

# PLANNING DISTRICT 8 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

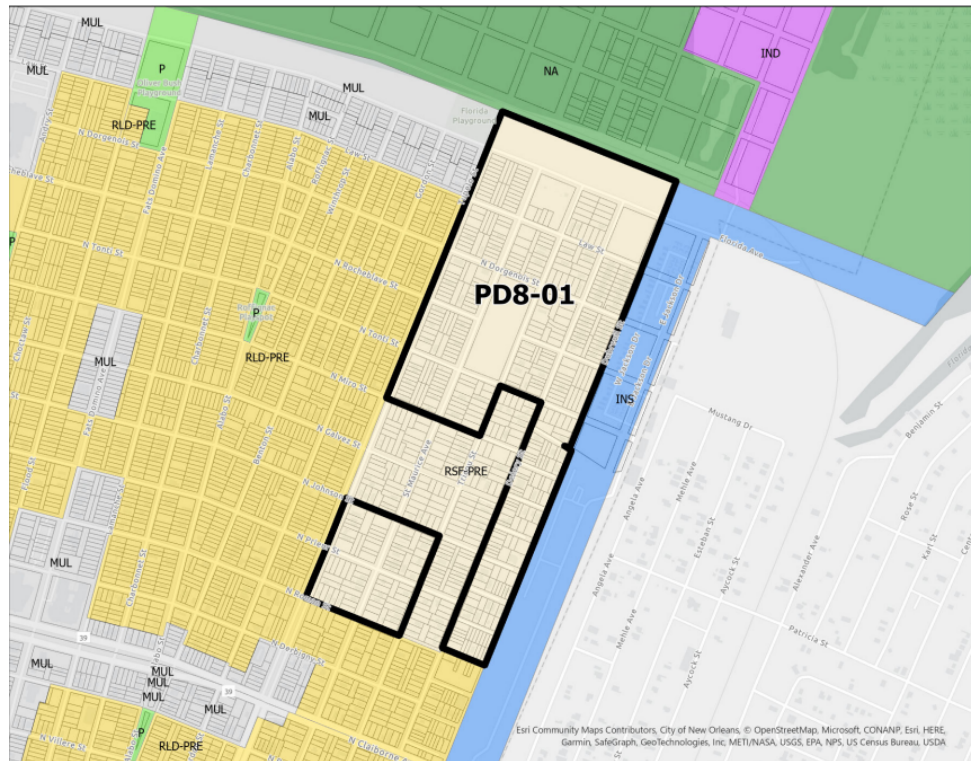
Request number: PD-8-01

Applicant: City Planning Commission

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

Location: This amendment proposal area is bound by Florida Avenue, Dubreuil Street, North Roman Street, and Tupelo Street, and inclusive of all lots that were formerly zoned to permit two-family residential uses until the implementation of the current zoning ordinance in 2015.

FLUM Map:



Current Zoning: S-RS Suburban Single-Family Residential

Current Land Use: This neighborhood is a mix of one- and two-family dwellings, with a large number of vacant lots scattered throughout.

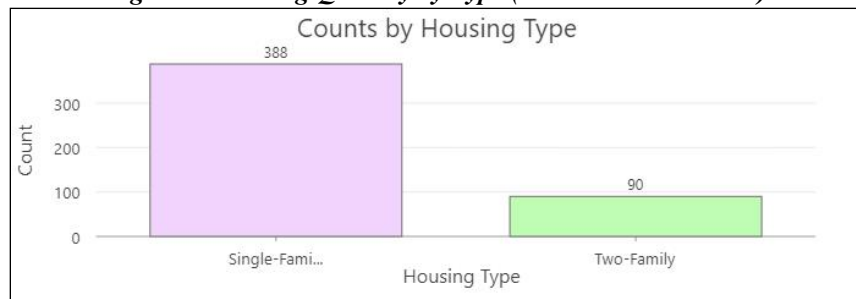
Purpose: The CPC seeks to expand opportunities for two-family housing, which was historically permitted here, but prohibited when the 2015 Comprehensive Zoning Ordinance was adopted.

Staff Analysis:

*Site Description & Land Use:* The subject area is comprised of 29 Squares bounded by Florida Avenue, North Roman Street, Tupelo Street and Dubreuil Street.

*Surrounding Land Use Trends:* The area around the subject property includes almost entirely single- and two-family residences, with the occasional exception for places of worship and non-profit entities. The subject area is adjacent to the Sankofa Wetland Park. According to analysis of addresses in the proposed amendment area, staff found that of 478 lots surveyed, 90 lots (18%) currently or historically contained at least two-family housing types.

**Figure 1. Housing Quantity by Type (Extant and Historical)**



**Figure 2. Map of Housing Types (Extant and Historical)**



*Surrounding FLUM and Zoning Designations:* The site encompasses a large Residential Single-Family Pre-War area, with S-RS Suburban Single-Family Residential zoning. The site is almost entirely surrounded by a large Residential Low Density Pre-War area with HU-RD2 Historic Urban Two-Family zoning. A sliver of the area adjacent to Florida Avenue featuring a Mixed-Use Low Density future land-use designation with an HU-MU Historic Urban Mixed-Use Low-Density zoning. Currently, the Residential Single-Family Pre-War FLUM designation of the subject site is misaligned with the S-RS zoning which is consistent with only post-war FLUM designations; the proposed FLUM change would re-align the post-war zoning district with a post-war FLUM designation.

*Impacts:* The request could result in the production of additional two-family housing units, which have historically been permitted throughout this neighborhood. As **Figure 1** and **Figure 2** indicate, approximately 19 percent of the subject area is developed with or had historically been developed with two-family homes, based on staff analysis of Safety & Permits addressing data. Designating this area Residential Low-Density Post War could create an avenue for future zoning changes that would permit two-family residential uses.

**Recommendation:** **Approval** of the FLUM Designation Change to **Residential Low Density Post-War**.

Reasons for Recommendation:

1. Two-Family housing has historically been permitted in the neighborhood, and is currently permitted in all other neighborhoods within the Lower Ninth Ward.
2. The proposed FLUM change could result in the construction of additional housing stock, which is currently scarce throughout the City.
3. The current pre-war FLUM designation is misaligned with the post-war zoning. The proposed FLUM change would re-align the zoning with a post-war FLUM designation.

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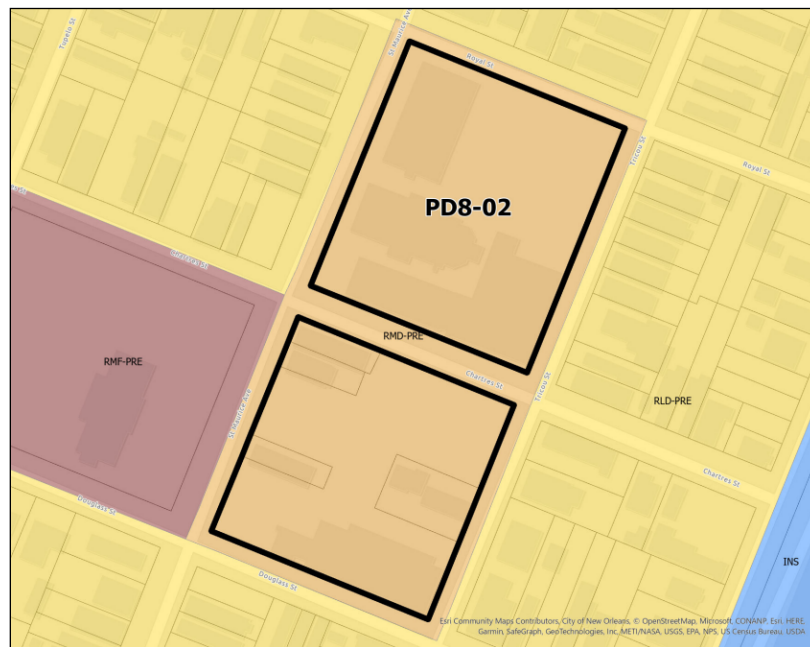
Request number: PD-8-02

Applicant: City Planning Commission

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

Location: This amendment proposal area is bounded by St. Maurice Avenue, Tricou Street, Royal Street, and Douglass Street.

FLUM Map:



Current Zoning: HU-RM1 Historic Urban Residential Multi-Family Residential District

Current Land Use: This site is currently developed with several vacant buildings that historically functioned as part of the St. Maurice Church, nursing home, and parochial school.

Purpose: The applicant seeks a change from the current Residential Medium Density Pre-War FLUM designation to a Mixed-Use Medium Density FLUM designation to create “more flexible zoning options” for the former St. Maurice Church and nursing home site.

Staff Analysis: *Site Description & Land Use:* The subject is the historic site of the St. Maurice Church, nursing home, and parochial school, which encompasses two city squares bounded by St. Maurice Avenue, Tricou Street, Royal



Street, and Douglass Street in the Holy Cross neighborhood. The site is currently vacant.

**Figure 1: St. Maurice Catholic Center Building**



**Figure 2: St. Maurice Catholic Center Building**



**Figure 3: St. Maurice Catholic Church**



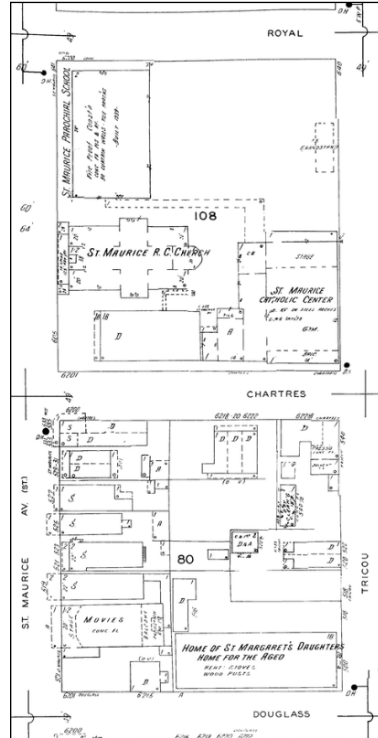
*Surrounding Land Use Trends:* This neighborhood is largely a mix of single- and two-family dwellings, with occasional neighborhood-serving commercial uses along historic commercial corridors and corner lots, maritime industrial uses along the riverfront, and the Jackson Barracks along the Orleans-St. Bernard Parish Line.

*Surrounding FLUM and Zoning Designations:* The site is located within a large Residential Low-Density Pre-War area, which largely features HU-RD2 zoning, with the exception of an Industrial FLUM designation and MI Maritime Industrial zoning along the riverfront, and neighborhood-serving commercial uses along historic commercial corridors and corner lots (which feature a Residential Low-Density Pre-War FLUM designation and the HU-B1, HU-B1A, and HU-MU zoning districts).

*Impacts:* The site's current FLUM designation, Residential Medium-Density Pre-War aims to "preserve the character and scale of pre-war (WWII) residential areas that currently have a variety of housing types and

sizes and allow for compatible infill development”. This FLUM designation allows for a range of historic urban zoning districts, including HU-RD2, HU-RM1, HU-B1A, HU-B1 and HU-MU.

**Figure 1. 1937 Sanborn Map**



The applicant is requesting a change to the Mixed-Use Medium Density FLUM designation, which aims to “create medium-density neighborhood centers to enhance walkability and serve as focal points within neighborhoods”. In historic urban neighborhoods, this FLUM designation allows for a range of zoning districts including HU-RD2, HU-RM1, HU-RM2, HU-B1A, HU-B1, HU-MU, C-1, and MU-1. The most notable difference between the current RMD-PRE FLUM designation, and the requested MUM designation, is the potential for a future C-1 or MU-1 zoning. Given the historic nature of the site and its location within the interior of a historic urban neighborhood, a C-1 or MU-1 zoning could potentially introduce uses out context and scale with the neighborhood. Both the C-1 and MU-1 zoning districts are primarily geared for larger scale commercial

corridors, rather than the interior of historic urban neighborhoods. Currently, under the RMD-PRE FLUM designation, the site is eligible for a re-zoning to HU-MU Historic Urban Mixed Use, which provides for an array of potential uses that closely align with the applicant’s request and the scale of the neighborhood, without need for a change in the FLUM designation.

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

Reasons for Recommendation:

1. The site’s current FLUM designation allows for a re-zoning to HU-MU Historic Urban Mixed-Use zoning district, which allows for an array of uses that align with the applicant’s request.
2. The MUM Mixed-Use Medium Density FLUM designation could potentially introduce uses and scales incompatible with the interior of a historic urban neighborhood.



## PLANNING DISTRICT 8 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

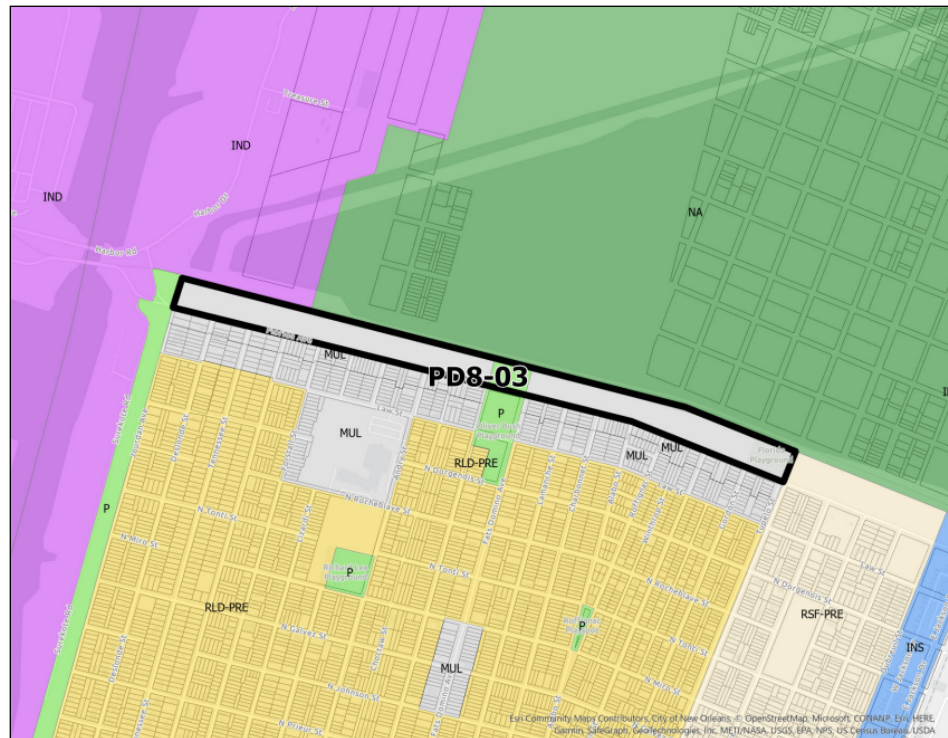
Request number: PD-8-03

Applicant: City Planning Commission

Request: *Change of Future Land Use Map Designation from Mixed-Use Low Density to Parkland & Open Space.*

Location: The petitioned property is located along the right-of-way between Florida Avenue and the Bayou Bienvenue Wetland Triangle, extending from Jourdan Avenue to Tupelo Street.

FLUM Map:



Current Zoning: HU-MU Historic Urban Mixed-Use District

Current Land Use: This site is the location of the Sankofa Wetland Park & Trail, a linear park along the right-of-way between the Florida Avenue and the Bayou Bienvenue Wetland Triangle.

Purpose: Align the Future Land-Use Map (FLUM) to promote the continued use of the right-of-way as a park for recreation, stormwater buffering, and biodiversity.

Staff Analysis:

*Site Description & Land Use:* The subject site features the Sankofa Wetland Park & Nature Trail, a linear park on the 40-acre right-of-way between Florida Avenue and Bayou Bienvenue, stretching from Jourdan Avenue to Tupelo Street. Sankofa Wetland Park sits on the periphery of the Lower Ninth Ward, along the Bayou Bienvenue Wetland Triangle, which represents a degraded wetland ecosystem between the Lower Ninth Ward and Lake Borgne. Bayou Bienvenue was once a robust cypress swamp and marsh that provided a critical natural storm buffer for residents of the Lower Ninth Ward but is now vastly deteriorated due to the introduction of saltwater from multiple canal dredging projects, namely the Mississippi River Gulf Outlet (MRGO). The Sankofa Community Development Corporation collaborated with partners including the National Park Service to create a park that emulates the historic natural environment along Bayou Bienvenue. The park provides stormwater filtration, a multi-use recreational trail, and native wetland habitat.

**Figures 1 and 2: Sankofa Park Maps & Signage**



*Surrounding Land Use Trends:* The riverside of the subject property is mostly surrounded by single- and two-family residences, with the occasional exception for places of worship, schools, parks, and non-profit entities. The lake side of the property consists of the Bayou Bienvenue Wetland triangle.

*Surrounding FLUM Designations and Zoning:* Beyond the Florida Avenue corridor, which is currently zoned HU-MU Historic Urban Mixed-Use District, with a Mixed-Use Low Density FLUM designation, the neighborhood is predominantly zoned HU-RD2 Historic Urban Two-Family. The predominant FLUM designation is Residential Low Density

Pre-War, with exceptions throughout the neighborhood for parks, which are zoned Neighborhood Open Space with Parkland & Open Space FLUM designations. A small Historic Urban Mixed-Use zoning district exists along the intersection of Fats Domino Avenue and North Galvez Street. The Bayou Bienvenue Wetland Triangle has a FLUM designation and zoning of NA Natural Areas.

*Impacts:* The request would align the Future Land-Use Designation of the site with its current use as a park. The Master Plan states that the goal of the Parkland & Open Space FLUM designation is to “provide areas for parks, recreational facilities and open space networks owned by public or semi-public entities while offering the opportunity to utilize such spaces for stormwater management measures.” The proposed FLUM change would preclude any future zoning that might allow for development of the right-of-way in a residential or commercial capacity, allowing for its continued use as a park which provides immense value to the community in the form of stormwater retention and recreation.

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

Reasons for Recommendation:

1. The proposed change would align the Future Land-Use Map with the current use of the site.
2. The continued use of the site as a park provides a great benefit to the community in the form of stormwater retention and recreation.



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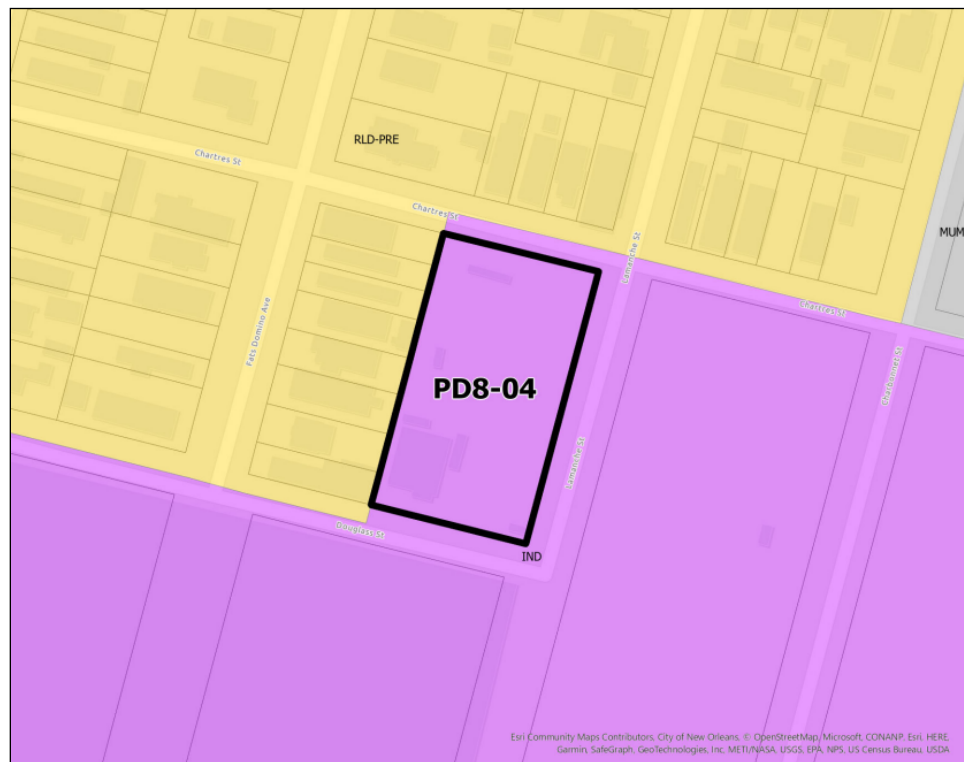
Request number: PD-8-04

Applicant: City Planning Commission

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

Location: This amendment proposal area is bound by Douglass Street, Lamanche Street, Fats Domino Ave, and Chartres Street.

FLUM Map:



Current Zoning: MI Maritime Industrial District

Current Land Use: This lot is developed with a warehouse structure and is actively used as a storage yard.

Purpose: The applicant has requested the change in FLUM designation to promote a buffer between the interior of the neighborhood and the surrounding industrially zoned riverfront.

Staff Analysis: *Site Description & Land Use:* The subject site is an approximately 44,000 square foot lot, Lot 8, Square 61, bounded by Douglass Street, Lamanche

Street, Fats Domino Ave, and Chartres Street. It is currently developed with an approximately 4,200 square-foot warehouse structure and lot used for storage of port-related transportation equipment.

**Figure 1: Lakebound View from Douglas Street**



**Figure 2: Looking Upriver from Lamanche Street**



*Surrounding Land Use Trends:* This neighborhood is largely a mix of one- and two-family dwellings, with occasional neighborhood-serving commercial uses along historic commercial corridors and corner lots, maritime industrial uses along the riverfront, and the Jackson Barracks along the Orleans-St. Bernard Parish Line.

*Surrounding FLUM and Zoning Designations:* The site is directly adjacent to a large Residential Low-Density Pre-War area, which is largely zoned HU-RD2, with maritime industrial uses along the riverfront (Industrial FLUM designation and MI Maritime Industrial zoning), and neighborhood-serving commercial uses along historic commercial corridors and corner lots (Residential Low-Density Pre-War FLUM). The intent of the MI Maritime Industrial District is to provide for water-related and maritime shipping-related industrial operations, in particular port operations.

*Impacts:* The goal of the Industrial FLUM designation is “retain land to further strengthen port activity, maritime-related activities, manufacturing and other uses that provide jobs and opportunities for New Orleans’ residents.” The introduction of a mixed-use FLUM designation, and potentially a mixed-use zoning in the future would introduce an array of neighborhood-serving uses to this parcel, namely residential uses, while precluding some of the more intense industrial uses currently allowed. While this could potentially also preclude industrial job creation, it could be argued that a lighter mixed-use zoning could introduce other opportunities for less impactful commercial uses, such as neighborhood-serving uses that can be found in other riverfront neighborhoods such as Bywater, Lower Garden District, and Irish Channel, where historically Port-dependent uses have gradually transitioned into neighborhood-serving uses via the adaptive reuse of underutilized industrial warehouses.

The applicant is requesting a change to the Mixed-Use Medium Density designation, which aims to “create medium-density neighborhood centers to enhance walkability and serve as focal points within neighborhoods”. In historic urban neighborhoods, this FLUM designation allows for a range of zoning districts including HU-RD2, HU-RM1, HU-RM2, HU-B1A, HU-B1, HU-MU, C-1, and MU-1. Given the historic nature of the site and its location within a historic urban neighborhood, a potential C-1 or MU-1 zoning could introduce uses out context and scale with the neighborhood. Rather than the requested Mixed-Use Medium density FLUM designation requested, staff is recommending a Residential Low-Density Pre-War designation, which would align the site with the predominant FLUM throughout the interior of the neighborhood. Under the RLD-PRE FLUM designation, the site would be eligible for a re-zoning to HU-MU Historic Urban Mixed Use, which provides for an array of potential uses that closely align with the applicant’s request and other riverfront neighborhoods throughout the City.

**Recommendation: Modified Approval** of the FLUM Designation Change to **Residential Low Density Pre-War**.

Reason for Recommendation:

1. The Residential Low Density Pre-War FLUM is in alignment with the FLUM designation throughout the interior of the Holy Cross neighborhood and offers a path to a less intense, mixed-use transitional zoning such as the HU-MU Historic Urban Neighborhood Mixed-Use District.

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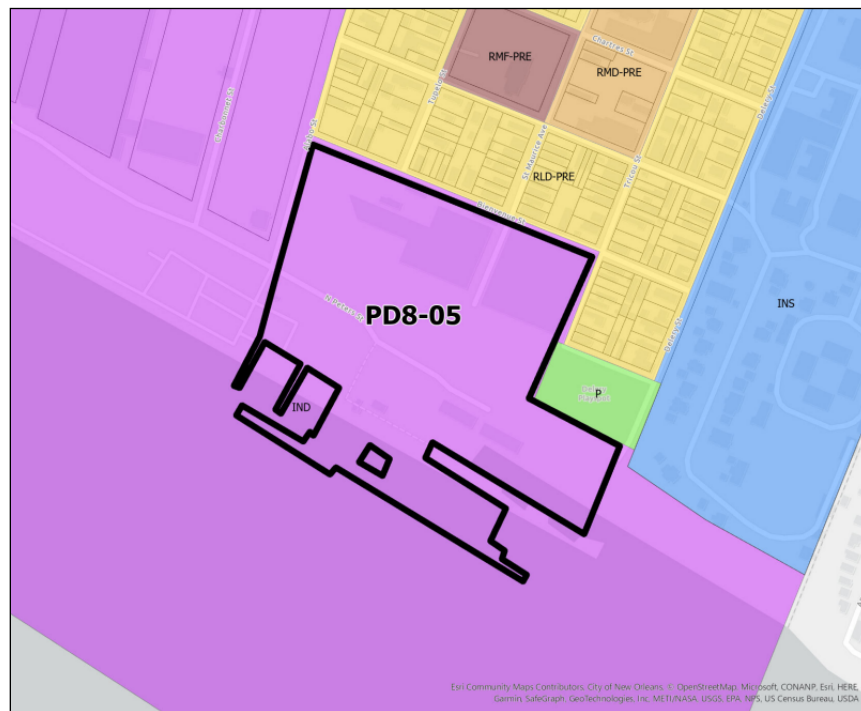
Request number: PD-8-05

Applicant: Council District E

Request: *Change of Future Land Use Map Designation from Industrial to Institutional*

Location: This amendment proposal area is bounded by the Mississippi River, Alabo Street, Bienvenu Street, Alhambra Street, and Delery Street.

FLUM Map:



Current Zoning: MI Maritime Industrial District

Current Land Use: This lot is developed with two large vacant warehouse structures.

Purpose: The applicant has requested the change in FLUM designation to promote the future use of the underutilized warehouse buildings as an educational campus.

Staff Analysis: *Site Description & Land Use:* The subject site features a large parcel, bounded by the Mississippi River, Alabo Street, Bienvenu Street, Alhambra Street, and Delery Street. It is currently developed with two large warehouse structures, which are vacant.



**Figure 1: Lakebound View from Tricou Street**



**Figure 2: Looking Towards the River from Bienvenue Street**





**Figure 3: 2021 Aerial Imagery**



*Surrounding Land Use Trends:* This neighborhood is largely a mix of one- and two-family dwellings, with occasional neighborhood-serving commercial uses along historic commercial corridors and corner lots, maritime industrial uses along the riverfront, and the Jackson Barracks along the Orleans-St. Bernard Parish Line.

*Surrounding FLUM and Zoning Designations:* The site is directly adjacent to a large Residential Low-Density Pre-War area, which is largely zoned HU-RD2, with maritime industrial uses along the riverfront (Industrial FLUM designation and MI Maritime Industrial zoning), and neighborhood-serving commercial uses along historic commercial corridors and corner lots (Residential Low-Density Pre-War FLUM designation.) The intent of the MI Maritime Industrial District is to provide for water-related and maritime shipping-related industrial operations, in particular port operations.

*Impacts:* The site is owned by the Port of New Orleans; however, the original application, routed via Council District E, was not submitted by the Port of New Orleans. The Port has no future plans to convert this property to an educational facility or another use that would fall under the Institutional FLUM category.

The goal of the Industrial FLUM designation is “retain land to further strengthen port activity, maritime-related activities, manufacturing and other uses that provide jobs and opportunities for New Orleans’ residents.” An Institutional FLUM designation could introduce zoning districts such as the EC Educational Campus District, MC Medical Campus District, MS Medical Service District, HU-MU Neighborhood Mixed-Use District, MU-1 Medium Intensity Mixed-Use District, MU-2 High Intensity Mixed-Use District, OS-R Regional Open Space District, C1 General

Commercial District, and LI Light Industrial District. While staff sees merit in this proposal, as an adaptive reuse of the existing vacant warehouse buildings could spur investment in the neighborhood, this FLUM designation could also potentially introduce zoning districts that are out-of-scale with the overall development character of the Holy Cross neighborhood. More germane to this particular request, the property owner of the site, the Port of New Orleans, did not request the FLUM change and does not need the FLUM change for the future plans of this site.

**Recommendation:** **Denial** of the FLUM Designation Change to **Institutional**

Reason for Recommendation:

1. The Port of New Orleans owns this site and has no intention of converting the site to an institutional use.