

CITY PLANNING COMMISSION
CITY OF NEW ORLEANS

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LARRY W. MASSEY, JR.
DEPUTY DIRECTOR

City Planning Commission
Staff Report
Wednesday, March 25, 2026

Zoning Docket 034-26

Prepared by: Cameron Boissiere

Date: March 25, 2026

Deadline for CPC action: 05/23/2026

CC Deadline: 60 Days from Receipt

City Council District: C - King

Applicant: City Council Motion No. M-26-53

Request: Amendment to the text of **Article 18** of the Comprehensive Zoning Ordinance to establish a new overlay district called the Behrman Mixed-Use Integrity Overlay District, the intent of which is to ensure that any multi-family developments proposed within the S-MU Suburban Neighborhood Mixed-Use District and the MU-1 Medium Intensity Mixed-Use District bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive contain non-residential uses which align with the mixed-use goal of those districts.

Property Description: As described in the motion, the application affects any multi-family developments proposed within:

- S-MU Suburban Neighborhood Mixed-Use District and the MU-1 Medium Intensity Mixed-Use District bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive

Description

Zoning Docket 034/26 is a text amendment to **Article 18** of the Comprehensive Zoning Ordinance (CZO) to consider creating a new overlay district to be named the “Behrman Mixed-Use Integrity Overlay District” for the properties generally bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive, in any Mixed-Use District. The Behrman Mixed-Use Integrity Overlay District would require any multi-family development to adhere to specific standards for required non-residential uses in alignment with the goals of the mixed-use non-residential districts of Suburban Neighborhoods.

Reason for Commission Review

The City Planning Commission is required to make a recommendation on all amendments to the text of the Comprehensive Zoning Ordinance prior to City Council action, in accordance with **Article 4, Section 4.2.D.3, Action by City Planning Commission** of the Comprehensive Zoning Ordinance.

Analysis

Reason for text amendment

City Council Motion M-25-396 proposes to amend the Comprehensive Zoning Ordinance to regulate the development of new and existing multi-family developments to ensure compatibility with the mixed-use intention of the zoning designation. The area proposed for the Behrman Mixed-Use Integrity Overlay District includes property owned by the Orleans Parish School Board, as well as vacant and abandoned parcels within the S-MU Suburban Neighborhood Mixed-Use and MU-2 High Intensity Mixed-Use Districts. Although the motion does not explicitly reference the MU-2 High Intensity Mixed-Use District, the overlay has been expanded to include it in order to capture all mixed-use zoning designations within the boundary area, as there are no MU-1 Medium Intensity Mixed-Use Districts present.

To address the potential construction or redevelopment of multi-family dwellings and to ensure consistency with the Future Land Use Map (FLUM) designation of Mixed Use Medium Density (MUM), the Council Motion proposes requiring that all multi-family developments within the overlay include a non-residential component.

Area affected

The proposed text change would affect any multi-family development in any mixed-use zoning district in the area bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive. This boundary area is comprised of vacant lots, two vacant multi-family developments, the Orleans Parish School Board office, single- and two-family dwellings, and commercial uses along General De Gaulle Drive.

Figure 1. Proposed Boundary (Zoning Map View)

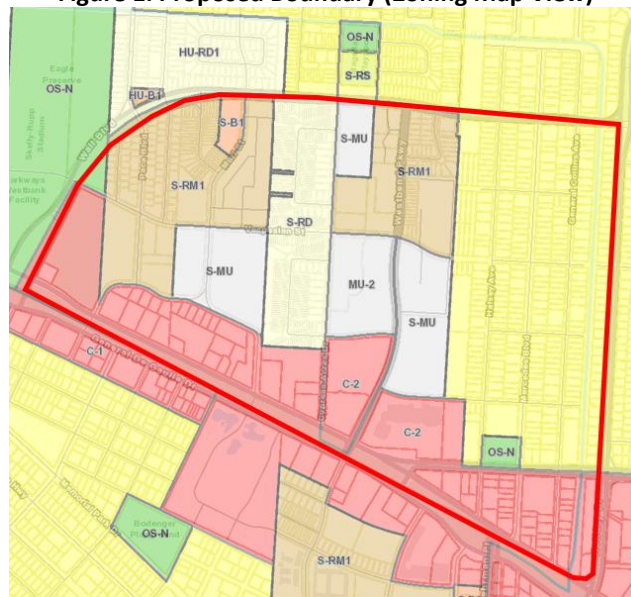
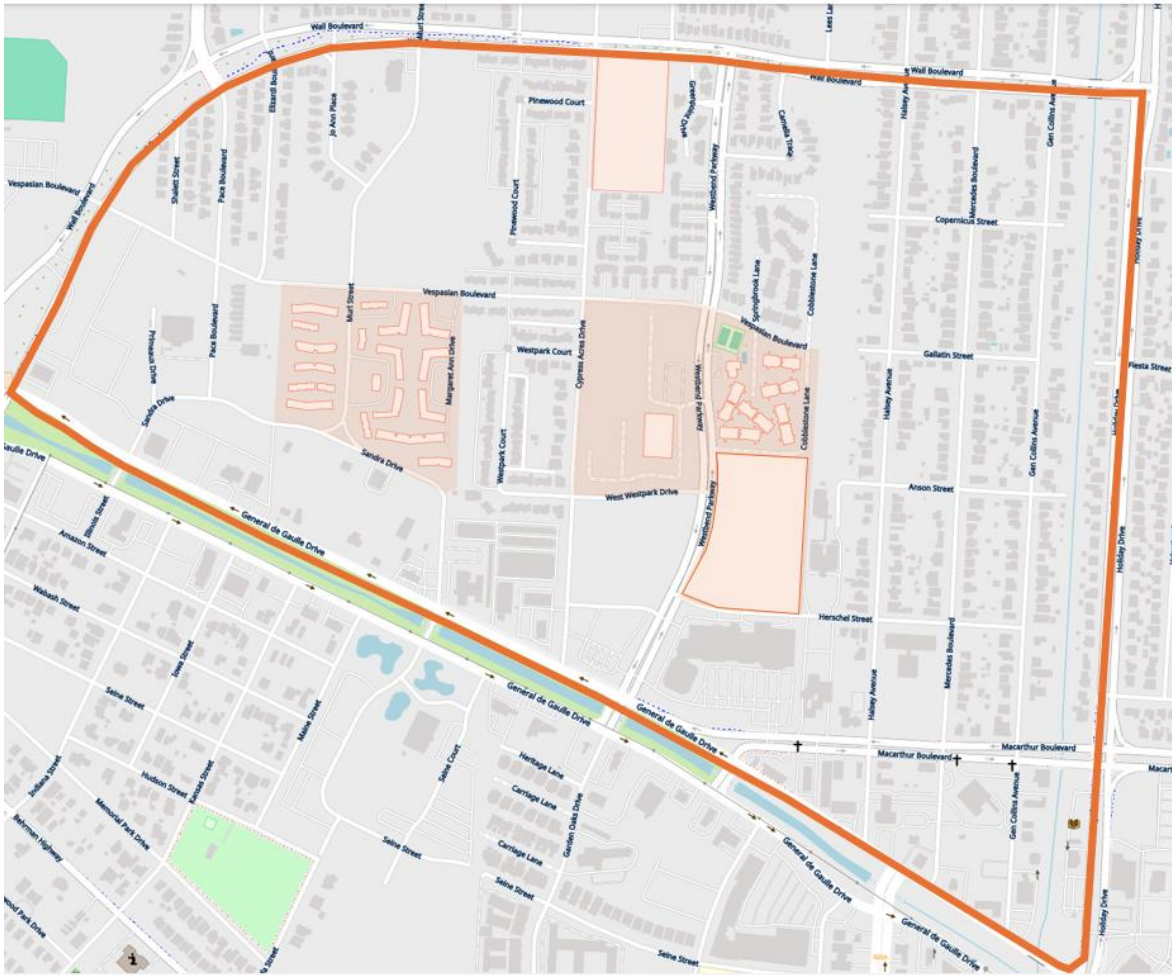


Figure 2. Proposed Boundary (Map View)



Existing Regulations and Changes Proposed by Applicant

The Master Plan supports mixed-use development; however, it does not require that developments within mixed-use zoning districts be truly integrated. While both the zoning and Future Land Use Map (FLUM) anticipate a mix of residential and commercial uses that utilize vertical mixed-use development with ground-floor retail or services, the current regulations do not mandate such integration; The existing zoning regulations permits purely residential or purely commercial development. The Council has expressed concern that, without a requirement for a non-residential component, redevelopment in this area could occur as entirely multi-family residential projects. In the Council’s view, this outcome would undermine the intent of the mixed-use zoning district and the corresponding FLUM designation.

Regulations proposed by the Council motion

The Council motion proposes the establishment of a new overlay district to be named the Behrman Mixed-Use Integrity Overlay District, the intent of which is to ensure that any multi-family developments proposed within any mixed-use zoning district bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive contain non-residential uses which align with the mixed-use goal of those districts. As the Motion does not provide specific verbiage for the overlay district, the language below suggested by the

staff to capture the motion’s intent.

The proposed text additions are indicated by underlined text.

ARTICLE 18 OVERLAY ZONING DISTRICTS

ARTICLE 18.2 PURPOSE STATEMENTS

18.2.CC – Purpose of the Behrman Mixed-Use Integrity Overlay District

The purpose of the Behrman Mixed-Use Integrity Overlay District is to ensure that any multi-family developments proposed within any mixed-use zoning district contain non-residential uses which align with the mixed-use goal of those districts.

18.34 Behrman Mixed-Use Integrity Overlay District

18.34.A APPLICABILITY

1. **The Behrman Mixed-Use Integrity Overlay District applies to those mixed-use zoned lots generally bound by Wall Boulevard, Holiday Drive, and General De Gaulle Drive.**

18.34.B USES

18.34.B.1 PERMITTED USES

The following uses are allowed as permitted uses, subject to the use standards of Article 20 and the standards of Section 18.34.C below.

- a. **Multi-Family Dwellings as Above Ground Floor Dwellings**
- b. **The following non-residential uses when integrated within the same building or development site as a multi-family dwelling and subject to the limitations of this section:**
 1. **Animal Hospital**
 2. **Arts Studio**
 3. **Art Gallery**
 4. **Catering Kitchen**
 5. **Cultural Facility**
 6. **Day Care Center, Adult – Small**
 7. **Day Care Center, Adult – Large**
 8. **Financial Institution**
 9. **Grocery Store**
 10. **Health Club**
 11. **Medical/Dental Clinic with a maximum of three (3) practitioners**

- 12. Office
- 13. Personal Services Establishment
- 14. Pet Day Care Service
- 15. Recording Studio
- 16. Retail Goods Establishment
- 17. Restaurant, Specialty
- 18. Restaurant, Carry-Out
- 19. Small Box Variety Store

18.34.B.2 PROHIBITED USES

- a. Where otherwise permitted in the base zoning, the following use is prohibited:
 - 1. Multi-family development that does not include a non-residential component
 - 2. Public Market
 - 3. New Drive-Through Facility
 - 4. Ice Manufacturing and Vending Machines as a Principal Use
- b. Ice Manufacturing and Vending Machines as an accessory use shall not count toward the required non-residential use.
- c. Storage rooms, lobbies, fitness rooms limited to residents, and other accessory residential amenities shall not qualify as required non-residential uses.

18.34.C USE STANDARDS

18.34.C.1 OPERATIONAL STANDARDS

- a. Required non-residential uses shall maintain publicly accessible hours of operation consistent with the permitted use classification.
- b. Required non-residential uses shall not be restricted solely to residents of the development.

18.34.D SITE AND DESIGN STANDARDS

All new and redeveloped multi-family residential developments are required to contain at least one (1) non-residential component that serves the surrounding residential community integrated within a development that complies with the following standards:

- 1. Minimum Floor Area Requirement
 - a. Multi-family developments shall incorporate non-residential uses comprising a minimum of 10% of total ground floor area, and no less than 1,000 square feet of non-residential floor area.
 - b. Leasing offices serving only the residential development shall not count toward the required non-residential floor area.
- 2. Ground Floor Requirement
 - a. Required non-residential uses shall be located on the ground floor and directly accessible from a public street or publicly accessible pedestrian space.
- 3. Building Orientation Requirements
 - a. Blank walls along view corridors and promenades are prohibited. Primary or secondary building entrances are encouraged to be located on façades facing the

promenade.

- b. **Ground-floor non-residential frontage facing a public road shall maintain a transparency of forty percent (40%). Windows shall be constructed of clear or lightly tinted glass. Tinting above twenty percent (20%) or reflective glass is prohibited.**
- c. **No overhead service doors or bays may face the promenade. Loading and service areas shall be internal to the development block and accessed through service corridors and not through pedestrian-oriented streets or promenades.**

4. Parking Requirements

- a. **Surface parking shall not be located between required non-residential frontage and a public street**

Staff Analysis

The City's Master Plan, the Plan for the 21st Century, gives all properties within the city a "future land use" map (FLUM) designation that serves as a basis for its zoning treatment. The proposed overlay area contains both Mixed Use Medium Density and Business Center FLUM designations. The Mixed Use Medium Density designation supports medium-density single-family, two-family, and multi-family residential uses in combination with commercial uses. The Business Center designation is intended to function as a regional employment center outside of the Central Business District, accommodating professional office uses and light industrial activities such as warehouse, distribution, and storage facilities. While the Business Center FLUM designation does not explicitly reference residential uses, the existing MU-2 High Intensity Mixed-Use District permits a full range of residential uses. The inclusion of all mixed-use zoning designations within the overlay anticipates future use of the existing Orleans Parish School Board location; in the event the property becomes vacant, the area is considered under the overlay regulations. In support of more complete and cohesive neighborhoods that integrate a variety of uses, staff finds that the inclusion of properties with a Business Center FLUM designation within the proposed overlay is compatible with the overlay's intent.

Staff further believes that mixed-use zoning classifications should reflect a genuine integration of uses within a single building or development site. While adjacent commercial and residential uses are common, true mixed-use development is best characterized by vertical or integrated design, such as ground-floor commercial uses with residential units above. Additionally, consideration of future amendments to the Business Center FLUM designation to consider residential uses could further advance the principles of mixed-use development, particularly given best practices that encourage proximate housing opportunities near major employment centers.

To ensure that the overlay results in genuine mixed-use development rather than incidental non-residential components, staff recommends the inclusion of measurable floor area, frontage, and accessibility standards, in addition to the existing use standards for non-residential uses allowed by right within the current existing zoning designation. These standards reinforce the Master Plan's intent for ground-floor activation, walkability, and integration of residential and commercial uses within a unified development site.

Evaluation of approval standards

The City Planning Commission recommendation and the City Council decision on any zoning text amendment are matters of legislative discretion. In making their recommendation and decision, the City

Planning Commission and the City Council are required to consider the standards in **Table 4-1: Standards for Zoning Amendments** of the Comprehensive Zoning Ordinance. In this section, the staff evaluates the application using those standards.

The proposed amendment is compatible with the Master Plan and Future Land Use Map.

This standard is met. The Home Rule Charter of the City of New Orleans requires all land use actions to be consistent with the Master Plan. A land use action is consistent with the Master Plan if it furthers, or at least does not interfere with, the goals, policies, and guidelines in the Chapter 13: Land Use Plan of the Master Plan and is compatible with the uses, densities, and intensities of the designation of its site on the future land use map. “Chapter 13: Land Use Plan” of the Master Plan designates on the Future Land Use Map (FLUM) of the petitioned site as “Mixed Use Medium Density” and a “Business Center.” The goal, range of uses, and development character for both designations are copied below:

MIXED-USE MEDIUM DENSITY

Goal: Create medium-density neighborhood centers to enhance walkability and serve as focal points within neighborhoods. Proximity to transit encouraged.

Range of Uses: Medium-density single-family, two-family and multifamily residential and commercial uses. Limited light industrial uses (small food manufacturers, craft and value added industry and passive warehousing and storage) may be allowed in some areas. Agricultural, stormwater management, and supporting public recreational and community facilities are allowed. Transit and transportation facilities are allowed.

Development Character: Height, mass and density of new development varied to ensure proper transitions to surrounding lower density residential neighborhoods. Many structures will feature ground floor retail with residences on upper floors. Allow the adaptive reuse of historic non-residential structures with densities higher than the surrounding neighborhood through the planned development process. Allow higher residential densities when a project is providing significant public benefits such as long-term affordable housing. Incorporate risk reduction and adaptation strategies in the built environment.

BUSINESS CENTER

Goal: Provide areas to serve as regional employment centers outside of the Central Business District.

Range of Uses: Professional office and/or light industrial parks (warehouse, distribution and storage centers). Large retail centers are not permitted but supportive retail and services are allowed. Transit and transportation facilities, agricultural, and stormwater management uses are allowed.

Development Character: Structures often in “business park” settings, typically with surface parking. Landscaping and buffers required, particularly when proximate to residential areas. Incorporate risk reduction and adaptation strategies in the built environment.

The future land use map (FLUM) classifications are at the core of staff’s analysis. Any zoning ordinance that affects the proposed area, be it a base zoning district or overlay district, must be consistent with the FLUM classification. To be consistent, it must further or not interfere with the classification’s development goals.

The Mixed Use Medium Density FLUM classification's general intent is to allow medium-density single-family, two-family and multifamily residential and commercial uses, while the Business Center is designed to accommodate office parks. It is the belief of staff that mixed-use zoning classifications should be reflective of genuine mixes of uses within a single building envelope or site. Standalone instances of commercial development adjacent to residential are common, however, the concept of mixed-use developments should be furthered to include a mix of uses within a singular development.

The proposed amendment is compatible with the place designations of this Ordinance.

This standard is met. The text amendment would not alter the place designation of the zoning district.

The proposed amendment promotes the public health, safety and welfare of the City.

This standard is met. The proposed text amendment requires that new or redeveloped multi-family dwellings incorporate a non-residential component within the site. Integrating non-residential uses into residential developments encourages a more active and continuous presence throughout the day, supporting principles of Crime Prevention Through Environmental Design (CPTED). By increasing site activity at varying hours, such mixed-use environments foster natural surveillance which enhances visibility, informal monitoring, and overall community safety. Therefore, it promotes the public health, safety and welfare of the City.

The proposed amendment is compatible with the intent and general regulations of this Ordinance.

This standard is met. Motion No. M-26-53 prioritizes the inclusion of non-residential uses within any multi-family developments, and staff's addition of all mixed-use zoning designations anticipate future development of the existing school board site should it become vacant in the future.

The proposed amendment corrects an error or omission, adds clarification to existing requirements, or reflects a change in policy.

This standard is met. The overlay reflects a policy decision by the Council to ensure the mixed-use intention of the zoning district is fulfilled by regulations that require true vertical mixed-use in any future construction or redevelopment of existing multi-family developments in the future.

The proposed amendment benefits the citizens of the City as a whole.

This standard is met. As previously stated, the Council proposed this amendment as a mechanism to promote a mix of various uses within residential developments. Providing non-residential uses that service the community is beneficial to the surrounding neighborhood and the city at large.

The proposed amendment provides a more workable way to achieve the intent and purposes of this Ordinance and the Master Plan.

This standard is met. The Ordinance and Master Plan envision a complementary mix of residential and supporting non-residential uses within this area. Given the size of the sites subject to the Ordinance, redevelopment with multi-family residential uses could substantially increase population and activity levels, particularly when combined with integrated non-residential components. Such development has the potential to significantly influence the surrounding neighborhood. Redevelopment should occur in a

coordinated and comprehensively planned manner to ensure that new housing, infrastructure, and community-serving amenities are thoughtfully designed and appropriately integrated into the existing context.

The proposed amendment does not create a significant number of nonconformities.

The standard is met. This overlay district would not create non-conformities as it would allow the current land use to continue.

Staff Recommendation

Staff recommend **APPROVAL** of Zoning Docket 034/26 with the following zoning text changes. The proposed text additions are indicated by bold, underlined text.

ARTICLE 18 OVERLAY ZONING DISTRICTS

ARTICLE 18.2 PURPOSE STATEMENTS

18.2.CC – Purpose of the Behrman Mixed-Use Integrity Overlay District

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ZD 034/26

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 - b. Leasing offices serving only the residential development shall not count toward the required non-residential floor area.**

- 2. Ground Floor Requirement**
 - a. Required non-residential uses shall be located on the ground floor and directly accessible from a public street or publicly accessible pedestrian space.**

- 3. Building Orientation Requirements**
 - a. Blank walls along view corridors and promenades are prohibited. Primary or secondary building entrances are encouraged to be located on façades facing the promenade.**
 - b. Ground-floor non-residential frontage facing a public road shall maintain a transparency of forty percent (40%). Windows shall be constructed of clear or lightly tinted glass. Tinting above twenty percent (20%) or reflective glass is prohibited.**
 - c. No overhead service doors or bays may face the promenade. Loading and service areas shall be internal to the development block and accessed through service corridors and not through pedestrian-oriented streets or promenades.**

- 4. Parking Requirements**
 - a. Surface parking shall not be located between required non-residential frontage and a public street**

5. City Planning Commission Meeting (March 24, 2026)

The staff summarized the application and presented its recommendation for approval. There were no comments in opposition or support. No discussion by the Commissioners was had. Commissioner Kepper made a motion for approval. Commissioner Poché seconded the motion, which was adopted.

MOTION:

BE IT MOVED BY THE CITY PLANNING COMMISSION THAT ZONING DOCKET 034/26 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: Flick, Kepper, Jordan, Joshi-Gupta, Poché, Witry

NAYS: None

ABSENT: Steeg

MOTION

NO. M-26-53

CITY HALL: January 27, 2026

BY: COUNCILMEMBER KING

SECONDED BY: COUNCILMEMBER HUGHES

BE IT MOVED BY THE COUNCIL OF THE CITY OF NEW ORLEANS, That the City Planning Commission is directed to conduct a public hearing to consider an amendment to Article 18 of the Comprehensive Zoning Ordinance (Ordinance No. 4,264 M.C.S., as amended by Ordinance No. 26,413 M.C.S. and subsequent amendments), to establish a new Overlay Zoning District to be named the *Behrman Mixed-Use Integrity Overlay District*, the intent of which is to ensure that any Multi-Family developments proposed within the S-MU Suburban Neighborhood Mixed-Use District and the MU-1 Medium Intensity Mixed-Use District, bounded by Wall Boulevard, Holiday Drive, and General De Gaulle Drive, contain non-residential uses which align with the mixed-use goal of those districts.

BE IT FURTHER MOVED, That the City Planning Commission staff is directed to consider and develop specific standards for the required non-residential component in Multi-Family developments within this overlay district, including but not limited to the appropriate mix, configuration, and intensity of non-residential uses, to best ensure alignment with the goals of the S-MU Suburban Neighborhood Mixed-Use District and MU-1 Medium Intensity Mixed-Use District.

BE IT FURTHER MOVED, That the requirement to conduct a Neighborhood Participation Program pursuant to Comprehensive Zoning Ordinance Section 4.2.D.1 is hereby waived to expedite the review and implementation of this Overlay Zoning District, as alternative

opportunities for public input are available, including the public hearing to be conducted by the City Planning Commission as directed herein, regular in-person office hours hosted by Councilmember King's Director of Constituent Services at the Algiers Regional Library from 10:00 a.m. to 12:00 p.m. on Thursdays, and direct contact via phone at (504) 658-1030.

BE IT FURTHER MOVED, That the application fee of \$1,500 to effectuate this request is hereby waived.

BE IT FURTHER MOVED, That in the process of reviewing this amendment, the City Planning Commission staff is directed and granted the flexibility to make all appropriate changes to the proposed regulations and any existing corresponding regulations in the Comprehensive Zoning Ordinance, as amended, to establish consistency and continuity with the format of the existing zoning code, to add references wherever references are customary, needed, or appropriate, to make the appropriate adjustments to clarify any ambiguities or mistakes, and to make adjustments deemed necessary in light of public testimony resulting from this review.

THE FOREGOING MOTION WAS READ IN FULL; THE ROLL WAS CALLED ON THE ADOPTION THEREOF, AND RESULTED AS FOLLOWS:

YEAS: Green, Harris, Hughes, King, McCarron, Morrell, Willard - 7

NAYS: 0

ABSENT: 0

RECUSED: 0

AND THE MOTION WAS ADOPTED.

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THE FOREGOING IS CERTIFIED
TO BE A TRUE AND CORRECT COPY

Aisha Collier

CLERK OF COUNCIL