



Transit-Oriented Development for New Orleans

Making Room for Equitable,
Sustainable Housing Solutions

project team

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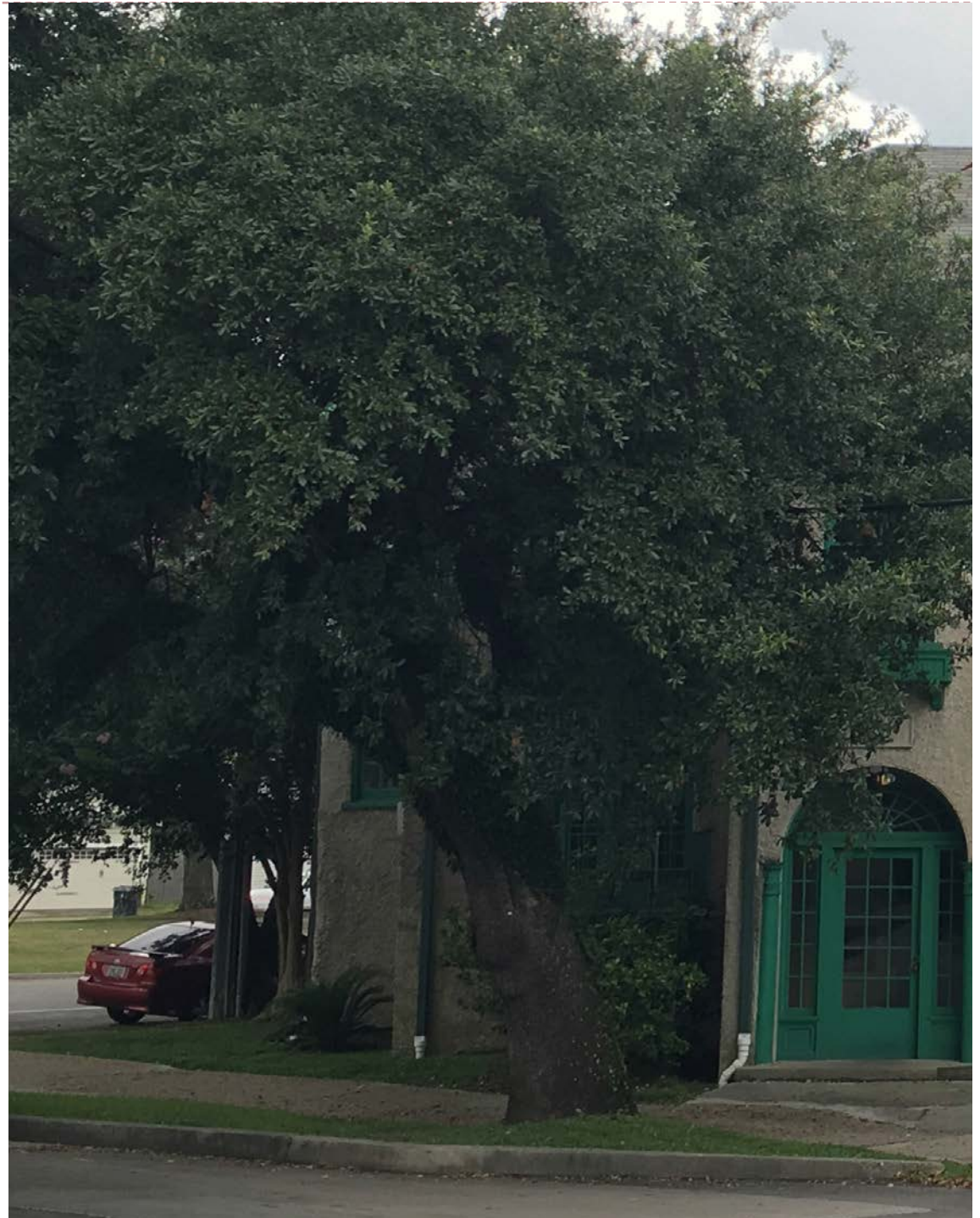
EXECUTIVE SUMMARY

The HousingNOLA 10-Year Strategy and Implementation Plan sets goals to achieve from 2015 to 2025 to ensure that equitable, sustainable and affordable homes are available to all New Orleanians. This report, *Transit-Oriented Development for New Orleans: Making Room for Equitable, Sustainable Housing Solutions* examines ways to work toward several of them by encouraging transit-oriented development that puts more New Orleanians within easy reach of jobs and opportunity, and that enables residents to take transit as a sustainable commuting option.

Purpose of This Report

As called for in the plan's Implementation section under Immediate Steps (December 2015-September 2016), this report focuses on ways to operationalize HousingNOLA's findings and recommended actions that relate to transit-oriented development (TOD).

TOD is compact development located near frequent transit service that is designed to make neighborhoods more accessible by transit, walking and bicycling. This often means buildings with multiple stories, smaller front, side and rear yards, smaller unit sizes, and less space dedicated to surface parking lots and driveways. Main entrances are oriented toward the sidewalk, while driveways and parking lots are located at the side or rear of the building.





Background on HousingNOLA and TOD

The HousingNOLA plan highlights several key facts that point toward TOD as an important strategy for targeting new development of both market-rate and affordable units. First, demand for new housing development will be significant over the next 10 years: HousingNOLA projects a need for 33,600 additional units, relatively evenly split between rental and homeownership. If this demand for new units is not met, prices will continue to climb, and ongoing issues of displacement for low- to moderate-income residents will intensify. Second, low- and moderate-income residents need access to high-opportunity neighborhoods near job centers and frequent transit service. Third, larger-scale multifamily development and moderate-scale infill are potential solutions that enable us to construct units in these high-opportunity areas.

Specific HousingNOLA recommended actions that this report explores include:

- Action 1.3: Advocate to direct more public land towards affordable housing, especially land within a quarter-mile of any high frequency transit stop (30 minute headway or less), or within Diamond, Ruby, or Topaz neighborhoods.
- Action 1.7: Prioritize infill development within Diamond, Ruby and Topaz neighborhoods to ensure that affordable housing developed by nonprofit organizations has access to neighborhood amenities.
- Action 1.8: New large multifamily rental developments (over 75 units) should be prioritized in Diamond, Ruby or Topaz neighborhoods. HousingNOLA supports large multifamily

developments in all neighborhoods that have access to amenities including high frequency transit stops (30 minute headways or less), and include access to jobs and neighborhood services. The Greater New Orleans Housing Alliance (GNOHA) will advocate to include HousingNOLA's recommendations regarding transit-oriented multifamily developments in the 2016 New Orleans Master Plan Amendment process.

- The report coordinates with a concurrent study that is being conducted on HousingNOLA Action 1.9: HousingNOLA and the City of New Orleans City Planning Commission will conduct a study on mandatory inclusionary zoning, and the City Council should draft an ordinance based on the study's findings.



Photo taken by vxla, RTA Bio-Diesel Bus No. 238. Source: Flickr

Summary of Findings and Recommendations

The report identifies two types of TOD that should be supported by the Master Plan and CZO: TOD 1 Priority Areas and TOD 2 Existing and Potential Corridors.



Type 1 TOD

Type 1 TOD areas focus directly on achieving the HousingNOLA goal of locating large-scale affordable and mixed-income housing development of 75 or more units in high-opportunity areas. The key priority of Type 1 TOD development is to find locations in the center of the city where larger-scale development of mixed-income and affordable housing can occur, so that residents are not pushed out to the fringes of the city where jobs are less accessible. Type 1 areas are likely to be compatible with an inclusionary zoning ordinance, which would offer the opportunity to gain significant numbers of affordable units within each development. The Muses Apartments, a 63-unit-per-acre mixed-income housing development located at Baronne Street

and Felicite Street in Central City, is a good example of a Type 1 TOD development.

Key features of Type 1 TOD include:

- Located in areas that are 30 minutes or less from major job centers by transit (including walk times to and from transit stops, as well as the transit ride itself)
- Located primarily in Diamond, Topaz, or Ruby neighborhoods as defined by the HousingNOLA typology, which tend to be high-opportunity neighborhoods
- Located primarily in areas that currently have vacant or under-developed land, to avoid disturbing existing neighborhood fabric

- Located in areas where the Master Plan already supports some level of multi-family development, though our recommendations may indicate that land use regulation changes in the Master Plan or CZO are necessary to achieve the desired level of housing density or mixed-use activity
- In addition, large publicly-owned sites such as OPSB properties that are slated for land banking are recommended for Type 1 TOD development or adaptive reuse (where a building is already present)

We recommend five Type 1 TOD Priority Areas based on these criteria, which we have titled the CBD/Warehouse/O.C. Haley Blvd area; Lower Garden District/Riverfront area; Tulane/Gravier area; MidCity/Lafitte area; and the Elysian Fields/Gentilly Blvd area. These recommended Type 1 TOD areas are shown in Figure 1 on the next page. In the detailed recommendations, we also map vacant publicly-owned properties that may be appropriate for Type 1 TOD development.

Figure 1 Type 1 TOD Priority Areas and Type 2 TOD Existing and Potential Corridors



Type 2 TOD

Type 2 TOD Corridors focus on infill development to be located along high-frequency transit corridors in core areas with strong neighborhood amenities. The key priority for Type 2 recommendations is to focus smaller-scale dense residential and mixed use development – both market rate and affordable – along transit corridors in order to meet the demand for 33,600 total units in the next 10 years. Intentionally facilitating development along transit corridors also promotes transit ridership, which can decrease households’ combined housing and transportation costs on a monthly basis. We defined priority areas for Type 2 Corridor TOD as follows:

- Located along or near a high-frequency transit route with headways of 20 minutes or less during peak hours. We chose to use the 20-minute benchmark for headways, rather than the 30-minute benchmark identified in HousingNOLA, based on national best practices for frequency of transit that supports TOD.
- Properties that are directly adjacent to a roadway with a high-frequency transit route are prioritized for Master Plan and CZO changes that facilitate greater density and transit-oriented design. Areas within 500 feet of high-frequency transit routes are recommended for future consideration of a TOD overlay or zoning changes that decrease parking minimums and encourage transit ridership.

- Located in the core of the city with easy access to job centers and amenities, primarily west of the Industrial Canal and on the East Bank of the Mississippi.

The Type 2 TOD Corridors that fit these criteria include St Charles Avenue, Loyola Avenue, and Canal Street, which all have streetcar service, as well as Broad Street/ Gentilly Boulevard, Magazine Street, Carrollton Avenue, Tulane Avenue, and N. Rampart Street/St. Claude Avenue, which are served by frequent bus routes. The new N. Rampart/St. Claude Avenue streetcar line that is currently under construction will add or complement existing service when it is completed in late 2016. “Potential” Type 2 TOD corridors that could benefit from additional service include Elysian Fields Avenue, Tchoupitoulas Avenue, and S. Claiborne Avenue. Type 2 TOD corridors can be seen on the map on page 8.



Recommendations for Type 1 and Type 2 areas include the following:

- All TOD development over 10 units should be considered for implementation of inclusionary zoning requirements that mandate a certain percentage of affordable units be included, based on final recommendations from the Grounded Solutions Network study that is currently ongoing.
- Type 1 TOD Priority Areas should have relatively high units-per-acre densities allowed (65 units per acre or more), to accommodate dense development on large sites. All “Mixed Use Low Density” Future Land Use Map designations within Type 1 areas in the master plan should be changed to Mixed-Use Medium Density to permit denser development options.
- Along Type 2 TOD Corridors, all parcels that are directly adjacent to these high-frequency transit corridors should allow multifamily development of some kind.
- A new TOD Zoning Overlay should be created within the CZO to provide for density bonuses, reduced parking minimums, and transit-oriented requirements for large developments within all Type 1 and Type 2 TOD areas.
- GNOHA/HousingNOLA should coordinate with the NORTA strategic master planning process to recommend service improvements along potential Type 2 Corridors that are currently low-frequency during peak hours.

INTRODUCTION

WHAT IS TOD?

HousingNOLA is the result of New Orleanians coming together to create a plan that reflects upon housing in the past, analyzes our present state of housing, and recommends strategies for making better housing-policy decisions in the future. The Greater New Orleans Housing Alliance (GNOHA) is HousingNOLA's advocacy partner. GNOHA's mission is to advocate for the preservation and production of affordable housing for people within the Greater New Orleans metropolitan region and places a special emphasis on the needs of the most vulnerable in society - seniors, people with disabilities, veterans, low-wage workers and low-income families.

As called for in the HousingNOLA Implementation section under "Immediate Steps (December 2015-September 2016)," this report focuses on ways to carry out HousingNOLA's recommended actions related to transit-oriented development (TOD). The primary focus of this report is to amend and update the policies and land use regulations in the New Orleans Plan for the 21st Century (referred to as the Master Plan in the remainder of this report) and the New Orleans Comprehensive Zoning Ordinance (CZO). The recommended updates to the Master Plan and CZO aim to make the best possible use of underdeveloped areas, public land assets, and transit corridors located in high-opportunity areas, while preserving neighborhood character.





What is TOD?

Transit-oriented development, or TOD, refers to dense, mixed-use residential and commercial development within walking distance of frequent transit stops. In addition to the overall development program, TOD also orients itself toward transit in its design by ensuring that high-quality transit facilities are available and accessible, and by adapting parking requirements to be compatible with higher percentages of transit usage.

TOD is most commonly implemented near rail systems because developers and residents have assurance that they are unlikely to move elsewhere. However, in New Orleans, bus service constitutes 69%² of the New Orleans Regional Transit Authority's (RTA) fixed route service hours¹. Major bus corridors such as Broad Street, St. Claude Avenue, Tulane Avenue, and Magazine Street have high passenger volumes and serve as vital links within the city's transit network, and are therefore unlikely to lose transit service altogether or experience significant reductions in service.

Recent service improvements by the RTA have increased frequency on a number of bus routes, improving commute times to major job centers including the Central Business District (CBD), the new University Medical Center, the Veterans Affairs' hospitals, and the University District uptown. HousingNOLA recommends that New Orleans maximize the positive impact of these hard-won transit investments to new and existing residents by ensuring that TOD is legal in these corridors. In addition, the HousingNOLA team will coordinate with the RTA's upcoming strategic master plan for new routes to ensure that potential TOD zones that

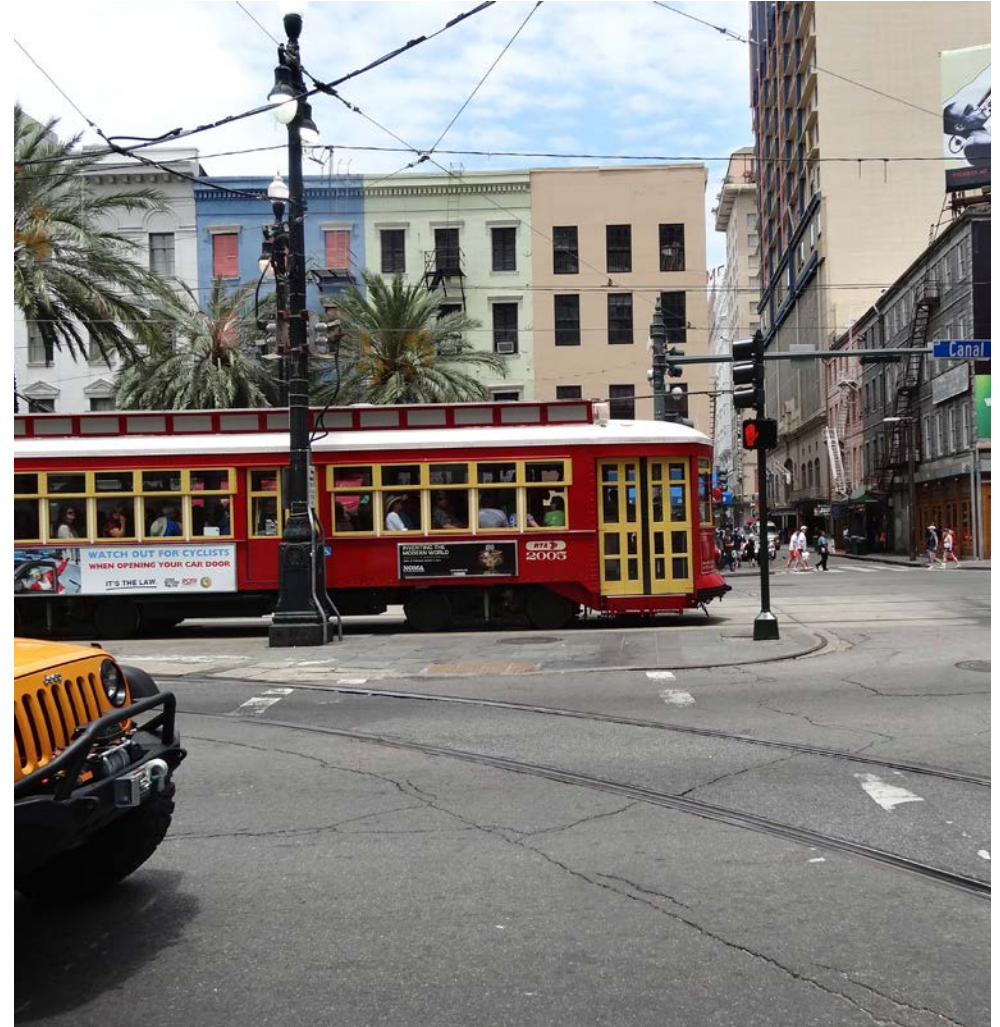


Photo taken by denisbin, Street Car in New Orleans Source: Flickr

currently have lower-frequency service are prioritized for improvement.

What Does TOD Look Like?

Transit-oriented development is designed to be safe and convenient to walk and bike to and from. This means that wide, shaded sidewalks free of obstruction should connect the transit stop to the surrounding destinations. Six feet is the minimum sidewalk width to accommodate two people walking side-by-side. Marked crosswalks, curb extensions and refuge islands should aid street crossings. Bicycle facilities, including bike lanes and racks, should also be located conveniently near building entrances. Pedestrian and cyclists conflicts with automobiles should be minimized. Curb cuts and driveways should be limited to no more than two for every 300 feet of block frontage. Curb extensions at intersections also serve to calm traffic speeds. Developers of sites adjacent to transit stops should ensure that sidewalk space is adequate and ADA compliant, and, where appropriate, should sponsor amenities such as shelters or bike racks at transit stops.

Primary building entrances should be oriented toward the street – and not a parking lot – and be located every 100 feet of a building’s frontage. Parking lots and garages should be located at the rear of the site. Moreover, parking spaces should be unbundled from uses – that is, developer should be able to lease or sell parking spaces separately from residential and commercial spaces. This helps maintain affordability and avoids encouraging automobile usage. The Comprehensive Zoning Ordinance already requires many of these design treatments in select corridors of the Central Business District. (Section 17.6.D)

By many standards, the development and form of New Orleans’ historic neighborhoods are consistent with the principles of TOD. Even our predominantly one- and two-family historic neighborhoods are significantly dense, measured by dwelling units per acre. Because automobiles were not prevalent at the time of these neighborhoods’ development, they have little off-street parking. Buildings front directly onto the sidewalk, encouraging pedestrian activity in the neighborhood.

This report will recommend TOD development in carefully selected areas that is denser, measured by dwelling units per acre, than our two-family historic neighborhoods. However, even high levels of density can be built in a way that preserves the historic feel of our neighborhoods and enhances quality of life. The Muses Apartments, detailed at right, is an example of a higher-density mixed-income TOD development that is compatible with the historic neighborhood fabric that surrounds it.

The Muses is exclusively dedicated to housing, but other types of TOD could include ground-floor retail or office space, particularly in buildings that are located directly on major transit corridors. Dedicating ground-floor uses to retail and upper stories to residential or commercial office space is an effective TOD strategy.

Where Can TOD Be Located?

TOD is commonly located near fixed-rail systems, such as streetcar routes, because they tend to make adjacent real estate more desirable to residents, business owners and employers, and because they are more permanent than bus routes. However, in New Orleans, bus service constitutes 69% of New Orleans’



Credit: Gulf Coast Housing Partnership



Credit: Google Earth

TOD CASE STUDY

The Muses Apartments

The Muses Apartments is a strong example of transit-oriented development that already exists in New Orleans. This multifamily, mixed-income apartment complex is located in Central City at the corner of Baronne Street and Felicity Street. It contains 263 housing units, meaning that it is fairly dense at 63 units per acre. It's also a mixed-income development with units varying from one to four bedrooms, which ensures that families, seniors, and singles can all find

affordable, diverse living options within the complex. Residents of the Muses can choose to pay for gated parking, but it is paid for separately from monthly rent, so each resident can make his or her own choice about whether to own a vehicle. The Muses Apartments were developed by Gulf Coast Housing Partnership, a GNOHA member, in partnership with LDG Development LLC and Jericho Road Episcopal Housing Initiative (also a GNOHA member).

Regional Transit Authority (RTA) transit service hours, and major bus corridors such as Broad Street, St. Claude Avenue, Tulane Avenue, and Magazine Street have high passenger volumes and serve as vital links within the city's transit network, and are therefore unlikely to lose transit service altogether or experience significant reductions in service. Therefore, this study focuses on frequent bus routes as well as fixed-rail and streetcar lines as areas for potential location of TOD.

The "Findings and Recommendations" section of this report examines high-frequency transit routes in conjunction with existing land uses, Master Plan and zoning categories, and job access to identify preferred locations for TOD in New Orleans.

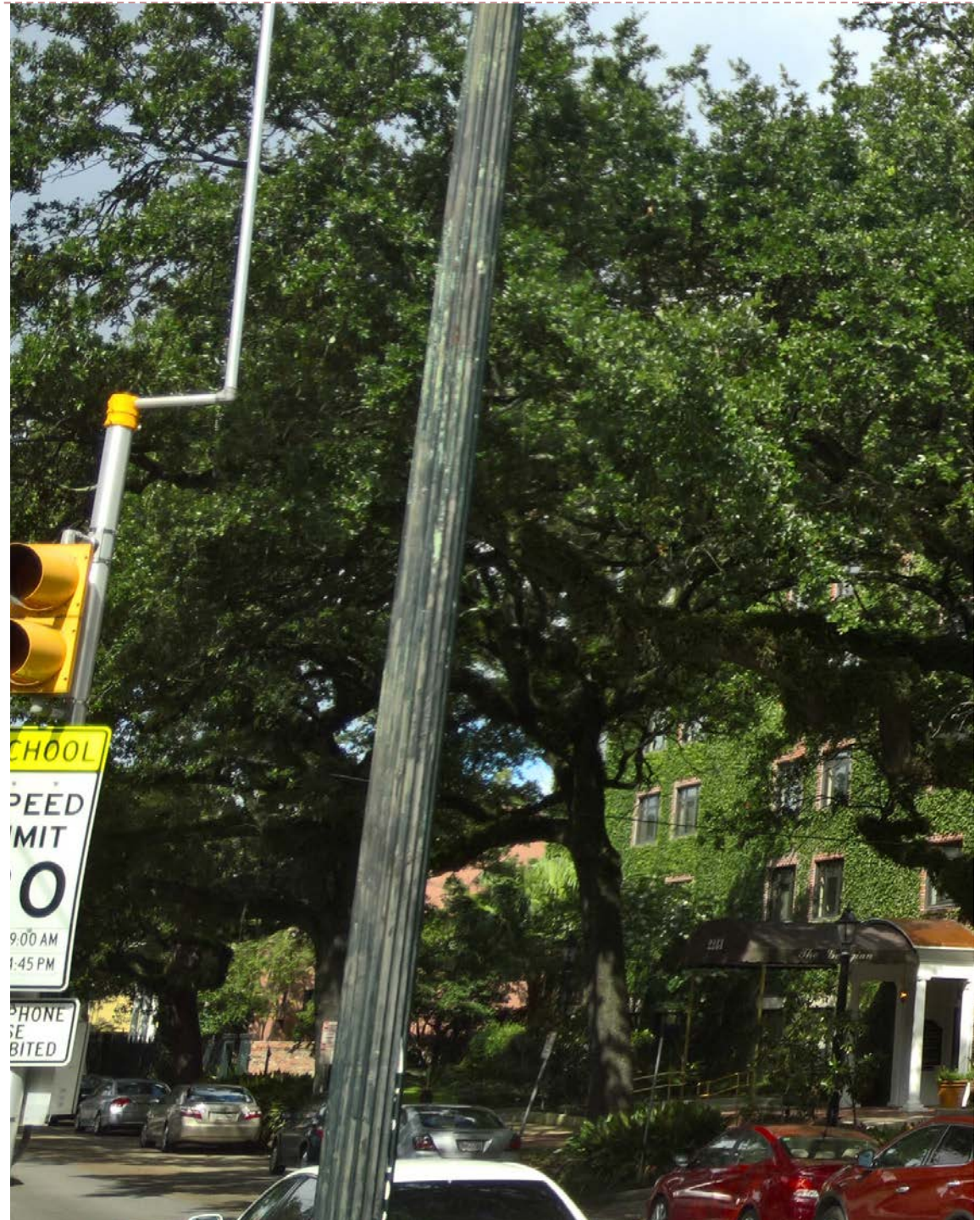


Source: Flickr user Daniel Lobo

WHY DOES NEW ORLEANS NEED TOD?

The HousingNOLA 10-Year Strategy and Implementation Plan emphasizes that New Orleans is facing serious housing affordability challenges. According to its analysis, almost 60% of households in New Orleans pay one-third or more of their income towards housing costs. The U.S. Department of Housing and Urban Development (HUD) defines households who spend that much for housing as “cost burdened.” African American families disproportionately experience this “cost burden” situation resulting from high housing costs. As HousingNOLA points out, this situation results from a variety of factors, including an influx of new residents post-Katrina who have higher income levels; increased insurance premiums; reduction in housing availability post-Katrina; and disproportionate demand for housing in higher-opportunity neighborhoods that increases the costs of land and construction.

TOD can contribute to addressing these significant affordability issues in several ways over the next 10 years. First and foremost, TOD can increase the supply of housing units in a sensible, sustainable way in order to relieve pressure on the housing market. In addition, TOD can assist in bringing additional funding opportunities for housing and transportation to New Orleans and increase investment in our neighborhoods.





Increase Supply

Increasing housing supply as a whole, and increasing dedicated affordable units for low- and moderate- income residents, are both identified as important solutions to this set of significant affordability challenges. The housing market models from HousingNOLA indicate that New Orleans needs 33,600 units of housing over the next 10 years, which could be new construction, units brought back into service through rehabilitation or cost reductions for residents in their existing homes and apartments. Increasing unit production to meet this projected demand is therefore critical to prevent prices from continuing to spiral upward.

TOD assists with this challenge in a number of ways. First, finding strategic areas where dense, transit-oriented development of 75 units or more can be permitted encourages units to be created more quickly in areas that are accessible to jobs and opportunity. In addition, neighborhood-scale infill TOD that may include five to 15 units within mixed-use developments along high-frequency transit corridors can help meet this demand more quickly than one- or two-family development alone. Both of these types of TOD would also mesh well with inclusionary zoning requirements that promote joint-development of affordability-restricted housing units and market-rate units.

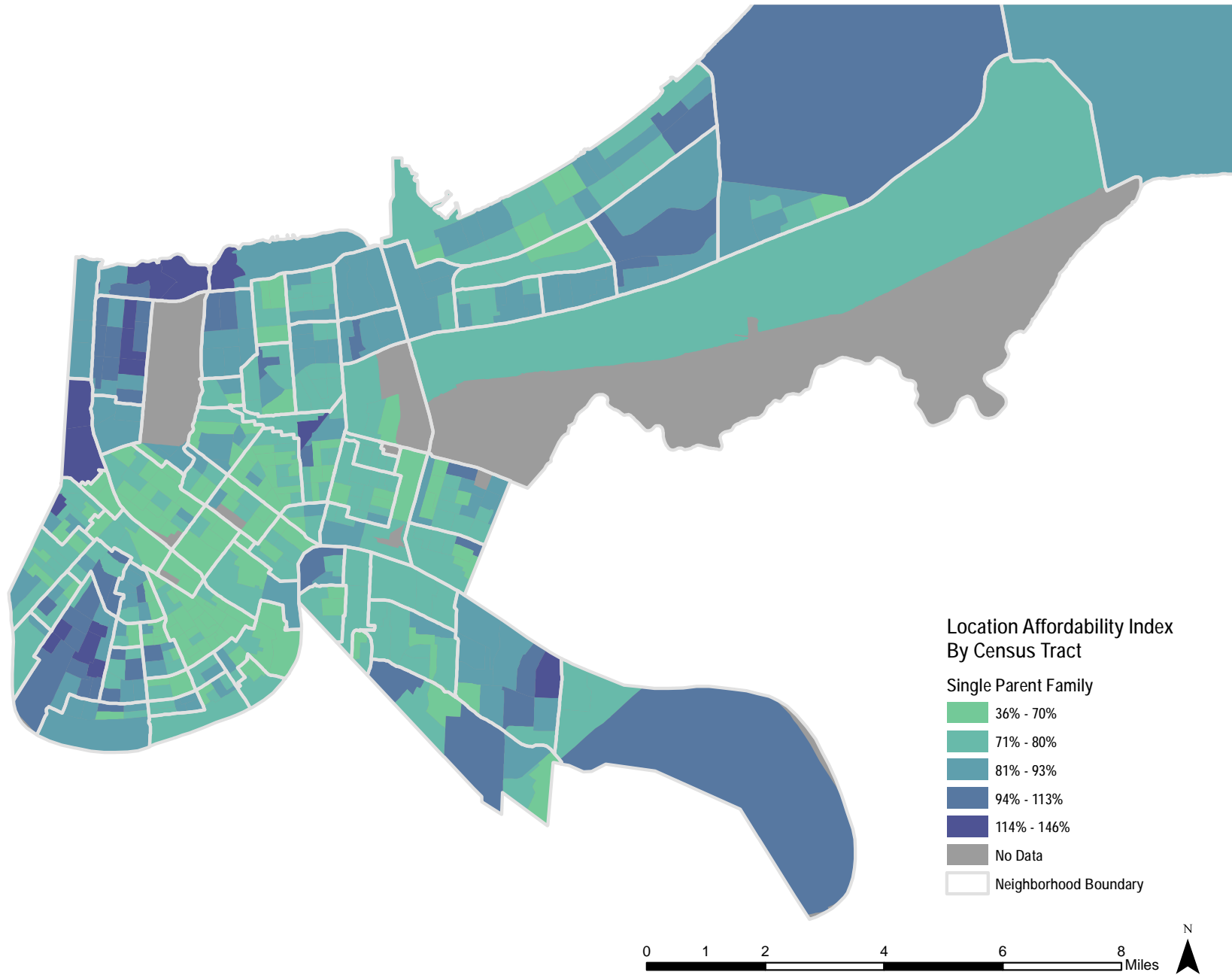
Increasing the supply of housing near high-frequency transit and within easy access to job centers will also assist low- and moderate-income households by decreasing their combined housing and transportation costs. The map at right, drawn from HousingNOLA, indicates that the average single parent household in the region would spend more than 70% of their income on housing and transportation if they lived in New Orleans East, Lakeview, the West Bank, or Audubon areas. National research shows that adding TOD in areas near jobs and amenities can significantly assist families in decreasing transportation costs.³

Promote Affordable Options in High-Opportunity Areas

HousingNOLA highlights the need to ensure that low- to moderate-income residents can afford housing in high-opportunity neighborhoods that have amenities, access to jobs and services, and a mix of income levels. Research has recently shown that the zip code an individual lives in as a child significantly affects their future income and prospects; in a national study, children whose families moved from a high-poverty neighborhood to a low-poverty or mixed-income neighborhood had significantly higher incomes as adults than children who remained in high-poverty neighborhoods.⁴ Finding ways to promote mixed-income neighborhoods and include subsidized or affordability-restricted development in high-opportunity areas is therefore an important priority in New Orleans, given the significant income inequality that exists in the city. HousingNOLA recommends prioritizing affordable development in Ruby, Diamond, and Topaz neighborhoods as an opportunity to address this situation.

Currently, zoning regulations that prohibit multifamily uses limit opportunities to build larger-scale mixed-income or affordable developments within high-opportunity neighborhoods with ready access to job centers. Multifamily uses are permitted in just 31.3% of the area in which a job center is within a 30-minute transit and walking commute. While HousingNOLA respects the integrity of our historic neighborhoods, it's clear that we need to find ways to make room in our urban core for denser development of all types through thoughtful, targeted revisions to the Master Plan and CZO.

Figure 2 Average costs as a percent of a Single-Parent Family Household's median income



Map source: HousingNOLA 10-Year Strategy and Implementation Plan



Five-unit property near a transit corridor

Coordinate with Public Land and Inclusionary Zoning Strategies

In order to ensure that TOD recommendations also further the development of affordability-restricted or subsidized units, this report coordinates with two other HousingNOLA recommendations. First, it identifies large publicly-owned properties that could potentially be prioritized for affordable or mixed-income development projects in high-opportunity, transit accessible areas.

Second, this report coordinates with the early stages of the inclusionary zoning study that is currently being conducted for HousingNOLA by Grounded Solutions Network, a national non-profit organization that has a specialty in inclusionary housing analysis and program design. Inclusionary zoning grants certain incentives to developers in return for the inclusion of affordability-restricted units within developments of a certain size. Generally inclusionary policies work well within higher-density development types and produce more units in strong-market, high-opportunity neighborhoods. Therefore, combining TOD and inclusionary zoning, if shown to be economically feasible, is a winning strategy for adding automatic affordability into high-opportunity, transit-rich areas.

Implement HousingNOLA Recommendations Related to TOD

The HousingNOLA Plan contains several recommended actions that directly support TOD and others that can leverage TOD to produce more affordable units. The two recommendations that most directly relate to implementing TOD are shown in Table 1.

Table 1 *HousingNOLA Recommended Actions Related to TOD*

HousingNOLA Goal	Timeframe	Recommended Action
Goal 1: Preserve existing and expand the total supply of affordable rental and homeownership opportunities throughout the City of New Orleans.	Immediate Steps (December 2015 – September 2016)	<p>Action 1.8: New large multifamily rental developments (over 75 units) should be prioritized in Diamond, Ruby or Topaz neighborhoods. HousingNOLA supports large multifamily developments in all neighborhoods that have access to amenities including high frequency transit stops (30 minute headways or less), and include access to jobs and neighborhood services.</p> <p>GNOHA will advocate to include HousingNOLA's recommendations regarding transit-oriented multifamily developments in the 2016 New Orleans Master Plan Amendment process.</p>
Goal 7: Improving quality of life for New Orleans neighborhoods.	Long Term Steps (2019-2025)	Action 7.1: Focus on transit-oriented development overlay in areas with high levels of investment such as Canal Street at the BioDistrict, Lafitte Greenway, St. Claude Corridor.

In addition, several other HousingNOLA recommended actions from Goal 1 describe many of the mechanisms that can be used at the local level to create affordable and mixed-income TOD projects at scale. These recommended actions are shown in Table 2.

Table 2 HousingNOLA Recommended Actions that Support Affordability in TOD

HousingNOLA Goal	Timeframe	Recommended Action
Goal 1: Preserve existing and expand the total supply of affordable rental and homeownership opportunities throughout the City of New Orleans.	Immediate Steps (December 2015 – September 2016)	Action 1.3: Advocate to direct more public land towards affordable housing, especially land within a quarter-mile of any high frequency transit stop (30 minute headway or less), or within Diamond, Ruby, or Topaz neighborhoods.
	Immediate Steps (December 2015 – September 2016)	Action 1.4: Advocate for public agencies, the City of New Orleans, Orleans Parish School District and Recovery School District to develop a process to reserve land for the development of affordable housing on properties eligible for disposition.
	Immediate Steps (December 2015 – September 2016)	Action 1.7: Prioritize infill development within Diamond, Ruby and Topaz neighborhoods to ensure that affordable housing developed by nonprofit organizations has access to neighborhood amenities.
	Immediate Steps (December 2015 – September 2016)	Action 1.8 (added corollary): HousingNOLA supports mixed-use developments with a multi-family component of less than 75 units in areas that are in Emerald or Sapphire neighborhoods – the mixed-use component helps ensure that residents in these neighborhoods have access to adequate retail and community services.
	Immediate Steps (December 2015 – September 2016)	Action 1.9: GNOHA and the City of New Orleans City Planning Commission will conduct a study on mandatory inclusionary zoning, and the City Council should draft an ordinance based on the study’s findings.

Implement HousingNOLA Master Plan Recommendations Related to TOD

New Orleans’ Master Plan also actively calls for implementation of TOD and recommends the study or adoption of policies that can further the production of affordable and mixed-income TOD. Volume 2, Chapter 5: Neighborhoods and Housing and Volume 2, Chapter 11: Transportation contain numerous strategies for aligning land use and transportation. Volume 2, Chapter 14: Land Use Plan will be discussed in more detail within the TOD recommendations in Section VII of this report. The Master Plan recommendations that explicitly discuss TOD are shown in Table 3.

Table 3 *Master Plan Recommended Actions Related to TOD*

HousingNOLA Goal	Strategy	Recommended Action
Volume 2, Chapter 11: Transportation – Goal 2. Integration of land-use decision making with transportation projects, including higher density transit-oriented development.	Strategy B. Coordinate higher-density land uses with existing and future transit hubs to support walkable, mixed-use, transit-oriented neighborhoods.	Action 1. Create area land use plans and associated zoning to allow transit-oriented development at appropriate locations and where the RTA is making investmevnts.
		Action 3. Encourage mixed-use developments within a fixed distance of major transportation corridors.

Table 4 Master Plan Recommended Actions that Support Affordability in TOD

HousingNOLA Goal	Strategy	Recommended Action
Volume 2, Chapter 5: Neighborhoods and Housing – Goal 1. Enhanced character and livability for neighborhoods, with investments to improve quality of life.	Strategy A. Tailor policies and programs to maintain and enhance the physical, economic social and cultural character and diversity of existing residential neighborhoods.	Action 4. Explore adoption of incentive zoning to provide neighborhood benefits from large developments.
Volume 2, Chapter 5: Neighborhoods and Housing – Goal 2. Redevelopment of blighted and vacant properties in all neighborhoods, focusing strategies to meet the respective needs of stable neighborhoods, recovering neighborhoods, and revitalization neighborhoods.	Strategy A. Accelerate redevelopment of blighted and vacant sites through a comprehensive blight elimination program under unified management.	Action 8. Pursue land assembly to create larger, contiguous parcels for neighborhood amenities or efficient development, and to facilitate targeted block-by block redevelopment.
Volume 2, Chapter 5: Neighborhoods and Housing – Goal 4. Reinvented housing policies to support quality neighborhoods and meet the diverse housing needs of all households.	Strategy E. Evaluate the full toolbox of housing production strategies as conditions warrant and as appropriate to particular neighborhoods.	Action 2. Transfer of development rights and incentives zoning in suitable locations and market conditions.

Like the HousingNOLA Plan, the Master Plan contains some recommended actions in Volume 2, Chapter 5 – the Neighborhoods and Housing chapter – that do not explicitly mention TOD, but provide for critical mechanisms that can support development of affordable and mixed-income TOD projects. These are listed in Table 4.

TOD as a development model clearly has a strong basis in existing Master Plan regulations. The Volume 2, Chapter 5 recommended actions to support neighborhoods and housing indicate that coordination of TOD with land assembly and inclusionary zoning strategies would also be encouraged under the existing Master Plan framework. The Greater New Orleans Housing Alliance plans to submit additional policy recommendation documents aimed at fully integrating the HousingNOLA findings on these issues during the 2016 Master Plan Amendment process. However, the below recommendations focus much more specifically on identifying potential areas in the core of New Orleans where we can “make room” for TOD to occur, and identifying Master Plan and CZO land use changes needed to accomplish the type of dense, targeted development that HousingNOLA encourages.

FINDINGS AND RECOMMENDATIONS

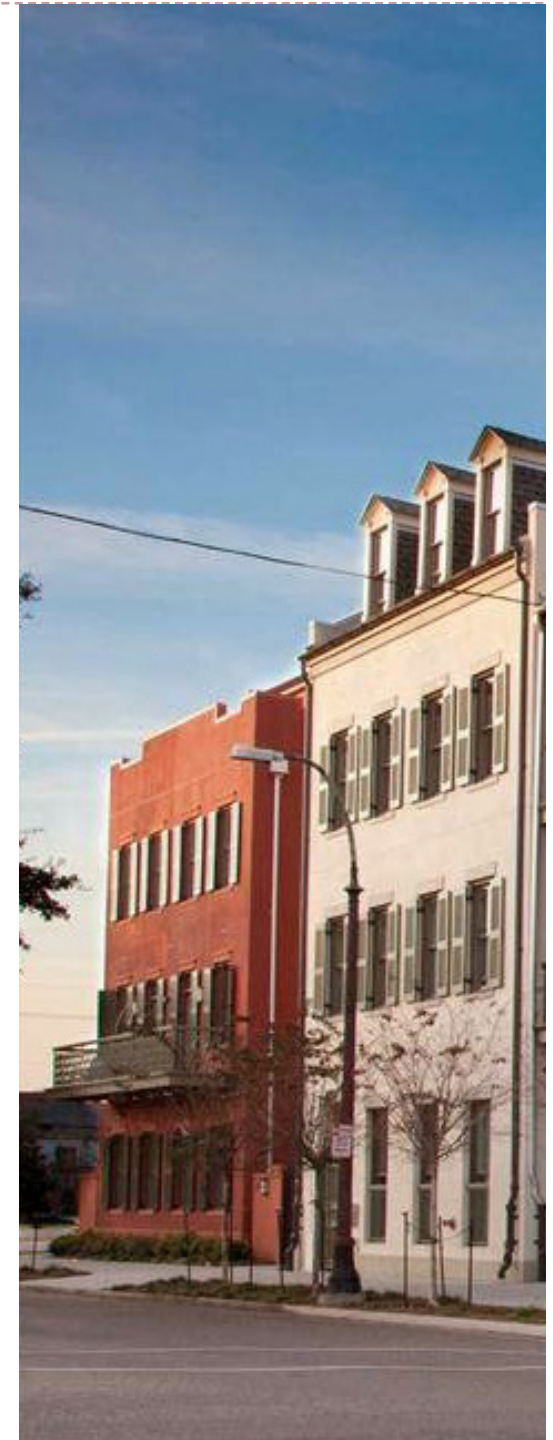
The recommendations section works to carry out the HousingNOLA recommendations on creating equitable and sustainable TOD solutions. The frameworks and recommendations in this section combine best practices in TOD nationwide, HousingNOLA's recommendations, and an in-depth examination of the Master Plan and CZO to identify specific, targeted areas for creating TOD in New Orleans. The recommendations also encompass transit routes that should be considered for improved headways during NORTA's upcoming Strategic Master Plan process in order to increase job access and TOD potential.

Type 1 and Type 2 TOD Areas

This section identifies two types of TOD that should be supported by the Master Plan and CZO, and recommends adaptations to the Master Plan's Land Use Plan (Volume 2, Chapter 14) and the CZO where necessary to accommodate appropriate levels of density in areas targeted for TOD.

Type 1 TOD areas focus directly on achieving the HousingNOLA goal of locating large-scale affordable and mixed-income housing development of 75 or more units in high-opportunity areas.

Type 2 TOD areas focus on infill development to be located along high-frequency transit corridors in core areas with strong neighborhood amenities.





Aloysius Apartments; Credit: HRI Properties
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Type 1 TOD Areas

Appropriate for Large-Scale Multifamily

Type 1 TOD areas focus directly on achieving the HousingNOLA goal of locating large-scale affordable and mixed-income housing development of 75 or more units in high-opportunity areas. The key priority of Type 1 TOD development is to find locations in the center of the city where larger-scale development of mixed-income and affordable housing can occur, so that residents are not pushed out to the fringes of the city where jobs and opportunity are less accessible. Type 1 areas are likely to be compatible with an inclusionary zoning ordinance, which would offer the opportunity to gain significant numbers of affordable units within each development. The Muses Apartments, a 63-unit-per-acre mixed-income housing development located at Baronne Street and Felicity Street in Central City, is a good example of a Type 1 TOD development.

In order to carry out the HousingNOLA recommendations related to Type 1 TOD, our team looked for data that would identify areas with the following characteristics: strong job access via transit; located in high-opportunity neighborhoods; able to accommodate relatively large developments on vacant or underutilized properties; and unlikely to severely disturb existing low-density neighborhood fabric. Maps and text that further describe this framework are located in Appendix A: Framework for Identifying Type 1 TOD Areas. Based on the Type 1 framework and

mapping analysis, our team pinpointed six Type 1 TOD Priority Areas for prioritization of large-scale, affordable or mixed-income multifamily development in high-opportunity areas. Currently, many of these larger-scale developments are pushed to the fringes of the city in far New Orleans East or on the West Bank, where job centers are difficult to reach or require lengthy commutes. The six Type 1 TOD Priority Areas offer room for dense development in transit-accessible and higher-opportunity areas. These are the best places for development that is consistent with existing neighborhood character and maximizes potential for affordable redevelopment.

The six Type 1 TOD Priority areas are shown in Figure 8 and described below.

CBD/Warehouse District

This area encompasses all of the locations with CBD zoning designations. The CBD/Warehouse District TOD Priority Area already has appropriate zoning and master plan designations for large-scale multifamily development, and therefore no land use changes are recommended.

O.C. Haley Blvd/Central City

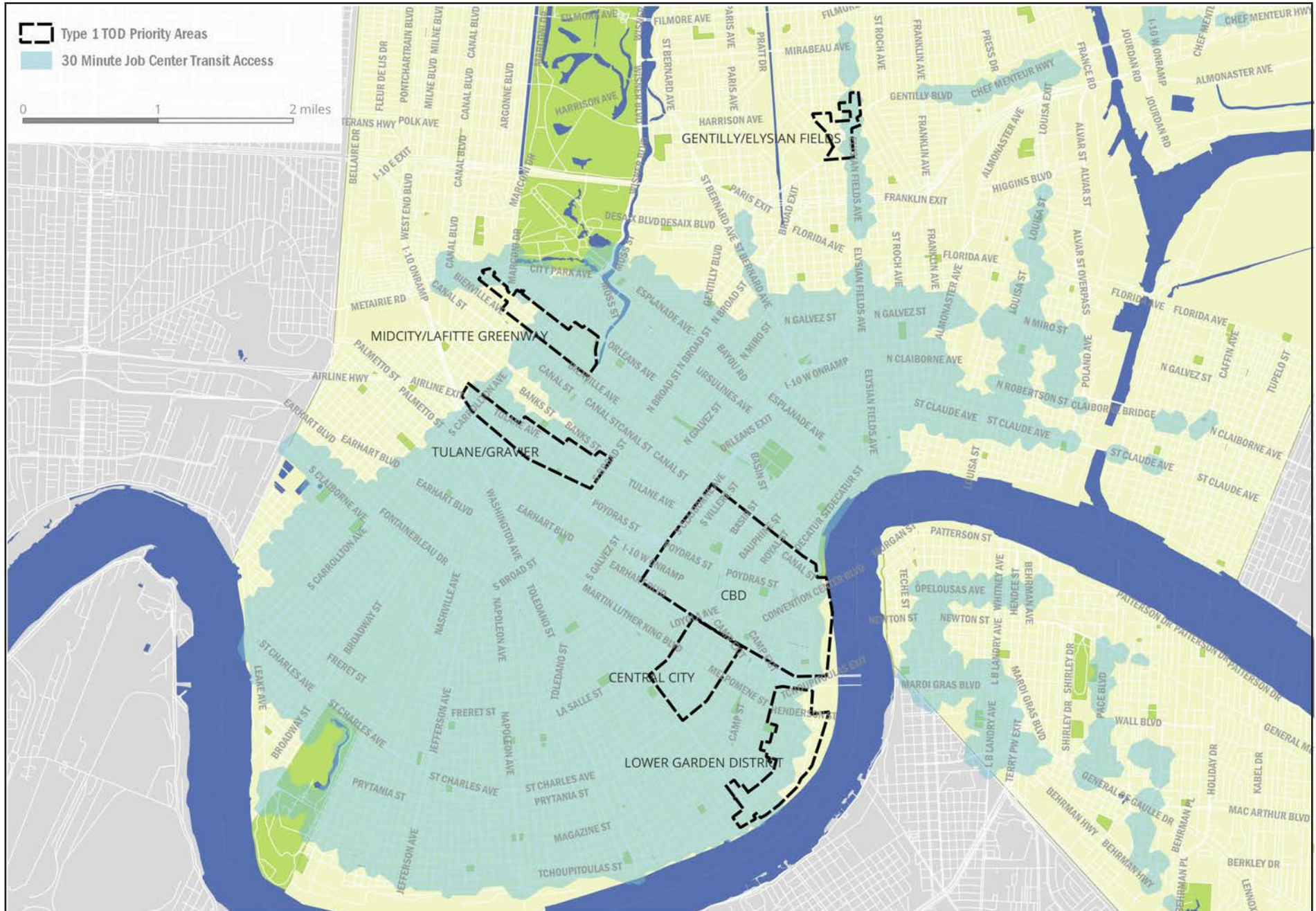
This area is bounded by St Charles Avenue, Jackson Avenue, Simon Bolivar Avenue, and Calliope Street. The area around O.C. Haley Blvd already includes many high-density land use designations and has several large properties that may come onto the market soon for

redevelopment (e.g. Brown's Dairy property). Dense development would be consistent with many of the multifamily, commercial, and institutional uses already in the area. Some parcels within this Priority area are designated "Mixed Use Low-Density" in the Future Land Use Map (FLUM) of the Master Plan. While this designation is consistent with zoning district classifications that permit multifamily development, such as HU-RM1 and HU-MU, the "low-density" designation is at odds with the character of proposed Type 1 transit-oriented development.

Lower Garden District/Riverfront

This Type 1 Priority Area builds on existing and predicted higher-density development near the river between the Convention Center and Jackson Avenue. Existing development already includes many large-scale multifamily and mixed-use properties, including the Saulet, River Garden, Centennial Place, and the soon-to-break-ground renovation of the vacant Sara Mayo Hospital on Jackson Avenue into a multifamily building. Extending this character and density of development onto vacant sites throughout the area therefore would produce a consistent environment, and would further establish a basis for the dense Riverfront overlay provided in the CZO for properties adjacent to the Convention Center.

Figure 4 Type 1 Priority Areas



Tulane/Gravier

This area extends along Tulane Avenue from Broad Street to Carrollton Avenue, and encompasses many underutilized industrial and hourly-rate hotel properties in the area. Tulane Avenue is primed for increased housing and commercial demand based on the new University Medical Center and the Veterans Affairs' hospitals, and the area already contains the dense multifamily Crescent Club and Terraces on Tulane developments. No FLUM changes are recommended for this areas as the current FLUM designations already support dense multifamily.

MidCity/Lafitte

This priority area tracks the path of the Lafitte Greenway and Norfolk Southern rail line between City Park Avenue and Jefferson Davis Parkway. This area contains many vacant and underutilized industrial properties, including the vacant Lindy Boggs hospital near the southern tip of Bayou St. John, and the concentration of industrial property along the rail line between the end of the Greenway and City Park Avenue. The rail line has only one customer left in the area (a brickyard) and therefore in the long term, the Greenway could be extended to support additional transit oriented development. The planned Edwards Communities/Sidney Torres development in the area shows that there is a market for larger-scale projects that can incorporate inclusionary zoning elements.

Elysian Fields/Gentilly Boulevard

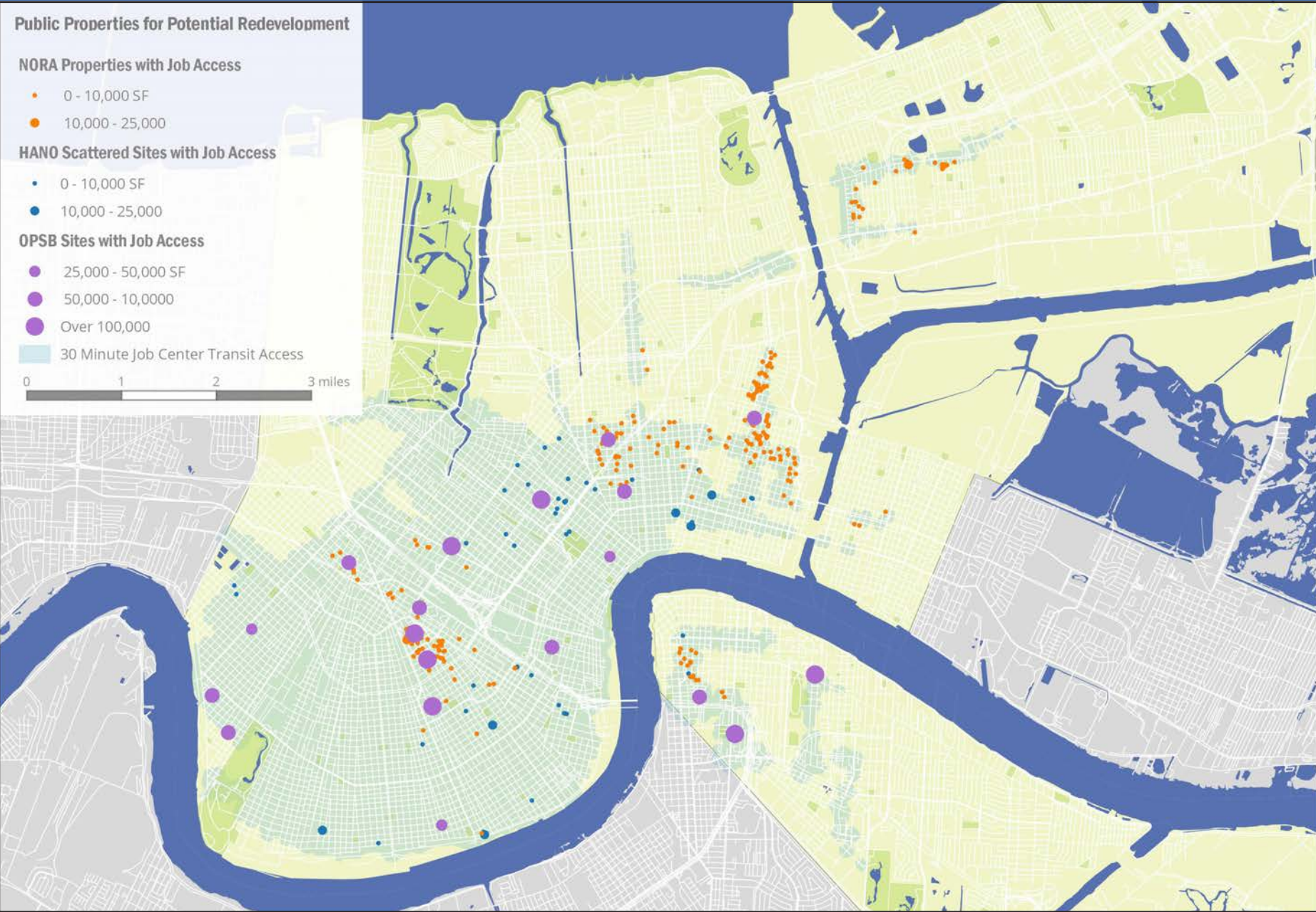
This area is predominantly commercial development at present, with little to no multifamily housing included. However, it is located at the intersection of two major transit routes, it is within the 30-minute job access area, and it has relatively permissive Master Plan and CZO land use designations. Given the massive public investments that are being made in the Gentilly area over the next five years, there may be an opportunity to direct housing investment into this area as a new node that anchors additional development along Elysian Fields. No FLUM changes are recommended for this area.



Using Public Land for Type 1 TOD Development

The *HousingNOLA 10-Year Strategy and Implementation Plan* recommends that public land in high-opportunity areas be prioritized for affordable and mixed-income development. HousingNOLA staff are working with the Housing Authority of New Orleans and the Orleans Parish School Board to determine which of their sites may become available in the future and examine opportunities to redevelop these sites affordably. The map on the following page identifies sites owned by OPSB and HANO that lie within the 30-minute transit/walk radius from major Orleans Parish job centers. Some of these sites, such as any large OPSB properties that are not needed for future projected school usage, may be strong sites for adaptive reuse and/or redevelopment as multi-family affordable residential development. Others, such as the smaller scattered-site HANO properties, may be appropriate for redevelopment of 2-4 unit neighborhood-scale affordable living with easy access to jobs via transit.

Figure 5 Type 1 Public Properties for Potential Type 1 Development



Type 2 TOD Corridors

Appropriate for Infill Multi-Family and Mixed-Use

Type 2 TOD Corridors focus on infill development to be located along high-frequency transit corridors in core areas with strong neighborhood amenities. The key priority for Type 2 recommendations is to focus smaller-scale dense residential and mixed use development – both market rate and affordable – along transit corridors in order to meet the demand for 33,600 total housing units in the next 10 years. Intentionally facilitating development along high-frequency corridors also enables residents to rely on transit for more or most of their transportation needs, which helps decrease households’ combined housing and transportation costs on a monthly basis. Two criteria define Type 2 TOD Corridors:

High-Frequency Transit Routes of 20 Minutes or Less

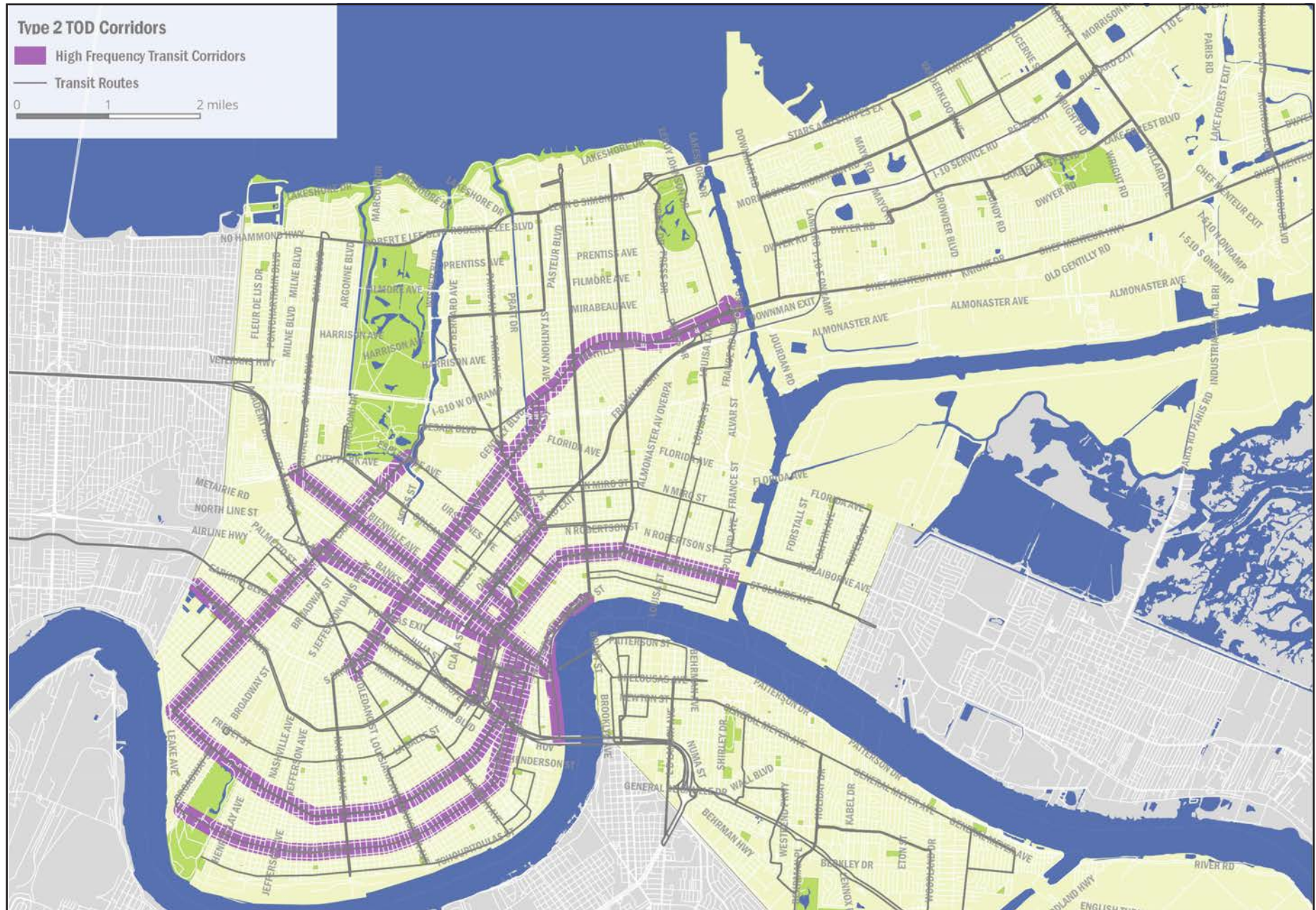
Type 2 TOD Corridors are located along or near a high-frequency transit route with headways of 20 minutes or less. We chose to use the 20-minute benchmark for headways based on national best practices for frequency of transit that supports TOD.

Corridors Truncated Based on Access to Job Centers and Amenities

We truncated the high-frequency transit corridors based on their level of access to job centers and amenities, similar to the “30-minute transit/walk” measure used for Type 1 TOD areas. In general, this means that the portions of each high-frequency corridor on the East Bank and west of the Industrial Canal are Type 2 TOD Corridor areas. Figure 9 highlights the Type 2 Corridors that meet the above criteria. They include St Charles Avenue, Loyola

Avenue, and Canal Street, which all have streetcar service, as well as Broad Street/Gentilly Boulevard, Magazine Street, Carrollton Avenue, Tulane Avenue, and N. Rampart Street/St. Claude Avenue, which are served by frequent bus routes. The new Rampart/St. Claude streetcar line that is currently under construction will increase or complement existing service when it is completed in Fall 2016.

Figure 6 Type 2 TOD Corridors



Conclusions: Master Plan and CZO Changes to Support TOD

The below recommendations focus on changes that can be made to the New Orleans Master Plan and Comprehensive Zoning Ordinance (CZO) documents in order to accommodate transit-oriented development within the identified Type 1 and Type 2 TOD Zones.

Recommendation 1: All parcels designated Mixed Use Low Density (MUL) in Type 1 Areas and Type 2 Corridors be changed to Mixed Use Medium Density (MUM) in the FLUM. The MUM designation permits zoning classifications that allow higher levels of residential density. Figures 7 through 11, organized by council district, show where these changes should be made.

Recommendation 2: Mandatory inclusionary zoning should be applied if this is economically feasible (with the final determination on economic feasibility made through Grounded Solutions Network’s analysis) in all Type 1 Areas. Adding inclusionary zoning within these areas will ensure that new development will include a predictable percentage of affordable housing units.

Recommendation 3: Areas within 500 feet of high-frequency transit routes are recommended for future consideration of a TOD overlay in the CZO that provides for density bonuses,

decreases parking minimums, and encourages transit ridership. This would incentivize the development of more dwelling units within base zoning district classifications that already permit multifamily uses.

Several types of incentives should be available within this bonus:

- 1) A reduction or elimination of the minimum lot area required per unit,
- 2) A reduction or elimination of the minimum number of required parking spaces per residential unit, and
- 3) an increase in the maximum building height and/or floor area ratios. Table 5 shows the proposed bonuses.

Table 5 Proposed TOD Housing Density Bonus within CZO along High-Frequency Transit Corridors

Incentives		
50% Reduction in the minimum lot area per dwelling unit	50% Reduction in the minimum required parking spaces per residential unit	50% increase in maximum building height and/or FAR

Figure 7 Recommended FLUM Changes in MidCity
 Source: data.nola.gov

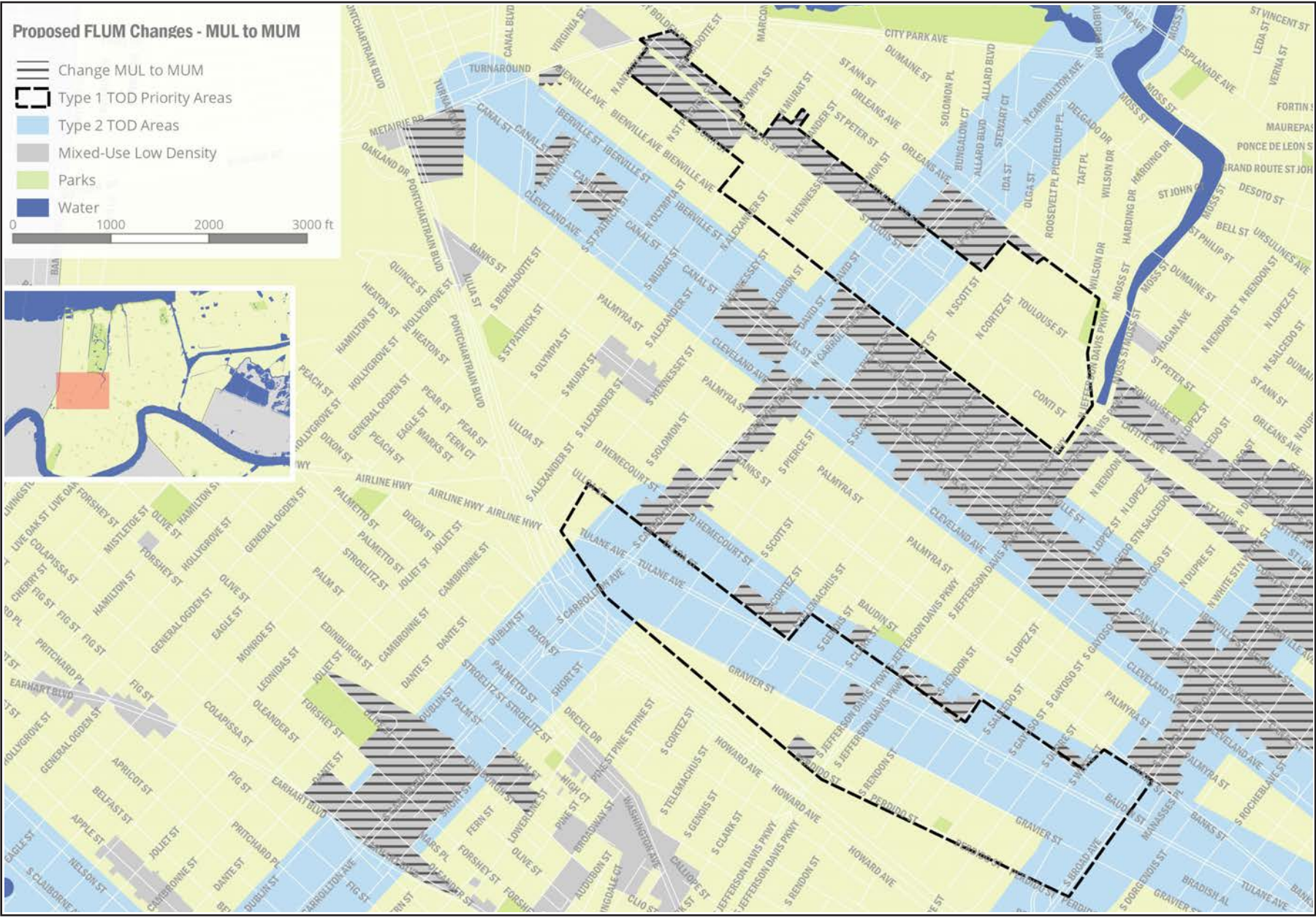


Figure 8 Recommended FLUM Changes in Riverbend
 Source: data.nola.gov



Figure 10 Recommended FLUM Changes Downtown
 Source: data.nola.gov

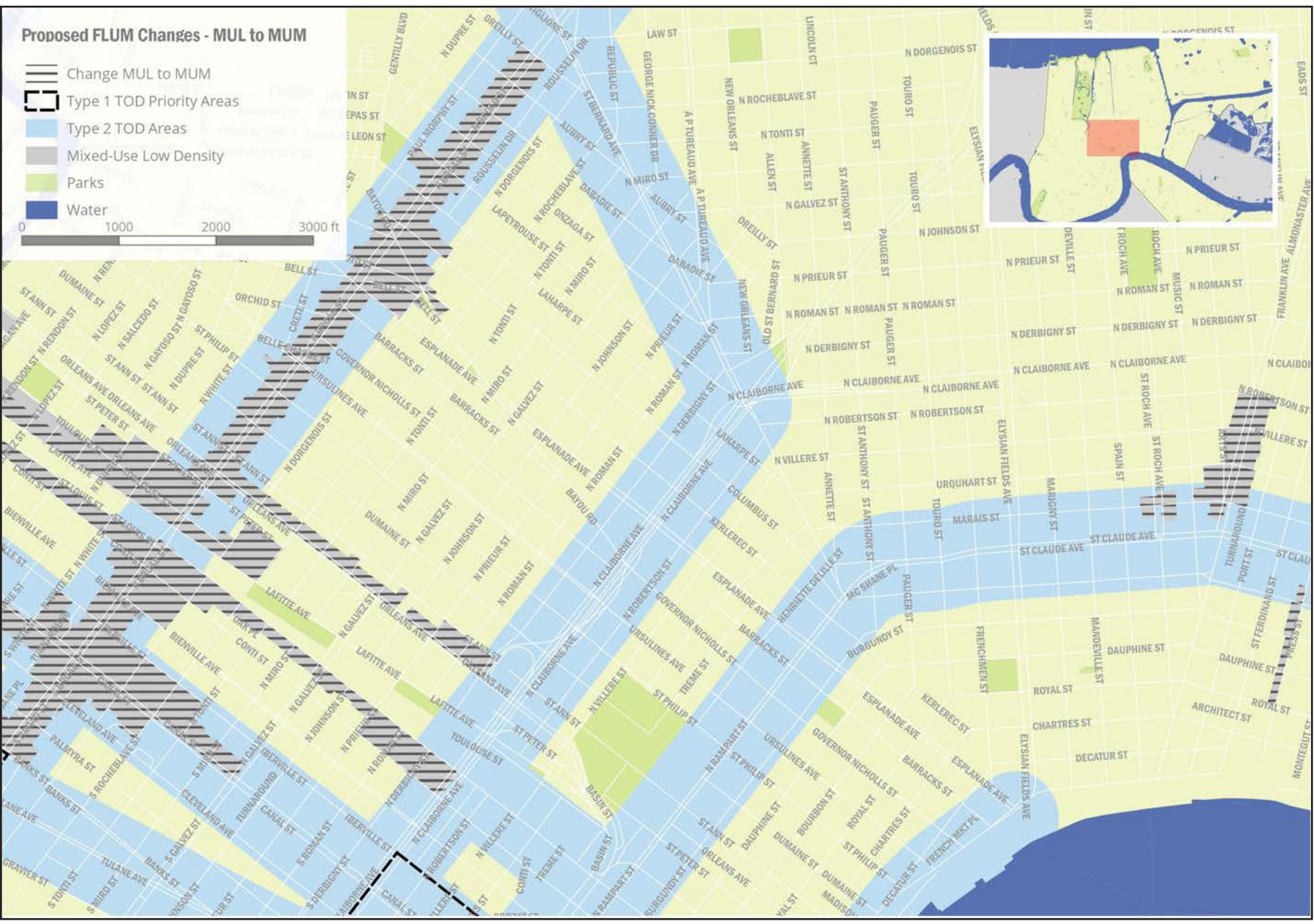




Photo taken by Carolyn, New Orleans Houses Source: Flickr

Appendix A

Methodology for Identifying Type 1 TOD Areas

Strong Job Access Via Transit: Longitudinal Employer-Household Dynamics data provided by the U.S. Census was analyzed to identify job centers with more than 25 jobs per acre (see Figure 12). After identifying these relatively dense job centers, we used ArcGIS Network Analyst to pinpoint areas that are 30 minutes or less from those job centers by transit – including walk times to and from transit stops, as well as the transit ride itself (see Figure 13).

High-Opportunity Neighborhoods: We chose TOD areas that are located primarily in Diamond, Topaz, or Ruby neighborhoods, as defined by the HousingNOLA typology (see Figure 14).

Presence of Vacant or Underutilized Sites: We used the City of New Orleans’ building footprint layer to identify large sites without buildings as a rough proxy for underutilized areas, where neighborhood character is not fully established or is in transition (see Figure 15). These areas tend to be located near formerly industrial sites, or around areas of under-investment like the western portion of Tulane Avenue. We prioritized these areas within the framework because it seemed clear that they could be

redeveloped without significantly disturbing existing residential neighborhoods.

Large Public Land Sites: In addition, large publicly-owned sites such as OPSB properties that are slated for land banking are recommended for Type 1 TOD development or adaptive reuse (where a building is already present) in areas that have 30-minute transit access to job centers.

Multi-Family Development Supported in Master Plan and CZO: The fourth element of our framework for identifying Type 1 areas was to ensure that all recommended areas for dense TOD are in places where the Master Plan already support some level of multi-family development, in order to avoid major disruptions to neighborhood character of one- or two-family neighborhoods. We also worked to coordinate as much as possible with existing areas in the CZO that allow multifamily development. However, our recommendations indicate that land use regulation changes in the Master Plan or CZO are necessary in a few specific locations to achieve an increased level of housing density or mixed-use activity in Type 1 areas.

Figure 12 Orleans Parish Job Center Density

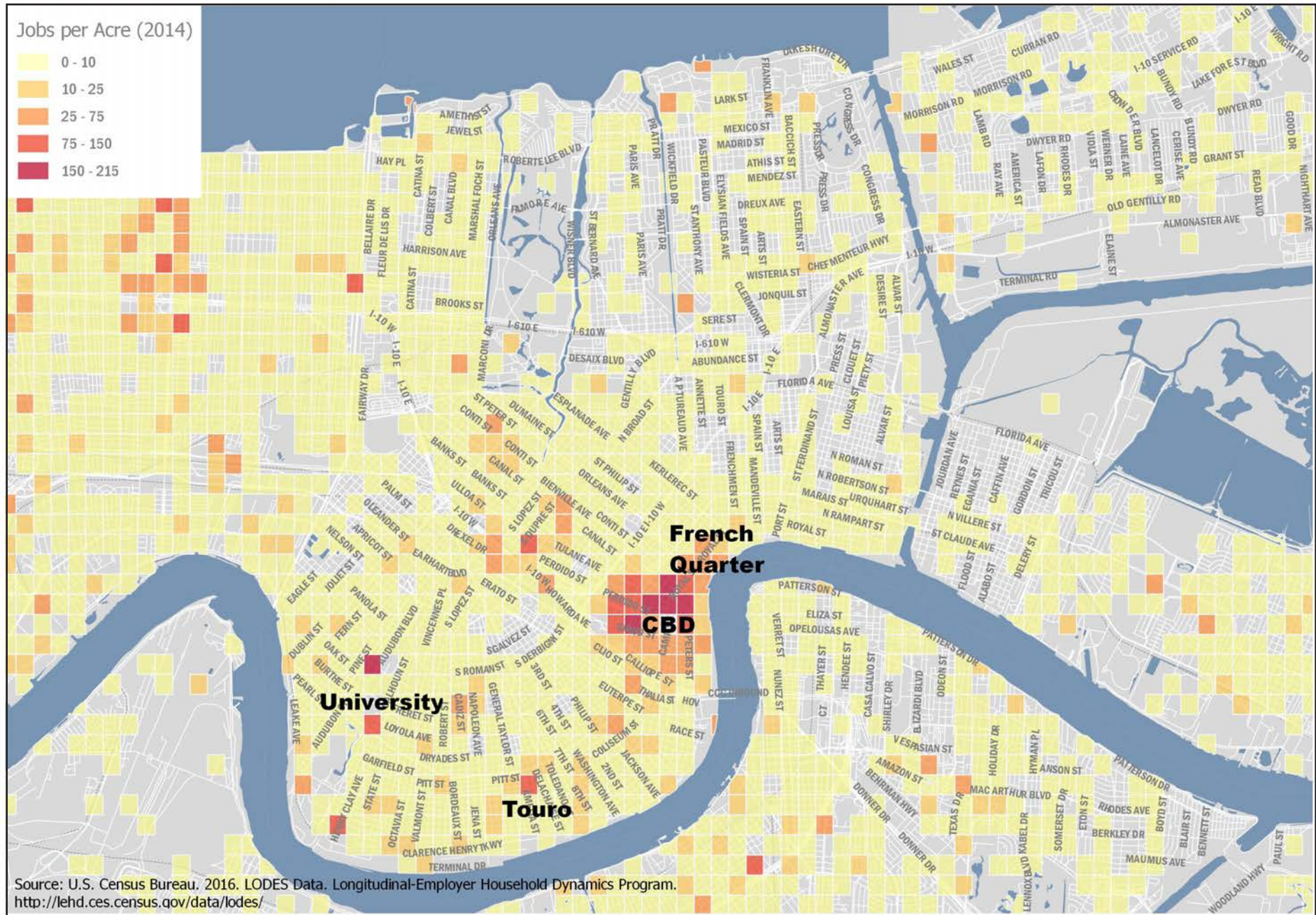


Figure 13 30-Minute Access to Job Centers by Walking and Transit (Monday Peak Hour)

Sources: New Orleans Regional Transit Authority GTFS data; Longitudinal Employer-Household Dynamics data (2016).

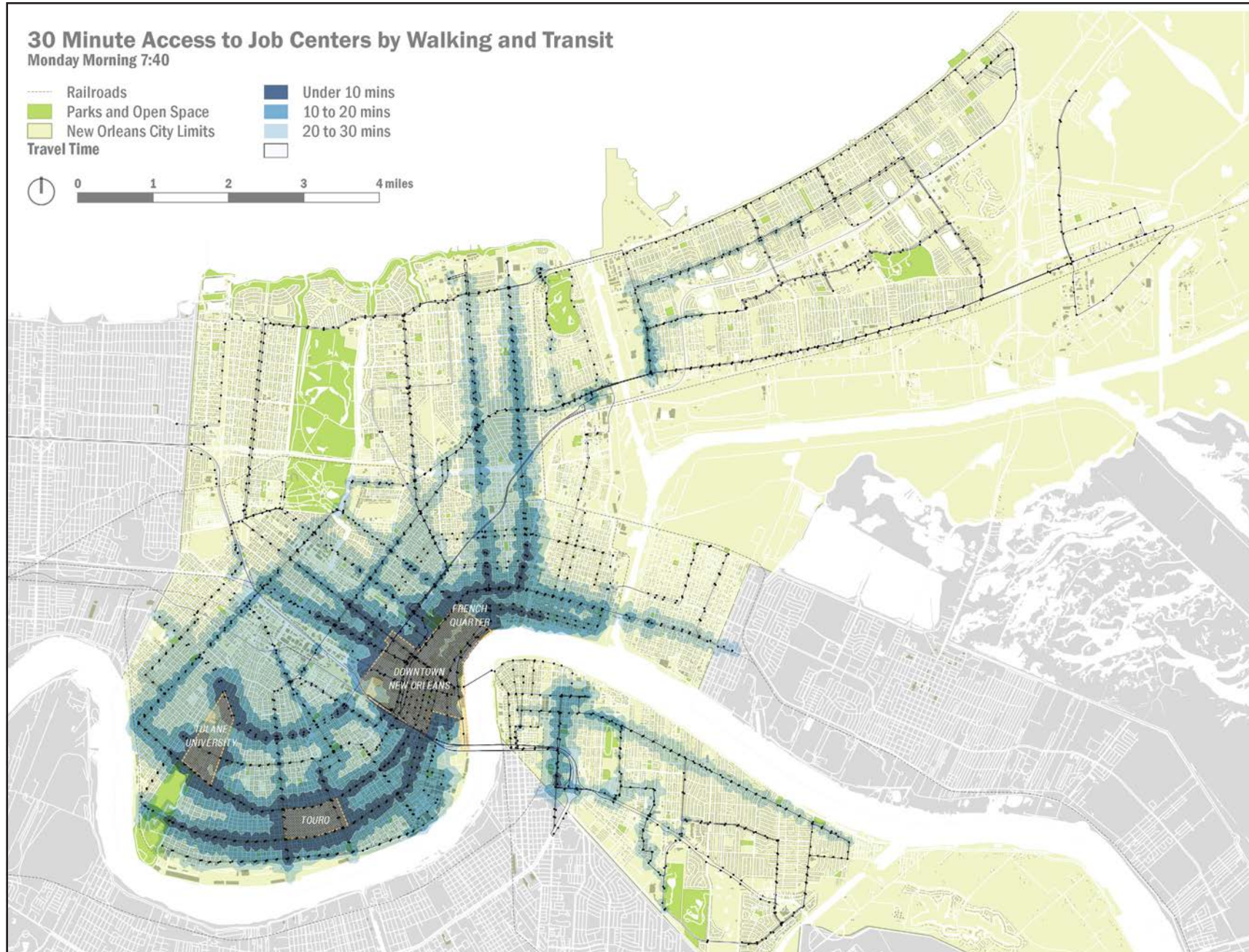


Figure 14 HousingNOLA Typology
Source: HousingNOLA Report

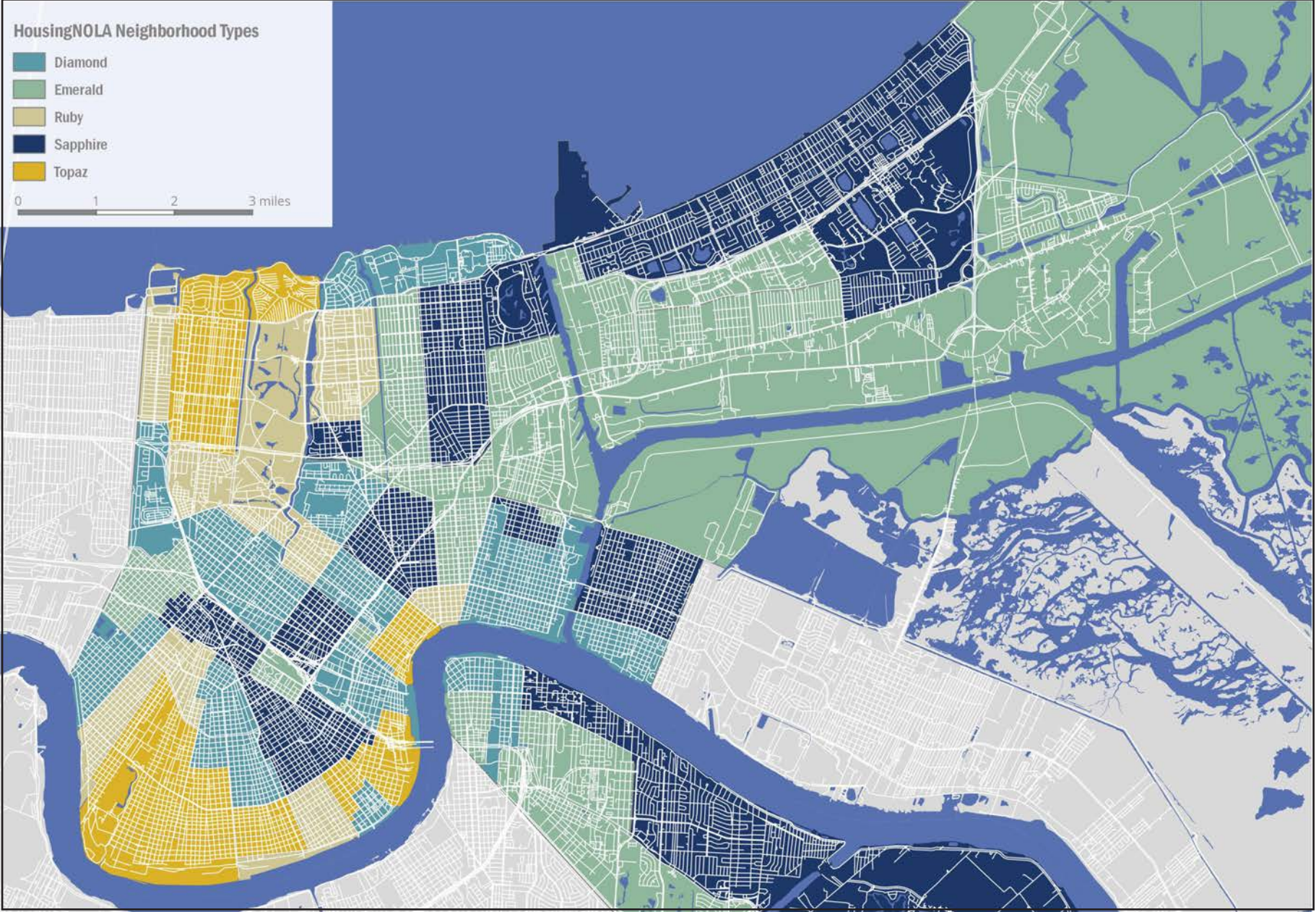
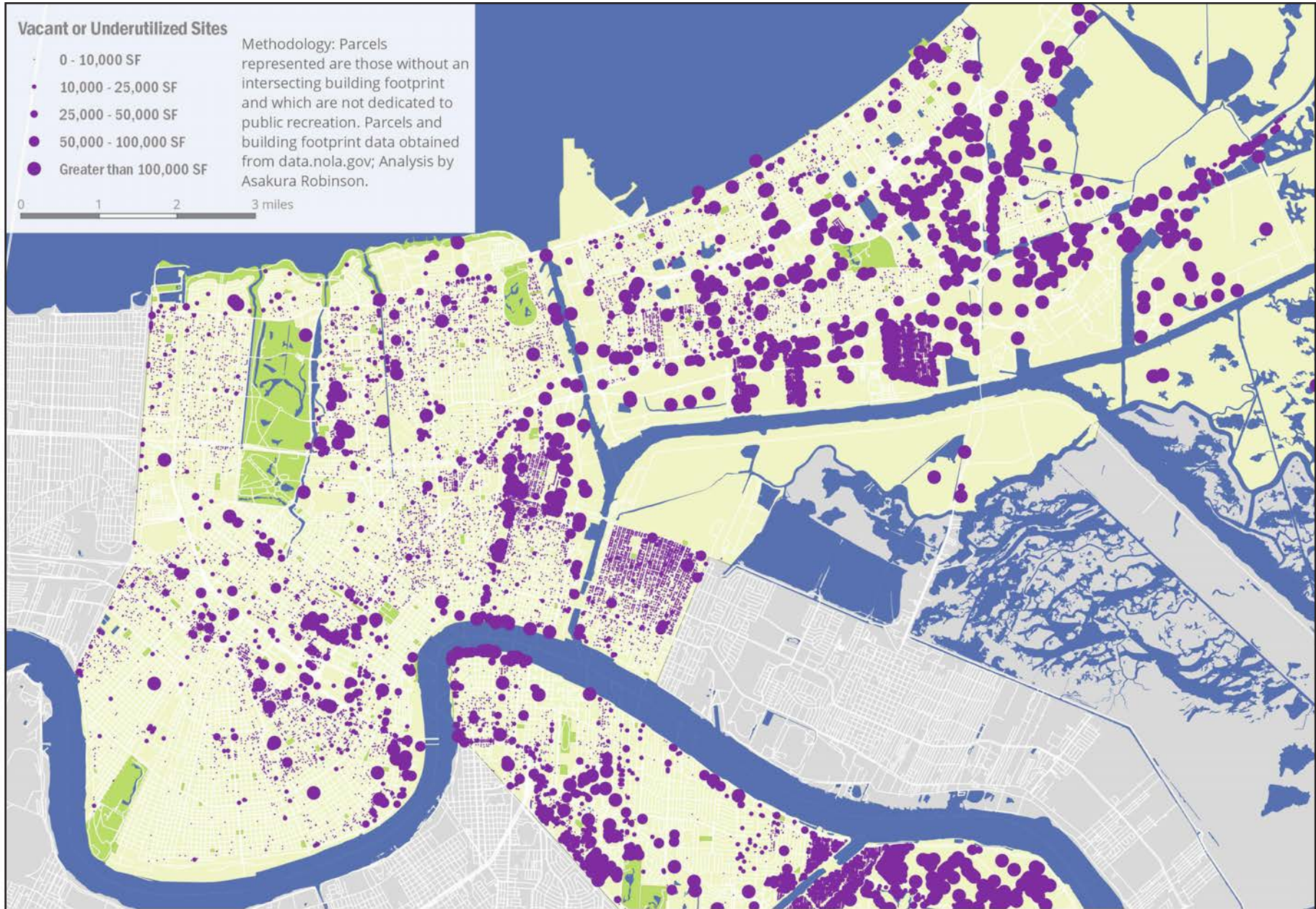


Figure 15 Vacant Parcels by Size
Source: data.nola.gov Building Footprints layer; analysis by Asakura Robinson



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FOOTNOTES

1. National Transit Database, 2014. Accessed June 20, 2016: <https://www.transit.dot.gov/ntd/transit-agency-profiles/new-orleans-regional-transit-authority>.
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5. https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/Land_Use_and_EconDev_Guidelines_August_2013.pdf
6. <https://www.transit.dot.gov/TODPilot>
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Prepared for HousingNOLA and GNOHA by

