



US Army Corps  
of Engineers  
New Orleans District

Mississippi River – Gulf Outlet

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# **New Lock and Connecting Channels**

## **Draft Evaluation Report Mitigation Plan**

**Volume 2 of 8  
Appendix A  
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## Mississippi River - Gulf Outlet New Lock and Connecting Channels

### Mitigation Plan Executive Summary

The U. S. Army Corps of Engineers proposes to replace the existing lock at the Inner Harbor Navigation Canal (IHNC) or Industrial Canal in New Orleans. The facility is located in the midst of a highly developed and densely populated part of the city. In fact, the areas adjacent to the IHNC are among the oldest and most established neighborhoods in New Orleans and include two nationally designated historic districts, Holy Cross and Bywater.

The magnitude of the project and the estimated duration of the implementation phase are such that it is likely to have a significant impact on the neighborhoods, historic resources, residents, and businesses located therein. This was recognized by not only the Corps but also the U.S. Congress when they provided specific guidance to the Corps to address the impacts on the local community.

Construction activity associated with lock and bridge replacements generates both adverse and beneficial impacts to the neighborhoods in the area. Even with the innovative engineering of a new lock and the development of the tentatively selected plan north of Claiborne Avenue, there will still be significant impacts on the community, although there will be no relocation of residents. While it is virtually impossible to eliminate all impacts associated with the construction of the lock project, it is possible to mitigate their effect on the community and its resources. The development and selection of the north of Claiborne Avenue plan including mitigation complies with both the spirit and intent of the Congressional guidance.

The mitigation plan being recommended as part of the lock project represents a departure from traditional Corps of Engineer environmental analysis and mitigation planning and was developed through a broad-based community participation process in the form of a neighborhood working group. The plan insures that communities adjacent to the project remain as complete, liveable neighborhoods during and after construction of the project. It also minimizes residential and business disruptions while meeting the goals of improving waterborne commerce.

The mitigation plan includes a three-phased approach, generally as follows:

First, impact avoidance which refers to actions taken by the Corps that are designed to avoid construction impacts and which represent prudent engineering design and construction practice.

Second, direct mitigation or impact minimization refers to actions taken by the Corps in cooperation with local government, community groups, and residents to minimize those adverse direct impacts which remain following implementation of the normal procedures.

Third, general mitigation refers to compensatory actions taken by the Corps or local sponsor, in cooperation with local government, community groups, and residents to alleviate those adverse impacts which remain following the implementation of both impact avoidance and direct mitigation measures.

The plan costs an estimated \$33,000,000 to implement. It addresses the impacts relating to noise, transportation, cultural resources, aesthetics, employment, community and regional growth, property values, and community cohesion. It also includes a general mitigation features which are intended to serve as compensation to the neighborhood for impacts that are not quantifiable. Implementation of the plan will begin prior to construction and will continue throughout the project construction period.

Based on our analysis, the recommended mitigation plan complies with the spirit and intent of the Congressional guidance provided in conjunction with the FY 1991 Appropriations Act. The plan recognizes the historical nature of the area, avoids or minimizes adverse impacts upon the quality of the human environment to the extent that is practicable and restores the quality of the human environment in the project area.

**MR-GO, NEW LOCK AND CONNECTING CHANNELS, LOUISIANA  
MITIGATION PLAN**

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## **MR-GO, NEW LOCK AND CONNECTING CHANNELS MITIGATION PLAN**

### **INTRODUCTION**

The existing lock, in service since 1923, is dimensionally obsolete and no longer able to meet the demands of waterborne traffic utilizing the Inner Harbor Navigational Canal (IHNC) and connecting channels. A new, larger, more efficient lock is required to meet the demands of increased traffic and larger vessels. The tentatively selected plan, as identified in the main report, is to replace the existing lock with a new prefabricated, floated-in lock 110-feet x 1,200-feet x 36-feet deep. It will be located in the IHNC between Claiborne Avenue and Florida Avenue. The tentatively selected plan includes replacement of the St. Claude Avenue bridge with a new low-level bridge, replacement of the lift span and towers of the Claiborne Avenue bridge, construction of temporary bypass channels around the new lock construction area and around the existing lock, tying in flood protection to the new lock, and implementing mitigation to help offset project impacts.

This mitigation plan is designed to be an integral part of the proposed MR-GO, New Lock and Connecting Channels project, commonly referred to as the IHNC or Industrial Canal Lock Replacement project. Implementation of the mitigation plan is intended to compensate the community for the impacts and inconveniences associated with the construction of the lock, bridges, and other related project features. Therefore, the tentatively selected plan, replacement of the IHNC Lock at the North of Claiborne Avenue location, includes the implementation of the mitigation features identified in this plan.

The mitigation plan evolved, over time, through a continuing dialog with representatives of the neighborhoods and other related community interests actively involved in an iterative planning process. The results of the process are presented in this appendix.

Before the processes used to develop and the details of the mitigation plan are described, one needs to understand the composition and nature of the communities and residents that will be impacted by this project. Even though the recommended plan will not physically relocate residences, it will still impact the communities and neighborhoods on each side of the IHNC. Knowing the opinions and having insight into the background of the residents will greatly assist in understanding why mitigation of impacts to the human environment is needed.

## DESCRIPTION OF THE ADJACENT NEIGHBORHOODS

The Bywater and Holy Cross neighborhoods front on the Mississippi River and lie west and east, respectively, of the IHNC and generally south of St. Claude Avenue. The St. Claude and Lower Ninth Ward neighborhoods are to the north of St. Claude Avenue lying west and east, respectively, of the IHNC, and extending north to Florida Avenue. The eastern boundary of the Lower Ninth Ward and Holy Cross neighborhoods is the Orleans-St. Bernard Parish line. The western boundary of the Bywater and St. Claude neighborhoods is the Franklin-Almonaster corridor. Plate A-1 shows the neighborhoods relative to the IHNC.

Within the area are two designated National Register Historic Districts. The boundaries of the Bywater and Holy Cross Districts are very irregular as shown on Plate A-1. All of the Holy Cross district is south of St. Claude Avenue. Both of these have also been locally designated by the City of New Orleans as Historic Districts. The boundaries of the locally designated districts vary slightly from the two districts on the National Register of Historic Places. The Historic District designation covers about 60 percent of the area defined as the Holy Cross neighborhood. The Bywater Historic District covers virtually all of the area defined as the Bywater neighborhood and extends across St. Claude Avenue and, in one instance, across North Claiborne Avenue into the area defined as the St. Claude neighborhood.

The St. Claude and Bywater neighborhoods, west of the IHNC, are the oldest of the neighborhoods. Approximately 46 percent of the housing stock in Bywater and 40 percent in St. Claude were built prior to 1940. That housing stock is now over 55 years old. In the Holy Cross neighborhood, more than 37 percent of the housing stock was built prior to 1940. In the lower Ninth Ward, only 15 percent was of this vintage.

The Holy Cross neighborhood was established in 1832 when Jackson Barracks was constructed as a US Army housing facility. In 1849, the Brothers of the Holy Cross came to New Orleans to operate St. Mary's Orphanage, and several years later they established St. Isadore's College which was later renamed Holy Cross.

Neighborhood Characteristics. Social resources include population data, community and regional growth statistics, elements of community cohesion, and aesthetic and historic resources.

a. Population. Prior demographic data collected for the IHNC area included the following characteristics by neighborhood: age, racial composition, educational achievement, households with female head of household, average number of persons per household, household income, and population density. Census data by tract has been used to present demographic data by neighborhood.

All population characteristics by neighborhood, with the exception of income and education, are derived from the 1990

census. The census tracts used for each neighborhood are as follows:

Holy Cross	7.02 and 8
Lower Ninth Ward	7.01, 9.01, 9.02, 9.03, and 9.04
Bywater	11 and 12
St. Claude	13.01, 13.02, 13.03, 13.04, 14.01, 14.02, 15, and 16

According to the Gregory C. Rigamer and Associates, Inc. (GCR) assessment of the area, the median years of education in the IHNC area was 11.1. Average household income (1985) in the neighborhoods was estimated to be \$13,291.

The following tables show 1990 population by age, percentage of households headed by females, population density and population for each neighborhood and for the total IHNC area.

**Table 1**  
**Population Comparison**

<u>Neighborhood</u>	<u>1990 Census</u>	<u>1980 Census</u>	<u>Change</u>	
			<u>Number</u>	<u>Percent</u>
Lower 9th Ward	16,207	20,807	-4,600	-22.1%
Holy Cross	6,101	6,482	-381	-5.9%
Bywater	5,381	6,650	-1,269	-19.1%
<u>St. Claude</u>	<u>18,029</u>	<u>21,763</u>	<u>-3,734</u>	<u>-17.2%</u>
Total IHNC area	45,718	55,702	-9,984	-17.9%

**Table 2**  
**Population Characteristics (1990)**  
**Age, Female Households, Density**

<u>Neighborhood</u>	<u>&lt; 18 Yrs. Old</u>	<u>&gt; 18 Yrs. Old</u>	<u>% Female</u>	
			<u>Headed</u>	<u>Density</u>
			<u>Household</u>	<u>Per</u>
				<u>Acre</u>
Lower 9th Ward	31.9%	68.1%	49.0%	15.1
Holy Cross	30.6%	69.4%	46.2%	6.8
Bywater	27.8%	72.2%	44.9%	8.6
<u>St. Claude</u>	<u>35.1%</u>	<u>64.9%</u>	<u>52.0%</u>	<u>25.2</u>
Total IHNC area	32.5%	67.5%	49.3%	13.8

**Table 3**  
**Population By Race (1990)**

<u>Neighborhood</u>	<u>Black</u>	<u>White</u>	<u>Other</u>
Lower 9th Ward	99.1%	0.7%	0.2%
Holy Cross	76.8%	21.8%	1.4%
Bywater	65.4%	32.0%	2.6%
<u>St. Claude</u>	<u>90.6%</u>	<u>08.5%</u>	<u>0.9%</u>
Total IHNC area	88.8%	10.3%	0.9%

Census data indicate that the population for the area adjacent to the IHNC, as a whole, declined approximately 18 percent between 1980 and 1990. The Lower Ninth Ward neighborhood experienced the most dramatic decrease in population, with a loss of 4,600 persons or 22.1 percent of its population. The Holy Cross neighborhood had the smallest change, losing only 381 people or 5.9 percent of its population. The percentage decreases of population in the Bywater and St. Claude were 19.1 percent and 17.2 percent, respectively. Based on population data, the Holy Cross neighborhood appears to be the most stable of the four neighborhoods in the IHNC area.

The overall population of the area continues to increase in age. The percentage of the population under 18 declined from 34.1 percent in 1985, as reported by the Regional Planning Commission, to 32.5 percent in 1990, as reported in the 1990 census. Bywater has the smallest percentage of persons under 18 (27.8 percent), and St. Claude has the largest percentage (35.1 percent).

In 1990, the black population reported by the Census represented 88.8 percent of the total population in the IHNC Lock area. The white population represented 10.3 percent of the total, and other races comprised the remaining 0.9 percent. The Lower Ninth Ward has the largest percentage of total population which is black with 99.1 percent. Bywater has the smallest percentage of black population with 65.4 percent.

Half of the households in the IHNC area are headed by females. This compares to 44 percent in Orleans Parish as a whole. The highest percentage of female heads of household is in the St. Claude neighborhood where 52 percent are in this category. In one Census tract within the St. Claude neighborhood, more than 90 percent of the heads of household are female.

Population densities have not changed significantly since the 1980 census. The area has an overall density of 13.8 persons per acre. In 1980 there were 14.5 persons per acre.

The communities adjacent to the IHNC are fragile and in a state of transition. This is evidenced by the loss in population in the 1980's and the increase in vacancy of dwelling units. It will be necessary to initiate mitigation prior to actual project construction in order for the community to withstand the impacts associated with the project.

## COMMUNITY CONCERNS

Throughout the history of this project there has been heated debate about the project impacts. There has been concern and opposition to almost every proposal ever advanced to replace or improve the existing antiquated facilities. Within the community there has been a fear of the project because of the potential disruption and inconveniences that would be inflicted on the community.

The neighborhoods adjacent to the IHNC have openly expressed their concerns. As an example, the Bywater Neighborhood, in response to the scoping input request in 1988, indicated that they are "gravely concerned with any and all proposals that would cause increased vehicular traffic in our area, noise pollution, air pollution, litter, ground vibration, roadway deterioration, and greater levels of hazardous material transportation." They also pointed out the historic nature of their neighborhood and National Register listing.

The City of New Orleans, City Planning Commission also went on record saying, "It is also important that all impacts be identified so that mitigating measures can be devised to address any negative impacts. Any mitigating measures should result in a net improvement to the neighborhood, not just a restoration to conditions that existed before the project." Their letter went on to say "While . . . there is a serious need for improvements to the MR-GO, . . . it is necessary that the interests of the neighborhood be kept in mind."

With the initiation of the Neighborhood Working Group (NWG) process in 1991 (explained in more detail later in this appendix), it quickly became evident that all of the neighborhoods did not favor the lock project. Among the opinions voiced was that many people thought there was a cloud hanging over the area since about 1960 when planning for a new lock began and the IHNC was targeted as a potential site. Some even look upon the lock replacement project to be like a cancer in remission; it keeps flaring up every once in a while but never goes away. It has been alleged that the periodic publicity about proposals being considered for the area has caused considerable damage in the communities to date (i.e. - decline in property values, increase in vacant and abandoned properties, the reluctance of lending institutions to extend maintenance and rehabilitation monies, etc.). In spite of this, it was generally agreed that we would discuss the project and work together to try to develop the best mitigation plan possible at the IHNC.

Using the GCR Report as a source document, the NWG discussed several categories of impacts. During the course of discussions a mutual respect developed among those within the working group. Numerous issues of concern to the neighborhoods quickly emerged. Some of these include the following:

- None wanted a mid- or high-level bridge at St. Claude.  
They voiced concerns that such a bridge would create safety

problems in the neighborhood because of the schools located along or in close proximity to St. Claude. They expressed concern about the visual impact of such a structure being imposed in the area and mentioned the increased emissions potential and degradation of air quality.

- Noise from construction activity would be extremely disruptive to everyone, including school.
- There were concerns about crime in the area and related police and emergency services.
- They wanted jobs and training.
- They expressed concern that the City and other levels of government had basically ignored their needs in the past.
- Transportation improvements was another item of concern.
- Concern about declining property values (Perception that the project will devalue their property).
- Concern about the duration of project construction.
- They requested that the Corps develop a plan for North of Claiborne Avenue.

At the request of the Port and local elected officials the working group effort was suspended while the north of Claiborne Avenue plan was being developed and resumed in 1994 with the Port serving as the lead agency. During the period when the working group efforts were held in abeyance, the Corps developed the North of Claiborne Avenue Plan and incorporated neighborhood concerns identified by the working group. It was recognized that to be effective, the mitigation plan must address the community needs, as well as the consequences associated with the project's construction activity. The proposed mitigation plan must compensate the community for the inconveniences associated with the construction of the project.

With a renewed working group effort, the more difficult task of identifying community needs and concerns was accomplished. After a series of heated meetings and much discussion, needs and concerns were identified which formed the basis for the mitigation plan that evolved. Even though the proposed lock replacement plan will not physically relocate residents, it still impacts the neighborhoods in the community on each side of the IHNC. From their perspective some of the potential problems that will be complicated by construction of the proposed new lock project are:

- inconveniences (loss of time and money) due to bridge operations and outages,
- isolation from the major part of the city for those on the east side of the canal,
- potential population loss, particularly of those who grew up in the Lower Ninth Ward, and
- difficulty in reaching medical services, especially in emergency situations.

In addition, there is a perception that construction of the project will contribute to increases in abandoned houses, decrease the possibility of occupancy in abandoned houses, along with decreases in property values and increases in crime, drug houses, and unemployment.

Being sensitive to the opinions and concerns of the neighborhood residents greatly assists in understanding why and what types of mitigation is needed. In addition to the NWG meetings, the Holy Cross Neighborhood Association submitted a letter report in March 1994 detailing their recommendations related to the mitigation of the impacts of the proposed new lock project on their community. Their report reflects their sensitivity for the historic nature of their neighborhood, property values, neighborhood amenities, transportation, security, and the importance of the historic Holy Cross school as both the community's largest employer as well as its educational importance to the metropolitan area. Needs and concerns about other schools in the area were also identified. The working draft plan that has evolved into the project mitigation plan incorporates many of their recommendations.

#### **BASIS FOR MITIGATION PLANNING**

Mitigation planning originated with the recognition of a range of severe adverse impacts that were associated with the previously proposed construction of a replacement lock 200 feet east of the existing lock structure on the IHNC. The acute, pervasive, and disruptive nature of these impacts required community involvement in mitigation planning.

Beginning in 1988, with responses to the scoping input request, the Corps became cognizant of the specific concerns of neighborhood residents in the vicinity of the IHNC. These have been discussed in the previous section.

Implementation of the 200-foot East plan, identified in 1990 as the tentatively selected plan, would have resulted in substantial residential relocation, exposure of the adjacent community to sustained, unacceptable levels of construction noise, and prolonged traffic congestion associated with the replacement of two vehicular bridges that span the canal.

Recognizing that lock construction at this location would greatly impact the neighboring community, the New Orleans District commissioned Gregory C. Rigamer and Associates, Inc. (GCR) to prepare a socio-economic impact evaluation and mitigation plan for the five (5) alternative locations being considered at the time. GCR assembled a study team comprised of members of its staff and supplemented with experts from the University of New Orleans (UNO) and Southern University New Orleans (SUNO). The team quickly concluded that the order of magnitude of the impacts associated with the alternative locations at the IHNC being considered were similar and that the area impacted varied with the location; however, the impact on the receptors was similar under all alternatives. GCR concluded that due to the duration and intensity of the project as proposed at that time, pre-project mitigation is warranted to improve the area and, thereby, prepare it to meet the consequences associated with the construction of the proposed

facility. It was also their strong recommendation that consideration be given to the location in the IHNC between Florida Avenue and Claiborne Avenue because constructing the new lock at this location would impact fewer area residents. GCR further concluded that a north of Claiborne Avenue location would reduce right-of-way requirements and enhance the ability to confine the project's construction activity to an isolated area. They also concluded that it was possible to mitigate the consequences associated with the construction of the new facility north of Claiborne Avenue and to improve the area through a comprehensive mitigation program, including pre-project mitigation.

#### **CONGRESSIONAL DIRECTION**

Both the U.S. House of Representatives and U.S. Senate Appropriations Committees recognized the potential impact of the lock replacement project. In their reports accompanying the Fiscal Year 1991 Appropriations Bill, they directed the Corps to establish a community participation process to involve all stakeholders in the plan formulation of this project. The committee reports specifically instructed the Corps to give maximum consideration to the selection of a construction site on the IHNC which would minimize adverse impacts to residences and businesses while meeting the goal of improving waterborne commerce.

National policy inherent in the National Environmental Policy Act and in 40 CFR Part 1500.2 Paragraph (f) which states "Use all practicable means, consistent with the requirements of the act and other essential considerations of national policy, to restore and enhance the quality of the human environment and avoid or minimize any possible adverse effects of their actions upon the human environment". Recognizing this and given the unique circumstances associated with this project, a shift in focus from the natural environment to the social environment required a corresponding departure from the traditional methods of environmental impact analysis and mitigation planning. In view of these circumstances and in accordance with guidance contained in the committee reports accompanying the FY-91 Appropriations Act, a broad based community participation process was established by the Corps to assist in the development of a general mitigation package as an integral part of the lock replacement plan.

#### **EVOLUTION OF MITIGATION PLANNING**

In response to the Congressional guidance, the New Orleans District, in cooperation with the Port of New Orleans, established the Industrial Canal Lock Advisory Council. Membership of this council consisted of 15 members representing the affected neighborhoods (4), businesses (3), the maritime community (4), and elected officials (4). The purpose was to assure full participation by all elements of the affected community in the

development of a comprehensive plan for the replacement of the existing Industrial Canal Lock.

Two contentious meetings were held in February and June 1991. Both meetings were attended by neighborhood residents that underscored the sensitivity of the neighborhoods to the lock project. They also expressed extreme displeasure with the makeup of the Council and the way they perceived they were being railroaded. The lack of progress by the Council prompted the Corps to try a more direct approach in communicating with neighborhood people.

The District established a Neighborhood Working Group (NWG) comprised of representatives of the Corps, the Port of New Orleans, the local neighborhood and business associations, the City Planning Commission, the Historic Districts Landmarks Commission, and the Regional Planning Commission in order to exchange information, solicit community views, and advise the District Engineer on matters pertaining to the project.

Beginning in August of 1991 and continuing through the remainder of that year, the Corps conducted a series of meetings of the NWG. The NWG met every other week to discuss all aspects of the then tentatively selected plan (the 200-foot east site) and to identify and investigate the range of mitigation required as a prelude to the development of a project mitigation plan. A summary of the meetings is included in Exhibit I. The GCR report was used as a basis for discussion. The NWG discussed the potential for a mitigation plan that would include substantial, community-wide infrastructure enhancement as a form of pre-project, out-of-kind compensation for residual impacts which could not be directly mitigated. However, continued local opposition to the site precluded the development of a comprehensive community mitigation plan for the 200-foot East location. Utilizing the GCR Report as a basis for focusing discussion on mitigation, the leaders of the Holy Cross, Bywater, and Lower Ninth Ward neighborhood associations and the St. Claude Business Association repeatedly asked the Corps why a location in the Industrial Canal north of Claiborne Avenue, identified in the GCR report, was not presented as an alternative construction site since this had the potential to significantly reduce project related impacts on the community.

Although the Corps explained that previous design studies showed lock construction at this location would be more costly, and would have required closure of the Industrial Canal for up to 6 years, community representatives insisted that the North of Claiborne Avenue site represented the least objectionable location from a community impact standpoint. Please note, however, this did not constitute an endorsement of the project by the NWG, only a shift of focus to another location. Community leaders also voiced strong opposition to a mid-level replacement bridge at St. Claude Avenue, asserting that only a project including a low-level St. Claude Avenue bridge could ever gain community acceptance.

As a result of these deliberations, the Corps agreed to further investigate the prospect of constructing a replacement lock north of Claiborne Avenue with a low-level replacement bridge at St. Claude Avenue.

## FORMULATION OF A NEW NORTH OF CLAIBORNE AVENUE PLAN

Between January 1992 and August 1993, a period during which the neighborhood working group forum was in abeyance, the Corps developed a new plan for constructing a replacement lock at the north of Claiborne Avenue location (See Plate A-2). This new plan consisted of constructing a lock chamber that is prefabricated at an off-site location, floating the lock chamber to the site in three sections, and placing it on a prepared foundation. A temporary bypass channel around the proposed new lock construction site will allow for continued use of the IHNC for navigation during construction. Also included in the project will be reconstruction of the flood protection (levees and floodwalls) to accommodate the higher Mississippi River stages, a new low-level bridge at St. Claude Avenue, and replacement of the towers and lift span on the Claiborne Avenue bridge. A temporary navigation bypass channel around the existing lock will be constructed to allow for continued use of the waterway during demolition of the existing lock. Mooring facilities will then be constructed in the channel where the old lock was situated.

The Corps determined that the impacts associated with the 200-foot east plan were not amenable to full, direct mitigation and that an extensive program of general mitigation would be insufficient to restore to the community a quality of life that prevailed prior to project construction. Therefore, the 200-foot plan was judged to be unimplementable because it no longer met NED criteria. As a result, the North of Claiborne Avenue plan represented the only implementable construction alternative for a replacement lock on the Industrial Canal. These conclusions were documented in a mini-report entitled Mississippi River-Gulf Outlet, New Lock and Connecting Channels, Louisiana: Evaluation Study. This report, which was prepared as a part of a broader analysis, was completed in October 1992 and approved by Headquarters of the U.S. Army Corps of Engineers in March 1993. The results of that "mini-report" are included in Volume I, the Main Report and Environmental Impact Statement of this Evaluation Report.

The plan that was developed for the North of Claiborne Avenue location eliminates displacement of people and substantially reduces some of the major project-related impacts in the area, such as construction related noise and traffic congestion. The Corps' decision to exclusively consider the North of Claiborne Avenue location, therefore, fulfilled the congressional mandate to give maximum consideration to lock replacement alternatives which minimizes residential and business disruption while meeting the goal of improving waterborne commerce.

The remaining work for the neighborhood working group consisted of developing a comprehensive needs inventory that served as the framework for a plan to identify and mitigate an array of project impacts of reduced scope. For this purpose, the neighborhood working group meetings were resumed in August 1993.

## MITIGATION PLANNING FOR THE NORTH OF CLAIBORNE AVENUE SITE

Chaired by the Port of New Orleans, the local project sponsor, the neighborhood working group reconvened with a view to solicit ideas from community representatives for developing a comprehensive mitigation plan that would be based upon a revised set of project impacts that, in turn, would be identified by the working group. Exhibit II contains a list of the initial neighborhood working group members. These meetings have been opened to the public and many other individuals have attended the meetings at various times and expressed their views. Also, representatives of the different groups have changed over time.

During the course of the Neighborhood Working Group (NWG) efforts, both the Corps and Port listened and learned much about the concerns of the local residents. Again they stated their continued opposition to the project but willingness to talk. There were strong feelings among the local populace that the long period of planning for a lock replacement has, in itself, contributed to the stifled growth and/or redevelopment within the neighborhoods adjacent to the IHNC Lock. It is difficult, if not impossible, to ascertain just what impact the long, drawn-out bureaucratic processes have had on the area. What is certain is that the residents certainly perceive and believe that this has occurred.

Residents are sincere in their beliefs and are primarily concerned with the basics of survival in the contemporary local urban environment. Some of the needs identified by the group included housing improvements, jobs, improved public services (including police and fire protection), improved emergency and medical services, improved educational and training opportunities, improved recreation opportunities and facilities, street and drainage improvements, transportation improvements, etc.

With this in mind, there is still a very strong sense of community, particularly in the Holy Cross and Bywater neighborhoods, where people have a keen sense and awareness of their historical heritage. Residents of these neighborhoods have indicated that they would like to preserve the historical and cultural attributes of their neighborhoods and further develop the potential of their historical heritage. In the Lower Ninth Ward there is also a sense of community pride with the recent completion of the new Martin Luther King Middle School for Science and Technology.

On the basis of the NWG meetings (See Exhibit III for meeting summaries), which included recommendations by the Holy Cross Neighborhood Association (See Exhibit V) and numerous other suggestions by neighborhood working group members and others, a working draft proposed mitigation plan for the IHNC Lock Replacement project was developed. (See Exhibit IV.) That draft proposal served as the basis upon which the Corps formulated a comprehensive project mitigation plan that incorporates many of the ideas, concerns, and desires of the local residents. The action by the Corps to not only consider, but to include the input from the working group in the preparation of a comprehensive plan complies

with the guidance outlined in the FY 1991 reports of the House and Senate Appropriations Committees. Consequently, the selection of the North of Claiborne Avenue site, which was strongly suggested by the NWG, coupled with the process used to develop the project mitigation plan fulfilled the Congressional guidance.

In addition to the neighborhood working group, the Corps also established a navigation working group comprised of navigation interests. This working group included representatives of the American Waterways Operators, the Gulf Intracoastal Canal Association, the New Orleans Steamship Association, the U. S. Coast Guard, the industries along the impacted portion of the IHNC, the Governor's Task Force on Maritime Affairs, the Port of New Orleans, and others. Discussions with this group led to the development of by-pass channels around the new lock construction site and around the existing lock during the demolition phase. Feedback from this working group was critical in developing a plan north of Claiborne Avenue that was acceptable to navigation interests and significantly less disruptive to the surrounding community.

#### **IHNC LOCK REPLACEMENT MITIGATION PLAN**

The selection of the North of Claiborne Avenue site has reduced the scope of project impacts to the degree that mitigation planning focused primarily, though not exclusively, in the areas of improved normal construction procedures and direct mitigation. In fact, the North of Claiborne Avenue site affords the opportunity to minimize a program of general mitigation, or compensation, through the implementation of a construction plan that more effectively avoids the impacts that were inevitable for the previously proposed 200-foot East plan. In this sense, the effectiveness of the mitigation plan is significantly enhanced.

The project mitigation plan distinguished among the three levels of mitigation. Avoidance Measures refer to actions taken by the Corps that avoid adverse construction impacts. These actions are incorporated into the construction plan and represent prudent and innovative engineering design and construction practice. There being a technical limit to impact avoidance through normal procedures, direct mitigation measures (minimization of impacts) are then required to render the remaining adverse project impacts less severe or to eliminate them where possible. Once impact avoidance measures and direct mitigation are applied, a set of residual impacts that cannot be avoided or minimized remain. At this point, these residual impacts must be identified, and a program of general mitigation will be required to compensate the affected community on a scale commensurate with the level of residual impacts. This includes the inconveniences suffered by the community over the long period of project construction. Many of the proposed measures are out of kind measures requiring a certain amount of empathy and judgment to ascertain reasonableness. The magnitude of general mitigation is scaled to the anticipated severity of the residual social impacts.

Most important, since the project mitigation plan is weighted toward the prevention of impacts (under normal construction procedures) and the minimization of impacts (through direct mitigation), the Corps retains the ability to implement most of the plan through various construction procedures and specifications. This ability ensures greater timeliness in project implementation and reduces its complexity. However, implementation of the general mitigation features of the plan will require local support to ensure timely implementation and continued operation of these features.

The North of Claiborne Avenue plan consists of constructing a lock chamber that is prefabricated at an off-site location, floating the lock chamber to the site in three sections, and placing it on a prepared foundation. A temporary bypass channel around the new lock site will allow for continued use of the IHNC for navigation. Also included in the project will be reconstruction of the flood protection (levees and floodwalls) to accommodate the higher Mississippi River stages, a new low-level bridge at St. Claude Avenue, and replacement of the towers and lift span on the Claiborne Avenue bridge. A temporary navigation bypass channel around the existing lock will be constructed to allow for continued use of the waterway during demolition of the existing lock. Mooring facilities will then be constructed in the channel where the old lock was situated. At no time during construction will more than one bridge be out of service. This construction plan effectively addresses the three categories of project impacts that are of most concern to the affected community:

1. Residential Dislocation.

The North of Claiborne Avenue plan requires that no residential structures be acquired for either lock or bridge construction. However, some residents directly adjacent to the St. Claude Avenue east approach ramp may choose to be temporarily relocated during construction of that bridge.

2. Construction Noise.

Virtually all of the adjoining community will be spared the unacceptable levels of construction-related noise. Plate A-3 shows the potential noise impacts (worst case scenario). This is made possible by the following features of the construction plan:

a. The prefabricated, float-in design of the lock will reduce on-site construction noise that is associated with the lock chamber construction. The prefabrication technique also reduces the duration of on-site construction.

b. The "soil founded" lock design (constructing the lock on a prepared foundation instead of conventional construction on a pile foundation) will significantly reduce the magnitude of the pile driving program from approximately 2,000-3,000 piles to less than 100 piles for the lock structure itself (See Plate A-4).

c. The location of the lock construction site on the Industrial Canal, north of Claiborne Avenue, will be sufficiently removed from residential areas so that, with additional noise-suppression measures on-site, most residents should not be exposed to unacceptable levels of construction-related noise.

d. The Claiborne Avenue Bridge will not be replaced under the tentatively selected plan. Instead, the lift span will be replaced and the towers will be raised. This avoids all pile driving associated with construction of new bridge approaches and most pile driving related to the bridge foundation (See Plate A-4).

e. The St. Claude Avenue Bridge will be replaced as a low-rise structure, double bascule rather than a mid-rise structure. This will reduce the duration of pile driving associated with the construction of the bridge and the shorter approaches, and the number of residents exposed to construction-related noise will decrease (See Plate A-5).

f. Contractors have the technical capability thru noise suppressors and the contractual obligation to ensure that all construction noise does not exceed specific, measurable levels at identifiable distances from the construction site.

### 3. Traffic Congestion.

Traffic congestion will be experienced for a shorter period of time through the following features of the construction plan:

a. The duration of bridge closures would be limited to a maximum of 39 months, while the realistic potential remains for reducing the period of closure to about 30 months. The replacement of the St. Claude Avenue Bridge with a low rise structure requires a 24-month closure period which is significantly less than the 54-month closure period associated with a mid-rise bridge. While current estimates suggest that the need to reinforce the Claiborne Avenue Bridge foundation will require a 15-month closure, the prospect exists that detailed construction planning for the bridge could result in reducing closure to about 6 months.

In addition, the new bridge at St. Claude Avenue will be designed to accommodate light rail (Streetcars) at some future point in time. The existing bridge did have them at one time, and there has been some discussion in recent years of reintroducing street cars in parts of the city where they once existed. This could be a catalyst for redevelopment of improved, more efficient public transportation. It should be noted, however, that only rails will be provided on the bridge and approaches but full implementation of streetcars across the IHNC, at St. Claude, is not part of the mitigation plan.

b. The location of the construction site north of Claiborne Avenue will allow the creation of a construction staging area on the west side of the Industrial Canal that is isolated from

residential areas. Specific routes for construction-related traffic will be assigned; thus, traffic congestion within the adjacent community will be further reduced.

c. Linking West Judge Perez Drive and St. Bernard Highway to Florida Avenue (a new high rise bridge over the IHNC at Florida Avenue is proposed by the State of Louisiana) with a new roadway through an undeveloped tract in St. Bernard Parish is part of the project and will provide a readily accessible detour route for commuter traffic. This new route is designed to reduce traffic congestion by drawing commuter traffic away from Caffin Avenue and Tupelo Street, major streets which lie within a predominately residential area which would probably be used as detours without any new detour route. This new detour route will also attract commuter traffic that currently uses local residential streets to reach Florida Avenue.

d. Residual traffic congestion will be reduced through the implementation of a comprehensive traffic management plan that will incorporate all the traffic control recommendations made by the Regional Planning Commission in a study that was conducted for the Corps.

The traffic management plan will include all measures (such as an incident management plan, computerized signalization and information signs and additional traffic officers) that preserve, to the maximum extent possible, the current level of service that the bridges provide to all users (public transportation, emergency service, school transportation, pedestrians, etc.).

## **I. IMPACT AVOIDANCE**

Impact avoidance refers to actions taken by the Corps that are designed to avoid adverse construction impacts and which represent prudent and innovative engineering design and construction practice. These actions are incorporated into the construction plan and are independent of any other set of mitigation measures. These actions are required because construction will be taking place in an urban environment and, as such, qualify as mitigation.

Included in the mitigation plan are the following avoidance measures listed by impact:

### **1. Noise.**

a. Conduct a pre-construction pile test using a variety of pile drivers at selected locations in order to measure noise levels and delineate the area exposed to an "unacceptable" level of noise which is defined as the 65 Ldn contour (or comparable level).

b. Include a provision in the contract specifications limiting noise to certain levels at given distances from the construction site.

The standard would generally allow no "unacceptable" noise levels attributable to lock or bridge construction to invade residential areas. With respect to the St. Claude Avenue Bridge approaches, the standard would limit the exposure to high noise levels (above 65 Ldn or equivalent) to those structures adjacent to the construction site, if the total elimination of noise is not possible. While the contractor would be given discretion in the manner of compliance with the standard, the form of compliance would likely include the employment of specialized, quieter equipment, remote deployment or isolation of some equipment, and the placement of baffle walls or other sound absorption devices.

c. Include contract specifications to verify the containment of noise levels. Contractors would be required to use noise monitoring equipment to verify adherence to contract specifications that limit the unacceptable levels of noise at given distances from construction sites.

d. Contract specifications will require the use of a vibratory hammer or other pile driving equipment that is designed to minimize noise emissions. This will depend somewhat on the results of the pile tests previously mentioned.

Recognizing the adverse impacts associated with pile driving with standard equipment within an urban environment, the construction industry and construction equipment manufacturers have, in recent years, modified pile driving technology. Specialized pile drivers significantly reduce noise, particularly for jobs that require relatively small piles as is typically required for the construction of floodwalls and bridge approaches.

e. Designate specific routes for construction-related traffic away from residential and commercial areas and designate locations for construction staging areas away from heavily populated areas.

## 2. Transportation.

a. Specific routes for construction-related traffic would be designated in order to avoid congestion. (See 1e above)

b. Repair damage to roads caused by any and all construction activities, including detour routes.

c. Construct a permanent detour route for use during project construction including bridge closures. A new detour route would be constructed to link West Judge Perez and St. Bernard Highway with Florida Avenue. This will improve circulation of commuter traffic during project construction, including periods of bridge closure, and it will help to relieve neighborhood traffic congestion.

d. Appropriate detour signage will be erected in order to preserve access to local streets during periods when individual streets may be closed due to utility relocations.

### 3. Aesthetics.

a. The area between the new lock and the existing levee protection system and between Claiborne Avenue and Florida Avenue will be backfilled after the navigation bypass channel is no longer needed. The backfilled area will be protected by tying the lock walls to the Claiborne Avenue and Florida Avenue bridges on the east side and the Claiborne Avenue Bridge on the west side. This green space would add much needed open space to an area of dense urban development. Within a limited portion of the newly created area, open fields, ball fields, bike/walking paths, playground facilities, and tot lots are options available for possible development if an appropriate non-Federal agency is willing to operate and maintain such facilities. The specific plan for development of the area will be addressed in a future design document. Community and neighborhood interests will be consulted during the detailed planning for this open space. Landscaped areas with sidewalks, benches, and water fountains are ancillary facilities that can be developed to complement the primary development.

b. Improve or add lighting along designated detour routes, including both existing streets and new routes. This lighting will improve night time aesthetics and offer added safety and security for adjacent residents.

c. Areas around levees, floodwalls, and bridge approaches will be landscaped. Various species of trees, shrubs, and ground cover will be used. Flowering trees and shrubs will be planted in areas where structural elements such as bridge approaches and floodwalls are to be constructed. Vegetation will soften visual impacts associated with these construction elements within the neighborhoods.

d. Textured surfaces will be used on the exteriors of floodwalls, bridge approaches, and bridge piers. These textured surfaces will add visual appeal and interest to concrete surfaces viewed by neighborhood residents. Interesting shadow patterns and textured variety will improve aesthetic design quality.

### 4. Employment.

Contract specifications will include a requirement to hire a portion of the labor from the local work force in order to achieve minority and local resident participation goals. Residents will be notified well in advance of project construction that contract specifications will require hiring of workers from the adjacent community. We will ensure that the local residents will be provided a list of job skills that will be required and training opportunities so that interested residents may pursue training that may be necessary.

#### 5. Air Quality.

Contract specifications will include a requirement to comply with Federal and State Air Quality Standards and preserve air quality within specified levels.

The contractor will be required to monitor air quality levels in order to verify compliance. Measures to preserve air quality may include the wetting of levees, construction roads, and other construction sites in order to reduce dust.

#### 6. Safety.

Safety will be emphasized throughout construction of the project. The following specific measures will be included:

a. Media notices will be issued to ensure that local citizens are apprised of construction activities.

b. Lighting will be installed at all construction sites, as might be appropriate.

c. Signs, markers, and fences will be erected at construction sites.

#### 7. Cultural Resources.

A recordation program to document structures with historical significance will be accomplished in consultation with the State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation, and the New Orleans Historic Districts Landmarks Commission.

The IHNC Lock, the Claiborne Avenue Bridge and the St. Claude Avenue Bridge are eligible for inclusion on the National Register of Historic Places. Mitigation for removal of these structures consists of preparing a permanent historical record of their structural and architectural features. The lock and bridge will be documented to meet standards of the Historic American Engineering Record (HAER). Consultation with the HAER has determined that the appropriate level of documentation is HAER Level II. HAER Level II documentation consists of engineering drawings, photographs of the structures, and written documentation of the structures and their history. The Galvez Street Wharf is also eligible for the National Register of Historic Places and will also be documented to HAER standards.

The tentative selection of the North of Claiborne Avenue plan effectively eliminates most of the project impacts on the Holy Cross and Bywater Historic Districts.

## **II. DIRECT MITIGATION (IMPACT MINIMIZATION)**

Direct mitigation refers to actions taken by the Corps to minimize those adverse direct impacts which remain following the implementation of the normal procedures that are described in the previous section on.

The direct mitigation plan consists of the following measures, again listed by impact:

1. Noise.

Any residential or commercial structures that lie within high levels of noise (above 65 Ldn) will be soundproofed to the extent possible. It may not be possible to entirely eliminate all high noise levels under normal procedures. It is estimated that about 150 housing units would be impacted by noise from bridge construction. Soundproofing measures could include installing insulation where needed or adding air conditioning so houses will not have to be opened during construction.

The hours of pile driving and heavy truck hauling on designated routes will be restricted to no more than 10 hours per day.

Pile driving for the new low level St. Claude Avenue Bridge will be scheduled during the summer to minimize noise impacts on schools.

Temporary relocation of residents during periods of high noise related activities may be required. This will be optional for residents immediately adjacent to the construction activity.

2. Transportation.

a. Traffic signals will be synchronized to facilitate traffic movement across the Industrial Canal. In addition, a minimum of four computerized message boards, located on St. Claude and Claiborne Avenues on both sides of the canal, will be erected. These message boards will help inform commuters of problem areas before they encounter the congestion.

b. An Incident Management Plan (IMP), which includes a police detail and two trucks that operate on standby during peak traffic hours for accident reporting and response, will be implemented and in force during periods of bridge closure.

c. Van shuttle service to accommodate pedestrian traffic across the IHNC will be implemented on St. Claude Avenue during closure of the St. Claude Avenue Bridge.

This service will consist of two 12-passenger vans operating from 6 a.m. to 10 p.m., seven days a week. The service is designed to shuttle pedestrians between the eastern and western termini of the St. Claude Avenue Bridge approaches. The route would be non-stop and free of charge. The Corps would contract the service to local companies that employ area residents.

d. Emergency response capabilities (police, medical and fire) will be preserved during bridge closures by supplementing existing services and modifying the 911 address-based directory of emergency services.

The existing police substation in the Sanchez Center on the east side of the IHNC will be utilized to serve the east-side neighborhoods. The project will assist in increasing protection

for the neighborhoods by providing supplemental funding for equipment and staffing of the sub-station during the 4-5 year period of bridge improvements proposed for construction activity at St. Claude and Claiborne Avenues. An emergency medical service ambulance will also be available during this period. Coordination with the New Orleans Fire Department will be undertaken to determine if their existing contingency plan is sufficient for dealing with relatively long periods of bridge closure. If not, an additional truck, and manpower to operate it, will be added to the existing fire stations on each side of the canal.

e. A hurricane/emergency evacuation contingency plan will be coordinated with the City of New Orleans, Office of Emergency Preparedness, to ensure that adequate plans are in place to accommodate residents in the event of a hurricane during periods of bridge closure.

f. Additional school crossing guards will be stationed on each side of the canal on designated detour routes where school crossing guards are not currently stationed. In addition, pedestrian crosswalks with appropriate markings will be added to major streets on both sides of the canal.

g. A total of five miles of local streets that will serve construction-related traffic will be resurfaced prior to initiation of project construction. Site specific plans will be determined during future studies. In addition, approximately two (2) miles of streets not designated as detour routes that are parallel to or adjacent to Tupelo and Caffin Avenue will be resurfaced. These streets are expected to experience increased traffic from commuters seeking alternate routes from the detour route. Maintenance of these streets during the project construction period will also be provided.

h. Contract specifications will require that as much material and equipment as possible be moved by barge. This will include demolition debris from the east side buildings, the Galvez Street Wharf, the U.S. Coast Guard Station, and the existing lock.

i. Four traffic control officers (two on each side of the canal) will be added to facilitate the flow of traffic on detour routes during peak traffic hours during the periods of bridge closures.

j. Interference with neighborhood traffic by construction employee-related traffic will be limited.

An area on the east side of the IHNC (not yet site specific) will be prepared for the parking of employees involved in constructing levees and floodwalls. This area will be fenced in and patrolled by security personnel. A shuttle service will be provided to transport workers from the parking area to the construction sites. A cleared area on the west side of the IHNC at

Galvez Street will serve as a dedicated parking area for lock and bridge construction personnel. This area will also double as a staging area for lock construction.

k. Remedial actions to address the expected delays in school bussing will be coordinated with the major metropolitan school in the area, the Holy Cross School.

Actions may include, if necessary, monetary compensation for actual demonstrated losses in enrollment attributable to bussing delays or other transportation related delays as a result of project construction (60% of the enrollment is transported by busses and any further delays to an already lengthy commute may discourage enrollment, and not just for the two years of bridge closure but for 4-6 years thereafter). During bridge construction, reimbursement for higher costs of operating busses that will have to travel longer distances using the detour routes will be provided (this will also be given to local neighborhood schools, if required). In addition, we will provide an operational subsidy to pay for increased bus service to and from the Chalmette Ferry on both banks of the Mississippi River (25% of Holy Cross's enrollment comes from the west bank of the river) during the bridge construction period.

l. Additional operating costs that will be incurred for detouring public transportation will be reimbursed to the Regional Transit Authority (RTA). Exhibit IV presents the RTA's comments on the proposed Lock replacement plan.

m. The RTA will be reimbursed for actual demonstrated lost revenues from reduced (or lost) ridership during periods of bridge closure.

n. Through arrangements with the RTA, a plan for subsidized fares for local residents who are inconvenienced or who no longer use public transportation as a consequence of bus rerouting will be implemented. Just over 20% of the households in the area do not own an automobile. Explore a plan with the RTA, again through subsidized fares or other means, to encourage greater use of public transportation during periods of bridge closure; thus, traffic congestion will be alleviated. In addition, a park and ride station on the east side of the canal will be provided.

o. Since, in the period following project completion, the Claiborne Avenue Bridge will require more frequent openings and, therefore, induce greater traffic congestion on Claiborne Avenue, construction of the permanent detour route connecting West Judge Perez Drive and St. Bernard Highway with Florida Avenue, as described in impact avoidance, will improve future traffic circulation across the canal and significantly reduce post-construction traffic congestion, primarily on Caffin Avenue and Tupelo Street. Maintenance of this route will be the responsibility of non-Federal interests (state or local agencies).

not consistent with page E-229 of recommendations

p. With a new, more efficient bridge at St. Claude Avenue, one would reasonably expect increased traffic on that roadway. This would increase vehicular exhaust emissions and, therefore, increase air pollution in the area. To mitigate for this, the new bridge and approach ramps (Poland Ave. to Reneys St.) at St. Claude Avenue will include light rail for streetcar use. The RTA's long term plans include providing street car lines to the Orleans-St. Bernard Parish Line. The provision of streetcars and operation and maintenance thereof will be the sole responsibility of the Regional Transit Authority (RTA) or some other agency.

3. Cultural Resources.

a. One or more components of the lock and/or bridge will be salvaged. These components will be selected after study by a civil engineering historian of technology to determine which elements of the structures will serve as the best representative of their historic character. The artifacts will be appropriately conserved to prevent deterioration. They will be displayed in an appropriate setting to display the history of the structures to visitors.

b. A brochure addressing various historical features of the existing lock and bridge as well as significant historical attributes of the surrounding community will be published. This brochure will be prepared by historians and technical writers. It will be illustrated to convey the history of the area to visitors. This brochure may be featured in a visitor information facility at the lock or at other suitable locations for distribution.

c. The existing old lock and bridge will be commemorated with markers similar to those used at historic sites throughout the United States. A display discussing the lock and bridge and illustrating important aspects of their history will be constructed at an appropriate location. That location could be the open space created by the project or another suitable area.

4. Aesthetics.

a. An attempt will be made to transplant some of the better trees from the oak grove adjacent to the existing lock to nearby available public land within the community. Due to the age, size, and condition of these trees, no guarantees of success in transplanting can be made. New plantings will be made to replace the trees removed within the right-of-way requirement.

b. A walk/bike/jog path on or near the levee and/or in close proximity to the floodwalls will be constructed to replace lost opportunities. The existing levee currently enjoys significant use by joggers, walkers, and bicyclists. This path will have a 10-foot wide asphalt surface to promote two-way bicycle traffic. An additional 5-foot wide pedestrian lane or sidewalk will parallel the bikeway. Ancillary facilities such as benches, trash receptacles, and water fountains will be installed along the route. This corridor will be safely isolated from vehicular traffic by the

use of bollards or plant materials in areas of possible conflict.

c. One or more observation decks on the floodwall (with interpretive displays) will be constructed to preserve current opportunities associated with the levee. These observation decks will be constructed on the top of elevated floodwall. Benches will be installed at regular intervals giving users a place to sit or rest while watching waterborne activity including the lock itself.

d. Lighting will be provided and green space created for any additional vacant areas created by reconstruction of the St. Claude Avenue Bridge approaches. The lighting will improve night time aesthetics and offer improved safety and security to residents.

e. Public rights-of-way along existing detour routes will be landscaped. This will beautify the area, serve as a visual buffer, and help dampen noise. Flowering trees and shrubs will be used to offer the maximum diversity and aesthetic benefits.

#### 5. Employment.

Changes may occur in the level of employment for the two commercial enterprises that would be required to relinquish their leases from the Port of New Orleans for property located on the IHNC. Furthermore, even though contractors will be required to hire locally, if they are not properly trained the local residents will not be hired. And since the area is predominantly lower income, they may not be able to afford the necessary training. A program to expand the skilled labor workforce within the affected community will be established in order to meet the requirements of the Water resources Development Act of 1986, which states that we make a maximum effort to assure full participation of locals in the construction of the project.

Citizens who meet local residency requirements would be eligible for tuition grants for training at existing vocational-technical or similar type schools in skills that will be required in project construction. Contractors would be required to give preference to hiring any fully-qualified residents within the community. Hiring preferences would replace quotas as the means to ensure inclusion of properly trained local residents in the project workforce.

#### 6. Air Quality.

Contract specifications will require the use of mesh barriers or other appropriate measures around construction sites to help alleviate dust problems and improve air quality.

#### 7. Safety.

Contract specifications will require that contractors arrange for barriers and/or evening security patrols in order to isolate potential hazards at the construction sites and to discourage theft and vandalism. Increase police protection would also facilitate safety in the area.

#### 8. Business and Industry.

Commercial establishments and landlords that experience an actual demonstrated decline in sales and rents during the period of bridge closure will be provided monetary compensation. Compensation will be determined on a case by case basis. The procedures and criteria for payment and settlement would be established prior to initiation of construction.

### III. GENERAL MITIGATION (IMPACT COMPENSATION)

General mitigation refers to actions taken by the Corps, or the local project sponsor, in cooperation with local government, community groups, and residents to alleviate those adverse impacts which remain following the implementation of both the normal procedures and the direct mitigation measures that were previously described. The intent of general mitigation measures is to make the neighborhood whole and able to withstand the impacts of project construction activity for the long duration of those activities. The New Orleans District does not project net improvements to result. The major impacts are as follows:

#### 1. Noise.

Very high levels of construction-related noise are limited to residents and businesses that are adjacent to the St. Claude Avenue Bridge approaches. Under a worse case scenario, approximately 151 housing units in the vicinity of the St. Claude Avenue Bridge approaches could still be impacted by high noise levels, even with soundproofing.

#### 2. Transportation.

Most adverse impacts to the surrounding community will occur during periods of bridge closure. Delays to local and commuter traffic, public transportation, and emergency vehicles are created by bridge closures, although the extent of these delays are significantly diminished with the comprehensive detour plan outlined in normal and direct mitigation procedures. Bridge

closures will also cause traffic congestion in residential areas near existing detour routes. Despite the introduction of a shuttle service, pedestrian traffic across the canal will continue to be impeded. Detoured traffic will also reduce the extent to which residents and motorists can access some local businesses and public/community facilities.

Besides the impacts to the Holy Cross school due to the bridge/project construction described previously, a 2-3 year shutdown of bridges may impact the decision of residents living in the area below the IHNC to send their children to magnet schools in the New Orleans area, i.e. Ben Franklin High School.

### 3. Aesthetics.

The replacement of a single bascule bridge with a double bascule bridge at St. Claude Avenue, the reconstruction of the bridge approaches on St. Claude Avenue, the raising of the towers on the Claiborne Avenue Bridge, and the incorporation of floodwalls into the levee in some areas along the IHNC will permanently alter the current aesthetic character of the neighborhoods within the study area. All development will consider the appropriate use of textured surfaces, landscaping, appropriate paint selection, pedestrian circulation, and public use facilities.

### 4. Community and Regional Growth.

Residual construction noise, bridge closures, and associated traffic delays coupled with the extended construction period will reduce the overall desirability of living in the affected neighborhoods. Temporary transportation constraints will also act as a deterrent to community growth. In general, these are considered short-term impacts.

### 5. Property Values.

During the period of construction, the project is expected to have a negative impact on property values in the study area. In fact, during the neighborhood working group efforts, it was pointed out that many people in the community feel that, over the long term period of planning for a new lock, property values have already been adversely impacted. The precise impacts of combined project impacts upon real estate prices is difficult to ascertain, if not impossible. Adverse impacts on real estate values will be most acute during periods of bridge closure where accessibility to various locations within the study area is hindered and traffic on existing detour routes within residential areas increase. Given the myriad of factors governing real estate values and the limited period of bridge closure, we cannot expect owners, appraisers, or other professionals to be able to quantify the negative effect that the project may have on the level of proceeds realized from a sale of property.

### 6. Community Cohesion.

Bridge closures and residual noise from construction activities will probably disrupt some of the routine activities of residents such as shopping, visiting with neighbors, walking in the area, and sitting on the front porch.

The residual project impacts indicated above cannot be avoided or mitigated in full. Therefore, a program of general mitigation is required in order to restore to the community an equal level of well-being that existed prior to project construction. The Port of New Orleans, as the local project sponsor, will assist in implementation of the following elements of the general mitigation plan:

- a. The Port will work with displaced lessees on the IHNC to

encourage them to relocate in Orleans Parish. Incentives offered might include new leases on other Port-owned property on concessionary terms.

b. A program of street lighting and drainage improvements within a 4-block area on each side of the Industrial Canal will be implemented. In addition, streets that run parallel to and adjacent to Caffin and Tupelo will also be improved to accommodate those people that detour and take short cuts from the designated detour routes.

c. Seed money will be provided to establish a business incubator in the area to serve as a stimulus for local business development. The incubator will help create new businesses, help existing businesses expand, provide high-tech educational facilities, create new jobs and preserve old ones, and help revitalize the neighborhoods adjacent to the project in the Ninth Ward. In conjunction with the City of New Orleans and/or one of the local universities, the business incubator will help businesses in the IHNC area grow.

d. Seed money will be provided to establish a Neighborhood Revitalization Program which will serve as a source of money for a program of housing rehabilitation and acquisition. The program would also sponsor programs for educating local residents on maintaining their housing. This program could be administered by already established local agencies such as the New Orleans Department of Community Development, neighborhood community development corporations, or other appropriate agencies.

e. Lighting and open space within the vacant areas underneath the current Claiborne Avenue Bridge approaches will be provided and enhanced.

f. Community Facilities such as supervised playgrounds, at appropriate locations within each of the neighborhoods, will be provided in conjunction with existing local programs during the construction of the project. Facilities developed as part of this feature will be turned over to non-Federal interests for incorporation into existing programs. This will help offset some of the lost opportunities forgone as a result of the project and provide a safer supervised replacement.

g. Staff and equip the police substation for the entire period of construction of the project. This would generally consist of providing salary for four officers, four vehicles, and all required equipment to provide a fully responsive substation during all of the construction period. Maintenance of this substation after the construction period will be the responsibility of non-Federal interests such as the City of New Orleans.

## **PUBLIC COORDINATION OF THE MITIGATION PLAN**

In an effort to disseminate information in the community, the Port of New Orleans in coordination with the Corps of Engineers, established a community presence in the project area with the opening and staffing of a project information office in the Sanchez Building, located on the Corner of Caffin and Claiborne Avenue, in the Lower Ninth Ward. The purpose of the office was to afford residents of the affected community the opportunity to obtain pertinent information about the proposed project. This office also served as a repository for prior studies, reports, and other information about the lock replacement project. Every effort was made to have this office opened at times convenient to local residents, including nights and Saturdays. Exhibit VI contains an editorial that appeared in the Times Picayune (New Orleans' only major newspaper) on September 4, 1994 when the office became operational. In addition, an information display was established in the Alvar Street Branch Library on the west side of the canal.

The mitigation plan was presented to the community at large in January 1995. Approximately 25,000 brochures were mailed to local residents in an area from Elysian Fields to the Orleans-St. Bernard Parish line, announcing the two public meetings to discuss mitigation for the lock replacement project. The first meeting was held at the St. Vincent de Paul Cafeteria on the west side of the IHNC on January 3, 1995. The second meeting was held at the Jackson Barracks Military Museum Auditorium on the east side of the IHNC on January 10, 1995. A total of about 250 people attended the two meetings. About 85 people attended the first meeting held at the St. Vincent dePaul Community Center, and about 165 people attended the second meeting held at the Jackson Barracks Military Museum Auditorium.

In spite of the presentation of the construction sequence for the lock project and a presentation on the mitigation measures being considered, neighborhood residents who spoke at the meetings were strongly opposed to the lock replacement plan and offered only a limited number of pertinent concerns in the way of constructive criticism on the mitigation feature of the plan. Local elected officials also expressed their opposition to the overall project at these meetings. The key issues are summarized in Exhibit VII. The article concerning the IHNC lock meetings that appeared in the Times Picayune on January 11, 1995 is also included in Exhibit VII following the key issues.

The community will have another opportunity to voice their concerns after the draft evaluation report for the project is released to the public. At that time all stakeholders, including navigation, community, city and state interests, will have the opportunity to be heard. These formal public meetings will allow concerned citizens and organizations the opportunity to express their views either orally or in writing.

The Corps and Port will continue an information program within the community to ensure that local citizens will be kept apprised of project activities and status.

## PLAN FLEXIBILITY

As with any large scale public works project spanning several years, flexibility is required to accommodate changes in conditions, particularly changes which cannot be anticipated. To accommodate changing conditions, the Corps and project sponsor are committed to allow maximum flexibility within the scope of the resources that are made available. It is intended that some of the programs initiated under auspices of the mitigation plan of the project could continue to exist even after the project is completed, with funding coming from other sources outside of the project. Funding sources could include other Federal, state, or local programs. This is particularly true of programs implemented under the General Mitigation features previously discussed.

It is also possible that even some of the items identified in this plan could change as conditions change. It is intended that given community support, some items might even be substituted for items currently proposed.

Coordination with local stakeholders will continue to occur during future design studies and throughout the construction phase. Funding of any newly identified mitigation features not currently identified would be from project contingencies.

## MITIGATION PLAN COSTS

The first costs for the mitigation plan for the recommended plan are estimated at about \$33,000,000. A breakdown by mitigation type is as follows:

Impact Avoidance	\$11,754,000
Direct Mitigation	\$15,103,000
General Mitigation	<u>\$ 6,151,000</u>
Total	\$33,008,000
	= \$33,000,000 (rounded)

The costs of the mitigation plan are based on the best information and best estimate of the scope of the impacts available at this time. Actual costs and scope of each mitigation item could differ from those shown depending on conditions prevailing at the time of project execution and in some cases actual demonstrated losses in revenue. A breakdown of costs by category is included in part 2 of this appendix. Details of each line item of the mitigation plan can be found in the Code of Accounts cost estimate found in Appendix B. A future design memorandum will be prepared, with the assistance of the NWG, to further detail the features of this mitigation plan.

## **COST SHARING**

Costs for mitigation features will be treated the same as other project construction costs for cost-sharing purposes.

Participation by the Corps of Engineers in the general mitigation will be limited to seed money for funding the business incubator, housing trust, and job training program and to design and construction support for street improvements in the 4-block area on each side of the canal. Operation and maintenance of improvements resulting from mitigation will be the responsibility of non-Federal interests such as the Port of New Orleans or City of New Orleans.

## **IMPLEMENTATION**

The proposed mitigation plan will begin implementation prior to actual construction of the project and continue during the construction period. Pre-project mitigation will be initiated after construction authority is approved. The intent here is to ensure that the neighborhoods adjacent to the project construction area remain viable during construction of the project. Elements of this mitigation plan such as the business incubator, housing trust fund, job training, etc., would be implemented during the pre-construction period. Some of the general mitigation elements could, depending on the availability of funds, continue even after the project is completed.

To ensure that the mitigation plan is effectively implemented with full consideration and coordination with the neighborhoods, a neighborhood oversight committee will be established to oversee implementation of the mitigation features. Representatives of the four (4) affected neighborhoods that reside in the area will serve on the committee in an advisory capacity. In addition, specialists and/or professionals working on specific community issues will also be invited to assist the committee as advisors. The two city councilpersons representing each side of the canal will also be invited to participate. This represents a framework of a process that could be used. Details of this committee will be finalized during future coordination that would continue through the design and construction phases of this project.

## **CONCLUSION**

This appendix has demonstrated two important conclusions of the mitigation planning for this lock replacement project. First, the Corps' open planning process and resulting tentatively selected plan complied with both the spirit and letter of the Congressional guidance provided in conjunction with the FY 1991 Appropriations Act. Compliance was demonstrated by the following actions:

1. Establishing a community participation mechanism that

informed the community about the planning process and allowed the community to have a voice in that process.

2. Developing a comprehensive plan to identify and mitigate, to the maximum extent practicable, any adverse social and cultural impacts of the project and ensuring that the communities adjacent to the project remain as complete, liveable neighborhoods during and after construction of the project.

3. Following Federal historic preservation policies in evaluating the impact of the lock replacement project.

4. Incorporating requirements in contract specifications which require "full participation of minority groups living in the affected areas" in constructing the lock project.

5. The tentatively selected plan eliminates residential dislocations and minimizes business disruptions while meeting the goal of improving waterborne commerce.

The mitigation plan, which is an integral part of the IHNC Lock Replacement Plan, represents a departure from traditional Corps of Engineer environmental analysis and mitigation planning, but it is required because of the unique urban environment in which this project is located. It is consistent with the requirements of NEPA (PL 91-1990), Section 122 of the River and Harbor Act of 1970 (PL 91-611), and other essential considerations of national policy including Executive Order 12898 (Federal Actions To Address Environmental Justice in Minority Populations and Low-Income Populations).

Second, the recommended mitigation plan restores and perhaps marginally enhances the quality of the human environment in the project area and avoids or minimizes adverse impacts upon the quality of the human environment to the extent that is practicable.

The area affected by construction of the replacement IHNC Lock, encompassing the Holy Cross, By-Water, St. Claude and Lower Ninth Ward neighborhoods, is an old, historic area of the city of New Orleans. Once a thriving and prosperous part of the city, the area has been ignored and on the decline for many years. Construction of this project at the North of Claiborne Avenue site will not relocate any residential units in the area, but will still have significant impacts on this area. Implementation of an approximately \$500 million major civil works project like this will have significant impacts on any area. But, will impact an area like the Ninth Ward to an even greater extent because of the fragility of the area.

Construction of this project will take place in a 10-12 year period and that is bound to have severe impacts on two of the main strengths of the area, its strong neighborhood atmosphere and community cohesion. The magnitude of the impacts of this project on the affected areas may cause these strengths to become weaknesses. Implementation of this mitigation plan is essential to

help prevent that from happening from the construction of the lock replacement project.

The area will probably continue in its declining trend without the project and without any major effort by the City of New Orleans or the State of Louisiana. Both of these entities have not been on the strongest financial ground in recent years and they have no comprehensive plans at present to do anything to offset the declining trend. There has been a national effort to improve neglected urban areas in major metropolitan areas with the development and funding of programs such as the Community Development Corporations. Completion of this mitigation plan, in conjunction with the lock replacement, will assist that effort by doing things that could have been funded by that program, thus freeing up that program's funds to do more to improve the neighborhood.

The affected neighborhoods will bear the brunt of the inconveniences and disruptions to normal life styles and will not materially benefit from the completion of the lock replacement project. It is fairly certain that the construction of the project without mitigation would in all likelihood deal a significant, if not fatal, blow to the possible resurgence of this historic part of the City of New Orleans. In accordance with the Economic and Environmental Principles and Guidelines for Water and Related Land Resources Implementation Studies, the mitigation plan, as presented, represents appropriate mitigation of the adverse impacts of the lock replacement project. The plan also fulfills the requirements of the specific Congressional guidance for this project.

**SUMMARY COST ESTIMATE  
MITIGATION PLAN**

**IMPACT AVOIDANCE**

1 Comprehensive Pile Testing Program	\$ 38,000
1 Florida Ave. Access Road - Permanent Detour Route	8,124,000
1 Lighting for Florida Avenue Access Road	243,000
Aesthetic Mitigation	
1 Textured finishes	
1 Floodwalls	211,000
1 St. Claude Avenue Bridge Approaches	150,000
1 Claiborne and St. Claude Bridge Piers	900,000
1 Exposed Lock walls	211,000
1 Landscaping of Levees, Floodwalls, Detour Routes & Four Bridge Approaches	310,000
1 Landscaping on Backfill Area Between Lockwalls and Floodwalls (Both sides of the canal)	967,000
3 Historical Recordation Program	600,000
<hr style="border-top: 1px dashed black;"/>	
Sub-total	\$11,754,000

**DIRECT MITIGATION**

<i>Video Documentatada</i>	
2 Soundproofing Residential Structures	1,386,000
1 Synchronized Traffic Signals	79,000
1 Computerized Highway Message Boards	375,000
1 Incident Management Plan	295,000
3 Emergency Medical Service (Ambulance)	2,200,000
3 Police Substation (Staffing and Equipment for 4 years)	1,330,000
3 School Crossing Guards	41,000
3 Traffic Control Officers } <i>for detours</i>	286,000
3 Pedestrian Shuttle Service	514,000
4 Operational Subsidy for Increased Bus Service	750,000
4 Compensation to RTA for Lost Ridership	724,000*
1 Street Resurfacing for Construction Traffic (7 Miles)	370,000
1 Debris Removal By Barge	2,375,000
3 Cultural Resources (Brochure Publication)	75,000
3 Salvaging and curation of Bridge/Lock component	156,000
3 Historical Markers (Includes street signs)	16,000
3 Cultural Display (Old Lock)	20,000
3 Temporary Relocation of Residents (St Claude Bridge)	70,000
4 Compensation to Local Merchants for Lost Revenues	1,000,000*
4 Compensation to Holy Cross School for Lost Enrollment	500,000*
1 Transplant oak trees from existing lock	300,000
1 Walk/Jog/Bike Path Along New Floodwall	250,000
1 Observation Decks, Displays, Comfort Stations and Drinking Fountains (3 each) on and along floodwalls	123,000
1 Lighting Under St. Claude Avenue Bridge Approach	11,000
5 Community Facilities under St. Claude Bridge Approaches	77,000
1 Offsite Parking for Construction Workers	1,180,000
5 Training Assistance	500,000
→ 1 Rail Line on St. Claude Bridge	100,000
<hr style="border-top: 1px dashed black;"/>	
Sub-total	\$15,103,000

**GENERAL MITIGATION**

5 Lighting Under Claiborne Bridge Approaches	\$ 11,000
5 Community Facilities (general)	1,359,000
5 Community Facilities Under Claiborne Avenue Bridge Approaches	77,000
5 Street Resurfacing, Lighting, and Landscaping	959,000
5 Business Incubator	750,000
5 Neighborhood Revitalization Program	1,000,000
5 Additional Police/Safety (6 yrs)	1,995,000

-----  
Sub-total \$ 6,151,000

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TOTAL \$ 33,008,000  
TOTAL (rounded) \$ 33,000,000

\*Actual cost of this item will be based on actual demonstrated losses in revenue as a result of the project. Cost shown is an estimate of these losses.

~~SP~~  
Sound Proof - 100,000  
Looney Mail - 50,000  
Video Document + 150,000

**ATTACHMENT 1**

**KEY ISSUES PRESENTED  
AT PUBLIC MEETINGS**

**ISSUES SURFACED AT THE MEETINGS ON THE  
PROPOSED MR-GO, NEW LOCK AND CONNECTING CHANNELS  
PROJECT MITIGATION PLAN**

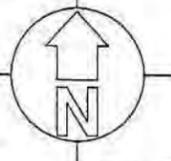
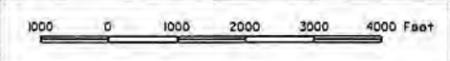
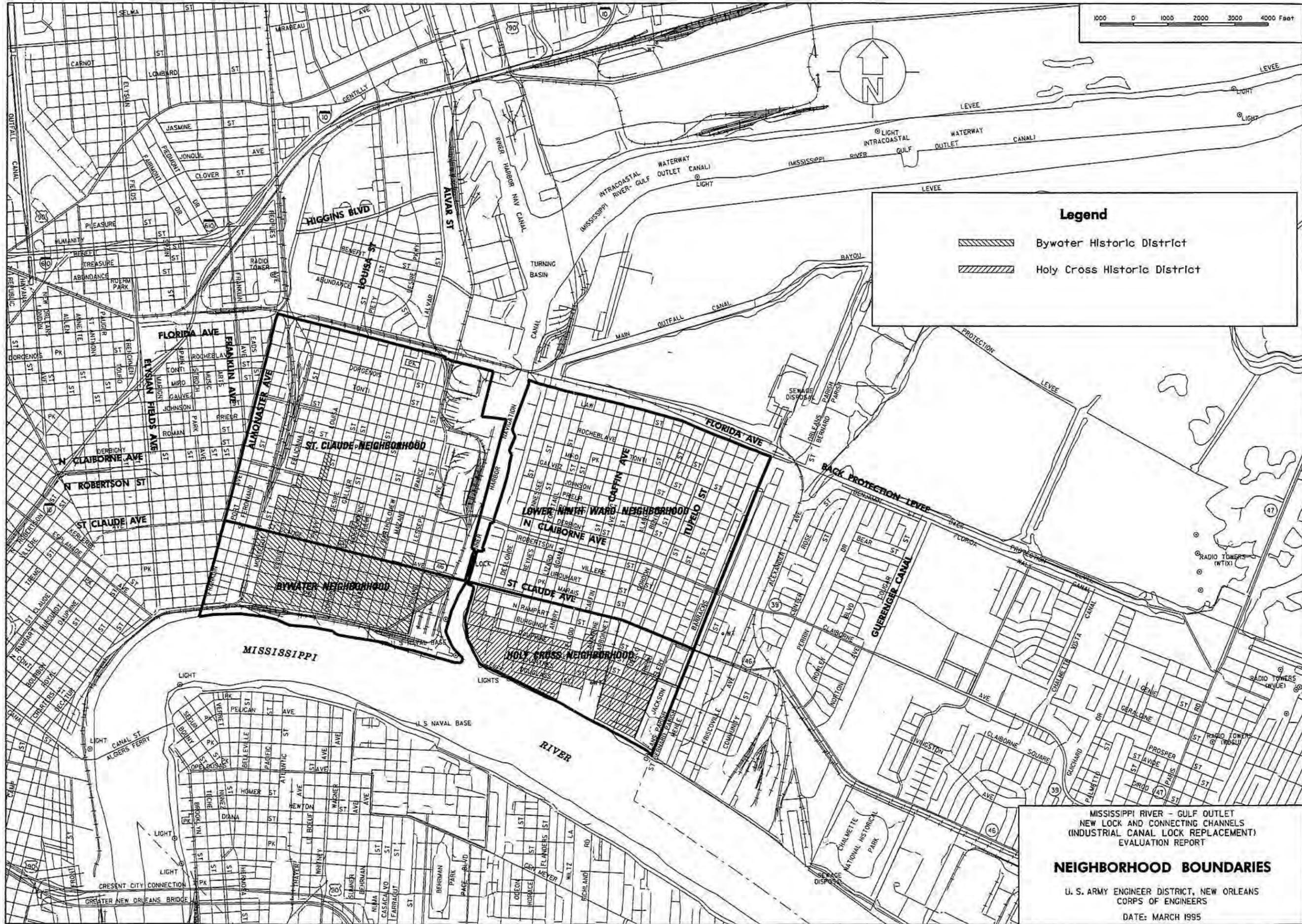
The following is a list of key issues surfaced at the public meetings held on January 3 and 10, 1995 on the proposed mitigation plan for the IHNC lock replacement project.

- o Concern over the extensive length of construction.
- o Local elected officials position is that improvements listed in the mitigation plan can be accomplished at local and state levels and are not dependent on the lock replacement proceeding.
- o Better coordination of daily bridge operations, not having all bridges in the area raised at one time.
- o Provide medical services in the Lower 9th Ward, concern that the lock replacement project may impede or prevent residents from receiving services.
- o Uncertainty of Federal funding.
- o The economic impact of the project disproportionately benefits the shipping industry while impacting the immediate community.
- o A lot of misinformation about the lock project has surfaced, including a petition that was referenced but not submitted.
- o Concern about the impact of the new Florida Avenue Bridge on the proposed lock replacement project and on the neighborhoods of the 9th Ward, including hurricane evacuation.
- o Traffic improvements appear to be slanted in favor of St. Bernard residents.
- o Resurface Tupelo Street and add more lighting.
- o Specify proposed job training programs.
- o Provide signs on bridges to indicate when bridge is in the up position.

- o Encourage the location of a bank to provide financial services to 9th Ward residents on the east side of the IHNC.
- o Provide information and target job training for businesses slated for relocation.
- o Specify plans for relocation of the Coast Guard Station.
- o Include pedestrian access to bridges, emphasizing increased safety and security for pedestrians.
- o Resurface Tupelo Street and add more lighting.
- o Specify proposed job training programs.
- o Provide signs on bridges to indicate when bridge is in the up position.
- o Encourage the location of a bank to provide financial services to 9th Ward residents on the east side of the IHNC.
- o Provide information and target job training for businesses slated for relocation.
- o Specify plans for relocation of the Coast Guard Station.
- o Include pedestrian access to bridges, emphasizing increased safety and security for pedestrians.

## PLATES





**Legend**

- Bywater Historic District
- Holy Cross Historic District

MISSISSIPPI RIVER - GULF OUTLET  
 NEW LOCK AND CONNECTING CHANNELS  
 (INDUSTRIAL CANAL LOCK REPLACEMENT)  
 EVALUATION REPORT

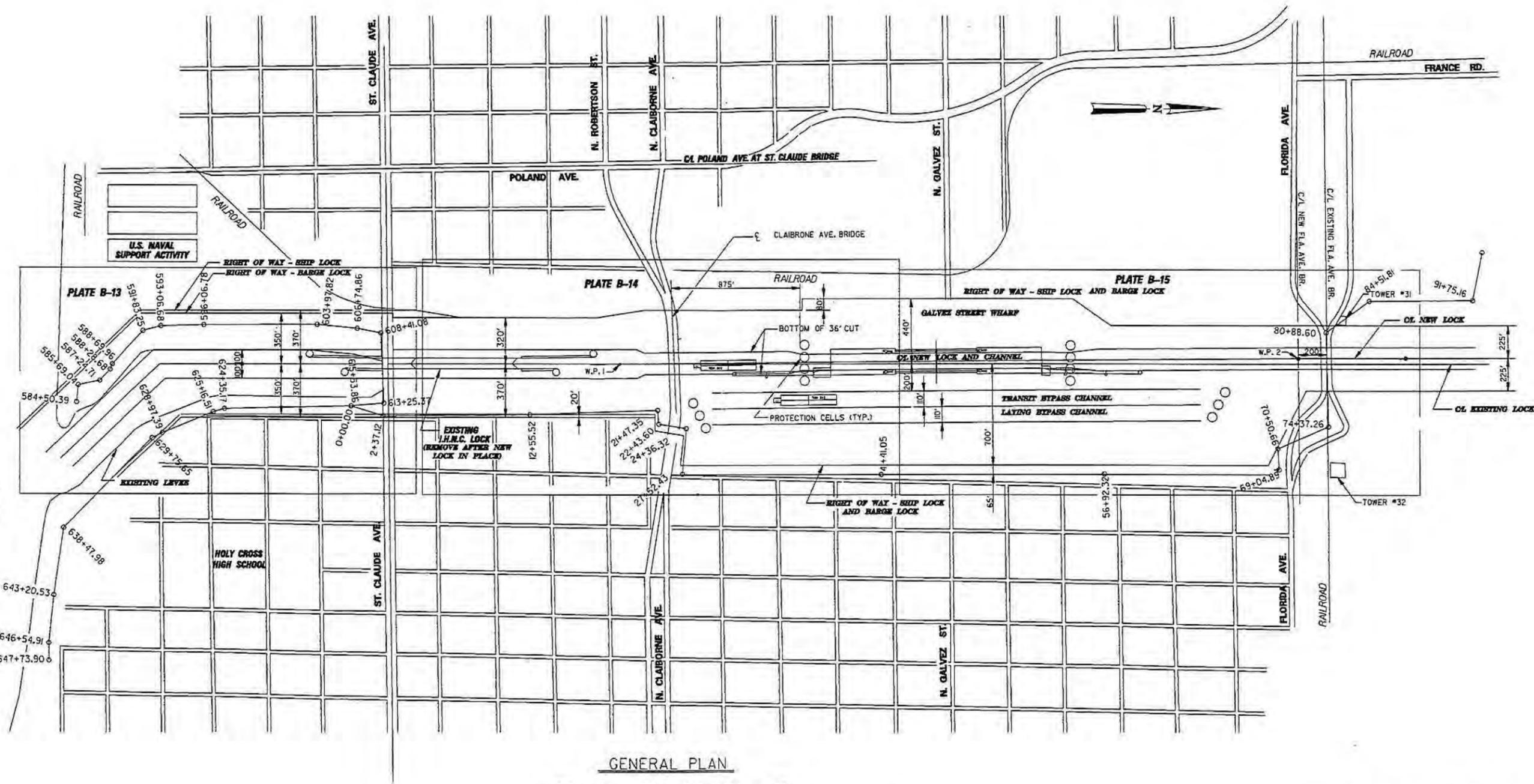
**NEIGHBORHOOD BOUNDARIES**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
 CORPS OF ENGINEERS

DATE: MARCH 1995

MISSISSIPPI RIVER

FLOW



GENERAL PLAN



MISSISSIPPI RIVER - GULF OUTLET  
 NEW LOCK AND CONNECTING CHANNELS  
 (INDUSTRIAL CANAL LOCK REPLACEMENT)  
 EVALUATION REPORT

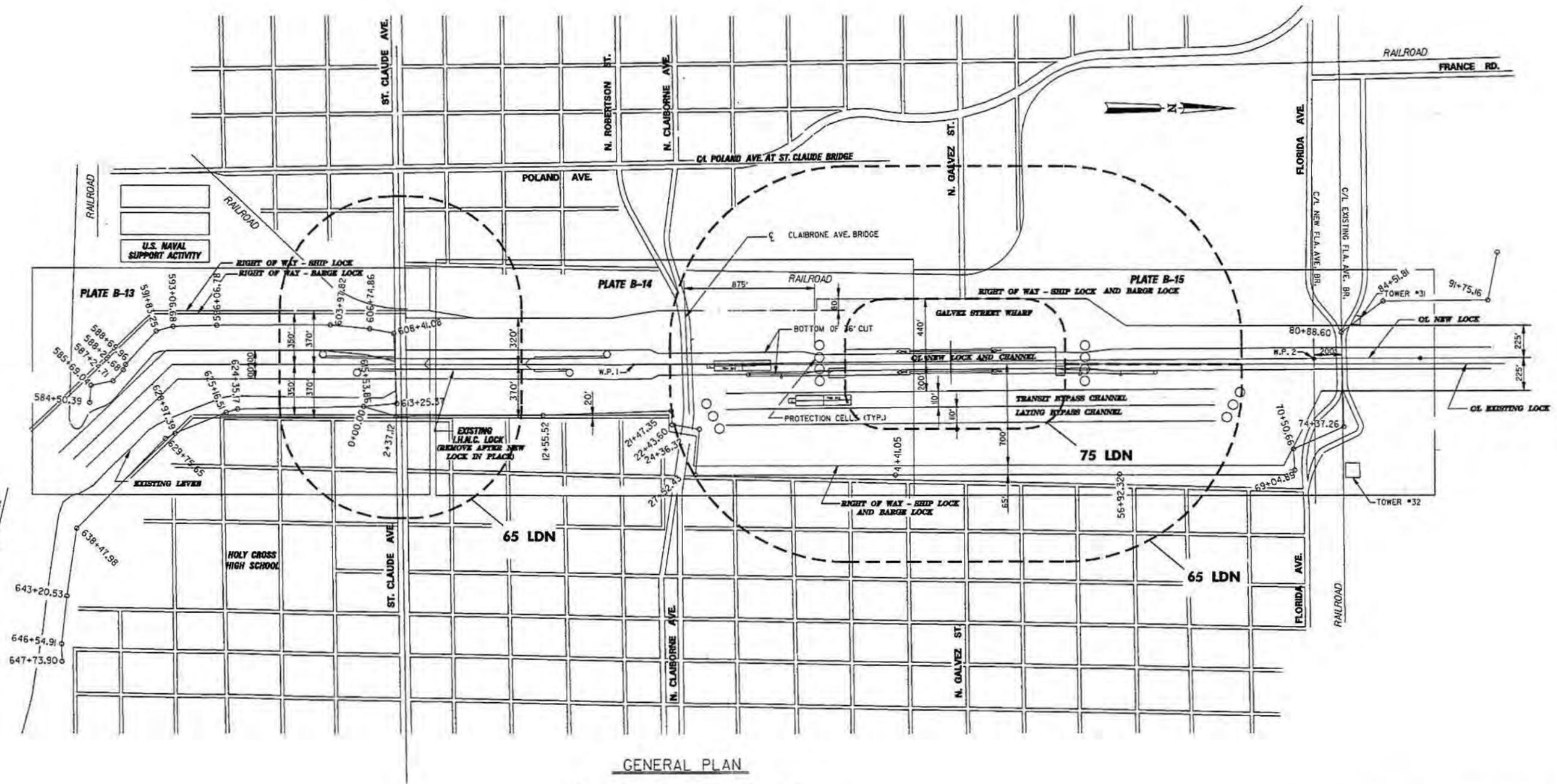
**GENERAL PLAN**  
**NEW LOCK AND CHANNEL**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
 CORPS OF ENGINEERS

DATE: MARCH 1995

MISSISSIPPI RIVER

FLOW



GENERAL PLAN

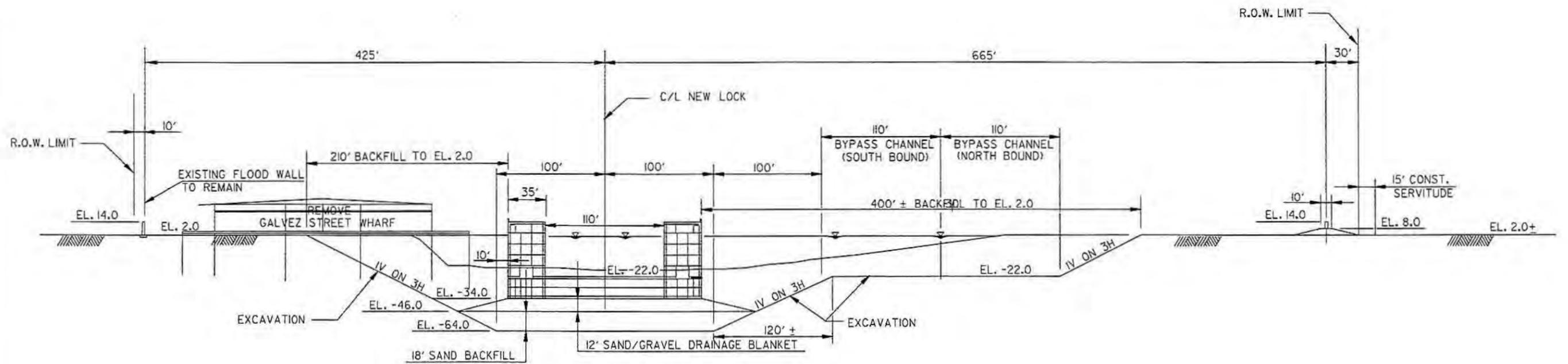


MISSISSIPPI RIVER - GULF OUTLET  
 NEW LOCK AND CONNECTING CHANNELS  
 (INDUSTRIAL CANAL LOCK REPLACEMENT)  
 EVALUATION REPORT

**POTENTIAL NOISE IMPACT AREAS  
 (Worse Case Scenario)**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
 CORPS OF ENGINEERS

DATE: MARCH 1995



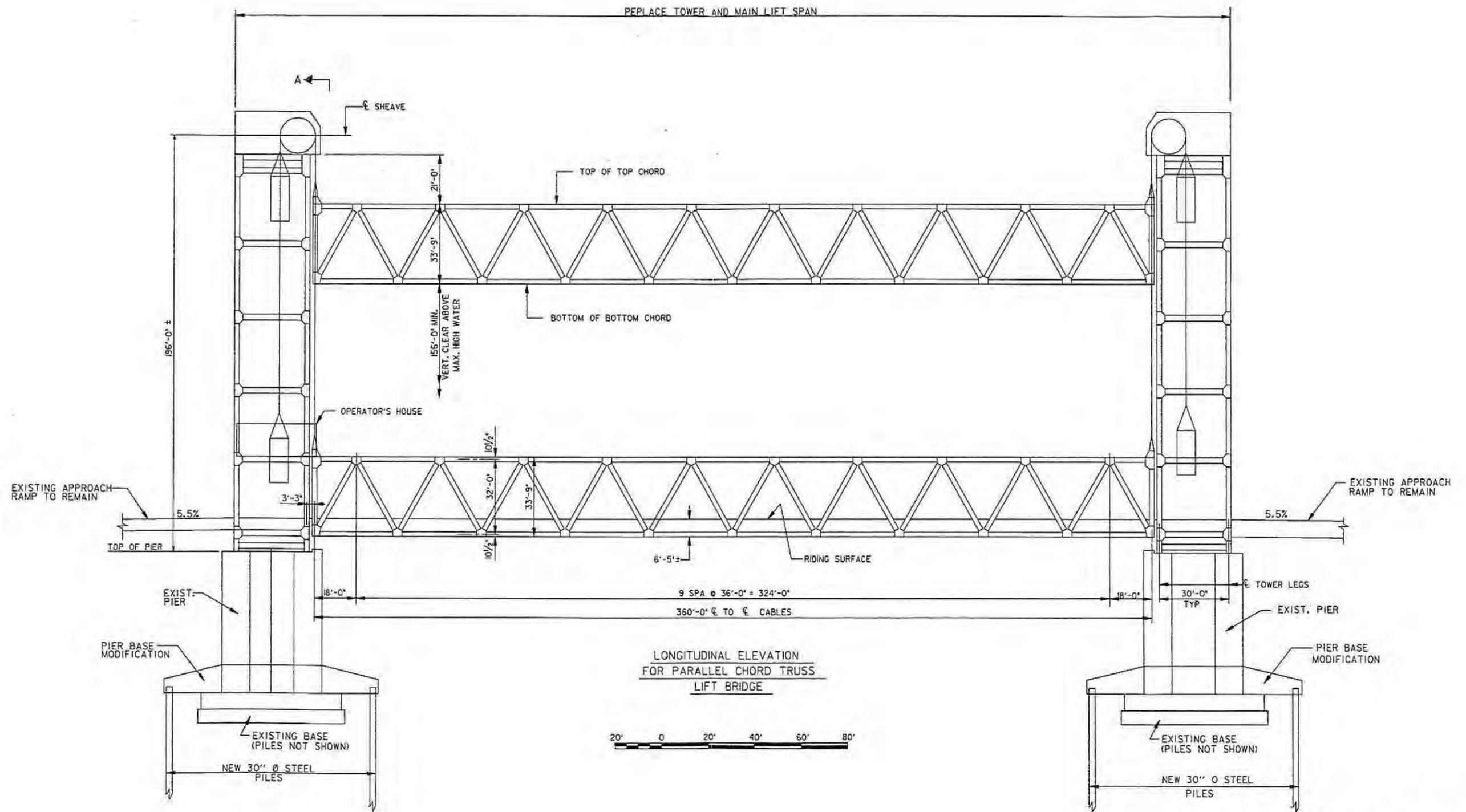
SECTION (A)  
SOIL FOUNDED LOCK

MISSISSIPPI RIVER - GULF OUTLET  
NEW LOCK AND CONNECTING CHANNELS  
(INDUSTRIAL CANAL LOCK REPLACEMENT)  
EVALUATION REPORT

**SOIL FOUNDED LOCK**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
CORPS OF ENGINEERS

DATE: MARCH 1995

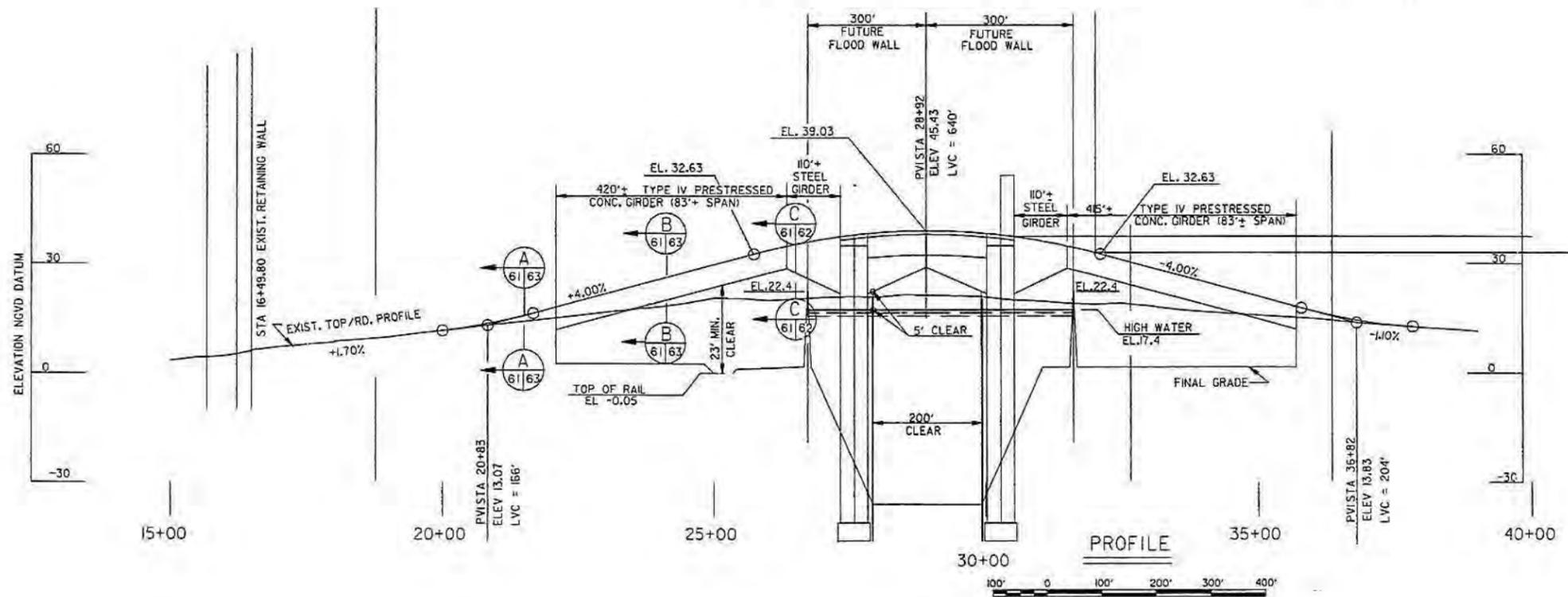
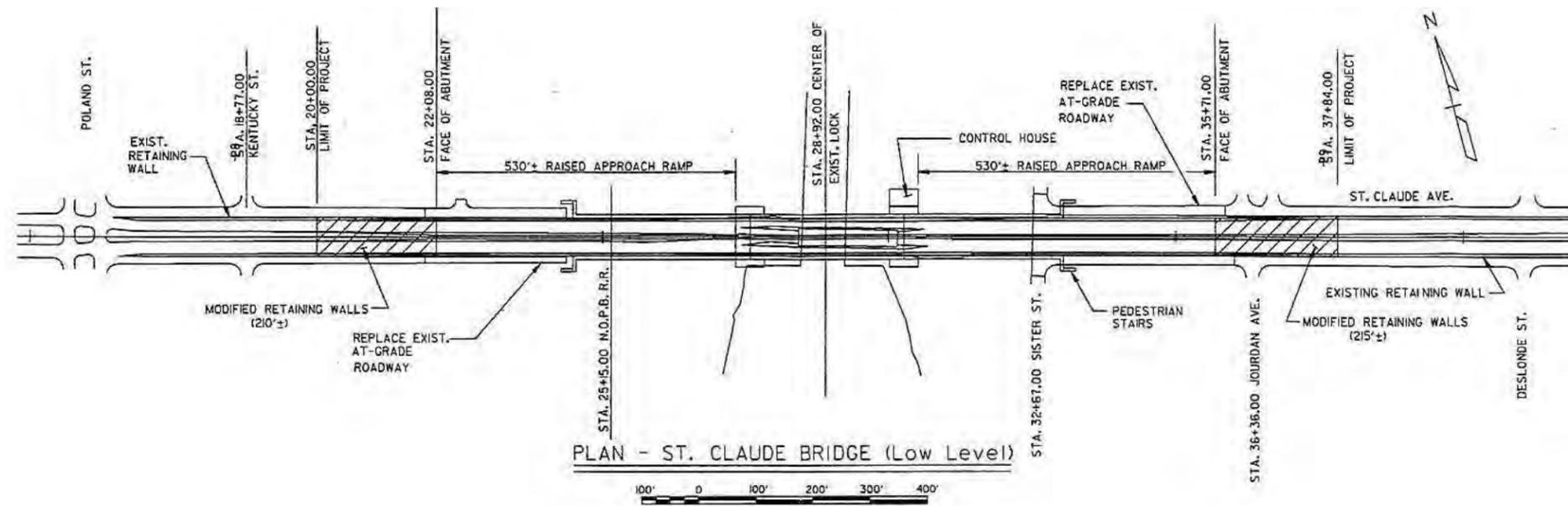


MISSISSIPPI RIVER - GULF OUTLET  
NEW LOCK AND CONNECTING CHANNELS  
(INDUSTRIAL CANAL LOCK REPLACEMENT)  
EVALUATION REPORT

**SUPER STRUCTURE REPLACEMENT  
CLAIBORNE AVE. MAIN SPAN**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
CORPS OF ENGINEERS

DATE: MARCH 1995



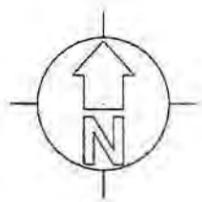
MISSISSIPPI RIVER - GULF OUTLET  
 NEW LOCK AND CONNECTING CHANNELS  
 (INDUSTRIAL CANAL LOCK REPLACEMENT)  
 EVALUATION REPORT

**PLAN AND PROFILE  
 ST. CLAUDE AVE. BRIDGE REPLACEMENT**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
 CORPS OF ENGINEERS

DATE: MARCH 1995





MISSISSIPPI RIVER - GULF OUTLET  
 NEW LOCK AND CONNECTING CHANNELS  
 (INDUSTRIAL CANAL LOCK REPLACEMENT)  
 EVALUATION REPORT

**NATIONAL REGISTER PROPERTIES**

U. S. ARMY ENGINEER DISTRICT, NEW ORLEANS  
 CORPS OF ENGINEERS

DATE: MARCH 1995

## EXHIBITS



**EXHIBIT I**

**Neighborhood Working Group**

**Meeting Summaries**

**August 1991 - December 1991**



INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

August 28, 1991

A G E N D A

WELCOME

INTRODUCTIONS

OVERVIEW OF THE OPEN PLANNING PROCESS

DISCUSSION OF THIS WORKING GROUP PROCESS/PROCEDURES

STATUS REPORT OF THE CORPS' STUDIES

IDENTIFICATION OF SIGNIFICANT NEIGHBORHOOD ISSUES

AGENDA FOR NEXT MEETING

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

AUGUST 28, 1991

SUMMARY

Joe Dicharry opened the meeting with a welcome to all attendees (list attached). After everyone introduced themselves, Joe gave an overview of the Opening Planning process including the Bogg's language and the establishment of the Advisory Council. He admitted that the Advisory Council approach is not working and this working group approach is another try at establishing an effective mechanism of communication with all the affected stakeholders. This new process is aimed at developing a comprehensive "win-win" solution for the project.

Mr. Dicharry then informed the group of the Corps' ideas on how this process will work. He said that it will not be directly associated with the Advisory Council, that the group would have regular scheduled meetings (every 2 or 3 weeks), set agendas, and meeting summaries and that the group would identify the issues, group them together, and then begin working towards a resolution. He then asked for comments from the various organizations about this process. In general, the group was well pleased with this process since it didn't involve any political leaders. The local neighborhood representatives were willing to talk about the real issues.

Many issues/concerns were raised at the meeting. The major ones are listed below:

a. The intent of the Boggs' language in the FY 91 Appropriation Act needs to be clarified. The neighborhood leaders believed that the intent was to look at all alternative sites, including Violet. Rudy Muse had a letter from Mrs. Boggs stating that fact. The letter was written prior to the bill's passage. Joe Dicharry explained that it was the Corps' position that the bill language, which states ".....at the Industrial Canal site.....", is clear and that Violet is no longer under consideration primarily for environmental (ecological and biological) reasons. Much discussion followed including whether the new wetlands policy the Bush administration is pushing would change our position on the feasibility of the Violet site. The group finally concluded we could not resolve this issue at this meeting. Corps' representatives said they would pursue this issue further, whether it was through Congressional channels or the Corps' Washington-level offices and report on the progress at the group's next meeting.

b. John Wilson of the City Planning Commission explained the City's ongoing effort to define a physical master plan for the city. He stated that we need to tie the community improvement process associated with the lock into the City's process in an appropriate fashion. The city also has another 5 year plan to define public improvements needed that would enhance the quality of life.

c. Neighborhood representatives expressed their desire to settle the Violet site issue before talking at length about any possible "win-win" situation for a lock at the Industrial Canal.

d. Nick Constan, briefly explained the scope of services that our social impact analysis contractor has been working with. He asked the group to review the handout given and provide comments on whether the scope has included all social impact areas. We asked the group to review this in a "what if" scenerio, assuming that the Violet site or any other sites are eliminated and the Industrial Canal site is the only site. The next meeting was set as the target for getting their comments.

We agreed that the next meeting would be September 11 at 7:00 probably at the same place. Joe Dicharry said he would prepare a summary and send it and the attendance list to the entire group before the next meeting.

  
Gerald J. Dicharry, Jr.  
Senior Project Manager



ATTENDANCE RECORD



DATE(S) 28 Aug 91	SPONSORING ORGANIZATION U.S. Army Corps of Engineers New Orleans District	LOCATION Jackson Barracks New Orleans
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PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY -  
Neighborhood Working Group Meeting

PARTICIPANT REGISTER \*

NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Corps of Engineers	862-1929
John Wilson	City Planning Commission	565-7000
RON BOUDREAU	HISTORIC DISTRICT LANDMARKS COMMISSION	565-7440
RONALD R. ELMER	COE	862-2618
Harold Wilbert	Port of New Orleans	528-3538
STACY ROCKWOOD	Holy Cross Neighborhood	947-1402
MITU FATHY	Corps of Engineers	862-1974
Ed Lyon	Corps of Engineers	862-2038
Alan Schulz	" " " Engineering Design	862-2652
ADA CHANEY	CORPS OF ENGS, REAL ESTATE DIV	862-1976
Rudolph L. MUSE	Holy Cross Assoc.	945-4088
Lloyd Brown	Lower 9th Neighborhood Council Inc.	241-1929
George Ethel Warner	former 9th W. Neighborhood Council Inc.	944-8507
William J. Dupre	St. Claude Basin Assoc.	948-8975
DAVID R. WURTZEL	CORPS OF ENGINEERS RELOCATIONS SEC	862-2628
NICK CONSTAN	CORPS OF ENGS. ECONOMIC-SOCIAL ANALYSIS	862-1906
Ruby Caliste Sumler	Bywater Neighborhood Assn.	948-6491
JOHN ANDREWS	BYWATER NEIGHBORHOOD ASSN	945-6380
LEO WAGUESPACK	Corps of Engineers (Planning Division)	862-2503

\* Indicates alternate member

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

SEPTEMBER 11, 1991

A G E N D A

COMMENTS ON SUMMARY OF PREVIOUS MEETING

DISCUSSION OF THE VIOLET SITE ISSUE

COMMENTS ON SOCIAL IMPACT ANALYSIS CONTRACT, SCOPE OF SERVICES

IDENTIFICATION OF SIGNIFICANT NEIGHBORHOOD ISSUES

AGENDA FOR NEXT MEETING

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

SEPTEMBER 11, 1991

SUMMARY

The initial item of business was to solicit comments on the SUMMARY of the previous meeting. Rudy Muse said that two important issues were omitted. We agreed that by mentioning these issues in this SUMMARY would suffice. The two issues are as follows:

a. It is the concensus of opinion of all three neighborhood groups that they don't want the project.

b. There is existing law that allows projects dealing with waterborne commerce to be built in wetlands. Rudy passed out the attached news article in support of this issue.

No other comments were received on the SUMMARY.

Joe Dicharry then clarified the position of the Corps as it relates to the status of the Violet site alternative. He admitted that in previous meetings statements by him and other Corps representatives may have unintentionally mis-led the locals about the Violet site. Joe stated that the Violet site is not "dead and buried, never to be heard from again". We have been studying the Violet site for many years and we have completed all our studies at that site. We have determined the construction plan, the costs, the impacts, and the economics for that site. We are not going to do any further studies because we feel we have done enough for that site. He explained that the Violet site will be displayed in our Feasibility Report and in the EIS and will be compared with an Industrial Canal plan site during the evaluation process.

This group represents the stakeholders associated with the IHNC site who need to be involved in the development of a comprehensive plan for a lock that might be built at this site. We need to study this site in more detail so we can have an IHNC plan comparable to the plan at the Violet site. Maybe we need to do more at this site because of the complexities. If we were to study the Violet site further we would form a similar group to this but only with the stakeholders involved with that site.

Ethel Warren asked if the details of the Violet Plan could be given to the group. Joe Dicharry said that would be no problem but it may not be ready for the next meeting, probably by the following meeting. He stressed that the Violet facts and figures were for their information only and that the Violet Site is not on the table for discussion by the group.

Ruby Sumler asked who would make the final decision on whether to build the new lock at Violet or the Industrial Canal. It was explained that the ultimate decision is with Congress. Margaret Pahl asked if the Corps was going to make their final recommendation, after comparing the two sites, with the benefit of input from public hearings. The answer was yes.

Lloyd Brown expressed his concern about how this community has been burned in the past by major projects such as this and he doesn't trust the Corps when he hears "all of this rhetoric". Joe Dicharry said that we (the Corps) are attempting to build trust through this working group process, so give us a chance to do that.

Another point that was brought up by a number of people was the fact that the shipping industry stands to make a lot of money on this project at the expense of the community. 50,000 people would be impacted by the project for their benefit. Harold Wilbert pointed out that the shipping and navigation interests give quite a bit back to the community with jobs, etc. So if they are financially healthy, the general area's economy is healthy and the community benefits indirectly.

Other major issues that were brought up and will need answers to or resolution of in upcoming meetings are as follows:

- a. Impact of devaluation of personal property due to the continuing notoriety this project has received to date and will receive in the future.
- b. How has the \$1.1 million given to the Corps in the FY 91 Appropriations Act for this project been spent and by whom? How much minority participation?
- c. What is estimated total cost of project and who pays what? Which bodies pay for what costs?
- d. Is the lock construed as a direct government action project?
- e. Need legislative oversight of the area concerning projects such as this. More accountability to the public.

f. Higher bridges across the Canal will not be very conducive to the substantial pedestrian traffic across St. Claude.

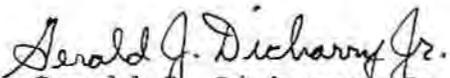
g. Clarification of law of eminent domain. What triggers use of that law and would just compensation be guaranteed?

h. Why is the value of wetlands and wildlife considered more important than human environment?

There were no significant comments on the Scope of Services for the Social Impact Assessment. John Wilson stated he thought the scope was very comprehensive. Margaret Pahl asked when the group would get the final report. She also asked if this group found something that was left out, can it be included. She was informed that the report is a source document and it can be supplemented. The report is not the absolute final product.

Rudy Muse requested that a representative of the Corps legal staff be present at all meetings. Margaret Pahl suggested that maybe certain meetings could be set aside for legal questions and the legal staff would be invited to that meeting. The group agreed with that approach.

Marc Cooper inquired about the status of the Advisory Council. Is it dead or in a coma? Joe Dicharry said it was in a coma. The neighborhood representatives agreed that it should stay in that state.

  
Gerald J. Dicharry, Jr.  
Senior Project Manager



## ATTENDANCE RECORD



DATE(S)	SPONSORING ORGANIZATION	LOCATION
11 Sept 91	U.S. Army Corps of Engineers New Orleans District	Jackson Barracks New Orleans
PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY - Neighborhood Working Group Meeting		
PARTICIPANT REGISTER *		
NAME	ORGANIZATION	TELEPHONE NUMBER
LES WAGUESPACK	COE, PLANNING	862-2503
JOHN WILSON	CITY PLANNING COMMISSION	565-7000
KEVEN LOVETRO	COE, ECONOMICS	862-1917
Michael Stout	COE, Environmental Sec	862-2554
DAVID WURTZEL	COE, RELOCATIONS SEC	862-2628
GEORGE CARBO	UNO, CUPA	286-7105
HAROLD WILBERT	Port of New Orleans	528-3338
Robert Lacy	COE PLUNG Div.	862-1907
George Ethelwauer	Lower 9th W. N. C.	944-8507
Ruby G. Sumler	Bywater Neighborhood Association	948-6491
Joseph L. Miss	Holy Cross	945-4800
THOMAS FITZEL	Corps of Engin.	862-1977
Lloyd Brown	Lower 9th ward neigh. Coun. Inc.	H. # 241 1929 OFF. 944-8275
WARREN DUPRE	SE Claude Bus Assoc - <sup>united</sup> Medical Center	948-8264
ADA CHANEY	COE, Real Estate	862-1976
Alan Schultz	COE, Engineering Design	862-2652
Ed Lyon	COE, Planning	862-2038
RONALD ELMER	COE ENGR DIV.	862-2618
Marc Cooper	Bywater Neighborhood Association	945-8537
Margaret Pahl	Holy Cross Neighborhood	277-5449
Joe Dicharry	Corps, Project Manager	862-1929



INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

SEPTEMBER 25, 1991

A G E N D A

COMMENTS ON SUMMARY OF PREVIOUS MEETING

PRESENTATION OF THE PRELIMINARY LAYOUT DRAWINGS

DISCUSSION OF ISSUES RAISED AT THE PREVIOUS MEETING

IDENTIFICATION OF ADDITIONAL NEIGHBORHOOD ISSUES

AGENDA FOR NEXT MEETING

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

SEPTEMBER 25, 1991

SUMMARY

The initial item of business was to solicit comments on the SUMMARY of the previous meeting. Warren Dupre said that two important issues were omitted. We agreed that by mentioning these issues in this SUMMARY would suffice. The two issues are as follows:

a. Impact of closing the St. Claude Avenue bridge to the health care needs of the community as it relates specifically to the hospital on St. Claude Avenue.

b. Impact of major displacements of residents on the hospital's business and on the other local businesses in the area.

No other comments were received on the previous meeting's SUMMARY.

Joe Dicharry then began the presentation of the Corps' "preliminary" layout drawings of the proposed alternatives. He stated that the reason for this presentation was to clarify for the group the direct impact areas for a lock, if it is to be built at the Industrial Canal site. Many statements had been made in previous meetings to lead the Corps' team to believe that the neighborhood representatives believed that the project would require the displacement of 50,000 people. Also, Joe explained that these drawings represented our conceptual designs, that are going to be refined and updated as needed, but in any case represented the maximum extent to which the Corps would require property.

The alternative to build it on the downriver side of the existing lock was shown first. During the description of this alternative many questions were raised. Some were as follows:

a. What were the rights of the landowners who were going to be directly impacted by this project? Don Athey then briefly described the process as dictated by Federal regulations. He stated that once the plan is finalized, authorized, funded and the final right-of-way is approved, the Corps would have authority to begin acquisition. That would give us the right to exercise eminent domain if we needed to. Don then briefly explained what eminent domain means and what triggers it. If the landowners and the Corps cannot arrive at a mutually agreeable settlement, the issue of just compensation would be resolved in the Federal court.

b. What allowance could be given to the devaluation of the property in this area that as occurred because of the notoriety this project has had over the years? Don explained that our regs. allow for only the fair market value of the property, as determined by a recognized expert appraiser, at the time of the appraisal as governed by Federal law. Joe Dicharry explained that working through this process may identify other legislative authorities and other sources of funding that might be used to supplement the normal real estate allowances.

c. What can be done for those residents who live on the edge of the take lines and are not entitled to the benefits and rights associated with the normal right-of-way acquisition process? Joe stated that the Rigamer report addressed that issue and a resolution of this issue is an objective of this process.

d. What was the size of lock being studied and how does it relate to the article in the Times Picayune on September 19, 1991 where Ron Brinson said the Dock Board would like to see a lock that could accommodate Panamax ships? Joe explained that the Corps had to perform benefit analyses to determine the most economically feasible project. He informed the group that the largest size of lock the Corps is studying at this time, is a lock 36 feet deep by 110 feet wide by 900 feet long. The size of the existing lock is 31.5 feet deep by 75 feet wide by 640 feet long. As far as Mr. Brinson's statement, that may be his dream or wish, but we don't believe we can justify a lock to accommodate the Panamax ships on an incremental basis. The question was asked "what is the Dock Board/nav. interests goal about deep draft capability for the lock?"

Other issues and discussion that occurred during the description of the layout drawings (all plans were eventually shown to the group) included the following:

1) The bridge approaches and rights-of-way required for them were designed on using a 5% grade, as dictated by the La. DOTD. The Corps was re-looking at the bridge designs through the use of contractors (one being N.Y. and Associates) to study the impact of steeper grades on the approaches. The Corps also will be talking to the La DOTD about their criteria. Margaret Pahl said they may talk to DOTD also. Joe explained that these additional studies would also look at a low-level and tunnel option at St. Claude. Studies to-date were based on semi-high level (same as existing Claiborne Avenue Bridge) options.

2) Lloyd Brown expressed his concern that the block bounded by Poland, St. Claude, Lesseps and N. Rampart shown to be needed for the St. Claude approach was tied into the relocation of the 5th District Police Station. Corps representatives tried to explain that this right-of-way requirement was determined to be needed only this year, long after the plans for the 5th District Police Station were discussed and finalized.

3) There was concerns about where all of the businesses along the canal between Claiborne Avenue and Florida Avenue would go once they were relocated for this project. Would they just push the residents out by relocating along the new widened canal?

4) Rudy Muse suggested that an audio-visual presentation be prepared to show everyone what exactly we are proposing with this project. Computer graphics technology exists to develop this. The group agreed that we would further develop the plans, both community development and lock replacement, before this effort would be undertaken.

The Corps handed out copies of the Social Impact Assessment Report prepared by Gregory C. Rigamer and Associates. The report is an independent study of the impacts, both positive and negative, this project would have on the community. It does not represent the Corps recommended position, but a "shopping list" of proposed community development actions that may have to be funded through other sources and authorities. Marc Cooper asked how does the cost of these mitigation proposals get cranked into the total cost of the project. Joe Dicharry explained that the Boggs' language in the FY 91 Appropriations Act seems to say that any measures needed to compensate the neighborhoods for their inconvenience is justified. But, Joe stated that some in the Corps don't share that interpretation and we are trying to resolve that issue within the Corps.

Joe also handed out the two tables shown on the attachments and briefly explained what they meant. This was in response to questions asked at the previous meeting.

The group agreed that future meetings could be tape recorded so we can have accurate record of these meetings. Corps will provide the recorders.

Next meeting was scheduled for October 9, 1991, same time and place. Major discussion item will be the Rigamer report.

  
Gerald J. Dicharry, Jr.  
Senior Project Manager

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

Breakdown of the FY 91 Appropriation  
(\$1.157 million) for this Project

EBASCO Engineering Contract to develop "preliminary" designs of a "floating-in" construction scheme	\$191,000
Greg C. Rigamer Social Impact Analysis Contract 1/	208,000
Cultural Resources Contracts	88,000
(R. Christopher Goodwin)	(13,000)
(Earth Search, Inc.) 2/	(75,000)
Corps' In-house studies	607,000
	<hr/>
	\$1,157,000

1/ Minority participation by subcontracts with two individuals from Southern University of New Orleans, who were members of the study team

2/ Woman-owned business

## INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

### Example of Cost Sharing

"Estimated" Total Project Cost 1/ 2/	- \$456,000,000
Shallow Draft Portion(lock sized to accommodate only barge traffic)	- 405,000,000
Deep Draft Increment(additional cost to provide depth required for ships)	- 51,000,000

### Shallow Draft Cost Sharing

50% paid from the regular Corps of Engineers appropriations from Congress	- 202,500,000
50% paid from the Inland Waterways Trust Fund. This fund is generated by collecting a fuel tax from all inland waterway users and is administered by a Board of reps. from these users. (authorized by the Water Resources Development Act of 1986)	- 202,500,000

### Deep Draft Increment Cost Sharing

75% paid from the regular Corps of Engineers appropriations from Congress	- 38,250,000
25% paid from a cash contribution from a local sponsor, presently designated as the N.O. Dock Board	- 12,750,000

- 1/ Average cost of all alternatives
- 2/ Does not include any social mitigation costs



ATTENDANCE RECORD



DATE(S) 25 Sept 91	SPONSORING ORGANIZATION U.S. Army Corps of Engineers New Orleans District	LOCATION Jackson Barracks New Orleans
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PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
Neighborhood Working Group Meeting

PARTICIPANT REGISTER \*

NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Corps, Project Management	862-1929
Kevin Lovetro	CORPS, ECONOMICS BRANCH	862-1917
Ruby Colite Sumbler	Bywater Neighborhood Association	948-6491
Maryl Cooper	" " "	945-8537
Sandra Lyon	Corps, Planning Division	862-2038
LITA FITNEY	COE R/E	862-1974
DAVID R WURTZEL	CORPS, RELOCATIONS SECTION	862-2628
THOMAS F. PHILLIPS	" STRUCTURAL DESIGN SECT	862-2655
ALAN D. SCHULZ	" " " "	" -2652
GEORGE CARBO	UNO	286-7105
Rudolph L. MUSE	Holy Cross Assn	945-4888
George Ethel Warden	Lower 9th ward neighborhood C.	944-8507
Margaret Balzwahl	Holy Cross Neighbourhood Assor.	277-5449
HAROLD WILBERT	PORT OF NEW ORLEANS	528-3338
ADA CHANEY	Corps of Engns Real Estate	862-1976
RONALD ELMER	COE ENGINEERING DIV.	862-2618
Warren Dwyer	St. Claude Business Assoc	948-5268
Lloyd Brown	7471 Seven Oaks Rd. (Lower 9th ward neigh- hood Council)	241 1929 & 943-9118

\* Indicates alternate member



Industrial Canal Lock Replacement Study  
Neighborhood Working Group Meeting  
October 9, 1991

SUMMARY

Joe Dicharry opened the meeting and reminded everyone that the meeting would be recorded as agreed to at the meeting on September 25, 1991.

The presence of both the print and television media created some confusion at the beginning of the meeting. Marc Cooper voiced his disagreement with having media or politicians present at our meetings. It was not his understanding that they would be allowed to attend our meetings and Marc left the meeting. Margaret Pahl indicated that she felt that the situation with the media violated the confidence of the group and the Corps.

After a brief discussion the print media representative left voluntarily followed by the cameraman from Channel 6 who left after filming about 1 minute of footage. Later on a Channel 4 cameraman and reporter showed up taped part of the meeting and interviewed Rudy Muse outside.

There was some discussion again about the Violet site. Joe Dicharry explained that the Corps has studied Violet over the years and had developed a lock plan at Violet. Summary information on Violet will be presented to the Work group at a future meeting

After much discussion about media presence and the nature of our discussions, the meeting continued and focused the primary concern about how information could be disseminated to the local people. Discussion about possibly having videos of the meetings to putting out newsletters followed. After much discussion it was agreed that the Corps would publish a newsletter and furnish it to the associations. They, in turn, would distribute them within the community.

There was a brief discussion about the Rigamer Report. It was explained that the report was intended to be a source document and a starting point for the work group to begin their discussions.

It was generally agreed by the neighborhood representatives that they feel uncomfortable in trying to convey information about the project to their association members and some of the residents think they are working in secret.

It was agreed that the Corps would have a draft of a newsletter available for review by the working group before the next meeting. The first newsletter should contain the purpose of the work group, the time frame for accomplishment of the work group's task, and provide general information about what is going on with the lock study.

Joe Dicharry also offered to have Corps representatives make presentations at meetings of the various associations if they wanted presentations. That way the Corps could respond directly to questions from the membership of the associations.

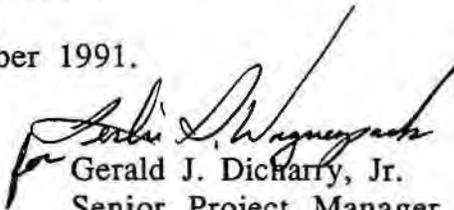
There was also a discussion about making videos of meetings or presentations. It was generally agreed that the Corps would make videos of certain presentations and make those videos available to the local organizations.

There was also some discussion about the draft letter that Colonel Diffley showed to Rudy Muse. Joe Dicharry explained that the colonel had decided not to send the letter. Joe also reiterated that the Corps was committed to this Work Group.

There was also a discussion about possible jobs and economic development that could be associated with construction of the lock. If the project does happen then the community would like to have first shot at jobs and economic development.

Margaret also indicated that she was intrigued by Rigamer's proposal for a lock north of Claiborne Avenue. There was a discussion about this alternative. Joe Dicharry pointed out that the alternative had been looked at in the early eighties and there were problems (both cost and engineering) in making it an acceptable solution.

The next meeting will be held on 23 October 1991.

  
for Gerald J. Dicharry, Jr.  
Senior Project Manager



## ATTENDANCE RECORD



DATE(S)	SPONSORING ORGANIZATION	LOCATION
9 Oct 91	U. S. Army Corps of Engineers New Orleans District	Jackson Barracks New Orleans
PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY Neighborhood Working Group Meeting		
PARTICIPANT REGISTER *		
NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Corps, Project Manager	862-1929
LES WAGNER PAK	" PLN DIV	862-2503
ADA CHANEY	" Real Estate	862-1976
RONALD R. ELMER	CORPS PROJECT ENGINEER	862-2618
Michael E. Stout	Corps - Archeologist/Historic Preservation	862-2554
GEORGE CARBO	UNIVERSITY OF NEW ORLEANS	282-7105
HAROLD WILBERT	Port of New Orleans	528-3338
R.B. Hughes	" " " "	528-3329
LARY HESDORFFER	HISTORIC DISTRICT LANDMARKS COMM.	565-7440
ALAN SCHULZ	CORPS OF ENGRS - DESIGN	862-2652
Elis Reed	Lower Ninth Ward Neighborhood	944-7138
George Ethel Warren	Lower Ninth Ward Neighborhood Assn	944-8567
JOHN H. WILSON	CITY PLANNING COMMISSION OF N.O.	565-7000
Rudolph L. Muse	Holy Cross	945-4889
James Dupre	St Claude Basin Assn.	948-8268
Lloyd Brown	Lower 9th Ward Neighborhood Council	241-1929
Ruby Aubite Sumner	Bywater Neighborhood Assn.	948-6491
TIM FATHER	COE P/E	862-1974
MARGARET PAUL	Holy Cross	277-5449
DAVID R. WITZEL	CORPS RELOCATIONS SECTION	862-2628
Kevin Lovetro	ECONOMICS BRANCH	562-1917
THOMAS F. PHILLIPS	CORPS, STR. DESIGN	862-2655



IHN LOCK  
WORK GROUP MEETING  
22 OCTOBER 1991

A G E N D A

- REVIEW SUMMARY OF LAST MEETING  
(Discuss any changes or comments)
- MENTION LOOKING AT NORTH OF CLAIBORNE AVENUE PLAN
- DISCUSS NEWSLETTER (hand out draft of proposed text)
- COMMENT ON LETTERS/MEDIA ATTENTION
- FOCUS ON RESOURCE DISCUSSIONS IN THE RIGAMER (GCR) REPORT
- CLOSING COMMENTS (Set topics for next meeting)

## INDUSTRIAL CANAL LOCK REPLACEMENT STUDY NEIGHBORHOOD WORKING GROUP

### Summary of Meeting 23 October 1991

Les Waguespack chaired the meeting in the absence of Joe Dicharry. The initial item of business was to solicit comments on the Summary of the previous meeting. Les mentioned that the Corps is planning to investigate the North of Claiborne Avenue alternative that was identified in the GCR Social Impact Assessment and briefly discussed at the end of the previous meeting.

The following comments relative to the last meeting were made:

a. Ruby Sumler reiterated for the record what she understood Joe Dicharry had said "that was if the people did not want it (the project), would the Corps recommend it?" and Joe had replied that the Corps would not recommend the IHNC site if the people do not want it. Les agreed that this is what Joe had said.

b. Rudy Muse expressed concern about how we involve the public in the debate. He said he thought we should focus on how we involve the public and get more public input.

Les pointed out that it was agreed that the newsletter, videos of selected presentations and presentations at meetings of the neighborhood associations would serve to involve the public and give them information about the lock plans.

Rudy reiterated his concern and quoted from the newsletter "... local community fully informed and have a voice in the process." He said he didn't feel the neighborhood associations should be responsible for distributing the newsletters and that the Corps should assume this responsibility. This was followed by extensive discussions about how best to distribute the newsletters in the neighborhoods.

Lary Hesdorffer pointed out that the representatives on the Work Group have a responsibility to serve and receive information. He pointed out that once the newsletter goes out there will probably be some people that want to observe the working group meetings. That should be allowed.

There were further discussions about distribution of the newsletter. The responsibility of the Corps to distribute the newsletter because they have a budget and the neighborhoods don't have the resources to accomplish that.

Dave Wurtzel said that we are there to ask the neighborhood association representatives how best to accomplish that.

There was a discussion on how to accomplish that. It included such means as mailing, house to house delivery, placing them in businesses and public places, putting them in churches, etc., It was pointed out that no system is perfect and there was no way to make sure we always get 100% coverage. After a five-minute break there was a discussion of content of the newsletter. Several suggestions were made including listing Corps and Port contacts, listing addresses for the organizations and listing phone numbers of those representatives desiring to have their numbers listed.

There were brief comments relative to the Advisory Council including the mishandling of information regarding its formation and meetings.

John Wilson commented about the informal process of the working group and suggested we structure the work group meetings more. Have an agenda and stick to it and establish a time frame to accomplish tasks in. It was agreed that this was needed.

It was then agreed that we need to begin discussing pertinent issues relative to the lock and neighborhoods.

Regarding distribution of the newsletters, Les indicated that the Corps would do its best in trying to develop a plan to distribute the newsletters. It was generally agreed that at the next meeting there would be an agenda, a revised newsletter and a plan for distributing it.

Marc Cooper requested that we put some graphics (a photo, or drawings of the bridges) in the newsletter.

Les introduced the GCR Social Impact Assessment which is intended to serve as a source document. He asked Keven Lovetro to give us a little background on the SIA.

Keven indicated that the contractor was given three tasks.

1. To describe the area as it exists now and how it would look in the future without our lock project.
2. To evaluate the elements of construction and how the community would fare during construction and after the project is completed, and
3. Recognize that a construction of the lock could create adverse impacts on the community. The contractor was asked to recommend alternative construction techniques and other ways to reduce the impacts to the community.

Keven indicated that the Corps asked the contractor to assess community needs and recommend measures to us. The contractor recommended improvements including some to be initiated prior to construction of the project to reduce impacts to the community. The information in the report was organized into 13 resource categories. Keven provided examples of several impacts and recommendations made by the

contractor. Some observations and comments were made by some of the neighborhood representatives regarding some of the more obvious impacts.

Mrs Warren brought up the Violet site again and requested more information on the Violet site.

Margaret Pahl commented that the SIA was only a study of the social impacts and did not include the biological impacts. At Violet the biological impacts would be as voluminous as the social impacts at the IHNC.

Keven pointed out that the intent of the contract was to address the social impacts and mitigation measures at the IHNC site and to provide recommendations only for mitigation of social impacts at Violet, since the social impact assessment at Violet had already been conducted in 1989. That is why there is less treatment of Violet.

Les Waguespack reiterated the purpose of the working group is to develop a consensus plan for the IHNC site to compare to a plan for the Violet site in order for the Corps to make a recommendation. At present we have about a half-dozen plans at the IHNC site and need to determine which is the best plan. We established the working group to help us accomplish that.

Margaret Pahl suggested that we have a display available to help identify the various alternative plans and make things easier during our discussions.

Marc Cooper commented that he was not interested in the Violet plans and didn't want this group to become a site selection committee. He said he was interested in the IHNC plans and intrigued by the possibility of a north of Claiborne plan.

It was agreed that the next meeting would focus include a presentation on the various alternatives being considered at the IHNC that were evaluated in the SIA and that we would begin discussion of the issues and concerns related to the alternative plans.

  
Gerald J. Dicharry, Jr.  
Senior Project Manager



## ATTENDANCE RECORD



DATE(S)	SPONSORING ORGANIZATION	LOCATION
23 Oct '91	U. S. Army Corps of Engineers New Orleans District	Jackson Barracks New Orleans
PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY Neighborhood Working Group Meeting		
PARTICIPANT REGISTER *		
NAME	ORGANIZATION	TELEPHONE NUMBER
LES WAGUESPACK	PLANNING DIV (PD-FG)	862-2503
KEVEN LOVETRO	COE - ECONOMICS BRANCH	862-1917
KUDRICK L. MUSE	Holy Cross	945-4800
JOHN H. WILSON, III	CITY PLANNING COMMISSION	551-7000
LARY P. HESDORFFER	HISTORIC DISTRICT LANDMARKS COMMISSION	565-7440
Ed Lynn	NOD - Cultural Recreation Section	862-2038
RONALD ELMER	NOD ENGR (PROJECT ENGINEER)	862-2618
ADA CHANEY	NOD Real Est	862-1976
R.B. Hughes	Port of New Orleans	528-3329
Lloyd Brown	Lower 9th Ward Neighborhood Council	241-1929
WARREN DUPRE	St Charles Business Assn.	948-8268
MARC COOPER	BIWATER NEIGHBORHOOD ASSOC.	945-8537
Kathy C. Hunter	Bywater Neighborhood Assn.	948-6491
George Ethel Warner	Lower 9th Ward Neighborhood Council	944-8507
THOMAS E. PHILLIPS	NOD - DESIGN BRANCH	862-2655
THOMAS W. FITZGERALD	NOD R/E	862-1974
ALAN SCHULZ	CORPS - ENGINEERING DESIGN	862-2652
DAVID R. WURTZEL	CORPS - RELOCATIONS SECTION	862-2628
HAROLD WILBERT	PORT OF NEW ORLEANS	528-3338
Margaret Patel	Holy Cross	277-5449



**IHNC LOCK REPLACEMENT STUDY  
NEIGHBORHOOD WORKING GROUP**

**SUMMARY OF MEETING  
6 NOVEMBER 1991**

The initial item of business was to solicit comments on the Summary of the previous meeting (23 Oct 91). The following comments were made:

a. Rudy Muse commented that something was apparently missing in the statement attributed to him in paragraph 2b. The corrected statement should read, "He said he thought we should focus on how we involve the public *to* get more public input."

b. Margaret Pahl suggested that the second paragraph from the bottom of page one be changed to read "It will be the responsibility of the Corps..." She also suggested that the Corps keep a corrected file copy.

c. In response to a comment about what Marc Cooper said about Violet, Marc said the summary reflected what he said at the meeting.

The next item of business was the newsletter. A xerox copy of the newsletter was given to the working group members. After a brief discussion, it was agreed that the newsletter would be distributed after the election. The Corps would try to arrange for delivery on the 18th or 19th, if possible.

We then discussed a time frame for arriving at our consensus resolve. It was decided that the March-April time frame was what we would try to shoot for. That time frame would allow us to meet about 10-12 more times for discussion.

Marc Cooper talked about his concern and the concern of this neighborhood about the bridges and their impact on the community. He was especially concerned about any proposal for a mid-rise bridge at St. Claude Avenue. He stressed that the Corps needs to look at a low level bridge at St. Claude.

Joe responded that the Corps is getting ready to have two Architect-Engineer contractors look at St. Claude and Claiborne Avenue bridges. Tom Phillips added that these contractors will conduct line and grade studies to determine what the geometry of the bridges could look

like. This would give us a better idea of what is reasonable and where the bridges would actually touch down and the impact on the neighborhood.

Joe then explained why Claiborne Avenue bridge would have to be relocated under the various alternative scenarios.

Mike Stout briefly explained the historical significance of the St. Claude Avenue bridge and pointed out that significance does not mean that it can't be replaced. There are procedures to follow that allow for mitigation in the form of documentation of the structure. He also pointed out that the Claiborne Avenue bridge was not historically significant. The Florida Avenue bridge is a state project and not part of our lock plans. The state would be responsible for complying with the historic preservation statutes regarding their plans for replacing that bridge.

Joe pointed out that the GCR (Rigamer) evaluation in the SIA was based on the state of Louisiana's criteria of 5% grade for the bridges. He pointed out that we had a coordination meeting set up with them the scheduled for the next day (7 Nov 91) to discuss the bridge design criteria including grade requirements. This was followed by a discussion of traffic patterns, existing thru streets, construction time frames for the bridges, impacts of the bridges, etc.

Rudy Muse then displayed an article about the valuation of trees. One of his constituents asked if there was a way to receive compensation for trees that were planted over the years. It was pointed out that there is an evaluation methodology to determine values of trees but trees are not normally considered separately from property values when real estate is acquired for a project.

Joe then began his presentation of the alternatives. The alternatives presented included the following:

1. the 200' east plan,
2. the 200' west plan,
3. the insitu plan (floated in),
4. in-situ with floated in gate bays, and
5. floated in adjacent (on the east side).

The descriptions of each plan essentially were the same information as presented in the GCR report.

There was discussion as each alternative presented. Topics discussed included lock sizes, shutdown times of the various proposals, concerns over bridge impacts, demolition of the old lock and disposal of debris from the old lock, footprints of the various plans, where industries currently located along the canal might be relocated, time frames for construction activities, impacts to the neighborhoods, etc.

Joe then pointed out that the alternative north of Claiborne Avenue was not addressed in the SIA. Joe described the alternative as currently envisioned but pointed out that we have not conducted out reconnaissance investigation and preliminary information will not be available until the end of January. It was evident that this alternative has the potential of reducing social impacts, assuming we can make this alternative work. It was also pointed out that this alternative might afford the opportunity to create green space and a viewing facility.

There was a brief discussion about Florida Avenue which is being replaced by the State of Louisiana. Replacement of the railroad bridge is being pursued by the Port through the Coast Guard. They are attempting to use Truman Hobbs funds to replace the bridge because it is a hazard to navigation.

Rudy asked if there would be any opportunity for development of port related support facilities along the Canal. It was pointed out that most of the traffic now and in the future will be thru traffic and that opportunity would not be any greater after the lock is replaced than it is now.

Joe also mentioned that the Times Picayune is supposed to have an article on the Lock this coming Sunday. He later offered summary information on the Violet site and mentioned that if additional information is desired they should contact him and he would arrange to make it available.

After a brief discussion it was decided that we would discuss each alternative in detail and cover all resource areas. It was generally felt that this approach would be most beneficial to the working group. Alternative 1 will be discussed at the next meeting. The next meeting was scheduled for November 20, 1991.

Gerald J. Dicharry, Jr.  
Senior Project Manager



ATTENDANCE RECORD



DATE(S) 6 Nov 91	SPONSORING ORGANIZATION U. S. Army Corps of Engineers New Orleans District	LOCATION Jackson Barracks New Orleans
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PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
Neighborhood Working Group Meeting

PARTICIPANT REGISTER \*

NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Corps - Project Manager	862-1929
Michael Stout	Corps - Historic Properties / Archeology	862-2554
DAVID R WURTEL	CORPS- RELOCATIONS SECTION	862-2628
THOMAS F. PHILLIPS	" - STRUCTURAL DES. SECT.	862-2655
ALAN D. SCHULZ	" - " " " "	862-2652
DON PATHEY	" Real Estate	862-1974
Shard Brown	Lower 9th ward Neighborhood Council Inc.	944-0721 241 1929
Debra Estel Warren	Lower 9th ward neighborhood inc.	944.8507
Marc Cooper	Bywater Neighborhood Assoc.	945-8537
WARREN DUPRE	St. Claude Bds. Assoc	948-8268
KUDY MUSP	Holy Cross	945-4000
Lamp Heddorffer	HISTORIC DISTRICT LANDMARKS COMM.	505-7440
GEORGE CARRO	UNO	286-7105
MARGARET PHEL	HCNA	277-5449
Harold Wilbur	PORT OF NEW ORLEANS	528-3338
AAA CHANEY	COE - Real Estate Div	862-1976
RONALD R. ELMER	COE - ENGINEERING	862-2618
KEVEN LOVETRO	COE - ECONOMICS BRANCH	862-1917
LES WAGUESPACK	COE - PLANNING DIVISION (PD-F)	862-2503

\* If you wish to be furnished a copy of the attendance record,  
please indicate so next to your name.

INHC LOCK REPLACEMENT STUDY  
NEIGHBORHOOD WORKING GROUP

SUMMARY OF MEETING  
20 NOVEMBER 1991

Initially comments were made concerning the distribution of the newsletter. Both Marc Cooper and Margaret Pahl stated they did not receive a copy. Joe Dicharry explained that the delivery area was from Mazant Street on the west side of the lock to Lizardi Street on the east side of the lock and from the river to Florida Avenue. Neither one live in that area. We will make sure the next one gets delivered to them. Also, Ruby Sumler stated that some people on Poland Avenue did not get a copy. It seemed like the area did not get full and complete delivery. Some way of verifying delivery will be needed next time.

Joe Dicharry passed out copies of the previous meeting's summary and apologized that he was not able to mail it before the meeting. Also, Margaret Pahl said she failed to get a copy of the Violet site summary at the last meeting. Joe passed out copies of that to those who wanted one.

We then initiated discussion of the Rigamer report. Joe explained that the group had agreed at the last meeting that we would attempt to review the Rigamer report alternative by alternative.

Ruby Sumler had missed the previous meeting and did not receive the explanation of the N. Claiborne Ave. alternative. Joe then briefly described the alternative and its impacts. This prompted discussions about the bridges at St. Claude and Claiborne Avenues. Marc Cooper and Margaret Pahl expressed their wish that if a new bridge is required at St. Claude they would want a low level bridge. They want to keep the neighborhood as close to current conditions as possible. Joe explained that it would be hard to justify a low level bridge. Dave Wurtzel then explained that in lieu of the bridge approach ramps (cloverleaves), the existing city streets could be used to get the traffic off the bridge back to the major streets (Poland Ave.). We could develop a one way street plan to accommodate this additional traffic in the area. John Wilson said that he believed that was a better plan than any structural ramps.

Harold Wilbert pointed out that the low level bridge would have some impacts to the marine traffic. It was pointed out that a low level bridge would have an impact on the benefit cost ratio because of the additional delay to the traffic using the lock. Joe pointed out that if the Florida Ave. bridge is a high rise connecting to St. Bernard parish, most of the commuter traffic would be diverted to that artery and eliminate most of the traffic on St. Claude. This could eliminate the need for a curfew that would be a plus to the navigation traffic, even with a low level bridge.

Margaret Pahl expressed concern that the Rigamer report was very confusing to try to follow one alternative at a time. Others

expressed similar concerns. Maybe we cannot go through the report alternative by alternative. Maybe we can go through resource by resource. The group seemed to agree with that approach. One concern Margaret Pahl brought up was about noise abatement. She did not believe that insulating the houses would be enough because many houses do not have air conditioning and residents would have to leave their windows open. Would the mitigation also have to include air conditioning for those that need it. Another concern that Margaret brought up was the impact on renters. The report identified that many renters would leave the area because of the construction activities, but no compensation was offered to the property owners. Mrs. Warren asked the question who would be responsible for any medical problems that may occur to residents because of all the noise. Joe said he could not answer that.

Marc Cooper stated that the impacts of all alternatives would be devastating. Why waste time on discussing impacts. He also discussed impacts and mitigation for the Stallings Center. He did not believe the mitigation for that was adequate and may show a lack of knowledge of the area by the contractor. Joe said that our 6-8 week time frame imposed on them was probably contributing to that concern. We just wanted him to come up with something to start from, a basis for our discussions. There will be some "flaws" in the report.

Additional discussion took place concerning the bridges, specifically related to our meeting with the La. Department of Transportation and Development (DOTD). Issues discussed were: the type of low level bridge at St. Claude (double bascule similar to the old Danzinger bridge); DOTD's reluctance to steepen the approaches from 5% to 7% because of safety problems; that a low-level bridge at St. Claude would have to go up and down more often and deter traffic from St. Claude (which would be good); whether DOTD would have final word about bridges (Joe said no); a curfew at St. Claude may be eliminated or reduced with a low level bridge and whether that would impact navigation traffic; touch down points at Claiborne Ave; and impacts of Florida Ave. plans on these bridges.

Another question that was asked concerned the noise impacts of the N. Claiborne alternative. Joe explained that the noise impacts of that alternative on the neighborhoods would be less than other alternatives because the construction would take place farther away from the neighborhoods. Joe pointed out that the N. Claiborne Ave alternative would not involve as much community development\ improvement as the other alternatives. We also discussed the detour routes at Caffin and Tupelo and the pros and cons of these proposals.

The group agreed that we can eliminate cloverleaf ramps and attempt to develop a plan to get the traffic off the bridges and back to major streets using the local streets.

Finally, we agreed that at the next meeting we would discuss the noise impacts and impacts to streets and mitigative efforts thereof. We would discuss these generically so they would apply to any alternative. Most impacts are the same for all alternatives except some are of a greater magnitude than others. Next meeting would occur on 4 December 1991.

*Gerald J. Dicharry Jr.*  
GERALD J. DICHARRY  
Senior Project Manager



ATTENDANCE RECORD



DATE(S) 20 Nov 91	SPONSORING ORGANIZATION U. S. Army Corps of Engineers New Orleans District	LOCATION Jackson Barracks New Orleans
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PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
Neighborhood Working Group Meeting

PARTICIPANT REGISTER \*

NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Project Manager	862-1929
Michael Stout	Corps Historic Properties/Archeology	862-2554
ROM BOUDREAU	H.I.D.L.C.	565-7440
RONALD ELMER	COE ENGINEERING DIV.	862-2618
ADA CHANEY	R.L. Est Div COE	862-1976
Margaret Pahl	HCNA	277-5449
MARC COOPER	Bywater Neighborhood Assn.	945-8537
JOHN WILSON	CITY PLANNING COMMISSION	565-7000
Warren Dupuy	St. Charles Basin Assn.	948-7768
George Ethel Wauer	Lower 9th Ward Neighborhood Council	944-8507
George Carter	UNO	286-7105
Harold Wolkert	PORT OF NEW ORLEANS	528-3338
Kathy C. Sumler	Bywater Neighborhood Assn.	948-6491
WILLIAM F. ATHEY	COE R/E	862-1974
ALAN SCHULZ	COE Engineering Design	862-2652
David WURTZEL	COE ENGINEERING DIV.	862-2628
THOMAS F. PHILLIPS	" " "	862-2655
Clay Brown	Lower 9th Ward Neighborhood Council	941-1929

\* If you wish to be furnished a copy of the attendance record, please indicate so next to your name.

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY

NEIGHBORHOOD WORKING GROUP MEETING

4 December 1991

A G E N D A

Comments on previous meeting's summary

Update of other meetings that are planned

Explanation of Sec 106 Coordination

Discussion of content of the next newsletter

Discussion of Noise impacts and mitigation

Discussion of Street impacts and mitigation

Agenda for next meeting

Next meeting, Dec. 17, Tuesday instead of Wednesday

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
NEIGHBORHOOD WORKING GROUP

Summary of Meeting  
4 December 1991  
( REVISED )

Joe Dicharry opened the meeting and requested any comments on the previous meeting's summary. No comments were made.

He then gave the group a report on other meetings that are planned concerning this project. He told them of the first meeting with the Maritime Interests Working Group to be held on 17 December 1991 at 10:00 a.m. at the District's office. That group will be given a status report of the studies to date and will discuss project issues related to their interests, i.e. low level bridges at St. Claude, by-pass channel around construction site north of Claiborne Ave., etc. Also, Joe informed them of a meeting among the Corps, Dock Board and local elected officials on 12 December 1991 at the Dock Board's office. The purpose of this meeting will be to give them a briefing of the Rigamer report. As far as he knew, Joe said that Rep. Copeland, Sen. Johnson and Councilman Johnny Jackson were invited. The neighborhood leaders were very concerned that all local elected officials were not invited, like Jackie Clarkson, Michael Bagneris, Arthur Morel and others. Joe said he would try to get them invited by the Dock Board. If not, he would request Col. Diffley to host a separate meeting with other elected officials and give them the same information. Joe said he would give this group a report on these meetings at our next meeting on 17 December 1991.

Mike Stout then explained to the group the required Sec 106 consultation process with the State Historic Preservation Office and the Federal Advisory Council on Historic Preservation. He made available to the group handouts explaining this in more detail. He told them that these two agencies will be meeting with the Corps in January and he thought it would be a good idea for these agencies to attend one of our meetings to observe the public involvement process. The group agreed. Mike said that it would be a good idea for the neighborhood organizations to maybe meet with these agencies on their own while they are here. He also said they would want to take a tour of the area and maybe the neighborhood organizations would assist in that effort. We agreed that our meeting on 22 January 1992 would be the meeting these agencies would attend and the group would discuss the impacts to historic properties and appropriate mitigation plans at that meeting.

At this time Rudy Muse requested that he read into the record a short newspaper letter to the editor that he believes reflects the views of the area residents. That statement is as follows:

"Isn't it ironic that all of the sudden the environment is more important than people? And that is true in the case of the widening of the Industrial Canal locks on St. Claude Avenue.

"It seems that the fact that thousands of people would be affected in that areas is of no concern. Businesses would be dead in no time.

"It seems that historic designation doesn't mean a thing. There are two historical sections that would be affected, i.e., By-water (where I have lived for 50 years) and Holy Cross.

"I have seen recently that properties aren't being sold even though the homes are in beautiful condition because the tenants cared. Property and businesses would depreciate if the project goes through.

"Imagine the years it would take to construct new locks and bridges and approaches and the effect on the immediate communities!

"True, we need a new approach and locks away from family homes and businesses.

"It seems that no foresight has been used in planning for the future. We had the streetcars taken off in the 1960's (except for the St. Charles line). A group in the 1960's took petitions to keep them on. (I was one of the signers.) Now, it's suggested they bring them back.

"Even if I'm 81, I love New Orleans. I only wish I could do more."

Signed by Mrs. E.E. Lala.

We then discussed the content for the next newsletter. We agreed that details of the alternatives being studied and their impacts would be the subject matter. The concern was raised about the area of distribution for the newsletter. Rudy Muse said that the entire study area should be included. From the Rigamer report, Keven Levettro said that would involve about 19,000 households. Joe said he did not know if we could go that far, but he said we would extend the distribution area from what was used before (Mazant to Lizardi St and from the river to Florida Ave). We also discussed putting newsletters in certain businesses and other public facilities. Joe requested the neighborhood representatives to provide a list of these places at our next meeting. Joe also said that a newsletter would be mailed to each member of this working group and that he would have a draft of that newsletter for the group's review at our next meeting.

We then began discussing noise and dust impacts. First we discussed how dust could be controlled. We talked about possibly putting up netting, similar to that used for sand blasting on the bridges around the construction area or watering down of the construction site. Also, concern was raised about dust generated by trucks hauling dirt and equipment to and from the construction site. It was pointed out that a lot of the dirt, materials, and equipment could be hauled in and out of the construction site by barges which would considerably reduce the amount of dust.

Alan Shultz then discussed the different types of pile driving equipment that may be used to help control noise. He explained about a vibratory hammer, that could be used instead of a diesel impact hammer to produce less noise. He suggested that we might be able to have some test piles driven using the vibratory hammer to see what the noise really would be. Alan said that the piles would be steel H-piles rather than sheet piles. He also explained that steel pipe piles could also be used which may be less noisy. Joe

said that a project of this magnitude maybe deserves some kind of effort to test the noise impacts of different pile driving equipment. The construction activities and equipment used can be specified to reduce the noise to acceptable levels, but we will not be able to eliminate the noise altogether. Rudy Muse corrected Joe by saying that not building the lock at this site would eliminate the noise.

Joe asked for any ideas from the group on what else could be done about abating the noise. Marc Cooper suggested buying a Sony Walkman for all residents. Maybe just buy some earplugs for everyone. Margaret said that we need to address the stress associated with living next to this construction site. She said that insulating the houses would be another alternative, also maybe storm windows. We would have to air-condition many houses with the insulation. Maybe residents may not be able to afford electrical bills for the air-conditioning.

Keven Levettro pointed out that the existing levees and floodwalls would help abate some of the noise. He pointed out that many people being impacted by noise are related to bridge construction and if low level bridges are recommended the impacts would be less.

Marc Cooper pointed out that the Rigamer report did not address the impacts of the demolition of the old lock. How would that be done? Depending on the alternatives, varying degrees of demolition, probably by dynamite, would have to be done. Maybe only one wall would have to be demolished and for a barge lock maybe the lock floor could stay in-place.

Joe then summarized by saying that the group has come up with some good ideas for noise abatement/mitigation that could be investigated for inclusion in our mitigation plans. Margaret requested a commitment from the Corps about implementing the proposals from the reports concerning using barges for hauling materials and equipment to and from the construction site and eliminating haul roads through the neighborhood. Joe said those kinds of things can be handled easily by specifying in the contract documents that the contractor do these kinds of things.

Ruby Sumler asked if we could give her a list of the types of contracts to be used in the construction activities. She has had inquiries about the type of skills that could be developed by the unemployed for possible use later on. Joe said they could produce such a list. We then had a discussion about jobs that could be created from this project.

We then talked about streets impacts. Joe stated we can repair and/or replace roads that are directly used for construction activities, but also we might be able to go beyond the direct impact area. This would be part of the community development plan that would help keep the community usable and liveable during and after construction. The Bogg's legislation gives us the authority to do this. Maybe the project could buy a street sweeper to help keep the neighborhood streets clean.

We also discussed improvements to mass transit may be able to be done to help alleviate some of the traffic congestion problems. Also, transportation discount coupons were suggested. These types of things are not out of the realm of possibility of being included in this mitigation plan. Others would have to cooperate, like the City and RTA.

Next meeting will be Tuesday, 17 December 1991, instead of Wednesday, 18 December 1991. Joe will be giving the group a report on the upcoming other meetings and will discuss the draft newsletter. We will have a short Christmas party.

  
Joe Dicharry  
Senior Project Manager



ATTENDANCE RECORD



DATE(S) 4 Dec 91	SPONSORING ORGANIZATION U. S. Army Corps of Engineers New Orleans District	LOCATION Jackson Barracks New Orleans
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PURPOSE INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
Neighborhood Working Group Meeting

PARTICIPANT REGISTER \*

NAME	ORGANIZATION	TELEPHONE NUMBER
Joe Dicharry	Corps Project Manager	862-1929
LES WAGUESPACK	Plan Form. Br. (COE)	862-2503
Michael Stout	Corps - Historic Resources	862-2554
Keven Lovetro	Corps - Economic Analysis BR.	862-1917
HAROLD WILBERT	Port of New Orleans	528-3338
RONALD R. ELMER	CORPS - PROJECT ENGINEER - ENGR DIV	862-2618
ADA CHANEY	COE - Real Estate, Acq. BR.	862-1976
LUDY MUSE	H.C.N.A.	945-4818
Karen S. Hilton	City Planning Commission	565-7000
MARC COOPER	Bywater Neighborhood Ass'n / HDLC	945-8537
George Ethel Warren	Lower Ninth Ward Neighborhood C.	944-8507
Ricky C. Sumler	Bywater Neighborhood Ass'n	948-6491
ILIN FITZEL	COE / RE	862-1974
ALAN SCHULZ	CORPS - Engineering Design	862-2652
T.F. PHILLIPS	" " "	862-2655
M. PAMM (late)	HCNA	277-5449

\* If you wish to be furnished a copy of the attendance record, please indicate so next to your name.

INDUSTRIAL CANAL LOCK REPLACEMENT STUDY  
NEIGHBORHOOD WORKING GROUP

Summary of Meeting  
17 December 1991

Joe Dicharry opened the meeting and requested any comments on the previous meeting summary. Rudy Muse said that we forgot to put in a newspaper article he read into the record that he believes reflects the views of the neighborhoods in the area. Joe apologized and said he would revise the summary and send all another copy.

Rudy then asked about the overall time line for this process. Joe said that nothing has change since the group agreed that we would attempt to develop a recommendation by March/April 1992 time frame. Ed Lyon stated that the coordination with the Federal Advisory Council on Historic Preservation and State Historic Preservation office would take place in February 1992 instead of January 1992 as previously scheduled.

Rudy then stated that it is his personal opinion (it does not represent the opinion of Holy Cross Neighborhood) that to date he has seen nothing that would convince him that any plan is workable. Joe pointed out that all the details of the North of Claiborne Avenue alternative have not been developed and maybe that would provide information that might change his opinion.

Joe then informed the group of the results of the recent meetings with the Maritime interests and with the elected officials. First, he told them that the meeting with the maritime interests went very well. They were brought up to date on the status of our studies, given a description of all alternatives being analyzed and asked for comments on a number of issues that pertain to them. These issues included the possibility of having a low-level bridge at St. Claude with a new lock and the inconveniences of having to use a by-pass channel around the North of Claiborne Avenue alternative construction site. Joe stated that all of the representatives seemed willing to compromise and work with us in developing this "Win-Win" solution.

Joe then informed the group about the meeting with the elected officials. He said that only Representative Sherman Copeland and Senator Jon Johnson attended the meeting. Ron Brinson, Board Commissioners, 2 members of Brinson's staff, Col. Diffley, and 3 members of his staff (including Keven Lovettro and himself) were the other attendees. The major points discussed are as follows:

- a) Col. Diffley gave them a brief description of the Rigamer report and the proposed mitigation plan components (housing, streets, drainage, schools, public facilities, noise, community cohesion, etc).
- b) Copeland and Johnson were upset that we were meeting with the neighborhood leaders without their assistance and that they were not as informed about the project as the neighborhood leaders.
- c) Jon Johnson was upset that a newsletter was not delivered to his house on Deslonde Street (Harold Wilbert stated that a newsletter was mailed to all elected officials).
- d) Johnson and Copeland requested that we not meet with the neighborhood group until they are briefed more fully about the project and they (along with Johnny Jackson) meet and decide what part they will play in this public involvement process. Some form of the previous Advisory Council may be restarted.
- e) Col. Diffley said that we were just trying to gather information and public input with these meetings and not "cutting any final deals". It was his right and responsibility to do this and

they could not stop him from doing that. But he agreed to delay further meetings with the neighborhood working group until the elected officials had time to meet. He asked if 30 days was sufficient and they said O.K.

Joe explained that this delay would give us time to complete the studies on the North of Claiborne Avenue alternative which seems to be the alternative that has any chance of being recommended. He said he would still develop a "draft" newsletter and mail it to the group for comments during this delay, so it will be able to be mailed after this 30 day delay. Joe said he felt very good that we would again be meeting with this group after this 30 day delay.

There was a lot of discussion about the above mentioned points. The neighborhood leaders strongly expressed their opinions that these elected officials were not going to make decisions for them about their future concerning this project. As long as they would still have a voice in the process they would be satisfied. They did not want the elected officials in charge of the process. The group accepted the delay and we then had a Christmas party.

  
Joe Dicharry  
Senior Project Manager





**EXHIBIT II**

**Neighborhood Working Group**

**Members**



## *Neighborhood Working Group*

### Bywater Neighborhood Association

Mr. Marc Cooper  
3929 Chartres St  
New Orleans, LA 70117  
945-8537  
Ms. Ruby Sumler  
4123 Marais  
New Orleans, LA 70117  
948-6491

### Lower 9th Ward Neighborhood Association

Mr. Lloyd Brown  
7471 Seven Oaks Road  
New Orleans, LA 70127  
241-1929  
Mrs. George-Ethel Warren  
1836 Reynes  
New Orleans, LA 70117  
944-8507

### Holy Cross Neighborhood Association

Ms. Vivienne Blair  
P.O. Box 3417  
New Orleans, LA 70177  
945-5026  
Reverend Lorenzo Gunn  
4908 Dauphine Street  
New Orleans, LA 70117  
949-4973

### Holy Cross Community Development Corp. [4732 St. Claude, New Orleans, LA 70117]

Mr. John Koeferl  
415 Tupelo  
New Orleans, LA 70117  
279-4885

### St. Claude Businesses

Ms. Eva Benoit  
United Medical Center  
3419 St. Claude Avenue  
New Orleans, LA 70117  
948-8433

### City Planning Commission

Ms. Kristina Ford  
1300 Perdido Street  
New Orleans, LA 70112  
565-7000

### Regional Planning Commission

Mr. Walter Brooks  
Masonic Temple Building, Suite 1100  
333 St. Charles Avenue  
New Orleans, LA 70130  
568-6611

### Historic District Landmarks Commission

Mr. Larry Hesdorffer  
830 Julia Street  
New Orleans, LA 70113  
565-7440  
Mrs. Laurentine Ernst  
829 Jourdan Ave.  
New Orleans, LA 70117  
945-7410

### Port of New Orleans

P.O. Box 60046  
New Orleans, LA 70160

Mr. Patrick Gallwey  
Mr. Cedric Grant  
Mr. George Carbo  
528-3333

### U.S. Army Corps of Engineers

New Orleans District  
P.O. Box 60267  
New Orleans, LA 70160

Mr. Joe Dicharry  
862-1929  
Mr. Les Waguespack  
862-2503

### Government Officials

The Honorable Ellen Hazeur  
Councilwoman District E  
New Orleans City Council  
1300 Perdido Street  
New Orleans, LA 70112

The Honorable Sherman Copelin  
Representative, District 99  
107 Harbor Circle  
New Orleans, LA 70126

The Honorable Jon D. Johnson  
Senator, District #2  
7240 Crowder Boulevard, Suite 405  
New Orleans, LA 70127



EXHIBIT IV

RTA Comments on Lock  
Replacement Plan





July 26, 1995

Mr. Joe Dicharry  
Supervising Engineer  
U.S. Army Corps of Engineers  
District Headquarters  
7500 Prytania Street  
New Orleans, LA 70118

Dear Mr. Dicharry:

Attached are RTA's comments on the proposed MRGO  
Lock Replacement Program.

Regional

Transit

Authority

Please call Lou Costa at 243-3840 or Ed Bayer at  
243-3832 if you have any questions or require  
additional information.

Sincerely,

A handwritten signature in black ink, appearing to read "Arturo A. Garcia", is written over the word "Sincerely,". The signature is fluid and cursive.

Arturo A. Garcia  
Executive Director

Attachment

6700 Plaza Drive

New Orleans

Louisiana

70127-2677

cc: Dean P. Bell  
William Deville  
Herbert Burstein  
Ed Bayer  
Lou Costa

Administration

504-242-2600

Facsimile

504-243-3637

## **RTA's Comments on Army Corps of Engineers MRGO Lock Replacement Program**

1. The RTA's Galvez, St. Claude, and Barracks Bus Lines will be directly affected. The Galvez Line operates on the Claiborne bridge, and the St. Claude Line on the St. Claude bridge (see attached maps). Given that only one bridge will be closed at a time, it will be possible to detour either line to one of the other bridges (i.e. Galvez to St. Claude bridge, and St. Claude to Claiborne bridge). Some changes in traffic signalization and/or signage will probably be necessary to effectuate the detours (i.e. rather than proceeding over the Claiborne bridge, the Galvez buses will run on Poland to St. Claude, over the St. Claude bridge, and on Forstall to North Claiborne. The buses will need to make left turns from Poland to St. Claude and from St. Claude to Forstall). Actual detour routes will be worked out by RTA during project engineering. These routes will give the Corps a clearer idea of the signalization and signage required.

While the Barracks Line is a circulator in the Lower Ninth Ward and does not cross the canal (see attached map), it may experience delays due to increased traffic congestion.

The detours to the St. Claude and Galvez Lines and delays in the operation of the Barracks Line will result in additional operating costs to RTA and may cause some losses in ridership. The St. Claude and Galvez are two of the most heavily used routes in the RTA system, as shown:

<b>Line</b>	<b>Peak Headways (6-9 AM, 3-6PM)</b>	<b>Peak Vehicles</b>	<b>Daily Ridership</b>
St. Claude	3 to 5 minutes	16 to 18	10,372
Galvez	4 to 6 minutes	18 to 22	7,697

Impacts to these routes will therefore be substantial.

The Barracks operates on a 15-17 minute peak headway with 2 vehicles.

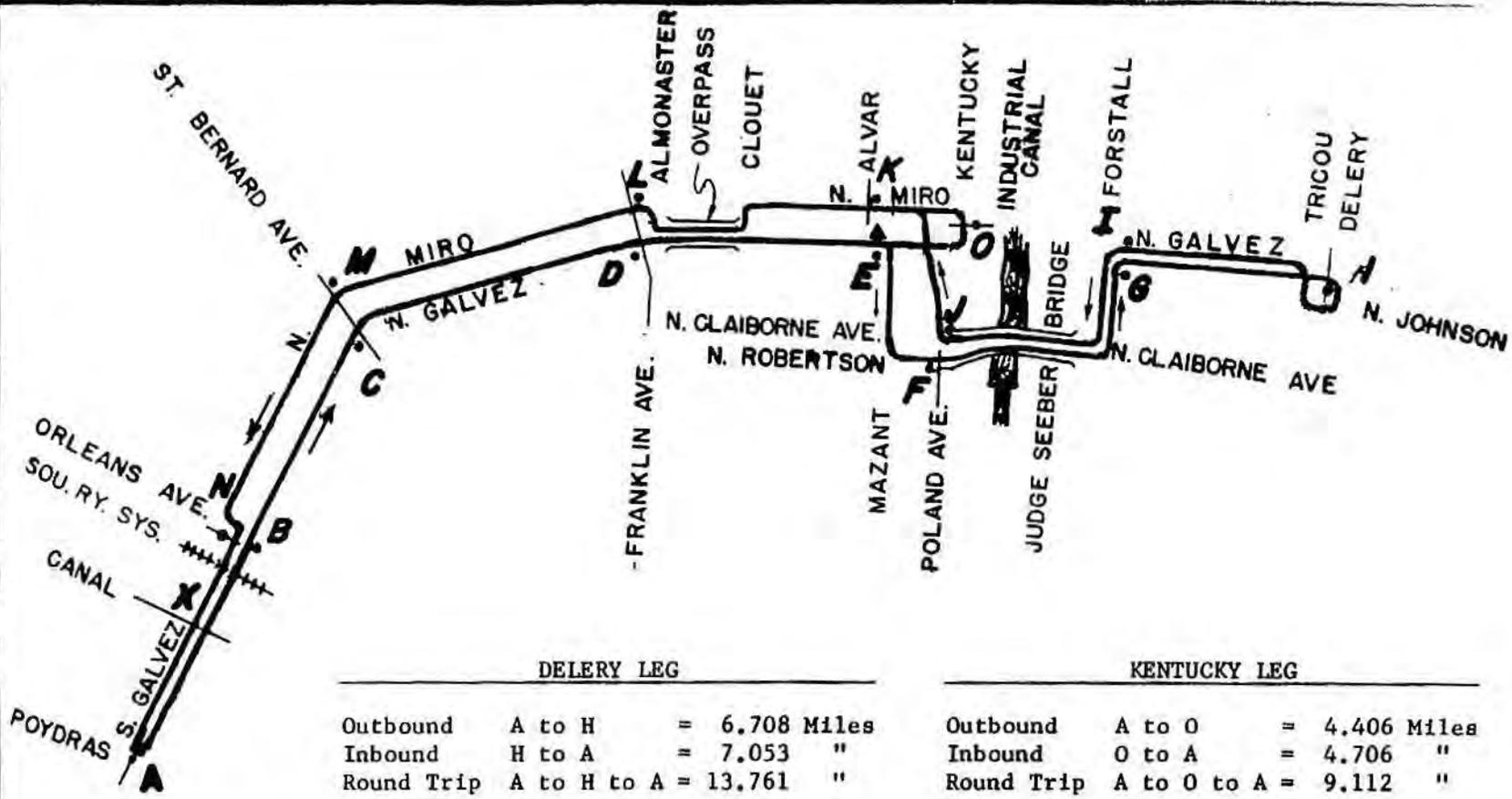
2. The raising of the water level under the Claiborne bridge will cause the Claiborne bridge to open more, thereby causing more delays in the operation of the Galvez Bus Line and resulting in additional operating costs to the RTA. This is unavoidable, but it is a long term impact from the project.

A suggestion is to keep in force the curfew policy during peak periods, to reduce the number of times either the St. Claude or Claiborne bridges is opened during peak periods. This will minimize the impact to the RTA and allow transit service to continue uninterrupted.

3. The creation of a new bridge at Florida Avenue and an access road from St. Bernard Parish to the Florida bridge is essential to ensure the success of the lock replacement project. One concern that RTA has is that the proposed high level bridge at Florida will dump high volumes of traffic on to local streets on the west side of the canal (i.e. Florida, Louisa, Piety, etc.) that are not capable of handling this traffic. This traffic must be channeled, through roadway improvements, to major arterials such as Franklin, Elysian Fields, or Interstate 10. One idea is to improve Florida Avenue from the bridge ramps (where the bridge comes down) to Interstate 10.

4. The RTA will be proceeding in FY96 with a Feasibility Study for the proposed Desire Streetcar Line. The Feasibility Study will examine a two-phased implementation: Phase I - from Canal Street to Poland Avenue and Phase II - from Poland and Dauphine, on Poland to St. Claude, over the new St. Claude bridge, and on St. Claude to the Orleans/St. Bernard Parish Line.

5. The RTA would be interested in operating, at the Corps' expense, the proposed shuttle bus service to improve circulation in the general area during construction. Development of the routings for these shuttle bus lines can be done in conjunction with community members during project engineering.



**DELERY LEG**

Outbound	A to H	=	6.708 Miles
Inbound	H to A	=	7.053 "
Round Trip	A to H to A	=	13.761 "
A - B = .963 Mi.		H - I = 1.043 Mi.	
B - C = .893 "		I - J = 1.027 "	
C - D = 1.223 "		J - K = .670 "	
D - E = 1.057 "		K - L = 1.082 "	
E - F = .617 "		L - M = 1.245 "	
F - G = 1.046 "		M - N = 1.005 "	
G - H = .909 "		N - A = .981 "	

N - X = .436 Mi.  
 X - A = .545 "

**KENTUCKY LEG**

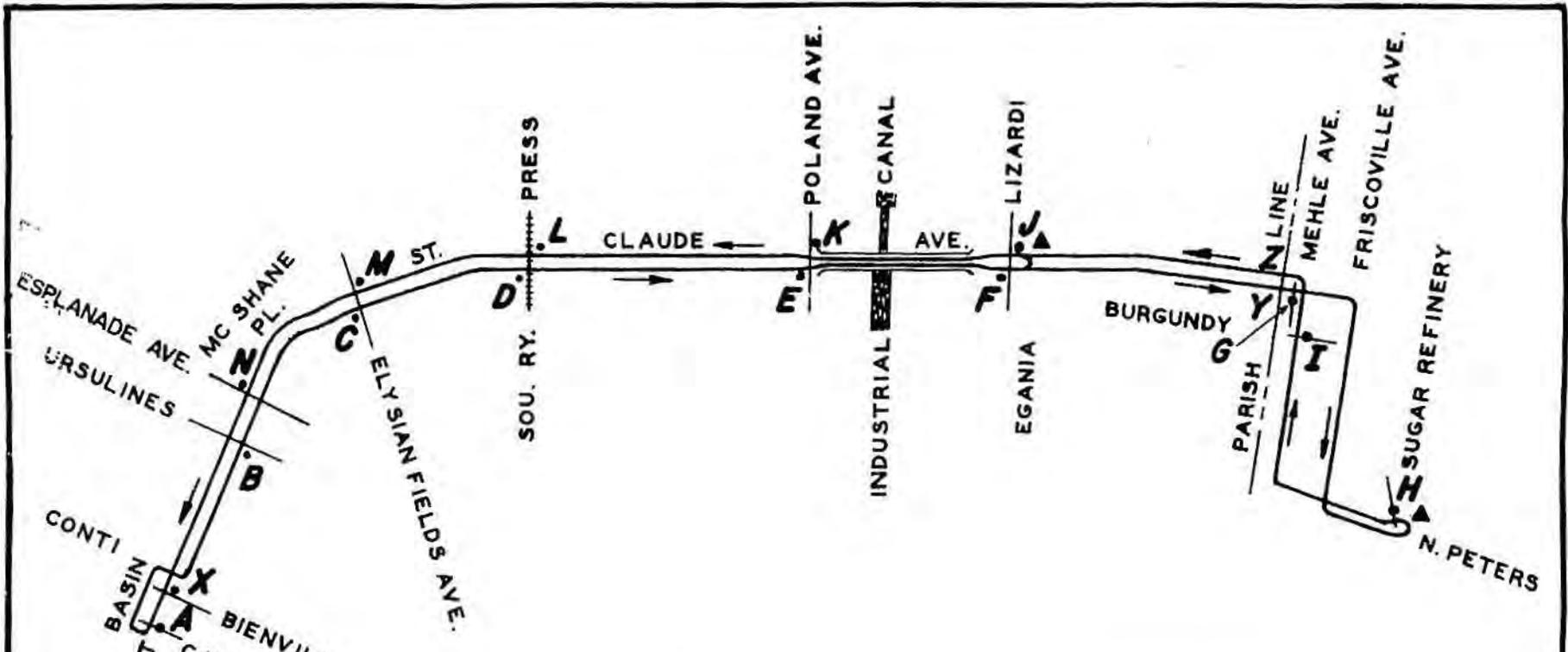
Outbound	A to O	=	4.406 Miles
Inbound	O to A	=	4.706 "
Round Trip	A to O to A	=	9.112 "
A - B = .963 Mi.		O - L = 1.475 Mi.	
B - C = .893 "		L - M = 1.245 "	
C - D = 1.223 "		M - N = 1.005 "	
D - O = 1.327 "		N - A = .981 "	

**New Orleans Public Service Inc.**  
 Transit - Schedule & Planning

**GALVEZ BUS LINE**

RELIEF POINT AT "X" INBOUND

▲ COMFORT STATION



**REFINERY LEG**

Outbound	A to H	= 5.860 Miles
Inbound	H to A	= 5.693 "
Round Trip	A to H to A	= 11.553 "

**LIZARDI LEG**

Outbound	A to J	= 3.798 Miles
Inbound	J to A	= 3.597 "
Round Trip	A to J to A	= 7.395 "

**ORLEANS PARISH**

A - Y	= 4.594 Mi.
Z - A	= 4.499 "
Total	9.093 "

A - B = .780 Mi.	H - I = .937 Mi.
B - C = .651 "	I - J = 1.159 "
C - D = .601 "	J - K = .707 "
D - E = .962 "	K - L = .936 "
E - F = .690 "	L - M = .590 "
F - G = .989 "	M - N = .487 "
G - H = 1.187 "	N - A = .877 "

A - B = .780 Mi.	J - K = .707 Mi.
B - C = .651 "	K - L = .936 "
C - D = .601 "	L - M = .590 "
D - E = .962 "	M - N = .487 "
E - F = .690 "	N - A = .877 "
F - J = .114 "	

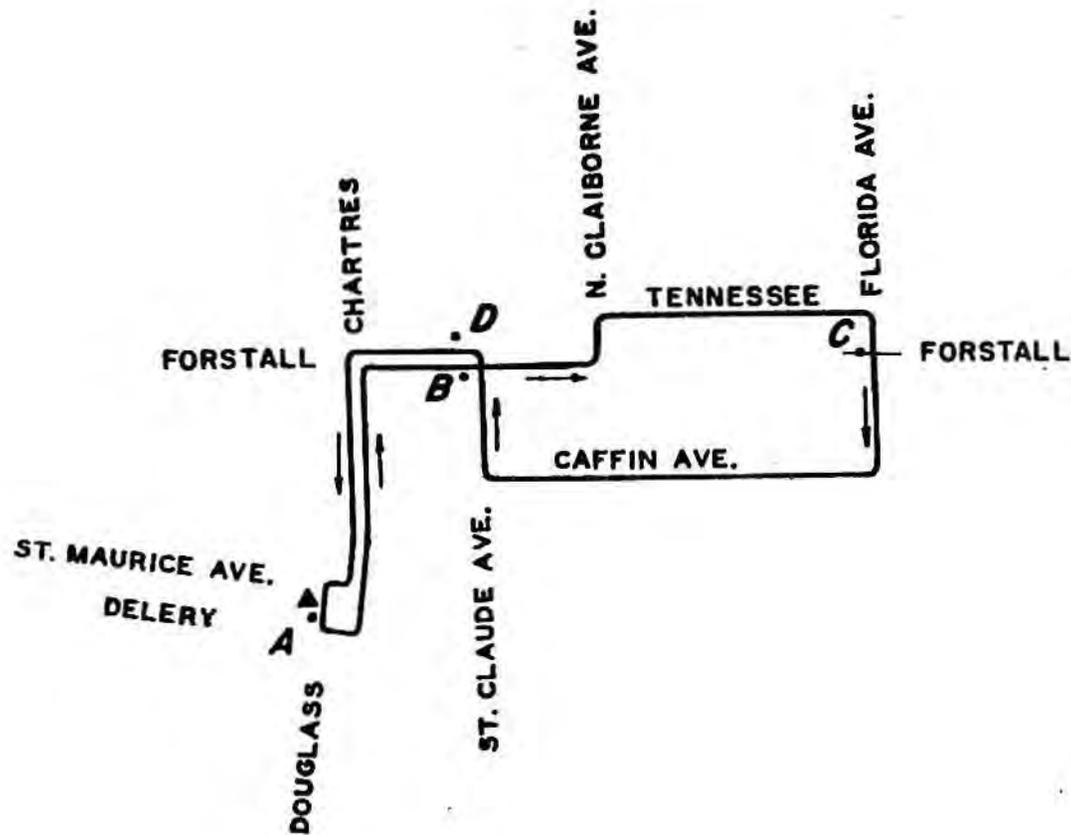
**ST. BERNARD PARISH**

Y - H	= 1.266 Mi.
H - Z	= 1.194 "
Total	2.460 "

N - X	= .755 Mi.
X - A	= .122 "

New Orleans Public Service Inc.  
 Transit - Schedule & Planning

**ST. CLAUDE BUS LINE**



Outbound A to C = 2,597 Miles  
 Inbound C to A = 3,049 "  
 Round Trip A to C to A = 5,646 "

A - B = 1,202 Miles      C - D = 1,867 Miles  
 B - C = 1,395 "      D - A = 1,182 "

New Orleans Public Service Inc.  
 Transit - Schedule & Planning

**BARRACKS BUS LINE**

RELIEF POINTS AT "B" & "D"

▲ COMFORT STATION

**EXHIBIT V**

**Holy Cross Neighborhood Association  
Mitigation Recommendations**



# THE HOLY CROSS SCHOOL

A COLLEGE PREPARATORY MIDDLE & HIGH SCHOOL FOR BOYS

Conducted by The Brothers of Holy Cross

OFFICE OF HEADMASTER



March 14, 1994

J. Ron Brinson  
President and Chief Executive Officer  
Port of New Orleans  
P.O. Box 60046  
New Orleans, La. 70160

Dear Mr. Brinson:

Enclosed please find a copy of a report prepared and approved by the Holy Cross Neighborhood Association. This report contains recommendations related to the mitigation of the impact of the proposed new lock construction project on the Industrial Canal.

As the chair of the subcommittee appointed by Vivienne Blair, President of our association, I can assure you that considerable time was spent over the past several months in the process which resulted in this report. Several draft copies were given close scrutiny and after a careful review by the Board of Directors a copy was sent to each member. The report was finally adopted at the regularly scheduled meeting on March 11, 1994.

After meeting with you and the members of your staff on November 8, 1993, I was reassured that the concerns of the Holy Cross Neighborhood Association would not fall on deaf ears. If there are any questions about this report, please direct them to either Vivienne Blair (945-5026) or to me (942 3169). We look forward to a response at your earliest convenience.

Sincerely,

*Brother Stephen Walsh, C.S.C.*  
Brother Stephen Walsh, C.S.C.



4950 DAUPHINE STREET, NEW ORLEANS, LOUISIANA 70117

TELEPHONE (504) 412-2100

To the Port of New Orleans  
From the Holy Cross Neighborhood Association

Recommendations Related to the Mitigation of the Impact  
of the Proposed New Lock Construction Project on the  
Industrial Canal

Submitted: March 14, 1994

**Introduction**

In the fall of 1993, the Board of Directors of the Holy Cross Neighborhood Association created a committee charged with the responsibility to present a formal set of recommendations to mitigate the impact of the proposed construction for a new lock on the Industrial Canal. *As approved by the membership during the regular meeting on March 10, 1994, the Board of Directors was further directed to formally submit these reflections and recommendations to the Port of New Orleans and US Corps of Army Engineers who are jointly responsible for this construction project.*

**Historical Background**

The Holy Cross Historic District is a neighborhood created by the Industrial Canal which was first opened in 1923. In fact, there are residents still living in the neighborhood who remember being displaced by the original construction project. Just as individual lives have been inextricably bound to the canal, so too it is clear that the future of our neighborhood is destined to be affected by the proposed Industrial Canal lock improvements.

On March 28, 1990, an explosive front page article titled "Waterway Project Targets 9th Ward" appeared in the *Times Picayune*. In part, it read:

The Army Corps of Engineers said Tuesday it has scrapped Violet as a site for a new inland waterway and is focusing on cutting a swath through New Orleans 9th Ward to make room for a new lock in the Industrial Canal.

The project...would force about 625 people in 200 homes in the Holy Cross Historic District to move, corps officials said. Ten businesses also would be displaced....

Talk of building a new waterway to replace the Industrial Canal Lock has been kicked around since 1956. The 34-year interlude has lulled many people into believing construction would never begin.

But [Col Richard V.] Gorski...and the managing director of the Port of New Orleans, David A. Wagner, all say the new cut is inevitable. "I'm convinced it's going to become a reality," Gorski said. "The only question is how long will it take. The answer is probably seven years to get it off the ground."

Since this premature and unfortunate announcement, the Holy Cross Neighborhood has visibly declined. It has suffered from neglect by the city; suffered from a lack of confidence in the general population evidenced by the lack of home purchases and a notable slackening of historical renovation in the area, and suffered from the relocation of long standing residents who saw the neglect and fled. This has contributed to the increase of both the number of abandoned houses and neighborhood blight.

Those who have stayed have suffered from a significant drop in property values. By late 1992, even after significant changes had been adopted in the plans removing all risk of dislocation of homes and businesses, Col. Michael Diffley, Army Corps of Engineers chief in New Orleans was quoted in the *Times Picayune* (November 21, 1992), "Picture trying to sell your house during eight years of construction."

To remedy this situation caused by the premature release of information as to the destruction of 200 dwellings, and to the interruption of city utilities and services, the Holy Cross Neighborhood Association respectfully recommend that consideration be given by US Army Corps of Engineers/Port of New Orleans in their mitigation plans for projects which will directly enhance the neighborhood thereby attracting new home owners and rebuild public confidence even as construction begins.

#### ***The Enhancement of the Neighborhood to Improve and Sustain Property Values***

From our "Blueprint for Neighborhood Enhancement" we submit the following projects for consideration:

All drainage ditches should be removed and replaced with subsurface drainage. Likewise the streets should be paved together with curbs and sidewalks installed.

Provision of funds to provide for adequate city personnel to be assigned to the neighborhoods affected by the canal construction. Specifically, there is a need for city inspectors to deal with abandoned housing, trash dumping, as well other health and safety issues.

Removal of all utility poles and placement of utility lines underground. While this would improve the appearance of the neighborhood, in practical terms it would facilitate the "infilling" of historical buildings from other parts of the city into the Holy Cross Historic District.

***Attracting New Home Owners and Retaining Existing Home Owners***  
 According to Patricia H. Gay, Executive Director of Preservation Resource Center of New Orleans, "The leading cause of unemployment, business closures and declining tax revenues for city services is population decline, especially decline of the middle class." (*Preservation in Print*, December, 1993, p. 4)

Residents of all income levels must be attracted by funding marketing campaigns that promote the livability of the neighborhood in general and specifically during the period of construction.

Working with the Preservation Resource Center, the neighborhood needs to consider mounting an aggressive campaign "Come Home" incentive program addressing the number of successful persons in the community who were raised in the neighborhood.

Addition of neighborhoods impacted by canal/bridge construction as a specific criterion for eligibility of existing HUD programs and the declaration of these neighborhoods as specific priority target areas for existing local, state and federal home improvement programs.

Presently, it is difficult to get insurance and mortgages for properties that cost less than \$50,000. It is also difficult for some elderly on fixed incomes to maintain their property to insurable standards. These realities impede neighborhood development and must be addressed to insure the rich diversity that has always been characteristic of the Holy Cross Historic District. In part, it calls for banks, lending institutions, and insurance companies to define policies which are sensitive. In part, it calls for broadening the eligibility criteria for certain federal programs administered locally.

In order to attract new home owners, we recommend the creation of an incentive program to encourage teachers, policemen, firemen, and city workers and employees of non profit corporations to purchase homes and to initiate renovation projects.

Residents in the immediate vicinity of the existing St. Claude Bridge who wish to move or sell during the construction process should receive assistance in relocating temporarily or permanently.

***Sustaining Existing Small Businesses and Encouraging New Investment***

"Attracting homeowners of all income levels...paving of streets and providing increased police protection will stimulate business and other economic development..." according to Patricia H. Gay,

Executive Director of Preservation Resource Center (op.cit., p.4) Small businesses on St. Claude Street will be particularly affected by the loss of traffic when the bridge is closed. It is this traffic which creates the threshold market necessary to survival.

Moreover, the general appearance of St. Claude Street defines the first impression of the neighborhood by new homeowners and prospective parents considering Holy Cross School. Encouraging economic development and the location of various public service agencies along this corridor would enhance the entire neighborhood.

We recommend that consideration be given for creating a "*reduced tax zone*" in which city sales and property taxes are reduced and/or subsidized by mitigation funds. A program of reduced property taxes might serve as an incentive to encourage new business development and relieve the burden for existing businesses. A modest reduction in the sales tax could help maintain the loyalty of old customers and attract new business.

#### *Historical Identity As a Property Value*

Because of the erosion of historical district renovation guidelines caused by the recurring exceptions made by city officials, there needs to be improvements made to enhance the historical identity of the neighborhood:

Provision of mitigation funds to insure adequate funding of the Historic District Landmarks Commission will insure a strong advocacy group which will benefit all residents in the neighborhoods potentially affected by canal construction.

Inclusion of representation of the Preservation Resource Center of New Orleans as well as the Historic District Landmarks Commission in whatever plan is implemented for the administration of mitigation funds.

Installation of street signs appropriate to an historical district for all streets including "Holy Cross Historical District" together with the street name.

Installation of improved street lighting appropriate to an historical district and done with subsurface wiring.

Provision of funds for the placement of historical signs on St. Claude Avenue at the beginning and end of the Holy Cross Historic District and on all homes listed in the National Historic Register.

Creation of a trolley car line from the Central Business District all way along St. Claude to Jackson Barracks and

the Chalmette National Battlefield for the purpose of accelerating revitalization.

### ***Enhancement of the Levee as a Neighborhood Asset***

Bounded to the west by the levee and the canal and to the south by the levee and the river, there is a new awareness that this is an attractive asset which we sometimes take for granted. The Holy Cross Neighborhood Association is committed to taking initiatives that would make this a more vital part of our community.

The formulation of a long range plan for the riverfront in the Holy Cross Neighborhood from the canal east to the parish line be conducted immediately to be facilitated by the Port of New Orleans including the neighborhood residents and appropriate local agencies.

The levee in the Holy Cross Neighborhood be declared part of the Jean Lafitte National Park System and given a permanent fully-staffed ranger station.

Construction of a jogging path and bicycle path along the levee with direct input and participation by the neighbors in both its design, implementation, and evaluation.

Install lighting near the river for security and protection so that the levee may also be used for recreation. Place trash receptacles and benches with a guaranteed permanent maintenance program.

Within our "Blueprint for Transportation," we remark upon the use of water taxis, river ferries, and the consideration of regular tour boat docking in order to visit the historical sites including Jackson Barracks in our neighborhood.

### ***Neighborhood Security***

A safe and secure neighborhood is the first priority consistently expressed by the members of the Holy Cross Neighborhood Association. It is of considerable concern to the residents that a situation which is already aggravated will only further deteriorate during the period of canal construction.

The Industrial Canal is both a real and psychological barrier which isolates the Lower 9th Ward and the Holy Cross Historic District neighborhood from ready and easy access to city services. In real terms, there is no health clinic to provide even emergency care nor is there any stationary ambulance service.

The neighborhood presently lies within the jurisdiction of the Fifth District Police Command whose boundaries stretch from Gentilly to the river and from Esplanade on the west to the St. Bernard Parish line on the east. The headquarters located west of the canal, receive from seven to ten thousand calls per month requesting assistance or police presence. In the fall of 1993, it was widely reported that the Fifth District Police Command had only four police cars that were operational.

With the flight of residents from the neighborhood and the increase of abandoned houses in last two or three years, long time residents have become aware of an increasingly visible drug problem in the Holy Cross Historic District.

In order to maintain a safe and secure neighborhood for the residents as well as attract new home owners, and restore public confidence in the area:

In the light of the present demands on the 5th District and given the long duration of the canal construction we believe that a strong case can be made to create a *new 9th District Police Command in the 9th Ward*. We strongly believe that the so called NOPD substation on Claiborne and Caffin should be replaced by this new police command as had been earlier projected to be built by the city.

It should be noted that the substation has never been fully equipped as a police command communication post. A police command with adequate vehicles and equipment dedicated solely to responding to the needs of citizens residing in the construction-impacted area would alleviate the anxiety about security in the future. Finally, we strongly recommend that during the entire period of construction, funds be provided by the mitigation plan to fully staff this police command with members of the NOPD on a twenty-four basis.

We believe that the use of *helicopters* should be incorporated into security planning to enhance police surveillance and to increase mobility of the police. Further, helicopters might also be available for medical evacuation.

We expect the Army Corps of Engineers and the Port of New Orleans to assume leadership in the definition and implementation of *clearly defined emergency procedures* which anticipate problems. We further expect that such plans would not only insure the continuation and enhancement of existing city of New Orleans support systems but that plans would be made for establishing formal cooperation between Orleans and St. Bernard police services and emergency support systems to the benefit of the entire Lower 9th Ward.

We expect the Army Corps of Engineers and the Port of New Orleans to assume leadership in the definition and implementation of emergency evacuation procedures both in terms of evacuation routes and emergency shelters for all the neighborhoods east of the canal during the period of construction. Our concern for clearly defined procedures primarily anticipates a natural disaster. However, those of us living on the river and in the vicinity of the canal are not entirely naive about the volatile nature of some of the cargoes which pass by our homes in barges and vessels.

Finally, attention is drawn to other sections of this report which focus on transportation and on education. In this regard we underscore the concern for *safety related to transporting students* to the various public schools (McDonough 19, Lawless Senior High School, Hardin School Edison School, and Lawless Elementary) together with St. David's Parochial School, Ephesus Academy and Holy Cross Middle School and High School. Furthermore, many secondary school students leave the neighborhood to attend schools located west of the Industrial Canal.

**Transportation**

Transportation to the CBD, uptown, and expressways will be severely affected with the widening of the canal and the proposed two year closure of the St. Claude Street Bridge.

In addressing this issue the Holy Cross Neighborhood Association brainstormed in an effort to create as many options as possible. Using this creative "no-holds-barred" approach produced a variety of ideas.

A comprehensive RTA transportation plan with smaller buses, shuttles, and "jitneys" providing frequent and additional routes to and from mainline buses on Claiborne, Florida, Galvez, Caffin, Forstall, Jourdan and Delery. Free or highly subsidized fares with transfers available.

Trolley Car to Jackson Barracks and Chalmette National Battlefield.

Consideration of rerouting the railroad spur which comes down the middle of St. Claude Street.

Possibility of temporary bridge paralleling the riverside of the St. Claude bridge.

An up and down river ferry from Holy Cross to Carrollton with stops at Bywater, Marigny, CBD, Jackson, Napoleon and Carrollton. There should be a mechanism, perhaps passes only during peak hours or subsidized fares to insure residents of the affected areas are guaranteed places. This

would be a benefit to school children who travel far uptown daily as commuters in the work force.

Water taxis: swift, flexible vessels which would operate on the same principle as the ferry except they run more frequently. Free or subsidized fares with transfers available.

#### ***Automobile Transportation***

A comprehensive plan preparing streets and main arteries for altered traffic patterns. This should include wide neighborhood consultation to identify those detour routes which neighbors actually use in times of temporary emergency often ignoring or bypassing the "official" detours.

Provision for frequent and continuous preventative maintenance and repair of all heavily traveled streets

Provision for maintenance/gas subsidies in the form of coupons because of delays and wear and tear. An alternative would be the creation of an incentive program to use public transportation, to car pool, or to use a park and ride option.

Provision of resources to adequately staff police for permanent traffic patrol during prime drive time.

Provision of alternate lanes to facilitate the flow of traffic uptown and to CBD in the morning and return flow in the evening.

***Holy Cross Middle School and High School Transportation Program***  
 Holy Cross School was founded in 1879 and remains today as the largest free enterprise employer and business in the neighborhood. To sustain its enrollment, the school has for nearly twenty years maintained a fleet of more than twenty buses which transport approximately 500 students a day from Metarie to Mandeville and from uptown to Terrytown. Excessive delays which cause additional travel time, interrupt attendance, or unduly extend the school day will only erode the confidence of families and contribute to their reluctance to consider Holy Cross School as a viable option for young men between the 4th and 12th grades. Therefore, planning must insure that Holy Cross is not adversely affected. Likewise, the rerouting of these buses onto already narrow and crowded neighborhood streets has the potential of aggravating the neighbors. Provision must be made preparing adequate corridors for a fleet of twenty buses who enter and leave the neighborhood all at approximately the same time.

### ***Health, Safety and Welfare***

The health, safety and welfare of our residents--particularly our children and our elderly--must be insured despite the disruptions anticipated by the widening of the canal and the replacement of the St. Claude bridge.

Some options for mitigating disruptions are:

Policies and procedures which provide for readily accessible *medical evacuation*, including helicopters and paramedics for emergencies. This may also be the opportunity to develop a formal cooperative arrangement with the various military installations in the immediate area of the construction to benefit the community health services.

Formal arrangements with St. Bernard Parish hospitals for treatment of our residents.

Establishment or enhancement of a *full-service clinic* east of the Industrial Canal. The clinic should include the following minimum services: a full laboratory, x-ray capacity, geriatric and family practices for these specific populations including case management, home health/homemaker services, family planning, counseling, screening and preventive health services, a subsidized pharmacy program, health career program for teens, an interface program with Lawless and Caffin clinics, twenty-four hour security and transportation when referral is necessary.

The clinic would accept all health insurance and would treat the uninsured. Any difference between the cost of service and ability to pay because of under-insurance or lack of insurance would be paid by the mitigation plan. Funds for special services would also be covered by mitigation funds.

The Tulane School of Public Health and neighborhood are in the process of establishing a partnership to improve health and health related projects in the neighborhood. This emerging partnership could be enhanced by the participation of the Port of New Orleans and Army Corps of Engineers.

The enhancement of New Orleans *fire fighting* equipment and personnel assigned permanently below the canal. Formal arrangements with St. Bernard Parish, military and commercial facilities should be strengthened or implemented.

The creation and dissemination of a viable emergency evacuation plan by Corps of Engineers, the Port of New Orleans, FEMA, and the city. It is expected that this process would solicit wide community participation.

### Enhancement of Neighborhood Welfare

There should be integrated community services for elderly and families which complement the health services planning.

This would include transportation, home help, respite care, expanded "meals on wheels," consumer advocacy and education, entitlement assistance, adult day care all of which would directly service our senior residents.

Services for families would include family life education, case management, goal setting, employment and training assistance. A neighborhood center/settlement house which would provide substantive programs for teenagers and young mothers.

Of particular note are existing plans and efforts to create a playground within the Holy Cross Historic District. We are particularly encouraged that The Port of New Orleans has demonstrated a generous and willing spirit in presenting alternative sites for consideration.

### Education and the Schools

There are no public schools located in the Holy Cross Historical District. However, the Holy Cross Neighborhood Association recognizes the fact the quality of public education "below the bridge" has a profound impact on everyone who lives and does business in the area.

There are serious problems associated with the construction phase of the canal project that must be addressed by the mitigation plan and of utmost importance is student health and safety in the event of a catastrophic emergency as well as the daily personal emergencies experienced in each school setting.

We recommend that each school in the area--both public and private--be funded through mitigation funds to hire a full time school nurse.

The curriculum in each school will be likewise impacted by canal construction and bridge closure in that students will be cut off from ready access to the nearest public library. General and much needed enrichment activities such as field trips, speakers, and cultural events will be difficult if not impossible to schedule since these activities require exact arrival and departure times. Consulting and support from the central office will be curtailed. For the schools without air conditioning the noise level during construction will seriously impact instruction.

Given the serious problems that will negatively impact learning, it must be noted that the students enrolled in the public schools located below the bridge are already rated among the lowest

achieving in the city. This is even more alarming when one considers that these schools are not public housing project schools.

Data to be included is currently being gathered for us by a member of the school board.

Name	Percentage of students scoring above 50th percentile on 1992 Calif Achievement Test	
	Reading	Math
Hardin	28.7	31.6
Edison	30.3	33.1
Lawless	19.2	18.7
McDonough 19	21.0	21.5
System Wide Range Elementary	11.7/87.1	14.9/91.8
Lawless Middle	15.7	11.1
System Wide Middle School	5.9/92.5	7.8/93.5
Lawless Senior	17.5	16.9
System Wide Range High School	2.5/99	4.6/98.6

Admittedly, there are plans to build a new school, Martin Luther King, Jr. School, which will incorporate a public library. However, the citizens can not wait for the completion of this one school which may be delayed, as the sole answer to improving educational conditions in the Lower Ninth Ward.

We recommend that funds be designated for a full time librarian in each school with a generous budget for new library acquisitions.

We recommend that each school receive funds for cultural enrichment activities and for hiring consultants as needed.

Schools should receive funds to air condition all instructional space in the school.

Without dramatic and immediate attention to the educational issues we have defined, then other mitigation efforts will be seriously compromised. Strong schools are characteristic of strong neighborhoods.

### **Conclusion**

We submit to the US Army Corps of Engineers and the Port of New Orleans that the public schools in this area have been neglected by the public school system in the same way that the area has been neglected by the city. Just as public confidence in the neighborhood has been eroded by the uncertainty surrounding this project, we believe that same ambiguity has adversely affected the confidence of public officials in the long term stability and future of our neighborhood.

We contend that since the March, 1990, announcement and despite changes in the plans we have already been adversely affected. For us reflection upon the proposed mitigation plan is not an hypothetical exercise. We have already experienced a loss of vitality and are anxious to get on with the project and see this as an opportunity to reinvigorate and renew our neighborhood.

Addendum: From the Director, Patricia H. Gay, Preservation in Print, December, 1993, p.4.

(This report was prepared by a subcommittee appointed by the President of the Holy Cross Neighborhood Association and chaired by Brother Stephen Walsh, C.S.C., Headmaster, Holy Cross School. The report underwent the close scrutiny of four drafts. A copy of the report was sent to each member of the Holy Cross Neighborhood Association prior to the regularly scheduled March 11, 1994 meeting of the Association. At that time it was approved to be submitted to the Port of New Orleans.)

# From the DIRECTOR

Patricia H. Gay, Executive Director  
Preservation Resource Center of New Orleans

## Campaign Issues

The following is a partial summary of campaign issues as developed in meetings of the PRC Legislative Review Committee, chaired by Willard Henson, and the PRC Preservation Council, chaired by Diane Hammon. PRC members are requested to ask mayoral and councilmanic candidates questions regarding these issues at every opportunity.

### Crime

Public safety is absolutely essential. Adequate police protection must be provided to all citizens.

### Vacant and Blighted Historic Properties

Vacant and blighted historic buildings that are not in danger of collapse should be protected and offered for sale to purchasers regardless of income who would renovate and occupy the properties.

Destroying properties because of crime does not solve the crime problem. Funding must be allocated for boarding up such properties and efficient and effective procedures established for accomplishing the sale and renovation of the properties.

Problems that impede the expropriation and tax adjudication process must be aggressively addressed. The expropriation process must be streamlined. The lengthy process currently discourages buyers.

An incentive must be developed for the purchase and renovation of blighted properties.

The Community Improvement Agency must be adequately funded to implement the expropriation process. Funding must be allocated for marketing properties on the Community Improvement Agency Blighted Property List. Funding for appraisals should be allocated at no cost to low-income persons interested in purchasing properties on the Blighted Property List.

When funds from any source are available to the city, blighted properties and historic neighborhood enhancements should be a priority over funding new development, by strengthening existing programs and creating new ones.

### Urban Middle Class

The leading cause of unemployment, business closures and declining tax

revenues for city services is population decline, especially decline of the middle class. Elected officials must articulate this problem and generate community awareness that New Orleans must increase its urban middle class in order to be a functional and dynamic city, for the benefit of all citizens but especially the urban poor.

Residents of all income levels must be attracted by funding marketing campaigns that promote the livability of New Orleans.

Residents must be retained and attracted through policies that respect neighborhood needs and amenities in all city departments.

Residents of all economic, social, and racial backgrounds must feel welcome in our city and in any neighborhood.

### Historic Preservation

Designation of historic districts and landmarks is the most effective tool immediately available for protecting historic neighborhoods and architecturally significant buildings, therefore adequate funding of the Vieux Carre Commission and the Historic District Landmarks Commission is essential.

The historic character of the city and its protection should be a priority of municipal government and a factor in all decisions.

The historic built environment of New Orleans defines the city; it has been declared the most unique in North America. Because it is the collection of buildings and the urban plan that make New Orleans special, and because historic preservation represents a commitment to the good of the community, elected officials must speak out for the protection of the historic built environment whenever necessary.

There should be a commitment to the preservation commissions to respect and uphold their decisions.

### New Zoning Ordinance

The new zoning ordinance must reflect the strong commitment to New Orleans neighborhoods and historic architecture and ambience as put forth in the City Master Plan.

### Appointments to Boards and Commissions

For government to function smoothly and efficiently and with the confidence of

all citizens it is essential to appoint the most qualified people possible to all boards and commissions, in a timely manner. Recommendations from professional groups should be sought whenever possible. Residents must be adequately represented on any board or commission that affects their neighborhood.

### Enforcement

A major and critical concern of citizens for several years has been failure to enforce the building and zoning codes, including the failure to enforce penalties. Success in revising and establishing legislation and ordinances that better serve needs of the city today are irrelevant if they are not enforced. Penalties should be devised to cover costs of effective enforcement citywide, so funding should not be an issue.

### Cultural Tourism Marketing and Development

At a time when millions of dollars will be spent marketing casino gambling in New Orleans, it is more critical than ever to strengthen marketing of the city as a cultural tourism destination, and marketing cultural attractions.

### Casino Gambling

Increased jobs and tax revenues from casino gambling must benefit the city in a meaningful way (for example, in Atlantic City after 15 years of increased jobs and tax revenues from casino gambling, there have been no significant improvements—the city suffers even more today from blight, homelessness and other problems). Specific efforts must be made to retain residents who benefit from employment through gambling and to attract new residents to our declining neighborhoods. Otherwise, blight and crime will continue to spread, negating any potential benefits from casino jobs and tax revenues.

### Vieux Carre

The Vieux Carre, a national treasure, is the heart of our city. Its authenticity, unique character and viability as a mixed-use historic neighborhood must be protected from increasing commercialism, and residential use should be encouraged and supported by all governmental authorities.

The 25-year ban on new hotels in the Vieux Carre must be maintained.

### Transportation Planning and Development

Peripheral parking must be developed for all casino gambling and the Vieux Carre.

Additional street car lines wherever they are placed will bring revitalization. Additional lines should be a major planning and development objective.

Extend riverfront street car up and down riverfront as much as possible.

The Canal streetcar must be a priority.

Limit size and speed of buses through historic neighborhoods.

Do not plan major traffic corridors through historic neighbors, such as the Warehouse District.

### Urban Planning and Design

New Orleans is possibly the best planned city in the United States, with all problems stemming from urban planning and development errors of recent decades. Efforts must be made to correct these errors through pro-active planning and design, and new proposals must be evaluated for their impact on the surviving aspects of the historic plan that has served the city so well.

The City Planning Department must be adequately funded as a priority, and must have security from year to year that needs will be met.

Additionally, since the appearance of the city is a factor in economic development and quality of life, adequate funding must be allocated to maintenance of parks, neutral grounds, sanitation, litter collection, and streets.

### Major Inner-City Trouble Spots

In certain areas of the city there is major decline, disinvestment, deterioration and demolition. Solutions can be undertaken that build on the remaining historic architecture, inner-city location and convenience, and diversity. Attracting homeowners of all income levels, attracting major investment for residential development of all income levels, design review, paving of streets and providing increased police protection will stimulate business and other economic development in these areas.

# Holy Cross School

A College Preparatory Middle School for Boys

OFFICE OF THE HEADMASTER

May 15, 1995

Lydia Z. Jemison  
Planning Officer  
Board of Commissioners of  
the Port of New Orleans  
P.O. Box 60046  
New Orleans, La. 70160



Dear Ms. Jemison,

I should like to take this opportunity to respond to the *New Lock and Connecting Channels Draft Evaluation Report Mitigation Plan (April 1995)* which you sent under a cover letter of April 28, 1995 announcing a meeting on May 2, for the purpose of discussing this report. While I did attend that meeting, I should like to take this opportunity to formally share some observations.

First of all, a general reaction to some of the response of "Corps" or "Dock Board" personnel. To suggest that those of us unfortunate enough to live in close proximity to the Inner Harbor Navigational Canal have a narrow view of this project and in our concern for own needs are failing to see the global good of the American economy misses the mark entirely. Students of elementary psychology are aware that "food" and shelter are at the top of Maslow's hierarchy of needs. To put it frankly, you are messing with our homes and an improved GNP isn't going to necessarily put bread on our table.

My primary suggestion then is that your report demonstrate a real sensitivity to the concerns of my neighbors some of whom summed up their feelings after our recent meeting with the comment, "We don't count."

At the meeting we were encouraged to recommend improvements to the draft under discussion. Here are a few suggestions:

**Put yourselves in our shoes.**

In our meetings you keep telling us we are neighbors and partners but no where do you tell our story. From my point of view, your report lacks a rhetorical style that is calculated to persuade. If you don't care about us, how can we believe that anyone in Vicksburg or Washington, D.C. will care about us? While we are not the primary audience for this report, there seems to be little awareness of us at all. No where is there conveyed a sense of advocacy for the affected neighborhoods.

No where in the body of your report do you articulate solutions in response to our needs. For instance, if you were to admit that our primary concern is neighborhood security as well as admit to

CONDUCTED BY THE BROTHERS OF HOLY CROSS

our perception of mediocre police protection (less than 130 policemen assigned to the Fifth District with a population of 110,000, one of largest in the city) and that we might be justified in our concern that this construction project might further erode an already aggravated situation you would go a long way towards ameliorating our attitude. After all, our police department has been the subject of national news coverage.

However, when your report lacks such detail and never alludes to any formal communication with the Police Department why should we believe that you understand our concerns? A temporary police substation which already exists at the Sanchez Center is not the issue. The issue is that it is neither adequately equipped nor properly staffed. Provision of cars and manpower during the construction period could win you considerably more support.

Another example would be to make provision in the new St. Claude Bridge for trolley car tracks since it is quite possible that this might be more easily done in the initial construction than later on. Couching the case in the eloquent terms articulated by Mark Cooper at the May 2 meeting makes good sense and further "connecting" it to the historic Jackson Barracks strengthens the argument in terms of the federal audience. Your provision for tracks would be one less hurdle for the neighborhoods to jump in making their case locally for the restoration of the street cars.

Those of us who know the neighborhood know that some of the streets defined as official "detour" routes have adjacent and parallel streets in very poor repair. These adjacent streets are bound to become detours to the detours and shortcuts and the already deteriorating streets will fall into further disrepair.

Finally, there is not enough substantive detail in the report to lead one to accept your conclusion that you have developed "a comprehensive plan...insuring that the communities adjacent to the project remain as complete, liveable neighborhoods during and after construction of the project." Nowhere in the body of the report is there a concise description of the neighborhoods affected by this project. Finally, why can't the goal be to insure that these neighborhoods are marginally better off at the end of the project?

Nearly half of the proposed budget is allocated for improvements to the adjacent levee or bridges or to removal of debris by barge. Undoubtedly, these measures will soften the impact of the project. Nevertheless, isn't this simply the cost of doing the job right and might you understand why some may find it self-serving on your part to include these as mitigation rather than construction costs?

Take recent changes into consideration.

Most notably, you should be aware that the Holy Cross Neighborhood is undergoing a remarkable mood shift: from

powerlessness to a sense of empowerment. This is reflected by the vitality of the Holy Cross CDC, the HCNA participation in Christmas in October, and the completion of a sophisticated land use study for HCNA by the College of Urban and Public Affairs at UNO. Specifically, you might reference the emphasis placed on business development of St. Claude in our UNO study in terms of supporting the concept of the business incubator.

In some measure, the "locks project" has brought us together and in "fighting against" the locks we learned how to "work together." And in working together we have found that some of the aspirations articulated in our initial formal response (Exhibit IV of this report) have already been realized. Buying into some of our new agenda in terms of the use of the levee will strengthen your case.

#### **Be more precise.**

The report is precise in terms of engineering issues, eg. noise and traffic, and this is reflected in the budgeted line items, eg. \$202,500 for floodwalls and \$514,200 for pedestrian shuttles. It lacks corresponding detail calculated to convince when it comes to our issues and this is reinforced when one notes that in the budget amounts are rounded off, eg. Housing Trust Fund \$1 million and Training Assistance at \$500,000. An example could be to recast the Housing Trust Fund by clarifying eligibility and disbursement of funds.

I am frankly surprised that you didn't do a better job of highlighting with a specific budget line item a project that will directly benefit the neighborhoods, Eg. III, 7, b (page 19)-- improvement of lighting and drainage four blocks each side of canal.

Where detail is provided, Eg. item II, 2, f (school crossing guards), the amount seems modest (only \$40,000 allocated over several years) given the number of schools in the area and the soon to be opened public elementary school on Caffin and Claiborne/Judge Perez.

More convincing would be a proposal which provided schedules which allocated these funds out over several years thereby providing concrete detail.

#### **Holy Cross School and Educational Opportunity**

I should like to apply the three principles I have articulated: putting yourself in our shoes, taking recent changes into consideration, and being more precise to a situation I know something about.

More specifically, I should like to respond to item II, 2, k found on page 12 of your report. It alludes to the possible impact of the bridge closure on Holy Cross School. As written it

is too vague and it did not escape my attention that there is no specific line item in the proposed budget to support these eventualities.

First, allow me to address the issue from the point of view of Holy Cross School which will be affected by the closure of the St. Claude Bridge. Allow me to make the following points:

1. The St. Claude Bridge is part of the mythology of Holy Cross School. Generations of Holy Cross men have used the excuse, "The bridge was up," to account for all sorts of lapses in their lives.

2. Holy Cross is a 117-year-old neighborhood and metropolitan school which draws its students from five civil parishes. In some measure this draw is due to the large number of students of legacy enrolled. Approximately ten (10) percent of the students are the fourth generation to enroll, another thirty (30) percent are the third generation and yet another forty (40) percent are the second generation to enroll. With nearly 9,000 alumni of record, Holy Cross can exercise considerable political clout should it chose to do so.

2. We have our own fleet of sixteen school buses which transport sixty (60) percent of our students. Adding fifteen or twenty minutes to an already hour long bus ride would discourage enrollment. Extending the school day would erode participation in after school athletics and extra curricular activities.

3. "Demonstrable losses of enrollment" in a school with grades 4 through 12 erodes income not just for the two years of bridge closure but could have a long term effect from four to six years.

4. Holy Cross is the major private enterprise and one of the largest employers in the neighborhood. A decreased enrollment means fewer jobs.

4. Twenty-five percent of our students come from the West Bank and another sixty (60) percent reside west of the canal. We need something imaginative like a cross river shuttle service (something like the Navy launch between the Navy Station and the Port of Embarkation) and a shuttle system from the Port of Embarkation to a temporary landing at Holy Cross. Our cross town buses could deposit students at a westside water shuttle stop and be ferried to the new Holy Cross landing.

Creating an imaginative solution like this would avoid the issue of possible "monetary compensation for demonstrable losses," and add to the sense of adventure of coming to Holy Cross: it might even increase enrollment. We'd might even change our bumper stickers from "It's worth the ride" to something like "only a boat ride away."

Additionally, there is the broader issue regarding of insuring

educational choice within the neighborhood:

1. There are students in the immediate area and certainly in St. Bernard Parish who have chosen to go other private girls' and boys' high schools throughout the city.
2. Additional time and distance caused by the closure of the bridge makes magnet schools less accessible and could limit educational opportunities for students residing east of the canal.

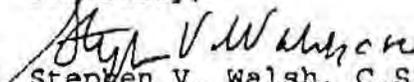
### Conclusion

The working draft of the Mitigation Plan seems to have been written by engineers for engineers. The verb "to mitigate" is derived from the Latin word for soft, *mitis*. In its present form your report is for hard hats. It lacks heart.

It should come as no surprise to learn that an integral part of the legacy of Holy Cross School is the conviction "that we will not educate the mind at the expense of the heart."

Finally, it should be clear that this is my own personal response and does not represent any official stance on the part of any other group.

Sincerely,

  
Stephen V. Walsh, C.S.C., Ph.D.  
Headmaster

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**EXHIBIT VI**

**Neighborhood Working Group  
Proposed Mitigation Plan**



## Proposed Project Mitigation Plan Inner-Harbor Navigation Canal Lock Replacement

### Introduction

Enclosed in the following pages is a proposed social mitigation plan for the IHNC Lock North of Claiborne Replacement alternative. This plan is the result of an intensive community participation program that brought together community leaders from the neighborhoods adjacent to the canal to address project issues that would impact the community. Their charge was to develop a plan that spoke to what was really needed to maintain the viability and create the opportunity for renewal in these important neighborhoods in conjunction with this major public works project.

The intent of this plan is to provide a framework for greater community discussion. The feasibility of this plan is contingent on its recognition by the communities concerned that it represents their needs and interests. The plan will therefore be refined through a public hearing process that will allow for comment and refinement based on community input.

Based on community input the North of Claiborne site was developed as the primary site for consideration for this project. This alternative's key feature is that it requires no residential displacement in order to construct the lock. This alternative also calls for a low-level St. Claude Bridge replacement, and float-in lock construction that minimizes noise disruption to adjacent neighborhoods.

This mitigation plan is designed to be an integral part of the project. Therefore the replacement of the IHNC Lock at the North of Claiborne site includes the implementation of the final mitigation plan.

### Evolution of the Community Planning Process

Recognizing that lock construction at the Industrial Canal site will have a significant impact on the surrounding community, both House and Senate Appropriations Committees, in their reports accompanying the 1991 Appropriations Bill, directed the Corps to establish a community involvement process to solicit community views and input on the project. After earlier efforts to bring the community leadership together proved problematic, the District Engineer established a neighborhood working group composed of representatives of the adjacent neighborhoods associations, business groups, local government representatives the Corps and local sponsor. The working group's function is to exchange information, solicit community views and advise the District Engineer on matters pertaining to the project.

Beginning in August 1991 and continuing through the remainder of the year, the Corps convened a series of meetings of the neighborhood working group to discuss the alternative construction plans that had been developed and to investigate the range of social mitigation requirements as a prelude to the development of a social mitigation plan. The working group discussed the potential for a mitigation plan that would include substantial, community-wide participation in infrastructure enhancement as a form of pre-project benefit for residual impacts which could not be directly mitigated. However, community opposition to the site alternatives presented precluded the development of a comprehensive community mitigation plan. Members of the working group asked the Corps why a location in the Industrial Canal North of Claiborne Avenue was not presented as an alternative construction site since it had the potential to significantly reduce project related impacts. The previous North of Claiborne design estimates showed lock construction at this location to be more costly and required a lengthy closure of the Industrial Canal to navigation. Community representatives felt that this alternative required further study since it might offer the least objectionable alternative. They also voiced objection to a mid-rise replacement bridge at St. Claude Avenue, asserting that only a project including a low-level St. Claude Avenue bridge could possibly gain community acceptance. As a result of these deliberations, the Corps agreed to further investigate the prospect of constructing a replacement lock north of Claiborne Avenue and a low-level replacement bridge at St. Claude Avenue.

The Corps undertook the design of the north of Claiborne option from January 1992 to June 1993. This new plan consist of a float-in lock design, a low-rise double bascule bridge at St. Claude Avenue and two bypass channels for navigation. Also during this design period the Corps determined that the social impacts associated with the previous construction alternative was not amenable to full direct mitigation and that even an extensive program of general mitigation would be insufficient to restore to the community a level of satisfaction and well-being that prevailed prior to construction. Therefore the previously considered option was judged to be un-implementable and no longer met National Economic Development (NED) criteria as a candidate plan. As a result, the North of Claiborne Avenue Plan represents the only plan with the potential for an implementable construction alternative for a replacement lock on the Industrial Canal. The construction plan that the Corps developed for the North of Claiborne Avenue site either eliminates or substantially reduces major project related impacts in the areas of displacement of people, construction-related noise and traffic congestion.

The outstanding component of the North of Claiborne option was to develop a comprehensive plan to identify and mitigate for a array of social and cultural impacts. This was the task the working group was asked to assist the Corps with. Meetings of the working group with this focus began in August 1993.

## Developing the North of Claiborne Avenue Site Mitigation Plan

The previously developed social mitigation plan did not address the North of Claiborne site. It also lacked any community input. It was determined at an early stage in this planning process that community input was essential to any consensus plan. The methodology employed to develop the plan was to conduct a series of meetings to develop issues and dissect the previously developed mitigation plan. Each section of the previous plan was discussed and a new set of criteria established in each of the categories. This six month process' goal was to develop a draft mitigation plan, addressing community concerns, that could be presented to the greater community for review and comment.

The result of this process has been a mitigation plan that is more sensitive to community concerns and deals with the issues the community considers important. The plan follows the same format as the previous plan to insure that all of the developed issues were addresses as well as the new issues.

The primary construction related mitigation measures as stated earlier in this document are:

1. No Residential Displacement - This option does not require that any residential structures be acquired for lock or bridge construction.
2. Reduced Construction Noise - Construction noise will be reduced by employing the following construction techniques:
  - A. Prefabricated float-in lock design.
  - B. Soil-founded design that reduces the magnitude of pile driving.
  - C. Noise suppression measures on-site.
  - D. Limited pile driving for the Claiborne Avenue bridge upgrade.
  - E. Reducing pile driving associated with replacement of St. Claude low-level bridge.
  - F. Contractors will have contractual obligation to insure that construction noise does not exceed specific, measurable levels at identifiable distances from the construction site.

3. Traffic Congestion - The potential for traffic congestion is minimized through the following features of the construction plan:
  - A. Minimize the duration of bridge closures during replacement by replacing the St. Claude bridge with a low-rise bridge and minimal time for reinforcing the Claiborne Avenue Bridge foundations.
  - B. Staging construction activity on the west side of the canal away from residential areas and assigning construction-related traffic to specific routes to minimize traffic congestion in adjacent communities.
  - C. Creating a commuter detour route along Florida Avenue corridor to minimize commuter traffic using streets in residential areas.
  - D. Implementation of a comprehensive traffic management plan that incorporates all traffic control measures to maintain to the maximum extent possible the current levels of service for public transportation, emergency service, school transportation, vehicles and pedestrians.

The scope of the social mitigation plan for the North of Claiborne Avenue option concentrates on the areas of concerns identified by the community. The format of the plan is similar to the previously developed plan in that it covers the same general topic areas. The major difference is that this plan was and is a product of community involvement and input. The plan elements are:

A. Social

1. Population

a. pre-construction

- direct mitigation towards those most impacted.
- take community development program to community in as many methods as possible to generate as much comment as possible.
- give residents as much notification as possible of construction.

b. during construction

- provide the opportunity for continued local input.
- restrict hours of truck hauling.
- store construction equipment in the industrial area on the west side of canal and not in residential areas.
- shorten the construction period without extending the work day for pile driving.

- construct low rise bridge at St. Claude and eliminate access loops to reduce displacement.
  - for safety, use barges to transport construction materials; restrict truck hauling to roadways used exclusively to construction traffic.
  - improve enforcement of speed limits on neighborhood streets.
  - c. post-construction
2. Community and Regional Growth
- a. pre-construction
  - b. during construction
    - channel Community Development Block Grants to lower ninth ward area (none currently).
    - same as mitigation for population.
  - c. post-construction
3. Community Cohesion
- a. pre-construction
    - perform an information dissemination program with the community (what is currently happening and what the impacts of construction will be) and allow feedback to occur.
    - create a library or location for studies, reports and other information about the lock with hours convenient to residents.
    - notify residents that information about the project is available.
    - community should have the opportunity to directly express their views in written and oral form.
    - involve as many people as possible in public meetings.
  - b. during construction
    - have neighborhood organizations invite Corps and Port to speak about the project at neighborhood organization meetings.
    - provide a community newsletter concerning construction of the lock.
    - hold periodic public workshops about the project.
    - establish a public information program which reports traffic situations everyday.
    - provide the community with access to learning resources that may be interrupted because of construction.
    - provide funding for a clearinghouse office at a centrally-located community center to assist in scheduling of neighborhood activities, to involve community groups in information programs, and to sponsor regular community functions.
    - offset disruption to community cohesion by creating pocket parks, open space areas and playgrounds for residents.
  - c. post-construction
4. Aesthetics
- a. pre-construction

- b. during construction
  - replace green space lost from along old lock with new green space along side of the new lock.
  - provide underground wiring where possible.
  - improve street lighting in the area.
  - encourage long range comprehensive planning for the area.
  - during replacement of flood protection levee, provide alternate access to batture.
  - construct parks, open space areas, and playgrounds in the neighborhoods to replace the visual amenities created by the removal of trees along current lock.
  - rebuild an earthen levee to continue access to the batture.
  - plant trees and shrubs along Caffin and Tupelo detour routes well in advance of the project to provide visual screening.
  - produce popular histories or other interpretive materials to disseminate historical information gained during Corps-sponsored archeological research in the right-of-way corridors.
- c. post-construction

## B. Physical

### 1. Housing

- a. pre-construction
  - construct new lock without residential displacement .
- b. during construction
  - seek funding for owner-occupied residential renovations.
  - establish a training program on how to maintain housing.
  - create a locally managed revolving housing trust fund .
  - assist in the development of a program to explain the designation of historic districts and landmarks, and the building requirements of historic districts.
  - provide assistance in obtaining financing for the purchase of owner-occupied housing.
- c. post-construction

### 2. Land Use

- a. pre-construction
- b. during construction
- c. post-construction

### 3. Public/Community Facilities and Services

- a. pre-construction
  - get corporate sponsorships for projects in the area.
- b. during construction
  - assist in the establishment of a centralized medical services facility on the east

side of the canal.

- contract for emergency transportation services for the east side of the canal during the construction period.
- minimize the impacts of project on the neighborhood drainage system.
- provide supervised playgrounds and help in the maintenance of playgrounds.
- maintain accessibility to all public services and facilities. Where necessary provide shuttle service from neighborhoods to community facilities and services for routes that span the IHNC.
- increase the number of police patrol vehicles on the east side of the IHNC during bridge closures. A temporary police substation should be set up on east side of IHNC. A federal grant or other funding source will be required.
- obtain cooperation from hospitals on east side of IHNC to accept indigent patients in emergency situations.
- provide express school bus service from a park and ride/drop off lots on east and west side of the IHNC to private, parochial and public schools on the other side of IHNC.
- modify 911 address-based directory of emergency services to compensate for bridge closures.

c. post-construction

- provide a park ranger station on the levee.
- modify the 911 address-based directory of emergency services to compensate for bridge completions.

4. Transportation

a. pre-construction

- resurface streets to be used as detour routes.
- open alternate traffic route along parish line prior to start of construction to provide through traffic time to adjust to new patterns.
- investigate the possibility of designing the St. Claude Bridge to be able to accommodate a streetcar rail line (the Federal Transit Administration has a program to expand existing rail lines, and the lock may be able to provide a portion of the local matching funds needed for extending the riverfront streetcar into the lower ninth ward).

b. during construction

- designate and strictly enforce truck routes.
- complete as much of the construction as possible off-site and barged into the canal.
- barge all construction related material to site; direct all truck traffic to corridors outside of residential area.
- add pedestrian crossings with markings and flashing lights on Caffin and Tupelo for safety.
- improve enforcement of speed limits.
- reroute transit vehicles in the study area to compensate for bridge closures.

- install radio-controlled bus activated signals to give detour buses green signal.
  - provide park and ride station on the east side of the canal to reduce traffic and related air and noise pollution.
  - provide school bus shuttle service during the project.
  - provide shuttle service within the neighborhoods during bridge construction.
  - minimize the duration of bridge closures.
  - keep at least two bridges open to vehicular traffic at a time.
  - direct traffic to road along parish line to keep through traffic off of Tupelo and Caffin.
  - install a traffic light near base of Florida Avenue Bridge to allow local traffic to enter Florida Avenue.
  - provide intersections which allow traffic from the neighborhood side-streets to enter the main roads.
  - establish a public information program which reports traffic situations everyday (like CCC construction).
  - provide traffic light synchronization or point control of lights by police.
  - create an incident management plan that will organize tow trucks.
  - improve street lighting along detour routes.
- c. post-construction
- resurface roadways damaged because of use as detour routes.
  - encourage the continuation of park and ride stations.
  - restore four-way stop signs on Caffin and Tupelo that were removed during construction.
  - resurface roadways used to access both Claiborne and Florida Avenue bridges from affected neighborhoods when construction is complete.
  - maintain pedestrian bridge crossing over IHNC in St. Claude corridor.

## 5. Noise

- a. pre-construction
- pile driving noise test program to minimize noise.
- b. during construction
- use construction methods to construct lock with a reduced number of piles.
  - use pile driving machines that reduce the level of noise.
  - shorten construction period without extending work day for pile driving.
  - investigate use of the impact bored cast-in-place method of pile operations.
  - if construction related noise cannot be controlled, soundproof homes within 75Ldn noise contours.
  - barge all construction materials.
  - restrict truck hauling to exclusive roadways.
  - restrict hours of truck hauling.
  - develop a public information campaign to educate residents regarding construction techniques that will be used to minimize noise levels.
  - schedule pile operations for the bridge during the summer to minimize noise impact on schools.

c. post-construction

C. Economic Impacts

1. Business and Industrial Activity

a. pre-construction

- develop a Ninth Ward Business Incubator to provide local businesses the opportunity to be involved in the construction of the lock.
- identify all possible funding sources for business development in the area.
- help stabilize current businesses.
- relocate displaced IHNC industries to other areas of IHNC or MRGO.
- relocate Coast Guard Station to another area of IHNC.

b. during construction

- provide advance notice of bridge closures.
- maintain a field office for the active project at the business incubator.
- monitor the effect of the project on Holy Cross School, with school being viewed as a business.
- provide opportunities to minority contractors (federal requirements for disadvantaged businesses).
- create a directory of local businesses .
- hire trucks from the lower ninth ward area for hauling dirt for the project.
- assist business incubator in the formation new locally run services instead of relying on services from outside of the area.
- provide advance notice of any lock closure.
- sponsor an advertising campaign for St. Claude/Claiborne Avenue businesses affected by change in traffic patterns.
- assist the Port of New Orleans in reestablishing industries on IHNC and MRGO.

c. post-construction

2. Employment

a. pre-construction

- stress the availability of job training programs in the information dissemination program.
- provide equal opportunity employment.
- publish a listing of jobs needed for construction of lock.
- train residents of the area in emergency medical services to provide the community during construction.
- establish a training program in the neighborhood for residents of the study area, to teach construction skills. Investigate federal funding to subsidize program.
- require contractors to give employment preferences to students who successfully complete the above training program.

b. during construction

- include language regarding hiring practices in construction specifications.

- mandate project contracts to hire people from the community as a part of the contracts.
- noise mitigation will lessen nuisance level for employees in area.
- see above job training program.
- assist industries in relocating so that employees can retain jobs without drastically changing their commuting patterns.

c. post-construction

3. Property Values

a. pre-construction

- assist the community in finding replacement land uses for neglected and vacant commercial properties.

b. during construction

- same as mitigation for housing.

c. post-construction

4. Tax Revenues

a. pre-construction

- tax losses will be mitigated indirectly by relocating most residents, jobs, businesses and industries within the study area.

b. during construction

- same as mitigation for business and industrial activity.

c. post-construction

**EXHIBIT VII**

**Times Picayune Editorial**



## Unlocking 9th Ward worry

**B**y opening an information office in a neighborhood worried about the impact of work planned for the Industrial Canal, the Port of New Orleans and the Army Corps of Engineers have made a substantial addition to the bridge they have built between government and the people it serves.

The office, recently opened in the Sanchez Center in the Lower 9th Ward, will serve as a clearinghouse for information about the proposed replacement of the canal lock. That proposal, which once included the displacement of more than 600 residents, sparked vehement opposition from a range of people; among them residents, preservationists and politicians.

The lock, the busiest in the nation, is also the sight of frequent towboat traffic tieups. The maritime industry, which has wanted to replace the lock for more than 30 years, had produced a plan for reaching that goal with little input from the community that would be affected.

Opponents of the \$500 million project feared the obvious loss of neighbors and property and the potential demolition of historic parts of the city. The Port and Corps decided in 1990 to "go back to square one," as Port President J. Ron Brinson said then, organizing a task force of community representatives and asking for direction on how next to proceed.

Though that process produced a plan acceptable to many, the concerns for the neighborhood persist and rumors still fester about the pending demolition of homes and dis-

placement of hundreds. Thus, the new office.

"There are people who still think those things will happen," said Patrick Gallway, director of planning and engineering for the Port. "The office is here because the community recommended it. This is another step in trying to get information out."

The Caffin Avenue office, financed by the Port and the Corps of Engineers, also will be a sounding board for those who still wish to influence the lock project, which is years away from startup.

What project organizers most want to know is how residents think traffic and neighborhood services will be affected by the lock work, Mr. Gallway said. With that information, he said, officials can prepare plans to mitigate those problems, plans that will be needed when the time comes to ask Congress for money to do the work.

"We want to hear from the community what those things are," Mr. Gallman said.

The office also will be the site of more public hearings and will provide brochures and, in the future, a video for those who still have questions about what will happen to their neighborhood, he said.

It's a valuable community service that goes beyond pure public relations. Port officials and the Corps of Engineers are not only constructing a good model for how to resolve conflict between people and progress, but a better model for how to reduce the chances that there will ever be conflict in the first place.



**EXHIBIT VIII**

**Key Issues**

**and**

**Times Picayune Article**



## ISSUES SURFACED AT THE MEETINGS ON THE PROPOSED MR-GO, NEW LOCK AND CONNECTING CHANNELS PROJECT MITIGATION PLAN

The following is a list of key issues surfaced at the public meetings held on January 3 and 10, 1995 on the proposed mitigation plan for the IHNC lock replacement project.

- o Concern over the extensive length of construction.
- o Local elected officials position is that improvements listed in the mitigation plan can be accomplished at local and state levels and are not dependent on the lock replacement proceeding.
- o Better coordination of daily bridge operations, not having all bridges in the area raised at one time.
- o Provide medical services in the Lower 9th Ward, concern that the lock replacement project may impede or prevent residents from receiving services.
- o Uncertainty of Federal funding.
- o The economic impact of the project disproportionately benefits the shipping industry while impacting the immediate community.
- o A lot of misinformation about the lock project has surfaced, including a petition that was referenced but not submitted.
- o Concern about the impact of the new Florida Avenue Bridge on the proposed lock replacement project and on the neighborhoods of the 9th Ward, including hurricane evacuation.
- o Traffic improvements appear to be slanted in favor of St. Bernard residents.
- o Resurface Tupelo Street and add more lighting.
- o Specify proposed job training programs.
- o Provide signs on bridges to indicate when bridge is in the up position.

- o Encourage the location of a bank to provide financial services to 9th Ward residents on the east side of the IHNC.
- o Provide information and target job training for businesses slated for relocation.
- o Specify plans for relocation of the Coast Guard Station.
- o Include pedestrian access to bridges, emphasizing increased safety and security for pedestrians.
- o Resurface Tupelo Street and add more lighting.
- o Specify proposed job training programs.
- o Provide signs on bridges to indicate when bridge is in the up position.
- o Encourage the location of a bank to provide financial services to 9th Ward residents on the east side of the IHNC.
- o Provide information and target job training for businesses slated for relocation.
- o Specify plans for relocation of the Coast Guard Station.
- o Include pedestrian access to bridges, emphasizing increased safety and security for pedestrians.

# Lock plan blasted

By COLEMAN WARNER  
Staff writer

About 200 9th Ward residents listened patiently Tuesday evening as executives from the Army Corps of Engineers and the Port of New Orleans told them that a massive lock replacement project on the Industrial Canal would result in millions of dollars for neighborhood improvements.

The residents then one by one denounced the plan.

"You are being asked to pay for a superhighway for the rich and the super rich to get richer," one resident told the crowd at the Jackson Barracks Military Museum, drawing rousing applause.

The gathering, much like a similar hearing in Bywater last week, shows that federal and port officials face a daunting challenge in trying to convince neighborhood residents that a \$500 million construction project long needed by shipping interests also is in their best interest.

Facing stormy neighborhood opposition, the Corps of

See LOCK, next page

CONTINUED . . .

## Lock: Residents rap plan

From B-1

Engineers years ago abandoned a construction plan that would have forced the removal of 200 households along the canal.

And in the latest phase of an effort to win neighborhood backing, the corps and port officials are discussing dozens of ideas on how to spend millions of dollars in "mitigation money."

The money could be used to improve parks and streets, give residents job training, upgrade aging houses and to improve police and firefighting services in the area, officials said.

Every effort would be made to funnel jobs created by the construction project to 9th Ward residents, officials said.

"These are things that are possible and should be looked at and will be looked at," said Pat Gallwey, planning director for the port.

Gallwey was joined at the meeting by Joe Dicharry, project manager for the corps. Dicharry emphasized that the lock project would use the latest construction technology to offset the impact

on the neighborhood. Major pieces of the new lock could be built off-site and floated into place, he said.

But neighborhood leaders rejected any discussion of what the government might do in return for a project that would bring extended bridge closures and could take 12 years to complete.

New Orleans City Councilwoman Ellen Hazeur-Distance, state Sen. Jon Johnson, D-New Orleans, and state Rep. Sherman Copelin, D-New Orleans, all said government planners should accept that 9th Ward residents want the project killed despite the promise of money for improvements.

"A lot of the things you're talking about, we're doing anyway," Hazeur-Distance said, noting that the city and neighborhood activists are making progress with plans to upgrade 9th Ward parks and to add a police substation east of the Industrial Canal. "I'm trying to understand, what is the benefit to the community. We don't own the ships that are going to be using that lock."

Some neighborhood represen-

*"I'm trying to understand what is the benefit to the community. We don't own the ships that are going to be using that lock."*

City Councilwoman  
**ELLEN HAZEUR-DISTANCE**

tatives said that even if a mitigation plan were created, they doubt Congress, now led by Republicans who want to cut spending, would back it up with money.

The Rev. Edmond Prevost, president of the Lower 9th Ward Initiative, said federal officials should go ahead and spend millions of dollars to ease poor living conditions in the 9th Ward.

"Take some of that money and help get the families back together," he said.