

The Plan for Chinatown & Surrounding Areas Preserving Affordability and Authenticity

Presentation to Manhattan Community Board 3

Land Use Committee

January 15, 2014

Pratt Center for Community Development

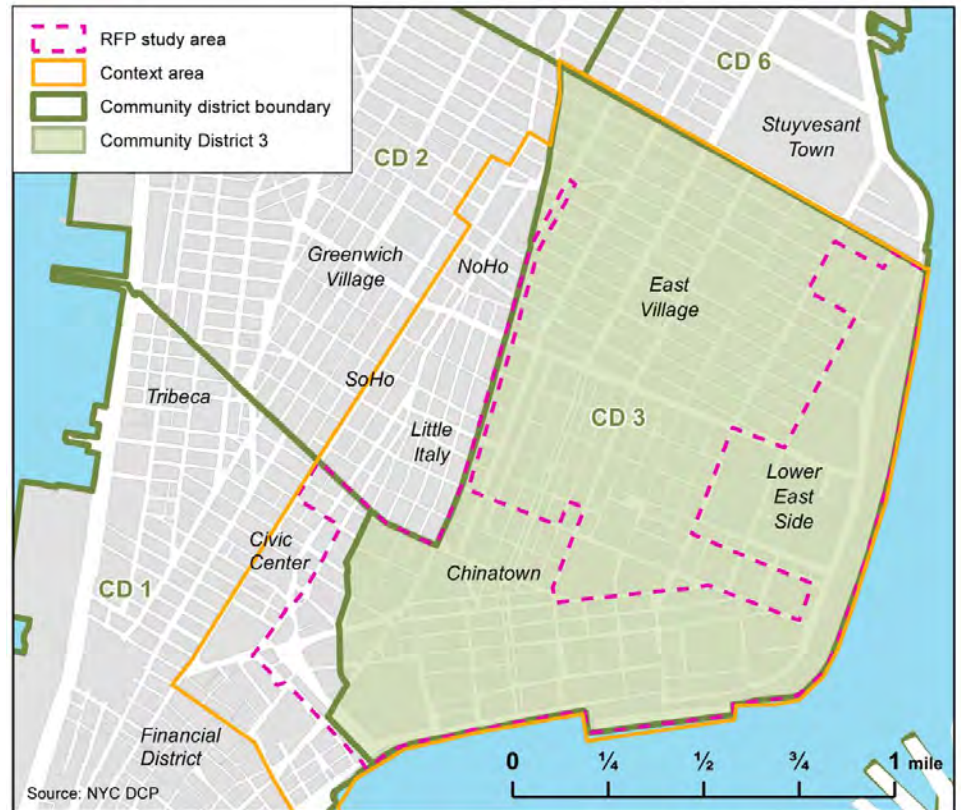
The Collective for Community, Culture and the Environment

Project Background

Mandate

1. Develop affordability, economic development, culture and historic preservation, and zoning recommendations and implementation strategies for Chinatown and surrounding areas, building on the work of CWG's CAPZ and Economic Development Working Teams.
2. Create a Special Chinatown District that addresses the issues in the entire RFP study area boundary – i. e. Chinatown and surrounding areas

Study Area / Context Area



Key Considerations

Assets

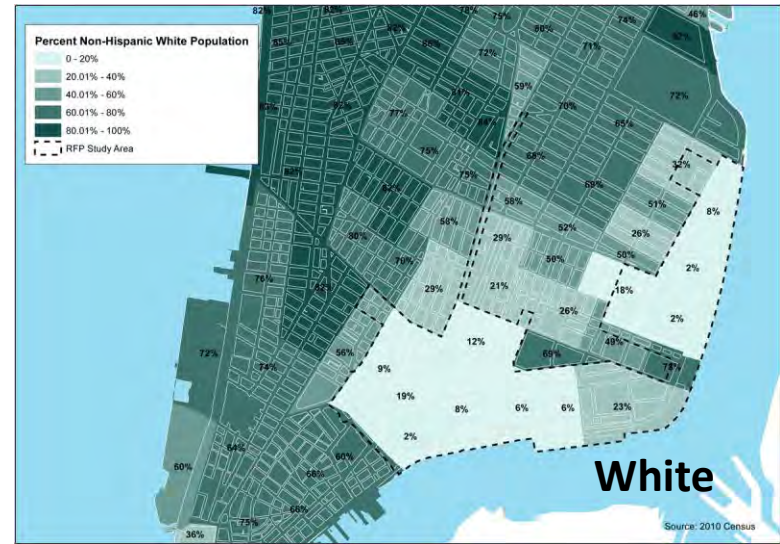
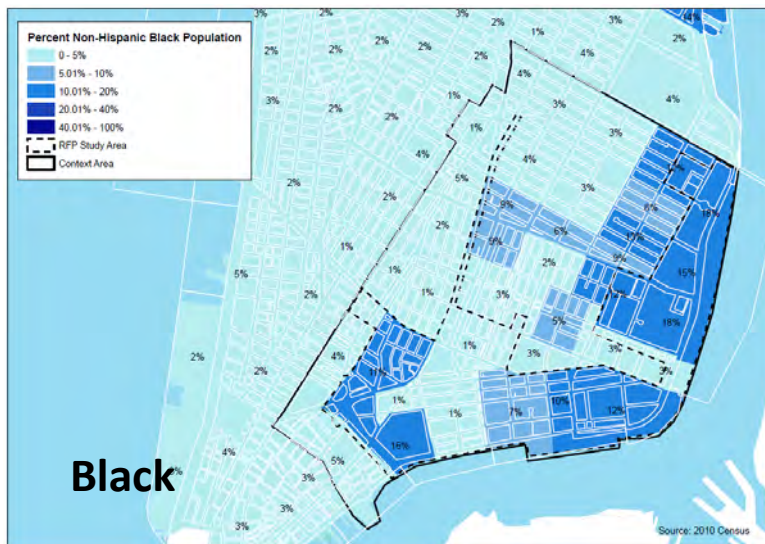
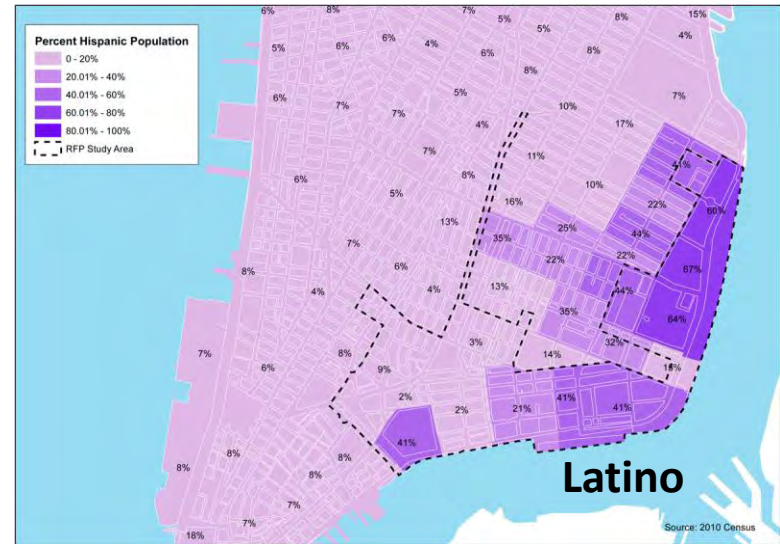
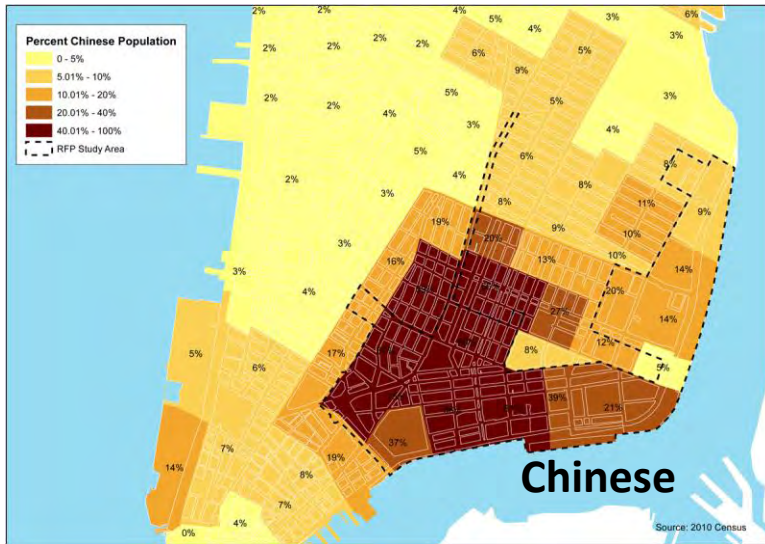
- Living immigrant neighborhood
- Affordable housing, community, cultural identity, neighborhood jobs
- Citywide, regional value

Threats

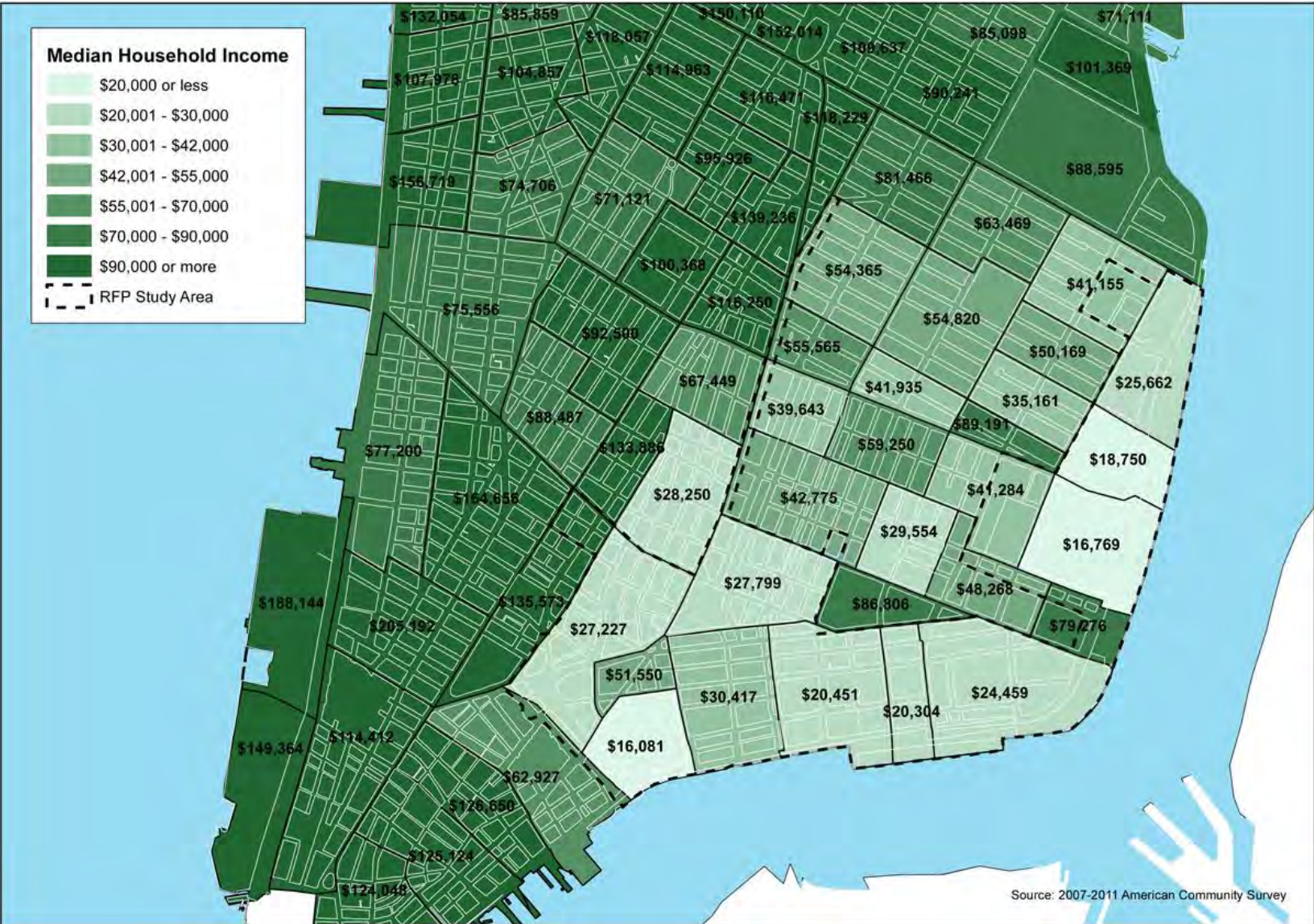
- Encroaching development – out of scale and character
- Gentrification - residential and commercial displacement



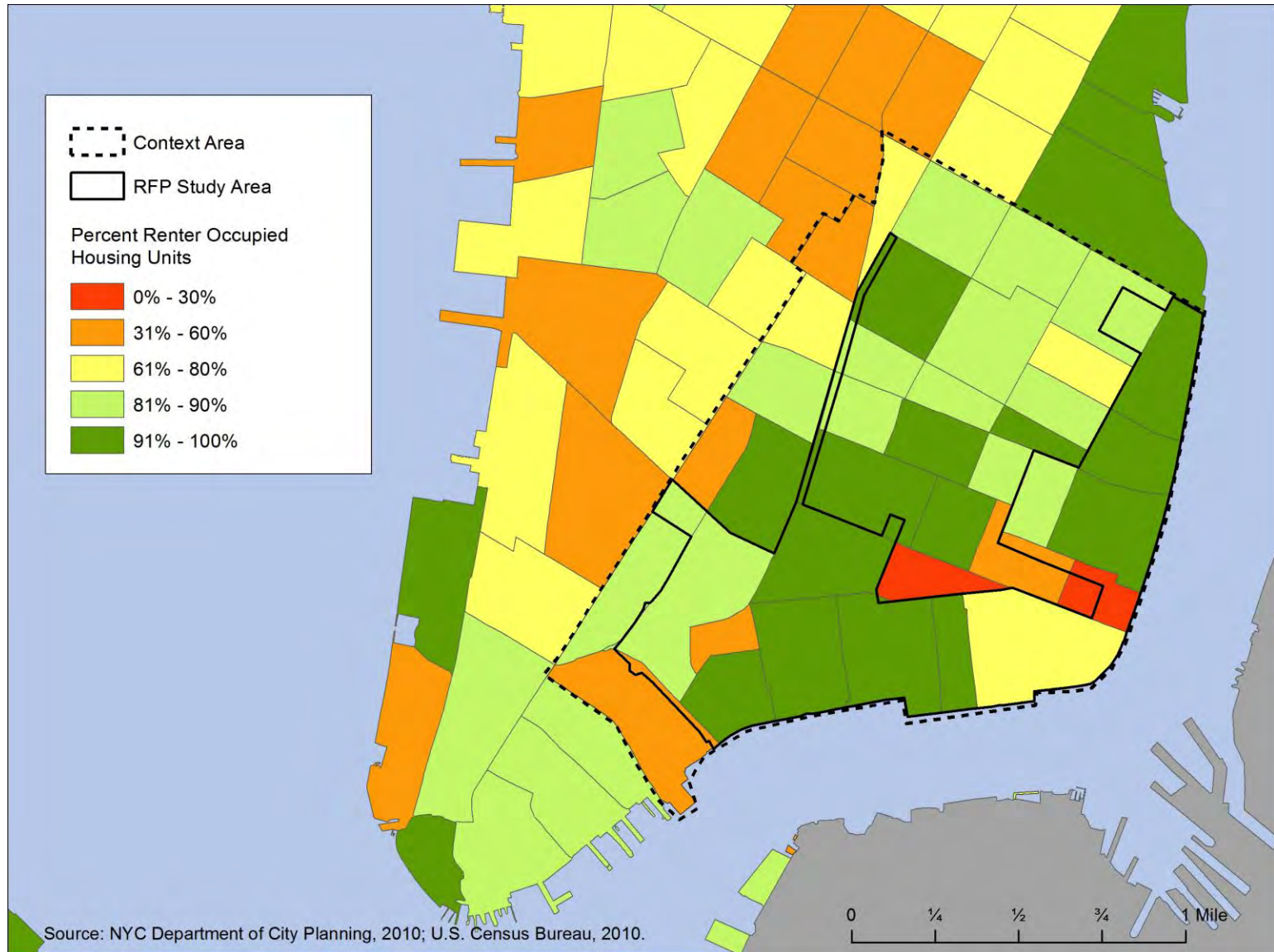
Population by Race



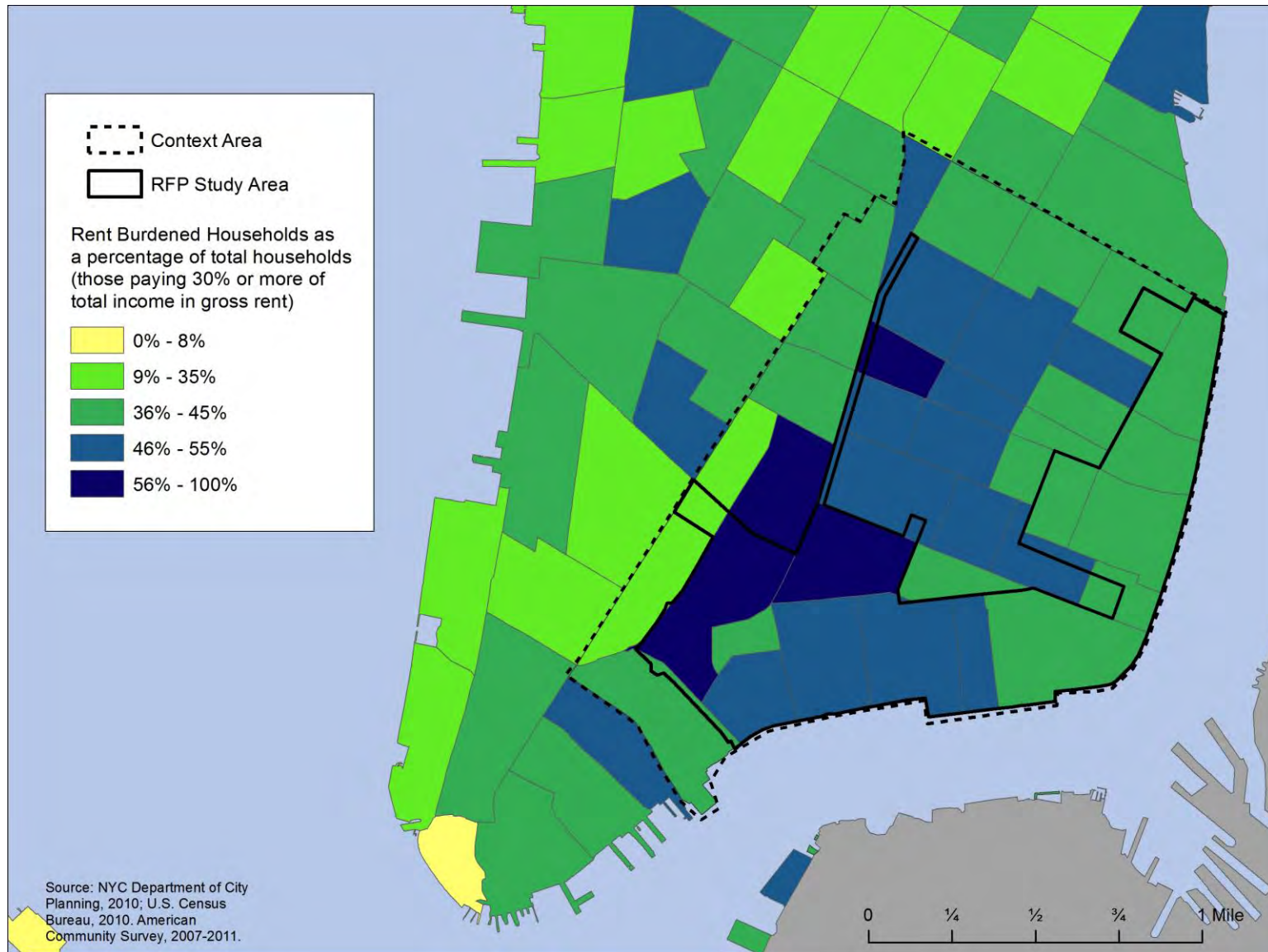
Median Household Income, 2007-2011



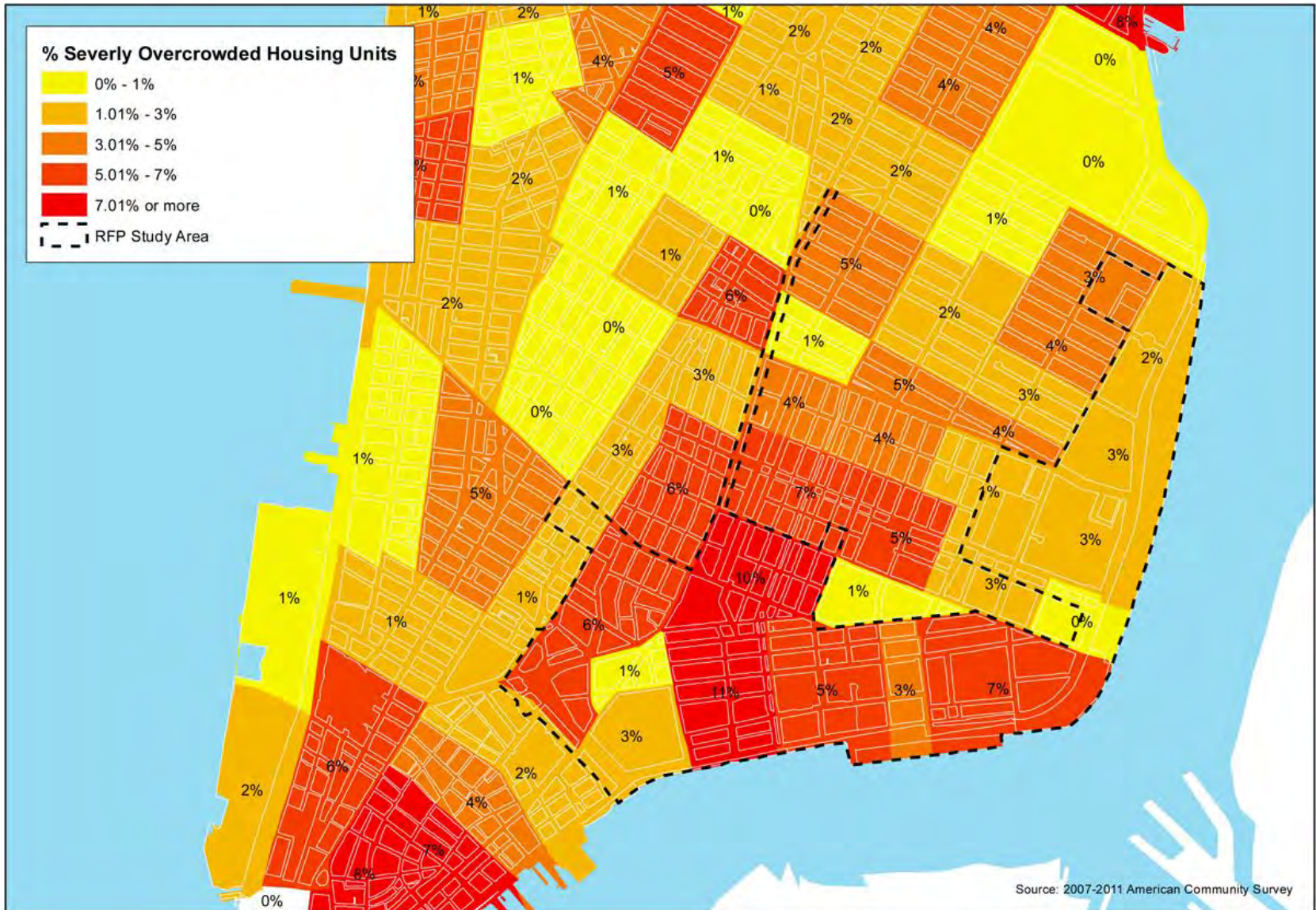
Renter-Occupied Housing Units, 2010



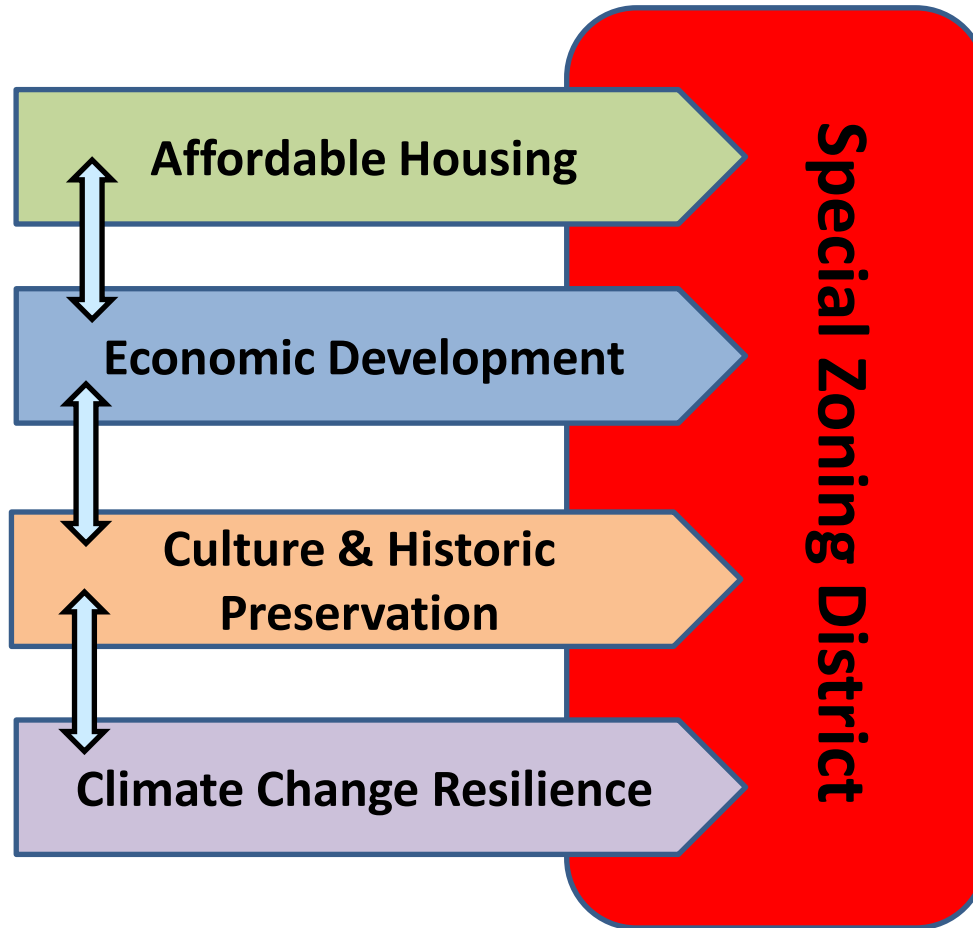
Rent-Burdened Households, 2007-2011



Severely Overcrowded Housing Units, 2007-2011



Integrated Recommendations and Implementation Strategies



Key Findings

Affordable Housing

- **Market rate rentals are not affordable to the existing population.**
- **Overcrowding is common.**
- **Public housing provides a critical measure of affordability, but cannot meet all demand.**
- **The vast majority of people in the RFP study area rent, and over half of all renters have a high rent burden.**
- **Affordable units in the study area and in larger context area pricing out of rent regulation and aging out of affordability periods.**
- **Current zoning incentive programs have not produced many affordable units to date.**
- **Increasing property taxes and maintenance costs in older tenement buildings, coupled with high maintenance needs and low rental income from rent-regulated units create a burden for some small property owners.**
- **Tenant Harassment is a major concern, especially for low-income immigrants.**
- **Strong opposition to NYCHA's land lease initiative. Lack of proper public review.**

Affordable Housing Goals

- **Preserve existing affordable housing.**
- **Develop affordable rental housing, based upon local area median income.**
- **Promote affordable homeownership development.**
- **Any new housing development on public land should be affordable to low-income residents.**

Affordable Housing Special District Recommendations

- 1. Anti-harassment and anti-demolition regulations, as in the Clinton Special District.**
- 2. Create more affordable rental housing units through existing subsidy and incentive programs, such as 421-a, LIHTC, and Inclusionary Zoning.**
- 3. Guaranteed and bonused affordable housing development provisions, with specific requirements tailored to meet local needs.**
- 4. Limit affordable housing to those bands of HUD-defined AMI that reflect average local incomes.**
- 5. All new affordable housing units created as a result of upzoning or FAR bonus should remain permanently affordable.**
- 6. Designate a Planned Community Preservation and Resilience District for NYCHA developments on the lower East River waterfront.**
 - Promote 100% affordability on NYCHA property and ensure that any new development meets the needs of local residents**
 - Require public review under ULURP of any proposal for development on NYCHA property.**

Affordable Housing

Other Recommendations

- 1. Increase awareness and use of the Senior Citizen Rent Increase Exemption Program and the Disability Rent Increase Exemption Program.**
- 2. Incentivize preservation of rent regulated units in new and old-law tenement buildings through property tax abatements tied to rental income.**
- 3. Establish a mutual housing association (MHA) for democratic control of all affordable units in inclusionary zoning projects within the Special District.**
- 4. Encourage tenant ownership of buildings taken by the city through *In Rem* tax foreclosure proceedings.**
- 5. Pursue affordable homeownership development through Inclusionary Zoning, FAR bonuses, Mutual Housing, the NYC Housing Acquisition Fund and the Low-Income Housing Trust Fund.**
- 6. Consider HPD's Micro-unit Pilot Program for potential development of affordable supportive housing through new construction or rehabilitation.**

Economic Development

Key Findings

- 1. Diverse economy, comprised primarily of clusters of small businesses.**
- 2. Residents tend to work in the neighborhood.**
- 3. Industries such as health care and food have absorbed some of the job loss stemming from the decline in Chinatown's garment industry, but without intervention, sectors such as manufacturing that are particularly vulnerable to high real estate costs, will not be able to meet their growth potential.**
- 4. Many businesses are suffering from increased commercial rents and a loss of customers, and could benefit from targeted businesses and marketing assistance to achieve greater operational efficiencies.**
- 5. Chinatown has a strong local economic development infrastructure that can be built upon to further support the growth of its economy.**

Economic Development Goals

- **Promote economic development that benefits the residents and businesses of Chinatown and surrounding areas.**
- **Create well-paying job opportunities for the residents of Chinatown and surrounding areas.**
- **Build upon the existing base of businesses and commercial activity in Chinatown to continue to serve the local and regional Chinese population.**

Economic Development Special District Recommendations

- 1. Limit the size of certain commercial uses in some areas.**
- 2. Require a Special Permit for certain uses, such as hotels, regardless of size.**
- 3. Allow additional light manufacturing uses that are compatible with a mixed-use neighborhood in commercially zoned areas of the Special District.**

- 4. Include a “G” zoning designation requiring a special permit to convert existing manufacturing space.**
- 5. Prohibit certain uses, e.g. universities and very large entertainment or retail establishments that are incompatible with a local residential community.**

Economic Development Other Recommendations

- 1. Reconvene CWG's Economic Development Working Group**
- 2. Foster the next generation of Chinatown's economic development leaders**
- 3. Pursue property tax abatement as incentive for preserving affordable commercial space.**
- 4. Develop sector-based anchor projects that provide multi-use space connected with targeted workforce development programs (e.g. Asian Food Center; Jewelry Center).**
- 5. Explore additional sector-based workforce development programs, specifically in healthcare.**

- 1. Revive Chinatown's customer base by leveraging Chinatown's cultural and unique business assets (cultural programs; marketing campaign; local bank philanthropy).**
- 2. Support local businesses and enhance local workforce (better business practices, marketing, ESL, emergency preparedness, emergency grant pool, Neighborhood Challenge grants for Chinatown BID).**
- 3. Pursue improved transportation and parking options for Chinatown residents, workers and visitors (reopen Park Row; regional bus parking; bus service; placard abuse).**

Culture and Historic Preservation

Key Findings

- **Some of the oldest neighborhoods in New York City. Historic buildings, streets and large-scale developments provide an important window on different periods in the city's history.**
- **Inadequate public open space, particularly in the Chinatown core.**
- **Unique sense of place (vibrant street life, signage).**
- **Historic and culturally significant resources (NYC landmarks, National Register Historic Districts; CAPZ identified potential landmarks; SLID Buildings of Significance)**
- **Rich arts and cultural history and activities.**
- **Valuable creative and cultural assets.**
- **Need for affordable and adequate facilities.**
- **Need for a visual and performing arts center.**
- **Need for more effective use of 70 Mulberry Street.**
- **Need for a movie theater.**

Culture & Historic Preservation Goals

- **Preserve sites of cultural significance to the contemporary community, as well as sites of historic significance.**
- **Preserve and build upon Chinatown's cultural assets and promote opportunities for artistic and cultural expression.**

Culture & Historic Preservation Special District Recommendations

- 1. Preserve and protect sites of cultural, historic or architectural significance in the RFP study area, modelled on the SLID.**
- 2. Include signage regulations that legalize existing signage, except illuminated signs above the first floor.**
- 3. Incentivize or mandate affordable arts and cultural uses within new construction.**
- 4. Use Transfer of Development Rights from existing buildings determined to be of cultural, historic or architectural significance in Subdistrict A to new developments in Subdistricts C and D.**

- 5. Include contribution to a Cultural Resources Fund in exchange for a floor area bonus, as an alternative to incorporating cultural uses in new development.**
- 5. Establish a Local Arts and Cultural Conservancy to: (a) guide the implementation of culture bonuses in new development; (b) manage a Cultural Resources Fund; and (c) support cultural events and programming as well as local arts and cultural organizations.**

Culture & Historic Preservation

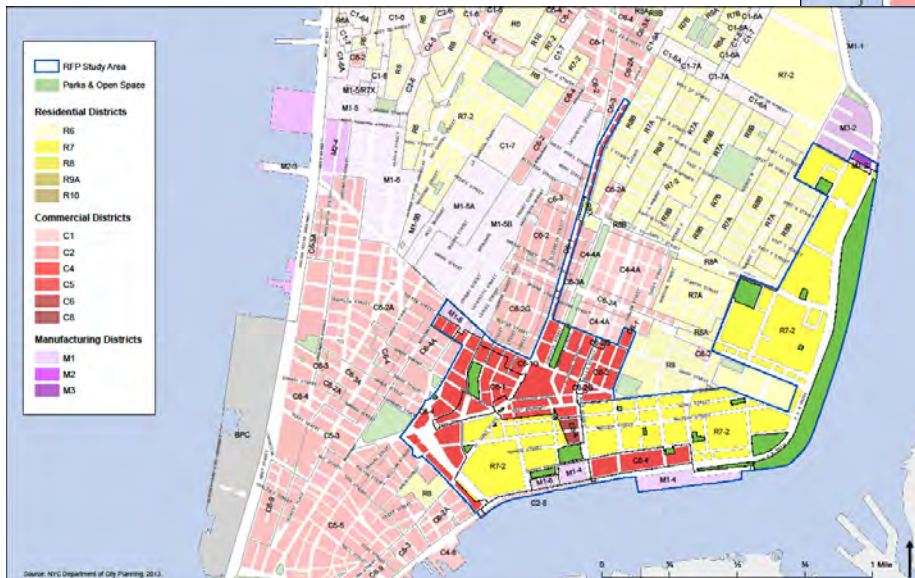
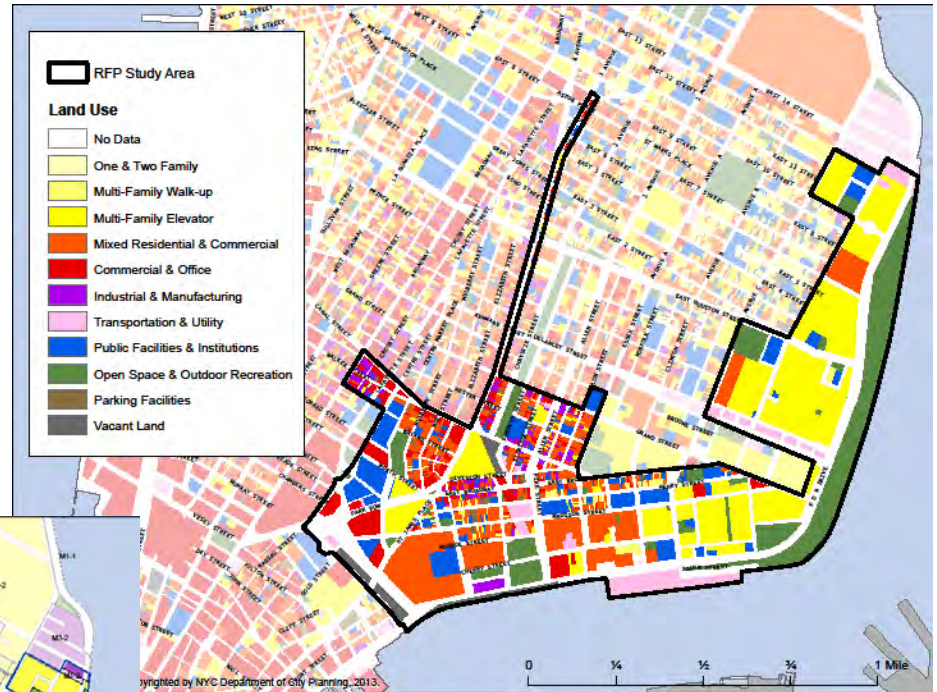
Other Recommendations

1. Pursue landmarking and other interventions for identified sites of significance that fall outside the proposed Special District.
2. Pursue historic district designation for Henry Street and for the west side of Oliver Street between Madison Street and St. James Place/Kimlau Square.
3. Pursue landmarking of the historic “Five Points” street plan.
4. Support Friends of the Lower East Side’s efforts toward a historic district on Orchard Street; also Two Bridges Neighborhood Council’s and the Lower East Side Tenement Museum’s local landmarking efforts.
5. Assist owners of property listed on the National Register of Historic Places to access Historic Preservation Tax Credits.
6. Pursue creation of a Chinatown Arts Center or Campus.
7. Advance CREATE’s recommendations for more efficient use of 70 Mulberry Street.
8. Promote development of a movie theater.
9. Explore use of bank windows to showcase local art.
10. Explore use of tax abatements and other incentives to encourage landlords to rent affordable space to community organizations.
11. Leverage Chinatown’s unique cultural assets for local economic development.
12. Advocate better promotion of Chinatown and its cultural assets by the Chinatown Visitor Kiosk.
13. Provide for better access to and programming of public spaces.
14. Promote use of the Confucius Plaza “amphitheater” site for public gathering.

Zoning and Land Use

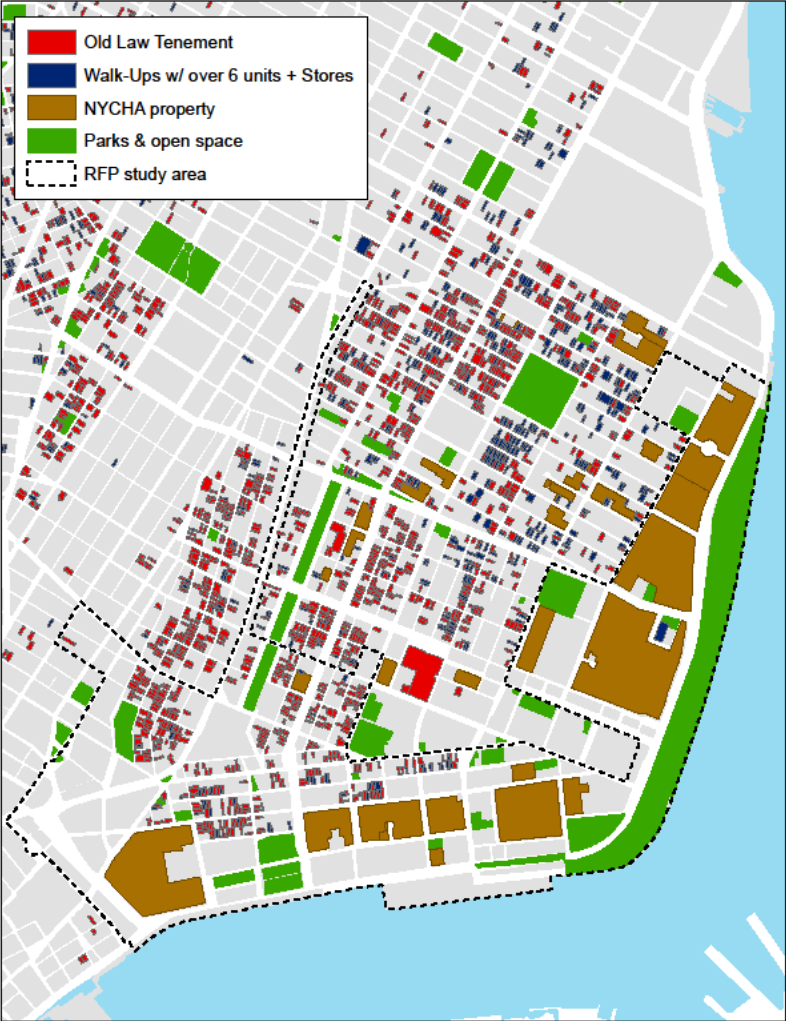
Key Findings

1. Unique mix of uses
2. Limited open space and parkland
3. Distinctive built form

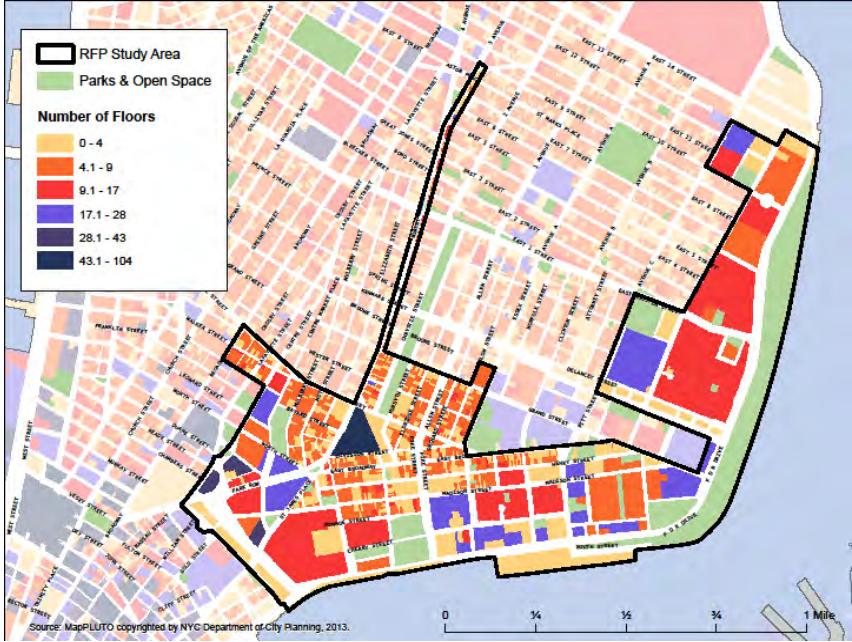


3. Less density than allowed by zoning
4. Unprotected by zoning or special land use actions

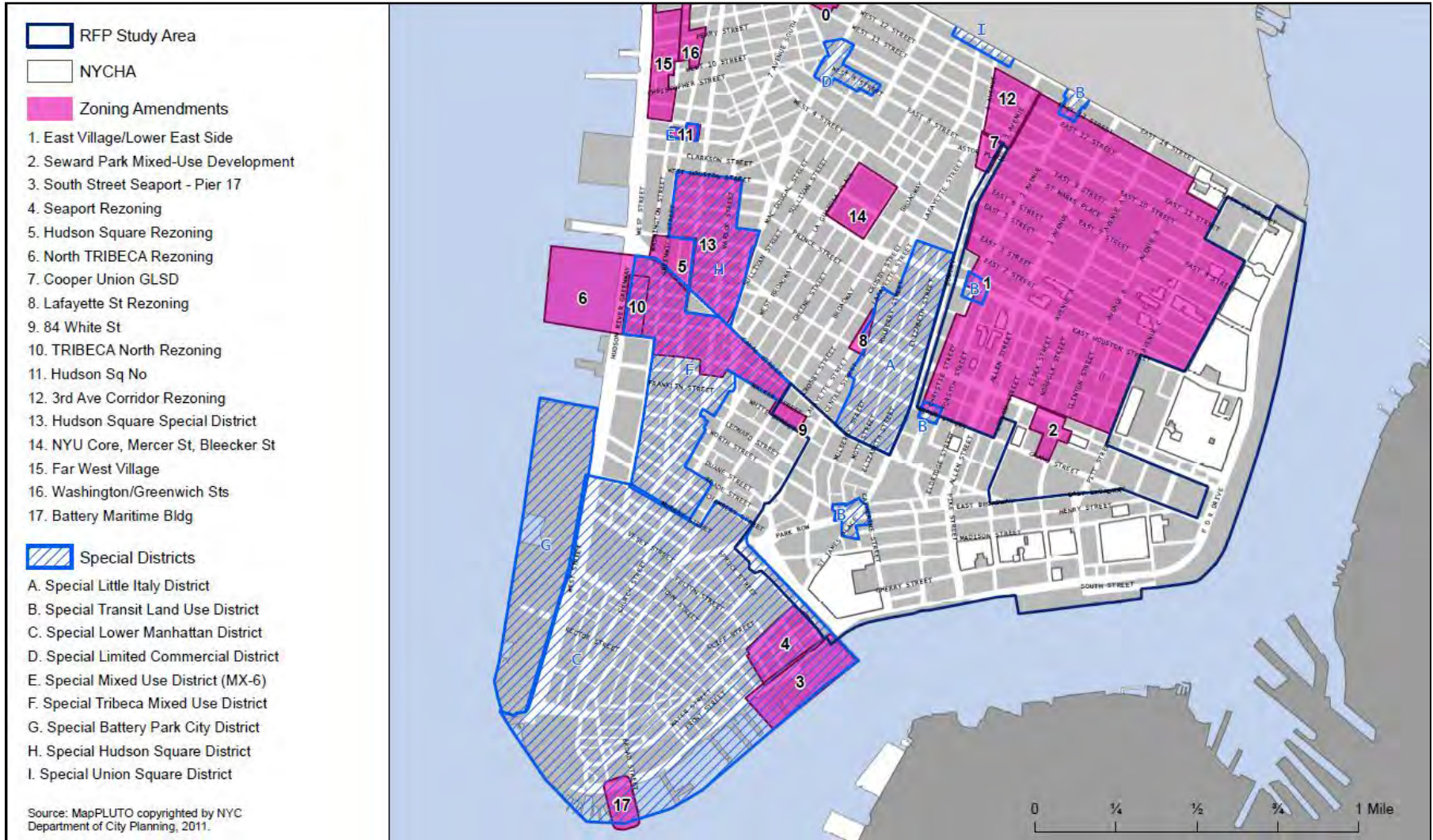
Building Types



Building Heights



Lower Manhattan Zoning Amendments and Special Districts



Related Findings with Implications for Zoning

Population

- Diverse population
- Lower income, older population than in neighboring Lower Manhattan

Affordability

- High rates of renter-occupied housing
- Loss of affordable rental housing
- Increasing market-rate rental prices
- Concentration of rent-burdened households
- Ineffectiveness of Inclusionary Housing Program in increasing affordable housing supply

Culture, Preservation, Urban Design

- Unique and vibrant streetscapes and signage.
- Historically and culturally significant buildings and places vulnerable to development.
- America's earliest and most successful examples of historic large-scale public housing development.

Economic Development

- Small businesses providing culturally specialized goods and services
- Strong presence of Food and Accommodations, as well as Wholesale and Manufacturing sectors
- Strong cultural and community networks and economic development infrastructure

Environment

- Widespread vulnerability to flooding and storm surge. Much of the study area lies in Evacuation Zone A.
- Lack of permeable surfaces and green infrastructure in inland areas.

SPECIAL CHINATOWN AND LOWER EAST RIVER DISTRICT

**Zoning proposals/options with provisions
and underlying zones**

Special District, Subdistricts and Recommendation Areas



Special District Findings

Although different parts of the RFP study area vary in many respects such as use, scale, community character, and context there are also a number of significant similarities that make the creation of a single Special District appropriate.

1. Unique history as NYC's longest continuous home and cultural resource for past and current immigrants
2. Diverse mix of land uses that are not permitted to co-exist under current zoning
3. Unique signage and streetscape that is reflective of community culture
4. Concentration of tenements and large scale "tower in the park" planned developments built for working class residents
5. High percentage of low income residents unable to afford market rents and vulnerable to harassment and displacement pressures
6. High percentage of renters, rent regulated units and rent burdened and overcrowded households.
7. High percentage of residents who walk to work
8. Small businesses that provide culturally specialized goods and services for the local and regional community
9. Among the only areas in Lower Manhattan not currently covered by contextual or Special District zoning or NYC Historic District designation.

General Purposes of the Special District

The Special Chinatown and Lower East River District establishes general purposes unique to Chinatown and its surrounding areas:

1. Recognition and preservation of the area's unique history and culture.
2. Retaining the mixed-use character for residents and workers.
3. Preserving the existing scale and built form.
4. Preserving the area's unique urban design and streetscape.
5. Preserving and developing cultural and community facilities.
6. Protection of the existing low income population from displacement through provisions such as anti-harassment and anti-demolition certification.
7. Encouraging the provision of new housing affordable to low income residents.
8. Preserving the small-scale character and variety of stores and activities and prohibiting or limiting incompatible uses.

Use Modifications

Excluded Uses in Subdistrict A and only by Special Permit in other Subdistricts:

- Transient Hotels
- Universities and Dormitories
- Hospitals and Hospital Staff Dwellings
- Use group 10 - large retail such as Department Stores - except Wholesale, limited size
- Use group 12 – by Special Permit

Limited/Special Permit Uses in All Subdistricts

- Clubs and Bars- by Special Permit only.
- Skateboard parks (Use group 13).
- Docks (Use group 14)– only in Subdistrict D.

Permitted Uses

- Most of Use group 6 – Retail and Service establishments – but limited to 2,500 sq. ft. in Subdistrict A
- Banks and Drugstores – but limited to 2,500 sq. ft. and 25 ft. street frontage in Subdistrict A
- Food Stores without size limitation
- Restaurants without size limitation
- Use group 7- Home maintenance and repair, except transient hotels
- Use group 8 – Amusements and repair shops
- Use group 9 - except Business schools by Special Permit
- Use group 10 B– only Wholesale businesses
- All Use group 11 – Custom manufacturing including Printing
- Banquet Halls
- Use group 16

Added Uses

- Use group 17 – light manufacturing such as:
 - Wholesale produce
 - Apparel/Textile products
 - Canvas products
 - Ceramic products
 - Electrical appliances assembly
 - Food Products
 - Jute, hemp products
 - Labs/research
 - Leather products
 - Luggage
 - Jewelry

Special District Options

Option 1

Establish a SINGLE Special Chinatown and Lower East River District with several Subdistricts that represent the different characteristics of each sub-area.

Pros:

- Recognizes similar characteristics and goals shared by all parts of the RFP study area without creating multiple Special Districts that have many of the same provisions.
- Provides for both preservation and growth opportunities in the Special District.
- Transfer of Development Rights could be assigned to appropriate areas throughout the District.

Cons:

- A single District would be quite large.
- Unique elements in each Subdistrict would require specific analysis for each.
- Potential delay in adoption of single Special District until all Subdistricts' proposals were approved.

Option 2

Establish each of the Subdistricts as either separate Special Districts or as discrete zoning actions.

Pros:

- Would allow each Subdistrict to proceed at its own pace and prevent changes to an individual Subdistrict from affecting others.
- Might make a focused Chinatown Special District more possible.

Cons:

- Certain synergies between the Subdistricts would not be possible – e.g. TDR and balancing growth and preservation.
- Decision to include each of the identified common elements and provisions would have to be made one Subdistrict at a time.
- Decision could be made to only proceed with implementing one or a few of the Subdistricts.

Recommendations for the Entire Special District

The following would apply to all Subdistricts within a single Special District:

1. **Zoning density (FAR) and height limits that reflect the existing scale of each Subdistrict.**
2. **Anti-harassment/anti-demolition certification by HPD based on the Clinton Special District.**
3. **Buildings/Spaces of Significance allowing Transfer of Development Rights to selected areas in the Special District.**
4. **Use modifications allowing greater diversity of uses than currently allowed in existing C zones, such as some light industrial uses.**
5. **A “G” designation that regulates the conversion of non-residential uses to residential use.**
6. **Prohibit or Special Permit for certain uses such as hotels.**
7. **Guaranteed requirement or bonus for permanently affordable housing (defined as up to 50% of AMI).**
8. **Guaranteed requirement or bonus for permanently affordable housing on site.**

Subdistricts

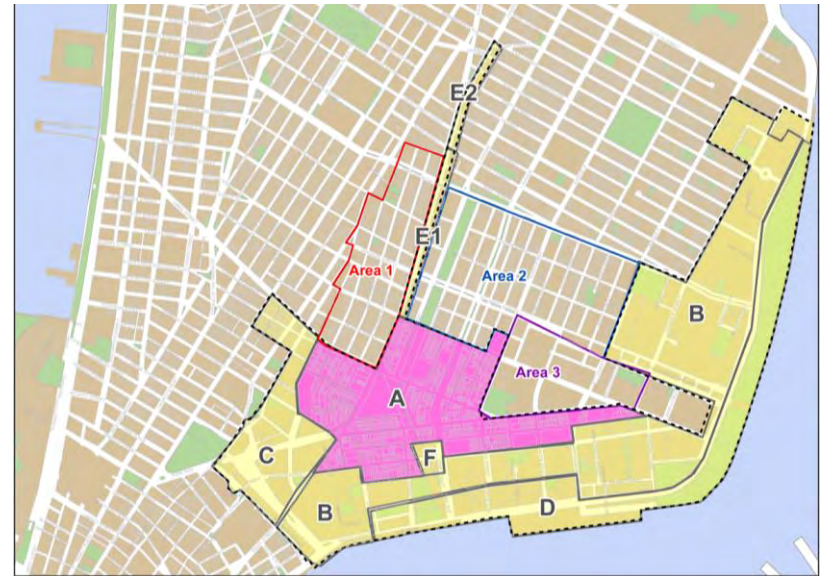
Special Characteristics & Recommendations



Subdistrict A: Preservation Area

Special Characteristics

- Includes the historic core of Chinatown and adjoining blocks with similar lot size, built form, character and socio-economic conditions.
- Primary destination for immigrants from all over the world since the early 18th Century. Continues to serve that purpose for many new immigrants today.
- Home to generations of Chinese. Established community networks.
- Relatively older, poorer population than New York City. Nearly all renters. Many live in overcrowded conditions paying over 50% of their income for rent.
- Streetscape characterized by unique and vibrant signage, open storefront displays and sidewalk vending.
- Many businesses provide culturally specialized goods and services.
- Most buildings are mixed use (stores, restaurants, and sometimes light manufacturing uses below; residential and also commercial uses above).
- Mostly 5-9 story buildings on long, narrow lots (20 to 25 feet by 75 to 100 feet).



- One of New York City's last remaining large concentrations of old and new law tenement buildings, many built with nearly full lot coverage and a higher FAR than could be accommodated today.
- Most of the area was zoned C6-1 and C6-2 in 1961. As the current zoning has no height limits or affordable housing requirements, new as-of-right development is out of scale and character with the existing neighborhood.

Subdistrict A: Recommendations

Low-Medium Rise/Moderate Density/Mixed Use

Current Zoning

C6-1, C6-1G

FAR: C6, R 0.87-3.44, CF6.5

Height Factor Building

C6-2, C6-2G

FAR: C6, R0.94-6.02, CF6.5

Height Factor Building

R7-2 (C2 Overlay)

FAR: C2, R0.87-3.44, CF6.5

Height Factor Building

OPTION 1

Underlying: C4-4A/G Modified

FAR: C4, R4.8-6, CF4

Height limit: 85 ft.

PRO: More reflective of existing scale and use context.

Affordability Provisions

1. In all areas - Guaranteed 20% permanently affordable housing (with 421a tax abatement)
 2. In existing C6-2 and C6-2G – Guaranteed 20% permanently affordable housing if not using 421a
 3. In existing C6-1 and R7-2
 - If building to 4.8 FAR - Additional guaranteed 20 % (40% if not using 421a) permanently affordable housing for residential increase from R3.44-4.8
- OR
- If building to 6 FAR - Additional guaranteed 25% (45% if no 421a) permanently affordable housing for residential increase from 3.44-6

OPTION 2

Underlying: C6-2G Modified

FAR: C6, R6.02, CF6

Height limit: 85 ft.

PRO: Better reflects permitted FAR under existing zoning.

Affordability Provisions

1. In all areas - Guaranteed 20% permanently affordable housing (with 421a tax abatement)
2. In existing C6-2 and C6-2G – Guaranteed 20% permanently affordable housing (if not using 421a).
3. In existing C6-1 and R7-2 - Guaranteed 25% (45% if not using 421a) permanently affordable housing for residential increase from FAR 3.44 to 6

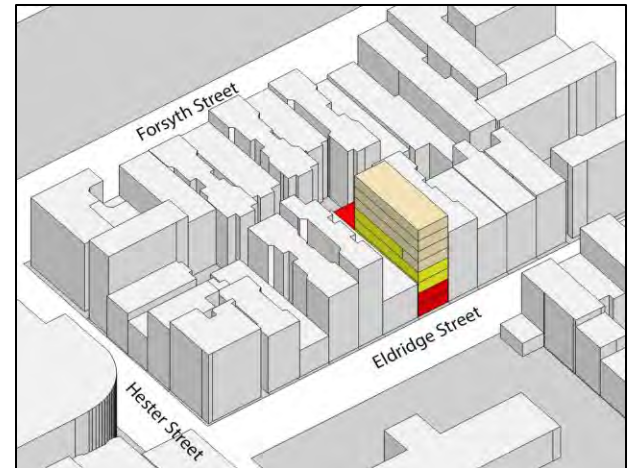
Subdistrict A: Recommendations

Low-Medium Rise/Moderate Density/Mixed Use

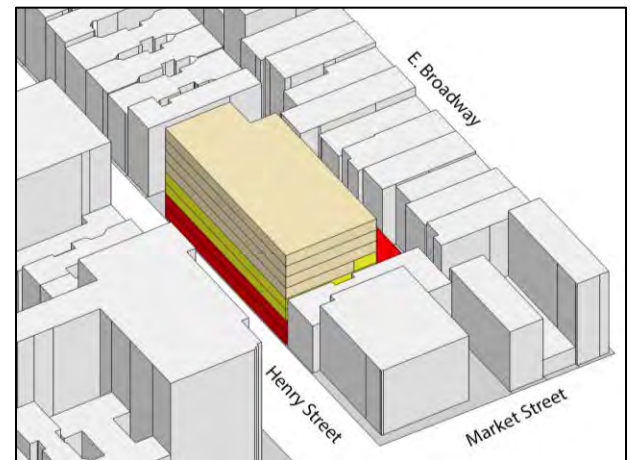
OTHER PROVISIONS

- Requires anti-harassment/anti-demolition certification.
- Includes “G” protections for existing manufacturing.
- Adds new permitted uses.
- Limits some commercial uses to 2,500 sq. ft.
- Selected uses prohibited or require Special Permit.
- Legalizes existing signage except illuminated signs above the first floor.
- Adds Buildings/Spaces of Significance.
- Allows Transfer of Development Rights to Subdistricts C and D

Height and Bulk Examples



79 Eldridge Street - Potential affordable units: 7

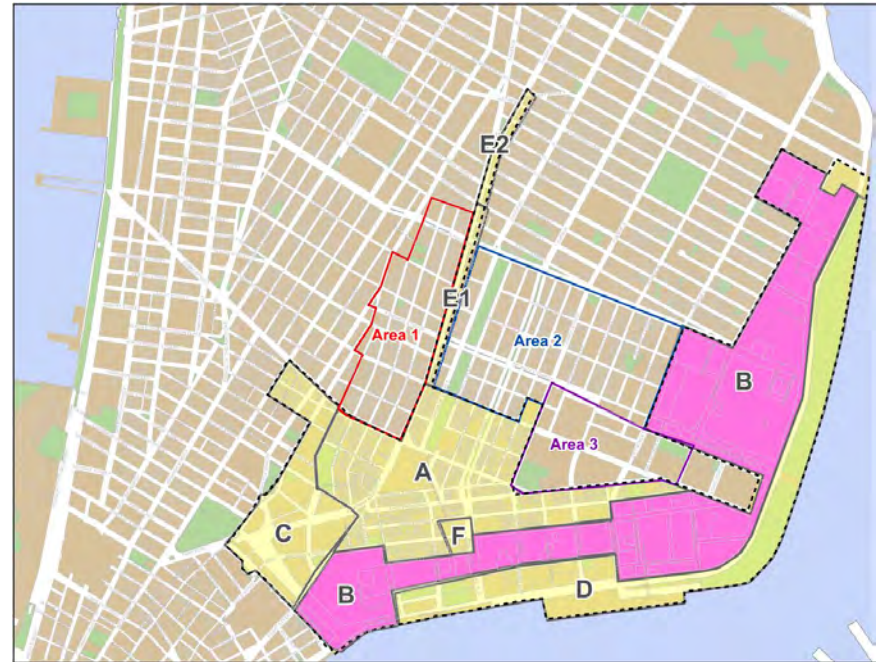


49 Henry Street - Potential affordable units: 42

Subdistrict B: Planned Community Preservation and Resilience Area

Special Characteristics

- Large planned housing developments constructed for low and moderate income New Yorkers along the lower East River in the 1930s, 40s and 50s.
- Have served generations of New Yorkers and become valuable communities. Although low and moderate income, population is quite diverse.
- Built in a “tower in the park” architectural style influenced by the ideas of the European architect Le Corbusier. Characterized by large-scale site plans with significant open space and internal pedestrian walkways.
- Several middle income and market rate coops and rental buildings in Subdistrict B also developed with large-scale site plans and significant open space.
- Considerable unused floor area available under current R7-2 zoning. NYCHA proposes to use this FAR to build new market rate housing to support its operating costs.



- The entire Subdistrict B is vulnerable to the impacts of Climate Change. Most developments lie within FEMA storm surge areas even in a Category 1 Hurricane. Nearly all of Subdistrict B was severely impacted by Hurricane Sandy.

Subdistrict B: Recommendations

OPTION 1

1. Map each large-scale development as a **Special Planned Community Preservation District overlay** on Subdistrict B of the Special Chinatown and Lower East River District. Changes require Special Permit, with specific findings, that goes through ULURP.
2. Where existing FAR is 2.43 or under: Underlying R6/C2 Modified (FAR: C2, R0.78-2.43*, CF4.8*), with specific Zoning regulations to be determined through Special Permit ULURP review process.
3. Where existing FAR is over 2.43: Underlying R7-2/C2 Modified (FAR: C2, R0.87-3.44*, CF6.5*).

* Require Special Permit

Other Provisions

1. Add Special Permit finding to existing Planned Community Preservation District language that new housing construction is in character with existing scale and at rents that will not substantially alter mixture of income groups presently living in the SPCPD nor reduce the number of units.
2. Add climate change/resilience built form, landscape and open space provisions to potentially accommodate water detention green infrastructure and retention tanks.
3. Anti-harassment and anti-demolition certification.

Current Zoning

R7-2

FAR: C2, R.87-3.44, CF6.5

Height Factor Building



Subdistrict B: Recommendations

OPTION 2

1. **Where existing FAR is 2.43 or under: Underlying R6/C2 Modified (FAR: C 2, R0.78-2.43*, CF4.8*)**
2. **Where existing FAR is over 2.43: Underlying R7-2/C2 Modified (FAR: C2, R0.87-3.44*, CF6.5*)**

*Require Special Permit

3. **Keep as only Subdistrict B** with a provision that in each large-scale planned community - new development, demolition or enlargements would require a Special Permit in order to qualify for a residential FAR of 2.43 or 3.44, or community facility FAR of 4.8 or 6.5, based on the following findings:
 - 1) New housing construction or enlargement is at rents that will neither substantially alter the existing income mix nor reduce the number of units.
 - 2) New development or enlargements relate to the existing buildings or other structures in scale and design, and the development will not seriously alter the scenic amenity and the environmental quality of the community.
 - 3) Development or enlargement maximizes Climate Change resilience and adaptation measures and is sited so as to preserve the greatest amount of open space and landscaping that presently exists to potentially accommodate water detention green infrastructure and retention tanks.

Other Provisions:

Anti-harassment and anti-demolition certification

PROS

Option 1:

The Special Planned Community Preservation District zoning already exists and is mapped in other large scale developments in New York City.

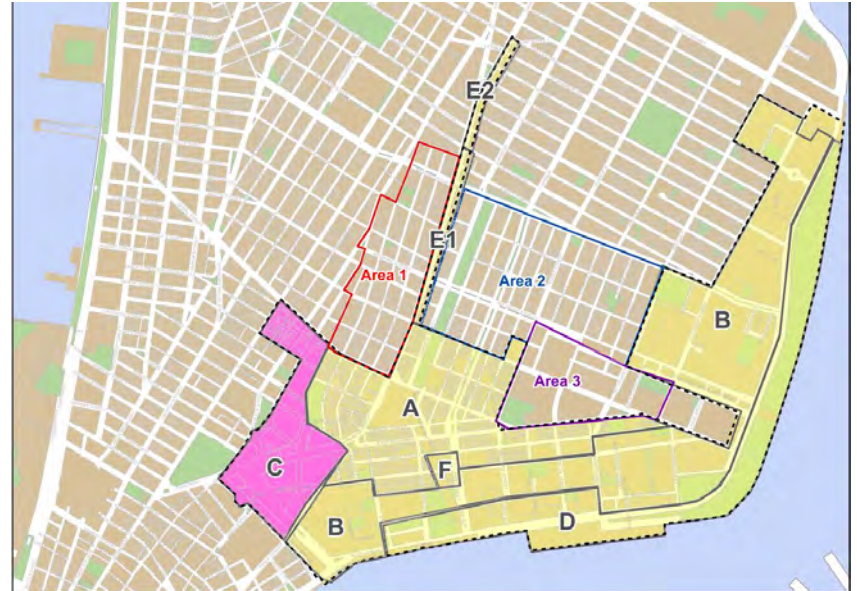
Option 2:

This would involve fewer mapping actions while still incorporating many of the Special Planned Community Preservation District provisions.

Subdistrict C: Higher Density Mixed Use

Special Characteristics

- Mostly taller buildings, including commercial loft buildings, along the western boundary of the RFP Study Area.
- Historically housed manufacturing uses, some of which still remain. Even though many loft buildings are only 8-10 stories, they are often taller than buildings in Subdistrict A because of manufacturers' need for greater ceiling heights.
- A small section of the Tribeca East Historic District extends into the western-most edge of the area.
- There are a number of potential development sites with unused floor area, including parking lots and several 1 and 2 story buildings (Canal/Lafayette).
- Part of Area C between Canal Street and Walker Street is zoned M1-5 reflecting its manufacturing past. There is a real mix of uses in this area.
- South of Walker is zoned C6-2A with a height cap of 120 ft. west of Lafayette Street, and C6-4 with no height cap) to the south and east.



- Built form and uses south of White are quite different, with primarily institutional/ governmental facilities between Centre Street and Baxter and high rise residential cooperatives ranging in height from 10-30 stories on both sides of Park Row to the south east. The resident population in this area has a somewhat higher median income than those in the other Subdistricts.

Subdistrict C: Recommendations

Medium Rise / Medium Density / Mixed Use

Proposed Zoning

Retain existing C6-4, C6-1 and R7-2 zoning with additional provisions below.

For areas currently zoned M1-5 and C6-2A:

Underlying: C6-2A Modified

FAR: C6, R7.2, CF6.5

Height limit: 120 ft.

PRO: Offers more contextual development in areas zoned C6-2A and M1-5.

Affordability Provisions

1. Guaranteed 20% permanently Affordable Housing (with 421a tax abatement).
2. In existing C6-2A - Guaranteed 20% (40% if not using 421a) additional permanently Affordable Housing for residential increase from FAR 6.02 to 7.2
3. In existing M1-5 - Guaranteed 30% (50% if not using 421a) additional permanently Affordable housing for rezoning of M1-5 and increased FAR from 5 to 7.2
4. Additional 1 FAR bonus for Transfer of Development Rights from Area A and from Buildings of Significance.

Current Zoning

C6-4

FAR: C10, R10, CF10

Height Factor Building

C6-2A

FAR: C6, R 6.02, CF 6.5

Height Limit: 120 ft.

C6-1

FAR: C6, R0.87-3.44, CF6.5
Height Factor Building

R7-2

FAR: C2, R0.87-3.44, CF6.5
Height Factor Building

M1-5

FAR: C5, M5, CF6.5
Height Factor Building

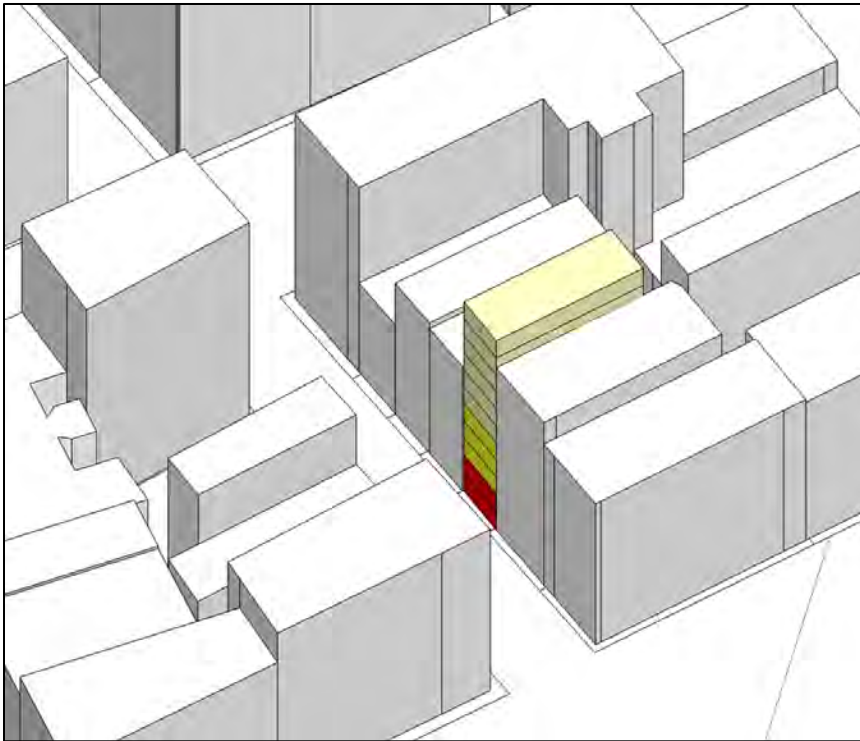
Other Provisions

1. Require anti-harassment/anti-demolition certification.
2. Include "G" protections for existing manufacturing.
3. Use and size modifications (would allow as-of-right development).
4. Special Permit for certain sizes and/or uses.
5. Signage allowed except illuminated above first floor.
6. Add Buildings/Spaces of Significance.

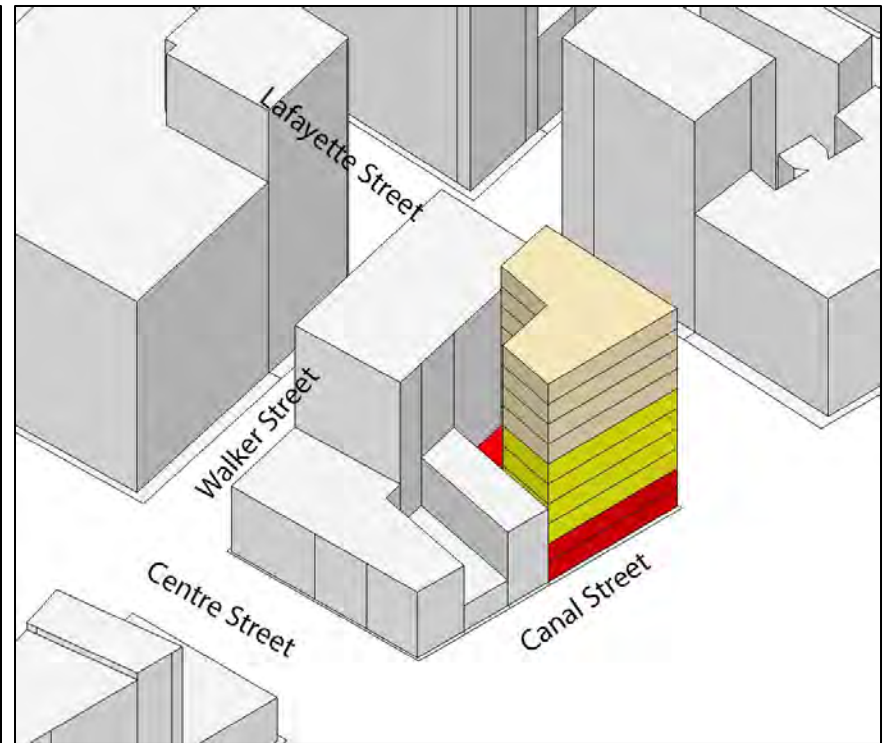
Subdistrict C: Higher Density Mixed Use

Medium Rise / Medium Density / Mixed Use

Height and Bulk Examples



83 Walker Street – Potential affordable units: 9

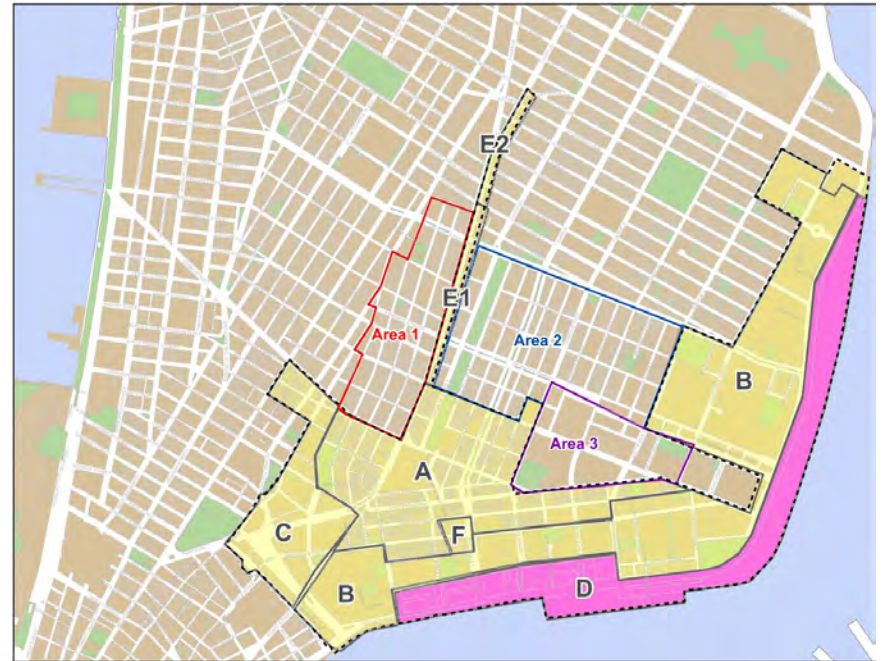


246 Canal Street – Potential affordable units: 22

Subdistrict D: Lower East River Waterfront

Special Characteristics

- Dramatic change from historic port and maritime uses. Recreational uses (Piers 35, 36, 42), walkway, park plans.
- Currently little direct public access to the waterfront because of South Street and the elevated FDR Drive.
- Largely low income and older population. High rise moderate income and affordable senior housing on the north side of South Street.
- Several large development sites proposed for high rise housing, including the Pathmark site and Edison mini-storage facility and parking.
- A large sports field, used by Murray Bergtraum High School, is generally not accessible to the public.
- Several municipal utility uses under the Manhattan Bridge overpass.
- The entire Subdistrict D is vulnerable to the impacts of Climate Change, with most developments in FEMA storm surge areas even in a Category 1 Hurricane.



Current Zoning

C6-4

FAR: C10 R10, CF10
Height Factor Building

M1-4

FAR: C2, M2, CF6.5
Height Factor Building

M1-6

FAR: C10, M10 CF10
Height Factor Building

C2-8

FAR: C2, R10, CF10

Subdistrict D: Recommendations

High Rise / High Density / Mixed Use

Option 1

M1-4 pier area and sports field and C2-8 walkway are mapped as Parkland.

Underlying: C6-4 Modified

FAR: C10, R10, CF10

Height Limit: 350 ft.

Pro: Offers guarantee of affordable housing and incorporates provisions for resilience.

Affordability Provisions

1. Guaranteed permanently Affordable Housing (20%) with 421a tax abatement.
2. In existing C6-4, additional guaranteed 30% permanently Affordable Housing (50% if not using 421a).
3. In existing M1-6, additional guaranteed 35% permanently Affordable Housing (55% if not using 421a) for rezoning from M to C thus allowing residential.
4. Additional 0.5 FAR for Culture either on site or as a contribution to a cultural resources fund.
5. Additional 0.5 FAR for Transfer of Development Rights from Subdistrict A and from Buildings of Significance.

Option 2

M1-5 pier area and sports field and C2-8 walkway are mapped as Parkland.

Retain M1-6.

Underlying: C6-4 Modified

FAR: C10, R10, CF10

Height Limit: 350 ft.

Pro: Produces less new residential development in flood and storm surge areas.

Affordability Provisions

1. Guaranteed permanently Affordable Housing (20%) with 421a tax abatement
2. In Existing C6-4, additional guaranteed 30% permanently Affordable Housing (50% if not using 421a)
3. Additional 0.5 FAR for Culture either on site or as a contribution to a cultural resources fund
4. Additional 0.5 FAR - Transfer of Development Rights from Subdistrict A and from Buildings of Significance.

Subdistrict D: Recommendations

High Rise / High Density / Mixed Use

Other Provisions

1. Add waterfront access and climate change resilience provisions.
2. Design for maximum open space and permeable surfaces.
3. Require anti-harassment and anti-demolition certification.
4. Use and size modifications. Allow additional uses not currently allowed in C6-4.
5. Restrict certain commercial and community facility uses.
6. Require certain waterfront related/community supportive facility uses on the ground levels.

Height and Bulk Examples



220 South St. - Potential affordable units: 673

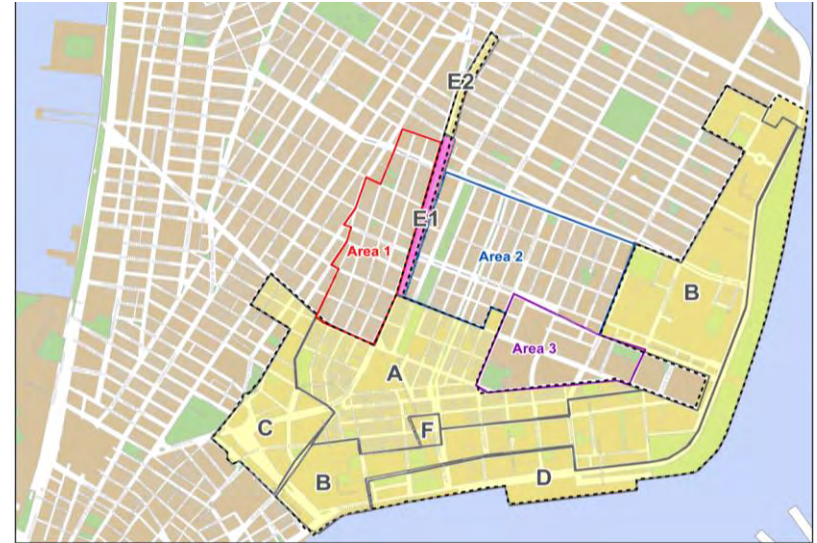


250 South St. - Potential affordable units: 782

Subdistrict E1: Bowery Corridor Grand to Bleecker

Special Characteristics

- The Bowery is New York City's oldest thoroughfare. Early center for theater and entertainment.
- Parts of the Bowery declined in the mid-20th Century - characterized by SRO buildings.
- Significant new out-of-scale development in recent years, in particular hotels and high rise luxury housing.
- Over 11 new hotels concentrated along and near the Bowery significantly change the scale and character of the area.
- Current C6-1 zoning on the east side of the Bowery in CD3 does not have a contextual height limit like the west side of the Bowery, which restricts building heights to 85 ft. as part of the Special Little Italy District, mapped entirely within CD2.
- A number of older tenements and other residential buildings remain along the corridor.
- A concentration of restaurant supply, furniture and lighting businesses is located in the southern section of the Bowery.



Current Zoning

C6-1

FAR: C6, R 0.87-3.44, CF 6.5

Height Factor Building

Subdistrict E1: Recommendations

Low-Medium Rise / Moderate Density / Mixed Use

OPTION 1

Underlying: C6-1G Modified

FAR: C6, R4.6, CF6

Height limit: 85 ft.

Affordability Provisions

1. Guaranteed 20% permanently Affordable Housing with 421a tax abatement.
2. Guaranteed 20% (40% if not using 421a) permanently Affordable Housing for increasing residential FAR from 3.44 to 4.6.

PRO: Offers contextual development and guarantees additional affordable housing.

OPTION 2

Extend Area C of Little Italy Special District to East Side of Bowery

Underlying: C6-1G Modified

FAR: C6, R0.87-3.44, CF6.5

Height limit: 85 ft.

Affordability Provisions

1. Guaranteed 20% permanently Affordable Housing with 421a tax abatement.
2. Bonus to Residential FAR 4.6 for 20% (40% if not using 421a) additional permanently Affordable Housing (if accepted as amendment to Special Little Italy District Area C by CB2 and CB3).

PRO: Reflects the zoning on the other side of Bowery while adding bonus for additional affordable housing.

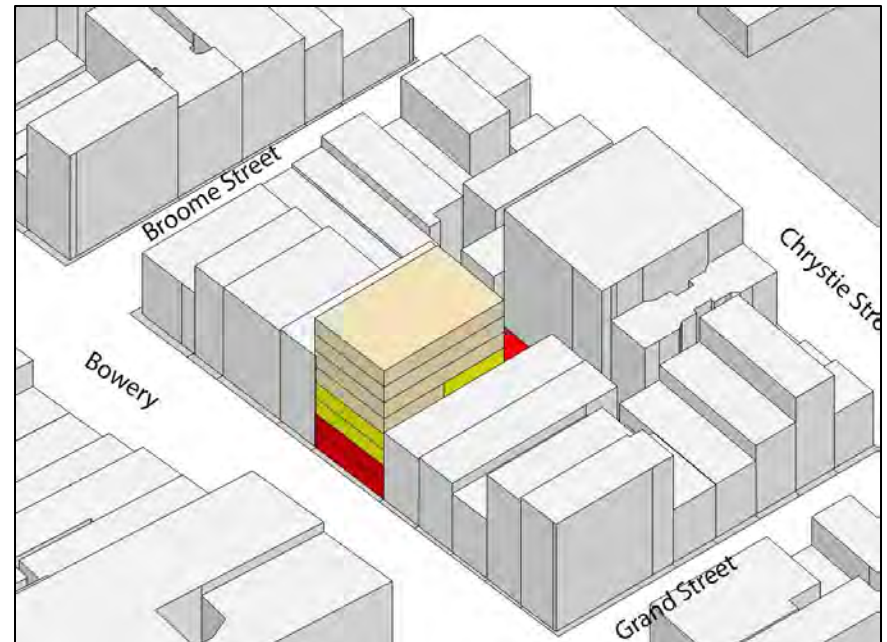
Subdistrict E1: Recommendations

Low-Medium Rise / Moderate Density / Mixed Use

Other Provisions

1. Add new “Buildings of Significance” to Special Little Italy District.
2. Add anti-harassment and anti-demolition certification.
3. Include “G” protections for existing manufacturing
4. Use and size modifications –add permitted uses to better reflect existing use diversity and mix.
5. Prohibit or Special permit selected uses.

Height and Bulk Example



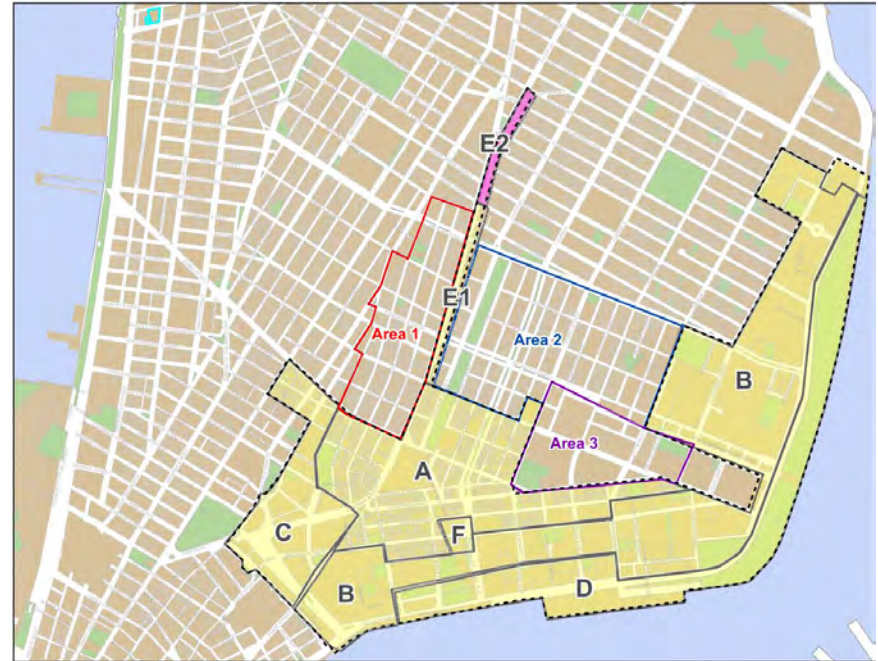
139 Bowery – Potential affordable units: 14

Subdistrict E2: Bowery Corridor

Bleecker to East 9th Street

Special Characteristics

- Important part of New York City's history, like the Bowery to the south. Also experiencing significant new out-of-scale development.
- While the west side of the Bowery is in parts protected by NOHO, NOHO Extension and NOHO East NYC Historic District designations, the east side of the Bowery is left with only the non-contextual C6-1 zone.
- Hotels have been constructed in recent years. Universities such as Cooper Union have capitalized on their classification as community facilities and built out of scale and character academic and commercial facilities in the northern-most section of the area.
- Although far fewer than along the Bowery further south, there are still several buildings housing low and moderate income residents, including a senior housing development.



Current Zoning

C6-1

FAR: C6, R 0.87-3.44, CF 6.5

Height Factor Building

Subdistrict E2: Recommendations

Low-Medium Rise / Moderate Density / Mixed Use

Proposed Zoning

Underlying: C6-1G

FAR: C6, R4.6, CF6.5

Height limit: 85 ft.

Pro: An extension of E1. Offers contextual development while guaranteeing affordable housing

Affordability Provisions

1. Guarantee 20% permanently Affordable Housing (with 421a tax abatement)
2. Guaranteed additional 20% (40% if not using 421a) permanently Affordable Housing for upzoning R from FAR 3.44 to FAR 4.6.

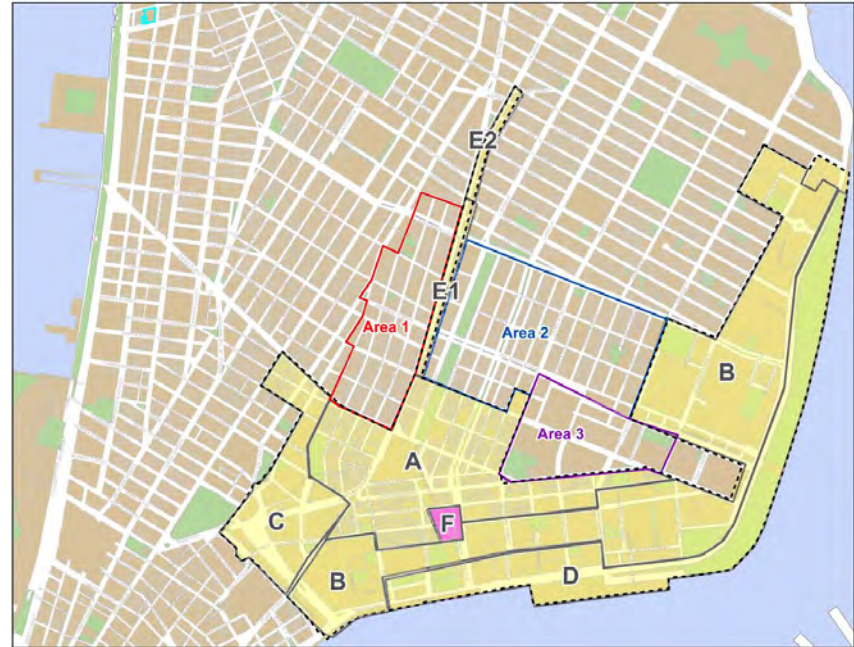
Other Provisions - same as Subdistrict E1

Subdistrict F: Under Bridge General Services

Medium Rise / Medium Density

Special Characteristics

- This area, located under the Manhattan Bridge, currently houses a skate park and the DEP Parking facility. It also has several utility facilities.
- Current **C8-4 zoning** allows for moderate density heavy commercial, manufacturing and automotive, uses, including some recreational uses, but does not permit housing.



Proposed Zoning

Keep existing C8-4
Zoning

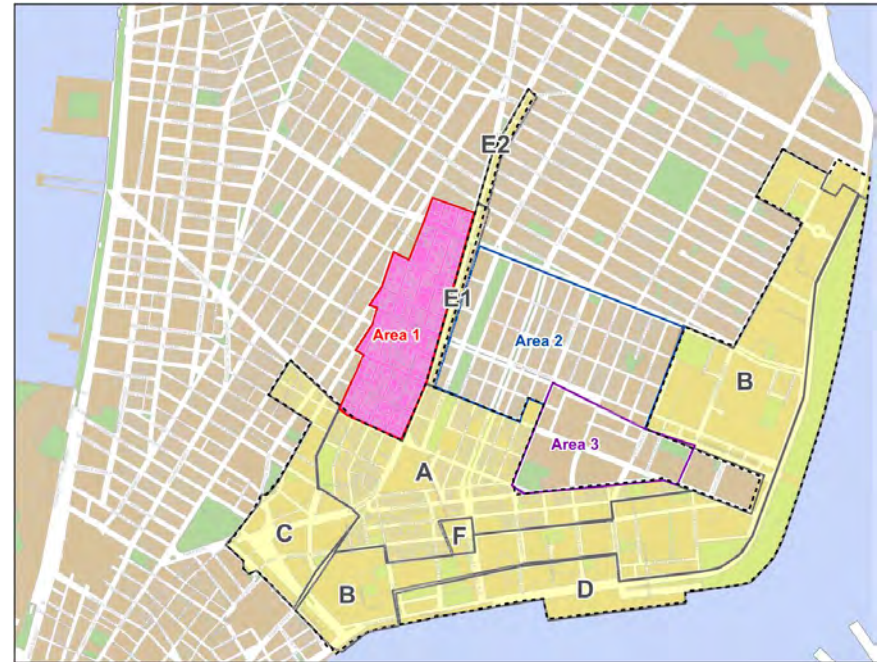
FAR: C 5, CF 6.5

Height Factor Building

Recommendation Area 1: Special Little Italy District

Characteristics

- Historically distinguished by its significant concentration of Italian small businesses and residents.
- Thanks to the Special District, Mulberry Street has retained many ethnically specialized stores, restaurants and buildings of cultural and historic significance.
- Many of the Italian residents have moved away in recent years and Chinese immigrants have taken their place. Signage, streetscape and commercial uses on most streets in the southern portion of the Special District are essentially the same as in the Chinatown Core.
- As a result of the Special District's height cap and demolition restrictions Little Italy remains characterized by lower rise, renter occupied and rent-stabilized tenement buildings with commercial uses on the lower floors and a very diverse mixture of land uses.



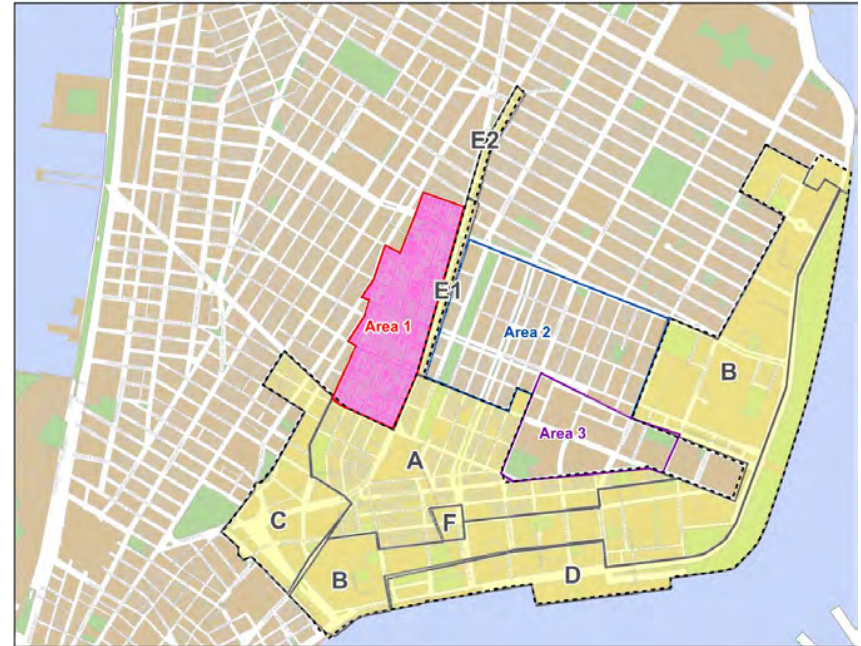
- Residents, especially those in the southern part of the Special District, have low incomes, experience a high rent burden and are vulnerable to displacement pressures as a result of rising rents.

Recommendation Area 1: Special Little Italy District

Recommendations

Because of similarities with Subdistrict A, amend the Special Little Italy District to include some of the same provisions.

- Extend 85ft. height limit to the other half of Bowery.
- Guarantee 20% Affordable Housing with 421a tax abatement.
- Add bonus for additional Affordable Housing.
- Add anti-harassment/anti-demolition certification requirement.
- Include the “G” designation for entire length of Special Little Italy District.
- Add new buildings to the list of Buildings of Significance.
- Modify allowed and excluded uses.
- Modify signage regulations.



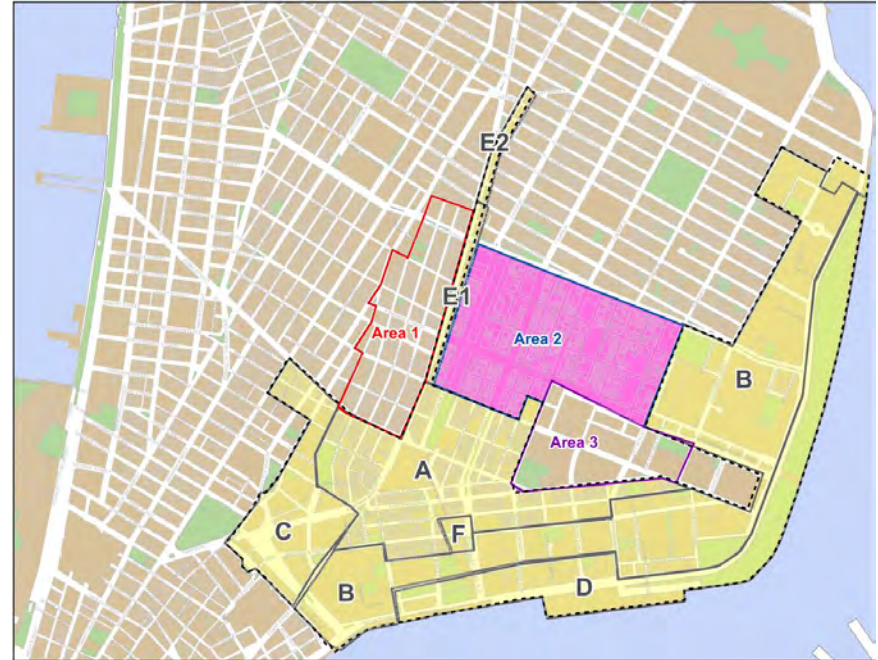
PRO:

Retains existing Little Italy Special District while adding selected provisions proposed for the Special Chinatown and Lower East River District.

Recommendation Area 2: North of Preservation Subdistrict A

Characteristics

- Area directly to the north of Grand Street shares almost all of the same characteristics in terms of population, income, built form and uses as Subdistrict A.
- Home to countless numbers of immigrants. Still home to second and third generation ethnic residents and ethnically specialized stores. Today, however, there is also a large presence of Chinese immigrants and small businesses.
- The area is characterized by lower rise, renter occupied and rent-stabilized tenement buildings with commercial uses on the lower floors and a very diverse mixture of land uses including some light manufacturing, service and repair facilities and wholesale and distribution businesses.
- Over the last few years many small ethnic specialty stores and restaurants have been replaced with art galleries, clubs and bars.



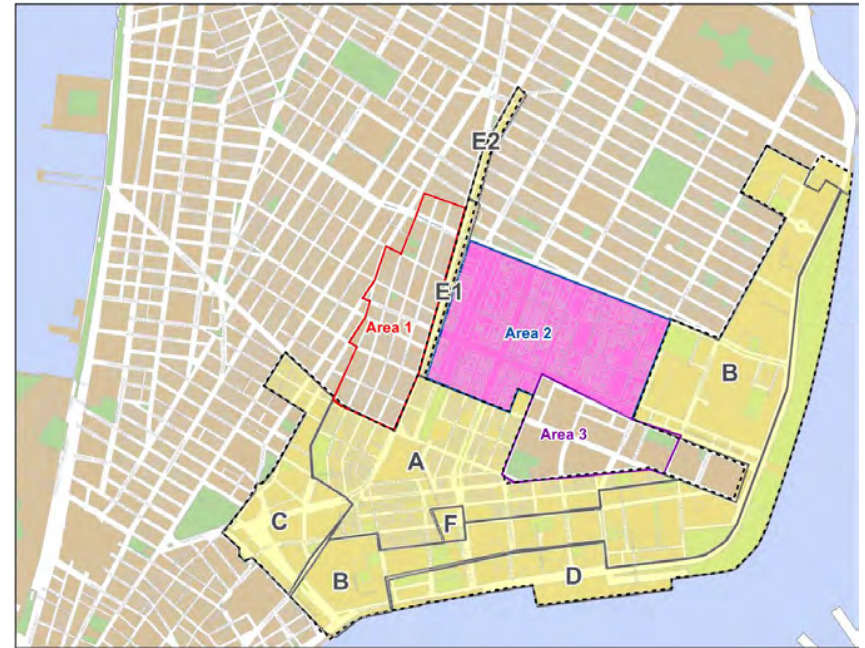
- Although the area is predominantly low rise in scale, there have been an increasing number of new higher density developments especially around Delancey and Houston Streets and many residents express concern over harassment and displacement pressures.

Recommendation Area 2: North of Preservation Subdistrict A

Recommendations

Adopt selected provisions similar to Subdistrict A

1. Add anti-harassment/anti-demolition certification requirement
2. Guarantee 20% affordable housing with 421a tax abatement
3. Add guarantee or bonus for additional affordable housing
4. Include “G” designation to protect manufacturing
5. Add Buildings of Significance
6. Modify allowed and excluded uses
7. Modify signage regulation



OPTION 1

CB3 could agree to expand the RFP Boundary to include this area and add it to the Special Chinatown and Lower East River District as Subdistrict A2: North of Preservation Subdistrict A. The provisions of this new Subdistrict would be very similar to those in proposed Subdistrict A.

PRO: Special District designation makes adoption of provisions simpler.

OPTION 2

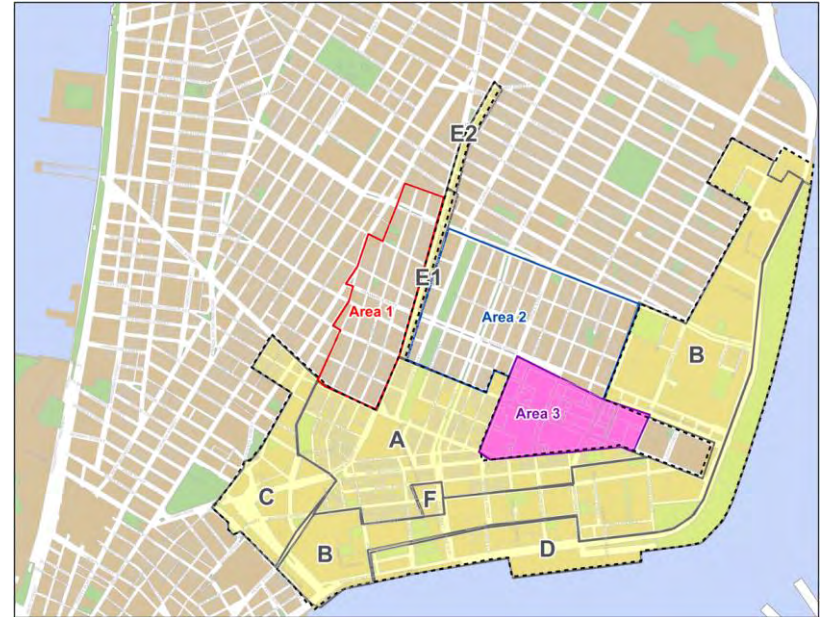
Should CB3 decide not to add the area as another Subdistrict of the Special District, they would need to approach DCP and HPD regarding adoption of selected provisions similar to Subdistrict A, such as anti-harassment/anti-demolition certification, adding Buildings of Significance, and modifying allowed and excluded uses.

PRO: Does not require extending the boundaries of the Special District.

Recommendation Area 3: North of East Broadway

Characteristics

- Although this area has been rezoned as part of the Seward Park Mixed-Use Development Project and a developer has recently been chosen no provision for anti-harassment or anti-demolition certification was included at the time of the rezoning.
- Some residents fear that they will be vulnerable to displacement pressures with redevelopment of the area.



Recommendation

Community Board 3 should consider adding anti-harassment /anti-demolition certification requirements in this area.

PRO: Allows for additional protection for any existing tenants.

CWG Implementation Strategy

The CWG should undertake the following steps in advocating for and implementing the proposed 197-c Zoning Action:

- Finalize decisions on zoning options
- Establish a Zoning Action Group

Once established, the Zoning Action Group should:

- Coordinate with other CWG groups and other community organizations and elected officials.
- Meet with Community Boards 1, 2 and 3.
- Initiate preliminary discussions with zoning staff at DCP's Manhattan Office. Identify additional tasks that need to be done.
- Work with HPD, NYCHA and other city agencies on zoning related affordability, public housing and other recommendations.
- Decide who is going to formally submit the 197-c application to DCP. Note that 197-c Zoning Actions require Environmental Review, the cost of which is borne by the applicant and can be prohibitive.
- Work with DCP in finalizing the Special District text.
- Submit 197-C zoning proposal to DCP.
- Engage with community residents, organizations, elected officials and others through the 197-c public review process.

**To view and download the full report please visit
the Chinatown Working Group website at:**

www.chinatownworkinggroup.org