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Outer Continental Shelf Impacts, Morgan City, Louisiana

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Phase I Report

1976

University of Southwestern Louisiana

E. F. Stallings, Project Director

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INTRODUCTION

The Morgan City study, after a slow start, is progressing smoothly. The full and complete cooperation of appropriate individuals in the study area has been obtained. The Mayor's Offices of Margan City and Berwick have freely supplied any information requested that is in their possession and have assisted in obtaining data from other sources. The Morgan City-Berwick-Patterson Area Chamber of Commerce has made available a manpower study and other information and will shortly begin an updating of these materials through a subcontract from the University of Southwestern Louisiana.

The following summary reports the progress to date on the major sections of the study. Some data collection remains to be done as does the intensive analysis of the impact. Barring unforeseen developments the study will be completed on time and in accordance with the work scope.

HISTORICAL

At least one chapter of the Morgan City study will present an historical geography of the human settlement pattern and the character of early economic development. The period to be covered will involve significant events from prehistoric Indian occupance down to the beginnings of OCS petroleum involvement in 1946. Principal subjects will include European penetration, changing ethnic character, transportation routes, environmental obstacles, and descriptions of both the physical and cultural geography as seen by the earliest reporters.

Care will be taken to emphasize those historical and geographic threads which have had the greatest bearing in shaping the community before the advent of petroleum discovery. In other words, the historical geography will not be concerned with specific personalities, military campaigns, family trees, natural disasters, or political careers. These items are indeed historical, but they provide no direct insight into a changing physical environment.

It is hoped that a more appropriate framework for reference and clear focus will pertain, rather, to the fragmentary evidence left by discerning travelers, early economic analyses, newspaper accounts, government reports and documents, and nineteenth and early twentieth-century periodicals. In a real sense, this interpretation will constitute an "environmental history," which is essentially the same as an historical geography.

Some of the best descriptions of the early environment will be found in books such as William Darby's A geographical description of the state of Louisiana: Philadelphia, 1816; and The emigrant's guide to the southwestern states and territories: New York, 1818; John Davis' translation of Berquin-Duvallon's Travels in Louisiana and the Floridas, in the year, 1802....: New York, 1806; Thomas Hutchins' An Historical Narrative and Topographical Description of Louisiana, and West Florida....: Philadelphia, 1784; and Major Amos Stoddard's Sketches, Historical and Descriptive, of Louisiana: Philadelphia, 1812.

Other useful materials include Daniel Blowe's A geographical, historical, commercial, and agricultural view of the United States of America....: London, 1820; Edmund Dana's Geographical Sketches of the Western Country....: Cincinnati, 1819; and William Bartram's Travels Through North and South Carolina...and the Country of the Choctaws: Philadelphia, 1792.

Later nineteenth century descriptive materials include W. H. Harris' Louisiana products, resources and attractions, with a sketch of the parishes: New Orleans, 1881; J. W. Collins' and H. M. Smith's A statistical report on the fisheries of the Gulf states: Bulletin of the U.S. Fish Commission for 1892: Washington, D.C.; J. O. Davidson's "A Trip on the Atchafalaya River," Harpers Weekly, Vol. 27; Emerson Bentley's Morgan City, the Commercial Entrepot of Attakapas: New Orleans, 1876; and Daniel Dennett's Louisiana As It Is: New Orleans, 1876.

Relevant nineteenth century newspapers disclose a substantial amount of information concerning economic growth and social composition. There will be a close examination of The Planter's Banner (Franklin, La.), along with The Free Press and The Daily Review (Morgan City). Indeed, much of the fabric of the introductory chapter must necessarily depend heavily on fragmented journalistic observations since the available historical data on Morgan City is somewhat limited in scope and content.

Of course, there are infrequent documents published under municipal state auspices which supplement the historical background. For example, The Laws and Revised Ordinances of the Town of Brashear: Brashear, 1872, presents an interesting evaluation of civic priorities and environmental problems during the post-bellum period.

There are only a few significant secondary sources which relate directly or obliquely to the historical geography. Among them are the Morgan City Historical Society's A History of Morgan City, Louisiana: Morgan City, 1965; James P. Baughman's Charles Morgan and the Development of Southern Transportation: Nashville, 1968; Malcolm L. Comeaux's Atchafalaya Swamp Life: Settlement and Folk Occupations: Baton Rouge, 1972; W. E. Sommer's Atchafalaya Basin Levee Construction: M.A. thesis, Tulane University: 1966; and John R. Swanton's Indian Tribes of the Lower Mississippi Valley and Adjacent Coast of the Gulf of Mexico: Washington, D.C.

PUBLIC SERVICES

Work in locating basic data sources tracing changes in public services from the onset of OCS petroleum activity in 1947 to the present is nearly complete. Collection of that data is now underway. Background work has already been accomplished. The Morgan City and the Berwick comprehensive plans have been analyzed. Other background material has been gained through sources dealing with specific components such as sewer and water treatment plant operations. Following the completion of the data collection phase, the next stage will involve sorting and analyzing the information. Data from several jurisdictions must be meshed, ordered, and unified into a regionalized whole. The resulting documentation of the changes in public services must then be correlated with the development of offshore oil activity.

Conversations have been held with the appropriate department heads for each component under analysis. Basic data have been obtained from them and from the yearly audit reports. Similar aid has been enlisted from the towns of Berwick and Patterson. Both communities have agreed to give access to all records via their auditors. In the private sector, construction company officials have also responded positively.

A brief progress report is presented concerning each of the components handled within this section. Bart Mancuso, head of the Recreation Department in Morgan City, has compiled a chronological list of recreational sites and their facilities. Improvements and additions are noted on a

yearly basis. The audit report provides annual expenditures for the Recreation Department, donations to the city, and bond issue amounts spent for acquisition and development. Mr. Mancuso has also provided all available attendance figures for the most recent years. The data, unfortunately, are incomplete. Monetary values for Berwick and Patterson are contained in the audit reports; additional data have yet to be collected.

Mr. Opitz, City Engineer for Morgan City, has outlined the development of the water system. The building of treatment plants and water mains has been chronologically outlined. Maps have been made available noting the extent and nature of the system in 1947, 1950, 1961, 1971 and 1976. The sequence of maps document the changes related to significant construction projects. Water usage figures are taken from billing records compiled by Mr. Landry. These date back to 1950 and document dollar value and gallons consumed for each of the jurisdictions served by Morgan City. Areal coverage can thus be mapped as it changes over time. Data for the Berwick-Bayou Vista area have been acquired from the Town Clerk of Berwick, as well as officials at the city's water treatment plant and waterworks office. Changing geographic coverage, yearly expenditures, and public consumption is available from the inception of Water District Number Two. Data have not yet been gathered from Patterson. The unincorporated area to the east of Morgan City is served by that city. All sources for water have been identified and capacities for water treatment and storage have been documented.

Data on the usage of gas and electricity in Morgan City has been provided by Mr. Landry. Construction dates, amounts, and location are found within the audit reports. Maps illustrating a chronological growth are being sought with the help of Mr. Nolan Adams and Mr. L. P. Meyer of the Electric Department. CLECO will be asked to provide information on the area outside of Morgan City.

Information on street improvements has been collected from the auditor's reports for the three incorporated areas. Listed are dates and amounts for each project. Detailed information regarding location and extent of street improvements comes from files in the Morgan City courthouse and from Gulf South Engineers. The latter source normally handles such work in Berwick and Patterson. Construction data concerning the new expressway and state highways has yet to be gained from the state level. Data have also been garnered concerning air and rail services, and the significant lack of local taxi and bus services.

The extent of garbage collection and type of facility is noted for each jurisdiction. Records of annual expenditures are available from the respective auditor's reports as well as information disclosing the location and nature of refuse dumping. Plans for new facilities and treatment are noted.

Information on the cost of improvement programs is available in the auditor's reports. Data on specific project locations are being acquired from Gulf South Engineers for Berwick and Patterson, and from Barnard and Thomas for Morgan City. With this information maps can be constructed to illustrate the existing facilities during several points within the time frame studied.

Available United States census data have provided the type of dwellings, their value, and occupancy patterns. Data for corporate areas is provided to a limited degree from aerial photographs. Changing housing patterns are evident. Trailers are prominent and identifiable. A current picture is formulated from current aerial photographs and from personal inspection. Housing variations are outlined and interpreted. Information on supply and demand will be obtained from people in the area.

LAND USE

Aerial photography has been secured for the years 1948, 1958, 1968 and 1974. Land use maps will be constructed for each of these years with the exception of 1974. The data gleaned from the 1974 photography is being updated with field surveys to produce a land use map current as of summer, 1976. Field surveys have been completed for the Berwick, Patterson, and Bayou Vista areas.

The land use data will be displayed on a 1/20,000 base map. This map has been constructed and copies are included for your information. A map of this scale is desirable to show the changes over the years in sufficient detail. The classification of uses is based upon the categories utilized by the U.S.G.S. for remote sensor data. Some small modifications of this scheme will be made to facilitate display of material relating to OCS activities and impacts. Data for the most important areas will be displayed at Level II.

The final report will be illustrated with photographs of scenes from the impacted area.. This task is well underway with the photos of the waterways and water-based facilities in hand. Land-based features will be photographed shortly, followed by any retakes that may be necessary. No insurmountable problems or serious difficulties have been encountered. The land use analysis including the mapping of the data will be completed by the end of July.

SOCIAL AND CULTURAL

Virtually all relevant demographic data have been collected, with the exception of that concerning commuters and their relationship to the socio-economic structure. The information on commuters will be obtained as part of a subcontract with Mr. Luke Trahan, Director of the Morgan City Chamber of Commerce, beginning July 1.

Data collected includes total population digures for Morgan City, Berwick, Patterson, and St. Mary Parish as well as age, sex, population pyramids, charts, and graphs have been constructed to illustrate the change during the impact period, and to compare changes in the impact area to demographic variations in Louisiana and the United States. Demographic data have also been collected covering the period from the founding of Morgan City (Brashear) to the time of impact. These data will also be used in the analysis of the historical development of Morgan City up to the onset of OCS activities. Additionally, data have been collected pertaining to growth, size, and value of housing in Morgan City, Berwick, Patterson, and St. Mary Parish, for the period of impact and to the extent possible from the founding of Morgan City to the period of impact.

Collection of information on per capita income and occupational shifts is largely completed. An outdoor recreational survey has been conducted. However, some data remain to be collected concerning shifts in recreational patterns and current utilization of public and private indoor recreational facilities such as theaters and bars.

Available tax base, and educational attainment figures have been obtained, and attendance figures should be readily obtainable from the St. Mary parish school board.

In general, most of the raw social data has been compiled. Work is underway on the analysis of this information as well as on the examination of shifts in cultural homogeneity and selected social services.

REFERENCES

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U.S. Department of Commerce, Fifteenth Census of the United States, Volume III, Population, 1930.

U.S. Department of Commerce, Sixteenth Census of the United States, Volume II, Characteristics of the Population, 1940.

U.S. Department of Commerce, Seventeenth Census of the United States, Volume II, Characteristics of the Population, 1960.

U.S. Department of Commerce, Eighteenth Census of the United States, Volume II, Characteristics of the Population, 1960.

U.S. Department of Commerce, Nineteenth Census of the United States, Volume II, Characteristics of the Population, 1970.

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U.S. Department of Commerce, U.S. Census of Housing, 1950, 1950.

U.S. Department of Commerce, U.S. Census of Housing, 1960, 1960.

U.S. Department of Commerce, U.S. Census of Housing, 1970, 1970.

POLITICAL SCIENCE

In an effort to trace the development of governmental institutions in this study area and to describe the present structure of government, much of our work has been devoted to collecting relevant documents. A wealth of information has been obtained for the governing bodies of Morgan City, Berwick, West St. Mary Parish Port Harbor and Terminal District, and the Morgan City Harbor and Terminal District. For Morgan City, the list includes the 1860 Charter of Brashear, subsequent charters of 1871, 1876 (Morgan City), and the amendments of 1948, 1950, 1956, and 1958. Also listed is the charter under which the city of Berwick was incorporated in 1907 and the city's Home Rule Charter of 1966. Additionally, we have compiled the following sources: the legislative act creating the West St. Mary Parish Port, Harbor, and Terminal District (R.S. 34: 334.31 Part VII-A); and the legislative act creating the Morgan City Harbor and Terminal District (R.S. 34: 321), and amendments to those statutes.

Additional information has been obtained from two other sources. Bob Smith, "The Potential of the Port of Morgan City," Louisiana Municipal Review, 22 (January, 1958), 19, and "Port of Morgan City: Port and Industrial Development Program," An Economic Survey Prepared by Gulf Federated Consultants, Inc. 1958.

Data on two other political institutions, the St. Mary Parish Police Jury and the St. Mary Parish School Board, have yet to be collected. When these data are obtained, it will be possible to describe the current

governmental/political structure and to indicate changes in that structure over the past century.

A second line of investigation was to identify issues of major political and community concern during the years before 1947 as well as the period since that date. All issues of the Morgan City Review from 1935 to 1952 have been scanned to compile a list of such issues. The news and notes section of the Louisiana Municipal Review was surveyed for the years 1952 to 1968. The list will be completed after the Morgan City Review has been examined for the period of 1968 to 1976. Data obtained from these sources should provide the investigators with the scope of the major political topics and should also indicate areas for further study.

A third area of study has centered on the personnel of government. In order to trace changes in the composition of local political leadership, the following data on public officials have been compiled: Mayors (1935-1976) and Councilmen (1961-1976) of Berwick; all Morgan City mayors and council members from 1860 through 1976; school board members and police jurors of St. Mary Parish from 1935 to 1976; and finally, members of the Morgan City Harbor and Terminal District from 1953-1976.

These data were taken from several sources: The Louisiana Roster of State Officials for the various years, the Directory of the Louisiana Municipal Association, and A History of Morgan City (The Morgan City Historical Society: Morgan City, 1960). An analysis of these data should indicate the extent of changes in political leadership, and additional

surveys will document changes in the social and economic characteristics of people who have held office.

Relevant articles from Louisiana Parish Government and the Louisiana Municipal Review have provided additional research grist. Other materials include St. Mary Parish Assessments, 1954-1973, from The Sixteenth Biennial Report of the Louisiana Tax Commission, and earlier reports; Morgan City revenues and expenditures, 1950-1974, from data supplied by the Mayor's office; monthly sales tax collections, 1966-1976, from The Louisiana Business Review; and census data from The Louisiana Almanac, 1875-1976.

Moreover, there are property assessments for Morgan City for elected years 1876-1960 from A History of Morgan City, as well as property assessments for Berwick for selected years 1908-1909 from A History of Morgan City.

Based on preliminary research, it would appear that the development of the OCS has had limited impact on the structure and personnel of government in the area under investigation. With the exception of some amendments to the Morgan City Charter and the adoption of a home rule charter in Berwick, no substantial changes have occurred in city or parish governmental institutions. The creation of the two port authorities would indicate a need for more specialized governing bodies and that need will be more fully investigated. In addition, a cursory survey of office holders suggests notable stability in political leadership positions particularly during the past 25 years. Research thus far points to the probability that the OCS development has had a greater impact on the actions, rather than the structure, of that government.

ECONOMIC

Up to this point, the work regarding the sections on the economic impact of offshore oil and gas activities on Morgan City has involved data collection and literature survey and review. This summary briefly outlines each in the light of progress and prospects for the conclusion of this study.

As originally anticipated, much of the usable, comprehensive economic data for Morgan City was reported in each decennial census, primarily since 1940. Scattered St. Mary Parish observations, mainly on "gainful occupations", were reported in the 1920 and 1930 census. Most of the Morgan City data can be compared to St. Mary Parish, Louisiana, and the United States. Data on occupations (by sex and race), income, employment, and income distribution are especially comparable subsequent to the 1950 census. Also, the more recent census reports contain reasonably good data on the City's poverty status of families. Other comparable data collected include employment status, median earnings by occupation, industry of the employed, and residence of workers.

Industrial structure of the City and Parish can easily be attained for the last 25 years using the "number of reporting units" by industry in County Business Patterns. Prior to 1950, estimates will have to be devised from the employment data by industries in each decennial census.

The Louisiana Department of Employment Security was kind enough to supply USL with monthly and annual averages of employment and total

wages for St. Mary Parish and Louisiana covering 1960 through March, 1975. Such data supplements that of the U.S. Commerce Department in SIC codes 1310, 1380, 4420, 4450, 4460, 5080, and 5090. Extensive time series economic data for Morgan City and St. Mary Parish have been difficult to obtain other than employment, earnings, and retail sales.

Sufficient data on the production of crude oil, condensates, natural gas, and natural gas liquids have been gleaned from various Department of Conservation and industrial publications. Likewise, data on rig activity, particularly offshore production, have been gathered from the International Oil Scouts Association publications.

Unfortunately, it is only in recent years that the surveys of manufacturing, mineral, retail, wholesale and service industries are comparable. Nevertheless, a reasonably accurate picture of the role of the mineral industries in the economic growth of Morgan City and St. Mary Parish should be possible. Included in the data are the number of establishments, employees, payrolls, output, man-hours, value-added, cost of supplies, value of shipments, and net capital expenditures.

An extensive literature review has been undertaken for two purposes. First to familiarize the researcher with previous work and second, to provide the Office of State Planning with a fairly comprehensive list of relevant work to supplement this study. It is interesting to note that the entire progress of offshore drilling is told quite accurately from 1946 to the present in such popular sources as Business Week, Nation,

Current, Commentary, Atlantic, Science, Scientific American, and Forbes. Professional journal articles pertaining to natural resource economics, economic geography, and regional economics have been reviewed in order to discover previous work which might have a bearing on this study.

The most important methodological works to the present study are those dealing with the use of shift-share analysis as a research tool in regional economics. Most of these articles outline the assumptions, drawbacks, and contributions of shift-share; others actually use the methodology itself. These latter studies will bear heavily on the interpretation of the Morgan City results.

The remaining time for this study will entail comparative analysis of time series data (United States, Louisiana, St. Mary Parish, and Morgan City), developing and comparing the shift-share components for Morgan City to those of the other geographical divisions, and particularly, a comprehensive examination of the economic development of Morgan City and the role played by offshore activities.

SOURCES OF ECONOMIC AND RELATED DATA

(Morgan City and OCS)

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Louisiana Tax Commission, Biennial Reports

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ANALYSIS OF DEVELOPMENT

Work has begun on a conceptual framework which will allow a synthesis of social, economic, and physical data for the purpose of analysis. It is important to recognize the interrelationship between the development and impact of OCS activities and changes within the total community. From this standpoint, not only may OCS activities have an impact upon the community at large, but the existing social and economic structure, as well as the physical facilities at a given point in time may also have an effect upon the development of OCS activities. In addition, the existing social and economic structure of the community may to a large extent determine how much the community's social, economic, and physical resources are strained by the increased activity.

A particularly important consideration in analysing the relationship between OCS activities and the community is the concept of "feedback". Changes in one area of consideration may well lead to changes in another. This, however, does not present the total picture, because changes in this second area may then affect changes in the original area of concern.

Enclosed is the tentative flow chart which is designed to help place social, economic, and physical data in a conceptual relationship to indicators of OCS investment and production. This has already undergone several revisions and will undoubtedly change between now and the final drafting of this report. The chart illustrates some of the feedback present, and may help to provide theoretical insight into selected