, evacuation plans must be developed according to multiple scenarios; clear procedures must be established for Category I as well as Category V storms. Third, census-based estimates for populations in need of specialized transport aren't nearly specific enough for evacuation plans; registration programs must be set up for the elderly, sick, or disabled so that during an evacuation public and specialized transportation is available to them, in a timely manner. Fourth, community organizations must update their understanding of appropriate evacuation shelters, given the damage done to structures during Katrina. If the remaining stock of shelters does not meet evacuation safety requirements, new locations for staging shelters must be identified. Finally, community organizations must advocate on behalf of their constituents, realizing that the understanding of resources

Promoting Excellence in Lifelong Learning

Prior to hurricane Katrina, the public school system in Orleans Parish was not providing high quality education. As cited by the Recovery School District Legislatively Required Plan, the public school system in New Orleans was persistently plagued by poor academic performance, wide achievement gaps, low graduation rates, racial and class inequities, high levels of illiteracy and poverty, building neglect, financial woes, and increasing turnover in administrative leadership. Given the current state of the school system, it is not surprising that in "2004–2005, 63 percent of schools in the New Orleans Public School system (NOPS) were deemed academically unacceptable."

To address this educational crisis, the Recovery School District (RSD) was created in 2003 to allow the state of Louisiana to take over failing schools. As of February 2006, 107 schools in New Orleans had been placed in the RSD to be operated by the Louisiana Department of Education. The public school system in

New Orleans was already in need of repair prior to Katrina. However, to make matters worse, the wrath of Hurricane Katrina destroyed over half of the Parish's schools and displaced significant numbers of students, teachers and administrators whose return is uncertain. Many of the schools that are being reopened in other districts are opening under the direction of the Recovery School Board. Before hurricane Katrina struck New Orleans; there were 15 public schools in Planning District 7. Currently, only three public schools in Planning District 7 have reopened: Reed PreK-8, Frederick A. Douglass Sr. High School and Dr. Charles Richard Drew Elementary School.

Only two District 7 schools were open in September, 2006: Fredrick Douglas Sr. High and Reed Pre-K-5. Although one more school has reopened, five of the 15 previously operating schools sustained approximately 50% damage due to hurricanes the previous year.

Prior to hurricane Katrina, there were 6 public schools in Planning District 8. Of these, none are currently open. Martin Luther King School is listed as an alternate school/site that is under consideration for the 2006-2007 school year.

Public School Conditions in Planning District 7

School Name	Address	Neighborhood	Current Status (Sept. 2006)	% Damaged (Sept. 2006)
Carver, George W. Jr. High	3019 Higgins Blvd.	Desire Area	Closed	49%
Carver, George W. Sr. High	3059 Higgins Blvd.	Desire Area	Closed	49%
Colton, Charles J. Jr. High	2300 St. Claude Ave.	St. Roch	Closed	21%
Douglass, Frederick A. Sr. High	3820 St. Claude Ave.	St. Claude	Open	21%
Drew, Dr. Charles Richard Elem.	3819 St. Claude Ave.	St. Claude	Closed [now Open]	29%
Edwards, Helen S. Elem.	3039 Higgins Blvd.	Desire Area	Closed	57%
Frantz, William Elem.	3811 N. Galvez St.	St. Claude	Closed	54%
Haley, Oretha C. Elem.	2515 N. Robertson St.	St. Roch	Closed	45%
Hansberry, Lorraine Elem.	1339 Clouet St.	St. Claude	Closed	12%
Lockett, Johnson C. Elem.	3240 Law St.	Florida Area	Closed	39%
Morton, Robert R. Elem.	3000 Abundance St.	Desire Area	Closed	18%
NOCEA	1815 St. Claude Ave.	Marigny	Closed	15%
Reed Pre K – 5	2521 Marais St.	St. Roch	Open	Not Included in Report
Shaw, John A. Elem.	2518 Arts St.	St. Roch	Closed	24%
Truancy Center	Unknown	St. Roch	Closed	Not Included in Report

Source: New Orleans Public Schools Informational Planning Package. Sept. 2006. Draft Report

Public School Conditions in Planning District 8

School Name	Address	Current Status (Sept. 2006)	% Damaged (Sept. 2006)
Armstrong, Louis D. Elem.	5909 St. Claude Ave.	Closed	70%
Edison, Thomas Alva Elem.	1339 Farstall St.	Closed	39%
Hardin, Joseph A. Elem.	2401 St. Maurice Ave.	Closed	100%
King, Martin Luther Jr. Elem.	1617 Caffin Ave.	Closed	21%
Lawless, Alfred Sr. High	5300 Law St.	Closed	84%
Noble, J.B. Special School	2201 Dubreuil St.	Closed	Not Included in Report

Source: New Orleans Public Schools Informational Planning Package. Sept. 2006. Draft Report.

In terms of access to transportation, Reed PreK-5 has school buses running, dropping students off at 7:45am and picking students up at 3:00pm. Prior to Hurricane Katrina, schools were located throughout the planning district. Public bus lines are available along St. Claude Avenue (88 St. Claude RTA Line) to access the open schools. Of the public schools that were open prior to Hurricane Katrina, none were located in the Holy Cross Neighborhood. Most of the schools were located in the northern Lower Ninth Ward. The majority of religiously-affiliated schools were located in the Holy Cross Neighborhood. The schools could be accessed by foot for those students living close by, but the remainder of students would need school buses for transport.

Prior to Hurricane Katrina, the Orleans Parish School Board was already in a state of financial crisis. Facilities were in overall poor conditions. In terms of educational attainment and drop out rate, the school system ranked as one of the lowest in the state. The Recovery School Board took over schools in the district to address these concerns. Now, with the added destruction of physical facilities, much more needs to be done just to bring the schools in Planning District 7 and 8 back up to their previous pre-Katrina status, making an improved school district a financially difficult task in the near future.

The most immediate needs are to ensure that students are able to attend schools that are in close proximity, to repair and reopen schools, and to recruit and employ qualified teachers and administrators. Over the long term, more schools should be reopened and/or renovated as demand increases and students return to the area. The need to reopen schools and to build an environment that values quality education was backed up by an overwhelming majority of residents that we surveyed in both the upper and lower ninth ward, who identified the need for quality schools as one of the most important factors affecting their decision to return to their neighborhoods.

The post-Katrina educational environment also calls for greater innovation and exploration of alternative and community-based models of education. Partnerships should be created between schools and local organizations, businesses

and foundations to provide financial and volunteer assistance when available. While there is a unique opportunity for the 9th ward to find new ways to address persistent educational disparities, much still needs to be done to bring the schools in Districts 7 and 8 back up to their pre-Katrina status, and it will possibly take years for the schools to reach a level that would qualify them as being successful.

Considering the educational needs expressed by 7th and 8th district residents as well as the opportunities and challenges confronting educators in the ninth ward pre- and post-Katrina, the following section provides a brief description of potential short- and long-term projects. This section also offers examples of model education programs from across the country that might hold promise for schools in the ninth ward.

A. School Exploration Committees

Although about half of the public K-12 schools in New Orleans reopened by the fall of 2006, only three of these are in the Upper Ninth Ward. MLK Elementary is the only school in the Lower Ninth Ward currently under renovation. Even these recovery efforts are not enough encouragement to a community whose opinions of public schools are represented by the statement of a man from the Upper Ninth: "If you live in New Orleans and you have any money, even to pinch by, you don't send your kids to the public schools; I don't think they could be any worse." It will take a visionary plan to turn this reputation around.

In conjunction with neighborhood groups, Education Committees should be formed in both the seventh and eighth districts to explore the options for either reopening existing schools or creating new elementary, middle and high schools, while considering return rates to determine size and location. These exploration committees should consist of residents, nonprofit and faith-based groups, social service providers, educators and business owners. They could become the basis for a nonprofit organization that could charter new schools and provide oversight, ensuring that the programming is relevant to the needs of the community.

Resources

Federal: $30 million in foreign aid was awarded through the US Department of Education for Lousiana K-12 facility reconstruction. The committee should look into how to ensure that some of these funds will be earmarked for schools in the Ninth Ward.

Federal: A Charter School Grant of $24 million was provided to Louisiana under the No Child Left Behind Act.

State: State level funding for education based on income tax instead of local sales and property taxes would help reduce inequities in education funding. The Ninth Ward, as a victim of the localized funding strategy, should advocate for such distributed funding.

Local: New Schools for New Orleans formed in 2006 to serve as an information clearinghouse for groups chartering new schools. The exploration committee can utilize NSNO for explanations and workshops on best

operations practices, policies and soon, legal assistance.

B. Summer Youth Employment Program

Summer is approaching, and with community centers and businesses damaged, there are few activities available for youth. A summer employment program will provide teens with opportunities for personal growth, skill development and income. A summer employment program might foster a sense of empowerment in students while providing the community with a valuable service.

Fifty teenagers, ages fourteen and up, each from the seventh and eighth districts could be granted community development stipends for work that would contribute to the revitalization of the Upper and Lower Ninth Ward. Youths employed by this program could participate in activities such as neighborhood clean-ups, beautification of public areas and parks, building community gardens, assisting the elderly, and assisting with ongoing community development projects, and cultural and recreational programs for young children. Not only would these services improve neighborhoods, they would help young adults gain skills and self-confidence and connect them with other members of the community.

Resources

Nonprofit: AmeriCorps could sponsor VISTA members to oversee the employment program, providing organization and support to the teen participants. The Ninth Ward local Community Development Corporation would be an appropriate sponsoring organization.

Case study:
The New York City Department of Youth and Community Development's Summer Youth Employment Program offers academic, career and life skills training and summer employment in community service or small business apprenticeship to youths, ages 14-21. Funding sources include the City Levy, Temporary Aid to Needy Families, the Workforce Investment Act, and the Public Assistance/Human Resources Administration.

C. Community Schools

Hurricane Katrina ripped apart a community that had low resources but a strong social network. On top of the poverty that already existed, Katrina's path wrought significant damage on the physical and mental health of adults and children and scattered established social networks. Integrating community services with education could help the community rebuild. The children in the community deserve the opportunity to achieve academically, and it would help to learn in a context that is meaningful to them. They are the

children of a community that has endured historical political isolation that continues in the aftermath of Katrina. A curriculum that brings the community together and teaches them how to fight for themselves and their community would empower them to break through difficult psychological and social barriers.

A community center in each district that integrates education, social services and recreation could serve as a place to rebuild social networks and facilitate access to needed services. Part of the building could be used as a school for grades 7-12 that would integrate traditional academic courses with a hands-on community development curriculum, learning skills such as how to use the political process to accomplish goals, how to achieve public participation, and how to design a community garden. Often parents are unable to participate in the classroom due to time and work constraints, but with the school as part of a community center, parents could be solicited to volunteer as teacher's aides in return for assistance.

The services offered in other parts of the building could include job placement, mental and physical health care, family services, and classes on topics such as career and business development, continuing education and nutrition. Recreational activities and classes would be available to all ages, which would be an ideal way to bring seniors in to interact with youths.

This close interaction between the school and public branches of the center would also be cost-effective, as facilities could be shared. Middle and high school students could use classrooms and recreational fields and equipment during the day, and the public could use them outside school hours for adult education, community recreation, and public meetings.

Resources

Federal: Community Development Block Grant funds could be used to support the community services.

Local: Local social service agencies could be invited to enter into a partnership.

Case study: The Compact Schools Program in Sandtown-Winchester, Baltimore, was founded to promote neighborhood involvement. In addition to academics for youth, the program provides cultural, personal, and career enrichment programs for parents, as well as mental and physical health care. Reaching out to the larger community, it offers a community center that is a one-stop shop for social services.

Case study: The School of Unity & Liberation (SOUL), Berkeley, California was formed to address issues of economic justice, and offers classes and training to youth in community organizing and political education.

Case study: James Madison School of Excellence, Rochester York. The Madison Educational Campus houses a partn between a public magnet school and social services to cr community center.

D. Teacher Recruitment

There is still a teacher gap – though it is getting smaller. In a city with few affordable homes, a low quality of life, and low teacher salaries, teachers have little incentive to return to New Orleans. For the 2004-05 academic year, teacher salaries averaged $38,880 in Louisiana compared to the national average of $47,750. The city must be more financially supportive of teachers in order to retain them. New Orleans must embark on an extensive recruitment campaign of retired teachers for short-term placements to expedite the rebuilding of the education system while affordable housing is built for new teachers hired for permanent positions.

With the tax base destroyed by Katrina, school districts are unable to draw revenue. In order to reopen schools and sustain a quality education system, Orleans Parish School District revenue must come from the state and national government in much greater numbers than have already been allocated. Increasing teacher wages will also create a higher tax base to which public services can be expanded and eventually siphon enough education revenue to replace state and federal funding.

Prior to Katrina, New Orleans schools were underperforming; public schools were under funded and quality teachers were difficult to recruit and retain. In 2004, the Louisiana total expenditure per pupil for public primary and secondary schools was $7,997. The US average expenditure per pupil was $9,762. Increasing teacher salaries and school expenditures is the first in many steps to rehabilitate the New Orleans education system.

High attrition of teachers is also attributable to continued shortage of viable housing. While affordable housing is prudent for the economic and social well being of New Orleans, providing partially subsidized mortgages is another option for teacher recruitment. Attrition rates will significantly drop if the city and state provide new teaching recruits, who are contracted to work in the city for a minimum number of years, with a $10,000 subsidized loan that goes toward either rebuilding their damaged home or the purchase of a new home. By owning a home, teachers are tied to their community and less likely to leave after a short time.
Recruiting retired teachers for one to two year-long assignments would help considerably to get the education system back on its feet. By forgoing state teaching requirements for out-of-state teachers who have taught for a minimum of 10 years, and enabling retired teachers to return to public school work without losing their pensions, many retired teachers would likely be willing to lend a helping hand to the New Orleans recovery effort by returning to the classroom.

Reaching out to retired teachers is prudent to getting the education system operating again. Right now, schools are not opening up, in large part because there are not enough teachers. Because retired teachers already have pensions, they are also more likely to take a salary cut and teach on a low salary step. Many retired teachers miss the classroom setting and interaction with students. Yet, due to restrictions on pensions and bias against their age, once teachers have begun collecting on their pensions, they find it difficult to return to the classroom even if they want to do so.

Resources

Federal: The US Department of Education and grants under the No Child Left Behind Act must increase considerably.

Nonprofit: Teach for America (TFA) enlists the nation's top college graduates to teach in low income communities and provides them with support in an effort to reduce education disparity. TFA already has 58 "corps" teaching members in Greater New Orleans. The Greater Ninth Ward must advocate for increased corps membership in Greater New Orleans and the Greater Ninth Ward in general.

Local: TeachNOLA is a project of New Schools for New Orleans to recruit teachers to the New Orleans schools.

E. Non-Traditional High School & Vocational Programs

The education system in the Greater Ninth Ward operated marginally prior to Katrina, and, since then, it is now defunct. Furthermore, residents struggle to find sustainable employment. A vocational school in the Greater Ninth Ward would ultimately serve the larger New Orleans community. By preparing our youth for meaningful employment, they are not likely to become an economic burden on society.

Furthermore, prior to Katrina, high school graduation rates were low for residents of the Greater Ninth Ward. Non-traditional and vocational high schools may provide the proper setting for residents to complete their high school education. Non-traditional and vocational high schools accelerate the success of students who under perform in the typical elementary and secondary school setting. Moreover, educating and employing youth decreases crime, about which many residents of the Greater Ninth Ward expressed concern when recently polled.

According to the study, "The Benefits of Secondary Vocational Education for Young People with Disabilities," by Mary Wagner, students enrolled in occupationally oriented vocational education experienced fewer absences and had a lower probability of dropping out of school than students enrolled in traditional educational schools.

There is a tremendous need for construction workers to rebuild New Orleans post-Katrina. Creating a vocational school in the aftermath of Katrina is ideal for the rehabilitation of New Orleans. Training local residents in construction lowers reconstruction costs, regenerates money into the local economy, in contrast to hiring non-local contractors who will not likely spend their salaries in New Orleans, and puts the power of planning back in the hands of residents.

In addition to vocational schools, non-traditional high schools such as the highly successful Performance Learning Center (PLC) models in Georgia provide a potential innovative alternative to traditional high school curricula. PLCs provide day care, offer individualized web-based curricula, and incorporate career-based internships and service learning to enhance students' skills and knowledge. Given the impact of

PLCs on reducing the dropout rate and narrowing achievement gaps in Georgia, PLCs hold tremendous promise for improving the quality of high school education in the ninth ward.

Money is available for designing new and innovative non-traditional and vocational schools, yet, Louisiana is currently facing difficulty attracting people to such programs because of the housing shortage. Affordable housing must also be addressed for residents of the Greater Ninth Ward.

A non-traditional high school or vocational school ultimately link youth to the community and to the local labor market. We recommend that facilities be equipped to educate students for national certifications and prepare students to enter the workforce. A successful school would have service-learning and community partnerships with local neighborhood groups, service organizations and businesses. This would foster active learning, enable on-site development and training, and serve students as a type of apprenticeship. Such hands-on learning and apprenticeships are invaluable to both students and businesses because the most successful students can then immediately move into the workforce.

A non-traditional high school or vocational school should be directed toward at-risk high school age students or those students who have dropped out or who have missed school due to displacement caused by hurricane Katrina. The program should gear these students towards immediate employment upon graduation or post-secondary education in their respective field of study. We encourage technical training in the following areas: food services, hospitality, business management, housing construction (YouthBuild Link), environmental science, energy and information technology.

Resources

Federal: Community Development Block Grant

Foundation: Bill & Melinda Gates Foundation

Participating organizations: Universities, local non-profits, local businesses, community colleges, VISTA volunteers

Location: Site of Holy Cross School, MLK, Edison School, Kohn School site

Non-Traditional High School & Vocational Programs – Model Developments

Classic City High School Performance Learning Center, Athens, GA

Learning Center (PLC) was created in 2003. The PLC is a non-traditional, voluntary high school. It is a partnership between the Clarke County School District,

Communities in Schools, and the Bill and Melinda Gates Foundation.

The PLC is uniquely designed to provide opportunities for high school completion in a non-traditional, adult school setting. The PLC students receive a "second chance" for a better quality of life and a better future for their children. Students choose to attend PLC based on a rigorous admissions process.

Chicago High School for the Agricultural Sciences, Chicago, IL

Chicago High School for the Agricultural Sciences boasts a 93 percent graduation rate with an enrollment of 450 students, 65 percent of whom are African American. Furthermore, 72 percent of graduates attend four-year colleges or universities, and students receive more than $1 million in college scholarships each year.

F. Magnet Cultural Arts School

New Orleans has a rich cultural tradition that is important to the community socially as well as economically in the form of cultural tourism. The Ninth Ward in particular has played a significant role in developing this world-famous culture, so it would be an appropriate home for an arts school that focuses on this tradition. Arts education helps inspire and engage students, as well as improving their academic performance. In addition to providing rigorous and culturally relevant academic and arts education for local students, a magnet school might open the community to addressing its historic physical and political segregation in a constructive way, bringing in students and funding from the surrounding community to learn from the culture of the Ninth Ward.

A uniquely New Orleans cultural arts school could provide rigorous academic education through a curriculum laced with jazz, traditional cuisine, architecture and visual arts. Such a curriculum would prepare students for college or for further study for careers in the cultural arts, and would offer the community an opportunity to preserve cultural traditions and pass them on to their children. The school could be combined with the proposed cultural museum and research center. Such a school would remind the rest of the city of the importance of the Ninth Ward's contributions to local culture, and the magnet nature of the school would ensure students and funding from other areas of New Orleans to help support the students from the Ninth Ward.

Resources

Federal: The National Endowment for the Arts offers Infrastructure grants in Folk and Traditional Arts, as well as Learning in the Arts for Children and Youth.

Local: The Arts Council of New Orleans offers arts grants to local schools.

Local: Louisiana Rebirth was formed to facilitate the

recovery of Louisiana's cultural resources, including supporting arts and cultural education and research.

Nonprofit: The Wallace Foundation offers grants for arts participation programs.

Nonprofit: The Teaching Tolerance Grant Program offers funding for education in tolerance and diversity, which could be used to fund curriculum to support the integration of local students and students coming from outside the Ninth Ward.

Magnet Cultural Arts School – Model Development

The Waterbury Arts Magnet School in Waterbury, Connecticut

The Waterbury Arts Magnet School combined with a downtown theater redevelopment project to provide urban and suburban children with an opportunity to learn in a creative environment.

Celebrating and Advancing the Extraordinary Architectural, Musical, Culinary, Artistic, and Literary History and Culture of the 9th Ward

A. Project 'Celebrate the 9th': A Research, Performance, and Documentation Institution

A museum and research institution in the 9th Ward would be dedicated to preserving the strong cultural aspects of the neighborhood and magnifying the current issues around these themes. The goal is to have this facility become one of the leading institutions in research, performing arts, and preservation of history and culture. The abandoned Navy Base is an ideal location.

The museum would include art collections, artifacts, musical recordings, and other forms of documentation of the history of African Americans in the South, in New Orleans, and in the 9th Ward. It would become a place for public lectures, readings, panel discussions, forums, galas, and other cultural events, and a home to youth programs focused on history and culture, and performances. It would serve as a voice for the upkeep of residents' personal histories in the neighborhood and in the city.

Culture is strong in these neighborhoods. Many of the residents who were interviewed lived in New Orleans their entire lives, with many family members in the area. Historically, many immigrants and African Americans settled in this area. Within the 9th Ward, the physical separation between races is blatant. The ties neighbors have to each other is clear; during interviews, there were many moments when residents paused to attend to a neighbor rather than the official-looking interviewers. Attention must be given to these aspects of the neighborhood in this cultural institution.

Residents' methods of asserting unique cultural, spiritual, and familial traditions over oppressive exterior forces could be reflected in this institution—one that would celebrate, acknowledge, rectify, and give agency to the contributions of the area's residents to social history. As one resident put it, "*the residents of the lower ninth…have always worked hard…*

[They] aren't going anywhere." A museum would give residents the ability to hold onto personal stories through many different sources. It could create a place for open forum, discussion, and programs with a distinct cultural focus.

Physically, a museum of the sort could serve to become a center around which other neighborhood activities revolve. If it were placed in an accessible and meaningful location, residents would feel welcome there, would have a stake in its future and upkeep, and would be more likely to have a voice in deciding the role of the museum.

The 9th Ward is a residential neighborhood. Therefore, the guiding principles of the institution must value discussion, change, and flexibility. It must not become a jewel that simply feeds the interests of outsiders, but rather a place that responds to and reflects the lives of residents.

Model Developments - The Schomburg Center for Research in Black Culture (Harlem)

The Schomburg Center for Research in Black Culture in Harlem is the premiere institution of its kind. As part of the New York Public Library system, it is free to the public, and serves not only as a center for Harlem's community, but as an internationally influential research institution. The Schomburg Center stemmed from the public library system of the city; it was formed largely in response to the demand of the growing black population in Harlem. The following lessons would be particularly important for the 'Celebrate the 9th' project:

a. **Successes/Room for Growth:** The Schomburg Center operates on many different levels. Its collections are vast and diverse, ranging from paintings and sculptures made by people of African descent to recordings of contemporary jazz musicians and notable speakers. Traditional artifacts, social and cultural events, posters, prints, literature, poems, documentaries, oral histories, plays, essays, and textiles in the collection all document and celebrate black history in New York, the United States, and places of African Diaspora.

   The Center keeps its collection and research alive by holding lectures and presentations in the Langston Hughes Auditorium, where Media Production and Theatre Operations are held. A Junior Scholars Program hosts youth to explore the collection, go on field trips, take classes in the arts, and make presentations on what they immerse themselves in. A Fellowship Program encourages continued research in African Diaspora.

   The Schomburg Center serves as a venue and an institutional voice in issues beyond history; it recently hosted a forum on the state of education in New York, has spoken up for the African American burial ground in the city, and hosts the celebration of lives such as Richard Pryor. It seems to be a strong social presence in New York

and a distinctly loud voice in the international need for black cultural preservation and acknowledgement.

b. **Funding:** the development and upkeep of the Schomburg Center has fallen under the budget of the New York Public Library. The library system is greatly funded by the government, but because of the extent of the services that the Schomburg provides, private funding comprises the majority of its budget.

Initially, the center was able to purchase the collection of Arthur Schomburg with funding from the Carnegie Foundation. To operate its fellowship program, it receives grants from the Rockefeller Foundation, the Aaron Diamond Foundation, the Irene Diamond Foundation, the Samuel I. Newhouse Foundation, and the National Endowment for the Humanities.

Implementation Steps

It is imperative that the foundation of and continued support for an Afro-Centric Institution in the 9th Ward be led by the residents.

a. Attain local and federal government grant of the abandoned Navy Base.
b. Use funding from a land trust to develop a museum building.
c. Create a community group made up of 9th Ward residents to plan and support the museum.
d. Appeal to national research institutions such as the Schomburg Center for donations, initial exhibit materials, communication, and advice.
e. Communicate with NGOs and grant Foundations for funding.
f. Gather local history by inviting residents to contribute to the community group: record stories, gather artifacts, and create documentaries.
g. Gather resident input on the types of exhibits, programs, performances, and presentations they would most like to see in such an institution.
h. Involve the schools that have reopened to create workshops and classes for youth.

Lead Organizations

Schomburg Society, Louisiana Public Library System, strong community organizations (see below)

Participating Organizations

Neighborhood organizations, Historic Preservation Organizations: Bywater Neighborhood Association, Desire St. Ministries and CURE, St. John faith Church/ Camp ACE, St. Roch Bend A, Desire Area R Council, Fb St. Roch I A, The Renaissance Project, Fb Marigny I A, All Citizens Together, Desire C H Co (10), Fb Franklin A (16), Fb Lafayette N I A (16), Florida R Council, New Marigny (16), Ninth Ward H D Co, Holy Cross Neighborhood Association, Lower Ninth HoA, Florida Boulevard C I A, Lower Ninth Ward N Council Inc., Lower Ninth Ward N Empowerment Network A, and The New Orleans Center for Creative Arts Institute.

Other non-profits dedicated to rebuilding.

These organizations are not particular to the 9th Ward but are strong in grassroots organizing in New Orleans and Louisiana: The Green Project, The Survivor's Village, Families and Friends of Louisiana's Incarcerated Children, People's Hurricane Fund, Common Ground Collective, Mississippi Workers Center, Critical Resistance, New Orleans Network, Get Your Act On, New Orleans – Louisiana Palestine Solidarity, Baton Rouge Area Foundation, Ville Platte Civic Center Shelter, INCITE! Women of Color Against Violence, People's Institute for Survival and Beyond, Institute for Women and Ethnic Studies, The Justice Center, Juvenile Justice Project of Louisiana, Neighborhood Gallery, Back Street Cultural Museum, New Orleans International Human Rights Film Festival, Girl Gang Productions, Ashe Cultural Center, Iron Rail Bookstore and Lending Library

Technical Assistance Providers

The lead community organizations could work with a land trust to develop a museum on the old Navy Base. If the land remained public in this way, and the institution was supported purely by non-profit organizations, it would depend highly on resident input and support. Another option is for the Louisiana Public Library system to take the project under its funding and development. This may ensure that the land be acquired, but based on the 9th Ward's lack of well-funded libraries before the storm, residents may not be able to depend on its upkeep.

Potential Funding Sources

a. Rockefeller Foundation, other similar Foundations
b. National Endowment for the Humanities
c. Funds or assistance with collection attainment from the Schomburg Center
d. Community Land Trust
e. Community Loan Fund
f. The City of New Orleans

g. Arts Council of New Orleans (private non-for-profit org)

B. Public Art for Empowerment and Community: Mural Program

A mural arts program in the 9th Ward would hire local artists to work with children and adults on public mural projects. Through commissions, grants, or donations, the mural program would beautify businesses, schools, and eyesores in the neighborhoods.

A destroyed school or other large building could serve as the headquarters for the mural program. Rehab and reoccupation of one of the buildings would generate recovery in that area of the neighborhood and would put a building to good use.

The program would include extensive projects for youth residents. A year-long free after-school public art program for elementary school children, programs at correctional facilities for adjudicated youth, and programs focused on crime and violence prevention are all possibilities. Projects would be based completely off of the community's ideas on subject matter, placement of the murals, and response to proposed designs. The program would maintain grassroots operation, and therefore stronger community ties, by working alongside other non-profit community groups. The program would maintain its own administration, organization, and appeals for funding in order to keep operations tied to the community.

Recent resident interviews in the 9th Ward revealed an overwhelming need for youth programs. Residents expressed this need through varying descriptions. Some spoke directly to the problem of crime – personal fears for safety, the trap it creates for young men, the connection it has to drug use, and the lives that are lost consistently. Others spoke of children having to travel a distance to school, therefore lacking local safe places. Two middle-aged fathers proposed linking drug rehabilitation with mentorship and after-school programs for youth.

From these responses, the planning team should conclude that the pull factor of crime and drugs on youth has and will be accentuated after the storm. With many of the schools underperforming before the storm and the majority remaining closed in the wake, it is an imperative that youth be provided with dynamic programs and places to feel safe. In addition, there are now many abandoned buildings and blighted areas which, with the combination of public art and clean-up, could highly boost morale.

Time and time again, when asked what the most important aspect of rebuilding is, residents spoke of the return of neighbors – the mere presence of other people. The 9th Ward is predominantly residential, with seemingly tight-knit streets and blocks. A community-based mural program would ensure that the residential aspects determine the character and voice of the neighborhood. It would enable residents to communicate in an empowering way with the business community and ensure that beautification would be resident focused.

Mural making holds strong social and political voice and expression. While this is something that may thrive in a community with so many generations, based upon residents' responses it seems that a mural arts program in the 9th Ward should be youth focused before anything else. The people that are able to participate decide, and use the program will make it the farthest-reaching.

Model Developments - Philadelphia's Mural Arts Program

Philadelphia's Mural Arts Program, which grew out of an initiative to rid the city of graffiti, now employs over 300 artists and works with over 3,000 youth each year. The program was created in 1984 and separated from the Anti-Graffiti Network in 1996. Since then it has expanded to include art education programs for youth and adult mural painting programs at prisons, and it takes on projects such as "Visions of Peace," which exposes and addresses youth violence.

Successes/Lessons:

MAP came about at a time when murals were supported by large institutions, leading to stability but controlled administration and lack of community input. This model is invaluable to the development of a similar program in New Orleans; given the success and strength of the current grassroots Philadelphia mural program, one of equal community representation is possible for New Orleans.

Thousands of murals have been painted in Philadelphia's neighborhoods. The act of painting them, communicating with community groups to do so, and working with youth residents all serve to provide individuals and the community with a sense of strength. The act of making murals, according to many participants in MAP, can be about "self-exploration and rehabilitation;" it can expose and celebrate specific aspects of the community through public images.

Funding:

MAP is funded by numerous foundations and corporations. A large part of MAP's project process involves connecting the wishes of the community with any ideas of donors. However, because of MAP's extensive work and the support of several large foundations, it is dedicated to prioritizing the community's voice.

Implementation Steps

a. Establish a non-profit organization to work with and help organize the Mural Arts Program.
b. Put out a call to local artists.
c. By working with a land trust or CDC, acquire building space.
d. Communicate with CDCs, corporations, and

foundations for funding.
e. Involve teachers, Human Services, and other youth mentors to determine best methods, messages, and projects for work with children in the post-disaster 9th Ward.
f. Begin with a youth program in which students help design and paint murals, as well as their own public projects.
g. Communicate with the community to determine where residents would like to see murals or other public projects.
h. Target businesses in effective neighborhood locations; encourage the return of business owners through agreements for art projects.
i. Create a program in conjunction with juvenile detention centers and adult prisons or rehabilitation centers.

Participating Organizations

a. Louisiana Prison System
b. Louisiana School System
c. Other non-profits dedicated to rebuilding. These organizations are not particular to the 9th Ward but are strong in grassroots organizing in New Orleans and Louisiana: The Green Project, The Survivor's Village, Families and Friends of Louisiana's Incarcerated

Children, People's Hurricane Fund, Common Ground Collective, Mississippi Workers Center, Critical Resistance, New Orleans Network, Get Your Act On, New Orleans – Louisiana Palestine Solidarity, Baton Rouge Area Foundation, Ville Platte Civic Center Shelter, INCITE! Women of Color Against Violence, People's Institute for Survival and Beyond, Institute for Women and Ethnic Studies, The Justice Center, Juvenile Justice Project of Louisiana, Neighborhood Gallery, Back Street Cultural Museum, New Orleans International Human Rights Film Festival, Girl Gang Productions, Ashe Cultural Center, Iron Rail Bookstore and Lending Library

Technical Assistance Providers

The organizations listed above, CDCs, and possible Land Trusts are all sources of technical assistance. Acquiring building and headquarter space, reconstructing and maintaining that space, and acquiring supplies are all immediate technical needs.

Potential Funding Sources

a. National Endowment for the Arts
b. Bank of America
c. Ford Foundation
d. Louisiana Department of Community and Economic Development
e. Rockefeller Foundation, other large grant-giving foundations
f. Other local and New Orleans-based associations

BUILDING LOCAL CAPACITY FOR SUSTAINED ECONOMIC AND COMMUNITY DEVELOPMENT

Establishing an Effective Community Development Corporation to Plan, Implement, and Evaluate the Five-Year Plan

Establishing CDC for the Greater 9th Ward

A. Problem Statement

The issues that affect the Greater 9th Ward are numerous. One problem facing the neighborhood is the allocation of the rebuilding funds from agencies and organizations such as the Louisiana Recovery Authority, Road Home, Small Business Administration, and insurance companies. There is also a need for suitable affordable housing in Planning Districts 7 and 8, as well as employment opportunities throughout the neighborhood. A community development corporation would benefit the neighborhood by providing residents with highly trained economic development staff who would manage the legal, financial, administrative, political, and design processes indicated by various planning efforts now underway. Secondly, a CDC would assist the efforts of residents to secure monies for recovery of their own homes and businesses as well as community development projects affecting the neighborhood as a whole.

The disaster literature, according to Olshansky and others, highlights the need to pursue a comprehensive recovery plan: involving public, private and non-profit institutions; mobilizing the active involvement of residents and their Community based organizations, and staying focused on key projects for a minimum of 5 to 10 years. While the 9th Ward has various community organizations that are effective in mobilizing people, creating future visions, and delivering basic services; the community lacks a high-capacity CDC with the ability to move projects, in an efficient and effective manner, from conceptualization to implementation.

B. The Proposal

The inadequacy of response from various agencies before, during and after Hurricane Katrina in August and September, 2005, showed the need for the neighborhood to take a more active role in its own development. Through participation in the current planning process, the neighborhood has voiced its concerns and aspirations. A CDC in planning districts 7 and 8 would help bring these plans to realization.

We, therefore, propose the development of a CDC. Such organizations are playing an increasingly important role in revitalizing ailing and rural communities. They have grown in number from 10-20 in the 1960s to more than 3,500 in recent years. And they are playing a leading role in:

-Community-based crime prevention
-Youth development
-Affordable housing rehabilitation and construction
-Job training/retraining
-Small business assistance

-Creation of new commercial space
-Promotion of cultural programs
-Improving municipal services

The Greater 9th Ward Community Development Corporation will be organized under state and federal law as a non-profit, tax-exempt, tax-deductible organization (501c3). In the 7th Ward, there is a nascent CDC on the design boards for the area surrounding St. Augustine High School. It is being organized by the head master there, Father Joseph Doyle, in conjunction with Cornell University's Planning Department. The Diocese of New Orleans could support a similar effort in the Lower 9th Ward, at St. Davis, for example.

There appears to be considerable interest in establishing such an organization. St. Augustine's is supporting St. David's, which appears interested in creating a full-service CDC in the Lower 9th Ward in cooperation with Catholic Charities. Second, Common Ground appears to be shifting its focus from disaster relief to long-term development, and they are discussing the creation of a CDC. Third, Neighborhood Works has begun discussions regarding how they can better address the needs of the 9th Ward – going beyond their historic focus on homeownership.

Residents, institutions and government would comprise the membership of the CDC. A member-elected board of directors would set the policy, program and financial agenda of the organization. A small full-time staff would provide support to the board and the greater membership, and would be specifically responsible for raising money to execute the proposed agenda.

C. Key Functions

CDC's can perform a number of functions. They include:

1. Verify and prioritize projects contained in this plan
2. Undertake detailed market studies
3. Complete feasibility studies
4. Prepare business plans
5. Secure needed Technical Assistance
6. Identify potential public and private funding sources
7. Prepare funding proposals
8. Secure funds
9. Finalize contracts with funders
10. Issue requests for proposals with would-be developers

11. Negotiate contracts with developers
12. Oversee implementation
13. Assist with community relations, outreach, and marketing
14. Manage/facilitate program evaluation
15. Provide Technical Assistance regarding operations

D. The Short and Immediate Term Projects

Planning goals identified through the various planning processes are summarized below.

Business Assistance

Immediate, 1 yr

- Provide workshops for businesses and business leaders.
- Secure funds from recovery agencies and state and federal governments.
- Re-open St. Roch's Market as a public retail vendor foods and crafts market.
- Establish a centrally located flea market.
- Pursue a YouthBuild to train local residents in house gutting, rehabilitation and construction, and landscape design and installation.

Short Term, 1-3 yrs

- Recruit a modular housing factory to provide employment as well as replacement of residential, commercial and institutional buildings.
- Develop a neighborhood-oriented retail center along St. Claude or Claiborne Avenue.

Ecological Health

Immediate, 1 yr

- Support a systematic cleanup of streets, sidewalks and public spaces.
- Restore the center medians of St. Claude and Claiborne Avenues, and replace missing street signs

Short Term, 1-3 yrs

- Advocate for infrastructure repairs in areas with high rates of residents returning.
- Devise new land use plan and new construction standards to address floods risks.
- Construct a new network of parks and playgrounds.

Housing

Immediate, 1 yr

- Secure and site additional FEMA trailers for families wishing to return.
- Seek immediate passage of rent control and price-gouging ordinance.
- Fund the establishment of a community planning and

Short Term, 1-3 yrs

- Accelerate the inspection and rehabilitation of structurally sound public housing to accommodate low income individuals and families.
- Pursue the establishment of a community land trust

design center with architecture, planning and legal services to provide technical assistance to residents.

from owners who will definitely not be returning to facilitate the development of larger mixed use and mixed income projects.

- Create a program to fund non profit organizations to acquire and rehabilitate tax and bank foreclosed properties.
- Explore the feasibility of two new residential developments per year in each neighborhood per year that are transit oriented, pedestrian friendly and have New Orleans style architecture.

Restore Municipal/Human Services

Immediate, 1 yr

- Work with regional medical and dental programs from nearby universities to establish a community health center to be centrally located within the community.
- Establish a childcare center to enable parents to work

Short Term, 1-3 yrs

- Work with members of local faith communities to create an effective alcohol and drug prevention treatment program.
- Collaborate with local police agencies to establish an interagency pilot program for community policing

Promoting Lifelong Learning

Immediate, 1 yr

- Seek funding to reestablish a Head Start program at immediate locations throughout the community.
- Work with local parents, teachers, and the faith-based community to establish a local elementary school in the neighborhood.

Short Term, 1-3 yrs

- Establish a cooperatively-managed middle/secondary school in both the Upper and Lower 9th Wards.
- Design and establish a vocational and educational program for adult learners that would prepare them for living wage jobs in housing construction, environmental sciences, oil and gas, and the hospitality industry.

Cultural Projects

Immediate, 1 yr

- Organize a public mural project that celebrates the rich local history and culture of New Orleans in general, and specifically the neighborhood.
- Creation of an appropriate people's memorial as a living tribute to those who died as

Short Term, 1-3 yrs

- Explore the feasibility of establishing an ArtWalk along the Mississippi levee connecting the French Quarter with the retired naval base, featuring large sculptural pieces.
- Transform the abandoned naval base into an Afro-

a result of Hurricane Katrina.

centered museum and performing arts center.

E. Steps towards setting up the CDC

1. Confirm interest among residents, CBOS, elected officials, and intermediaries
2. Form Steering Committee for 9th Ward CDC
3. Prepare a Constitution and By-Laws
4. Develop preliminary budget for core staff and operating expenses
5. Identify potential funders
6. Prepare funding proposal
7. 501c3 Application
8. Recruit, screen, hire, and orient staff
9. Secure Technical Assistance support
10. Evaluate

F. Potential Funding Sources

1. City CDBG
2. Community Reinvestment Units of Local, Regional, and National Lenders
3. Faith-Based Community Development Funds (Catholic Campaign for Human Development)
4. Greater New Orleans Foundation
5. Louisiana Recovery Authority
6. Intermediaries – LISC, NW, Enterprise Foundation, Seedco

G. Model Developments

a. North Lawndale Pyramidwest Community Development Corporation (Chicago)

b. Emerson Park Development Corporation, (East St. Louis)

c. Bethel New Life, Chicago, Illinois (Chicago)

d. Dudley Street Initiative (Boston)