

# PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

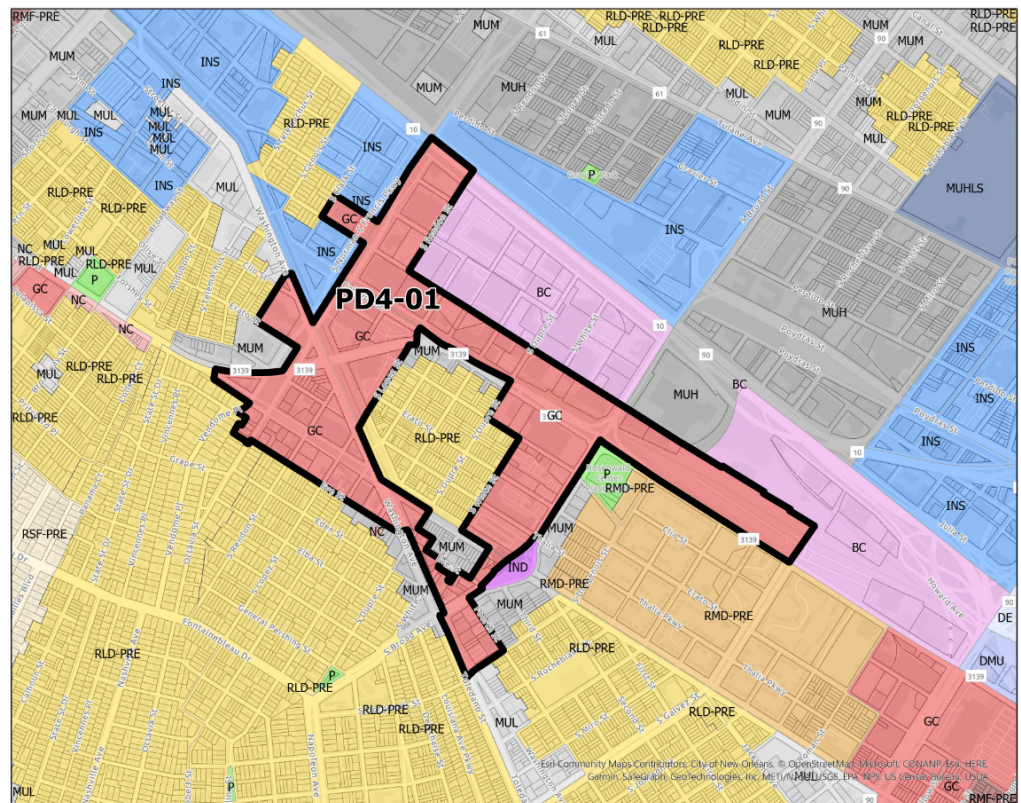
Request number: PD-4-01

Applicant: CPC, Mayor's Office and Council District B

Request: *Change of Future Land Use Map Designation from General Commercial to Mixed-Use Medium Density OR Mixed-Use High Density*

Location: The petitioned includes a series of parcels currently under the General Commercial Future Land Use Map Designation. The parcels are located along S. Norman C. Francis Parkway, Earhart Boulevard, S. Broad Street, and Washington Avenue.

FLUM Map:



Current Zoning: C-1 General Commercial, C-2 Auto-Oriented Commercial District or C-3 Heavy Commercial District.

Current Land Use: This area is largely developed with heavy commercial uses, including storage facilities, car washes, old warehouse structures, strip-center type commercial uses, and vacant lots.

Purpose: There are three applicants for this change, and each provided information about their requests per below.

### **CPC**

“In the long term, it may be beneficial to allow all types of housing in older parts of the city near transit, jobs, and services to meet demand.”

### **Mayor’s Office:**

“This FLUM amendment is requested to support a wider range of uses and reduce auto-oriented uses along this multi-modal corridor. This is a high-density corridor appropriate for increased housing density and where rezoning to restrict auto-oriented uses may improve the safety and walkability of this corridor”

### **City Council District B**

The entirety of Squares 671 and 670, with an additional part of the southern half of Square 672, located in the First Municipal District; 4401 Calliope Street. The applicant stated the request would support a wider range of uses and reduce auto-oriented uses along this multi-modal, transit corridor.

### **Staff Analysis:**

*Site Description & Land Use:* The subject site is a large grouping of properties along Earhart Boulevard, Norman C. Francis Parkway, S. Broad Street and Washington Avenue. The proposal includes all the properties with the current FLUM designation of General Commercial within this area and crosses into multiple neighborhoods including: Broadmoor, Hoffman Triangle, Gert Town, BW Cooper, Mid-City and Tulane/Gravier. The area is largely developed with a variety of commercial uses. The parcels range in design and include many auto-oriented facilities including strip malls, storage warehouses, car washes, gas stations and car repair facilities. There are some renovated old warehouses which are now either mixed use or residential. Within the boundaries, there are also vacant parcels which could be redeveloped.

*Surrounding Land Use Trends:* The area around the subject property includes mostly residential development with primarily single- and two-family residences.

*Surrounding FLUM Designations:* Because the subject site is so expansive, it is adjacent to eight different FLUM designations: MUH Mixed-Use High Density, MUM Mixed-Use Medium Density, MUL Mixed-Use Low Density, RLD-PRE Residential Low Density Pre-War, BC Business Center, INS Institutional, IND Industrial, and RMD-PRE Residential Medium Density Pre-War. The majority allow relatively intense commercial districts, and only one adjacent FLUM is a residential focused FLUM designation.

*Impacts:* The request could result in a mixed-use development that could provide increased housing densities, retail, and may encourage a walkable environment along these major streets with transit opportunities. Changing the FLUM to the MUM designation would enable a mix of uses along the affected corridors and nodes and would allow future development to have the same opportunities with a wider range of zoning districts that allow for mixed-uses. Each FLUM category is linked to a specific set of compatible zoning districts. The General Commercial FLUM designation is only compatible with four zoning districts: the S-LC Lake Area General District, the C-1 General Commercial District, the C-2 Auto-Oriented Commercial District and the C-3 Heavy Commercial District. The subject site is precluded from the S-LC zoning district due to its location. The other three zoning districts are more appropriate for suburban style development that cater to the automobile; they are less appropriate for historic areas of New Orleans where a range of uses, that include both commercial and residential, can exist harmoniously and synchronously with one another.

The C-1, C-2 and C-3 zoning districts prohibit all residential development with the exception of dwellings above the ground floor. Dwellings above the ground floor are only permitted as a conditional use in these zoning districts. Changing the FLUM designation to Mixed-Use Medium Density or Mixed-Use High Density would allow a future zoning change to a mixed-use zoning district that permits a broader range of uses that are more aligned with the surrounding neighborhoods and the city's goal to construct and support more housing units.

There are two FLUM designations requested for the petitioned area, the Mixed-Use Medium Density and Mixed-Use High Density FLUM designations. The Mixed-use Medium Density FLUM designation is compatible with 18 zoning districts; however, several of these would not be appropriate for the petitioned site including the seven with a suburban place designation. Two zoning districts compatible with the Mixed-Use Medium Density FLUM designation could realize the stated goals of the requests, the HU-MU Historic Urban Neighborhood Mixed-Use District and the MU-1 Medium Intensity Mixed-Use District. The second proposed FLUM designation requested for this site is Mixed-Use High Intensity. This FLUM designation is compatible with seven zoning districts, albeit some would not be appropriate for the petitioned site. The zoning district that most closely aligns with the stated goals of this request is the MU-2 High Intensity Mixed-Use District which permits, by-right, uses that require a conditional use in the MU-1 District such as bars, warehouses, fast food restaurants and outdoor amusement facilities and other uses not permitted in the MU-1 District but are permitted through the conditional use process in the MU-2 District such as large motor vehicle dealership and motor vehicle establishments.

Although the MU-2 District permits a broader range of uses than the commercial districts (C-1, C-2 and C-3), there are uses within this zoning district that cater to the automobile. The MU-1 District, the district which is compatible with the Mixed-Use Medium Density FLUM designation, permits less auto-centric uses; thus, is more aligned with the stated goals of this request. Therefore, the staff recommends changing the petitioned site's FLUM designation to Mixed-Use Medium Density. Additionally, given the surrounding land use designations, the impact of the Mixed-Use Medium Density FLUM would be minimal, only allowing residential uses that are not currently permitted under the General Commercial designation.

**Recommendation:** **Approval** of the FLUM Designation Change to **Mixed Use Medium Density**.

Reasons for Recommendation:

1. The subject site includes properties along major roadways with established transit routes that would be well-served with mixed-use developments that allow for housing and are more aligned with the Mixed-Use Medium Density FLUM designation than the Mixed-Use High Intensity FLUM designation.
2. The adjacent FLUM designations are heavily commercial and modifying the FLUM to allow for future zoning changes that permit more residential uses would compliment the commercial aspect of these surrounding FLUM designations.
3. There is a trend of multi-family developments in the vicinity for properties of similar size and history.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

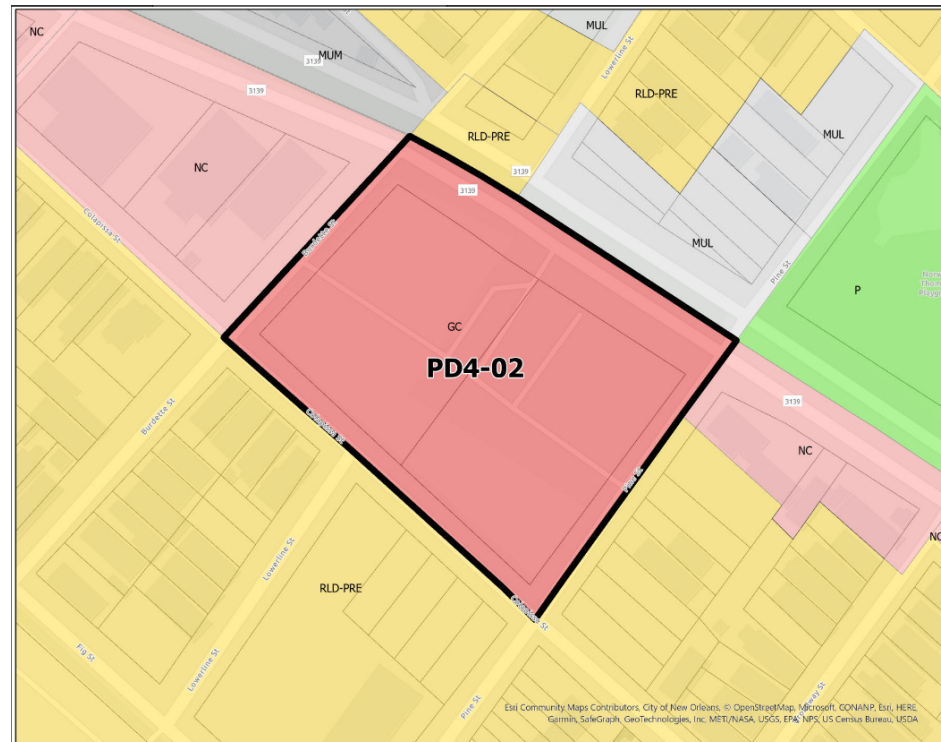
Request number: PD-4-02

Applicant: CPC

Request: *Change of Future Land Use Map Designation from General Commercial to Mixed-Use Medium Density*

Location: The petitioned property is located on Lot A on Square 461, and Lot B on Square 452 in the Seventh Municipal District; the two lots make up the entirety of the square. The municipal addresses are 7730 Earhart Boulevard and 7600 Earhart Boulevard. The property is located in the Marlyville-Fontainebleau Neighborhood.

FLUM Map:



Current Zoning: C-1 General Commercial.

Current Land Use: The site is developed with two large commercial buildings, one is occupied with a dialysis center, and the other is an auto-parts supply retail facility.

Purpose: The intent of the proposed change is to support a wider range of uses and reduce auto-oriented uses along this multi-modal, transit corridor.

Staff Analysis:

*Site Description & Land Use:* The subject site is a city square along Earhart Boulevard made up of two separate parcels, each developed with auto-oriented commercial structures and supporting parking facilities. The total area is over 93,435 square feet.

*Surrounding Land Use Trends:* The area along Earhart Boulevard is mainly developed and occupied with commercial uses but includes some dwelling types. The parcels on the corridor range in size and design and include many auto-oriented facilities including strip malls, storage warehouses, car washes, gas stations and car repair facilities. Additionally, there are commercial serving properties like restaurants and other retail goods establishments. The blocks interior from Earhart, on both sides of the street, are largely developed with residential housing, primarily single-family and two-family dwellings.

*Surrounding FLUM Designations:* The subject square is located in the GC General Commercial District and is adjacent to several FLUM Districts. Across Earhart, the properties are designated either MUL Mixed-Use Low Density or RLD-PRE Residential Low Density Pre-War. On the same side of Earhart, the properties to the east and west of the subject site are designated NC Neighborhood Commercial. While the NC designation is different than that of the subject site, all the properties are zoned C-1 General Commercial District. The properties across Earhart in both MUL and RLD-Pre are zoned HU-MU Historic Urban Neighborhood Mixed-Use District.

*Impacts:* While the properties are currently developed, a FLUM change could result in a future mixed-use development that could provide increased housing densities, small scale retail, and provide for a walkable environment along a major street. Given the surrounding highly auto-oriented development pattern, the impact of a mixed-use FLUM would not be greater intensity than what already exists. The proposed Mixed-Use Medium Density FLUM designation is generally reserved for major corridors and intense commercial nodes and is appropriate for this location.

However, this site is the location of the former Thompson-Hayward Chemical Company which made Agent Orange and DDT shutting down in 1986. It was subsequently declared a Superfund site due to the residual contamination caused by the factory. While the site was remediated, the contaminated soil was covered by foot of fresh soil permitting contaminated soil to resurface during intense flooding events. While staff consistently recommends to change the GC General Commercial FLUM designation to a mixed-use FLUM designation, staff believes the current FLUM designation is more appropriate for this site due to its unique history.

The General Commercial FLUM designation- the current designation of the petitioned site - is compatible with four zoning districts: the S-LC Lake Area General District, the C-1 General Commercial District, the C-2 Auto-Oriented Commercial District and the C-3 Heavy Commercial District. The subject site is precluded from the S-LC zoning district due to its location. The other three zoning districts compatible with the General Commercial FLUM designation preclude the majority of residential uses and promote higher intense commercial uses. These zoning districts, therefore, are more appropriate for the nuances of this property where residential uses should be restricted.

**Recommendation: Denial** of the FLUM Designation Change to **Mixed-Use Medium Density**.

Reason for Recommendation:

1. The subject site was a former chemical factory that was deemed a Superfund site. While it went through remediation, the toxic soil remains under the foot of fresh soil, creating potential hazardous conditions for future residential uses on this site. Therefore, the current FLUM designation, which limits residential uses, is more appropriate for this location.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

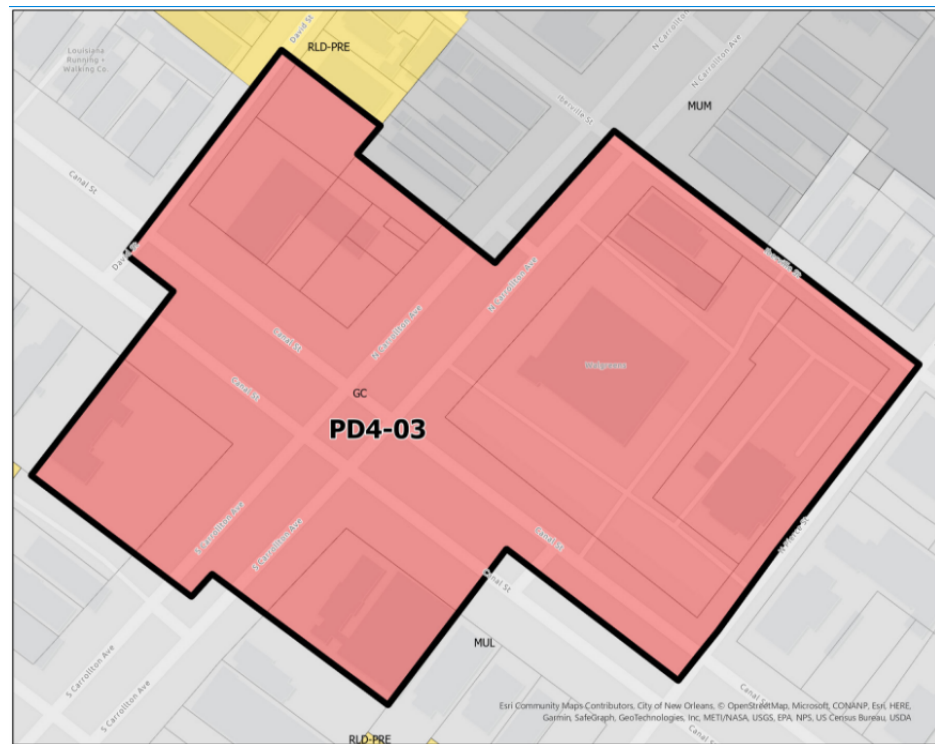
Request number: PD-4-03

Applicant: CPC

Request: *Change of Future Land Use Map Designation from General Commercial to Mixed-Use Medium Density*

Location: The petitioned property is a group of parcels at the intersection of two major streets, Carrollton Avenue and Canal Street. The site is located in the First and Second Municipal Districts and within the boundaries of the Mid-City Neighborhood.

FLUM Map:



Current Zoning: C-1 General Commercial.

Current Land Use: The site is largely developed with large commercial structures, many of which are auto-oriented in design including a drive-through bank, a drug store and a medical facility. There are also several older historic structures within the site's boundaries that appear to be commercial in use, mostly occupied as standard restaurants.



**Purpose:** The intent of the proposed change is to provide more housing opportunities at this highly-frequented intersection than what the General Commercial FLUM designation allows.

**Staff Analysis:** *Site Description & Land Use:* The subject site includes the four corners at the Carrollton Avenue and Canal Street intersection. This is a major intersection for transit as the streetcar on Canal Street makes a northern turn at Carrollton Avenue to continue to City Park. Both Canal Street and Carrollton Avenue streets are designed similarly with three traffic lanes in each direction separated by a neutral ground. The parcels along Canal and Carrollton are larger in size than the interior parcels from the major streets.

*Surrounding Land Use Trends:* The area along Carrollton Avenue and Canal Street is mainly developed and occupied with commercial uses but is dotted with some housing. Interior to the two corridors are largely residential neighborhoods developed with a variety of historic dwelling types including single-family, two-family and multi-family structures.

*Surrounding FLUM Designations:* The subject site is adjacent to three other FLUM districts, but largely MUL Mixed-Use Low Density. The others include MUM Mixed-Use Medium Density and RLD-PRE Residential Low Density Pre-War.

*Impacts:* The subject site is both easily accessible by automobiles and by transit, and modifying the FLUM could allow for mixed-use development with both housing and commercial uses. Each FLUM category is linked to a specific set of compatible zoning districts. The General Commercial FLUM designation is only compatible with four zoning districts: the S-LC Lake Area General District, the C-1 General Commercial District, the C-2 Auto-Oriented Commercial District and the C-3 Heavy Commercial District. The subject site is precluded from the S-LC zoning district due to its location. The other three zoning districts are more appropriate for suburban style development that cater to the automobile; they are less appropriate for historic areas of New Orleans where a range of uses, that include both commercial and residential, can exist harmoniously and synchronously with one another.

The C-1, C-2 and C-3 zoning districts prohibit all residential development with the exception of dwellings above the ground floor. Dwellings above the ground floor are only permitted as a conditional use in these zoning districts. Changing the FLUM designation to Mixed-Use Medium Density would allow a future zoning change to a mixed-use zoning district that permits a broader range of uses that are more aligned with the surrounding neighborhoods and the city's goal to construct and support more housing units.

It should be noted that the neighborhood voiced opposition to this change at the planning district meeting held on March 29, 2023, specifically citing a disinterest in housing developments and an intent to preserve the existing designation with traditional auto-oriented commercial uses. However, the proposed Mixed-Use Medium Density FLUM designation is generally reserved for major corridors and intense commercial nodes and is appropriate for this location.

**Recommendation:** **Approval** of the FLUM Designation Change to **Mixed Use Medium Density**.

Reasons for Recommendation:

1. The subject site is a high-frequented transit and automobile intersection that could support an increase in density for either housing or commercial development.
2. The subject site has some undeveloped parcels that could be used for future higher-density developments that include residential uses.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

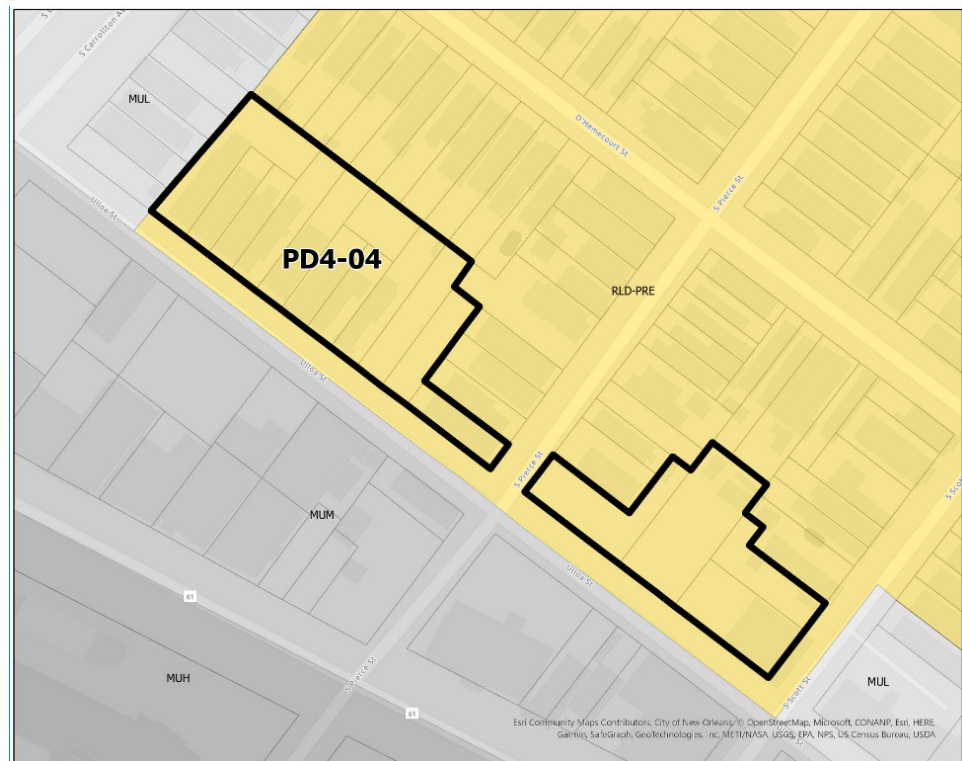
Request number: PD-4-04

Applicant: Council District A

Request: *Change of Future Land Use Map Designation from Residential Low Density Pre-War to Mixed-Use Low Density*

Location: The petitioned property is a group of 16 south-facing adjacent parcels on Squares 761 and 750 on Ulloa Street between Carrollton Avenue and S. Scott Street. The subject properties are located in the Fourth Planning District and in the Mid-City Neighborhood.

FLUM Map:



Current Zoning: HU-RD2 Historic Urban Two-Family Residential District

Current Land Use: The subject properties on Square 761 are primarily developed with historic two-family dwellings. The majority of the subject area is undeveloped on Square 750 but appears to be used as surface parking; one developed property sits at the corner of S. Scott Street and Ulloa Street.

Purpose: The intent of the proposed change is to provide commercial zoning for the designated area. The area's zoning changed from commercial to residential

in 2015 when the current Comprehensive Zoning Ordinance was adopted. The change of zoning from commercial to residential limits the ability for commercial uses, and the Future Land Use Map change request could allow a future zoning change that reverts the zoning back to commercial. According to Council District A, commercial uses historically existed within the area.

Staff Analysis:

*Site Description & Land Use:* The subject site appears to be utilized primarily as residential with some commercial serving functions, such as parking lots, and is developed with some structures architecturally non-residential in design. A traditional corner store building sits at the corner of Ulloa Street and S. Pierce Street and an older larger commercial building sits at the corner of Ulloa Street and S. Scott Street. Ulloa Street runs behind Tulane Avenue, and the backs of the Tulane Avenue structures sit along Ulloa Street across from the proposed site.

*Surrounding Land Use Trends:* The area along Tulane Avenue and Carrollton Avenue, for which these properties sit in close proximity, are developed with large commercial structures. The intersection of Tulane and Carrollton is a feeder for I-10 so there is consistent vehicular traffic on both routes, and both streets serve transit. The squares to the north of the subject site are residential neighborhoods developed with historic single-family, two-family and small multi-family structures.

*Surrounding FLUM Designations:* The subject site falls within the RLD-PRE FLUM designation and is adjacent to two other FLUM districts, MUL Mixed-Use Low Density and MUM Mixed-Use Medium Density.

*Impacts:* A FLUM change could result in a future mixed-use development that could provide increased housing development opportunities at this intersection. The subject site is both easily accessible by automobiles and by transit, and modifying the FLUM could allow for a future zoning change to a zoning district such as the HU-MU Historic Urban Neighborhood Mixed-Use District that promoted mixed-use development with housing and commercial. The proposed Mixed-Use Medium Density FLUM designation is generally reserved for major corridors and intense commercial nodes and is appropriate for this location.

**Recommendation:** **Approval** of the FLUM Designation Change to **Mixed Use Low Density**.

Reasons for Recommendation:

1. The subject site was historically commercially zoned and the development pattern, and parcel size, particularly on Square 750 lend themselves to larger commercial or mixed-use developments.

2. The Carrollton Avenue and Tulane Avenue corridors are heavily commercial and in close proximity to the subject site.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

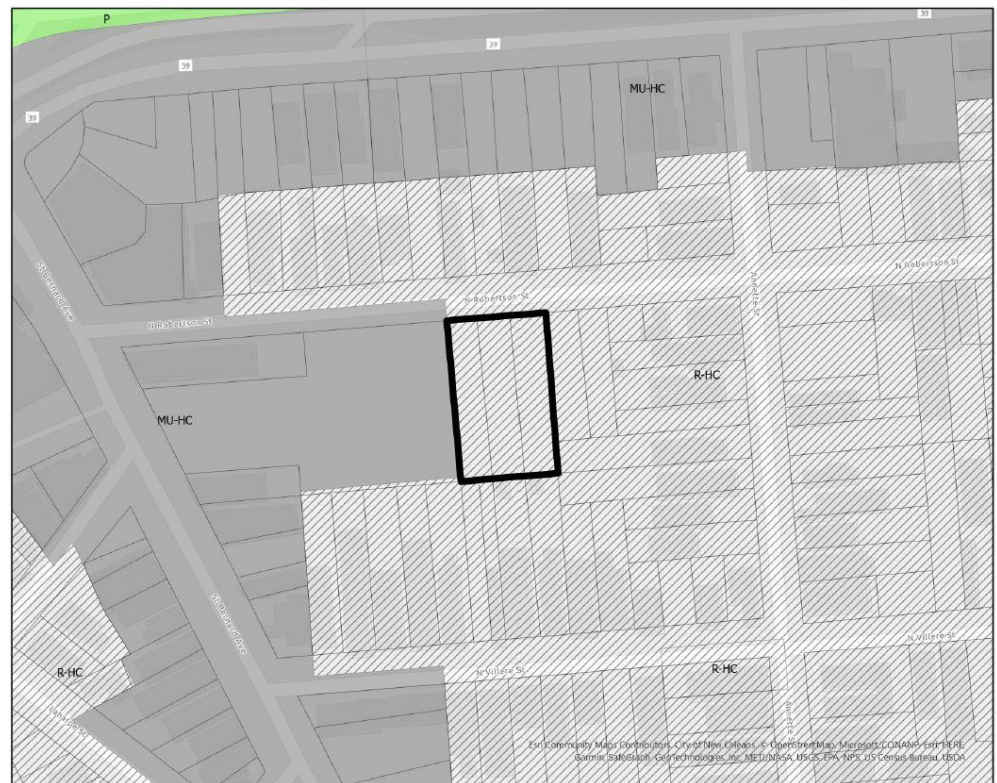
Request number: PD4-05

Applicant: Mayor's Office

Request: *To change the FLUM designation from R-HC Residential Historic Core to MU-HC Mixed-Use Historic Core.*

Location: The petitioned property is located on Lots 14A, 15, and 470 on Squares 623 and 624 in the Third Municipal District. The municipal addresses are 1646-1448 North Robertson Street, 1650 North Robertson Street, and 1664 North Robertson Street. These parcels are located in the South 7<sup>th</sup> Ward neighborhood which is part of the New Marigny Historic District.

FLUM Map:



Current Zoning: HMR-2 Historic Marigny/Tremé/Bywater Residential District

Current Land Use: The parcels on the petitioned site are all owned by the New Orleans Redevelopment Authority (NORA) and are currently vacant. Historically these parcels have been zoned residential single- and two-family.

**Purpose:** The applicant stated the request would facilitate redevelopment of a residential/mixed use development combining these lots with the larger lot at 1429 Saint Bernard Avenue which is zoned HMC-2 Historic Marigny/Tremé/Bywater Commercial District with a Future Land Use Map Designation of MU-HC Mixed-Use Historic Core. The request to change the FLUM designation of the petitioned site would allow a future consolidation of lots and a zoning change to create one development boundary with a consistent FLUM designation and zoning district.

**Staff Analysis:** *Site Description & Land Use:* The subject site has three parcels that, together, have approximately 14,787 square feet of area and is bounded by North Robertson Street, Annette Street, North Villere Street, and Saint Bernard Avenue in the South 7<sup>th</sup> Ward Neighborhood. The proposed site is zoned as an HMR-2 Historic Marigny/Tremé/Bywater Residential District. The site is currently vacant with the intended use to be part of a larger proposed residential/mixed use development along Saint Bernard Avenue. The site had historically been zoned single- and two-family residential.



*Figure 1. Subject Site*

*Surrounding Land Use Trends:* The existing and recent historic land use pattern in this portion of the 7<sup>th</sup> Ward is a mix of neighborhood commercial and residential. The area is approximately .5 mile to the boundaries of the French Quarter, but is also only one block away from US Interstate 10 and major thoroughfares such as North Claiborne Avenue, Elysian Fields Avenue, and Saint Claude Avenue.

Along Saint Bernard Avenue and the Southeast side of North Claiborne Avenue is zoned HMC-2 Historic Marigny/Tremé/Bywater Commercial District. In this district, there is a mix of two-family residential and neighborhood commercial establishments such as bars and restaurants.

There are also some small box retail stores and historically established funeral homes. Circle Food Store, which reopened as a small-scale grocery and pharmacy, is across from the petitioned site on Saint Bernard Avenue.

The Northwest side of North Claiborne Avenue is largely zoned HU-B1A Historic Urban Neighborhood Business District. The uses in this district include a seafood store, clothing stores, gas stations, and law offices. There is a section underneath Interstate 10 zoned OS-N and is the location of a New Orleans Recreational Development (NORD) facility and playground.

The rest of the surrounding area has the following zoning districts, including: the HMC-1 Historic Marigny/Tremé/Bywater Commercial District, the HMR-2 Historic Marigny/Tremé/Bywater Residential District, or the HMR-3 Historic Marigny/Tremé/Bywater Residential District. The land use of these areas is primarily single- and two-family residential homes, with a variety of neighborhood corner stores and places of worship scattered throughout both sides of Saint Bernard Avenue.

*Surrounding FLUM Designations:* The areas around the subject properties are designated primarily as MU-HC Mixed Use Historic Core, R-HC Residential Historic Core, MUL Mixed-Use Low Density, RLD-PRE Residential Pre-War Low Density, and P Parkland and Open Space.

The MU-HC FLUM Designation runs along Saint Bernard Avenue and the Southeast side of North Claiborne Avenue. This designation encompasses the development site at 1429 Saint Bernard Avenue that is also owned by NORA. MU-HC allows for commercial and mixed-use districts in the Marigny, Tremé and Bywater, along with historic residential districts in these same neighborhoods. Building heights generally range from 40 to 55 feet and promote a walkable and transit-friendly environment, with neighborhood commercial entities mixed with residences. Most of the zoning districts compatible with the MU-HC FLUM designation allow for larger and higher density developments as well if they provide significant public benefits such as long-term affordable housing.

The FLUM designation of MUL Mixed-Use Low Density is along the Northwest side of North Claiborne Avenue. This area has a mix of larger neighborhood commercial entities, but is primarily historic in nature, with buildings between approximately 3- to 4-stories high. The FLUM designation does allow for larger developments, such as educational campus districts or medical service districts which can be found further west on North Claiborne Avenue towards Canal Street.

The other neighboring FLUM designations, including RLD Residential Pre-War and R-HC Historic Core, are primarily focused on preserving the character of the low density single-, two-, and multi-family residential



neighborhoods, with some neighborhood commercial entities such as corner stores and places of worship allowed.

*Impacts:* The subject property currently is owned by NORA and is envisioned to be part of a larger mixed-use affordable housing development that will front on Saint Bernard Avenue. The Saint Bernard Avenue site has a Future Land Use designation of MU-HC Mixed-Use Historic Core and is zoned HMC-2. The current FLUM Designation of the petitioned site is R-HC Residential Historic Core and is zoned HMR-2 Historic Marigny/Tremé/Bywater Residential District. The current FLUM designation on the subject site *is* compatible with the HMC-2 zoning district, meaning a future zoning change to the HMC-2 zoning district to create consistent zoning between the petitioned site and the adjacent site at 1429 Saint Bernard Avenue is possible without necessitating a FLUM change.

Only one zoning district is compatible with the proposed FLUM district that is not compatible with the current FLUM designation and could be appropriate for this site, the HM-MU Historic Marigny/Tremé/Bywater Mixed-Use District. However, the HM-MU District is not the intended zoning district for the subject site as the adjacent site is zoned HMC-2. Although a FLUM change is not required to effectuate the desired zoning change, the proposed FLUM description itself more aptly reflects the envisioned use for this site. The current FLUM designation, Residential Historic Core, limits multi-family development to small multi-family structures or conversions of existing structures. The proposed FLUM designation, Mixed-Use Historic Core, allows a mixture of uses including residential and commercial.

Additionally, the applicant's desire to change the FLUM designation of these three parcels to the same FLUM designation of MU-HC Mixed-Use Historic Core would allow the developers to apply for a zoning change in the future for the entire development site to the HM-MU Historic Marigny/Tremé/Bywater Mixed-Use District, which permits a larger affordable housing development up to 55 feet in height and can accommodate a wider range of commercial uses on the ground floor such as a pharmacy, local restaurant, or affordable commercial office spaces.

**Recommendation:** **Approval** of the FLUM Designation Change to **MU-HC Mixed-Use Historic Core**

Reasons for Recommendation:

1. The recommendation creates a consistent FLUM designation through the development site.

2. The recommendation allows for increased density along a major corridor that is an appropriate lot area to accommodate uses provided in the MU-HC Mixed-Use Historic Core FLUM designation.
3. FLUM change to MU-HC is more compatible with the intentions of the future development to enable larger mixed-use affordable housing and commercial activity.
4. The MU-HC Mixed-Use Historic Core designation supports several mixed uses, including commercial and affordable housing developments that are more walkable in nature and nearby job centers and along transit lines.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

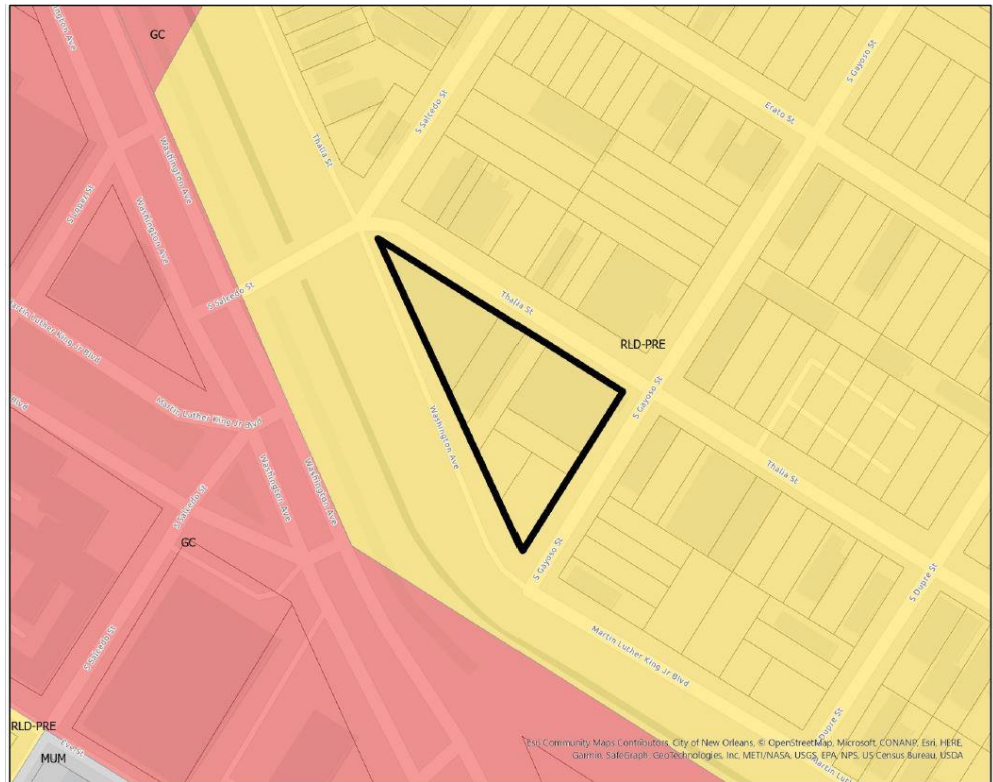
Request number: PD4-06

Applicant: Council District B

Request: *To change the FLUM designation from RLD-PRE Residential Low Density Pre-War to IND Industrial*

Location: The petitioned site encompasses all of Square 507 located in the First Municipal District in the Broadmoor neighborhood. The square is bounded by Thalia Street, S. Gayoso Street and Washington Avenue.

FLUM Map:



Current Zoning: HU-RD2 Historic Urban Two-Family Residential District

Current Land Use: The land uses on this square include outdoor storage of recyclable material, indoor processing, and warehousing.

Purpose: The applicant stated the request comes from the fact that the landowners and tenants on Square 507 plead relief from the current zoning of HU-RD2, as the buildings have historically been used for industrial purposes.

Staff Analysis:

*Site Description & Land Use:* The subject site is triangular in shape and encompasses seven parcels with approximately 29,687.83 combined square feet of property. The site is bounded by South Gayoso Street, Thalia Street, South Salcedo Street, and Washington Avenue in the Broadmoor neighborhood and is zoned HU-RD2 Two-Family Residential District. Prior to the Comprehensive Zoning Change in 2015, the parcels included in this petitioned site had been zoned LI Light industrial and have been, and are all currently still used warehousing or industrial purposes.



*Figures 1. & 2. Subject Site*

*Surrounding Land Use Trends:* The proposed site is directly adjacent to an open-air canal that is used to push water from the neighborhood to Lake Pontchartrain via the Melpomene Pumping station located four blocks south on South Broad Street. The eastern part of the proposed site is part of a small area that is approximately four blocks by three blocks which is all zoned HU-R2 Historic Urban Two-Family Residential.

The surrounding zoning districts are along major thoroughfares including Earhart Boulevard and South Broad Street. These areas are mostly zoned C2 Auto-Oriented Commercial District, C-1 General Commercial District, MU-1 Medium Intensity Mixed-Use District, and LI Light Industrial District. The land use patterns in these areas accommodate businesses that are mostly used for warehousing, small to medium sized box retail, construction and manufacturing.

*Surrounding FLUM Designations:* The areas around the subject site are designated primarily as GC General Commercial, MUM Mixed-Use Medium Density, and IND Industrial.

The GC General Commercial FLUM designation restricts zoning to just commercial zoning districts, which only allows for the conditional approval of residences above the ground floor of buildings. The other zoning districts in the GC FLUM designation accommodate land uses that are more auto-centric. The IND Industrial FLUM designation similarly restricts the type

of zoning to just light, heavy, maritime, or business-industrial park districts, and does not allow for any new residential zoning districts.

The nearby MUM Mixed-Use Medium Density FLUM designation allows for a wider range of zoning districts, including two- and multi-family residential districts, but is more focused on a compact urban environment where people can easily walk or take transit to access retail or jobs.

*Impacts:* The subject area has historically been zoned LI Light Industrial and re-zoned to the HU-RD2 Historic Urban Two-Family Residential District as part of the comprehensive re-zoning of the entire city in 2015. The surrounding nearby blocks consists of a primarily single- and two-family development pattern, which is compatible with the HU-RD2 zoning district. While the zoning district and the current FLUM designation on the petitioned site are compatible with one another, they are not compatible with the historic and existing land-use on the petitioned site, creating a situation where the existing land-use is legally non-conforming, but subject parcels have historically been used for industrial purposes.

Changing the FLUM designation to IND Industrial would grant the existing business the at-right opportunity to modify or expand the structures on their properties. However, there is already a process by which the property owners can continue to operate their non-conforming industrial businesses. In a residentially zoned district, such as HU-RD2 District, the landowner can apply for expansion through a participatory process under **Article 25, Section 25.3.G.2 – EXPANSION OF CERTAIN EXISTING NONCONFORMING INDUSTRIAL USES** in the CZO. This is a more appropriate avenue than changing the FLUM and zoning district for a small set of parcels that could be used for a multitude of industrial uses in the future situated near a larger residentially zoned area.

The change in FLUM to IND would also ultimately remove the ability for these parcels to build new residences as well in the future.

**Recommendation:** **Denial** of the FLUM Designation Change to **IND Industrial**

Reasons for Recommendation:

1. The recommendation creates a non-compatible FLUM designation that could have long term negative impacts for the nearby residentially zoned area.
2. The landowners have an ability to continue to operate and expand a non-conforming industrial business at this location by applying through participatory process under **Article 25, Section 25.3.G.2 – EXPANSION**

**OF CERTAIN EXISTING NONCONFORMING INDUSTRIAL USES**  
in the CZO.



**Purpose:** The applicant stated the request would support a wider range of uses and reduce auto-oriented uses along this multi-modal, transit corridor.

**Staff Analysis:** *Site Description & Land Use:* The subject site is bounded by Calliope Street, South Norman C. Francis Parkway, Drexel Drive, South Rendon Street, Euphrosine Street, and South Lopez Street in the Gert Town neighborhood of Mid-City. The subject site is zoned C-3 Heavy Commercial District. The primary site, which was the former site of the Coca Cola bottling facility, is now a commercial building leasing to a variety of tenants including a solar company, energy company, and aerial arts space. The surface parking lot across Euphrosine Street is part of the commercial development. The petitioned site is also part of another FLUM request (PD4-01) which includes parcels located along S. Norman C. Francis Parkway, Earhart Boulevard, S. Broad Street, and Washington Avenue.



Figure 1 and 2. Subject Site

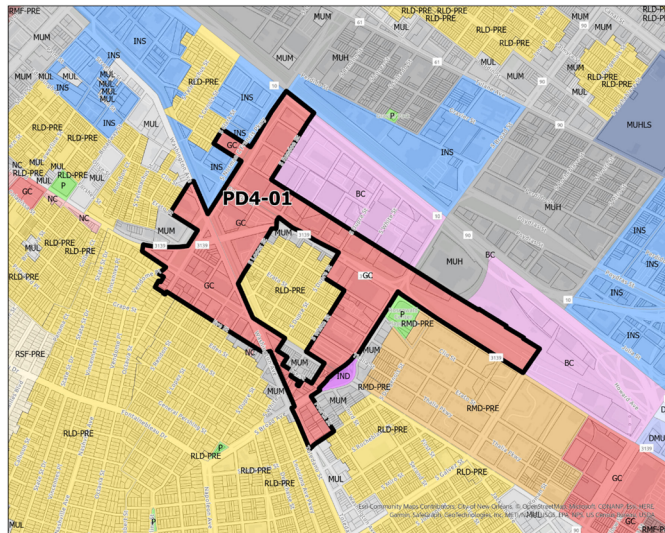


Figure 3. PD4-01 Petitioned Location.

*Surrounding Land Use Trends:* The area around the subject property is zoned C-3 Heavy Commercial, MU-1 Medium Intensity Mixed-Use District, BIP Business Industrial Park District, EC Educational Campus



District, and HU-RD1 Historic Urban Two-Family Residential District. The land use pattern surrounding the petitioned site primarily supports businesses that have high intensity industrial activity, including warehouses, pest control facilities, and a car wash. Adjacent to the surface area parking lot that is part of this subject site are a few mixed-use commercial buildings and a local bakery.

Along the northern portion of South Norman C Francis Parkway directly across from the subject site is an annex of buildings owned and operated by Xavier University. Further into the neighborhood, behind Xaver University, are a few blocks of single- and two-family residences. The proposed site is also within 5 blocks of Interstate 10, and there is a local road overpass along Norman C Francis Parkway, with a dedicated walk and bicycle lane to connect this area east into Mid-City.

*Surrounding FLUM Designations:* The surrounding FLUM designations in the area include GC General Commercial, MUM Mixed-Use Medium Density, RLD-PRE Residential Low Density Pre-War, and BC Business Center. The GC General Commercial, MUM Mixed-Use Medium Density, and BC Business Center designations are directly adjacent to the proposed site. The intended districts for this area have historically accommodated heavy industry, but in recent years many of the industrial uses have phased out and wider range of uses - such as commercial office suites - are repurposing the industrial structures on these parcels.

The nearby MUM Medium Intensity Mixed-Use FLUM designated areas are compatible with a wider variety of zoning districts, many that promote a mix of ground floor commercial activity with residential above and neighborhood commercial business activity that is either close to transit or as part of a walkable environment for the surrounding neighborhood residents to access.

*Impacts:* The subject area is included as part of PD04-01. The staff is recommending the entire affected area in PD04-1 receive a FLUM change to the MUM Mixed-Use Medium Density designation. This request is duplicative; therefore, the staff retains the same recommendation for both the PD04-01 report and this report.

Each property has a Future Land Use Map designation of General Commercial. Each FLUM category is linked to a specific set of compatible zoning districts. This FLUM designation only allows for commercial land uses, including auto-oriented and heavy commercial. The General Commercial FLUM designation is compatible with four zoning districts: the S-LC Lake Area General District, the C-1 General Commercial District, the C-2 Auto-Oriented Commercial District and the C-3 Heavy Commercial District. The subject site is precluded from the S-LC zoning district due to

its location. The C-1, C-2 and C-3 zoning districts prohibit all residential development with the exception of dwellings above the ground floor. Dwellings above the ground floor are only permitted as a conditional use in these zoning districts.

The surrounding area is diversifying with increased development in recent years, including Xavier University campus buildings and new restaurants and office complexes. The MUH Mixed Use High Intensity FLUM designation, the requested FLUM designation for this specific area, would allow for more zoning districts that align with these types of developments, such as MU-2 High Intensity Mixed-Use District that encourages buildings to contain vertical mixed-use as well as single purpose uses designed to be located both at neighborhood centers and along major arterial corridors. However, the Mixed-Use Medium Density FLUM designation permits less auto-centric uses and is the general recommendation for the PD4-01 FLUM request, which is looking at converting a larger portion of this area to a more mixed-use residential area that encourages more housing and pedestrian focused neighborhood scale developments. Moreover, the transit line on Norman C. Francis and the dedicated walking and biking path are also key multi-modal pieces of infrastructure for residents to access jobs and activities across the I-10 interstate.

Although it may not be needed now, changing the FLUM designation to MUM Mixed-Use Medium Density is more aligned with the City's goal to increase residential units and encourage expanded mixed-use developments especially along a corridor such as Norman C. Francis that has a dedicated walking and biking path, plus a high frequency transit line. Therefore, changing the FLUM designation of the proposed site to MUM is compatible with the Master Plan and surrounding area.

**Recommendation: Modified Approval** of the FLUM Designation Change to **MUM Mixed-Use High Density**

Reasons for Recommendation:

1. The recommendation allows for increased density of housing and commercial activity along a major corridor that is appropriate in building size and lot area.
2. Changing the FLUM designation to MUM Mixed Use Medium Density is compatible with the existing transition of heavy industrial land uses to more mixed-use commercial and residential developments.
3. Changing the FLUM designation to MUM allows for increased housing opportunities and commercial activity to be developed along a major multi-

modal throughfare in the City and retains consistency with the PD04-01 recommendations.

## PLANNING DISTRICT 4 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

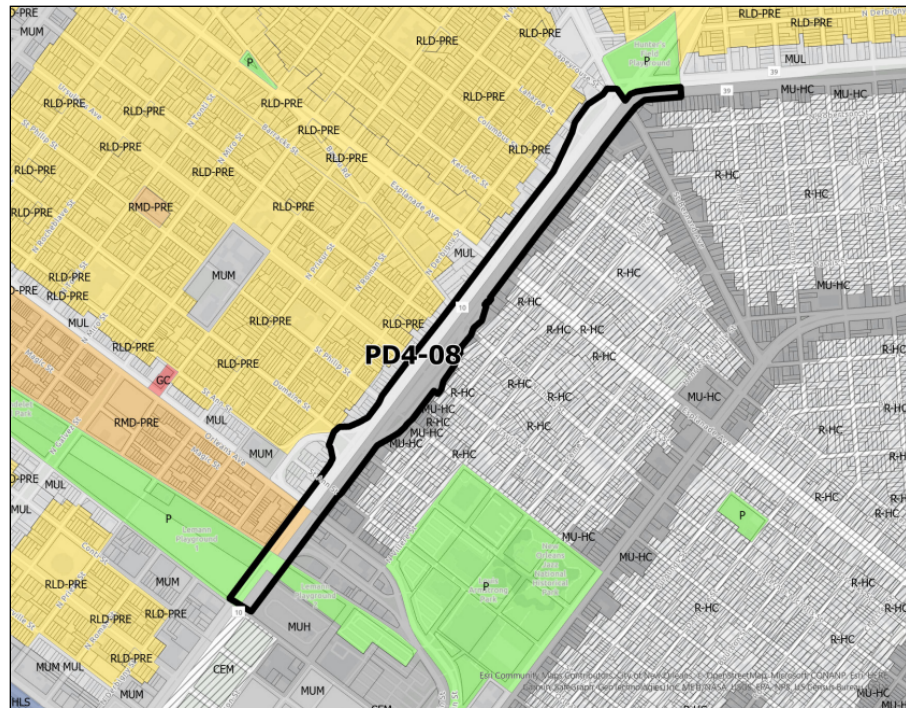
Request number: PD4-08

Applicant: Council District C

Request: *Withdrawn request to change the Future Land Use Map Designation from Mixed Use Low Density, Mixed Use Historic Core, and Residential Medium Density-Pre-War to Parkland & Open Space*

Location: The amendment proposal area includes the Claiborne Overpass right-of-way from the Lafitte Greenway to Hunter's Field Park.

FLUM Map:



Current Zoning: HU-B1, HU-RM1, HMC-2, MU-2, OS-G, and OS-N

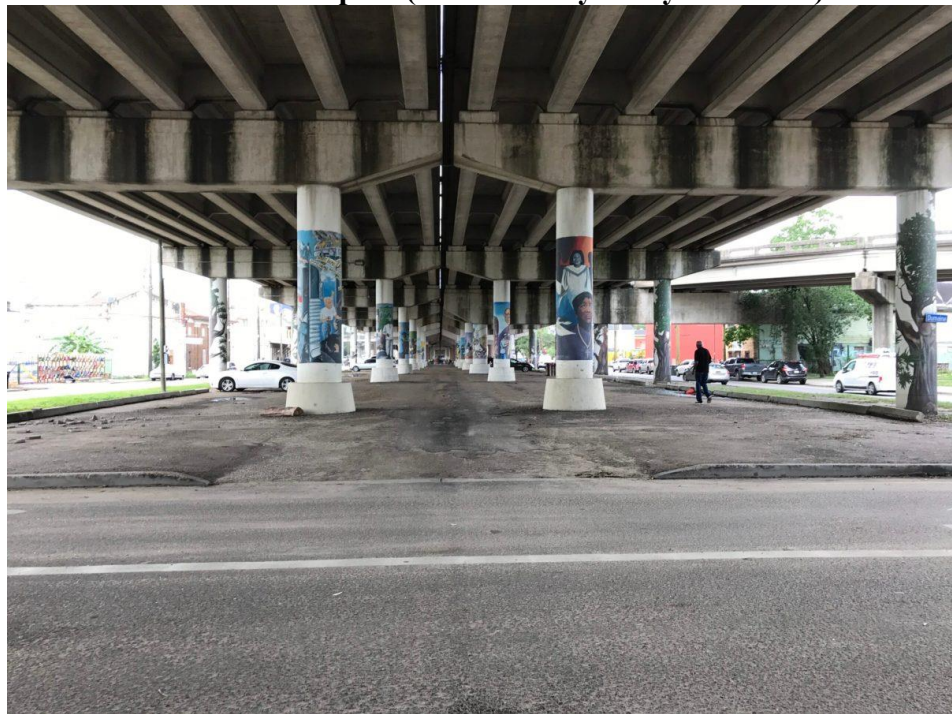
Current Land Use: This area encompasses the right of way under the Claiborne Overpass of Interstate 10 from the Lafitte Greenway to Hunter's Field Park.

Purpose: Council District C requests that this parcel's FLUM designation be changed to "link the Lafitte Greenway to Hunter's Field Park and ultimately to provide recreational opportunities and better management of the area under the expressway."

Staff Analysis:

*Site Description & Land Use:* The amendment area encompasses the Interstate 10 Claiborne overpass and right-of-way, extending from the Lafitte Greenway to Hunter's Park Field. This area was historically the site of numerous homes and neighborhood-serving businesses which were a focal point for the Treme neighborhood, and a major link between downtown and Uptown neighborhoods. Most of these homes and businesses were razed to construct the Interstate 10 overpass. The site is currently used formally and informally for community events. Currently, the City and neighborhood stakeholders are in the planning stages for a future public market on the site, which includes the use of federal funds to retrofit the overpass (potentially including Interstate 10 on-ramp removal) and formally leasing the space from the DOTD.

**Claiborne Overpass (Source: Amy Stelly/The Lens)**



*Surrounding Land Use Trends:* The Claiborne Overpass bisects a wide swath of the city, and thus is surrounded by a wide variety of different land-uses including (but not limited to) a variety of housing types, large-scale medical uses, bars, corner stores, hotels, cemeteries, and the Lafitte Greenway.

*Surrounding FLUM and Zoning Designations:* The Claiborne Overpass bisects many different parts of the city, and thus is surrounded by a wide variety of different FLUM designations and zoning districts. These are noted in the attached FLUM map.

*Impacts:* The site currently features several FLUM and zoning designations, which extend accordingly to the center of the Claiborne Avenue right of way. Each FLUM designation presents its own set of goals, range of uses, and potential future zoning districts.

**Table 1: Zoning Districts & Permitted Uses**

	HU-RM1	HMC-2	HU-B1	OS-N	OS-G	MU-2
Public Market		P	P		P	P
Parks & Playgrounds	P	P	P	P	P	P

Staff believes that the desired outcome of the proposed FLUM change (to increase connectivity between the Lafitte Greenway and Hunter’s Field Park) can be achieved under the current FLUM designations and zoning districts, as a park is a permitted use in every zoning district and public market is permitted by right in *most* zoning districts. Where public market is not currently permitted (HU-RM1 and OS-N zoning districts), the underlying FLUM districts are conducive to zoning changes that would permit a public market. Additionally, the joint use agreement with DOT appears to discourage the proposal, stating any use within the DOT right of way is temporary:

*“The property covered in this Joint Use Agreement was acquired by the Louisiana Department of Transportation and Development (DOTD) for use in highway construction and has been determined to have no significant use as or plans for use as a park, recreation, or wildlife and waterfowl purpose as described in Section 4(f) (49 U. S. C. 303). This agreement does not create a long-term right, and therefore any park or recreational activity would be temporary pending a future highway or transportation need.”*

The applicant seeks the eventual management of the space by a City or City-adjacent entity, with connectivity to surrounding parks, which can be achieved without the proposed FLUM change.

**This request has since been withdrawn.**

**Recommendation:** DENIAL of the FLUM Designation Change to **Parkland & Open Space**.

**Reason for Recommendation:**

1. The goal of the proposed FLUM designation change (to increase park connectivity) can be achieved under the current FLUM designations and zoning districts along the Clairborne Overpass, which reflect the precedent

of adjacent FLUM designations extending into the center of their adjacent right of way.