# Neighborhood Revitalization

# Crafting a Catalyst for Change

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# **Executive Summary**

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The Columbia University New Orleans Neighborhood Revitalization Studio was tasked with developing a feasibility study for a small business incubator on Oretha Castle Haley Boulevard (O.C. Haley Boulevard) in the Central City neighborhood of New Orleans. This project was developed for The Idea Village, a New Orleans-based non-profit focusing on entrepreneurial development. Our research has led to a proposal for The Dryades Center for the Building Trades (DCBT), a small business incubator and educational workforce-training program specializing in the construction and specialty building trades. This project is intended to influence the economic and physical revitalization of the Boulevard and the broader neighborhood of Central City.

Our overall project goal was to create a sustainable small business incubator model that will act as a catalyst for business development, job creation, and workforce training. A secondary objective was to create an exportable framework for urban neighborhood revitalization; particularly one that builds upon a belief that clusters of small businesses have potential for stimulating demand in (and for) inner-city areas or for transforming neighborhoods into "destinations."

In the short term, we envision that the DCBT will stimulate new investment and increasing Central City's vibrancy, while also promoting the education and training of New Orleanians in the building trades. In the long term, we see the DCBT as a catalyst for neighborhood's revitalization; as an attempt to create more equitable redevelopment in the city and to cultivate a sustainable workforce; and as a strategy for preserving the historical character of New Orleans.

This report is based on intensive site analyses, including interviews with a cross-section of New Orleans stakeholders, a synthesis of current demographic and industry data, and close attention to the City's most recent planning document, the Unified New Orleans Plan. We also conducted case studies of local and national incubators and a preliminary study of building trades practitioners and scholars in New Orleans. Additionally, we used the City of New Orleans Geographic Information System (GIS) Data Portal to assess properties along Oretha Castle Haley Boulevard. With this data we created a database that guided our incubator site selection.

Population and growth estimates for New Orleans are highly variable. We relied on population forecast data, which projects New Orleans to grow at an annual rate of 4.3 percent through to the year 2020. In other words, the current population of 230,000 is expected to reach 400,000 by the year 2020. With this growth comes an obvious demand for construction work and the building trades as the City continues to rebuild. The rebuilding process poses a clear opportunity to showcase and preserve the traditional building trades while helping to maintain the City's cherished architectural heritage. Moreover, the recovery of the construction industry creates an important opportunity for employment growth with living wage jobs. There has already been a 22-30 percent increase in construction work in New Orleans since the 2005 hurricane season. Nevertheless, there is an inadequate supply of building trade materials and businesses in Orleans Parish. Most people are forced to leave Orleans Parish to find construction related businesses, strengthening the argument for incubating construction-related businesses along O.C. Haley Boulevard and training an emerging workforce.

Over 35 percent of O.C. Haley Boulevard is either vacant or empty, with high rates of poverty and crime impeding the neighborhood's redevelopment efforts. However, in a post-Katrina landscape, O.C. Haley Boulevard's relatively high elevation, the area's high population return rate, and its proximity to the Central Business and Garden Districts have renewed the interest of both local actors and national organizations. In addition, Dr. Edward Blakely, Executive Director of Recovery Management, has recently named the Boulevard a renewal zone, further increasing the neighborhood's visibility in the City's rebuilding process. Finally, a number of civic-minded institutions along the corridor, including the Ashé Cultural Center and Café Reconcile, serve as anchors in this redevelopment process.

The DCBT will help meet the rebuilding and employment needs of the city but also help stimulate the development of other business sectors along the Boulevard. With a traditional incubator structure, the DCBT will provide shared office and workshop space for 5-10 businesses in the construction and specialty building trades industries while facilitating small business support and mentorship. A retail component will provide a face for the incubated businesses and connect them to the corridor and the surrounding neighborhood. The educational component will provide vocational training in the specialty building trades and contribute to the cultivation of a young, skilled workforce. The educational workshop will reinforce entrepreneurship in the building trades, while increasing individual skill sets and destignatizing manual labor. We think it is important at this early stage to begin considering programs and strategies that can assist incubated businesses transfer into their own spaces along O.C. Haley Boulevard once they graduate in 3-5 years, further linking the incubator to the physical revitalization of the corridor.

Because we want the incubator to play a pivotal role in the revitalization of O.C. Haley Boulevard and Central City more broadly, we have recommended three sites for the installation of the incubator. These sites were selected based on location, size, and ownership status, with an estimated need for a minimum of 15,000 sq. ft. of functional space in a location that will increase pedestrian accessibility and business activity. We also would encourage existing businesses to become more involved with the Oretha Castle Haley Business and Merchants Association and the Main Street Project to improve the physical character of the street and to preserve open space, both of which will contribute to sustaining a healthy business climate.

In order to generate estimates for financing the project, we have collected information from IRS 990 forms of similar non-profits from the area and incubators from around the country for both start-up and operation costs. Through this analysis we selected a hybrid financing approach with funding from government grants, rent, fee for service, and foundation grants. Start-up costs were estimated to range from \$2 million to \$2.4 million, including renovation and acquisition costs. Based on the needs of 5-10 small businesses it is estimated that the annual operating budget will require \$750,000 to cover shortfalls. This financing arrangement falls within range of other comparative non-profits.

As a studio, we considered the impact of a neighborhood revitalization project in the context of the broader post-Katrina efforts in New Orleans. The challenge facing redevelopment in the City is to avoid patterns that concentrate poverty, perpetuate racial disparities, and obstruct access to employment opportunity. Important in this project is the incorporation of community voice, with the hope that the Dryades Center for the Building Trades will become an active member of the Central City community, reinforcing its full potential as a promoter of equitable development along O.C. Haley Boulevard.

# Introduction

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Columbia University's Neighborhood Revitalization Studio ("the Studio") was tasked with developing a bold commercial revitalization plan for Oretha Castle Haley Boulevard (O.C. Haley Boulevard) in Central City, New Orleans. Hoping to address urgent needs and create long-term potential, the Studio sought a creative solution that would engage the community voice, leverage existing neighborhood assets, and contribute to the overall redevelopment of New Orleans.

The Idea Village, a New Orleans-based non-profit dedicated to supporting small business development, engaged the Studio in creating a catalyst for revitalizing O. C. Haley Boulevard. The corridor is historically significant to the City and is conveniently situated west of the Central Business District and north of the Garden District. The Idea Village identified the corridor based on its potential, and encouraged the Studio to explore ways in which a small business incubator could impel revitalization, help improve local conditions more broadly, and serve as a model for revitalizing other disinvested inner-city neighborhoods.

Dr. Edward Blakely, Executive Director of Recovery Management for the City of New Orleans, announced on March 27, 2007 the first 17 targeted recovery zones that will spur redevelopment and accelerate the recovery in the City. Identified as "rebuild", "redevelop" and "renew" zones, they will be built around public assets in key business corridors in an effort to generate further private investment from developers. O.C. Haley Boulevard is one of the "renew" areas, indicating that specific projects require relatively modest public intervention in order to supplement work already underway by the private and non-profit sector.

Given Dr. Blakely's vision, and the Studio's demographic, industry, and cultural analysis, we propose establishing a building trades incubator on the corridor. This vision is substantiated by the City's clear and present demand for building contractors and skilled laborers who can support the rebuilding process, coupled with the need for employment and workforce training and an expanded entrepreneurial class. This report will provide population and industry trends and projections that corroborate the vision for a building trades incubator on O.C. Haley Boulevard with the City's complimentary perspective on building change, and will posit an overall vision for revitalization & economic development.

The purpose of this report is as follows: to clearly delineate the Studio's vision for corridor revitalization; to explore and recognize the feasibility of creating a building trades incubator; to describe the various dimensions of the business incubator we propose; to highlight potential neighborhood and citywide opportunities associated with the incubator; and to present potential limitations and issues in need of further investigation.

# Methodology

corridor.

In constructing the incubator proposal, the Studio used six main approaches: site visit, interviews, demographic data collection and analysis, industry data collection and analysis, case study research,

and archival data and analysis of relevant planning documents.

First, the members of the Studio took part in a five-day visit to New Orleans, during which time we made several site analyses along the length of O.C. Haley Boulevard and the surrounding neighborhood. We also considered Central City in the context of New Orleans, examining connectivity from surrounding neighborhoods and nearby thoroughfares. Analysis of the site continued throughout the project, with off-site study of land ownership status, historic status, adjudicated and blighted structures, existing business mix, and ongoing developments along the

Second, the Studio conducted a series of both face-to-face and phone interviews. While in New Orleans, members of the Studio met with existing community leaders from Ashe Cultural Center, the O.C. Haley Merchants and Business Association, and representatives of the O.C. Haley Boulevard Main Street Project; Central City locals; regional planning specialists; local architects; researchers from the University of New Orleans; and the Chief of Recovery Efforts, Dr. Ed Blakely. We conducted additional interviews with workshop managers, data collection specialists, and architecture students from Columbia University's architecture program.

Third, we collected demographic data for the Central City neighborhood, District 2, Orleans Parish, and the metro area. While we sought to make our research as thorough as possible, we acknowledge the limitations of working within the uncertainties post-Katrina demographics. Thus, while population, income, and race composition data are by no means exact, we have attempted to identify the most up-to-date, reliable projections from organizations currently working in the area. For data comparison over time, we looked to the U.S. Census, as well as the American Community Survey.

Fourth, in narrowing down industries for incubation, we looked at statistics and trends from both private data collection firms—Dun and Bradstreet, ESRI, InfoUSA—as well as public sources such as the U.S. Bureau of Labor Statistics. As with demographic data, industry data in New Orleans is widely acknowledged to be in a state of uncertainty. Thus, we attempted to supplement our industry research with anecdotal evidence from Yellow Page listings of construction and trades firms, as well as online job listings.

Fifth, the Studio gained familiarity with the nature and scope of business incubation at the national level by doing case study research guided by the National Business Incubation Association database and related news and internet searches. We also examined examples of incubation in the New Orleans area, guided by a recent study conducted by Kate Howard. Howard (2007) explored the utility of small business incubators as a development strategy for New Orleans.

In crafting the programmatic mix of the proposal, we looked at both local and international examples of building trades education programs, especially those of the Falmouth Heritage Renewal program in Falmouth, Jamaica, the Booker T. Washington School in New Orleans, and supporting

programs and information offered by the World Monuments Fund, the Preservation Trades Network, and the New Orleans Craft Guild. As a whole, the Studio has been committed to learning as much as possible about the culture of the trades in New Orleans, and, more broadly, the City's cultural networks. To that end, we have continuously reached out for more information from industry leaders, scholars, and members of the trades network around the country.

Finally, we referenced post-Katrina planning documents drafted during the New Orleans rebuilding process, including the Bring Back New Orleans Plan, the Lambert Plan, and especially the Unified New Orleans Plan (UNOP), which, at the time of writing was under consideration for implementation by the Office of the Mayor of New Orleans. UNOP highlights the need for business incubation in New Orleans. Accordingly, we have tried to incorporate the plan's theoretical concept into our proposal for the Dryades Center for the Building Trades (DCBT).

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# **Project Goals**

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The primary goal of this project proposal is to create a small business incubator model that will influence investment along a central but underutilized commercial boulevard. The framework for the Central City incubator is malleable and therefore exportable to other neighborhoods in need of revitalization. The aim of the DCBT is to build the capacity of the traditional building trades in New Orleans while engaging the youth of Central City. However, the broader objective is to stimulate the commercial revitalization and reinvestment along O.C. Haley Boulevard. To this end, the model emphasizes using existing human, natural, and institutional resources and encourages intra-agency collaboration across the city to ensure sustainability and promote cohesive local economic development.

In the short run, the DCBT will stimulate investment by bringing new small businesses into Central City for incubation. The incubator will also meet the pressing need for housing construction in post-Katrina New Orleans, while creating new jobs and business activities for Central City. The project will reach out to the local youth of New Orleans and provide educational programs to help young adults pursue well-paid careers in the building trades. A successful incubator will also improve the vibrancy of Central City by increasing foot traffic along the corridor, contributing to the physical rebuilding and beautification of O.C. Haley Boulevard and improving the streetscape. These efforts will be coordinated with the Main Street Project, a five-year initiative of the National Trust for Historic Preservation, which recently awarded a grant dedicated to revitalization work on the Boulevard. Improved vibrancy in Central City will have important implications on the safety in area and promote a viable business climate necessary for new investment.

The incubator will contribute to the long-term economic growth and stability of Central City by supporting a sustainable industry indigenous to the area. The project will stimulate investment in the development of Central City's human capital by cultivating a long -term workforce in the traditional building trades. This development is critical to the revival of the declining traditional trades and the preservation of the unique physical and cultural history of New Orleans. Moreover, the incubator will make a commitment to mollifying the conflict between the costly preservation of

historic structures and low-income households by providing below-cost preservation work where necessary to maintain homes to high standards. Thus, we hope to simultaneously preserve housing while preventing the displacement of vulnerable populations.

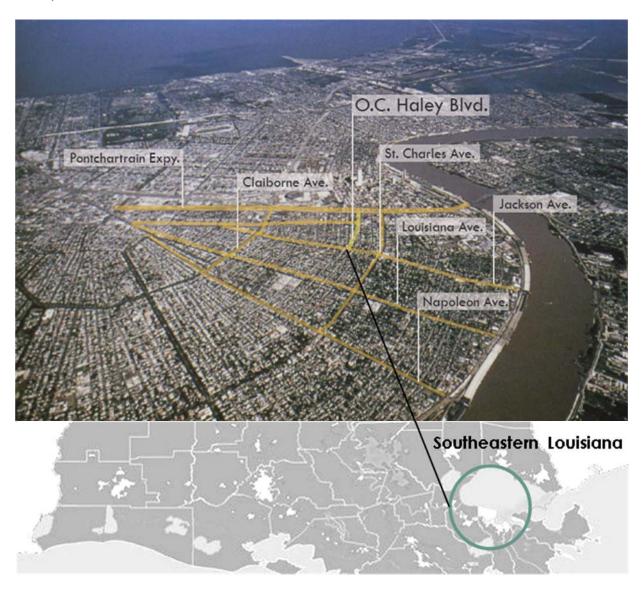
Overall Project Goals					
<ul> <li>□ Create a Small Business Incubator Model</li> <li>□ Build an Exportable Framework</li> <li>□ Catalyze Neighborhood Revitalization</li> </ul>					
Short Term: Stimulate New Investment	Long Term: Promote Economic Stability				
<ul> <li>Support new and recovering small businesses</li> </ul>	Promote equitable     economic development				
■ Create and retain jobs	<ul> <li>Revive the traditional building trades and cultivate a workforce</li> </ul>				
■ Engage the youth of Central City	<ul><li>Preserve New Orleans historical character</li></ul>				
Physically rebuild the commercial corridor	<ul><li>Mollify the conflict between preservation and</li></ul>				
<ul> <li>Improve neighborhood vibrancy/promote a viable business climate</li> </ul>	poverty				

# **Site Context**

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#### Location

Spanning a quarter of a mile between the Pontchartrain Expressway to the northeast and Jackson Avenue to the southwest, O.C. Haley Boulevard is a low-lying, centrally located corridor in the residential neighborhood of Central City. Running parallel to some of the city's most vibrant commercial thoroughfares (St. Charles Avenue, Claiborne Avenue, and Magazine Street), O.C. Haley Boulevard is nevertheless isolated, with relatively little vehicular traffic and even less pedestrian activity.



Vacant structures and empty lots share the streetscape with neglected historic buildings, chipped marble tiling, and dated signage that betray the boulevard's former status as the area's main commercial district.

## **History**

With the construction of the St. Charles Avenue Streetcar line in the first half of the 19th century, O.C. Haley Boulevard (then known as Dryades Street) developed as a center of commerce in the middle of a working class residential neighborhood. Following the Civil War, Central City's growing African American population sustained O.C. Haley as a thriving commercial district, which became the city's largest commercial hub for African American residents during the Jim Crow era. At its peak, the corridor was home to over 200 largely white-owned businesses with a racially mixed clientele. Starting in the 1960s, patterns of white flight and racial integration in other parts of city sharply diminished O.C. Haley's commercial prominence, until vacancy dominated the street at the close of the 20th century.

Despite the recent history of disinvestment, the boulevard's cultural significance and its strategic location near the Central Business District, Warehouse District, and Garden District, have inspired the implementation of several municipal and philanthropic improvement projects, including the renaming of the historic commercial strip after local civil rights leader Oretha Castle Haley in 1995.

# Physical Inventory and Civic Culture

Occupying a rare piece of high ground (roughly six feet above sea level), O.C. Haley Boulevard and Central City have drawn significant attention in post-Katrina redevelopment planning. The Unified New Orleans Plan (UNOP) identifies O.C. Haley as a key mixed-use redevelopment site in District 2. Additionally, UNOP calls for improved accessibility and connectivity between O.C. Haley Boulevard and its neighboring thoroughfares.

Another aspect of O.C. Haley's resilience and potential is its healthy civic culture. In the boulevard's fragmented landscape, the anchors of this culture knit together through the work of individuals, ideas, and programs, rather than by physical proximity. This network can be further strengthened through coordinated outreach to local residents and businesses.

The boulevard's main institutions include spaces for art and performance in a former department store, a non-profit restaurant in a former furniture store, and businesses that have served the city for generations. The hybridity and diversity of these institutions epitomize the mixed-use quality of O.C. Haley, indicating that the corridor is well suited for housing ever more diverse, thoughtful development. A brief description of several key institutions is listed below:

■ The Ashé Cultural Arts Center is a hub of culture and revitalization activity on Oretha Castle Haley Boulevard. The Center "is an effort to combine the intentions of community development,

economic development with the awesome creative forces of community, culture and art to revive and reclaim a historically significant corridor of New Orleans' Central City community."

- The *Dryades Street YMCA* was founded in 1905 as the Colored Young Men's Christian Association. Its founders were many of the business, civic and educational leaders in the Black community at that time. For decades the Dryades Y has offered services to the Central City community including recreation, after school programs, childcare and alternative school programs. The building, erected in 1908 through volunteer craftsmen labor, was destroyed by fire in 2000 and is now in the process of being rebuilt.
- Café Reconcile is a restaurant and non-profit collaborative project of the Lafranz, Simmons and Falcon Foundation and works in partnership with the St. John Francis Regis Hospitality School, a program of the late Rev. Harry Tompson, and Immaculate Conception Jesuit Church. The school provides at-risk teens and young adults with the skills they need to succeed in jobs in the hospitality industry. Students learn the rudiments of the restaurant business from mopping to acting as maitre d'.
- The Central City Renaissance Alliance is a community planning initiative commissioned by the City of New Orleans and the Ford Foundation to create a comprehensive community plan that would direct the City in its delivery of services and resources in addressing community needs while strengthening the community's leadership base for on-going development.
- Brown's Dairy has a century's worth of operating history in the Central City neighborhood. Since its founding in 1905, Brown's has grown steadily and remains one of the prominent milk and beverage companies in the South. Brown's Dairy serves the four-state Gulf Coast region of Louisiana, Mississippi, Alabama and Florida, and is committed to its role as a commercial anchor on O.C. Haley Boulevard.
- Leidenheimer Bakery George Leidenheimer came to New Orleans from Deidesheim, Germany, and founded the bakery that bears his name in 1896. The bakery was located on Dryades Street, but in 1904 it moved Simon Bolivar Avenue where Leidenheimer's descendants still operate the family business and support community development efforts throughout Central City by sponsoring programs like the Café Reconcile training program.

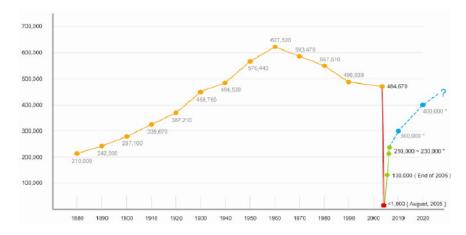
#### Demographic Landscape

Key demographic data indicate that Central City – and, to a lesser extent, Orleans Parish – face challenges such as high poverty rates and low household incomes. These challenges, coupled with the exodus of many residents post-Katrina, place New Orleans in a very uncertain demographic situation. However, these challenges also present the opportunity to spur an industry, such as the building trades, that would provide employment opportunities to residents.

This section will summarize key indicators from the 2005 American Community Survey, 2000 Census, and the 2006 Louisiana Health and Population Survey (conducted post-Katrina to provide key demographic information).

# Population

Currently, the population is estimated to be approximately 230,000. GCR and Associates, a private planning firm in New Orleans, projects that by 2020 the population of New Orleans will return to its Pre-Katrina levels at 400,000. They estimate that by 2010, the population will reach 300,000. This means that in three years New Orleans will see a 90,000-person increase. By these projections, the population will increase 4.3 percent annually. This population will intensify the existing need for housing – both new and rehab construction – and represents a potential market for more jobs in this sector. This may indicate extra building need for at least 15 years, at which time the industry need may be back to pre-Katrina levels.

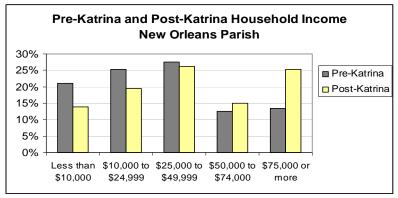


Source: GCR and Associates

# Income and Poverty

Many homeowners returning to New Orleans are of a higher income and are likely to have the necessary resources to repair or completely rebuild their homes. The construction and building trades industry can capitalize on the individualized needs of this population segment, in addition to those of the commercial and municipal sectors.

Household incomes are low and poverty rates are high. Average household income in Central City is \$23,237 compared to \$43,176 in Orleans Parish as a whole. The percentage of people living in poverty in Central City (49.8 percent) is much higher than in Orleans Parish (27.9 percent).



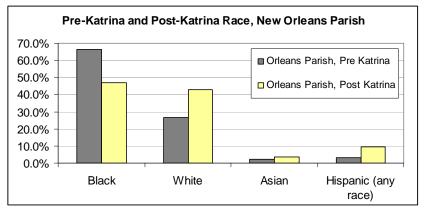
Source: U.S. Census Bureau. Census 2000 and LA Health and Population Survey

Income and Poverty (2000)	Central City	Orleans Parish
Average household income	\$23,237	\$43,176
People Living in Poverty	49.80%	27.90%

Source: U.S. Census Bureau. Census 2000

#### Race

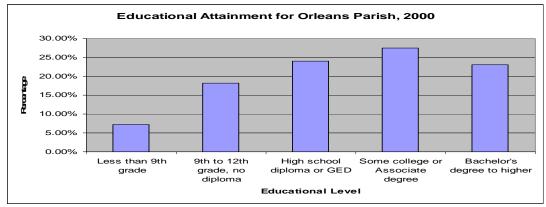
Post-Katrina, New Orleans Parish is less racially diverse. The black percentage of the population decreased from 66.6 percent to 47.0 percent. Meanwhile, the white percentage of the population increased from 26.6 percent to 42.7 percent.



Source: U.S. Census Bureau. Census 2000 and LA Health and Population Survey

#### Education

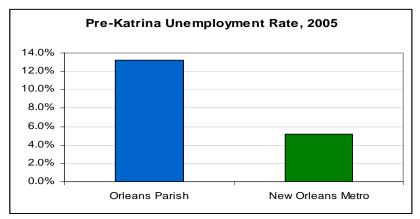
Educational indicators from the 2000 Census reference that most New Orleanians have a high school degree and some college. This reinforces the idea of a workforce development and educational program within the incubator that would skilled labor and training.



Source: U.S. Census Bureau. Census 2000 and LA Health and Population Survey

# Unemployment

Unemployment rates area also high in New Orleans, clearly indicating a need for an increase in sustainable job opportunities. The 2005 Orleans Parish unemployment rate was 13.2 percent, compared to 5.2 percent in the New Orleans Metropolitan Statistical Area (MSA). In addition, the unemployment rate for African Americans was 18.5 percent, compared to 4.1 percent for white residents of Orleans Parish.



Source, Bureau of Labor Statistics 2005 and American Community Survey 2005

# **Industry Analysis**

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Post-Katrina building industry data further supports the need for a building trades incubator. By the end of 2005, the number of people employed in construction jobs declined, but by the end of 2006 the industry has seen a slow recovery and is expected to grow steadily with increased demand.

The construction sector is also likely to see changes and further investment due to the three options associated with Road Home Funds: 1) rebuild in New Orleans, 2) leave to rebuild in another part of the state, or 3) rebuild in another state. One report shows that 68 percent of people have chosen option one. Therefore, a need for construction and specialty building trades is tied to the distribution of funding.

# Industry Data

To date, 954 residential repair permits have been submitted for the District 2 planning area as well as 27,099 residential repair permits for the City of New Orleans as a whole. This indicates an apparent and established demand for construction work and the building trades.

District 2 Building Permit Activity:							
	New Residential Construction	Residential Repair Permits					
Counts	22	954					
City-wide Permit Building Activity:							
	New Residential Construction	Residential Repair Permits					
Counts	134	27, 099					

Source: Scott, 2006

#### Construction Employment

Since 2005, construction industry wages have increased 22-30 percent on average. Further, there has been greater wage increases among the most skilled in the industry. This suggests that incubating the construction and specialty-building trades holds promise for increasing the number of skilled

laborers in the city who can contribute to the long-term rebuilding process while earning a earn a living wage.

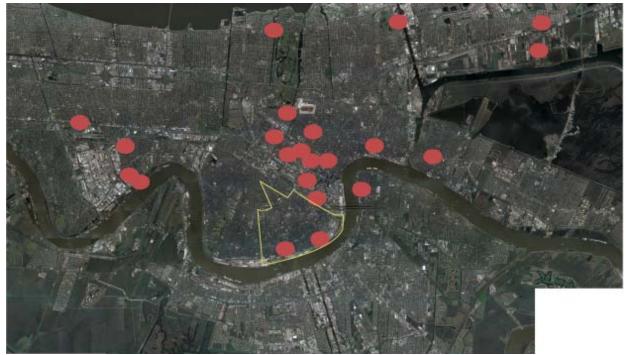
Occupation Title	Employment Total	Pct of Total	Median Hourly Wage, 2005	Median Hourly Wage Today
Carpenters	3560	12.6%	\$14.24	\$17.37-\$18.51
Construction Laborers	3550	12.5%	\$10.35	\$12.62-\$13.45
Sheet Metal Workers	560	2.0%	\$14.94	\$18.22-\$19.22
Roofers	290	1.0%	\$13.20	\$16.10-\$17.16
Brickmasons and Blockmasons	240	0.8%	\$15.16	\$18.49-\$19.70
Plasterers and Stucco Masons	190	0.7%	\$9.22	\$11.24-\$11.98

Source: Bureau of Labor Statistics, 2005; Scott, 2006

Additionally, the types of construction jobs in the New Orleans Metropolitan Area help us to determine which trades to incubate. The table above shows that carpenters, construction laborers, and plumbers were the top three construction jobs in the New Orleans MSA. Furthermore, other industry data shows that businesses in New Orleans related to the construction and specialty building trades are smaller businesses, with numbers of employees ranging from 7 to 100.

#### Business Saturation

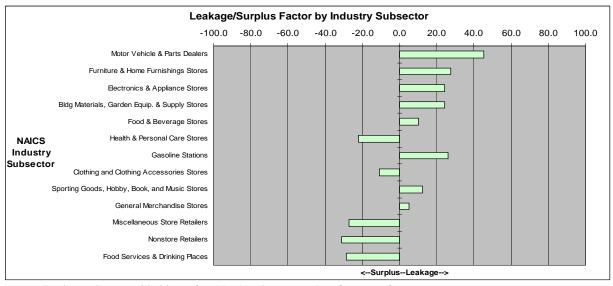
The business data stating current supply within this industry in Central City and Orleans Parish furthers our argument. According to this data, Central City is not saturated with construction businesses. It is important that the building trades incubator be located in such an unsaturated market as Central City. Construction businesses make up only two percent of all businesses within a one-mile radius of O.C. Haley Blvd. and only 11 percent of all New Orleans construction businesses are located near Central City.



Source: Dun and Bradstreet, 2007

Moreover, many residents of O.C. Haley Blvd. have to go out of the area to get construction goods and home furnishings. The chart shows the leakage or surplus of dollars within an industry. The bars on the right indicate that more services are being demanded than supplied within and industry, and thus business is "leaking" out. More retail is demanded than supplied in the following industry sub sectors: furniture, home furnishings, and building materials.

Further, at the city level, more retail is demanded than supplied in the same industry sub sectors, thus strengthening the argument for a building trades incubator to meet the retail demands of residents.



Source: Business data provided by InfoUSA, Omaha, NE. ESRI forecasts for 2006.

# Rationale for Incubating the Building Trades

The industry analysis above indicates a demand for construction related businesses. Post-Katrina building further supports the need for a building trades incubator. By the end of 2005, the number of people employed in construction jobs declined, but by the end of 2006 the industry has seen a slow recovery. There are a number of major construction projects planned for New Orleans including a \$60 million luxury condominium project in the Warehouse District and the expansion and renovation of the Hyatt Regency Hotel, which includes the inclusion of a new National Jazz Center. "There will be money pumped into the economy through the rebuilding of the damaged homes in the area"

The construction sector is also likely to see further investment simply due to the Road Home Program, a federal program installed after Hurricane Katrina to fund residential rebuilding efforts. Three options exist with the money from Road Home: rebuild in New Orleans, leave to rebuild in another part of the state, or rebuild in another state. Loren Scott's report shows that 67.8 percent of the people have chosen option #1, to rebuild in New Orleans<sup>2</sup>. Therefore, a need for construction and specialty building trades will be present as soon as the Road Home funds roll in. Indeed, to date, 954 residential repair permits have been submitted for the District 2 Planning area as well as 27,099 residential repair permits for New Orleans as a whole. This indicates an apparent and established need for construction work and the building trades.

In addition to building repair permits, there has been a rise in housing permits requested since March 2006. Since this time, permits for housing have reached pre-storm averages, suggesting that a significant amount of people in relation to the population will be in need of construction work and specialty trade work. The Scott report states, "we have mentioned in the sections above about the slow process of the Road Home program in getting rebuild money to homeowners. Once these owners get their money, they will face other serious obstacles. First, those who do decide to return will face significant problems getting their homes repaired. Construction labor is in short supply. There is a shortage of housing for construction workers and materials prices have risen significantly"<sup>3</sup>. This quote not only gives credit to the incubation of the building trades in New Orleans, but calls attention to the need for affordable housing as well.

Another significant reason for incubating the building trades industry is that construction industry wages have increased, on average, 22-30 percent, according to the Scott survey on the construction industry. Further, there has been greater wage increases among the most skilled in the industry<sup>4</sup>. This suggests that incubating the construction and specialty building trades holds promise for increasing the number of skilled laborers in the city who can contribute to the long-term rebuilding process and earn a living wage.

<sup>&</sup>lt;sup>1</sup> Scott, L. "A Report on the Impact of Hurricane Katrina and Rita on Louisiana Businesses: 2005 q.2~2006 q.2", 2007, Louisiana State University.

<sup>&</sup>lt;sup>2</sup> Ibid.

<sup>&</sup>lt;sup>3</sup> Ibid.

<sup>&</sup>lt;sup>4</sup> Ibid.

Clearly, the value of increasing the skilled workforce in New Orleans, or elsewhere, cannot be emphasized enough given the compelling evidence linking job opportunity and living wages to numerous individual and neighborhood-level outcomes such as the chance for education, homeownership, and the creation of a vibrant and productive corridor. Additionally, this creates an opportunity for the incubator to train a young and skilled workforce in a field whose heritage may otherwise be lost, and whose particular skill set can lead to high-paying jobs. It is an investment opportunity that does more than rebuild New Orleans from bricks and mortar; it can also help a historically disinvested community.

29.940213,-90.080119	1631 Oretha C Haley Blvd New Orleans, LA 70113			County: 22071 Orleans Parish, LA				
Site Type: Radius	Radius: 1.0 miles							
Total Businesses:	2,992			15,554				
Total Employees:	51,953			231,749				
Total Residential Population:	13,198			131,271				
Daytime/Nighttime Population Ratio:		3.94				1.77		
	BUSINES	SES	EMPLOYE	EES	BUSINES	SES	EMPLOYE	EES
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture & Mining	58	1.9%	1,419	2.7%	211	1.4%	2,543	1.1%
Construction	73	2.4%	547	1.1%	645	4.1%	4,434	1.9%
Manufacturing	49	1.6%	470	0.9%	296	1.9%	5,668	2.4%
Transportation	75	2.5%	3,671	7.1%	424	2.7%	10,152	4.4%
Communication	29	1.0%	552	1.1%	106	0.7%	1,332	0.6%
Electric, Gas, Water, Sanitary Services	3	0.1%	689	1.3%	15	0.1%	1,284	0.6%
Wholesale Trade	65	2.2%	1,350	2.6%	474	3.0%	5,094	2.2%
Retail Trade Summary	585	19.6%	5,256	10.1%	3,777	24.3%	36,687	15.8%
Home Improvement	14	0.5%	40	0.1%	92	0.6%	784	0.3%
General Merchandise Stores	11	0.4%	123	0.2%	69	0.4%	2,068	0.9%
Food Stores	67	2.2%	339	0.7%	503	3.2%	5,138	2.2%
Auto Dealers, Gas Stations, Auto Aftermarket	25	0.8%	190	0.4%	220	1.4%	2,219	1.0%
Apparel & Accessory Stores	64	2.1%	324	0.6%	387	2.5%	1,689	0.7%
Furniture & Home Furnishings	44	1.5%	147	0.3%	233	1.5%	1,093	0.5%
Eating & Drinking Places	207	6.9%	3,460	6.7%	1,242	8.0%	19,154	8.3%
Miscellaneous Retail	153	5.1%	633	1.2%	1,031	6.6%	4,542	2.0%
Finance, Insurance, Real Estate Summary	254	8.5%	3,010	5.8%	1,214	7.8%	9,475	4.1%
Banks, Savings & Lending Institutions	48	1.6%	726	1.4%	283	1.8%	2,453	1.1%
Securities Brokers	42	1.4%	401	0.8%	115	0.7%	790	0.3%
Insurance Carriers & Agents	36	1.2%	758	1.5%	242	1.6%	2,029	0.9%
Real Estate, Holding, Other Investment Offices	128	4.3%	1,125	2.2%	574	3.7%	4,203	1.8%
Services Summary	1,568	52.4%	30,683	59.1%	7,619	49.0%	134,630	58.1%
Hotels & Lodging	69	2.3%	4,286	8.2%	252	1.6%	10,661	4.6%
Automotive Services	44	1.5%	241	0.5%	335	2.2%	1,521	0.7%
Motion Pictures & Amusements	42	1.4%	161	0.3%	354	2.3%	5,632	2.4%
Health Services	128	4.3%	13,052	25.1%	1,081	6.9%	45,177	19.5%
Legal Services	463	15.5%	4,391	8.5%	1,078	6.9%	8,309	3.6%
Education Institutions & Libraries	41	1.4%	1,099	2.1%	389	2.5%	27,625	11.9%
Other Services	781	26.1%	7,453	14.3%	4,130	26.6%	35,705	15.4%
Government	188	6.3%	4,287	8.3%	589	3.8%	20,385	8.8%
Other	43	1.4%	21	0.0%	184	1.2%	65	0.0%
Totals	2,990	100.0%	51,955	100.0%	15,554	100.0%	231,749	100.0%
Source: Business data provided by InfoUSA, Omaha NE Copyright 2006, all rights reserved. ESRI forecasts for 2006.								

# The "Big Idea": The Dryades Center for the Building Trades

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#### **Overview**

The Columbia University Neighborhood Development Studio has resolved to create a small business incubator and building trades education program: The Dryades Center for the Building Trades. The findings of our research align with the Idea Village's initial sense that small business incubation has a high potential for successful economic development on O.C. Haley Boulevard. Plainly stated, New Orleans is a national center for excellence in the building trades, but the City's economy is currently failing to leverage its resources to meet the colossal need for individuals skilled in those trades.

To close that gap, and to contribute to economic development along O.C. Haley Boulevard, the Dryades Center for the Building Trades will incorporate two elements into its economic development model. First, a small business incubator will steward the growth of building trades-related businesses by providing the shared resources typical of incubator models. We envision that, as businesses grow and graduate to their own spaces beyond the incubator, they will do so along the Boulevard or nearby, contributing to a local culture of small business. Second, a building trades education program will develop the talent and interest of local youth, cultivating a generation of highly-skilled trades people who will be qualified to steward the built city—vernacular and high style, rich and poor, modern and historic—into the future. Students will be trained in the traditional building trades in order to be competent curators of the city's vast collection of historic buildings, as well as to contribute to high-quality new construction that will be in steady demand as the City recovers from Hurricane Katrina.

#### Why Incubate?

Though the demand for construction trades is high in New Orleans, the launch of new small businesses is very challenging, particularly in the current state of economic uncertainty and instability. Over 35 percent of all businesses in Orleans Parish failed during the second quarter of 2005<sup>5</sup>. This study included both businesses that had been well established and those that were attempting start up just prior to Katrina. According to the study, smaller businesses were more prone to failure than larger businesses. Furthermore, a post-Katrina business report by the State of Louisiana showed that the rate of failure for start-ups in a post-Katrina business climate is even greater. With the stakes so high, it is crucial to incubate small start-ups and to provide them with the resources necessary to increase their likelihood of success.

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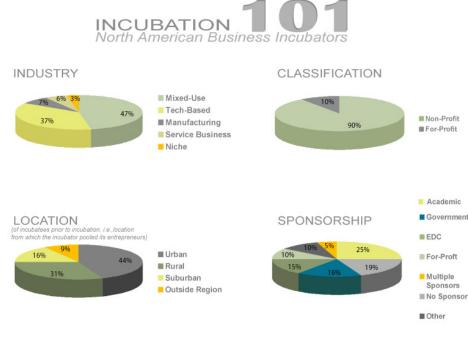
<sup>&</sup>lt;sup>5</sup> Ibid.

#### Orleans parish business failure rates by size FAILURE RATE # OF FAILURES NUMBER OF EMPLOYEES (2005 Q2 EMPLOYMENT) 2119 42.4% 1-5 30.7% 6-10 449 27.4% 11-50 Greater than 50 19.3% 35.7% All Businesses

Source: "A Report on the Impact of Hurricanes Katrina and Rita on Louisiana Businesses: 2005q2-2006q2, Louisiana State University, 2007

#### Incubation 101: Introduction to Incubation

Business incubation is not a new concept; small business support programs and organizations have been around for decades. The popularity of the incubation model grew widely after it was adopted by failing industrial manufacturers in the northeast and by dot com enterprises in the 1990s. As of 2006, there were over 1,400 business incubators in the United States. And, while there are a variety of incubator types, all incubators share the goal of providing pooled resources and support services to start-up or fledgling companies in order to facilitate their development. In developing the appropriate program for the Dryades Center for the Building Trades, the studio examined many different incubator models.



The studio observed that most North American business incubators (about 90 percent) are nonprofit organizations focused on economic development and only about ten percent of North American incubators are for-profit entities, set up to obtain returns on shareholders investments. 47 percent are "mixed-use," assisting a range of early-stage companies, 37 percent focus on technology businesses, seven percent serve manufacturing firms, six percent focus on service businesses, and three percent concentrate on community-revitalization projects or serve niche markets. Forty four percent of business incubators draw their clients from urban areas, 31 percent from rural areas and 16 percent from suburban areas.

Many incubators rely on a sponsor or mentor, whether it is from an academic, government, or non-profit entity. About 25 percent of North American business incubators are sponsored by academic institutions, 16 percent are sponsored by government entities, 15 percent are sponsored by economic development organizations, ten percent are sponsored by for-profit entities, ten percent are sponsored by other types of organizations, about 5 percent of business incubators are "hybrids" with more than one sponsor, and 19 percent of incubators have no sponsor or host organization.

Sponsors help small business incubees secure capital in a number of ways: by managing in-house and revolving loan and micro-loan funds, by connecting companies with angel investors (high-networth individual investors), by working with companies to perfect venture capital presentations and connecting them to venture capitalists, or by assisting companies in applying for loans. Please see the *Financing* section of this report for a more detailed discussion of incubator financing options.

According to the National Business Incubator Association (NBIA), successful incubators share the following two principles<sup>7</sup>:

- 1. The incubator aspires to have a positive impact on its community's economic health by maximizing the success of emerging companies
- 2. The incubator itself is a dynamic model of a sustainable, efficient business operation.

Incubation is a temporary form of support, and, when a business succeeds as a result of incubation, it is said to have graduated. A business graduates when it no longer requires the fiscal support and physical space provided by the incubator program. In other words, the business is self-sufficient. Most incubated businesses undergo three to five years of incubation before they can thrive as independent enterprises and we anticipate that the Dryades Center for the Building Trades will successfully incubate its businesses in that timeframe. Upon graduation, the business or entrepreneur may opt to reside in the neighborhood in which it was incubated. And, according to Kate Howard, over 80 percent of graduated businesses do indeed choose to start up in a location near the incubator. This is an ideal outcome that not only contributes to the local economy but to neighborhood revitalization as well. Most incubated businesses undergo three to five years of incubation before they can thrive as independent enterprises and we anticipate that the Dryades Center for the Building Trades will successfully incubate its businesses in that timeframe.

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<sup>&</sup>lt;sup>6</sup> Source: http://www.nbia.org/resource\_center/bus\_inc\_facts/index.php

<sup>&</sup>lt;sup>7</sup> Ibid

<sup>&</sup>lt;sup>8</sup> Howard, K. "Assessing the Utility of Small Business Incubators as an Equitable Economic Redevelopment Strategy for New Orleans". MIT, 2007.

Case Studies

In order to gain a greater understanding of how incubators function – and the variety of organizational and management structures that they employ – it is valuable to examine case studies of similar incubator models that achieved success.

# The William M. Factory Small Business Incubator

Established in 1986, the William M. Factory Small Business Incubator is dedicated to economic development in Tacoma, WA. The incubator provides small business services and mentoring to a range of businesses with the aim of rejuvenating the local economy and promoting job growth. While most of the businesses in this incubator are in the construction and specialty building trades, they also service small businesses in telecommunications, technology and other industries. Clients are carefully selected based on a stringent application and interview process wherein they review a company's business plan, resources and whether the incubator can provide useful services.

One interesting feature of their program is that clients sign first-source hiring agreements as part of their leases. These agreements require that they consider unemployed neighborhood residents for available job openings. This is one important way that they have built neighborhood revitalization into the program since it gives clients an incentive to remain in the neighborhood even after they graduate from the incubator<sup>9</sup>.

The William M. Factory incubator in Tacoma, WA, charged its clients more than fair-market value in order to offset the costs of services. It is worth noting that this did not prevent entrepreneurs from participating and achieving success. In fact, in 2003, the incubator moved into its own \$3.2 million, 20,000 square foot facility and in 2005, The William M. Factory Small Business Incubator won recognition as NBIA Incubator of the Year award.

#### New Orleans Arts Council Arts Incubator

The Arts Incubator (formerly the Entergy Arts Business Center) at the Arts Council of New Orleans was established in 1991 with the aim to nurture the arts in the New Orleans metropolitan area. As one of the country's first incubation programs devoted to the arts, the Incubator is a place where individuals and organizations can learn, grow their businesses, and exchange ideas and creative energy.

Assistance programs include credit union services, technical assistance workshops, grant opportunities, entrepreneurial training, and legal assistance. Incubator staff is available for appointment to all artists seeking assistance with their businesses and workshops are open to the

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<sup>9</sup> Source: http://www.nbia.org/awards showcase/2005/incubator william.php

public. Tenant members are housed alongside the Arts Council's offices and receive the most intensive development assistance, as well as access to low rates on office and studio space, networks opportunities, library and resources center, conference rooms, and office equipment. The tenant organizations are typically a mix of for-profit and non-profit companies working in the field of the visual and performing arts.

Graduates of the Arts Incubator include the Tennessee Williams/New Orleans Literary Festival, the New Orleans Film Festival, Stage to Stage Children's Theater, Dog and Pony Theater Company, The New Orleans Symphony, New Orleans Ballet, and others.

In 1999, the Arts Council Arts Incubator was recognized as a national model when the National Business Incubation Association named it Business Incubator of the Year.<sup>10</sup>

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<sup>&</sup>lt;sup>10</sup> Source: http://www.artscouncilofneworleans.org/

# The Dryades Center for the Building Trades: Developing an Appropriate Incubator Model for O.C. Haley Boulevard

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Key to developing the appropriate incubator typology and organizational structure is identifying its intended outcome. All incubators seek to graduate the businesses that they incubate, but other intended outcomes include equitable economic development, community economic development and job creation. We have identified five goals and have developed an incubator program for the Dryades Center for the Building Trades in accordance with these goals. The following chart lists each goal and specifies that population to which each goal is targeted and the best incubator model to fulfill each goal. The final column (O.C. Haley Application) is the culmination of these goals and provides an overview of the composition of the Dryades Center for the Building Trades.

	GOAL	TARGET GROUP	INCUBATOR TYPE	OC HALEY APPLICATION
1	Small business creation	Entrepreneurs, previous business owners	Complimentary industries incubator	
2	Community economic development	Distressed and/or high-growth potential neighborhoods	Place-based and/or retail-based incubator	A small business incubator consisting of complimentary trades within a rapidly-growing industrybuilding
3	Development of an industry	Entrepreneurs, previous business owners within the industry	Cluster incubator (arts, technology, biomedical, etc.)	and construction trades located in an underutilized, low-income community Central Citythat provides workforce training and
4			Business acceleration I in a sector with I high-growth potential	employs principles of equity and equality in selecting businesses and admitting students.
5		I minorities, women	People or place-based incubator if place coincides with target population	

Our primary goal is to spur small startups. We propose an incubator that is 5-10 businesses in size. By clustering several businesses under one roof, we can provide access to shared resources and services that eliminate unnecessary cost redundancies across multiple operations. As previously stated, we estimate a tenure of 3-5 years before graduation.

Secondly, the Dryades Center for the Building Trades will promote community economic development by serving as an institutional presence on the boulevard just as Ashe Cultural Center, the YMCA, and Cafe Reconcile have thus far. The percentage of vacant and underutilized parcels on O.C. Haley Boulevard is very high in spite of its proximity to the CBD and location on high ground. After decades of neglect and relative inactivity, the presence of another non-profit with a mission of commitment to the neighborhood will benefit O.C. Haley Boulevard. The incubator will

bring responsible tenants to the neighborhood, as well as visiting patrons, students, and faculty members. The incubator will bring activity to the boulevard on weekdays, weekends, and evenings as workshop courses, business management seminars, and other events will likely take place after normal business hours. This additional activity and foot traffic on the O.C. Haley corridor will increase safety in the neighborhood. Furthermore, clients will be encouraged to relocate on the boulevard after graduation. The incubator will make it its mission to provide businesses the resources they need to make this transition.

Thirdly, we seek to develop an industry that will rebuild New Orleans, literally. The Dryades Center for the Building Trades will become a "one-stop-shop" for developers and businesses seeking building trades services.

And fourth, by providing local youth with marketable skills and a direct connection with the business that may potentially employ them, the incubator aims to create sustainable employment opportunities. The proposed incubator will incorporate a training center for the building trades and technical crafts in order to provide an avenue for residents to gain employment and for incubated businesses to gain skilled employees. We anticipate a natural alliance to form based on the complimentary duality of (1) supporting the development, advancement and sustainability of small building trades businesses, and (2) providing workforce training to help New Orleanians increase their earning potential and to, quite literally, build capacity in the neighborhood. The synergistic approach of the Dryades Center for the Building Trades—providing skills training to help disadvantaged and marginalized New Orleanians increase their earning potential while incubating businesses that can employ the program graduates—is an ideal model for providing long-term, sustainable employment.

Finally, to be equitable in encouraging economic development, the incubator will accept both startups and existing businesses, targeting those with the highest potential for success. While it will not employ discriminatory practices, businesses' applications may be weighted to incorporate diversity of trade as well as diversity of the entrepreneurs themselves. A points-based selection process will provide opportunities for minorities, women, and Central-City locals. Another method of promoting local recruitment is to advertise locally and build partnerships with community organizations.

The aforementioned goals and targeted outcomes will serve as guidelines to aid in the creation of the incubator. This is not to undermine the importance of the active involvement of all of the incubator's stakeholders in defining the incubator's intended mission. The incubator's founders, participants, and community members should collectively draft and approve a mission statement that will guide the incubation processes. The O.C. Haley building trades mission statement may ultimately resemble the following:

# Sample Mission Statement

The Dryades Center for the Building Trades plays a crucial role in the revitalization and recovery of New Orleans. The Dryades Center for the Building Trades supports entrepreneurs and businesses in the building trades by providing technical, human and managerial resources that will assist businesses in attaining long-term growth and success. The Dryades Center for the Building Trades addresses the need for economic development, employment opportunities, and the physical

rebuilding of the city by serving as a business incubator and workforce development center for the building trades.

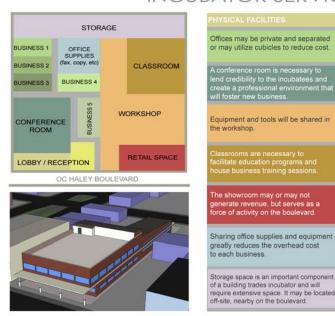
# Selecting an Appropriate Business Mix

Within the industry, a diverse set of businesses is essential for the incubator to be successful. Businesses selected to partake in the incubator will be a mix of construction-oriented services and specialty building trades companies. All businesses housed within the incubator, should be complimentary and not competitive. Since demand for basic construction is currently on the rise, it is important that we encourage small business owners in that sector first and foremost. To that end, the incubator may start off with a blend of 80 percent construction related businesses to 20 percent specialty trade or craft services. We hope that as urgent rebuilding needs are met, the incubator will shift the business mix to favor more sustainable, highly-skilled niche trades that will serve NOLA's rich architectural heritage.

#### Incubator Services

The program of services will include turnkey facilities, business support operations, networking opportunities, mentoring and access to capital. Being housed in a professional environment, with a shared lobby, receptionist, conference rooms, and offices is key to lending start-up entrepreneurs with the credibility they need to attract clientele. Perhaps the most vital of all incubator services is the mentoring program. Beyond providing coaching in business planning, marketing and tax preparation, mentors are models of successful business practice and opportunities for networking in the industry. The advantage of incubating multiple businesses under one roof is that any support service provided, such as business management and accounting training and loan application services, will reach five to ten businesses at once.

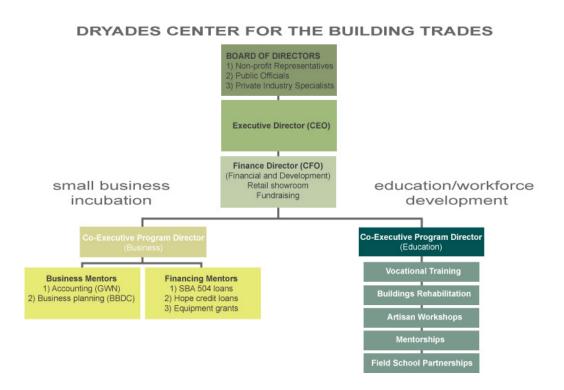
## INCUBATOR SERVICES





# Organizational Structure

The incubator will be organized as follows in order to accommodate both small business and workforce development.



The Board of Directors should be composed of a select group of individuals from the non-profit, for-profit and public sectors. It includes members of the construction and building trades industry who can provide a unique perspective on the business, as well as members of the small business community at large. First and foremost, the Board of Directors will provide guidance for the incubator to ensure its financial and organizational solvency. However, the Board's members will provide a much-needed link between incubated businesses and key contacts within the building trades industry.

It is important that the Executive Director or CEO has experience in both non-profit and for-profit management in order to run a successful organization as well as understand the needs of the businesses in the incubator. The Executive Director is responsible for strategic planning, general management, program delivery, and community relations.

The Chief Financial Officer oversees all financial operations and planning. The CFO's main responsibilities include accounting, risk management, and development. In addition to basic accounting principles, the CFO should have some understanding of small business finance. The CFO will be involved in development planning and will manage all of the incubator's fundraising efforts.

There are two program directors. The Director of Workforce Development oversees the workforce training program and the Director of Small Business Development oversees the incubator program. The Co-Executive Director of Workforce Development oversees the vocational training and job placement office, skills training and workshop programs, and mentorship and partnership programs. The Co-Executive of Business Development manages both the business mentoring and financing programs.

#### Measuring Incubator Success

Success may be measured in several ways. The Executive Director will submit assessment reports to the Board of Directors at regular six month intervals during the first two years to be sure that the organization is operating effectively. For the incubator program, success may be measured by the number of graduated businesses, their annual revenues, number of employees and the percent of incubator clients that remain in business after 5 years. For the training program, success may be measured by the number of students and the number of employed graduates. The organization can also measure its success by the number of buildings renovated under the program. The measures of success are necessary for all future grant proposals.

# Workforce Development Program

A fundamental element of the New Orleans Studio's proposal – and one that sets it apart from traditional incubator models – is the idea of including a fully actualized educational program in the mix. The rationale behind this decision is that in order for the incubator to genuinely achieve its stated goal of economic revitalization, the community and city ought to have more than thriving businesses. An economy of commerce is bolstered by an economy of ideas, wherein individuals are given an opportunity to better understand the forces that shape their physical and economic environment, and are given the opportunity to become agents of change in both. By creating a building trades incubator, we set out to nurture businesses that may improve the lot of the physical city and its residents; by creating an educational program, we set out to make those businesses more viable by building the capacity of those they may employ.

However, the calculus of the educational program runs deeper than sensible business practices. A model similar to this one has thrived in a small town on the northern coast of Jamaica because there is an inherent benefit to deeply enfranchising individuals in the renewal of their own community, especially when that renewal is directed at physical artifacts that imbue character and identity, i.e. buildings. Our belief is that by linking economic improvement to bricks-and-mortar improvement in this particular way, the process inculcates a matchless pride of place that deepens community ties and self-awareness.

Additionally, it makes sense to locate a building trades education program here because New Orleans has a rich community of building tradespeople on which to capitalize, as well as a small but dedicated set of organizations doing their part to rebuild the trades. By 2010, the Priestley School of Architecture and Construction, located in Carrolton, will begin graduating high school students who have studied a curriculum of architecture and construction-related skills. These students would be ideal candidates for the education program because of their familiarity and demonstrated interest in the allied trades. The Association for Preservation Technology and the Preservation Trades

Network, non-profit organizations dedicated to preservation, the trades, and professional networking, have an active presence in New Orleans. The World Monuments Fund, a non-profit dedicated to preserving endangered works of art and architecture worldwide, has an active gulf recovery program. The New Orleans Craft Guild, itself a non-profit construction company and building trades education program, is pursuing unique avenues to provide affordable housing and workforce training, and has the potential to be a very close partner of the Dryades Center.

The education half of the Dryades Center will comprise five related programs whose structure is based on a model established by Falmouth Heritage Renewal (FHR, www.falmouthjamaica.org), a U.S.-based non-profit that operates in the U.S. and Falmouth Jamaica, a small coastal town on Montego Bay. FHR operates in an economically destitute backwater town whose once tremendous sugarcane fortunes never recovered from the loss of an unpaid workforce, a result of the emancipation of slaves in the 1830s. Falmouth has one of the western hemisphere's most significant and intact collections of vernacular Georgian (locally ca 1790-1840) architecture, which dates to the period when the town was an economic powerhouse and Caribbean outpost for colonial Britain. Much like New Orleans, Falmouth's unusual concentration of intact historic structures furnishes both an opportunity to learn about history—cultural, political, economic—through the study of built fabric, as well as to engage the traditional building trades in a living laboratory that they created, and that they may preserve.

Taken as a unit, these five elements build relationships across generations and backgrounds; they transmit crucial knowledge about the building trades, their history and methodology; they directly contribute the physical improvement of the place in which the programs operate; and they transmit to exterior groups' knowledge of the place, its traditions, and its identity.

#### 1. Vocational Training:

Vocational Training is the centerpiece of the education program. Instructors skilled in their own particular trades teach students practical skills through the completion of work on "Buildings Rehabilitation" (explained in a moment) buildings. Carpenters teach carpentry in a shop and on sites, using the common tools and techniques of the trade. Vocational Training is aimed at workingage individuals who wish to gain skills that they may employ on-the-job. We hope to attract neighborhood residents, as well as individuals who have graduated from the Priestley School of Architecture. Built into vocational training is considerable content on the theory and practice of historic preservation. This includes conveying an understanding of how to treat historic materials (paying attention to the Secretary of the Interior's standards for rehabilitation), the philosophical issues surrounding authenticity, interpretation, and authorship. This would also include conservation techniques, including skills as basic as stripping paint or as complex as repairing damaged stone.

# 2. Buildings Rehabilitation:

Buildings Rehabilitation is the right-hand of the Vocational Training. Working in partnership with property owners who may not otherwise have the means or ability to perform necessary maintenance and upkeep of their buildings, instructors and students will offer below-market services as a hands-on training exercise. This element of the Falmouth, Jamaica program is one of its most successful innovations, and has lead not only to the slow-but-steady rehabilitation of nearly 30

homes over the last 5 years, but has also contextualized the program's work in the community in which it operates.



Source: Falmouth Heritage Renewal

#### 3. Artisan Workshops:

Artisan Workshops are specialized sessions taught outside the normal scope of Vocational Training. Craftspeople with special skills such as timber framing, wood grain painting, or stone carving offer in-depth instruction on relevant topics. Given New Orleans' high concentration of period historic buildings with extensive original detailing, it makes sense to support specialized training because of the broader potential for its local application. By familiarizing students with the higher-end trades, the program would begin given them skills to set them apart from other tradespeople working in the city.

#### 4. Mentorship:

Mentors, individuals who are either instructors or are otherwise associated with the program, will work with students, offering guidance on specific projects, work-related concerns, or other matters germane to the program. Mentors need not be from within the incubator. The central goal of mentorship is to help students transition from the educational program into the world of work.

# 5. Field School Partnerships

Field School Partnerships are agreements worked out with educational institutions of various types (universities, high schools, etc.) that allow outside groups to come in for short periods of time to learn some of the trades being instructed in the program (particularly effective for college-age youth studying architecture or preservation but who are not familiar with the physical aspect of their field), to contribute to broader goals of the community (such as research and HABS-style drawings documentation). For example, an architectural history field school might wish to come to New Orleans to develop documentation skills and learn about the building trades that produced (and are used to preserve) the buildings they study. The incubator benefits by the exposure it gets to outside groups and the drawings it obtains from students. Students benefit by acquiring and developing skills, and being exposed to the architectural culture of the city.

Additionally, we envision an opportunity to partner with Habitat for Humanity to teach specialized skills in the building trades to volunteers who will be working in New Orleans. The Idea Village's existing relationship with Habitat could provide a basis for exploring such a partnership.

As shown by the organizational chart, a single full-time director will administer these five programs. Because the local economy of Falmouth is so drastically different from that of New Orleans, it is difficult--if not impossible--to exactly base the Dryades Center on the FHR model. FHR's educational programming functions less like a school and more like a business; that is, for each of the programs detailed below, instruction occurs on-the-job. Students are employees in a business that restores local buildings. Because many youth do not attend school, some individuals start working at FHR in their teen years, and work their way up through the ranks as they become more skilled. They are paid for their work even as they learn to do it. Projects progress more slowly than they might under a more traditional business model, but the learning process is highly effective, and the quality of work is excellent.

Clearly, the Dryades Center cannot operate using the same set of assumptions that FHR uses; the five-point educational model, as described above, represents an adaptation of the FHR model to the circumstances of New Orleans, and it is a novel adaptation that has never been tested. For this reason, it may be important to consider a potential partnership with an organization such as the New Orleans Crafts Guild (NOCG)<sup>11</sup>, which has since 2002 operated a non-profit construction company and building arts education program. The NOCG website explains it best:

Beyond developing master-level trade skills, the New Orleans Crafts Guild teaches business sense and real estate investment strategies. Central to our program is an introduction to the process of acquiring and renovating blighted properties. Crafts Guild graduates develop the skills necessary to purchase and maintain their own homes. In this way, graduates contribute to a greater sense of hope and progress in their neighborhoods.

The innovative programs of the New Orleans Crafts Guild transform the blighted properties of our city into experiential classrooms and business incubators. The New Orleans Crafts Guild will acquire buildings and direct renovations headed by senior craftspeople and staff foremen. In this setting, students experience each trade and acquire a thorough understanding of renovation and construction processes. During the typical working day, students may receive instruction in architectural history, technical mathematics, building systems, and accounting among other subjects.

Upon completion of renovations, properties will be marketed primarily to low and middle-income individuals. Proceeds from the sale of houses will be used to purchase additional buildings, and pay salaries. A portion of the profits from sales will also return to students in the form of a bonus based on the individual's

<sup>11</sup> www.nocg.org

contribution to the renovation. Students will be encouraged to save money; building start up funds for when they leave the program.<sup>12</sup>

Since the NOCG model is economically sustainable and appears to be doing well, and since its fundamental goals and methods are aligned with those of the Dryades Center, it makes sense to at least explore the idea of a partnership.

# Added Value & Competitive Advantage

Although the Dryades Center for the Building Trades will operate in a context where similar organizations are also at work, it will provide its own unique added value and competitive advantage. This section will discuss what the Center hopes to accomplish in addition to economic revitalization, namely engaging in the preservation and revitalization of artisanal craftsmanship and addressing the tensions and equity issues of historic preservation in New Orleans neighborhoods like Central City.

While our incubator is designed to address the city's urgent rebuilding needs, its substantive ethic is larger in scope. We envision a space where the traditional craftsmanship and in-demand construction work can co-exist in an energetic, entrepreneurial environment that contributes meaningfully to the city's sustainable rebuilding effort.

Practitioners, academics, and others in the building trades and preservation fields have long lamented the gradual and crippling decline of the traditional building trades in the United States and abroad. New Orleans in particular has long been recognized as a national center of master craftsmanship. Earl Barthé, an 83-year-old master plasterer and National Heritage Fellow, represents the pinnacle of tradesmanship, yet with the inevitable passing of his generation comes the passing of valuable experiential knowledge from our cultural memory. We hope to prevent that loss and leave the city in the hands of a generation of workers qualified to curate it.

For a generation with unprecedented exposure to emerging technologies, a career involving manual labor might have dubious appeal. The trades have long battled this stigma, yet awards like those given to Earl Barthé prove that not only can manual labor lead to gainful employment, but also tremendous distinction, pride of work, and respect. We hope to help restore to the trades some of the honor they once enjoyed.

Finally, we seek to mollify the evident conflict between historic preservation and poverty. There has long been a sense, particularly in New Orleans, that the theory and practice of Historic Preservation is elitist and negligent of its effects on poorer homeowners and residents. This was brought into focus during one particular meeting during our time in New Orleans when we heard of a low-income black homeowner who was opposed to the designation of her home as a local landmark because she could not afford the upkeep that would be required under the landmarks law. We were told that "the preservationists" attempted to buy the house out from under her, with the intent of rehabilitating the house and selling it again. We later learned that "the preservationists" were Felicity Street Redevelopment, a non-profit whose mission is to revitalize lower St. Charles through the operation of a revolving fund, providing low-income housing assistance, and strengthening residents' voices in the community.

<sup>&</sup>lt;sup>12</sup> Ibid.

The anecdote put the alleged actions of the Felicity Street Redevelopment in direct conflict with their mission statement. There was, of course, probably more to the story than we heard, but the result was clear enough: the story had raised the ire of the community, making the relationship between what it perceived as a preservation organization and itself a contentious one. What is clear enough is that the preservation of buildings should not result in the displacement of their owners, and that preservation should not be a feared practice, but one to be embraced for its ability to strengthen and reinforce a community—both metaphysically and economically. This is precisely the kind of situation where a buildings rehabilitation program could square the issues of landmarks designation with economic hardship, potentially satisfying all parties. Thus, we would be able to demonstrate that not only can preservation be an act not as a force of elitism, but that it can also combat the forces of poverty rather than fomenting them.

# **Physical Planning**

The incubator can serve as a catalyst for revitalization along the entire Boulevard. The existing physical layout of the Boulevard including its wide sidewalks and open views, proximity to the Central Business District and adjacent commercial infrastructure provide an opportunity to foster economic change and cultural rejuvenation. The Boulevard's assets serve as a connection between what happens inside the incubator and the changing neighborhood outside its walls. It is extremely important to provide security on the street, trust within the community, and influence other business owners to take responsibility for their surroundings. Several key physical elements must be considered for this bridge between businesses and land to take place.

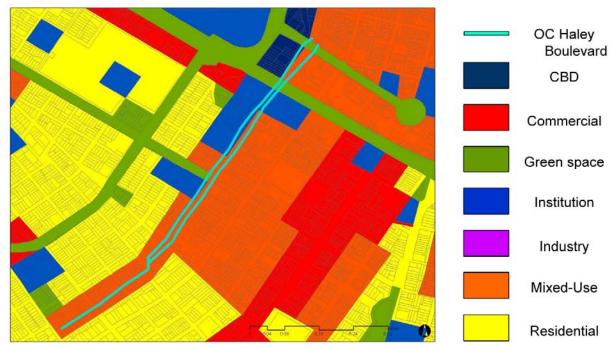
# Land Use Analysis

An initial assessment of potential development on the boulevard based on existing zoning ordinances shows that zoning conflicts may have contributed to the physical disconnect between O.C. Haley Boulevard and nearby St Charles Avenue. Although the frontage for the Boulevard is zoned for general commercial activity (C-1), the back of the lots extending from the back and side lots is zoned as a light zoning district L-1. The purpose of the C-1 district is to provide sufficient space for a wide variety of commercial and miscellaneous service activities, but does not permit extensive warehousing, frequent heavy trucking activity, open storage of material, or the nuisance factors of dust, odor, and noise, associated with manufacturing. C-1 Zoning does allow for the conditional use of business, vocational and proprietary schools or schools reaching industrial training, trade or business.

C-1 zoning allows a floor area ratio (FAR) of 4 along O.C. Haley Boulevard. FAR is used to regulate the size of a building that can be constructed on a specific site. To calculate the maximum amount of floor area allowable in a building, the FAR control is multiplied by the lot area. For example, on a 10,000 square-foot lot in a district with a maximum FAR of 4.0, the floor area of a building can be developed to a maximum of 40,000 square feet. The maximum building height for a structure in a C-1 zone is 100 feet, which would allow for the construction of a 5-6 story building depending on function (commercial buildings tend to require a greater internal height clearance).

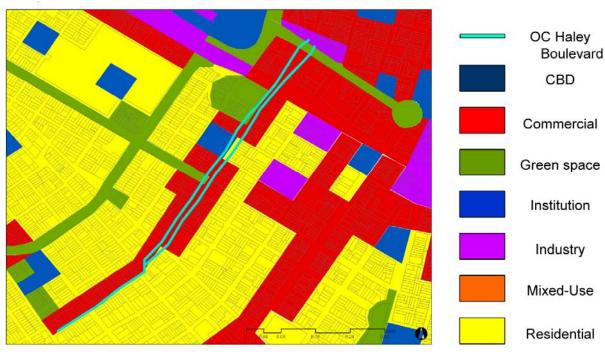
As suggested in UNOP, O.C. Haley Boulevard is expected to be changed to a mixed use zone, permitting both commercial and residential structures along the corridor and allowing for greater diversity and workforce development. UNOP and the designation of the Boulevard as a renewal zone provide an outline for the future of O.C. Haley Boulevard. As this plan remains in a formative stage, opportunities are available to consider what other types of zoning and development would be appropriate to implement revitalization initiatives such as an incubator. In particular, zoning changes must be considered to create commercial or mixed-use areas along Felicity and Martin Luther King Jr. Boulevard between St. Charles and O.C. Haley Boulevard, thus creating more foot traffic and safety while connecting the areas.

# Proposed Land Use



Source: City of New Orleans, 2006

# **Existing Land Use**



Source: City of New Orleans, 2006

#### Site Selection

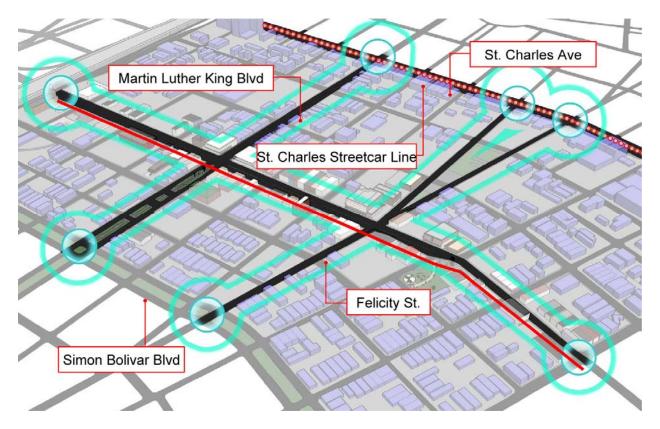
We selected three sites for the proposed incubator. Our first step in selecting appropriate sites along the Boulevard was to create a property database to organize and catalog the potential sites (see appendix). While it would be too limiting and require more legal advisement to determine an exact location for the incubator, we have identified sites that would potentially fit within the scope of this project. Three factors, in addition to zoning, have been considered when choosing these sites, 1) the site must be large enough for the needs of the incubator; 2) the site must contribute to the physical revitalization of the boulevard, increasing a flow of pedestrian access and vibrancy; and 3) the current land ownership status should allow for easy acquisition.

To address the first qualification we have researched various incubator spaces and workshop needs to conclude that the Dryades Center of Building Trades will need at minimum 15,000 square feet of functional space. We estimate that 4,000 sq. ft. will be used for a woodshop, 2,000 sq. ft. for a welding shop, 1,000 sq. ft. for masonry work, 4,100 sq. ft. for storage, 1,000 sq ft. for office space, 300 sq. ft for classroom space, 1,500 sq. ft. for retail space, 600 sq. ft for incubator operations/office, 250 sq ft. for conference space, and 250 sq ft. for a break room. We are also taking into account the need for a rear entrance and loading dock for equipment. This is based on the assumption that there will be ten businesses that will share equipment, general administrative office space, and a retail storefront. If it is decided that more than ten businesses should grow in the incubator, the footprint will need to increase. Also, the space could potentially be subdivided depending on available lots. For example, the workshop and office space could be physically detached from the storefront, as suggested in site three.

Use	Needed Sq. Ft.
Woodshop	4,000
Welding	2,000
Masonry	1,000
Storage Space/Room for Expansion	4,100+
Office Space	1,000
Classroom	300
Retail Space	1,500
Incubator operations/office	600
Conference Space	250
Break Room	250
Total	15,000+

When considering the site based on its relation to the physical revitalization of the Boulevard, we have emphasized the need for visual identity and pedestrian accessibility. We have also tried to limit the scope of the project by focusing on what we consider the architectural heart of the boulevard, the four blocks between Martin Luther King Jr. Blvd and Felicity Street. This is not meant to ignore

the stretches to the East or West, but simply to concentrate short-term revitalization efforts. A successful rebuilding of these blocks will lead to further investment and interest on either side of the Boulevard. We also propose creating safe and welcoming "entrances" to this heart of the corridor between O.C. Haley Boulevard and St. Charles, therefore eliminating a feeling of physical isolation and leveraging the short distance from the tourist driven Garden District.



Finally, to assess what may be easily obtainable we have looked at the lots considered adjudicated. We have purposefully not evaluated blighted property because there are very few sites that formally fit into this category and those that do exist do not provide the size or physical identity needed. Adjudicated property, owned by the City or New Orleans Redevelopment Authority (NORA), can be purchased at 50 percent of its appraised value, relieving the City of the property and facilitating the process of acquiring land from an established owner. However, we have not limited options to adjudicated property. We have also taken into account properties with existing structures that would require adaptive reuse, as well as sites that would be new developments.

Site	Proximity to Boulevard	Morphology	Lot Size (sq. ft.)	Capacity for expansion	Status of Lot	Potential for re- use/rehabilitation of existing structure
1	Immediate, close to Martin Luther King Jr Blvd	0	13,595	Yes	Adjudicated	No/would require new construction
2	Immediate, adjacent to Martin Luther King Jr Blvd	Single development	16,341	Limited	Privately owned	Yes
3	Dependent on component, within 1 block of O.C. Haley Blvd	Potential for dispersed	10,000	Yes	Privately owned	Yes/Historic Restoration

**Site 1** is identified as lots 1413 & 1417 on O.C. Haley Boulevard and Lot 1412 on Rampart Street. These three lots are adjacent and vacant with the potential to develop as a new structure. Additionally, the three lots (combined 13,595 sq. ft.) are adjudicated and currently in the control by NORA, which would make them relatively easy to obtain at 50 percent their appraised value. The total of all three lots equals \$72, 610, with 50 percent adjudicated property reduction the cost would equal \$36,305. Also, purchase of adjudicated property is free of taxes, interest and penalties, and conventional and judicial mortgages. The steps to acquiring the property would include submitting a plan, comprehensive budget for the property, and appraisal of the property to the City Attorney.

In addition to its adjudicated status, there are multiple benefits to this location. It is an empty lot which would allow for new development, built to the specs and needs of the Dryades Center for the Building Trades. The space is large enough to allow for a two-story building with more than enough room for the incubator's needs. This can include a modern workshop, recognizable entrance, and development of a lot that is currently an eyesore. A financial analysis of new construction costs in comparison to adaptive reuse of an existing building would have to be conducted. While the property does not lie within the "heart of the Boulevard," it is less than a block east of Martin Luther King, Jr. Boulevard and could serve as an anchor and entrance to the Boulevard from the Central Business District. When driving to O.C. Haley Boulevard from the CBD, whether for lunch at Cafe Reconcile, or any other purposes, people would pass the incubator. Moreover, a former school directly across the street has been proposed to become a civil rights museum. If this development does occur, it will bring in tourists and pedestrians to the block and to the retail store of the incubator. Also, graduating businesses from the incubator would be encouraged to move onto O.C. Haley Boulevard between Martin Luther King, Jr. Boulevard and Felicity Street, near this location.

Site 1



Site 2 is identified as 1504 O.C. Haley Boulevard (also listed as 1836 Martin Luther King Jr. Boulevard) is currently owned by Cayman Realty and occupied by Gators Discount Worldwide. It has an appraised value of \$167,100 and is 16,341, sq. ft. While it is currently in use as Gator's headquarters and storage facility, it appears as a vacant building because it is so poorly maintained. Garbage, broken windows, and locked gates create an eyesore and unsafe environment. Additionally, its overhang at the building's corner provides an area to attract loitering and homelessness, as indicated by the blankets scattered underneath. Its physical space fit within the needs of the incubator footprint, and its location at the foot of Martin Luther King, Jr. Boulevard and O.C. Haley Boulevard make it the perfect space to create a visual change to the neighborhood. At this location the incubator would create symmetry between either side of street, particularly linking a visual between existing businesses. For example, lunchtime customers at Cafe Reconcile could see the incubator across the street and create foot traffic to the retail space, increasing the potential of investment in the lots between the two establishments. Also, the adjoining buildings could be used for "graduated" businesses. Challenges at this time include whether Gators is willing to relocate and Cayman Realty is willing to sell. The building is also in need of major clean-up efforts.

#### Site 2



Site 3 is 1731 Baronne Street, with an option of a potential storefront on O.C. Haley Boulevard. The building on Baronne Street is 10,000 sq. ft. and is currently owned by Kalliope LLC. A recent assessed value could not be found, however it is recorded that the building was last sold in 2001 for \$416,558 (an appraised value is likely to be less than the last sale price given characteristics of other sale history in the area). The site appears to be vacant, with broken windows and overgrown weeds, however, the building seems to be in very good structural condition, and the brickwork and ornamental detail is mostly intact. In fact, it has been nominated to the National Register of Historic Places for its former use as the Plymnia Street Sub Station; if the building is placed on the register, it will be eligible for Historic Rehabilitation Tax Credits. While obtaining the property may be more expensive than the other options, the cost of repair may not be as high in comparison to other buildings.

Its location on Baronne Street, with an entrance on Felicity Street, acts both as an asset and challenge to the incubator. Its benefits include its position as an anchor between St. Charles and O.C. Haley Boulevard, allowing increased foot traffic along this route. In conjunction, a neutral ground along Felicity Street could act as an "entranceway" to the O.C. Haley Boulevard's revitalization, leading visitors around the corner. Also, the site is located on the same block as Ashe Cultural Center, Venus Gardens Apartments, the Zeitgeist Theater, and the Hope Community Credit Union. This cluster of successful businesses could support one another, setting an example for other blocks and influencing further investment. Additionally, the expected residential development by the KFK Group between Baronne Street and Carondolet Street will facilitate change, but must also be reasonable within the needs of the community. A challenge to this location is that it is not directly on O.C. Haley Boulevard. It is suggested that small storefronts along the heart of the Boulevard be acquired or leased to attract shoppers and show visible action.

Site 3



## Physical Rehabilitation

The Main Street Program and O.C. Haley Boulevard Business and Merchants Association must build upon their efforts of renewing economic vitality on the street by focusing on a comprehensive streetscape vision. To encourage future investment to the area an image of a friendly and dedicated working environment should be marketed. As shown through other successful Main Street programs, this may begin with streetlight banners and coordinated logos, which give a perception and encouragement of change, as well as increased advertisement for participating businesses. As seen in cities such as Poughkeepsie, New York or Rocky Mount, North Carolina, banners give a renewed sense of energy and showcase a sense of commitment from the existing community. This is a relatively inexpensive approach to marketing renewed commitment, but it is also important that assistance, either physical or financial, be provided to improve sidewalks, awnings, and storefronts of existing businesses. Another important aspect of streetscape renewal is to work with vacant property owners in the district to remove garbage and debris and cut unkempt grass that has accumulated from years of neglect on these sites.

A partnership should be made with Parkway Partners for renewal of plant life and tree canopy on the median, transforming it into a living and healthy neutral ground In particular, the O.C. Haley Business and Merchants Association should become a "Neutral Ground" partner to adopt aspects of the streetscape. By becoming a yearlong partner, organizations or businesses are asked to pick up litter, cut grass, plant, weed, or perform other maintenance services once a month. In exchange, the organization or business is recognized on a sign on site. This gives existing businesses a chance to market their efforts while engaging them in the future of the Boulevard, from which they will eventually benefit. There must be a cohesive understanding among all existing businesses on the Boulevard that by investing either time or money into the streetscape, there will be increased foot traffic, more customers, and an increased sense of pride for the corridor. This is designed as an equitable and cooperative opportunity for all economic growth.

In addition to improving the green spaces on the street, it is important to also create open space for a park or playground to encourage a healthy, safe neighborhood. This is even more vital for an area slated to be mixed-use with high density in the future. While it may seem in contradiction of building for higher density, the idea is to reserve land while it is still available to prevent too much development and allow a place for recreation or passive activity. Open space is incredibly necessary for a community to encourage play, allow for activities, such as lunchtime concerts, and create a break from the built environment.

A play area can be exposed where pedestrians can keep their eye on park activities, ensuring safety and accessibility. While the YMCA and three community gardens are located on the Boulevard, these facilities are behind doors or closed gates and do not provide the accessibility and outdoor spaces needed to enliven the Boulevard. According to the Groundwork New Orleans report created in 2004, Central City contains approximately 16 acres of parkland for use by its estimated 23,000 residents. This is clearly an area in need of clean and safe places to play. A partnership with the Friends of New Orleans Recreation Department should be made to further this initiative.

From a planning perspective, without legal or financial guidance, we recommend the lot at 2001 O.C. Haley Boulevard (also listed as 1900 St. Andrews) to be used as open space. It is currently owned by the Majestic Mortuary Services (which is across the street) who has a "land only permit" for the lot of 7,143 square feet, valued at \$26,200. Currently it is a poorly maintained vacant lot with

no attractive or apparent use. However, it provides a great sightline of the Boulevard, which make it a prime location for a park. Moreover, it is in the shape of a baseball diamond and would create an excellent space for physical activity. This could potentially be managed by Main Street through a partnership with NORD.

### Boulevard Revitalization

The incubator has the potential to play a larger role in this streetscape revitalization in two ways. First, graduated businesses would be influenced to locate in the neighborhood. Secondly, the Boulevard can be used as a "living" classroom for the education programs.

It has been shown that 80 percent of graduated businesses from an incubator occupy space nearby. Expecting such success, once businesses graduate from the Dryades Center for the Building Trades, in 3-5 years, they would be advised to locate on the boulevard and join the Merchants Association, while actively engaging in physical improvements.

To facilitate graduating businesses locating on O.C. Haley Boulevard, the incubator could pursue land banking. Land banking involves the acquisition of land in advance of development pressures that causes the land prices to rise. The incubator will be able to recover its land banking expenses by leasing purchased property for the new development, while also securing space on the corridor for its graduates. If necessary, the incubator could leverage the appreciating land values as O.C. Haley Boulevard revitalizes through the resale of acquired land at a reduced price with deed restrictions that guarantee the property's future use.

This is logistically challenging, but possible. Courts will uphold deed restrictions as long as there is a benefited parcel, the restrictions are reasonable, and they accomplish a socially or legally acceptable goal. These efforts can be coordinated with the Groundwork New Orleans, a non-profit designed to promote economic development in Central City through the redevelopment of brownfield sites. If land banking were to occur, strong block associations could be created under the realm of the O.C. Haley Merchants Association. Block associations would instigate cooperative responsibility and influence other blocks to maintain their public space.

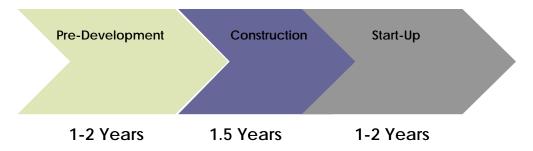
O.C. Haley Boulevard can be used as a "living" classroom for students enrolled in the educational workshop program, further linking the incubator to the streetscape. Students can undertake physical work on the existing buildings and streetscape while learning basic landscaping and construction skills. Working with the Main Street program, this opportunity would help achieve physical neighborhood recognition and give a sense of responsibility and ownership of the Boulevard to students.

## **Implementation**

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The implementation process has three main components: 1) the timeline, 2) incubator financing, and 3) strategic partnerships.

## Project Timeline



The first step in the pre-development stage will be to do a financial feasibility study. Once this is complete a business plan can be put together to begin searching for investors. Next, a site for the incubator has to be acquired and all financing secured.

The second phase is construction. This should take approximately eighteen months, depending on the site. It will also depend on whether new construction or rehabilitation will be needed.

In phase three, the incubator will need to be equipped and prepared, and finally, within two years the site can be ready for operation.

#### Incubator Timeline



Once the incubator is ready for operation, businesses and students will locate into the incubator in Year 1. By the second year of the incubator's operation, students from the workshop should be skilled enough to begin work on the Boulevard and its existing structures. Finally, in year three, businesses can graduate from the incubator and locate on the Boulevard.

Ongoing with the incubator is the revitalization of the Boulevard. First, the Main Street Project should begin general streetscape plans by coordinating efforts with existing businesses and Parkway Partners.

## Financing

Business incubators typically receive funding from a variety of sources, including government grants, philanthropic donations, rent, and fee for service. The building-trades incubator will use all of these sources for 1) start up costs and 2) operations.

Financing research from IRS 990 data from two New Orleans Non-Profits and two other business incubators was utilized to determine the financing for the Dryades Center. In addition, rents and construction costs were estimated using data from Latter & Blum Realtors and Reed Construction data. Please see the attached excel file for all the financial statements.

## Start-up Cost

Securing start-up funding is crucial for the success of the building trades incubator. The largest expense will be the acquisition, rehabilitation, and refurbishing of the site. The acquisition cost was calculated as an average of the three sites. For example, the price of Site One was \$167,100, which was its appraised value and the price of Site Two was 416,558, which was its sale price in 2001. Once the site is acquired, the building then needs to be renovated and refurbished for the Dryades Center. This is further dependant on the site selection, which may require new construction altogether.

As shown in the following chart, it is estimated that approximately \$2 million - \$2.4 million will be needed for start-up costs.

Site Acquisition	\$206,654
Renovation/New Construction	\$1,532,880
Permits & Fees	\$150,000
Furniture	\$100,000
Workshop Materials	\$200,000
Office Supplies and Equipment	\$20,000
TOTAL	\$2,209,534*

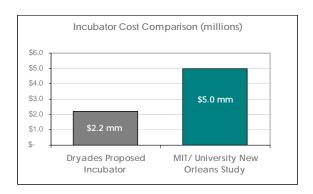
<sup>\*</sup> based on an average of all three sites.

## Start-up Cost Comparison

The estimated cost of the Dryades proposed incubator is approximately \$2.2 million, compared to an estimated incubator cost \$5.0 million in an MIT / University of New Orleans study on business incubators. It is important to note that the Dryades incubator is half the size of the MIT / University of New Orleans business incubator and also includes a workshop.

#### Start-Up Cost Comparison (millions)

Davids a Davids	la accila a kaca		φ.	2.2
Dryades Proposed	incubator		\$	2.2
MIT/ University New	Orleans S	tudy	\$	5.0



The majority of the funding for start-up costs will come from grants and loans. According to Howard, there are many sources of start-up funding for incubators. The EDA and U.S. Department of Commerce fund construction and building renovation costs for incubators through a grant program. In addition to federal sources, there are many state and local entities that provide loans and funding to business incubators. For example, the incubator could apply for the LED Business Recovery Grant and apply for a Gulf Opportunity Zone Bond Loan, which offers a low-interest loans in the Gulf Coast region. The incubator could also seek philanthropic dollars for start-up costs.

The following chart outlines potential funding sources:

CDBG	\$300,000
LED Business Recovery Grant	\$20,000
GO Zone Bonds (Loan)	\$600,000
Idea Village	\$100,000
Corporate Sponsorship	\$200,000
Federal EDA Grants	\$500,000
Foundation Grants	\$489,534
TOTAL	\$2,209,534

## Operating Costs

The majority of incubators rely heavily on rents to fund operations (Howard, 12). This business incubator will charge rents at a discount to market. The rents will still provide a large source of funding for the operating budget. The model of charging fair market rent means that O.C. Haley Boulevard and the incubator itself must be desirable places in order to attract sustainable businesses. However, it is important that small businesses have an incentive to locate in the building trades incubator. Latter & Blum Realtors in New Orleans estimate office rents in the \$15 -\$18 per sq ft range for downtown Class A office space. This proposal assumed market rents along O.C. Haley

Boulevard would be leasing for approximately \$12 per sq ft. As such, the incubator tenants would then pay a discounted portion of the \$12 per sq ft.

Another source of income will come from a retail component of the incubator where local entrepreneurs and incubator tenants can sell their goods. The makers of the retail goods will be compensated for their crafts. However, the items will be marked up when sold to the public. This markup will be revenue for the business incubator. For example, 30 percent of the price of goods sold will go to the incubator and 70 percent will go to the entrepreneur, who presumably produced the product at 40 percent of cost.

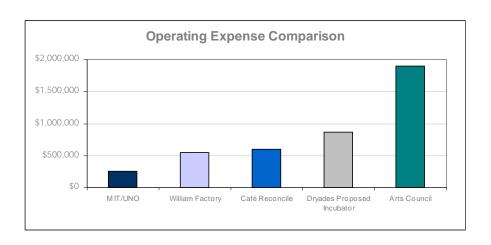
Business incubators also receive donations from charitable foundations and government grants. The building trades incubator will hopefully cover its operation expenses through rents, fees, and retail revenues. However, it is recommended that philanthropic donations be sought in case of a shortfall during a particular year. According to Howard, "Incubators seeking foundation funding tend to apply for funds targeted to community, workforce, or economic development."

Based on the following proforma, a total of \$750,000 will be needed to cover the shortfall in operating costs in Year One.

Gross Potential Income		
Office Income	\$	8,400
Retail Income	\$	12,600
Shared Incubator Space	\$	105,000
Total Gross Potential Income	\$	126,000
Other Income		
Staffing Services Revenue		
Retail Service Revenue		
Vacancy Factor		
Office	\$	(840)
Retail	\$	(1,260)
Shared Incubator Space		0
Estimated Gross Income	\$	123,900
Operating Expenses		
Operating Expenses Personnel	\$	235,000
	\$ \$	235,000 600,000
Personnel		
Personnel Workshop	\$	600,000
Personnel Workshop Utilities	\$	600,000 20,000
Personnel Workshop Utilities Insurance	\$ \$ \$	600,000 20,000 15,000
Personnel Workshop Utilities Insurance Office Supplies	\$ \$ \$ \$	600,000 20,000 15,000 10,000
Personnel Workshop Utilities Insurance Office Supplies Other	\$ \$ \$ \$	600,000 20,000 15,000 10,000 15,000
Personnel Workshop Utilities Insurance Office Supplies Other	\$ \$ \$ \$	600,000 20,000 15,000 10,000 15,000
Personnel Workshop Utilities Insurance Office Supplies Other  Total Operating Expenses	\$ \$ \$ \$	600,000 20,000 15,000 10,000 15,000 <b>870,000</b>

## Operating Cost Comparison

The annual operating cost for the Dryades Center was compared to other business incubators and other non-profits in New Orleans. It is important to note that the Dryades center will include a workshop, which tends to be more costly. Café Reconcile is a good comparable because it has a culinary training program. Overall, the estimate for annual operating costs for the Draydes Center falls in line with other comparables.



## Strategic Partnerships

- Existing Stakeholders in Central City
- Traditional Trades Organizations
- Small business and Workforce Development Organizations
- National Organizations

In order for the Dryads Center for the Building Trades to realize its potential it will have to make strategic alliances and partnerships with existing organizations. First, the incubator should reach out to established tenants on the boulevard such as Ashe Culture Center, Café Reconcile, the YMCA and other organizations that anchor the neighborhood. These anchors are necessary for political support of the development and they can provide important knowledge about their experiences doing business in Central City. Particularly, the incubator should form a strong relationship with the O.C. Haley Business and Merchant's Association, a leader in the revitalization efforts on O.C. Haley Boulevard. The incubator should also connect and form a relationship with the local police station to begin alleviating some of the crime and safety issues that affect Central City.

The incubator will need to coordinate and draw upon the work of other organizations in the traditional building trades. The incubator can outreach to existing traditional trades businesses to learn from their expertise and form potential mentorship relationships. An important partnership will be with the Priestly School of Architecture and Construction, a charter high school in New Orleans targeting the trade industries. The school's mission is to provide students with the foundation in architecture and construction careers, and relevant vocational education preparation in craft work such as plumbing, restoration, electrician, dry-wall installer, painter, brick-layer, etc. Additionally, prior to Katrina, Booker T. Washington High School was chosen as the location for a vocational school for architecture restoration arts and sciences. This proposed school has not reopened, but may be a future resource for the incubator. Other groups for potential partnerships may include the Industries of Southeastern Louisiana, Inc., Associated General Contractors, and The New Orleans Crafts Guild.

An important aspect of the incubator is providing the incubated small businesses technical assistance for business development. The incubator should make strategic alliances with neighborhood organizations that provide these services to the area. For example, Hope Credit Union provides financial assistance for the community and could potentially provide financial services to the small business incubated in the project. Good Works is a non-profit dedicated to workforce development and job placement in the area and could be an important alliance for the incubator.

Larger institutional partners may also play an important role in the success of the incubator. The Preservation Resource Center (PRC) is one of the largest local historic preservation organizations in the nation and has led an effort to successfully restore housing units in New Orleans. The Association for Preservation Technology International (APT) is a national organization dedicated to promoting the best technology for conserving historic structures and their setting and could provide important assistance to the incubator. Other potential partners include World Monument Fund, LISC, Enterprise Community Partners, The Fannie Mae Foundation and the Federal Home Loan Mortgage Company.

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## **Additional Considerations**

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This proposal provides a detailed analysis for developing the Dryades Center for the Building Trades. However, the incubator project is part of a broader redevelopment context in New Orleans. This section treats issues that are beyond the scope of the incubator project, but are still important considerations when developing a project in a post-Katrina landscape.

As discussed earlier in the report, pre-Katrina New Orleans was characterized by extreme poverty levels and racial segregation. The 2005 hurricane season highlighted these racial disparities and poverty providing vivid images of poor African Americans, as well as elderly residents, who bore the brunt of the storm's damage. Many of these residents are now dispersed in shelters and temporary housing across the region and lack the resources needed to return and begin rebuilding. Some dispersed residents fear that they will be excluded from the "new" New Orleans and that redevelopment plans will not include them.<sup>13</sup>

The redevelopment challenge for New Orleans is to avoid old systems and institutions that concentrate poverty, reinforce racial disparities and reduce access to opportunities. Rebuilding New Orleans should be an opportunity to reverse negative historical patterns and new projects should incorporate measures to combat structural racism that lead to disproportionate storm impacts.<sup>14</sup> To address these issues this section will discuss housing, gentrification, and civic engagement.

## Mixed-Income Housing Development

Housing development is essential to the recovery of New Orleans and this Studio strongly recommends that a housing component be included in the incubator development plan. Housing could be built on the incubator site or at an off-site location in proximity to the incubator. Due to the natural variability and political nature of affordable housing development, specific recommendations on the number of units to produce, the percent of total units set-aside as affordable and the income populations to target is difficult to determine. Many of these decisions will need to be determined based on the final site selection, its build-able spaces, incubator space needs and the political landscape for affordable housing.

Including a housing component will allow the incubator to participate in broader recovery efforts in New Orleans. UNOP recommends District Two as a site for affordable housing construction because it is part of the low-risk flooding zone. UNOP recommends the development of moderate and affordable housing in Central City to provide infill for underutilized land and to rehabilitate existing housing stock.<sup>15</sup> Housing projects have already been proposed in Central City. Recently, the Housing Authority of New Orleans (HANO) committed to the redevelopment by awarding developers two former public housing sites C.J. Peete and B.W. Cooper in Central City. These mixed use redevelopment projects will create 1120 units of the housing and approximately 670

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<sup>&</sup>lt;sup>13</sup> Popkin, Turner and Burt (2006).

<sup>&</sup>lt;sup>14</sup> Hartman and Squires (2006).

<sup>&</sup>lt;sup>15</sup> UNOP Plan (2007).

affordable and public housing rentals.<sup>16</sup> As of this writing, HUD is assessing how best to redevelop public housing and manage political opposition to the demolition of these sites, which has sparked debate on Capital Hill. There is also large-scale market-rate development in the district. KFK group is developing a \$100 million project, which will provide 600 co-ops in Central City.<sup>17</sup> This potential construction activity suggests that there may be an influx of new residents into Central City that could help support the building trades incubator and make revitalization efforts along O.C. Haley Boulevard more viable.

The incubator should capitalize on Central City's advantageous location on higher elevation and include a housing component within its project development. Though these units will have no formal relationship with the incubator, we believe they are necessary to meet the broader recovery and revitalization needs in Central City. New housing construction will provide city residents with much needed places to live and contribute to relieving the housing shortages currently being experienced in New Orleans. Housing production will also contribute to the vibrancy of the neighborhood by increasing foot traffic and broadening the local market for goods and services along the commercial corridor. For the incubator, housing unit will provide additional rental revenue for the project, thus increasing the financial security for the project. The below-market units will also allow the project to take advantage of housing subsidies and other forms of low cost financing to fund the construction of the incubator facility.

Historically, residential development in New Orleans has been racially and economically segregated. To date, affordable housing development has exacerbated this situation by concentrating lower income residents in large projects located in poorer neighborhoods of the city. To combat these historical patterns of development, the incubator should be developed as a mixed-income project with both market rate and affordable housing units promoting equitable development in Central City. Affordable housing should be included because it is necessary for an equitable redevelopment of New Orleans. The absence of a major segment of the workforce will undermine the recovery of the region's economy. Key workers, including those involved in providing health care, child care, and public education may not be able to return, limiting the availability of services in the area.<sup>18</sup>

Defining affordability and the project set-aside (percent of total units that will be affordable) will determine the type and the extent of subsidies for which a project is eligible. Typically, affordable housing units are marketed to families making 60 percent to 80 percent of Area Median Income (AMI). Developers can choose a multi-tiered affordability structure, renting apartments to very low (50 percent of AMI), low (60 percent of AMI), and/or moderate (100 percent of AMI) income families to bring a diverse population into the area. Generally, projects with deeper affordability (very low) are eligible for greater subsidies. Additionally, to become eligible for other types of funding, projects can set aside units for populations with special needs, such as the elderly. The affordability and population mix will have to be negotiated to meet the financial needs of the project and to ensure that political buy-in and community interests are being met.

During the project's initial rent up, the developer should also consider setting aside apartments (10 to 15 percent) for residents displaced by the hurricanes, as well as committing to marketing efforts to entice people back to the New Orleans. This is important because the most vulnerable families were

<sup>&</sup>lt;sup>16</sup> Tidmore (2007).

<sup>&</sup>lt;sup>17</sup> Thomas (2006).

<sup>&</sup>lt;sup>18</sup> Popkin, Turner and Burt (2006).

displaced by Katrina and are now dispersed across the region. These populations tend to lack the insurance and assets needed to return and begin rebuilding.<sup>19</sup> Additionally, rising rents as a result of housing shortages are increasing the difficulty for low-income families to return to the city. This situation is exacerbated by the lack of a coherent and effective plan to house displaced families or to help them return to New Orleans. As a result, the efforts of local individuals and organizations may prove instrumental in bringing former residents home and rebuilding the city's population.<sup>20</sup>

Affordable housing projects in New Orleans are largely financed by Low Income Housing Tax Credits (LIHTC). Federal tax credits are allocated through a competitive application process administered by the Louisiana Housing Financing Agency. The federal HOME program also allocates block grant funds to city governments to support local affordable housing initiatives. HOME dollars are generally used to fill gaps in project financing. Funds from Community Development Block Grants are also available for affordable housing development and some existing structures may be eligible for Historical Tax Credits. The process to gain these funds may be competitive and difficult. As a result, it may be advantageous to consider applying for development projects through the Housing Authority of New Orleans.

#### Gentrification

As Central City becomes a focus in the redevelopment of New Orleans, it is important to recognize and address the implications of changing demographic compositions in Central City. Reinvestment will encourage new residents to move into Central City, creating positive affects on the vitality and economic stability in the neighborhood. Rapid new investment can bring an influx of higher income individuals leading to increases in real estate prices. In an escalating housing market, lower-paid individuals are generally the first to be priced-out. This is particularly problematic in a post-Katrina New Orleans, where returning residents are higher income and high-elevation land is in demand. Scarcity of land can increase the pressures on housing prices and the risk of displacing lower income residents. Therefore, it is essential that new redevelopment project consider how the can both preserve the local community, while enticing new residents into Central City.

While this issue cannot be completely mitigated and is a wider policy concern, we believe several actions on the part of the incubator can help ease the problem. First, employment opportunities must be available and targeted to existing residents allowing them to obtain better paying jobs that can keep pace with rising housing prices in New Orleans. To do this the incubator will target local businesses for incubation as well as build human capital through the vocational training of local youth, preparing them for higher wage jobs in the building trades.

Beyond local economic involvement, an adequate supply of affordable housing would also prevent the displacement of lower income residents from Central City. Even before the hurricanes, New Orleans was experiencing a severe affordable housing shortage and this has become more severe since the storms. Half of the city's rental housing stock was destroyed or damage by Hurricanes Katrina and Rita, making this shortage particularly acute for renters. Therefore we recommend the inclusion of affordable housing with the project to ensure Central City residents have permanent

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<sup>&</sup>lt;sup>19</sup> Katz et al. (2005).

<sup>&</sup>lt;sup>20</sup> Popkin, Turner and Burt (2006).

<sup>&</sup>lt;sup>21</sup> Ibid.

residence in the area. However, even if housing is not included in the project the building trades incubator will preserve affordable housing already in existence in Central City. Incubator students will be encouraged to work with existing homeowners to improve and maintain their homes on a volunteer or below cost basis.

Overall, Central City years of disinvestment has left land vacant and underutilize, but it now available for new development. The availability of land for new development can allow new residents to move into the neighborhood without the necessity of displacing existing residents.

## Land Banking

Dryades Center for the Building Trades should become active in promoting equitable development along O.C. Haley Boulevard. A way to engage in this type of future development is to partner with other corridor stakeholders to pursue land banking of vacant and underutilized parcels in Central City. Land banking involves the acquisition of land in advance of development pressures that inflates prices. Successful land banking can revitalize blighted neighborhoods by transforming vacant, abandoned and tax-foreclosed property back to productive use. Filling the gaps in the urban landscape will have important benefits on the safety of Central City as well as improve the local business climate. Land banking also directs reinvestment into projects that support long-term goals of a community.

For Central City, we envision land banking will secure space along the corridor for incubator graduates as well as other uses that will promote revitalization in Central City. The majority of graduated businesses locate within proximity of its incubator parent and acquisitioning land would ensure space in Central City for these new businesses. Land should also be banked for the preservation of green space along the corridor, which is essential for the overall health of the neighborhood. Overall, the existing neighborhood should benefit from appreciating land values as O.C. Haley Boulevard revitalizes, while building capital for the incubator and its partners.

The incubator and its partners will be able to guide development along O.C. Haley either by leasing or reselling land for new development. Leasing the land for development would create future and sustainable revenue resources for Central City stakeholder. These funding resources may be dedicated to recovering land-banking expenses, to meet operating shortfalls, and to pursue new development. Land banked can also be sold either at market price or at a reduced price with deed restrictions that dictate the property's future use. This is technically complicated, but possible. Courts will uphold deed restrictions as long as the restrictions are reasonable, and they accomplish a socially or legally acceptable goal.

Land banking requires equity and it may be difficult for non-for profit organizations that depend on grants and federal funds to sustain its organizations. Generally, a land bank is a public authority funded by local governments' budgets or through disposition of tax-foreclosed property. Since this may not be possible in New Orleans and we want land revenue to benefit existing neighborhood, the incubator should partners with existing Central City stakeholders to pool resources to pursue land banking. This may require the creation of a formal block association or the broadening the work of the Merchants and Business Association. Additionally, land bankers should target lots that have been abandoned or are currently adjudicated to reduce acquisition costs.

## Civic Engagement

Efforts to live, relate, and work cross-culturally in New Orleans inevitably involves "buy-in" from across the City's public and private sectors. We are especially committed to the idea that economic redevelopment cannot occur in isolation from political activity and existing community activism. Essential for changing redevelopment plans in the future is to ensure that voice of local community is involved in new developments.

Our proposed incubator project is designed for sustainable community involvement in several ways. Schematically, the incubator works within the UNOP framework, whose blueprint rested heavily on community input, and whose vision for the O.C. Haley Boulevard has guided the thematic development of the incubator project.

Programmatically, we hope to leverage the physical, human, and cultural capital of Central City and the surrounding neighborhoods in both the educational arm of the incubator and with the tenant businesses that will eventually occupy the available spaces. We look forward to furthering our dialogue with the O.C. Haley Boulevard Business and Merchants Association as a way to identify potential entrepreneurial talent that would benefit from incubation services. Also, by working alongside the Main Street Project, we hope to tie in our economic redevelopment initiative with the long-term physical and cultural growth of the corridor.

While acknowledging the endemic challenges of the New Orleans political landscape, we strongly feel that community redevelopment initiatives in the city should not only serve as targets for philanthropic activity, but also as policy-supported, locally-recognized comprehensive urban improvements. To that end, a dialog between sectors must eventually lead to coordinated, multisided action.

### Conclusion

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Our analysis suggests that O.C. Haley Boulevard is a prime location for new investment and that Central City, broadly speaking, is poised for revitalization efforts that will reverse years of disinvestment. Yet, for all the opportunities available in Central City, it faces significant challenges, both localized and common to all redevelopment in New Orleans. Many of these challenges will need to be addressed by regional initiatives, but there is the opportunity for action at the local level through redevelopment projects that are creative, address urgent present needs and have long-term potential. Moreover, redevelopment projects should not be restoring New Orleans to the prestorm status quo, but should be developed to promote an integrated city and change patterns that isolate lower income populations. To this end, Columbia University's Neighborhood Redevelopment Studio proposes the creation of the Dryades Center of the Building Trades on O.C. Haley Boulevard in Central City.

Dryades Center of the Building Trades is designed to stimulate local economic development by leveraging existing local resources, while engaging community voice and contributing to the overall recovery of New Orleans. The building trades incubator will be a catalyst for reinvestment by nurturing new business creation, building human capital and promoting the physical rebuilding of O.C. Haley Boulevard. The building trades model also provides a unique opportunity to build pride in artisan traditions, help preserve the unique historic character of New Orleans and to mollify the conflict between preservation and poverty. The introduction of a building trades incubator has the potential to improve the overall quality of life in Central City by stimulating a vibrant, safe, and an active street life. Our vision is substantiated by the City's demand for building contractors and skilled laborers who can support the rebuilding process, coupled with the need for employment and workforce training and an expanded entrepreneurial class.

## **APPENDIX**

## Methodology Reference Matrix

#### Site Visit

O.C. Haley Boulevard (Feb.5th~9th, 2007)

#### Formal / Informal Interview

Carol Bebelle, Executive Director, O.C.Haley Merchants' Assoc., Ashe Cultural Arts Center

Traci Birch, Environmental/Land Use Planner, Villavaso & Associates

Edward Blakely, Executive Director of Recovery Management, the City of New Orleans

Caitlin Cain, Economic Development Director, Regional Planning Commission

Allan Eskew, Director, Eskew+Dumez+Ripple (EDR)

Dorian Hastings, Program Coordinator, Central City Renaissance Alliance

Kenneth Johnson, Owner of Kenneth Johnson's Autobody shop on O.C. Haley Boulevard

Dwana Makeba, Executive Director, O.C. Haley Main Street

Ivan Miestchovich, Director and Associate Professor of Finance, Center for Economic Development, Univ. of New Orleans

Raphael Rabalais, Planner, GCR and Associates

Laura Kurgan, Director of Visual Studies, Graduate School of Architecture, Planning and Preservation, Columbia University

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