

Planning Our Way Out of a Disaster

Five Lessons From New Orleans

city-works

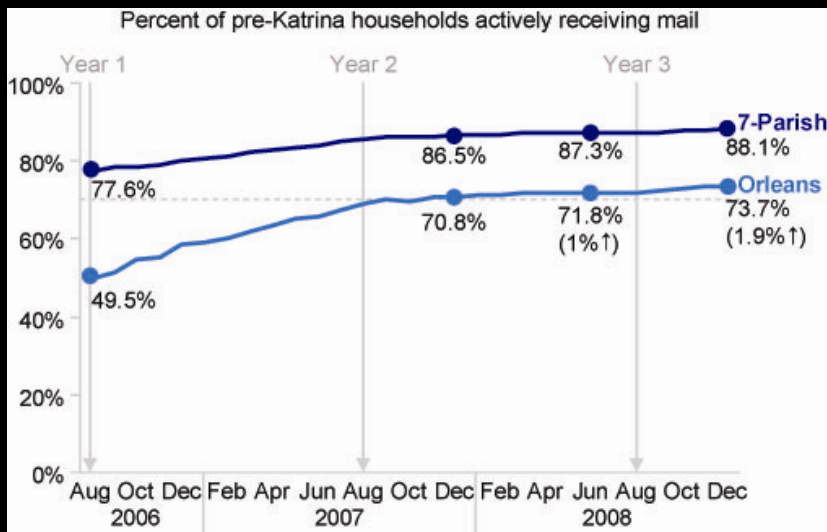


★ Levee breaches during Hurricane Katrina
August 29, 2005

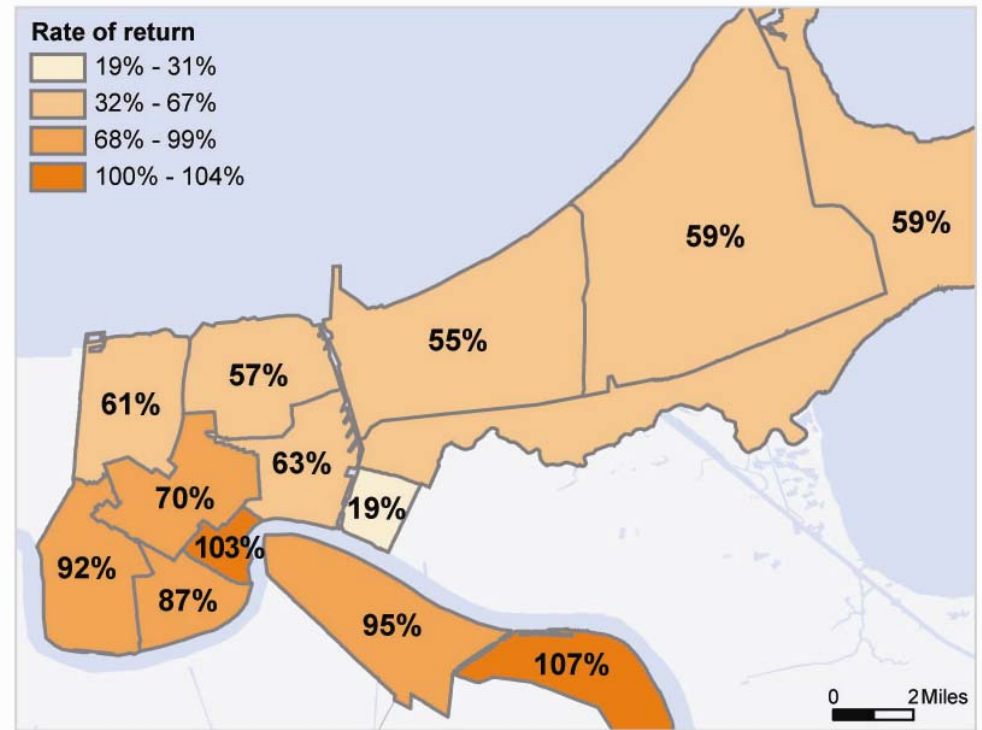
IMAGE: SPACE IMAGING



Population



Share of June 2005 residences active in September 2008, by planning district



Source: GNO Community Data Center analysis of Valassis Residential and Business Database.

More recovery data at <http://www.gnocdc.org>



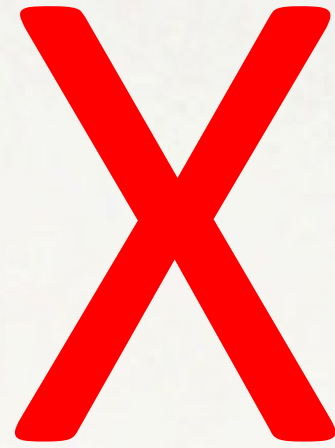




“New Orleans represents a large-scale, irresistible virtual blank slate on which many would love to impose their particular vision of the ideal society...”
– Times-News, Burlington, NC (September 2005)

Five Lessons

1. The post-disaster city is not a blank slate.
2. When it comes to planning, less is more.
3. Empower neighborhoods and the city.
4. Let the information flow.
5. Plan to act!

A large, bold red 'X' is drawn in the center of a whiteboard. The whiteboard has a silver frame and a small eraser in the bottom-left corner. The entire whiteboard is set against a black background.

1. The post-disaster city is not a blank slate.

“A city is hard to kill, in part because of its strategic geographic location, its concentrated, persisting stock of physical capital, and even more because of the memories, motives, and skills of its inhabitants.”

– Kevin Lynch, *Wasting Away* (1991)



- A. Prior investment
- B. Recovery funding
- C. Human psychology/memory

X

Buildings and Infrastructure



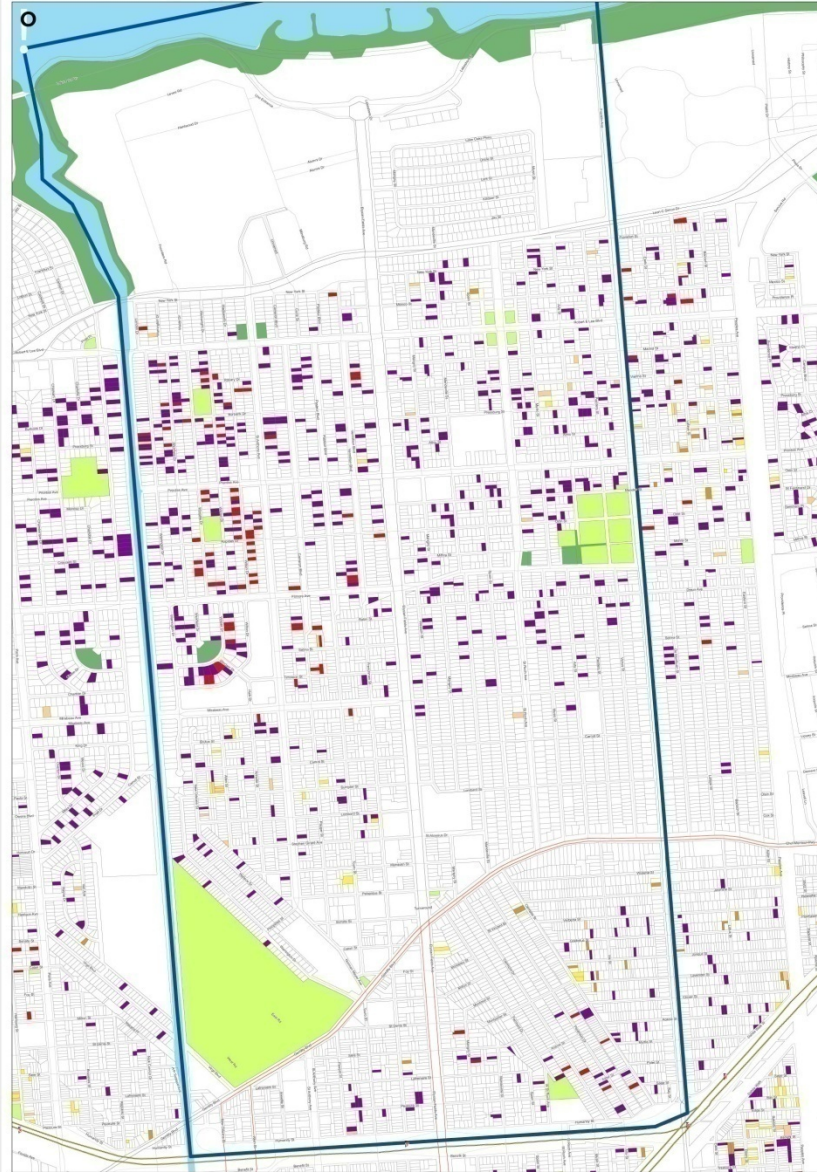
“...The option genuinely rooted in the American tradition -- allowing the people who live and work in a place to make their own decisions about their own lives, without imposing them on others who are equally entitled to make their own plans so long as they don't impinge on the legitimate rights of others, all done through voluntary interaction in an open economic and intellectual marketplace -- will probably not get much consideration.

But it would work best. ”

– Times-News, Burlington, NC
(September 2005)



New Orleans Redevelopment Authority



NORA Priority Properties

REALM Properties	0
LLT Properties	445
Post Katrina Blight	74
SOAP 2 Properties	14
SOAP 1 Properties	30
Pre Katrina Blight	19

Legend

- REALM Properties
- LLT Properties
- Post Katrina Blight
- SOAP 2 Properties
- SOAP 1 Properties
- Pre Katrina Blight
- City Owned Properties
- Parcels

Streets

- Interstates
- US Highways
- State Highways
- Major Roads
- Local Roads
- Secondary Roads
- Parks
- Water Areas



Gentilly Properties 12/5/08

Disclaimer Notice: "This is not a survey-quality product. The information is derived from the City of New Orleans Enterprise GIS Database. The City of New Orleans does not assume any liability for damages arising from errors, omissions, or use of this information. End users of the data are advised to be aware of the positional accuracy, data collection dates, compilation methods, and cartographic format (as described in the accompanying metadata), and are advised to utilize these data appropriately." Use of these data for any reason other than for informational purposes is NOT recommended, and the liabilities of such usage are the sole responsibility of the entity using or redistributing the data.

Divided Ownership



A. PRIOR INVESTMENT B. RECOVERY FUNDING C. HUMAN PSYCHOLOGY



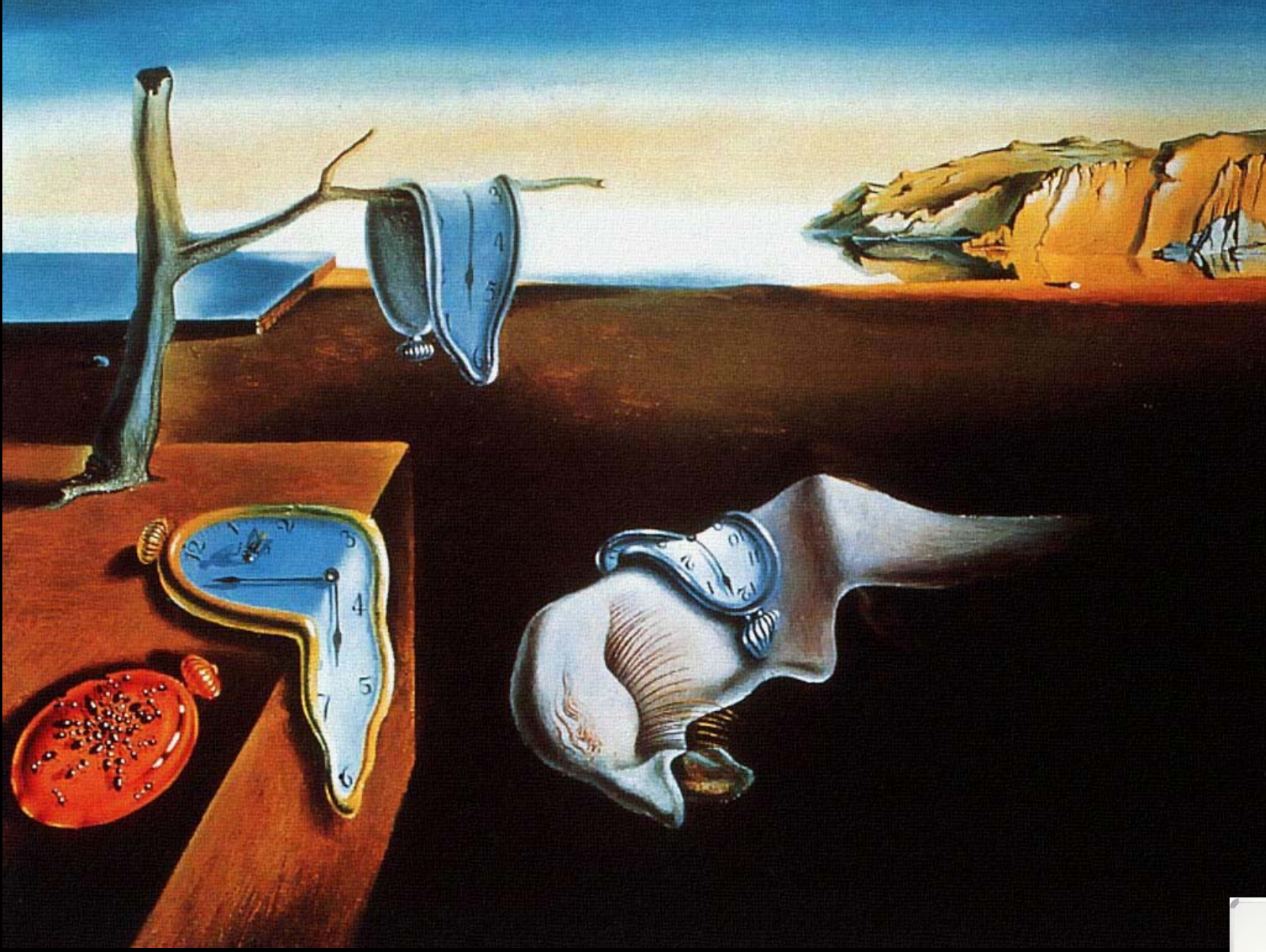
Private Sector Decisions



A. PRIOR INVESTMENT B. RECOVERY FUNDING C. HUMAN PSYCHOLOGY



1. PRIOR INVESTMENT 2. RECOVERY FUNDING 3. HUMAN PSYCHOLOGY



1. PRIOR INVESTMENT 2. RECOVERY FUNDING 3. HUMAN PSYCHOLOGY





2. When it comes to planning, less is more.

THE CITY'S OFFICIAL MASTER PLAN: CREATING NEW ORLEANS' FUTURE TOGETHER

Existing and New

CLARKE CONSULTANTS INC. | MANAGING DIRECTOR

new orleans
MASTER PLAN AND COMPREHENSIVE ZONING ORDINANCE

Lucky Number 7

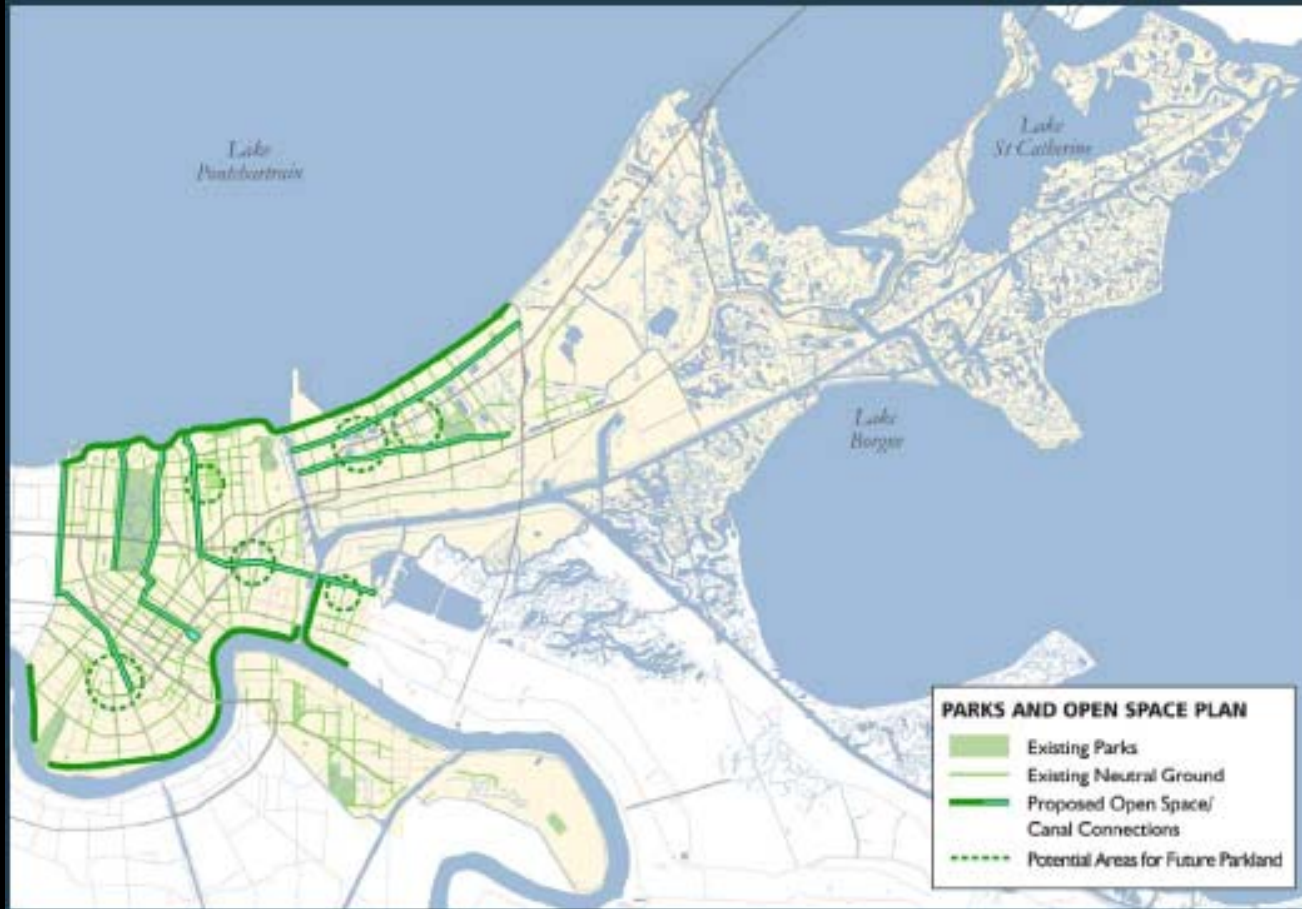
1. Bring New Orleans Back Commission (Fall 2005)
2. FEMA ESF-14 (Spring 2006)
3. Individual Neighborhoods (Fall 2005-Spring 2006)
4. Danzey-Lambert (Spring 2006)
5. Unified New Orleans Plan (Fall 2006)
6. Target Recovery Zones (Spring 2007)
7. Comprehensive Master Plan (Fall 2008-?)



Bring New Orleans Back (BNOB) Background

- GOAL:
 - “to finalize a master plan to advise, assist and plan the direct funding of the rebuilding of New Orleans culturally, socially, economically and uniquely for every citizen”
- FUNDING:
 - Non-profit 501(c)(3) Bring New Orleans Back Fund
- POLITICAL SPONSOR:
 - Mayor C. Ray Nagin
- LEADERSHIP:
 - ULI Expert Panel
- FATAL FLAWS:
 - Communication and public input





Joe Cannizzarro

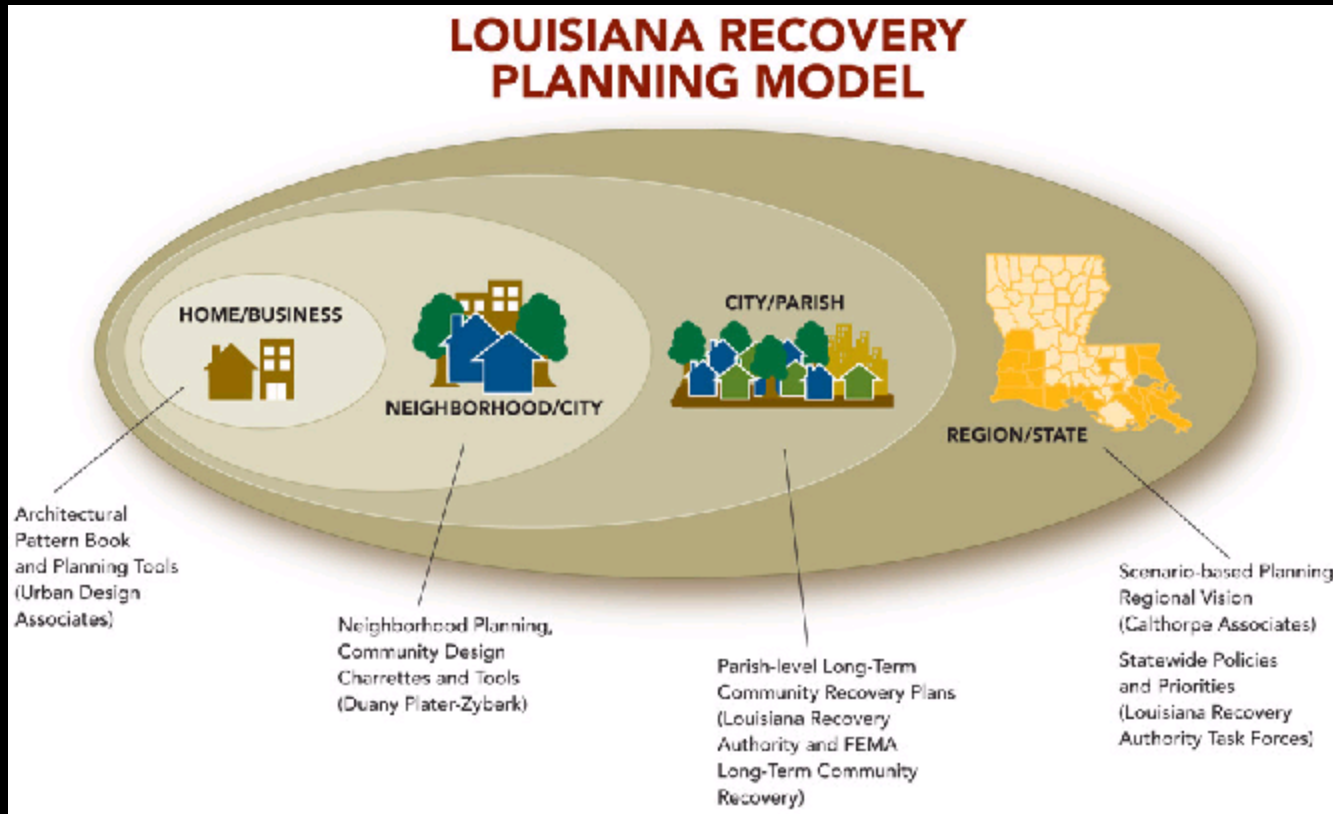


Federal Emergency Management Agency (FEMA) Emergency Support Function #14 (ESF-14) Background

- GOAL:
 - “provides a framework for Federal Government support... to enable community recovery from the long-term consequences of an Incident of National Significance”
- FUNDING:
 - FEMA
- POLITICAL SPONSOR:
 - Federal Government
- LEADERSHIP:
 - FEMA employees
- FATAL FLAWS:
 - Limited public input, bureaucratic focus



LOUISIANA RECOVERY PLANNING MODEL



David Paulison



Individual Neighborhood Plans (INP) Background

- GOAL:
 - Neighborhood self-determination
- FUNDING:
 - Foundations and pro bono services
- POLITICAL SPONSOR:
 - Neighborhood Association, District Council Member
- LEADERSHIP:
 - Universities, consultants
- FATAL FLAWS:
 - Unequal access/distribution, narrow focus

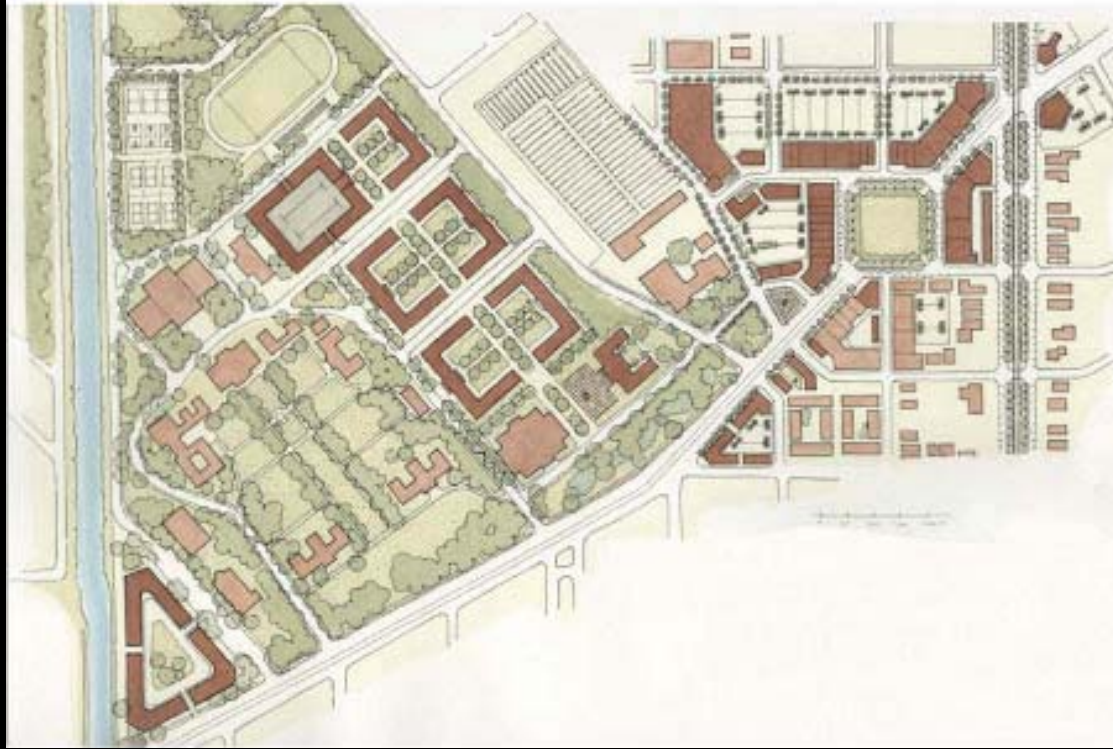


1. BNOB 2. FEMA 3. INP 4. D-L 5. UNOP 6. TRZ 7. CMP/CZO



Existing

Proposed



Andres Duany



Danzey-Lambert (D-L) Background

- GOAL:
 - Creation of rebuilding plans for flooded neighborhoods
- FUNDING:
 - Local (expansion of existing contract)
- POLITICAL SPONSOR:
 - New Orleans City Council
- LEADERSHIP:
 - Danzey-Lambert, subcontractors
- FATAL FLAWS:
 - Exclusive focus on flooded neighborhoods



1. BNOB 2. FEMA 3. INP 4. D-L 5. UNOP 6. TRZ 7. CMP/CZO



Paul Lambert



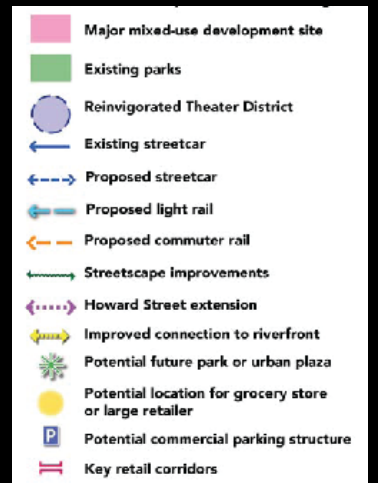
Unified New Orleans Plan (UNOP) Background

- GOALS:
 - Pull together all previous post-Katrina planning
 - Create master plan to utilize funding from government and private sources
- FUNDING:
 - Private, philanthropic support (Rockefeller, Greater N.O. Foundation, Bush-Clinton Katrina Fund)
- POLITICAL SPONSOR:
 - N.O. Community Support Foundation (independent)
- LEADERSHIP:
 - Concordia Architecture and Planning (local)
- FATAL FLAWS:
 - Primarily an infrastructure plan for federal funding
 - Unlimited laundry list of projects





Steven Bingler



Target Recovery Zones (TRZ) Background

- GOAL:
 - Prioritize areas for public investment, based on UNOP, to catalyze further private investment
- FUNDING:
 - N/A
- POLITICAL SPONSOR:
 - Office of Recovery Management
- LEADERSHIP:
 - Edward J. Blakely
- FATAL FLAWS:
 - Vague designation
 - Stretches limited resources



1. BNOB 2. FEMA 3. INP 4. D-L 5. UNOP 6. TRZ 7. CMP/CZO



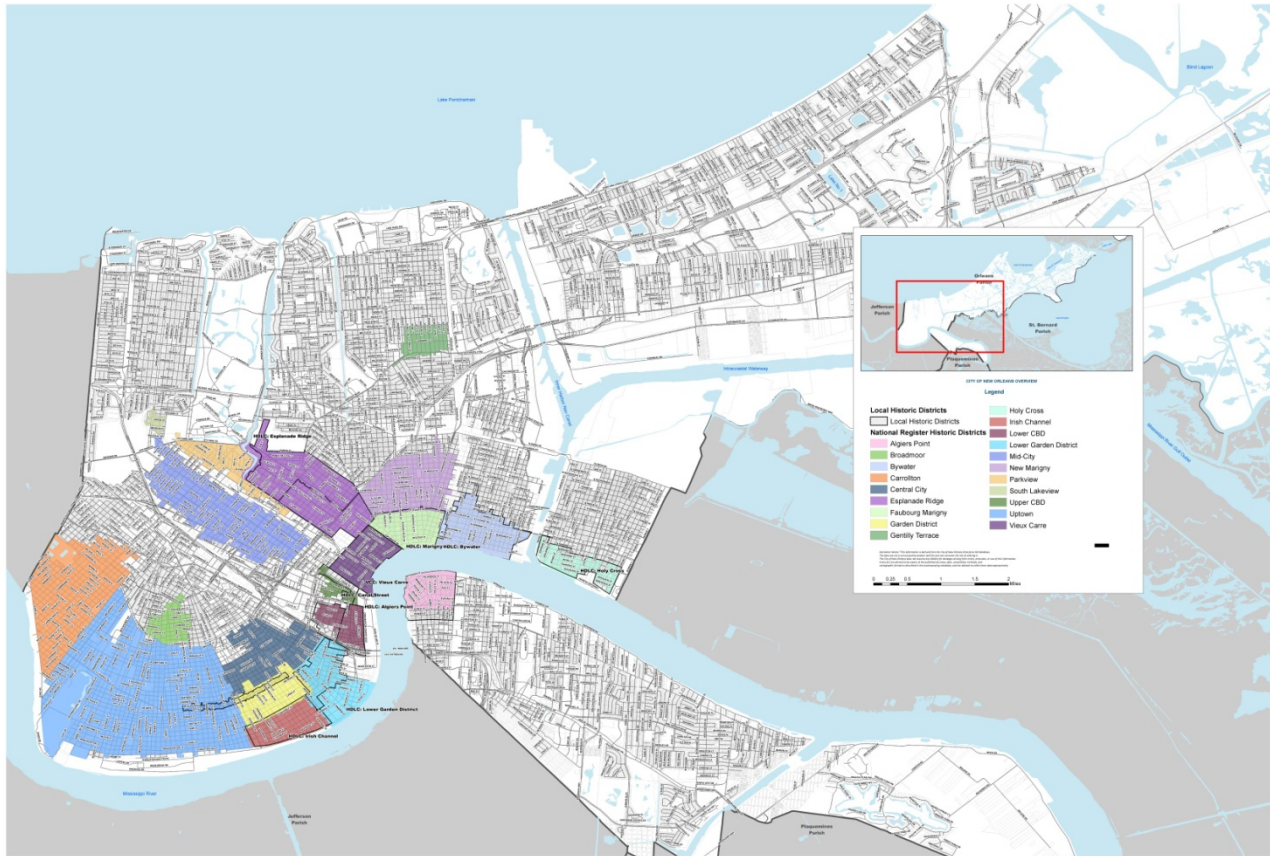
Edward J. Blakely



Comprehensive Master Plan (CMP) and Comprehensive Zoning Ordinance (CZO) Background

- GOALS:
 - Move away from recovery planning
 - Complete city's first master plan and overhaul zoning
- FUNDING:
 - Disaster Recovery CDBG
- POLITICAL SPONSOR:
 - City Planning Commission and City Council
- LEADERSHIP:
 - Goody Clancy and Associates
- FATAL FLAWS:
 - ???





THE CITY'S OFFICIAL MASTER PLAN: CREATING NEW ORLEANS' FUTURE TOGETHER

Local and National Register Historic Districts

GOODY CLANCY | CAMIROS | GCR | MANNING ARCHITECTS



David Dixon



When More Isn't Better

7 major planning processes

4 years

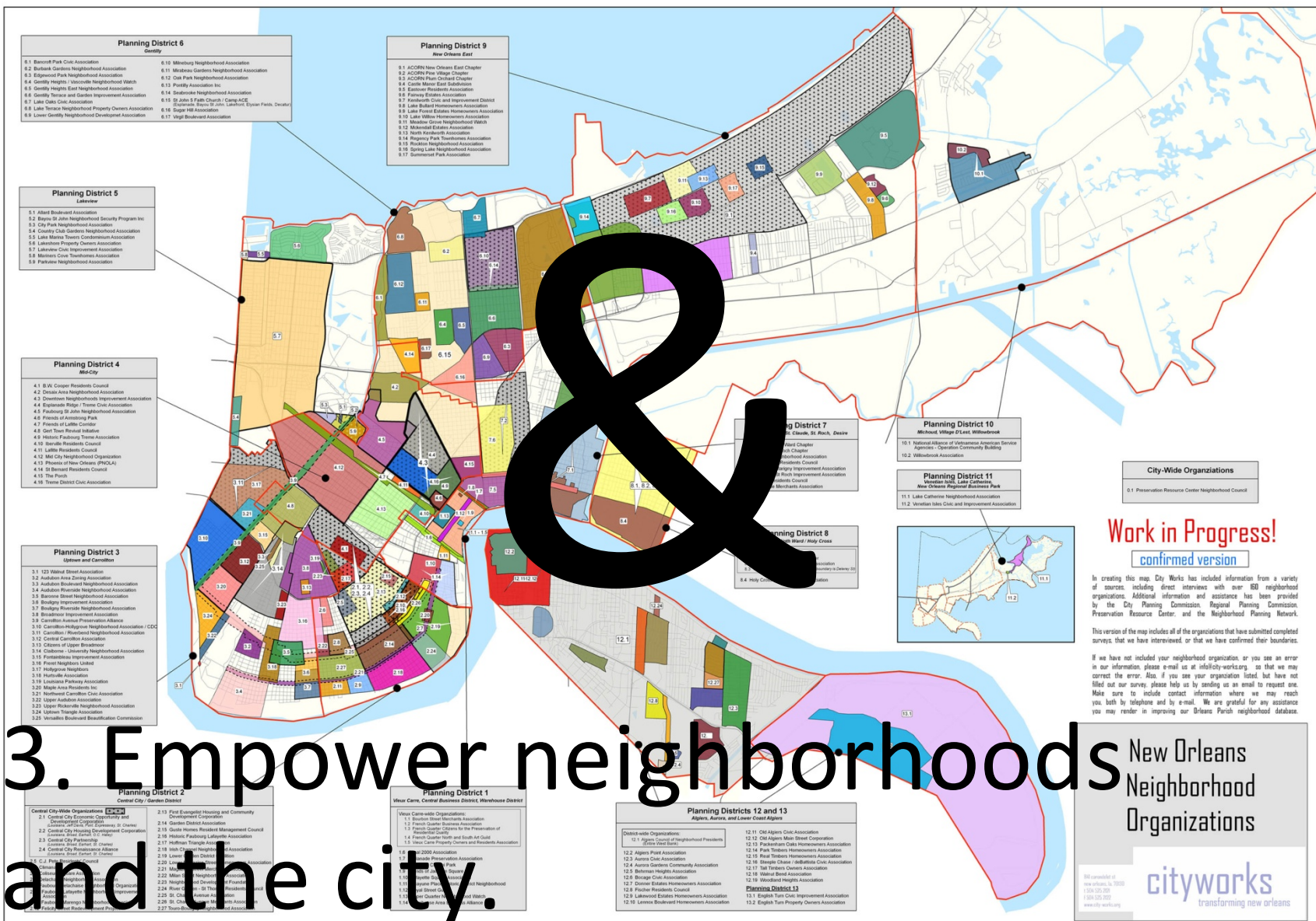
PROS

- Civic engagement, especially at neighborhood level
- Extremely well-educated citizen planners
- Clear consensus

CONS

- Severe planning fatigue – declining participation
- Partial duplication of efforts
- Significant delays in spending recovery \$





3. Empower neighborhoods and the city.

Work in Progress!
 confirmed version

In creating this map, City Works has included information from a variety of sources, including direct interviews with over 100 neighborhood organizations. Additional information and assistance has been provided by the City Planning Commission, Regional Planning Commission, Preservation Resource Center, and the Neighborhood Planning Network.

This version of the map includes all of the organizations that have submitted completed surveys, that we have interviewed, or that we have confirmed their boundaries.

If we have not included your neighborhood organization, or you see an error in our information, please e-mail us at info@cityworks.org, so that we may correct the error. Also, if you see your organization listed, but have not filled out our survey, please help us by sending us an email to request one. Make sure to include contact information where we may reach you, both by telephone and by e-mail. We are grateful for any assistance you may render in improving our Orleans Parish neighborhood database.

City-Wide Organizations

- 01 Preservation Resource Center Neighborhood Council

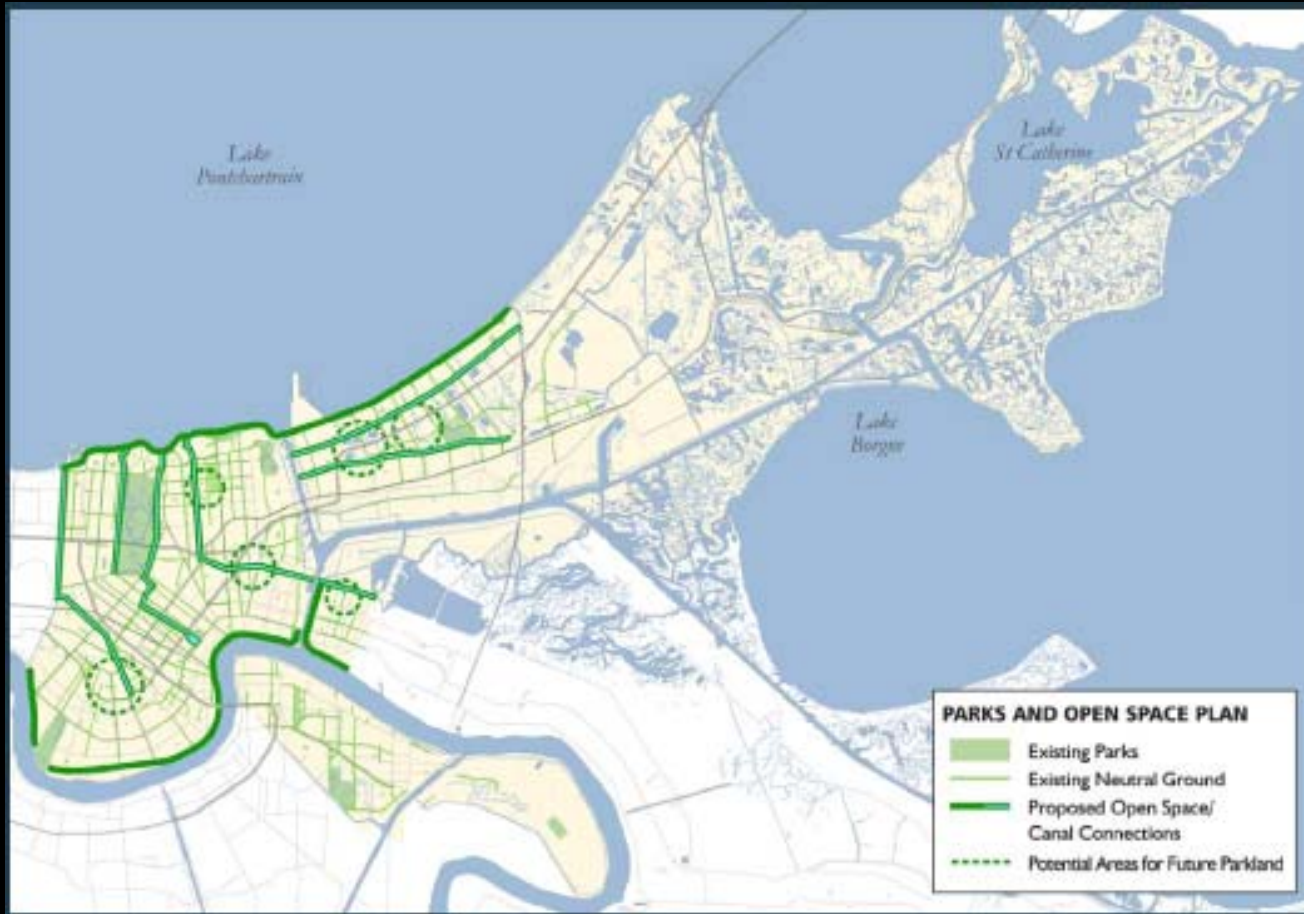
Planning District 10
 101 National Alliance of Volunteering American Service Agencies - Operation Community Building
 102 Wittebrook Association

Planning District 11
 111 Lake Catherine Neighborhood Association
 112 Viretelle Isles Civic and Improvement Association

City Works
 transforming new orleans
www.cityworks.org

Updated August 2, 2005

Playing Defense



Fighting the infamous “green dot”



Competing for Scarce Resources

Private resources:

- Foundation and pro bono support for recovery
- Residents/population
- Commercial investment

Public resources:

- UNOP identified over \$14 billion in recovery improvement projects
- TRZ based on expected \$1.1 billion in funds – approximately half to designated zones, the rest citywide
- Only \$500 million has materialized



Coming Together

Creating a Comprehensive Master Plan that:

- Looks at the city holistically
- Is more than a collection of neighborhood plans
- Builds on themes that unite us
- Helps site locally unwanted land uses (LULUs)
- Unites independent neighborhoods





4. Let the information flow.

Laissez l'information rouler!

Promote information flows between:

- different departments and levels of government
- the government and the people
- individuals and neighborhoods





5. Plan to act!

Disaster...Planning...Action!

- Universal complaint: “too much planning, too little action”
 - Too many planning processes
 - Inaccessibility of funding for implementation
- Do not embark on another planning effort until you’ve started implementing the previous one
- Do not underestimate the power of small, tangible changes – they will be noticed!



Lessons Learned

1. The post-disaster city is not a blank slate.
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<http://www.city-works.org>