

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

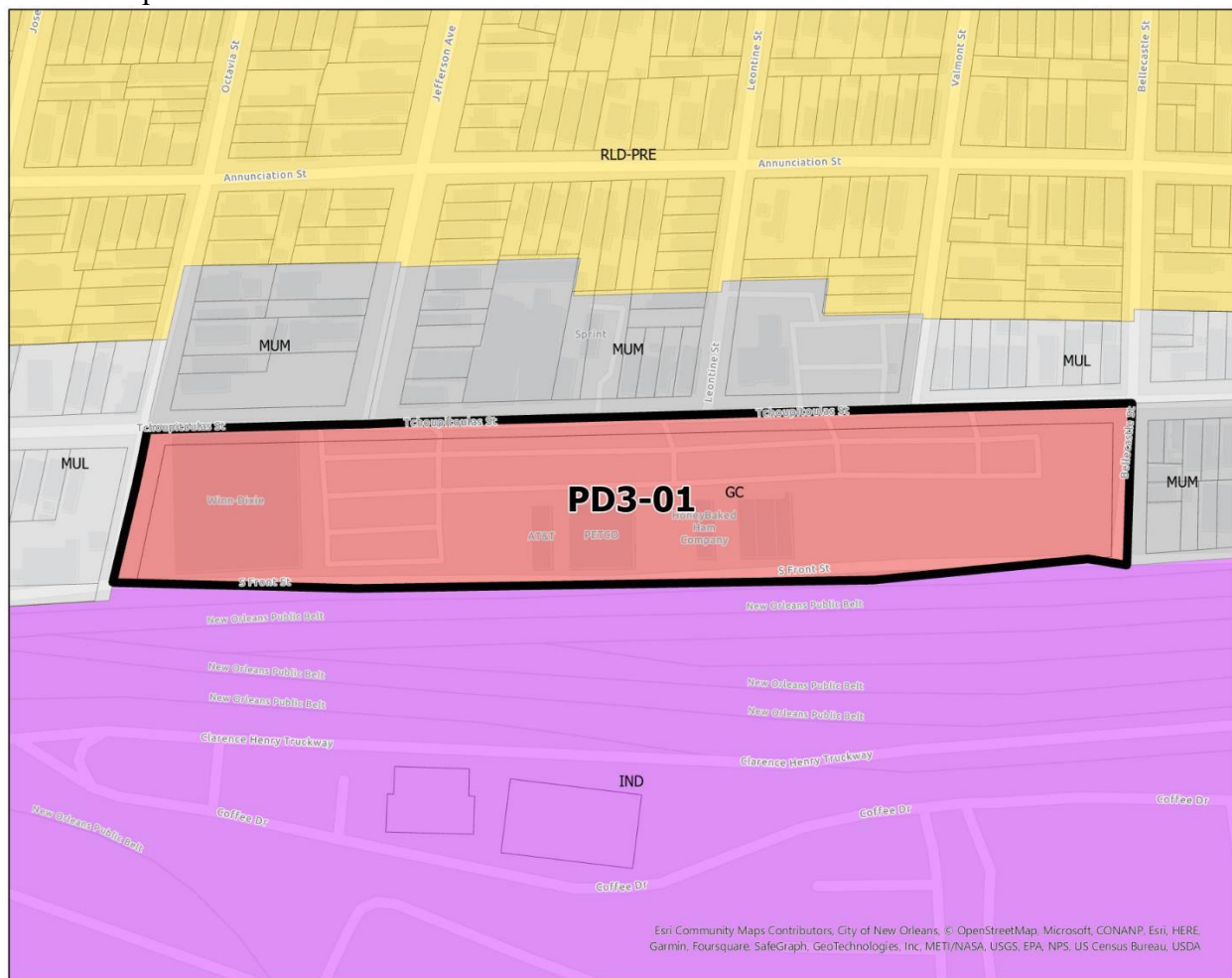
Request number: PD3-01

Applicant: City Planning Commission and City Council District B

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

Location: The petitioned property takes up the entirety of Square 70A, in the Sixth Municipal District. The municipal address is 5400 Tchoupitoulas Street.

FLUM Map:



Current Zoning: C-2 Auto-Oriented Commercial District

Current Land Use: The proposed site is the location of a Riverside Market strip mall which extends from 5300 to 5400 Tchoupitoulas Street. The entire shopping center has approximately 600 parking spots. Commercial activity includes a mix

of big box stores, a large medical health center, dental office, cleaners, nail salon, restaurant, and a few other general commercial entities.

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 Tchoupitoulas Street, Bellecastle Street, and Octavia streets in the West Riverside neighborhood, and is adjacent to the Mississippi River levee wall and Port of New Orleans property. The zoning of the area is C-2 Auto-Oriented Commercial. The site is currently a strip mall operated by the Riverside Market and has a mix of commercial and medical uses.



Figures 1. & 2. Subject Site

Surrounding Land Use Trends: The area around the subject property is zoned as MI Maritime Industrial District, HU-MU Historic Urban Neighborhood Mixed-Use District, MU-1 Medium Intensity Mixed-Use District, and HU-RD2 Historic Urban Two-Family Residential District. The land use pattern in this portion of the West Riverside is a mix of high intensity industrial activity along the Mississippi River and general commercial and neighborhood commercial mixed with medium and low density residential.

Surrounding FLUM Designations: The surrounding FLUM designations in the area include MUM Mixed-Use Medium Density, MUL Mixed-Use Low Density, RLD-PRE Residential Low Density Pre-War, and IND Industrial. The Mixed-Use Medium Density and Mixed-Use Low Density designations are directly adjacent to the proposed site and accommodate a wider range of zoning districts; many focused on allowing for low and medium multi-family residential developments, as well as commercial, and single- and two-family developments. Although there is a wide range of uses that can be developed in the surrounding area, the general building height requirements are no more than 60 feet with 5 stories maximum. Each of the neighboring FLUM designations also encourage a mix of ground floor commercial activity with residential above and promote 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 property has a Future Land Use Map designation of General Commercial. Each FLUM category is linked to a specific set of compatible zoning districts. The zoning districts compatible with the General Commercial FLUM designation limit residential uses, promote auto-centric commercial uses and are suburban in their design standards, all of which are inappropriate for the historic part of the City.

The C-1, C-2 and C-3 zoning districts that are compatible with the site's current FLUM designation, 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 MUM Mixed-Use Medium Density FLUM designation 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.

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

Reasons for Recommendation:

1. The recommendation allows for increased density along a major corridor that is an appropriate lot area to accommodate uses provided in the MUM Mixed Use Medium Density FLUM designation.
2. The site encourages a more walkable environment with a broader range of zoning districts that are more compatible with zoning districts allowed under the proposed MUM FLUM designation.
3. The MUM designation supports several mixed uses, including commercial, single-, two-, and multi-family residential uses, which provides opportunities for more housing developments to be located near job centers and along transit lines.

City Planning Commission Meeting (December 5, 2023)

The City Planning Commission hosted a meeting in the City Council Chambers of City Hall. Staff presented the case to the commission. The City Planning Commission heard public comment from Michael Sherman of Sherman Strategies representing the landowner for the site supporting the MUM recommendation and would like to act on zoning changes as current tenants leases expire in the near future. Leah LeBlanc from the Greater New Orleans Housing Alliance spoke in support of the motion saying that the proposal supports more housing opportunities. Tori Emerling spoke in soft opposition of the proposal as she felt that staff's recommendation for other FLUM amendment requests in the area were to deny MUM FLUM designations in this historic area. However, she generally supports

increasing housing opportunities in the area as well. Commissioner Steeg asked staff why this FLUM request was to approve MUM. Staff explained that this was like other requests to change from General Commercial to Mixed-Use Medium Density along Tchoupitoulas Avenue, and that generally there would have to be a zoning change prior to any change occurring. Staff also explained that the opportunities for more residential uses are far greater in zoning districts that are compatible with MUM, while the current designation only allows residential uses above the ground floor through the conditional use process. Commissioner Steeg made a motion to approve staff's recommendation. The motion was seconded by Commissioner Brown and unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-01** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Joshi-Gupta, Lunn, Witry

Reasons for Recommendation:

1. The recommendation allows for increased density along a major corridor that is an appropriate lot area to accommodate uses provided in the MUM Mixed Use Medium Density FLUM designation.
2. The site encourages a more walkable environment with a broader range of zoning districts that are more compatible with zoning districts allowed under the proposed MUM FLUM designation.
3. The MUM designation supports several mixed uses, including commercial, single-, two-, and multi-family residential uses, which provides opportunities for more housing developments to be located near job centers and along transit lines.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

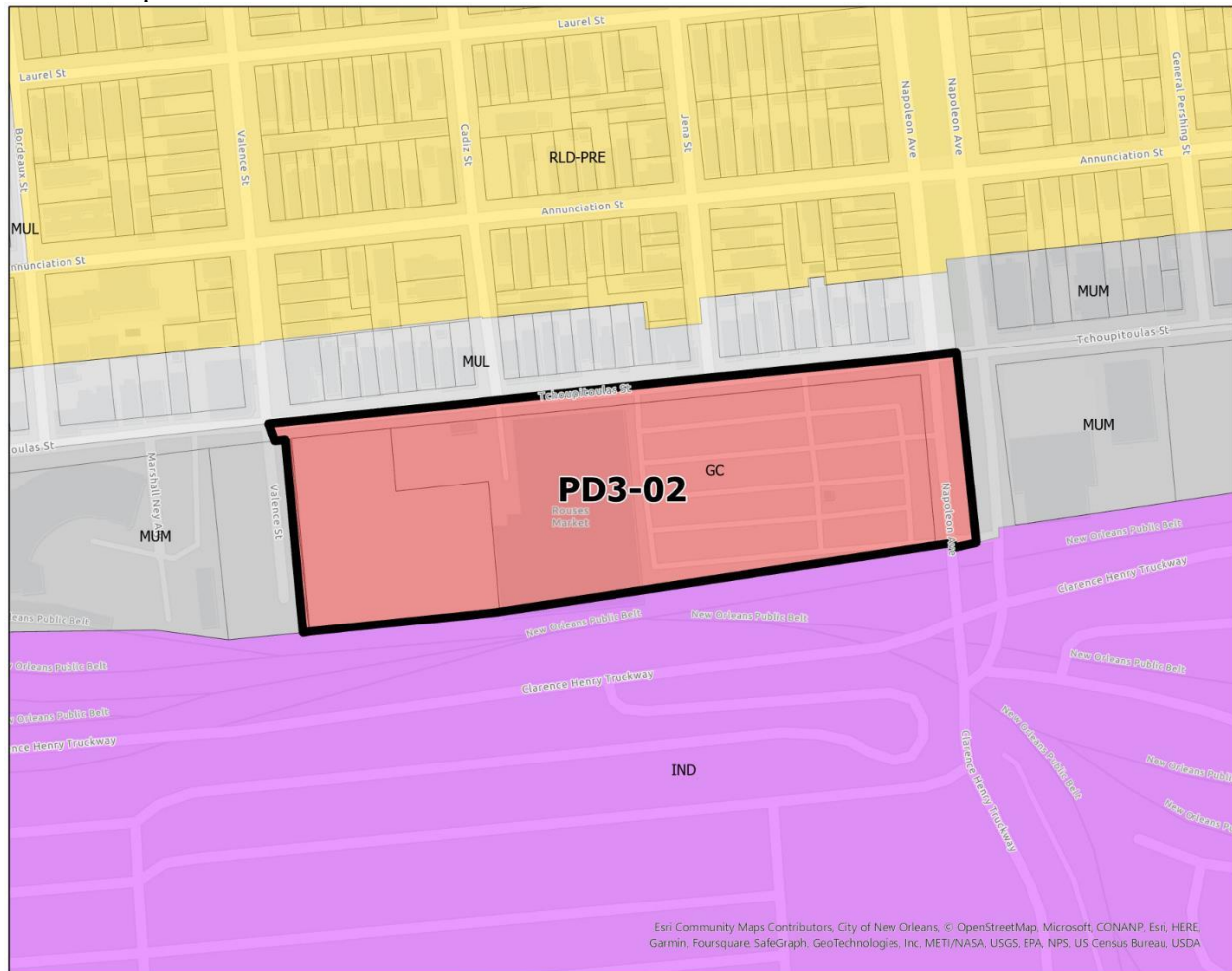
Request number: PD3-02

Applicant: City Planning Commission

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

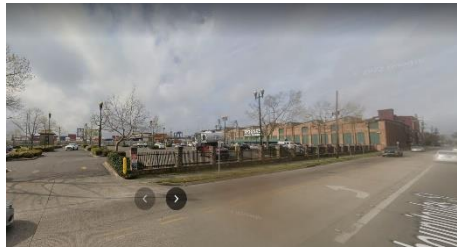
Location: The petitioned area is located on Lots 83A and 84A, Square 85A and Square 85, in the Sixth Municipal District. The municipal address is 4500 Tchoupitoulas Street.

FLUM Map:



Current Zoning: C-2 Auto-Oriented Commercial District

- Current Land Use:** The proposed site extends approximately .2 miles (1,100 feet) along Tchoupitoulas Street where there are currently two commercial businesses located including a supermarket and self-storage facility.
- 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 Tchoupitoulas Street, Valence Street, and Napoleon Avenue in the West Riverside neighborhood, and is adjacent to the Mississippi River levee wall and Port of New Orleans and New Orleans Public Belt railroad property. The proposed site is zoned C-2 Auto-Oriented Commercial District. The site is currently in use by Rouses Market at 4500 Tchoupitoulas Street and Store All New Orleans Self Storage at 4700 Tchoupitoulas Street.



Figures 1. & 2. Subject Site

Surrounding Land Use Trends: The area around the subject property is zoned as MI Maritime Industrial District, HU-MU Historic Urban Neighborhood Mixed-Use District, MU-1 Medium Intensity Mixed-Use District, and HU-RD2 Historic Urban Two-Family Residential District. The land use pattern in this portion of the West Riverside is a mix of high intensity industrial activity along the Mississippi River and general commercial and neighborhood commercial mixed with medium and low density residential.

Surrounding FLUM Designations: The surrounding FLUM designations in the area include MUM Mixed-Use Medium Density, MUL Mixed-Use Low Density, RLD-PRE Residential Low Density Pre-War, and IND Industrial. The Mixed-Use Medium Density and Mixed-Use Low-Density designations are directly adjacent to the proposed site and accommodate a wider range of zoning districts; many focused on allowing for low and medium multi-family residential developments, as well as commercial, and single- and two-family developments. Each of the neighboring FLUM designations also encourage a mix of ground floor commercial activity with residential above and promote 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 property has a Future Land Use Map designation of General Commercial. This FLUM designation only allows for commercial land uses, including auto-oriented and heavy commercial. 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 one that is compatible with mixed-use zoning districts is appropriate for a neighborhood corridor such as Tchoupitoulas Street. The MUM Mixed-Use Medium Density FLUM designation 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.

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

Reasons for Recommendation:

1. The recommendation allows for increased density along a major corridor that is an appropriate lot area to accommodate uses provided in the MUM Mixed Use Medium Density FLUM designation.
2. The site encourages a more walkable environment with a broader range of zoning districts that are more compatible with the surrounding area zoning designations.
3. The MUM designation supports several mixed uses, including commercial, single-, two-, and multi-family residential uses, which provides opportunities for affordable housing development near job centers and along transit lines.

City Planning Commission Hearing (December 5, 2023)

The City Planning Commission hosted a meeting in the City Council Chambers of City Hall. Staff presented the case to the commission. The City Planning Commission heard public comments from Leah LeBlanc from the Greater New Orleans Housing Alliance who spoke in support of the motion saying that the proposal supports more housing opportunities in historic neighborhoods of the city. Commissioner Alexander made a motion to approve staff's recommendation. The motion was seconded by Commissioner Steeg.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-02** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Joshi-Gupta, Lunn, Witry

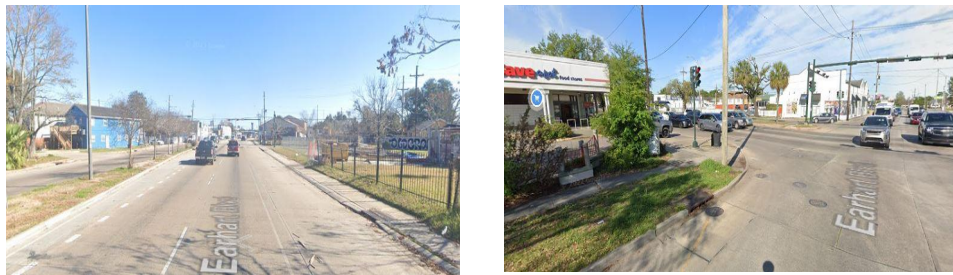
Reasons for Recommendation:

1. The recommendation allows for increased density along a major corridor that is an appropriate lot area to accommodate uses provided in the MUM Mixed Use Medium Density FLUM designation.
2. The site encourages a more walkable environment with a broader range of zoning districts that are more compatible with the surrounding area zoning designations.
3. The MUM designation supports several mixed uses, including commercial, single-, two-, and multi-family residential uses, which provides opportunities for affordable housing development near job centers and along transit lines.

Current Land Use: Properties within the proposed area comprise a warehouses, small box and large box retail, and a few strip malls. The event venue space Rock n Bowl and the restaurant the College Inn are included in the petitioned site which comprise two square blocks. There are also a few multi-family and two-family residences along the north part of the area.

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 proposed area covers approximately .6 miles (3,120 feet) along Earhart Boulevard and the parallel side streets one block to the west including Colapissa Street and Fig Street. The area is very auto-centric and land uses generally consist of warehouses, small box retail stores, and a few residences. There are a few parcels undeveloped along the side streets. South Carrollton Avenue is the major intersecting thoroughfare which has 6 lanes of traffic and a streetcar line. The event venue space Rock n Bowl, the College Inn Restaurant, and a Save-A-Lot are included in the petitioned site along this intersection.



Figures 1. & 2. Subject Site

Surrounding Land Use Trends: The predominant land use trends surrounding the subject area are residential and educational. There is a large park stretching slightly more than two square blocks, a playground to the east of the petitioned site, and a few places of worship. Within the surrounding neighborhood streets there are a few small neighborhood businesses such as hair salons and auto mechanic shops. On the east side of South Carrollton Avenue are small and large retail box stores, including Costco and the Xavier University Campus. The west side of the South Carrollton Avenue is a mix of neighborhood commercial, drive-thru restaurants, and two large places of worship including Carrollton Avenue Baptist Church and the Archdiocese of New Orleans.

Surrounding FLUM Designations: Directly above the petitioned area, the future land use designation is MUL Mixed-Use Low Density along Earhart Boulevard. East of the petitioned area along South Carrollton Avenue mostly has a MUM Mixed-Use Medium Density FLUM designation. South, along Earhart Boulevard, has a GC General Commercial FLUM designation for a two block by two block area, and then extends to the Neighborhood Commercial FLUM designations again on Earhart Boulevard. The remaining FLUM designations surrounding the proposed area include RLD-PRE Residential Pre-War Low Density, P Parkland and Open Space, and INS Institutional.

Most of these FLUM designations are focused on creating an urban neighborhood footprint. Some of the FLUM designations allow for a range of residential uses ranging from two-family residential housing to high-intensity commercial, and high-density affordable housing. The RLD-PRE Residential Pre-War Medium Density, where most of the housing is located near the petitioned area, is more limiting in uses and building regulations. RLD-PRE does allow for a variety of neighborhood business uses, and is focused on promoting walkable residential environments.

Impacts: The current FLUM designation of the petitioned area is NC Neighborhood Commercial. The Neighborhood FLUM designation doesn't allow for many zoning districts; four are specific to suburban areas and two are intended for more historic core neighborhoods leaving only two zoning districts compatible with this FLUM designation and the Historic Urban place designation, the HU-B1 Historic Urban Neighborhood Business District and the C-1 General Commercial District. Both of these districts severely limit residential uses. The HU-B1 District limits multi-family development to just four units and the C-1 District only allows dwellings above the ground floor as a conditional use. The recommendation to change the FLUM designation to MUM Mixed-Use Medium Density is more consistent with the surrounding land use trends, especially along South Carrollton Avenue with access to major shopping, restaurants, and streetcar line where allowing future zoning changes to zoning districts that permit additional residential development is compatible with the Master Plan and the existing land-use trends. The MUM designation would allow for a more diverse set of both multi-family and commercial developments scaled for a more walkable and transit-oriented environment.

Therefore, the staff recommends APPROVAL of the FLUM change from the NC Neighborhood Commercial to the MUM Mixed-Use Medium Density FLUM designation.

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

Reasons for Recommendation:

1. The MUM recommendation allows for more diverse zoning districts that are compatible with the surrounding neighborhood zoning districts.
2. The current NC FLUM designation limits housing opportunities, which is inconsistent with the master plan's goals of increasing housing opportunities across the City. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for large and small business developments and larger affordable housing developments.

3. The proposed area is near a major streetcar, educational facilities, parks, and commercial retail stores. Changing the FLUM designation to MUM would encourage developments that are walkable and transit-oriented along Earhart Boulevard and the neighboring side streets.

CITY PLANNING COMMISSION MEETING (December 5, 2023)

The City Planning Commission hosted a meeting in the City Council Chambers of City Hall. Staff presented the case to the commission. The City Planning Commission heard public comments from Leah LeBlanc from the Greater New Orleans Housing Alliance who spoke in support of the motion. Commissioner Brown made a motion to approve staff's recommendation. The motion was seconded by Commissioner Steeg.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-03** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Joshi-Gupta, Lunn, Witry

Reasons for Recommendation:

1. The MUM recommendation allows for more diverse zoning districts that are compatible with the surrounding neighborhood zoning districts.
2. The current NC FLUM designation limits housing opportunities, which is inconsistent with the master plan's goals of increasing housing opportunities across the City. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for large and small business developments and larger affordable housing developments.
3. The proposed area is near a major streetcar, educational facilities, parks, and commercial retail stores. Changing the FLUM designation to MUM would encourage developments that are walkable and transit-oriented along Earhart Boulevard and the neighboring side streets.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

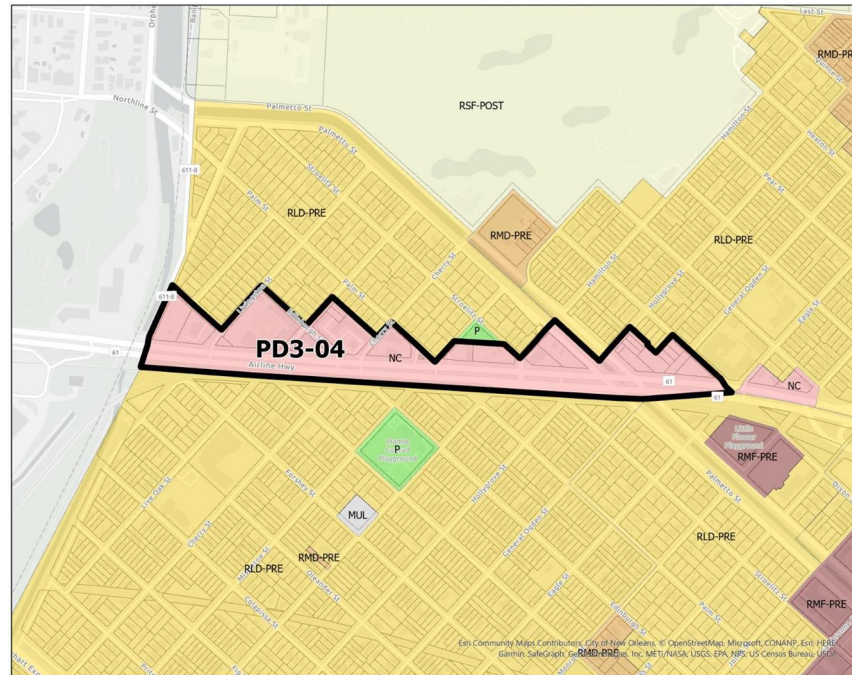
Request number: PD3-04

Applicant: City Planning Commission

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

Location: The petitioned area is located within the Hollygrove and Dixon neighborhoods along the Airline Highway corridor. The petitioned area is bounded by the following streets: Cecil Street at Airline Highway, then northeast one block to Olive Street, south one block to Livingston street, then northeast one block to Edinburgh Street, half a block south on Live Oak Street, then south through the half block to Cherry Street, northeast a half block to Palm Street, then south two blocks to Mistletoe Street, half a block northeast to Dreyfous Playspot, then the one block east to Stroelitz Street, then half a block to Hamilton Street, then northeast one block to the west side of Palmetto Street. At Palmetto Street, the area crosses over the full length of Palmetto Street eastward at Hollygrove Street. The petitioned area then extends half a block northeast and then south to Dixon Street. At Dixon Street the petitioned area extends south to the intersection of Dixon Street, Eagle Street, and Airline Highway. At this intersection the petitioned area extends back west approximately eleven (11) blocks on Airline Highway to Cecil Street.

FLUM Map:



Current Zoning: C-1 General Commercial District

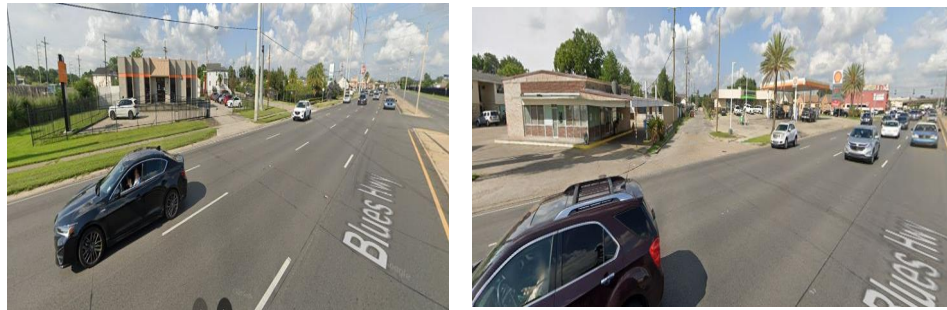
Current Land Use: The proposed area is adjacent to US Highway 61 and includes the on ramps and off ramps to the highway. Properties along the northern section of Airline Highway, and within a block or two, are mainly comprised of auto-oriented industrial sites such as a gravel company, glass company, and gas station. There is a tree nursery and Eco Lodge motel in the proposed area. There is also a large section between Hollygrove Street and Eagle Street between Palmetto Street and Dixon Street that is undeveloped.

The southern part of Airline Highway in the subject area abuts Class 1 railroad tracks. There is no development along this section of the subject area.

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 proposed area covers approximately .64 miles (3,424 feet) along Airline Highway. The area is bounded by on ramps and off ramps for US Highway 61 and a Class 1 railroad lines on the southern part of the proposed area. The subject area is zoned as a C-1 General Commercial District. The land use in the proposed area is comprised mainly of industrial businesses such as a stone and gravel company, glass company, gas station, and tree nursery. A section of the proposed site between Live Oak Street and Cherry Street is an existing Eco

Lodge motel. There is also a wide area of undeveloped property between Hollygrove Street and Eagle Street adjacent to Palmetto Street and Airline Highway.



Figures 1. & 2. Subject Site

Surrounding Land Use Trends: The proposed area along Airline Highway borders Jefferson Parish. In Jefferson Parish, there is a golf course and baseball stadium west of the proposed corridor. There is also a large railway switch station nearby.

Along Airline Highway in Orleans Parish to the east is zoned C-1 General Commercial, C-3 Heavy Commercial, HU-RM2 Multi-Family Residential, MU-1 Medium Intensity Mixed-Use District, and MU-2 Medium Intensity Mixed-Use District. There is a mix of general commercial and warehouses. The New Orleans Job Center and International School of Louisiana elementary building are located just outside the proposed area.

Surrounding both sides of Airline Highway is predominantly residential developments with single- and two-family homes, with some places of worship. This area is zoned by HU-RD1 Two-Family Residential and HU-RD2 Two-Family Residential. There is also a large section of land owned by the Longue Vue House and Gardens with adjacent walking trails that is north of the proposed area zoned S-LRS3 Lakewood and Country Club Gardens Single-Family Residential District.

Surrounding FLUM Designations: The surrounding FLUM designations are RLD-PRE Residential Pre-War Single Family, RMD-PRE Residential Pre-War Multi-Family, RSF-POST Residential Post-War Single-Family. These areas are older residential developments on smaller lot sizes. The RMD-PRE Residential Pre-War Medium Density FLUM Designation is a more historic low-density residential area with primarily single- and two-family homes.

Further east on Airline Highway is a larger area with higher intensity FLUM designations, such as MUM Mixed-Use Medium Density, MUH Mixed-Use High Density and INS Institutional. These areas have larger commercial developments such as large box retail stores like Costco, and multi-story

apartment complexes. They also have some mixed-use and affordable housing developments.

Impacts: Airline Highway has typically been an auto-centric thoroughfare that connects New Orleans to Jefferson Parish. While a zoning change may not be necessary today, the current NC Neighborhood Commercial FLUM is more suburban in nature, which is not compatible with the more recent developments happening along the corridor. The Neighborhood Commercial FLUM designation limits the ability to create a more mixed-use environment along Airline Highway. For instance, there are several compatible zoning districts under the current NC designation; However, four of these zoning districts are specific to suburban areas and two are intended for historic core neighborhoods leaving only two zoning districts compatible with this FLUM designation and the Historic Urban place designation: the HU-B1 Historic Urban Neighborhood Business District and the C-1 General Commercial District. Both of these districts severely limit residential uses. The HU-B1 District limits multi-family development to just four units and the C-1 District only allows dwellings above the ground floor as a conditional use.

The recommendation to change the FLUM designation to MUM Mixed-Use Medium Density is more consistent with the surrounding land use trends and would help with infilling the undeveloped properties that currently exist along Airline Highway. The MUM FLUM designation also supports the master plan's goals of increasing commercial and housing opportunities along major thoroughfares across the City.

Reasons for Recommendation:

1. The recommendation allows for more diverse zoning districts that would encourage larger developments along a major thoroughfare.
2. The current NC FLUM designation limits housing opportunities, which is inconsistent with the master plan's goals of increasing housing opportunities across the City. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for large and small business developments and larger affordable housing developments.
3. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for diverse, neighborhood scale and large retail developments, along with affordable housing developments.

CITY PLANNING COMMISSION MEETING (December 5, 2023)

The City Planning Commission hosted a meeting in the City Council Chambers of City Hall. Staff presented the case to the commission. The City Planning Commission heard public comments from Leah LeBlanc from the Greater New Orleans Housing Alliance who spoke in support of the motion saying that the proposal supports more housing opportunities in historic neighborhoods of the city. Commissioner Steeg made a motion to approve staff's recommendation. The motion was seconded by Commissioner Brown.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-04** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Joshi-Gupta, Lunn, Witry

Reasons for Recommendation:

1. The recommendation allows for more diverse zoning districts that would encourage larger developments along a major thoroughfare.
2. The current NC FLUM designation limits housing opportunities, which is inconsistent with the master plan's goals of increasing housing opportunities across the City. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for large and small business developments and larger affordable housing developments.
3. The MUM designation supports several mixed uses, including neighborhood commercial and multi-family residential uses, which provides more opportunities for diverse, neighborhood scale and large retail developments, along with affordable housing developments.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

Request number: PD-3-05

Applicant: Council District A

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

Location: The petitioned property is located on Lots E, C and D, Square 14, in the Sixth Municipal District. The municipal addresses are 1311-1323 Broadway Street.

FLUM Map:



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

Current Land Use: Lot C (1311-15 Broadway St) - Tulane University Center for Sport

Lot D (1319 Broadway St) – Former residence that is currently vacant and undergoing an interior renovation

Lot E (1323 Broadway St) – Tulane Network Services Office

Purpose:

The applicant wishes to change the future land use designation (FLUM) of the site to institutional so that it may be incorporated into Tulane University's campus. The FLUM change would allow a future zoning change of the site to the EC Educational Campus District. At this time, there is no specific intended use for the site, although the applicant indicated that it may be used for student townhouses and parking for juniors and seniors. The first step would be to change the FLUM category, then apply for a zoning change, and lastly amend their institutional master plan. The applicant indicated that the future planning is 10 to 15 years in the future.

The appendix to the Comprehensive Zoning Ordinance provides a list of compatible zoning districts with a property's FLUM designation. The applicant is requesting a change of the site's future land use map designation from Residential Low Density Pre-War to Institutional to support a future zoning change request to EC Educational Campus. The EC zoning district is compatible with the Institutional FLUM designation, but not the Residential Low-Density Pre-War FLUM designation. However, there are other districts that the Institutional FLUM designation would support in addition to the EC Education Campus District.

The following zoning district classifications would be consistent with the proposed Institutional future land use designation: 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, S-LC Lake Area General Commercial District, C1 General Commercial District, LI Light Industrial District. It should be noted that the OS-R and S-LC districts would not be applicable to this site as the OS-R District is intended for city-owned property and the site is not located in a suburban district, precluding a zoning change on this site to the S-LC District. The remaining classifications that are compatible with the Institutional FLUM designation, however, greatly expand the zoning districts available to the site than what are currently permitted under the site's current Low Density Pre-War FLUM designation. Zoning districts compatible with the Low Density Pre-War FLUM designation are the HU-RD1 Two-Family Residential District, HU-RD2 Two-Family Residential District, HU-RM1 Multi-family Residential District, HU-B1A Neighborhood Business District, HU-B1 Neighborhood Business District, and the HU-MU Neighborhood Mixed-Use District.

Part of the zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change to EC Educational Campus

District would not conflict with this policy because the new classification would match the adjacent properties that comprise three-quarters of the block.

Staff Analysis:

Site Description & Land Use: The subject site includes three lots that are developed with single-family residences that front on Broadway Street near Willow Street. Each of the lots measure 4,560 sq ft in area. Lot C (1311-15 Broadway St) is used for the Tulane University Center for Sport. Lot D (1319 Broadway St) is a former residence that is currently vacant and undergoing an interior renovation. Lot E (1323 Broadway St) is used for the Tulane Network Services Office.



Figure 1. Subject Site

Surrounding Land Use Trends: For the most part, Broadway Street is characterized by single- and two-family development. However, there is a portion adjacent to the petitioned site that is part of Tulane's campus. The property adjacent to the petitioned site is Newcomb Children's Center. Approximately 3 blocks away from the petitioned site, there is a 5-block stretch of multi-family development along Broadway Street.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers the Uptown campuses of Tulane Loyola Universities. Across Broadway Street is an RMD-PRE Residential Medium Density Pre-War area.

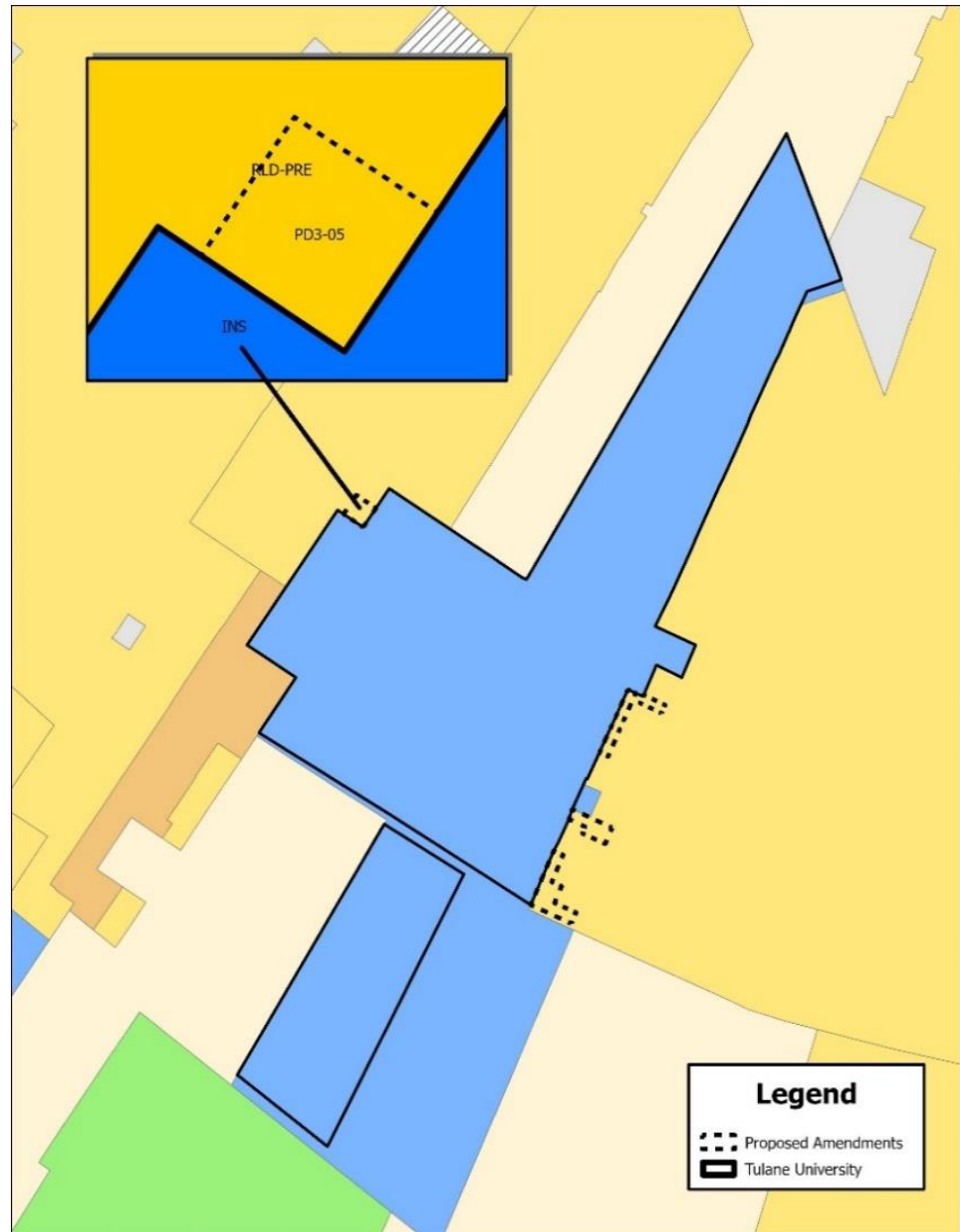


Figure 2. Partial map of Tulane University's Uptown Campus with proposed FLUM amendments

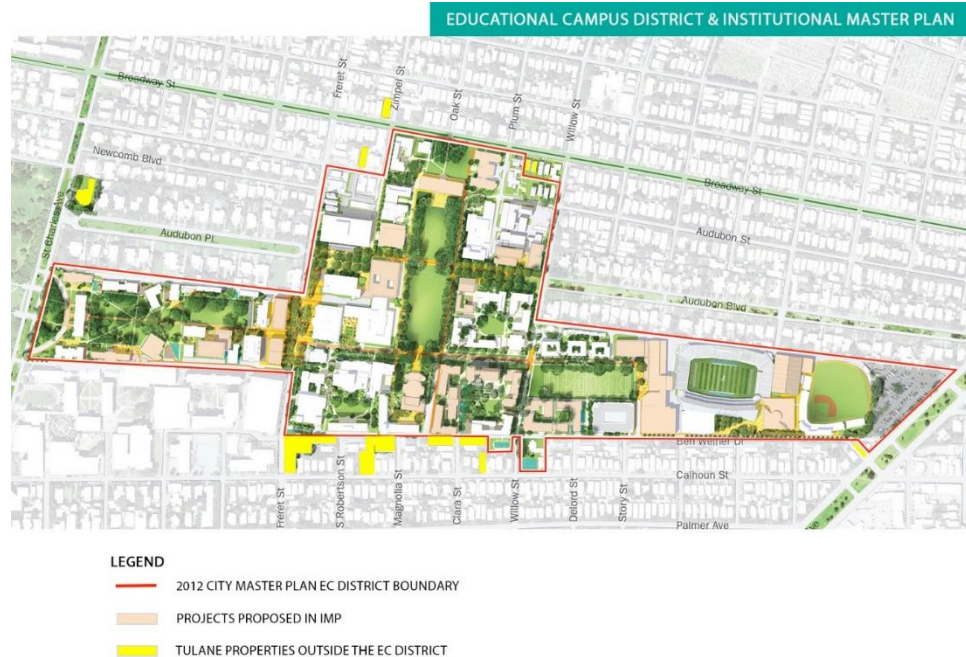


Figure 3. Map of Tulane University's Uptown Campus with properties outside the EC District highlighted. Tulane submitted 6 requests for master plan amendments - requests PD-3-05 (1311-1323 Broadway Street), PD-3-07 (2418 Calhoun Street), PD-3-08 (6301, 6309, and 6325 Freret Street), PD-3-10 (2210 Calhoun Street), PD-3-11 (6325 Clara Street), and PD-3-12 (6320 Clara Street).

Impacts: This request is one of six requests made by Tulane University to change the future land use designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional. Universities bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these institutions into their surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-

use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

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

Reasons for Recommendation:

1. At this time, there is no specific intended use for the site, although the applicant indicated that it may be used for student townhouses and parking for juniors and seniors. Although there is a need for student housing, the staff cannot support this request. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
2. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Hearing (January 9, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant spoke in support of the request. The Commission received public comment from one speaker in opposition of the request, stating the lack of an institutional master planning process.

Stating her concerns about the lack of a master planning process, Commissioner Lunn made a motion for denial. The motion failed to receive a second. Commissioner Brown made a subsequent motion for approval, against the staff's recommendation of denial. The motion was seconded by Commissioner Stewart, but failed because it did not receive a majority vote.

The Commission further discussed the conundrum presented by the University: that they would like to first seek entitlement to include the parcels in their institutional master plan before doing comprehensive plans and that seeking a FLUM change is the first step in the process, followed by a zoning change and then lastly an amendment to their IMP. The Commission felt that they would have a chance for input during the IMP amendment process and that would be sufficient to allow them to properly plan. Further, they acknowledged the issues with the segmented process and expressed a need to review the regulations to see how the City can interact better with institutions as they grow. Commissioner Lunn stated that she would reconsider her initial vote against the FLUM change, and made a formal statement addressed to the City Council that the process should be improved. The Commissioners agreed that educational institutions should explore ways for their master planning process without first receiving land use decisions. And that is of importance because the university presence is growing, and this includes expanding housing and student services. The executive director stated that he would follow up with a memo to Council. The executive director also mentioned that this change may be best applied to the institutional master plan section of the CZO.

After further discussion, Commissioner Brown made a new motion for approval. The motion was seconded by Commissioner Stewart and was unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT PLANNING DISTRICT 3-05 IS HEREBY RECOMMENDED FOR APPROVAL. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Flick, Lunn, Stewart, Witry

NAYS: None

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Reason for Recommendation:

1. Tulane University acquired residential properties adjacent to their campus and intends to add them to their campus master plan. The current regulations only allow properties within EC Educational Campus and MC Medical Campus Districts to be within an institutional master plan. There are a total of six requests under consideration. Adding the properties to their IMP would be a three-step process: 1. amend the FLUM category, 2. apply for a zoning change, and 3. amend their institutional master plan. The staff recommended denial of the FLUM change because the request was submitted without a comprehensive plan for the university's growth, and therefore does not provide enough information for consideration. Tulane stated that they do not yet know what the future uses will be and that this would take a years long planning process, that would start once they knew if the parcels could be joined to the campus. The Commission stated that although they would prefer future development plans to make this decision, that ultimately, they would support the FLUM change to allow movement on the current process. Further, the Commission added a statement to the City Council that the City should explore ways to improve the process.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

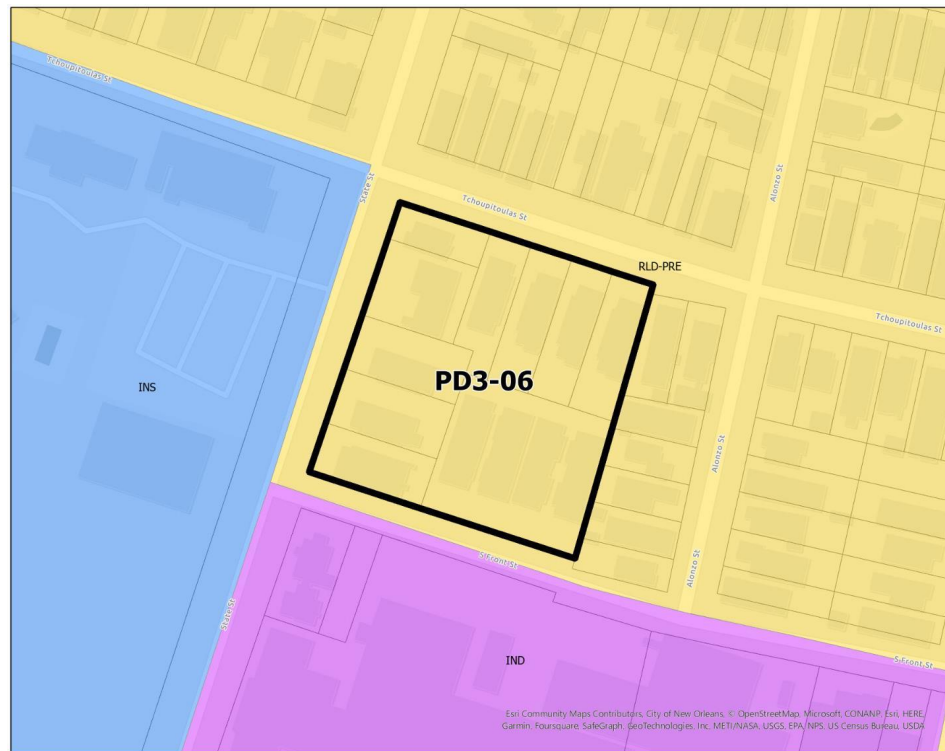
Request number: PD-3-06

Applicant: Council District A

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

Location: The petitioned property is located on Lots M1, L1, K1, J2, X1, U7, U6, U3, U1, and V, Square 4, Bloomingdale, in the Sixth Municipal District. Area bounded Tchoupitoulas St., Alonzo St., S. Front St., and State St. The municipal addresses are 5944-5956 Tchoupitoulas Street, 5947 South Front Street, and 233, 229, 223, 213, 201 State Street.

FLUM Map:



Current Zoning: HU-RD2 Two-Family Residential District

Current Land Use: Multi-family residential

Purpose: This request was previously considered during the 2011 FLUM amendment process under request number PD3-4.R. The applicant is requesting a change of Future Land Use Map Designation from Residential Low Density Pre-War to Institutional or Mixed-Use Medium Density. The staff

recommended modified approval to Residential Medium Density Pre-War, but no changes to the FLUM designation were approved.

The petitioned site is currently zoned as HU-RD2 Two-Family Residential District. Prior to 2015, the property was zoned as a MS Medical Service District. The applicant has requested a land use designation of Mixed-Use Medium Density to support not only the existing multi-family residential development but to be compatible with future redevelopment of the site for a mixture of uses, potentially including commercial, retail, and office space.

The staff spoke with the applicant who stated that the request would support future redevelopment of the site, but that the owner does not have specific plans right now. Potential plans could include a multi-story condo tower to add more multi-family and mixed use to the low density residential uptown area. Such proposed infill development would be compatible with the uptown architectural archetype with a mix of industrial and warehouse-style structures reflective of Tchoupitoulas Street and Leake Avenue. Height would be similar to the Children's Hospital campus. The applicant also clarified that their intent is not for parking for Children's Hospital, as has been discussed by others. The applicant further explained that during community discussions related to Children's Hospital, a community member suggested that the petitioned site could be used for additional staff/patient parking, if the existing structures were demolished. Workforce housing is another potential ancillary use to the hospital.

The appendix to the Comprehensive Zoning Ordinance provides a list of compatible zoning districts with a property's FLUM designation. The applicant is requesting a change of the site's future land use map designation from Residential Low Density Pre-War to Mixed-Use Medium Density to support a future zoning change. As shown in Table 1, both the Residential Medium Density Pre-War FLUM designation (as suggested by the staff) and the Mixed-Use Medium Density FLUM designation (as requested by the property owner) support the following zoning district classifications: HU-RD2 Two-Family Residential District, HU-RM1 Multi-Family Residential District, HU-RM2 Multi-Family Residential District, HU-B1A Neighborhood Business District, HU-B1 Neighborhood Business District and HU-MU Neighborhood Mixed-Use District. In addition to these districts, the Mixed-Use Medium Density FLUM is consistent with more intense zoning classifications, including C-1 General Commercial District, MU-1 Medium Intensity Mixed-Use District, EC Educational Campus District, MC Medical Campus District and the MS Medical Service District. Part of a subsequent zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change would likely be inconsistent with this policy because the area is predominantly residential.

Table 1. Future Land Use Designations and Zoning Classifications			
Consistent Zoning District Classifications	Residential Low Density Pre-War	Residential Medium Density Pre-War	Mixed-Use Medium Density
HU-RD1 Two-Family Residential	Yes		
HU-RD2 Two-Family Residential	Yes	Yes	
HU-RM1 Multi-Family Residential	Yes	Yes	
HU-RM2 Multi-Family Residential			Yes
HU-B1A Neighborhood Business	Yes	Yes	
HU-B1 Neighborhood Business	Yes	Yes	
HU-MU Neighborhood Mixed-Use	Yes	Yes	
C-1 General Commercial			Yes
MU-1 Medium Intensity Mixed-Use			Yes
EC Educational Campus			Yes
MC Medical Campus			Yes
MS Medical Service			Yes

Although the zoning districts permitted under the current FLUM designation – Residential Pre-War Low Density – and the staff’s proposed FLUM designation - Residential Pre-War Medium Density – are nearly identical (with the exception of the HU-RD1 District), the FLUM description of the Residential Pre-War Medium Density designation is more aligned with the current use of the site. The Residential Pre-War Medium Density goal is to have a variant of housing types and size and allows for multi-family dwellings that are compatible with the scale and character of the surrounding residential neighborhood. In contract, the Residential Pre-War Medium Density FLUM designation discourages the development of additional multi-family housing that is out of scale with the existing character.

Staff Analysis:

Site Description & Land Use: The subject site occupies ten (10) parcels of land along Tchoupitoulas St. and adjacent to the Children’s Hospital Campus. The site encompasses Lots V, U-1, U-3, U-6, U-7, M-1, L-1, K-1, J-2, and X-1 of Square 4 for an approximate aggregate land area of eighty four thousand seven hundred eighty one square feet (84,781 sq. ft.) or 1.95 acres.

The site is generally bounded by Tchoupitoulas St. (north), State St. (west), S. Front St. (south), and seven residential dwellings which front on Alonzo St. (east). Historically, the site first appears on the 1909 Sanborn map as predominately vacant aside from two small structures fronting State St. In

1929, the New Orleans Land Use map defines the site as Commercial with a zoning classification of Industrial. The 1937 Sanborn map depicts the site as containing seven single family residential dwellings fronting State St. with the remainder of the Square shown as undeveloped. The 1949 New Orleans Land Use map designates the site as Light Industrial followed by a Four-Family Residential zoning classification in 1953. In 1970, zoning for Square 4 is listed as Medical Services (MS).

Currently, the site consists of one two-family dwelling and twelve multi-family structures. 1224 Nashville Ave, LLC is the current owner of each of the lots.

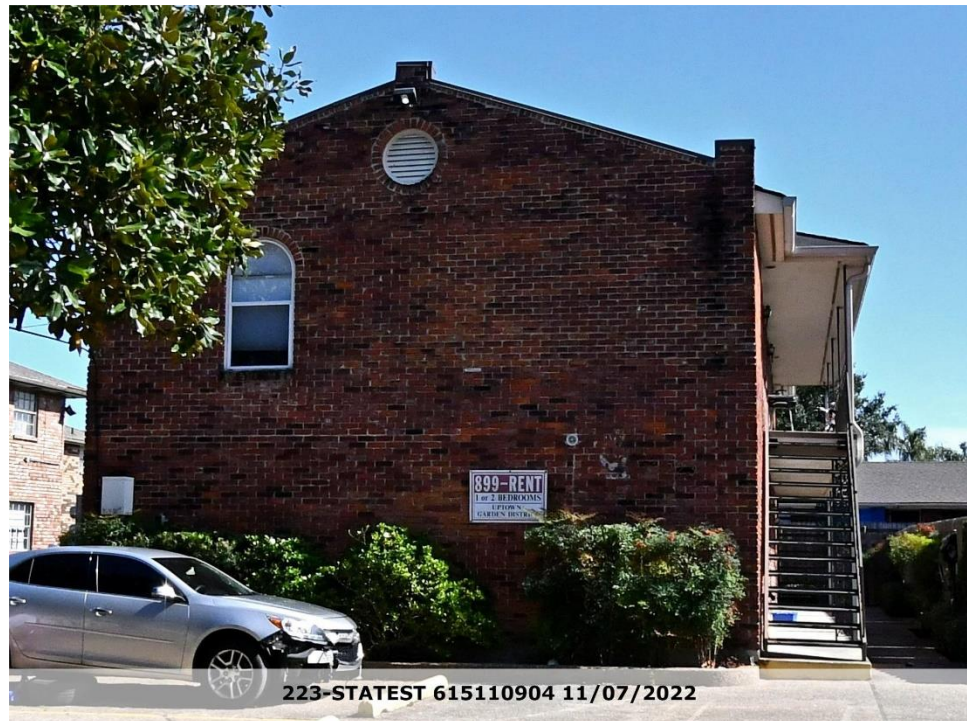


Figure 1. Image of Petitioned Site from the Assessor's Office

Surrounding Land Use Trends:

The surrounding land use is single family and two-family residential dwellings from Arabella St. to Audubon Park along Tchoupitoulas St. with exception to Children's Hospital. Surrounding areas immediately north of Tchoupitoulas Street are predominantly single-family and two-family residential dwellings. Light Industrial activities are located on the river side of S. Front St. from Eleonore St. to State St., including the Lighthouse for the Blind. The river side of Tchoupitoulas St. from Children's Hospital to the Central Business District is almost exclusively non-residential, with the exception of the area between Arabella and State Streets.

Surrounding FLUM Designations:

The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers Children's Hospital. Across S. Front Street and along the Mississippi River is an IND Industrial area.

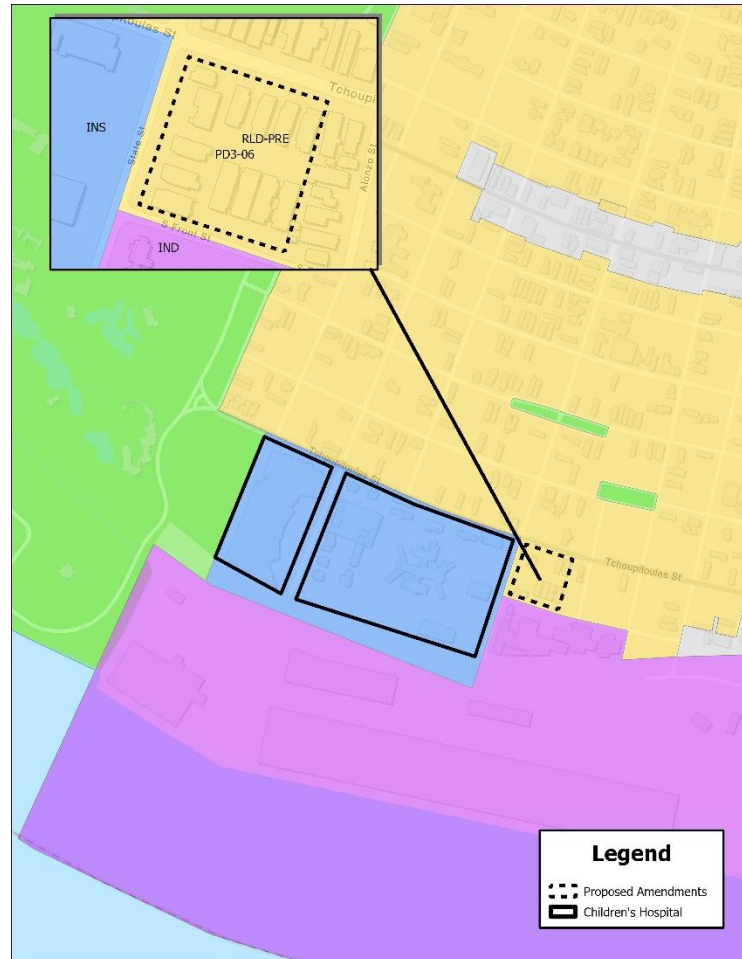


Figure 2. Contextual map of petitioned site adjacent to Children's Hospital

Impacts:

Many neighbors have weighed in to favor the existing Residential Low Density Pre War designation, arguing that this category is more reflective of the historic and desired use of the petitioned site and surrounding neighborhood. There seems to be consensus that the existing apartment buildings are poorly designed, with virtually no green space. The City Planning Commission understands and agrees with the community's desire to eventually see the buildings replaced with better-designed structures. The questions are how to encourage that to happen and what type of development is a desirable replacement. However, the current FLUM

designation of Pre-War Low Density Residential designation in not compatible with the existing and historic land-use of the site.

Recommendation: Modified Approval of the FLUM Designation Change to Residential Medium Density Pre-War

Reasons for Recommendation:

1. Modified approval to a Residential Medium Density Pre-War FLUM designation would allow for more compatible development at the site. The staff believes redevelopment is more likely to happen if the property is allowed to contain multi-family units.
2. Given the site's historical and current use as multi-family residential, the suggested Residential Medium Density Pre-War FLUM designation is more aligned with the petitioned site than its current Pre-War Residential Low Density designation.
3. The request of Mixed-Use Medium Density would not be in keeping with the primarily residential development pattern fronting Tchoupitoulas St. from Arabella St. to Audubon Park, excluding the LSU Health Services Center – Uptown Campus and Children's Hospital sites. Therefore, the staff believes that the existing multi-family development would be best captured under the range of uses within the Pre-War Residential Medium Density designation. The Pre-War Residential Medium Density designation is necessary for the current use of the site as primarily supporting multi-family residential dwellings.

City Planning Commission Hearing (December 5, 2023)

The staff summarized the application and presented its recommendation of modified approval. The Commission received public comment from two speakers in opposition of the request, stating the reasons contained in the staff report. One of the speakers was in favor of the modified approval recommendation by staff, but also felt that it would be appropriate for the FLUM designation to remain as is. The Commission discussed the options of maintaining the current FLUM designation or the modified recommendation and ultimately found that it is most appropriate to maintain the current Residential Low Density Pre-War designation, arguing that this category is more reflective of the historic and desired use of the petitioned site and surrounding neighborhood.

Commissioner Steeg made a motion to accept the staff's recommendation of modified approval. The motion failed to receive a second. A subsequent motion was made by Commissioner Brown to deny the application. Commissioner Steeg seconded the motion, which was unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-06** IS HEREBY RECOMMENDED FOR **DENIAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Lunn, Joshi-Gupta, Witry

Reason for Recommendation:

1. The request of Mixed-Use Medium Density would not be in keeping with the primarily residential development pattern fronting Tchoupitoulas St. from Arabella St. to Audubon Park, excluding the LSU Health Services Center – Uptown Campus and Children’s Hospital sites.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

Request number: PD-3-07

Applicant: Council District A

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

Location: The petitioned property is located on Lot B, Square 115, Burtheville, in the Sixth Municipal District. The municipal address is 2418 Calhoun Street.

FLUM Map:



Current Zoning: HU-RD1 Historic Urban Two-Family Residential District

Current Land Use: This property was a single-family residence that Tulane recently acquired. It is currently being used for office space for their food services contractor. There is no future intended use at this time.

Purpose: The applicant wishes to change the Future Land Use Map (FLUM) designation of the site to Institutional so that it may be incorporated into Tulane University's campus. The expanded campus area could also benefit their stormwater management program. At this time, there is no specific intended use for the site, it would be for future development in general. The first step would be to change the FLUM category, then apply for a zoning change, and lastly amend their institutional master plan. The applicant indicated that the future planning is 10 to 15 years in the future.

Staff Analysis: *Site Description & Land Use:* This property was a single-family residence that Tulane recently acquired. The interior lot measures 5,760 sq ft in area. It is currently being used for office space for Cedexo, their food services contractor. There is no future intended use currently.



Figure 1. Subject Site

Surrounding Land Use Trends: The area around the subject property is predominantly residential in nature, with the exception of the institutional uses of Tulane and Loyola Universities. The surrounding residential area is developed primarily with single- and two-family residences, although there are a few examples of multi-family residences. Ben Weiner Drive is the eastern boundary of the campus and the petitioned site fronts on Calhoun Street that is parallel to Ben Weiner Drive and is primarily single- and two-family residential. Cattycorner to the petitioned site is a cluster of properties

at Willow Street and Ben Weiner Drive that are in Tulane's boundaries. These include the Glazer Garden and the Bea Field Alumni House.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers the Uptown campuses of Tulane Loyola Universities.

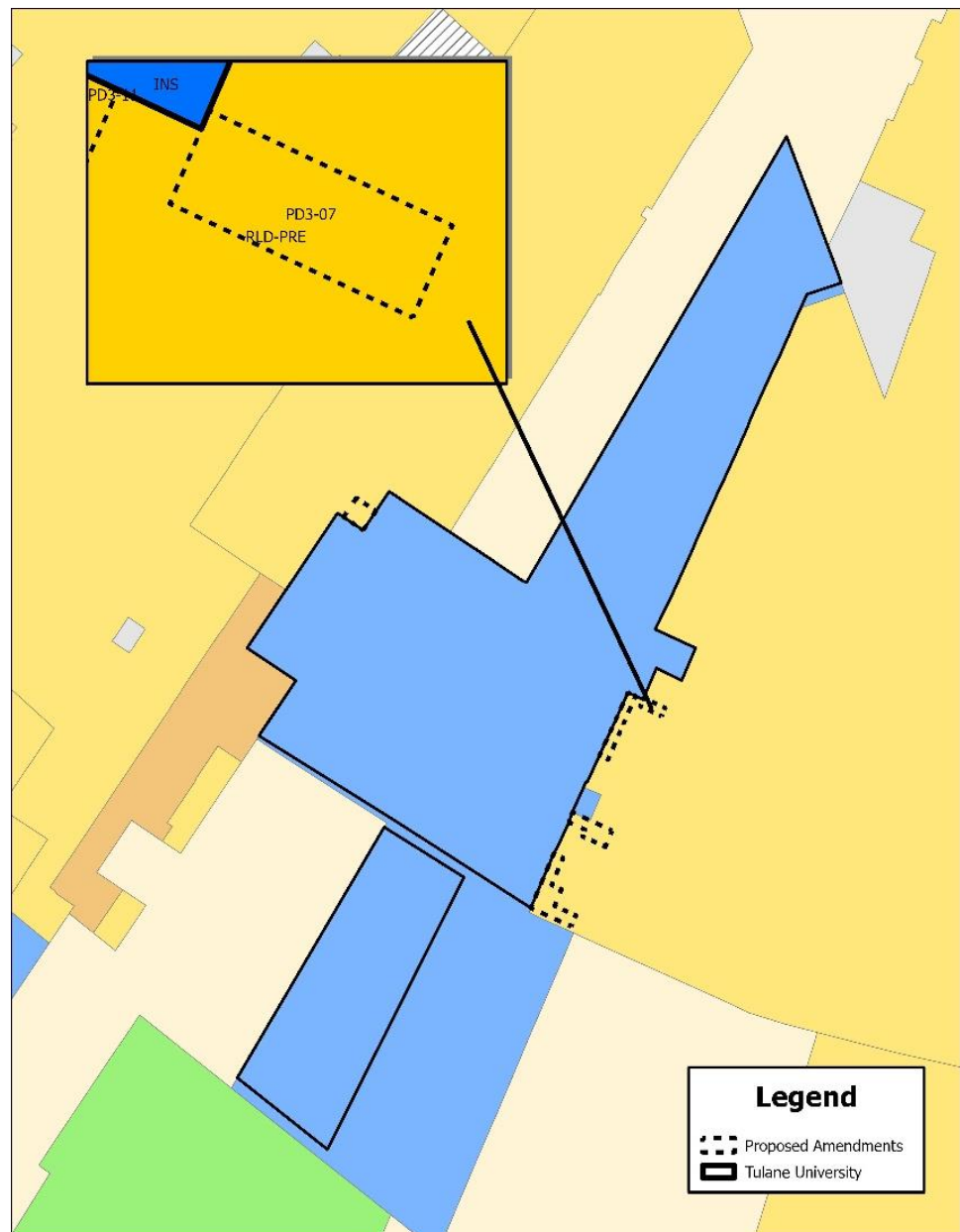


Figure 2. Partial map of Tulane University's Uptown Campus with proposed FLLUM amendments

Impacts: This request is one of six requests made by Tulane University to change the future land use designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional to permit a future zoning change to the EC Educational Campus district. Universities bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these institutions into their surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more

thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

Recommendation: Denial of the FLUM Designation Change to Institutional

Reasons for Recommendation:

1. The predominant development pattern of the surrounding area is residential. And the current land use is consistent with the current FLUM designation.
2. The applicant is requesting a change of the future land use map designation from Residential Low Density Pre-War to Institutional in order to support a future zoning change request to EC Educational Campus. Part of the zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change to EC Educational Campus District would constitute a spot zone.
3. At this time, there is no specific future use for the site. Additionally, any intended use is subject to change and therefore changing the FLUM could possibly create an opportunity for a zoning change that may allow uses that may not necessarily be appropriate for the site.
4. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
5. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Hearing (January 9, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant spoke in support of the request. The Commission received public comment from one speaker in opposition of the request, stating the lack of an institutional master planning process. He explained further, that although planning is not required that there is nothing preventing them for electing to plan so that this land use decision could be considered. The applicant rebutted that this would be a waste of time.

The Commission discussed the current use of the property as office space for their foods services contractor. The Commission also confirmed that the subject properties are all under Tulane's ownership. Commissioner Flick expressed concerns that this would be a spot zoning on what is clearly a residential block. Commissioner Witry expressed opposition to the request for the same reason.

Commissioner Stewart made a motion for approval. The motion was seconded by Commissioner Brown, but failed because it did not receive a majority vote.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-07** IS HEREBY RECOMMENDED FOR **APPROVAL**.

YEAS: Brown, Stewart

NAYS: Flick, Lunn, Witry

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Motion fails because it did not obtain a majority of 5 votes out of the 9-member Commission, resulting in a vote without a recommendation.

Request moves forward to City Council without a recommendation from the City Planning Commission.

Reason for Recommendation:

1. This item goes forward to Council with no recommendation. Those Commissioners that supported the request did so to allow Tulane to move forward with their planning process. Those Commissioners in opposition believed that the current Residential Low Density FLUM designation was most appropriate for the site. And that a change would constitute a spot zone on what is clearly a residential block.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

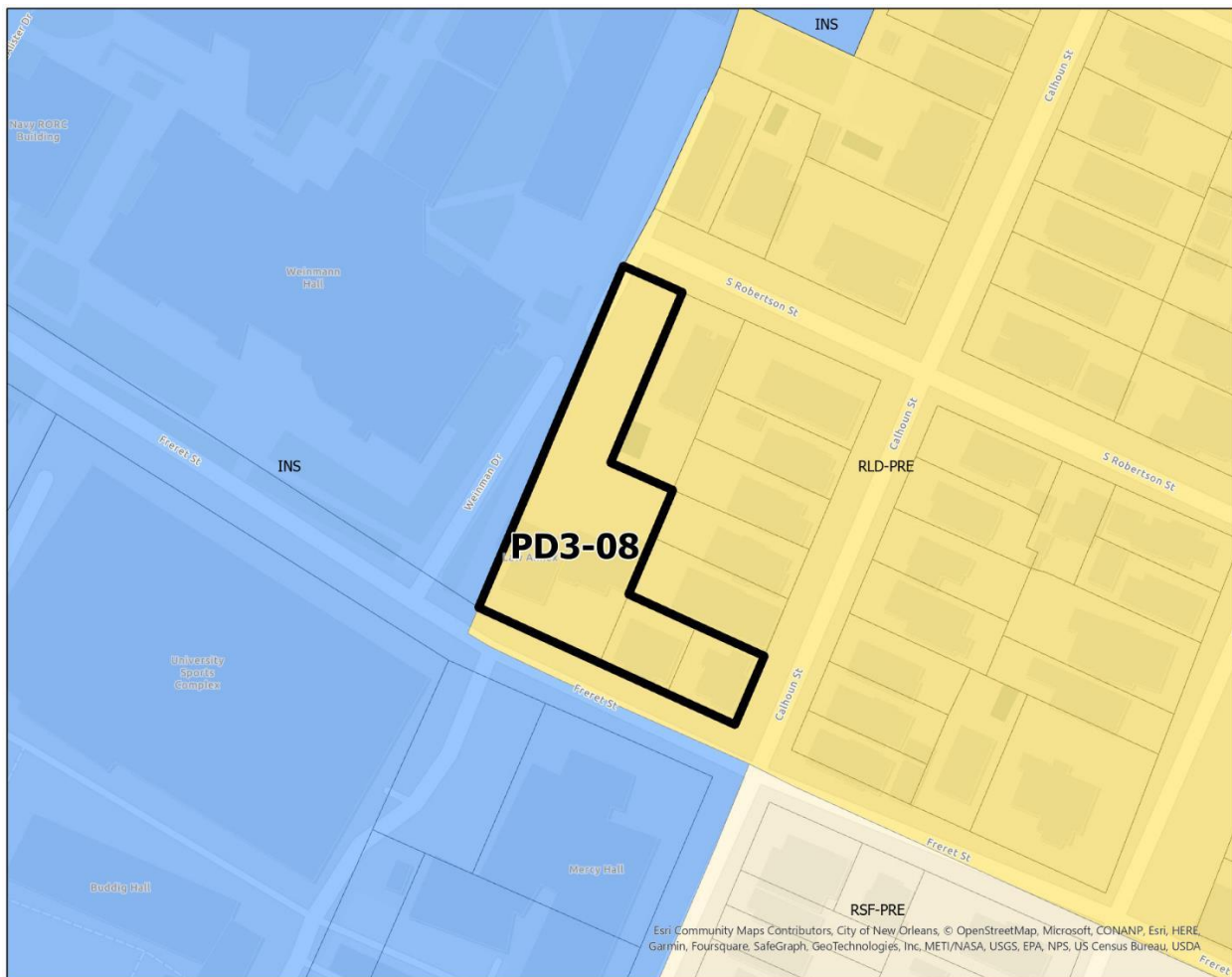
Request number: PD-3-08

Applicant: Council District A

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

Location: The petitioned property is comprised of Lots K, 12, and 13, Square 106, bounded by Freret Street, S. Robertson Street, Calhoun Street and the Tulane Campus, in the Sixth Municipal District. The municipal addresses are 6301, 6309, and 6325 Freret Street.

FLUM Map:



Current Zoning: HU-RD1 Historic Urban Two-Family Residential District

Current Land Use: The site is developed with four residential structures. 6325 Freret Street is currently being used as an annex to the Tulane Law School. The other three properties at 6301, 6309, and 6321 are currently being used as faculty housing.

Purpose: The applicant wishes to change the future land use map (FLUM) designation of the site to institutional so that it may be incorporated into Tulane University's campus. The applicant also wishes to incorporate these properties into the stormwater management program. The added site area would also aid in internal connectivity.

Staff Analysis: *Site Description & Land Use:* The subject site is irregularly shaped and has approximately 225 feet of frontage on Freret Street in between Calhoun Street and Tulane University. The subject area includes four properties with frontage on Freret Street and on with frontage on S. Robertson Street that were originally developed with single-family residences. The property was granted a conditional use in 1982 for utilization of four lots for university purposes. It appears that all of the properties, with the exception of the Law Annex building at 6325 Freret Street, are currently being utilized as single-family residences.



Figure 1. View along Freret Street of the corner side of the Annex Building. The annex building fronts on Calhoun Street and is addressed at 6325 Calhoun Street.



Figure 2. View along Freret Street of the rear yard of the Annex Building.



Figure 3. View from the corner of Freret and Calhoun Streets showing 6301, 6309, and 6325 Freret Street with the School of Law, a three-story brick structure, in the background.

Surrounding Land Use Trends: The area around the subject property is predominantly residential in nature, with the exception of the institutional uses of Tulane and Loyola Universities. The surrounding residential area is developed primarily with single- and two-family residences, although there are a few examples of multi-family residences. The subject property shares a side property line with Tulane University.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers the entirety of the subject square and most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers the Uptown campus of Tulane University. Directly across Freret Street from the petitioned site is another INS designation that covers the Loyola University campus.

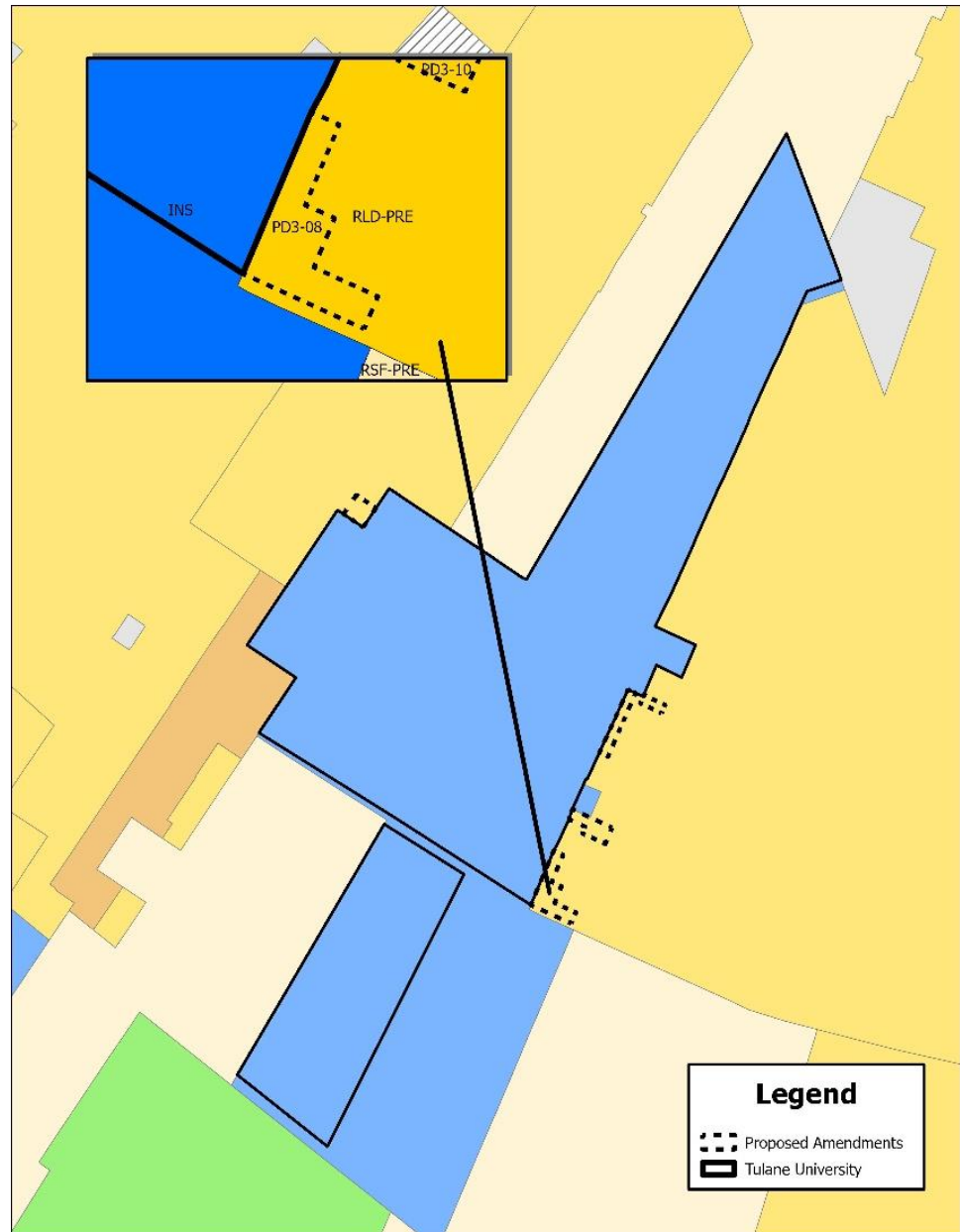


Figure 4. Partial map of Tulane University's Uptown Campus with proposed FLLUM amendments

Impacts: This request is one of six requests made by Tulane University to change the Future Land Use Map designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional to permit a future zoning change to the EC Educational Campus district. Universities bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these

institutions into their surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

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

Reasons for Recommendation:

1. The predominant development pattern of the surrounding area is residential.
2. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
3. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Meeting (January 9, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant spoke in support of the request, stating that this was previously denied in the 2016 FLUM change process, and this prevented them from moving forward with the master planning process. The Commission received public comment from one speaker in opposition of the request, stating the lack of an institutional master planning process. He explained further that Tulane could have presented a range of uses.

The Commission discussed their support for the request in order to allow the University to move forward with their institutional master planning process.

Commissioner Stewart made a motion for approval, going against the staff's recommendation. The motion was seconded by Commissioner Brown and unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-08** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Flick, Lunn, Stewart, Witry

NAYS: None

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Reason for Recommendation:

1. Tulane University acquired residential properties adjacent to their campus and intends to add them to their campus master plan. The current regulations only allow properties within EC Educational Campus and MC Medical Campus Districts to be within an institutional master plan. There are a total of six requests under consideration. Adding the properties to their IMP would be a three-step process: 1. amend the FLUM category, 2. apply for a zoning change, and 3. amend their institutional master plan. The staff recommended denial of the FLUM change because the request was submitted without a comprehensive plan for the university's growth, and therefore does not provide enough information for consideration. Tulane stated that they do not yet know what the future uses will be and that this would take a years long planning process, that would start once they knew if the parcels could be joined to the campus. The Commission stated that although they would prefer future development plans to make this decision, that ultimately, they would support the FLUM change to allow movement on the current process. Further, the Commission added a statement to the City Council that the City should explore ways to improve the process.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

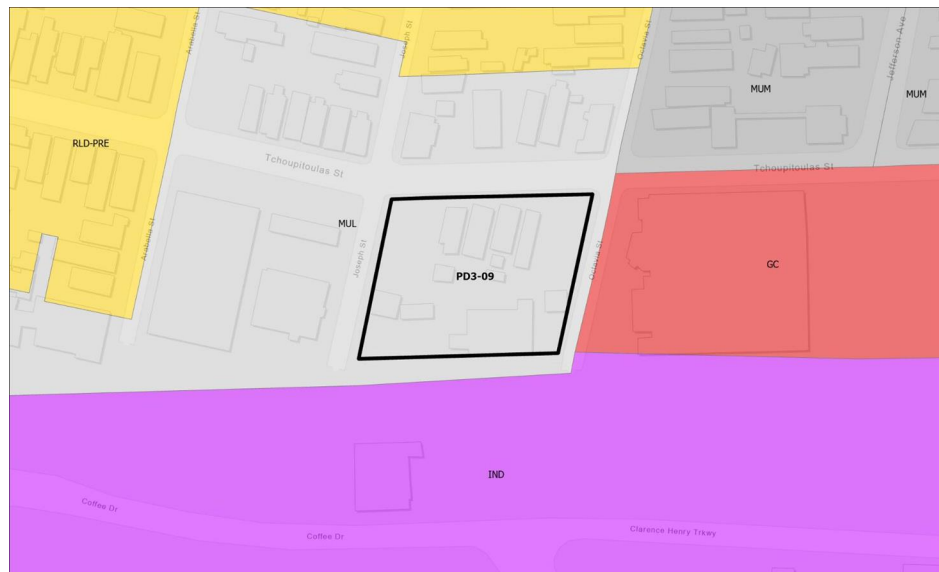
Request number: PD-3-09

Applicant: Council District A

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

Location: The petitioned property occupies the entirety of Square 69, in the Sixth Municipal District. The municipal addresses are 5500-5522 Tchoupitoulas Street.

FLUM Map:



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

Current Land Use: Commercial and car wash

Purpose: The applicant is requesting a change of Future Land Use Map Designation from Mixed-Use Low Density to Mixed-Use Medium Density. The petitioned site is currently zoned as HU-MU Historic Urban Neighborhood Mixed-Use District. The applicant has requested a land use designation of Mixed-Use Medium Density to support a future zoning change to MU-1 Medium Intensity Mixed-Use to permit a category that promotes mixed-use construction. The applicant stated that they would like to change from the 1980's suburban shopping development to a modern mixed-use structure with ground floor commercial and multi-family above and parking within the structure. The location would allow views of the river. The applicant is working with the carwash site to incorporate it into the site.

The appendix to the Comprehensive Zoning Ordinance provides a list of compatible zoning districts with a property's FLUM designation. The applicant is requesting a change of the site's future land use map designation from Mixed-Use Low Density to Mixed-Use Medium Density to support a future zoning change. As shown in Table 1, both the Mixed-Use Low Density FLUM designation (as exists) and the Mixed-Use Medium Density FLUM designation (as requested by the property owner) support the following zoning district classifications: HU-RD2 Two-Family Residential District, HU-RM1 Multi-Family Residential District, HU-B1A Neighborhood Business District, HU-B1 Neighborhood Business District, HU-MU Neighborhood Mixed-Use District, EC Educational Campus District, and MS Medical Services District. In addition to these districts, the Mixed-Use Medium Density FLUM is consistent with more intense zoning classifications, including HU-RM2 Multi-Family Residential District, C-1 General Commercial District, MU-1 Medium Intensity Mixed-Use District, and the MC Medical Campus District. Part of a subsequent zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change to MU-1 Medium Intensity Mixed-Use could be inconsistent with this policy because the adjacent property is C-2 Auto-Oriented Commercial District. Riverside Market is downriver from the petitioned site and is currently zoned C-2 Auto-Oriented Commercial District with a GC General Commercial future land use designation.

Table 1. Future Land Use Designations and Zoning Classifications		
Consistent Zoning District Classifications	Mixed-Use Low Density	Mixed-Use Medium Density
HU-RD1 Two-Family Residential	Yes	
HU-RD2 Two-Family Residential	Yes	Yes
HU-RM1 Multi-Family Residential	Yes	Yes
HU-RM2 Multi-Family Residential		Yes
HU-B1A Neighborhood Business	Yes	Yes
HU-B1 Neighborhood Business	Yes	Yes
HU-MU Neighborhood Mixed-Use	Yes	Yes
C-1 General Commercial		Yes
MU-1 Medium Intensity Mixed-Use		Yes
EC Educational Campus	Yes	Yes
MC Medical Campus		Yes
MS Medical Service	Yes	Yes

Staff Analysis:

Site Description & Land Use: The petitioned site is located on the riverside of Tchoupitoulas Street between Joseph and Octavia Streets and occupies the entirety of Square 69. The site consists of single- and two-family residential structures fronting Tchoupitoulas Street and a car wash.



Figure 1. Image of Petitioned Site from Google Streetview

Surrounding Land Use Trends:

The uptown neighborhood is characterized by single- and two-family residences. The petitioned site is mixed-use and is wedged between low density residential uses and a suburban-style strip mall. The petitioned site is approximately 5 blocks from Children's Hospital and Audubon Park. Light Industrial activities are located on the river side of the petitioned site, including Folgers Coffee and the Port of New Orleans.

Surrounding FLUM Designations:

The petitioned site is located in a MUL Mixed-Use Low Density FLUM designation. The petitioned site is on the edge of a large RLP-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is a GC General Commercial designation that covers the Riverside Market. Along the River is an IND Industrial area.

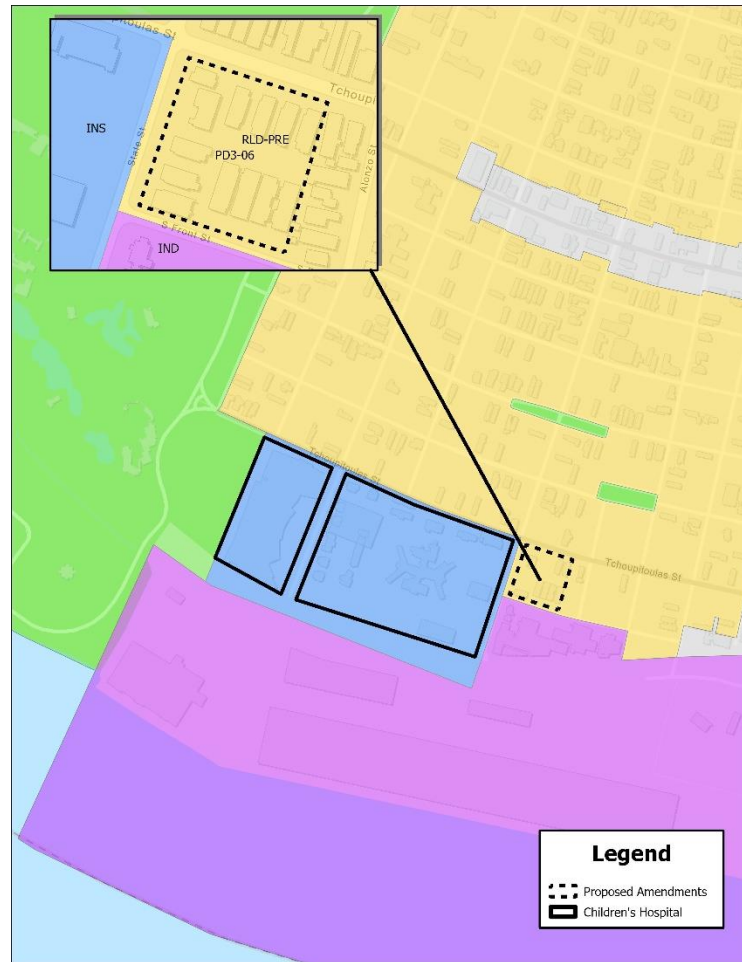


Figure 2. Contextual map of petitioned site adjacent to Children's Hospital

Impacts:

The purpose of the request is to support a future zoning change from HU-MU Historic Urban Neighborhood Mixed-Use District to MU-1 Medium Intensity Mixed-Use. The site's current zoning is intended for areas of mixed-use development that are close to residential neighborhoods. The regulations are meant to encourage development that is compatible with the surrounding area. Changing the zoning of the site to permit more intensive development would not allow for an appropriate transition to the large residential area surrounding the petitioned site.

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

Reason for Recommendation:

1. The applicant is requesting a change of the future land use map designation from Mixed-Use Low Density to Mixed-Use Medium Density in order to support a future zoning change request from HU-MU Historic Urban Neighborhood Mixed-Use District to MU-1 Medium Intensity Mixed-Use. Part of the zoning change review would be to consider compliance with the

spot zoning policy. For this site, a zoning change to the MU-1 Medium Intensity Mixed-Use District would constitute a spot zone.

City Planning Commission Meeting (December 5, 2023)

The staff summarized the application and presented its recommendation of denial. The Commission received public comment from one speaker in opposition of the request, stating the reasons contained in the staff report, primarily that the current zoning is appropriate and that it would be an inappropriate spot zoning if it were rezoned.

There was no discussion among the Commission. Commissioner Steeg made a motion to deny the application as recommended by the staff. Commission Brown seconded the motion, which was unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-09** IS HEREBY RECOMMENDED FOR **DENIAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Alexander, Brown, Jordan, Steeg, Stewart

NAYS: None

ABSENT: Flick, Lunn, Joshi-Gupta, Witry

Reason for Recommendation:

1. The applicant is requesting a change of the future land use map designation from Mixed-Use Low Density to Mixed-Use Medium Density in order to support a future zoning change request from HU-MU Historic Urban Neighborhood Mixed-Use District to MU-1 Medium Intensity Mixed-Use. Part of the zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change to the MU-1 Medium Intensity Mixed-Use District would constitute a spot zone.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

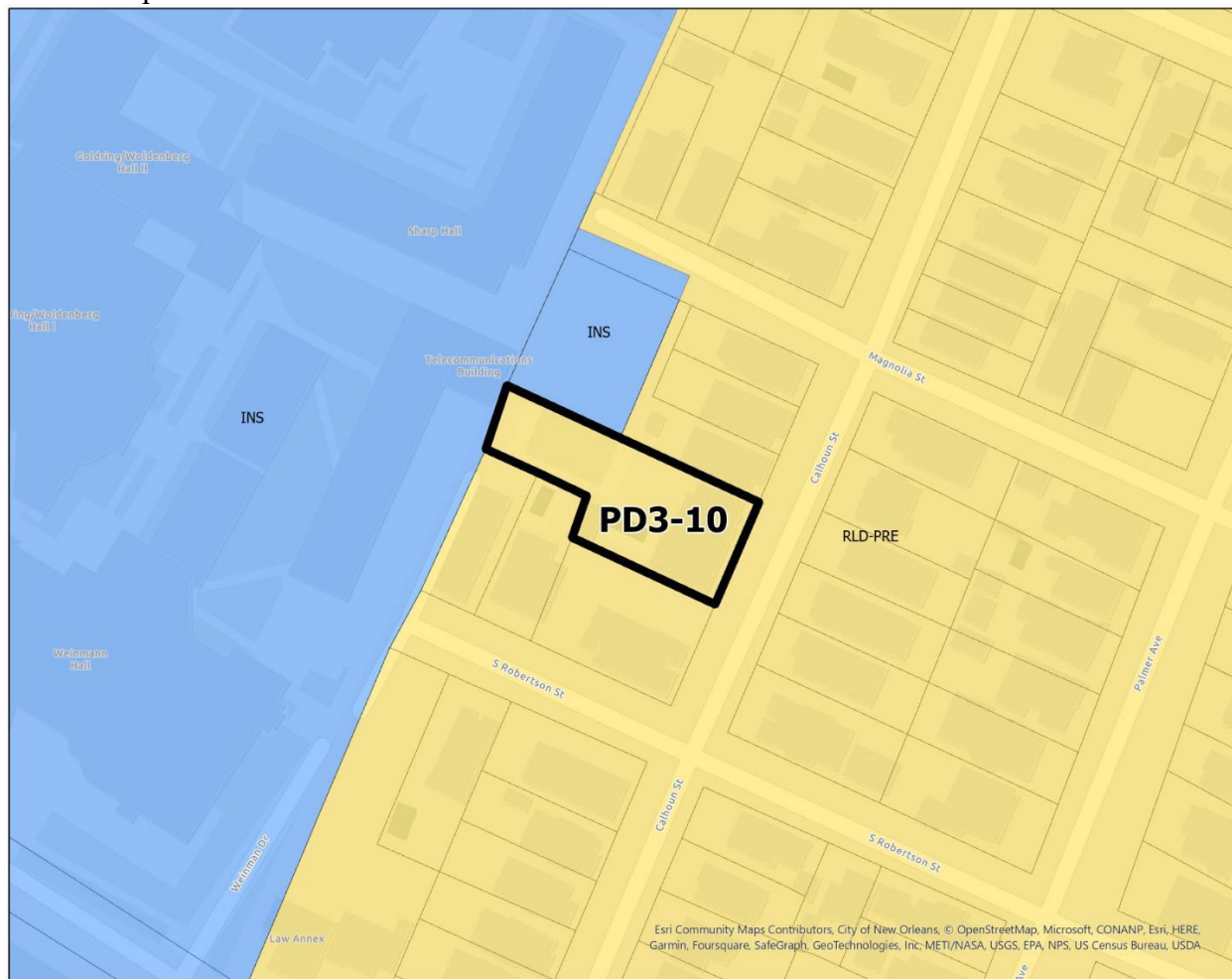
Request number: PD-3-10

Applicant: Council District A

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

Location: The municipal address is 2210 Calhoun Street.

FLUM Map:



Current Zoning: HU-RD1 Historic Urban Two-Family Residential District

Current Land Use: The Collegiate Recovery Center (CRC) – a residential care facility.

Purpose: The applicant wishes to change the future land use map (FLUM) designation of the site to the Institutional FLUM designation so that it may

be incorporated into Tulane University's campus. The expanded campus area could also benefit their stormwater management program. The site is currently being utilized as The Collegiate Recovery Center (CRC), a residential care facility – a permitted use in the current HU-RD1 District. The rear of the site could possibly be used for campus connectivity and an internal roadway for deliveries.

Staff Analysis:

Site Description & Land Use: The subject site is developed with a single-family residence and is currently being utilized as The Collegiate Recovery Center (CRC). In 2021, the applicant received a zoning verification stating that the use as a residential care facility is permitted within the HU-RD1 District. Fall 2023, CRC will open for community and programming space for students in recovery and it is not yet determined when it will be open for residency. The applicant stated that the location is most suitable for student recovery and sobriety because it is furthest from local bars. The facility is intended for students that have been through recovery treatment for addictions and would house no more than 10 people, including a fulltime staff member.



Figure 1. View from the corner of Calhoun and S Robertson Streets showing a two-family residential district along Calhoun bordering Tulane's Campus. The subject property at 2210 Calhoun Street is an interior lot, one lot from the corner. The back of Monroe Hall, a 12-story dormitory that is built to Weinman Drive is seen in the background.

Surrounding Land Use Trends: The area around the subject property is predominantly residential in nature, with the exception of the institutional uses of Tulane and Loyola Universities. The surrounding residential area is developed primarily with single- and two-family residences, although there are a few examples of multi-family residences. The subject property shares a side property line with Tulane University.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers the entirety of the subject square and most of the residential portions of Uptown.

Adjacent to the subject property is an INS Institutional designation that covers the Uptown campus of Tulane University. Directly across Freret Street from the petitioned site is another INS designation that covers the Loyola University campus. The site abuts a vacant lot that was granted a previous FLUM change to INS Institutional.

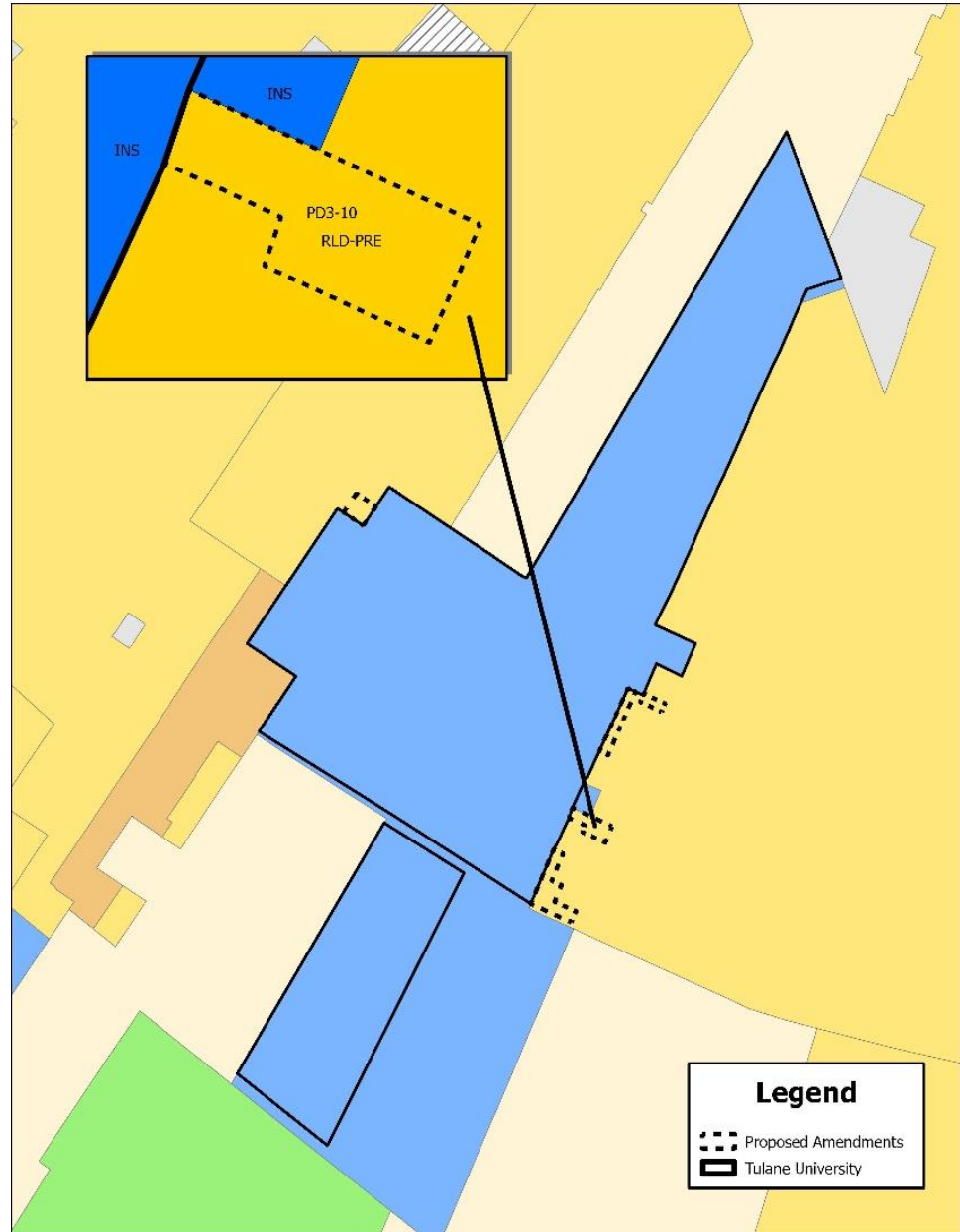


Figure 2. Partial map of Tulane University's Uptown Campus with proposed FLLUM amendments

Impacts: This request is one of six requests made by Tulane University to change the future land use designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional to permit a future zoning change to the EC Educational Campus district. Universities

bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these institutions into their surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

Recommendation: Denial of the FLUM Designation Change to Institutional

Reasons for Recommendation:

1. The predominant development pattern of the surrounding area is residential.
2. The applicant is requesting a change of the future land use map designation from Residential Low Density Pre-War to Institutional in order to support a future zoning change request to EC Educational Campus. Part of the zoning change review would be to consider compliance with the spot zoning policy. For this site, a zoning change to EC Educational Campus District would constitute a spot zone.
3. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
4. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Meeting (January 9, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant stated that the site is contiguous to campus. The Commission received public comment from one speaker in opposition of the request, stating the lack of an institutional master planning process, specifically the future use.

The Commission discussed their support for the request in order to allow the University to move forward with their institutional master planning process.

Commissioner Stewart made a motion for approval, going against the staff's recommendation. The motion was seconded by Commissioner Brown and unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-10** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Flick, Lunn, Stewart, Witry

NAYS: None

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Reason for Recommendation:

1. Tulane University acquired residential properties adjacent to their campus and intends to add them to their campus master plan. The current regulations only allow properties within EC Educational Campus and MC Medical Campus Districts to be within an institutional master plan. There are a total of six requests under consideration. Adding the properties to their IMP would be a three-step process: 1. amend the FLUM category, 2. apply for a zoning change, and 3. amend their institutional master plan. The staff recommended denial of the FLUM change because the request was submitted without a comprehensive plan for the university's growth, and therefore does not provide enough information for consideration. Tulane stated that they do not yet know what the future uses will be and that this would take a years long planning process, that would start once they knew if the parcels could be joined to the campus. The Commission stated that although they would prefer future development plans to make this decision, that ultimately, they would support the FLUM change to allow movement on the current process. Further, the Commission added a statement to the City Council that the City should explore ways to improve the process.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

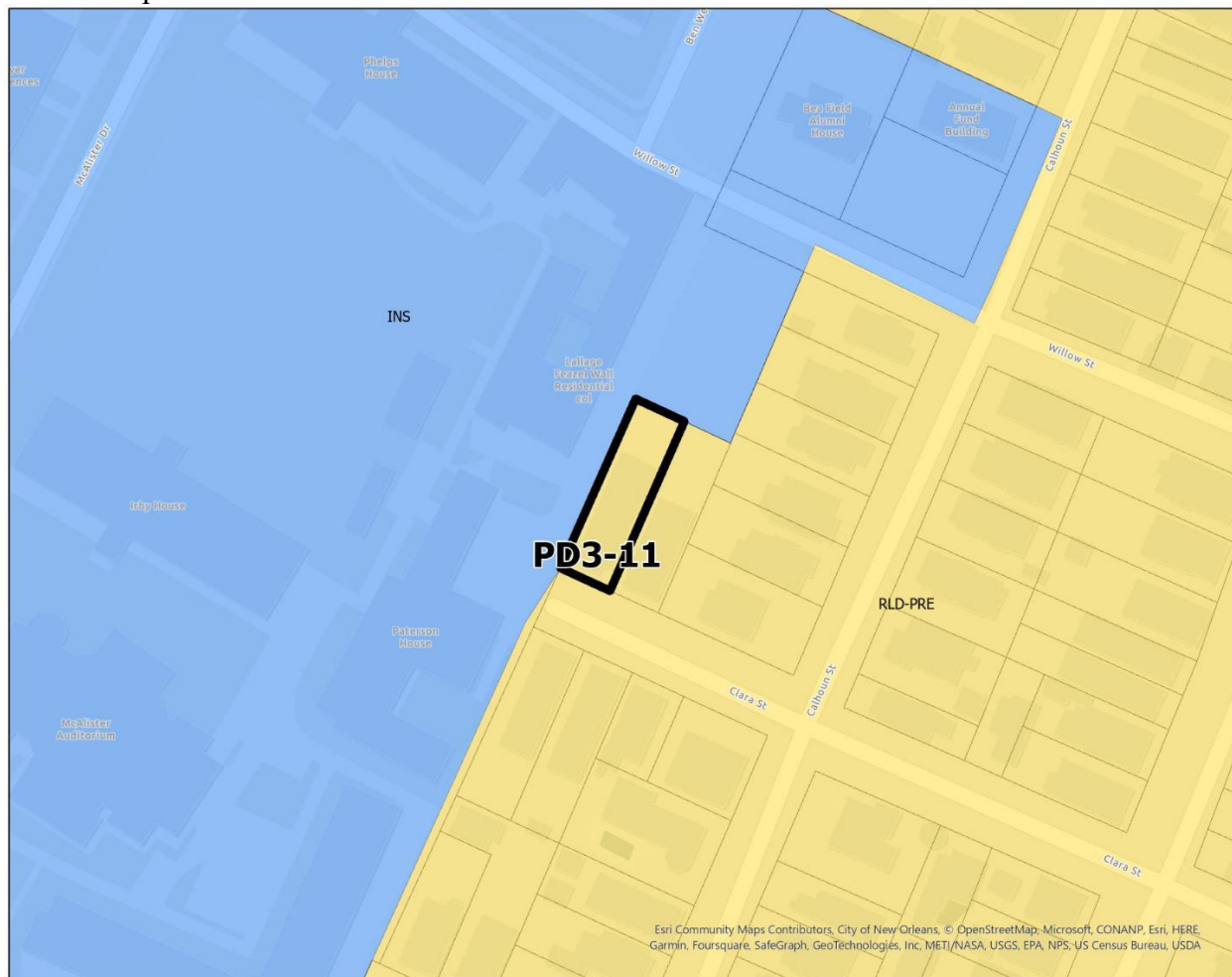
Request number: PD-3-11

Applicant: Council District A

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

Location: The municipal address is 6325 Clara Street.

FLUM Map:



Current Zoning: HU-RD1 Historic Urban Two-Family Residential District

Current Land Use: Office space for Capital Projects Improvements

Purpose: The applicant wishes to change the future land use map (FLUM) designation of the site to the Institutional FLUM designation so that it may

be incorporated into Tulane University's campus. The expanded campus area could also benefit their stormwater management program. The future use is not yet determined, but the site is currently being utilized as office space for Tulane's Capital Projects. This site would also aid the campus with connectivity and an internal campus drive.

Staff Analysis:

Site Description & Land Use: The site is developed with a single-family residence. In 2017, the former residential structure was converted to an office space for Tulane's Capital Projects.

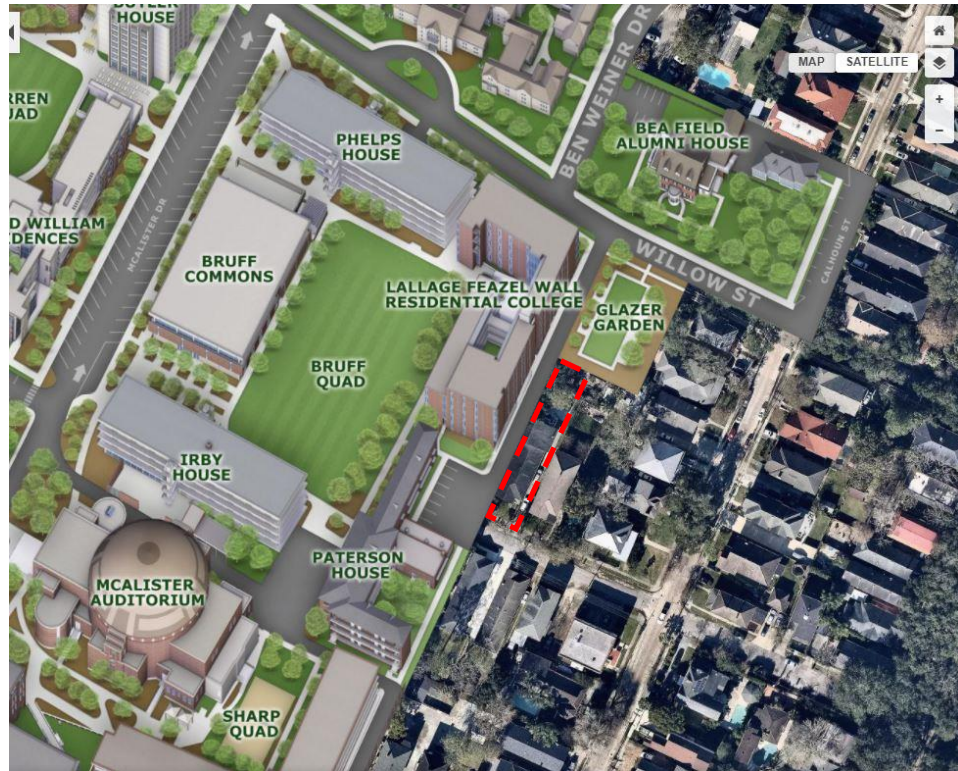


Figure 1. Campus Map with boundaries of petitioned site shown in dashed red outline.



Figure 2. View from Calhoun Street looking down Clara Street, an interior street within the Audubon neighborhood that is characterized by low-density residential structures. The subject property at 6325 Clara Street is a single-family structure that is shown on the right-hand side of the image that abuts Tulane's campus, near the eastern side of the Bruff Quad. Paterson House and the Lallage Feazel Wall Residential College can be seen in the

background. Under Design Review 042/22, Tulane amended their IMP to make changes to increase the size of Fogelman, Paterson, and Phelps dormitory buildings.



Figure 3. Amended Institutional Master Plan Under Design Review 042/22, Tulane amended their IMP to make changes to increase the size of Fogelman, Paterson, and Phelps dormitory buildings.

Surrounding Land Use Trends: The area around the subject property is within the Audubon neighborhood and is predominantly residential in nature, with the exception of the institutional uses of Tulane and Loyola Universities. The surrounding residential area is developed primarily with single- and two-family residences, although there are a few examples of multi-family residences. Ben Weiner Drive is the eastern boundary of the campus and the petitioned site fronts on Calhoun Street that is parallel to Ben Weiner Drive and is primarily single- and two-family residential. Adjacent to the petitioned site is a cluster of properties at Willow Street and Ben Weiner Drive that are in Tulane's boundaries. These include the Glazer Garden and the Bea Field Alumni House.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers the Uptown campuses of Tulane Loyola Universities.

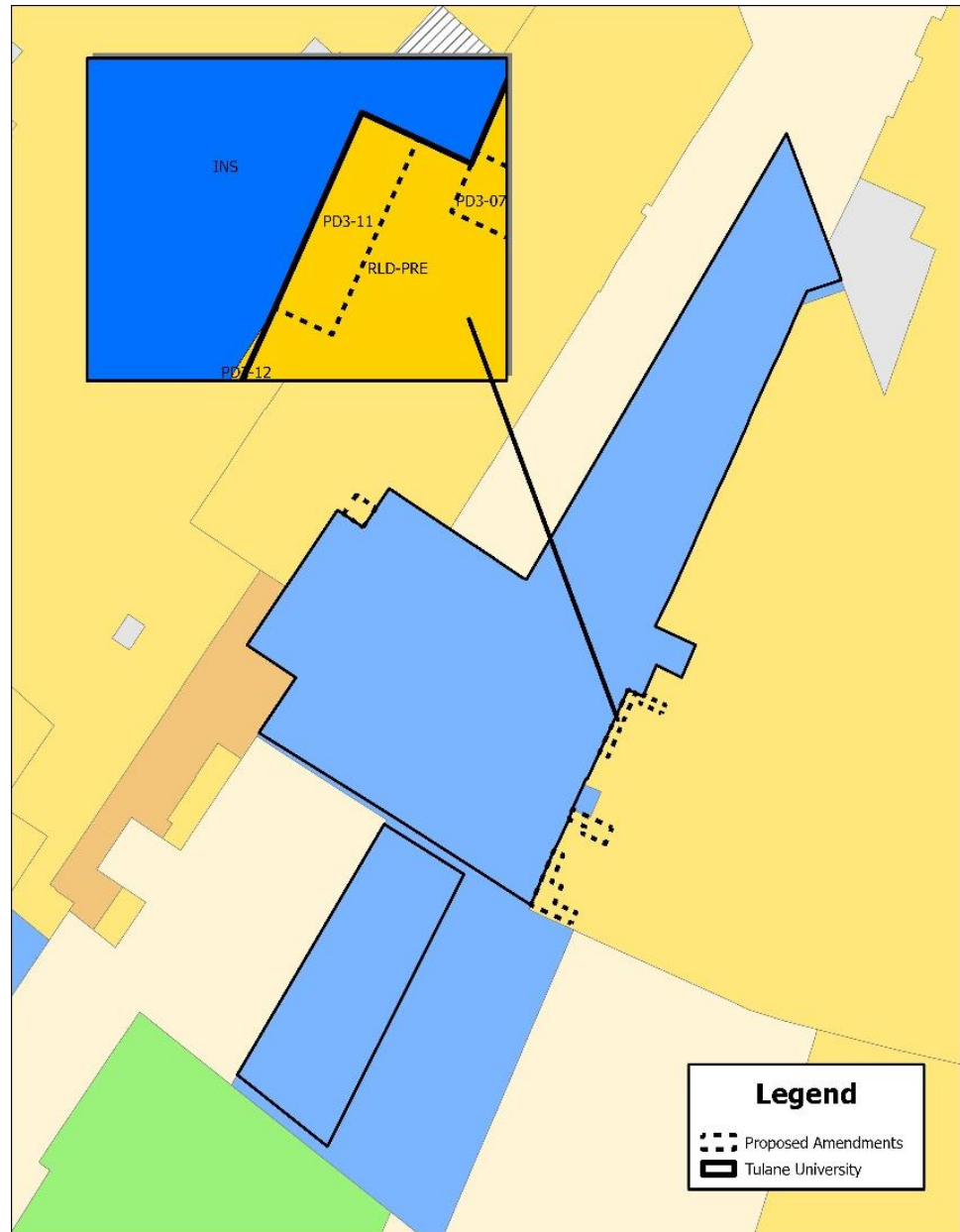


Figure 4. Partial map of Tulane University's Uptown Campus with proposed FLLUM amendments

Impacts: This request is one of six requests made by Tulane University to change the future land use designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional to permit a future zoning change to the EC Educational Campus district. Universities bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these institutions into their

surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

Recommendation: Denial of the FLUM Designation Change to Institutional

Reasons for Recommendation:

1. At this time, there is no specific intended use for the site. Any intended use is subject to change and therefore changing the FLUM designation could possibly create an opportunity for a zoning change that could permit uses that would not necessarily be appropriate for the site.
2. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
3. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Meeting (January 10, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant stated that the building is being used for the capital projects group. The Commission received public comment from one speaker in opposition of the request, stating the lack of an institutional master planning process. He explained further that it impacts the residential quality of the neighborhood.

The Commission discussed their support for the request in order to allow the University to move forward with their institutional master planning process.

Commissioner Stewart made a motion for approval, going against the staff's recommendation. The motion was seconded by Commissioner Brown and unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-11** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Flick, Lunn, Stewart, Witry

NAYS: None

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Reason for Recommendation:

1. Tulane University acquired residential properties adjacent to their campus and intends to add them to their campus master plan. The current regulations only allow properties within EC Educational Campus and MC Medical Campus Districts to be within an institutional master plan. There are a total of six requests under consideration. Adding the properties to their IMP would be a three-step process: 1. amend the FLUM category, 2. apply for a zoning change, and 3. amend their institutional master plan. The staff recommended denial of the FLUM change because the request was submitted without a comprehensive plan for the university's growth, and therefore does not provide enough information for consideration. Tulane stated that they do not yet know what the future uses will be and that this would take a years long planning process, that would start once they knew if the parcels could be joined to the campus. The Commission stated that although they would prefer future development plans to make this decision, that ultimately, they would support the FLUM change to allow movement on the current process. Further, the Commission added a statement to the City Council that the City should explore ways to improve the process.

PLANNING DISTRICT 3 FUTURE LAND USE MAP AMENDMENT REQUESTS STAFF REPORT

Request number: PD-3-12

Applicant: Council District A

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

Location: The municipal address is 6320 Clara Street.

FLUM Map:



Current Zoning: HU-RD1 Historic Urban Two-Family Residential District

Current Land Use: Faculty housing

Purpose: The applicant wishes to change the future land use map (FLUM) designation of the site to the Institutional FLUM designation so that it may

be incorporated into Tulane University's campus. The expanded campus area could also benefit their stormwater management program. The future use is not yet determined, but it would be used for future campus needs. The site is currently being utilized as faculty housing. This site would also aid the campus with connectivity and an internal campus drive.

Staff Analysis:

Site Description & Land Use: The site is developed with a single-family residence that is currently being used as faculty housing. The site measures 6,407 sq ft in area.



Figure 1. View from Calhoun Street looking down Clara Street, an interior street within the Audubon neighborhood that is characterized by low-density residential structures. The subject property at 6320 Clara Street is a single-family structure that is shown on the right-hand side of the image that abuts Tulane's campus, near the eastern side of the Bruff Quad. Paterson House and the Lallage Feazel Wall Residential College can be seen in the background.

Surrounding Land Use Trends: The area around the subject property is within the Audubon neighborhood and is predominantly residential in nature, with the exception of the institutional uses of Tulane and Loyola universities. The surrounding residential area is developed primarily with single- and two-family residences, although there are a few examples of multi-family residences. Ben Weiner Drive is the eastern boundary of the campus and the petitioned site fronts on Calhoun Street that is parallel to Ben Weiner Drive and is primarily single- and two-family residential. Across Clara Street from the petitioned site, there is a cluster of properties at Willow Street and Ben Weiner Drive that are in Tulane's boundaries. These include the Glazer Garden and the Bea Field Alumni House.

Surrounding FLUM Designations: The petitioned site is located in a large RLD-PRE Residential Low Density Pre-War designation that covers most of the residential portions of Uptown. Adjacent to the subject property is an INS Institutional designation that covers the Uptown campuses of Tulane Loyola Universities.

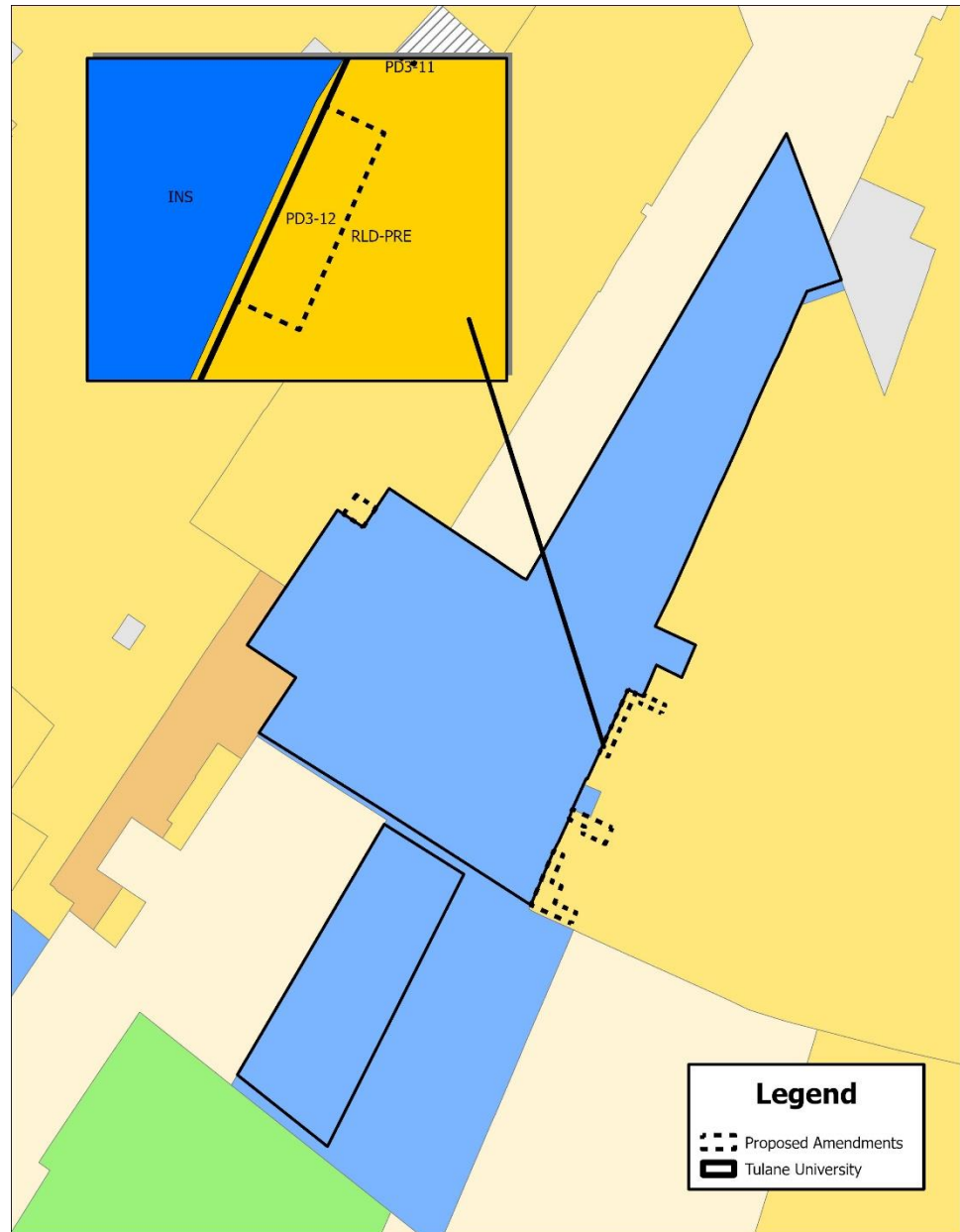


Figure 2. Partial map of Tulane University's Uptown Campus with proposed FLLUM amendments

Impacts: This request is one of six requests made by Tulane University to change the future land use map designation of properties adjacent to its Uptown Campus from Residential Low Density Pre-War to Institutional to permit a future zoning change to the EC Educational Campus district. Universities bring enormous benefits to the cities that they reside in; they are economic drivers, larger employers, and have a vested interest in the communities they inhabit. These institutions must compete with other universities nationally and internationally, so they face constant pressure to build modern facilities to attract students, faculty, and funding. While they have tremendous benefits to their communities, the expansion of these

institutions into their surrounding neighborhoods can cause multiple concerns. Some of these issues include loss of tax revenue when the conversion of formerly private, taxable land is converted to tax-exempt status, social and economic concerns related to loss of housing and displacement of residents, and other quality of life impacts on the neighborhood.

Other communities deal with these issues in a multitude of ways. Many utilize institutional master plans that allow for flexibility in zoning regulations (e.g., greater height, density, impervious surfaces, etc.) on existing campuses. Another strategy is to encourage satellite campuses for certain fields (e.g., health care, education, etc.) that are located in off-site high-density areas, such as a central business district. Off-campus mixed-use developments that contain both student housing and retail are especially popular as they allow some cities to tax institutionally owned properties. Some cities have implemented overlay districts around universities that allow for greater densities or mixed uses in exchange for public benefits such as streetscape enhancements. Regardless of the strategies used, the best mechanisms for supporting the evolution of institutions while preserving the interests of the community, start with an engaged planning process that will guide the appropriate growth of the institution while also providing the surrounding communities greater certainty about how the area will be developed.

It would be detrimental to the culture and character of New Orleans if major institutions were forced to relocate or failed to make necessary physical improvements to keep them as elite private schools. It would also be extremely difficult for surrounding residential neighborhoods to continue to absorb the potential externalities of expansions closer to the edges of campuses if these institutions continue their pattern of growth. The reality is that in order for these institutions continue to evolve and to be compatible with surrounding residential uses, a separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans. Analyzing the proposed requests on a parcel-by-parcel basis would not provide the needed analysis for the harmonious growth of the university and city. Given the need for a more thorough planning process that will develop policies for campus expansion, the staff believes that the proposed amendments to expand the institutional designation into the surrounding neighborhood are not approvable at this time.

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

Reasons for Recommendation:

1. The predominant development pattern of the surrounding area is residential.
2. At this time, there is no specific intended use for the site. Additionally, any intended use is subject to change and therefore changing the FLUM could possible permit a zoning district that allows uses that are not appropriate for the site.
3. A separate participatory and inclusive planning process needs to be undertaken that provides a pathway for the growth of institutions that is mutually beneficial to the university, the city, and the citizens of New Orleans.
4. Granting the proposed amendment would establish a precedent for approving similar requests in the future.

City Planning Commission Meeting (January 9, 2024)

The staff summarized the application and presented its recommendation of denial. The applicant stated that the site is contiguous to campus. The Commission received public comment from one speaker in opposition of the request, stating the institutional creep affects the stability of the neighborhood and interpersonal relationships. He further explained that it sets a precedent where Tulane acquires a residential property and it will be changed and this is devouring the neighborhood.

The Commission discussed their support for the request in order to allow the University to move forward with their institutional master planning process.

Commissioner Stewart made a motion for approval, going against the staff's recommendation. The motion was seconded by Commissioner Brown and unanimously adopted.

Motion:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT **PLANNING DISTRICT 3-12** IS HEREBY RECOMMENDED FOR **APPROVAL**. BE IT FURTHER MOVED THAT THE EXECUTIVE DIRECTOR IS HEREBY AUTHORIZED TO NOTIFY THE CITY COUNCIL OF SAID ACTION.

YEAS: Brown, Flick, Lunn, Stewart, Witry

NAYS: None

ABSENT: Jordan, Joshi-Gupta

RECUSED: Steeg

Reason for Recommendation:

1. Tulane University acquired residential properties adjacent to their campus and intends to add them to their campus master plan. The current regulations only allow properties within EC Educational Campus and MC Medical Campus Districts to be within an institutional master plan. There are a total of six requests under consideration. Adding the properties to their IMP would be a three-step process: 1. amend the FLUM category, 2. apply for a zoning change, and 3. amend their institutional master plan. The staff recommended denial of the FLUM change because the request was submitted without a comprehensive plan for the university's growth, and therefore does not provide enough information for consideration. Tulane stated that they do not yet know what the future uses will be and that this would take a years long planning process, that would start once they knew if the parcels could be joined to the campus. The Commission stated that although they would prefer future development plans to make this decision, that ultimately, they would support the FLUM change to allow movement on the current process. Further, the Commission added a statement to the City Council that the City should explore ways to improve the process.