LR ITEM 3: DESCRIPTION OF PROPOSAL
GLENMORE MANOR
JANUARY 8, 2020

1. Introduction
The New York City Department of Housing Preservation and Development ("HPD") proposes a number of land use actions to facilitate the construction of one 11-story new construction building with approximately 232 affordable rental units plus one superintendent unit, and community facility and retail uses on the ground floor and second story ("Proposed Development"). The Proposed Development will be located on Block 3692, Lots 1, 2, 3, 4, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35 and 37 ("Development Site") within the Brownsville II Urban Renewal Area ("URA"). HPD also proposes a zoning map amendment and zoning text amendment for the Development Site and privately owned parcels, Block 3692, Lots 19, 20, 21, 22, and p/o 18 ("Privately Owned Lots") collectively known as the ("Project Area"). The Project Area is currently located in an R6 zoning district in the Brownsville neighborhood within Brooklyn Community District 16.

The proposed land actions are:

- Urban Development Action Area ("UDAA") designation, Urban Development Action Area Project ("UDAAP") approval, and disposition of the City-owned Development Site (Block 3692, Lot 1, 2, 3, 4, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35 and 37);
- Zoning map amendment to rezone the Project Area from the existing R6 zoning district to an R7D/C2-4 zoning district and an R7A/C2-4 zoning district. The southern portion of the Project Area, along Glenmore Avenue and extending 100 feet north, would be rezoned to the R7D/C2-4 zoning district, and the northern portion of the Project Area, along Christopher and Liberty Avenues, would be rezoned to the R7A/C2-4 zoning district;
- Zoning text amendment to Zoning Resolution ("ZR") Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas for Brooklyn Community District 16, to establish the Project Area as a Mandatory Inclusionary Housing ("MIH") Area; and
- Amendment to the Brownsville II Urban Renewal Plan ("URP") to change the designation of Site 111B from public and institutional use to residential use, which would permit residential and all other uses permitted by zoning and to extend the duration of the URP.

2. Background
The proposed Development Site is a designated site under the Brownsville II URP. The URP was first approved by the City Planning Commission ("CPC") on October 31, 1984 (C 841019 HUK). The most recent amendment was adopted by the CPC on May 22, 1996 (C 960360 HUK), approved by the City Council June 25, 1996 (Reso.1816) and approved by the Mayor on April 3, 2000 (Cal. No. 42). The Development Site is Site 111B in the URP, which is currently restricted to public and institutional land uses. The Development Site was also a part of an application for the sale of parcels of City-owned property submitted by the Department of Real Estate which was approved on August 22, 1977 (C 770300 PPK). Finally, the Development Site received disposition approval to facilitate the construction of a 200-bed residential health care facility simultaneously with the adoption of the second amended plan in May 1996 (C 960362 HDK).

The Brownsville Request for Proposals ("RFP") was issued in August 2017 by HPD as part of Mayor de Blasio's *Housing New York: A Five-Borough, Ten-Year Plan*. The RFP was released in part to develop a series of high-quality, sustainable, mixed-use and mixed-income affordable housing developments in the Brownsville neighborhood of Brooklyn. The RFP was also a product of the Brownsville Neighborhood Planning Process, a community-based process to develop a shared vision and plan for the future of Brownsville, which resulted in *the Brownsville Plan*. The *Brownsville Plan* established four major goals: achieve equitable health outcomes, improve neighborhood safety, promote community economic development and foster local arts and identity.

The RFP highlighted three sites including the Development Site, also known as Christopher-Glenmore, or Site B. As outlined in the RFP, the Brownsville neighborhood has a strong entrepreneurial and creative presence that contributes to the life and culture of the community and city as a whole; however, the neighborhood struggles with high levels of unemployment and limited employment opportunities. For Site B, the RFP requested new pathways to economic opportunities, affordable housing, workforce development, education, business incubation, and other strategies with a focus on entrepreneurship and emerging fields involving technology and innovation. The Proposed Development responds to the RFP priorities, which were informed by community input, and it was designated July 26, 2018.

3. Description of the Surrounding Area

The Project Area is in the northeastern section of the Brownsville neighborhood located within Brooklyn Community District 16. The Project Area is bounded by Glenmore Avenue to the south, Christopher Avenue to the east, Liberty Avenue to the north and Mother Gaston Boulevard to the west.

The area within a 600-foot radius of the Project Area (the "Surrounding Area") is predominantly zoned R6, R6/C2-3, R7A, R7A/C2-4 and M1-4.

R6 districts are residential districts that are widely mapped in built-up, medium-density areas in Brooklyn, Queens and the Bronx. Under height factor regulations, the floor area ratio ("FAR") in R6 districts ranges from 0.78 (for a single-story building) to 2.43 at a typical height of 13 stories. Optional Quality Housing regulations produce high lot coverage buildings within height limits that often reflect the scale of older, pre-1961 apartment buildings in the neighborhood. Under Quality Housing zoning regulations, the allowable FAR ranges from 2.20 on a narrow street to 3.0 on a wide street assuming no Inclusionary bonus.

R7A is a contextual district that allows for new medium-density residential development. R7A contextual districts produce high lot coverage, seven- to nine-story apartment buildings set at or near the street line designed to be compatible with older buildings in medium-density neighborhoods. In Inclusionary Housing Designated Areas ("IHDAs") and MIH Areas, residential development complying with the Inclusionary Housing Program is permitted at a maximum FAR of 4.6. Community facility use is permitted at a maximum of 4.0 FAR.

C2-3 and C2-4 zoning districts are commercial overlay districts mapped within residential districts along streets that serve local retail needs. Typical retail uses include neighborhood grocery stores, restaurants and beauty parlors, funeral homes, and repair services. In mixed-use buildings, commercial uses are limited to one floor and must always be located below the residential use. When mapped in R6 through R10 districts, the maximum commercial FAR is 2.0.

M1 zoning districts are often buffers between M2 or M3 districts and adjacent residential or commercial districts. M1 districts allow certain community facility uses, commercial uses and light industrial uses, such as woodworking shops, repair shops, and wholesale service and storage facilities.

The land uses within the Surrounding Area consist of a variety of uses including a wide range of multi-family walk-up and elevator buildings, one- and two-family residences, commercial buildings, industrial uses and public facilities and institutions. Parking uses and vacant lots are dispersed throughout the Surrounding Area. The built character is mixed, with buildings ranging in height from one to 24 stories.

New York City Housing Authority ("NYCHA") housing is located directly to the west and south of the Project Area. The Howard Houses comprise 10 seven-story and 13-story buildings with a total of 815 dwelling units on approximately 665,000 square feet of lot area. The Glenmore Plaza Houses comprise four buildings (between 10 – 24 stories) with a total of 468 dwelling units on approximately 181,000 square feet of lot area.

There are two schools within the Surrounding Area. The Uncommon Schools' Leadership Preparatory Ocean Hill Charter School is located directly across from the Project Area along Christopher Avenue (Block 3693). Public School 298 Dr. Betty Shabazz is located southwest of the Project Area along Glenmore Avenue (Block 3507).

The Surrounding Area is also well served by recreational and open space uses. Howard Playground is located directly west of the Project Area (Block 3489). Powell Playground is located southeast (Block 3709) along Powell Street. Houston Playground is located two blocks east of the Project Area (Block 3694) along Glenmore Avenue. McLeod's Community Garden is also located to the northeast along Liberty Avenue (Block 3694).

The Brooklyn Public Library's Brownsville Branch is located west of the Project Area (Block 3489), adjacent to the Howard Playground. FDNY's Engine 231/Ladder 120/Battalion 44 Station is located just south of the Project Area along Watkins Street (Block 3507) and adjacent to Public School 298. Lastly, there are numerous churches located within the Surrounding Area including: Rising Sun Worship Center (Block 3675), New Life Ministries International (Block 3695), Redeem Church of God (Block 3712), Ministerio Ofreciendo Liberated a Los Cautivos Alpha y Omega (Block 3709) and Discipleship Faith Church of God (Block 3709).

The Project Area is well served by public transportation and is located within the Transit Zone pursuant to ZR Appendix I. The elevated L Sutter Avenue subway station is located approximately five blocks southeast of the Project Area at the intersection of Sutter Avenue and Van Sinderen Avenue. Similarly, the elevated L Atlantic Avenue subway station is located at the intersection of Atlantic Avenue and East New York Avenue, approximately four blocks north of the Project Area. The Long Island Rail Road's East New York train station is located adjacent to the Atlantic Avenue subway station and provides service to New York Penn Station, and multiple destinations across Long Island. The Project Area is located one block north of the Pitkin Avenue and Mother Gaston Boulevard bus stop, serving the B14 line, and two blocks south of the East New York Avenue and Mother Gaston Boulevard bus stop, serving the B12 line.

4. Description of the Proposed Project Area

The Project Area is located in the Brownsville neighborhood of Brooklyn Community District 16. The Project Area is zoned R6, a medium-density residential district. The Project Area includes the Development Site (Block 3692, Lots 1 - 4, 23 - 32, 34, 35 and 37) located at 97-117 Glenmore Avenue, which is entirely City-owned, and the Privately Owned Lots (Block 3692 Lots p/o 18, 19, 20, 21, 22). The Project Area is approximately 49,063 square feet, and is bounded by Glenmore Avenue to the south, Mother Gaston Boulevard to the west, Liberty Avenue to the north and Christopher Avenue to the east.

The Development Site consists of underutilized, vacant City-owned land with approximately 40,000 square feet of lot area. The Development Site is an L-shaped parcel with frontage on Glenmore Avenue (200 feet), Mother Gaston Boulevard (100 feet) and Christopher Avenue (300 feet).

The Privately Owned Lots have an approximate lot area of 9,063 square feet and front on Liberty Avenue and Christopher Avenue. The Privately Owned Lots comprise vacant Lot 19, p/o Lot 18, and Lots 20, 21 and 22 which are occupied by multifamily residential walk-up buildings. The following are descriptions of the Privately Owned Lots included in the proposed Project Area:

- Block 3692, Lot 18 (98 Liberty Avenue) has approximately 24 feet of frontage along Liberty Avenue, and a lot area of 2,462 square feet. Lot 18 is currently occupied with a three-story multi-family residential walk-up building with a total floor area of approximately 4,485 square feet (1.82 FAR). The building includes four residential units. Lot 18 is partially located within the proposed Project Area and is privately owned.

- Block 3692, Lot 19 has approximately 25 feet of frontage along Christopher Avenue, 89 feet of frontage along Liberty Avenue and a lot area of approximately 2,225 square feet. Lot 19 is currently vacant and privately owned.

- Block 3692, Lot 20 (40 Christopher Avenue) has approximately 25 feet of frontage along Christopher Avenue, and a lot area of approximately 2,188 square feet. Lot 20 is improved with a three-story multi-family residential walk-up building with a total floor area of approximately 4,200 square feet (1.92 FAR). The building includes four residential units. Lot 20 is privately owned.

- Block 3692, Lot 21 (42 Christopher Avenue) has approximately 25 feet of frontage along Christopher Avenue, and a lot area of approximately 2,188 square feet. Lot 21 includes an existing three-story multi-family residential walk-up building with a total floor area of approximately 4,200 square feet (1.92 FAR). The building includes six residential units. Lot 21 is privately owned.

- Block 3692, Lot 22 (44 Christopher Avenue) has approximately 25 feet of frontage along Christopher Avenue, and a lot area of approximately 2,188 square feet. Lot 22 includes an existing three-story multi-family residential walk-up building with a total floor area of approximately 4,200 square feet (1.92 FAR). The building includes six residential units. Lot 22 is privately owned.

5. Description of the Proposed Development Site

The Development Site includes Block 3692, Lots 1 - 4, 23 - 32, 34, 35 and 37 located at 97-117 Glenmore Avenue. The Development Site consists of underutilized, vacant City-owned land. The Development Site is an L-shaped parcel with frontages on Glenmore Avenue (200 feet), Mother Gaston Boulevard (100 feet) and Christopher Avenue (300 feet). The Development Site is approximately 40,000 square feet and is designated as Site 111B within the Brownsville II URA.

6. Description of the Proposed Development

The Proposed Development will be an 11-story mixed-use affordable housing building. It will include approximately 120,704 square feet of floor area within the R7D/C2-4 portion of the site and approximately 82,907 square feet of floor area within the R7A/C2-4 portion of the site, for a total of approximately 203,611 square feet of floor area (for a combined FAR of 5.09).

The Proposed Development will include approximately 185,010 square feet of residential floor area (4.6 FAR) consisting of approximately 232 affordable residential dwelling units plus one super's unit, of which approximately 8,200 square feet will be dedicated as Affordable Independent Residence for Seniors ("AIRS") units, resulting in approximately 16 AIRS units. Residential amenities will be located on the cellar and ground floors and will include a computer room, laundry room, fitness room, bike storage, tenant storage and general building storage. The proposed building will also include a landscaped multilevel rear yard of approximately 9,553 square feet that will be accessible to all building residents.

Offices for delivery of support services will be located in the cellar and a multi-purpose room open to all building residents will be located on the first floor. The Proposed Development will include a residence manager, security and a Program Director who will oversee the integration of social services with building management. The range of social services includes, and is not limited to, living assistance programs, counseling and other healthcare system related services.

Approximately 18,601 square feet of commercial and community facility space is proposed, with commercial on the first floor and community facility space on the first and second floors within the proposed R7D/C2-4 portion of the Proposed Development (approximately 9,224 square feet of commercial space and approximately 9,377 square feet of community facility space, approximately 0.23 FAR each). These commercial and community facility spaces are anticipated to be an "entrepreneurial hub" to meet the needs of local businesses and non-profits. The development of commercial storefronts at the Development Site will contribute to a sense of vibrancy and pedestrian activity at the street level, promoting an active and diverse mixed-use corridor in keeping with the Brownsville Plan. Additionally, approximately 59 commercial parking spaces, permitted but not required under zoning, will be located in the cellar level with access along

Christopher Avenue. Since the Development Site is located within the Transit Zone, parking for the residential units is not required and will not be provided.

The Proposed Development will have varying heights to provide visual interest to the surrounding area. Along Glenmore Avenue, within the R7D/C2-4 zoning district, the Proposed Development will rise to a base of nine stories tall (approximately 95 feet), set back 15 feet and rise to a total height of 11 stories (approximately 115 feet). Along Christopher Avenue, beyond 100 feet of Glenmore Avenue within the proposed R7A/C2-4 zoning district, the Proposed Development will rise to a base of seven stories tall (approximately 75 feet), set back 15 feet and rise to a total height of nine stories (approximately 95 feet). Further north on Christopher Street, the Proposed Development will step down to a total height of six stories (approximately 65 feet). Along Mother Gaston Boulevard, a setback of 10 feet will be provided above the ninth story. The street wall at this portion of the Proposed Development will be built to align with the existing buildings to the north on Mother Gaston Boulevard, and set back approximately 1.4 feet from the street line. Under ZR § 35-651(b), the street wall is not permitted to set back and the building is required to be built at the street line on Mother Gaston Boulevard. Therefore, a Mayoral Zoning Override to waive street wall requirements set forth under ZR § 35-651(b) is being requested.

7. Actions Necessary to Facilitate the Project

HPD is seeking approval of the following land use actions to facilitate the Proposed Development:

1. Designation of an Urban Development Action Area and Approval of an Urban Development Action Area Project

   The Development Site consists of underutilized, vacant property which tends to impair or arrest the sound development of the surrounding community, with or without tangible physical blight. Incentives are needed in order to induce the correction of these substandard, insanitary, and blighting conditions. The project activities would protect and promote health and safety and would promote sound growth and development. The Development Site is therefore eligible to be an Urban Development Action Area and the Proposed Development is therefore eligible to be an Urban Development Action Area Project pursuant to Article16 of the General Municipal Law.

   Disposition of City-Owned Property:

   The Development Site (Block 3692, Lot 1, 2, 3, 4, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35 and 37) will be conveyed to a developer to be selected by HPD.

2. Amendment to the Brownsville II Urban Renewal Plan

   HPD proposes an amendment to the Brownsville II URP to extend the duration of the plan to January 1, 2040, and to change the land use designation of Site 111B (Block 3692, Lots 1 - 4, 23 - 32, 34, 35 and 37). The proposed land use change, from public and institutional to residential uses, will facilitate the development of the mixed-use affordable housing project.

3. Zoning Map Amendment

   A zoning map amendment is proposed to rezone the Project Area from the existing R6 zoning district to an R7D/C2-4 zoning district and an R7A/C2-4 zoning district. The southern portion of the Project Area, along Glenmore Avenue and extending 100 feet north would be rezoned to the R7D/C2-4 zoning district, and the northern portion of the Project Area along Christopher and Liberty Avenues would be rezoned to the R7A/C2-4 zoning district.

   R7D districts promote new contextual developments along transit corridors. Quality Housing bulk regulations are mandatory in R7D districts and produce 10-story buildings. The base height for R7D is 60-85 feet before being set back with a total height of the building being 105 feet. The buildings are set at or near

street line but should maintain continuity of the existing street wall. The permitted FAR is 4.2 and the building must include amenities for the residents as required by the Quality Housing program. For buildings complying with the MIH program, the maximum base height is 95 feet, the maximum overall building height is 115 feet, and the maximum residential FAR is 5.6. R7D also requires non-residential use on the ground flow when combined with a commercial overlay.

R7A zoning districts are contextual districts that allow new medium-density residential developments. R7A contextual districts produce high lot coverage, seven- to nine-story apartment buildings set at or near the street line designed to be compatible with older buildings in medium-density neighborhoods. In IHDAs and MIH Areas, residential developments complying with the Inclusionary Housing Program are permitted at a maximum FAR of 4.6. The base height of R7A buildings are 40-75 feet, if providing for Quality Housing regulations with a qualifying ground floor. R7A buildings can rise to a maximum height of 85 feet. Community facility use is permitted at a maximum of 4.0 FAR.

C2-4 zoning districts are commercial overlay districts mapped within residential districts along streets that serve local retail needs. Typical retail uses include neighborhood grocery stores, restaurants and beauty parlors, funeral homes, and repair services. In mixed-use buildings, commercial uses are limited to one floor and must always be located below the residential use. When mapped in R6 through R10 districts, the maximum commercial FAR is 2.0.

The proposed zoning map amendment on the Project Area from an R6 to R7A and R7D zoning districts with a C2-4 commercial overlay is appropriate. The Project Area is surrounded by higher density NYCHA buildings directly to the west and south of the Project Area. The higher density portion of the proposed building with approximately 11 stories is planned along Mother Gaston Boulevard to respond to the surrounding buildings on the west side of the Project Area, and is better accommodated on Mother Gaston Boulevard, a wide street. Further, the mapping of an R7A district is appropriate on the northern portion of the Project Area. The stepping down of the Proposed Development on Christopher Avenue from nine to seven stories responds to the lower heights of adjacent existing multi-family walk-up buildings. The proposed commercial overlay is complimented by the commercial zoning districts mapped along Mother Gaston Boulevard and the intersections of both Pitkin Avenue and Belmont Avenue, which are commercial corridors to the south of the Proposed Development. The Proposed Development will also establish commercial and community facility uses that will be complimented by the commercial parking provided. Finally, the Proposed Development is across the street from a public playground and will draw community members into the development.

Additionally, the Project Area's accessibility to public transportation suggests that it is appropriate for the increased density that will result from this zoning map amendment. The Project Area is well served by public transportation. About a half mile in either direction there is access to public transportation: there is a B12 bus stop to the north on East New York Avenue and Mother Gaston Boulevard; the A/C Liberty Subway Station is located 10 blocks to the northeast; and the L Sutter Avenue Subway Station is located two blocks to the south.

Lastly, the proposed zoning map amendment is consistent with the goals of the Brownsville Plan, as it will maximize the amount of affordable housing at the Development Site and encourage ground-floor retail space that will activate the corridor.

4. Zoning Text Amendment

   A zoning text amendment is proposed to Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas to establish the Project Area as an MIH Area.

HPD proposes to map the Project Area as an MIH Area, which requires permanently affordable housing within new residential developments, enlargements, and conversions from non-residential to residential use. Within the proposed MIH Area, all housing developments, enlargements and conversions must meet the criteria set forth in the MIH Program. The project proposes to comply with the following option pursuant to ZR Section 23-154:

- Option 1: at least 25 percent of residential floor area must be permanently affordable to households with income at a weighted average of 60 percent of area median income ("AMI")

8. Conclusion

HPD is seeking land use actions including UDAA designation, UDAAP approval, the disposition of City-owned land, an amendment to the Brownsville II URP, a zoning map amendment to rezone the Project Area from the existing R6 zoning district to an R7D/C2-4 zoning district and an R7A/C-4 zoning district, and a zoning text amendment to ZR Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas to establish the Project Area as an MIH Area. The proposed actions will facilitate the development of an 11-story mixed-use affordable building with approximately 233 units that includes permanently affordable units.

The Proposed Development aims to provide high-quality, sustainable, mixed-use and mixed-income affordable housing, new pathways to economic opportunities, workforce development, education, and business incubation in the Brownsville neighborhood of Brooklyn.