1166 Bedford Avenue Rezoning
Block 1990, Lots 29, 30, and 40
Borough of Brooklyn

I. Introduction

This is an application by Khalifah Residences LLC (the "**Applicant**"), which is comprised of Kalel Companies and Masjid Abdul Muhsi Khalifah (the "**Masjid**"), to the New York City Planning Commission (the "**CPC**") for certain land use actions to facilitate the development of a new mixed-use, residential, commercial, and community facility building at 1166 Bedford Avenue (Block 1990, Lot 30), Borough of Brooklyn, in the neighborhood of Bedford-Stuyvesant in Brooklyn Community District 3 (the "**Development Site**"). The new development will be comprised of a 12-story building containing a total of 144 affordable independent residences for seniors ("**AIRS**"; the "**Proposed Development**") and one superintendent's unit. The Proposed Development will contain a total of 93,837 square feet, of which 75,602 square feet is residential zoning floor area, 4,823 square feet is commercial zoning floor area, and 13,412 square feet is community facility zoning floor area. The land use actions required to facilitate the Proposed Development are as follows:

1. An amendment to the zoning map in the Zoning Resolution of the City of New York ("**Zoning Resolution**" or "**ZR**"), pursuant to Section 197-c of the New York City Charter, to change an R6A zoning district to an R7X district for an area within Block 1990 east of a line 100 feet westerly of, and parallel to, Bedford Avenue, which is comprised of Lots 29, 30, and 40 (the "**Project Area**"); and

2. An amendment to the text of Appendix F of the Zoning Resolution pursuant to Section 201 of the New York City Charter to designate the Project Area as a Mandatory Inclusionary Housing ("**MIH**") Area.

II. Background

The 20,000 square foot Project Area has 200 feet of frontage on Bedford Avenue and 100 feet of frontage on both Madison Street and Putnam Avenue, in the neighborhood of Bedford-Stuyvesant in Brooklyn. It is within an R6A district with a C2-4 commercial overlay.

In 1961, the entire Project Area was zoned as an R6/C2-3 district, with the R6 district extending over several blocks in all directions and the C2-3 overlay mapped along Bedford Avenue, for a depth of 100 feet.

In 2007, the City adopted a comprehensive rezoning of the Bedford-Stuyvesant South neighborhood (ULURP Nos. C 070447 ZMK and N 070448 ZRY), which, among other things, mapped R6A and R6B districts over an approximately 206-block area extending from Atlantic Avenue on the south to Quincy Street on the north. This rezoning aimed to preserve neighborhood scale and character, maintain opportunities for apartment development along certain corridors, and allow for residential growth with incentives for affordable housing along the Fulton Street transit

and retail corridor. The 2007 Bedford-Stuyvesant rezoning changed the zoning designation of the Project Area from R6/C2-3 to R6A/C2-4.

In 2012, the City adopted a rezoning of an approximately 140-block area of Bedford Stuyvesant North (ULURP No. C 120294 ZMK), an area approximately three blocks north of the Project Area, mapping contextual zoning districts, establishing a new Enhanced Commercial District, and an Inclusionary Housing Area. The primary objective of the rezoning was to preserve the existing character of the core of the neighborhood, while allowing mixed-use growth on commercial corridors with the creation of affordable housing through the Inclusionary Housing program.

On May 28, 2025, the City adopted the Atlantic Avenue Mixed Use Plan (the "**AAMUP**"), which rezoned an approximately 21-block area of Prospect Heights, Crown Heights, and Bedford-Stuyvesant (ULURP Nos. C 250023 PPK, C 250022 PPK, C 250021 PPK, C 250020 PQK, C 250019 PQK, C 250018 PQK, C 250017 HAK, C 250016 HAK, N 250015 ZRK, and C 250014 ZMK), approximately four blocks southwest of the Project Area. Such actions mapped high density districts along major corridors, while increasing density to a more moderate degree along midblocks. Further, a special district was established over the AAMUP area, which, among other things, established a bulk incentive program for non-residential uses within mixed-use buildings. Such rezoning focused on emphasizing and incentivizing the area's mixed-use and industrial character, while providing opportunities for housing growth to address the housing crisis.

There have been no privately initiated zoning map amendments in the Surrounding Area (defined below) in the past decade.

At the outer edge of the Surrounding Area, approximately two blocks to the southeast, lies the Bedford Historic District (LP-2514), which was designated in 2015 in recognition of the neighborhood's collection of pre-20th century rowhouses.

III. Description of the Surrounding Area

The area within a 600-foot radius of the Project Area (the "**Surrounding Area**") is a mixed-use area in the Bedford-Stuyvesant neighborhood of Brooklyn Community District 3 mapped with R6A and R6B zoning districts, with a C2-4 commercial overlay mapped along Bedford Avenue.

The built form in the Surrounding Area was largely (though not totally) established in the first decades of the 20th century, which replaced the buildings constructed during the neighborhood's first wave of urbanization after the Civil War. Such built form is typical of early 20th century Brooklyn rowhouse neighborhoods, albeit with some medium-rise buildings along the avenues. However, in the 21st century there has been increased development activity in the Surrounding Area of multifamily and mixed use buildings, particularly along the bustling Bedford Avenue commercial corridor, including 1149 Bedford Avenue (Block 1822, Lot 7501), 1153 Bedford Avenue (Block 1822, Lot 7), and 186 Putnam Avenue (Block 1996, Lot 7503), which are directly adjacent to the Project Area, as well as the ten-story tall 12 Halsey Street (Block 1842, Lot 15) three blocks south of the Project Area. In the Surrounding Area, this development history has resulted in a predominance of two- to four- story multi- and single-family rowhouses on the side streets and of mixed-use three- to six- story multifamily buildings along Bedford Avenue. Within

and slightly beyond the Surrounding Area there are several commercial corridors: Bedford Avenue itself, Fulton Street three blocks south of the Project Area, and Nostrand Avenue one block east of the Project Area.

Zoning

Within the Surrounding Area, Bedford Avenue, to a depth of 100 feet, is mapped as an R6A zoning district with a C2-4 commercial overlay, while the remainder of the Surrounding Area is mapped as an R6B zoning district.

Under R6A zoning, the maximum permitted floor area ratio ("**FAR**") is 3.0 for both residential and community facility uses and 3.9 for qualifying affordable housing and qualifying senior housing. Height and setback regulations allow for a maximum base height of 65 feet and a maximum building height of 75 feet (or 95 feet for qualifying affordable housing or qualifying senior housing). C2-4 districts are commercial overlay districts which permit many commercial uses in Use Groups VI, VII, and VIII, such as local retail, personal service establishments, and offices, in addition to residential and community facility uses. In a C2-4 district mapped over an R6A district, the maximum permitted FAR for commercial uses is 2.0.

R6B districts permit a maximum FAR of 2.0 for both residential and community facility uses and 2.4 FAR for qualifying affordable housing or qualifying senior housing. Height and setback regulations allow for a maximum base height of 45 feet and a maximum building height of 55 feet (or 65 feet for qualifying affordable housing or qualifying senior housing).

Transportation

Transit options in the Surrounding Area are extensive. Nearby mass transit includes the A, C, and G subway lines as well as the Franklin Avenue shuttle. A and C trains stop approximately a quarter of a mile southeast of the Project Area at the intersection of Nostrand Avenue and Fulton Street. The C train and Franklin Avenue shuttle stop less than a quarter of a mile southwest of the Project Area at the intersection of Fulton Street and Franklin Avenue. Finally, G trains stop approximately a third of a mile to the north of the Project Area at the intersection of Bedford and Lafayette Avenues. Nearby regional rail stops include the Long Island Rail Road stops at the intersection of Atlantic and Nostrand Avenues (approximately a third of a mile to the southeast) and Atlantic Terminal (approximately a mile to the west). Bus lines include the B44 and B44 SBS (the third busiest bus route in Brooklyn), which run along Bedford Avenue through the Project Area, connecting South Williamsburg and Sheepshead Bay; the B26 runs along Putnam Avenue and stops within the Project Area, connecting Downtown Brooklyn to Ridgewood; the B52 runs along Gates Avenue connecting Downtown Brooklyn to Ridgewood; the B25 runs along Fulton Street connecting Downtown Brooklyn to Broadway Junction; and the B48 runs along Franklin and Classon Avenues connecting Prospect Park to East Williamsburg. Bedford and Franklin Avenues have protected bike lanes, Classon Avenue has a bike lane, and the Surrounding Area contains two Citi Bike stations.

Public Facilities

There are three schools within the Surrounding Area: the Clara Muhammad School of Masjid Khalifah (the "**School**"), a K-8 school within the Development Site, the 300-seat Bedford Academy High School northeast of the Project Area, and the 728-seat P.S. 3 elementary school southwest of the Project Area. There are also two publicly-accessible open spaces within the Surrounding Area: John Hancock Playground, a 1.55-acre park with basketball and handball courts, playgrounds, and spray showers located south of the Project Area, and Madison Hill Community Garden located on Block 1990 west of the Project Area. Finally, the Bedford branch of the Brooklyn Public Library is at the intersection of Franklin Avenue and Hancock Street.

IV. Description of the Development Site and Project Area

The Project Area comprises the western blockfront of Block 1990 along Bedford Avenue, between Madison Street and Putnam Avenue, to a depth of 100 feet and contains three tax lots: Lots 30 (the Development Site), 29, and 40.

The Development Site consists of Block 1990, Lot 30 (1166 Bedford Avenue) and, like the rest of the Project Area, is within the Inner Transit Zone. It is located on the easterly end of Block 1990 and bounded by Bedford Avenue (an 80 feet wide, “wide” street), Madison Street (a 70 feet wide, “narrow” street), and Putnam Avenue (a 70 feet wide, “narrow” street). The Development Site is a 16,000 square foot corner lot with frontages on three streets: 200 feet on Bedford Avenue, 80 feet on Madison Street, and 80 feet on Putnam Avenue. The Development Site is improved with a three-story commercial and community facility building constructed in 1905 and containing approximately 44,000 square feet of floor area. The building’s second and third floors, and a portion of the first floor (approximately 29,333 square feet), house the Masjid and the School, both of which will be housed in the Proposed Development. Neighborhood commercial uses, including restaurants, office space, and a home improvement store, occupy the remainder of the first floor (approximately 14,667 square feet).

The balance of the Project Area includes Lots 29 (118 Madison Street) and 40 (193 Putnam Avenue), neither of which is Applicant-controlled or affiliated. Lot 29 (2,000 square feet) is occupied by an under construction four-story with penthouse, four-unit residential building, which will contain 5,475 square feet of floor area and fronts on Madison Street, a narrow street. Lot 40 (2,000 square feet) is improved with an approximately 3,478 square foot three-story and mezzanine building that has been occupied by the House of God church and fronts on Putnam Avenue, a narrow street.

V. Description of the Proposed Development

The proposed actions would facilitate development of the Proposed Development, a twelve-story building with 93,837 square feet of zoning floor area, of which 75,602 zoning square feet will be

residential, 13,412 zoning square feet will for community facility uses on the first through third floors, and 4,823 zoning square feet will be for commercial uses on the first floor. The building would contain 144 AIRS units, as well as a superintendent's unit, and the community facility uses will consist of the Masjid and the School. This redevelopment seeks to strengthen Bedford-Stuyvesant's social and cultural foundation by preserving key community anchors and reinforcing neighborhood affordability. The Proposed Development's residences would be wholly affordable, introduce new commercial space, and create state-of-the-art community facilities for the Masjid and the School.

The Proposed Development will rise to a height of 95 feet (nine stories) where it will set back 15 feet and then continue rising to a total height of 125 feet (12 stories). In addition, along Madison Street, the Proposed Development will have an approximately 38 foot setback at the third floor (45 feet) along Madison Street. AIRS units, and commercial and community facility units in mixed-use buildings, are exempt from any parking requirement within the Inner Transit Zone and no vehicular parking spaces will be provided in the Proposed Development.

The two non-Applicant controlled sites in the Project Area (Block 1990, Lots 29 and 40) are not expected to be redeveloped.

VI. Actions Necessary to Facilitate Proposed Development

Approval of the following actions is necessary to facilitate the Proposed Development:

1. A zoning map amendment to change an R6A zoning district to an R7X district over an area within Block 1990 east of a line 100 feet westerly of, and parallel to, Bedford Avenue; and

2. A zoning text amendment to designate the Project Area as a MIH Area.

Zoning Map Amendment — R6A/C2-4 to R7X/C2-4

Description of Proposed Zoning District

R7X districts, if developed with qualifying affordable housing or qualifying senior housing, permit an FAR of 6.0. R7X zoning districts permit community facility uses at an FAR of 5.0. Residential and community facility buildings are subject to a maximum base height of 95 feet and a maximum building height of 125 feet. However, if such buildings are developed with qualifying affordable housing or qualifying senior housing then the maximum base height becomes 105 feet, and the maximum building height becomes 145 feet. In the Inner Transit Zone, dwelling units do not require vehicular parking spots.

Land Use Rationale

A zoning map amendment to rezone the Project Area from an R6A/C2-4 zoning district to an R7X/C2-4 district is appropriate for the Project Area. Bedford Avenue is an important, wide-street

mixed-use corridor in an area with ample transit access. The R7X/C2-4 district, and the Proposed Development — with its 144 AIRS units and new space for the long-standing Masjid, School, and local retail — that it would facilitate, would allow the growth of multiple uses, respecting the mixed-use character of the Bedford Avenue corridor while also responding to Bedford-Stuyvesant's housing crisis.

The increased density that the zoning map amendment would represent is an important means to meet one of the City's and Bedford-Stuyvesant's most pressing challenges: the housing affordability crisis. In 2023, the New York City Housing and Vacancy Survey, the most recent year for which data is available, the net rental vacancy in the City was 1.41 percent — near historic lows and indicative of high pressure on rental prices. The figure is even more dramatic at the lowest rent levels: for units renting at less than $1,100 each month (the bottom quartile of rents) the vacancy rate was 0.39 percent. In addition, data from the American Community Survey for 2019–2023 ("**ACS**") show a rental vacancy rate 1.2 percentage points lower in Brooklyn Community District 3 than in the City as a whole.[1] Such vacancy rate has contributed to the rent burden in Brooklyn Community District 3: ACS data show that over half of households pay more than 30 percent of their income in rent and over a quarter of households pay more than half of their income in rent. Further, such rent burden, as indicated by the Furman Center's May 2025 profile of Brooklyn Community District 3, has contributed to extensive secondary displacement and a doubling of median rent over the past two decades. The proposed zoning map amendment, and the Proposed Development it would permit, would help meet the challenge of housing affordability in Brooklyn Community District 3 by permitting an increase in the supply of housing to help meet the demand for such housing.

The Project Area is well-positioned to meet the challenge of the affordability crisis through an increase in density because it is transit accessible, as noted above. The Project Area is located directly on the borough-spanning B26 and B44 bus routes and has immediate access to both circumferential and radial subway lines (including a stop a five minute walk away). Several other bus routes are located within a five minute walk (including the B44 SBS, B48, B52, and B25), and a regional rail line that serves the borough and the remainder of Long Island is just a thirteen minute walk away. Indeed, the Project Area's proximity to this range of transit services provides easy access to a wide variety of significant destinations: approximately 20 minutes to Downtown Brooklyn and Atlantic Terminal and 30 minutes to the Financial District, Long Island City, and Jamaica. Further, it is an approximately seven minute walk to the AAMUP area, which CPC projects will create nearly a million square feet of job-generating uses. Such convenient transit access to a diverse variety of employment and other regional centers makes the Project Area an appropriate, sustainable location for increased residential density.

[1] ACS data shows a rental vacancy rate of 2.3 percent in BK03, which the Department of City Planning has identified as the best approximation of Brooklyn Community District 3, and of 3.5 percent for New York City. Please note, however, that the Department of City Planning's Population FactFinder tool, which was used to view these data, does not show that this difference is statistically significant; regardless, ACS data clearly show that Brooklyn Community District 3 has a low rental vacancy rate like the City as a whole.

Further, within the greater context of such transit-accessible area, the Project Area is well-suited to accommodate additional density. It is located on the short blockfront of a wide street, which can accommodate additional density without being overwhelmed by the scale of buildings that additional density would permit. Further, the Project Area is on one of the neighborhood's most active commercial corridors, which could accommodate, and be further activated by, the increased residential density that these actions would facilitate and the mixed-use character of the Proposed Development as well.

Increased density in response to the factors already discussed (the affordability crisis, transit accessibility, location on a commercial corridor, and street design) has previously been permitted in this neighborhood, but in areas with less transit access, along a narrower street, and/or a less well-established active streetscape than the Project Area. All such factors here are supportive of additional density by preserving light and air to the street and by orienting development towards transit on active corridors, which makes R7X the appropriate district for such increased density. In a series of land use actions over the previous two decades within the Bedford-Stuyvesant neighborhood, including the Bedford-Stuyvesant North rezoning (C 120294 ZMK), the 723–733 Myrtle Avenue rezoning (C 170025 ZMK), the 703 Myrtle Avenue rezoning (C 2240453 ZMK), and, most recently in August 2024, the 712 Myrtle Avenue rezoning (C 230258 ZMK), R7D districts were mapped along Myrtle Avenue (75 feet wide) to the north. Notably, the CPC's rationale for the 712 Myrtle Avenue rezoning fully applies here as well: "the project area is a suitable location to accommodate much-needed housing, situated near G train stations a half mile away and along several major bus routes, which provide access to major regional job centers in Downtown Brooklyn and Long Island City." These same factors also apply here, but there are additional train lines that serve a wider variety of locations and are within half a mile as well as the fact that the Project Area is along a wider street, as noted above, which could support the additional density the R7X district would permit over an R7D zoning district. In addition, by way of contrast, in 2024 the Bedford-Stuyvesant-based, 281-311 Marcus Garvey Boulevard Rezoning (C 230146 ZMK) rezoned R6A and R6B districts to an R7A district. Here, the Project Area is significantly closer to the subway — approximately a quarter to half a mile away on average instead of approximately half to three quarters of a mile away on average and along a street that is ten feet wider and, consequently, the R7X zoning district is more well-suited for the Project Area than a lower density district like the R7A zoning district would be. In short, the instant action would fit in with the pattern of recent land use actions within Bedford-Stuyvesant by appropriately balancing access to transit, street size, and proximity to commercial corridors with density to support a growing neighborhood and address the housing crisis.

Zoning Text Amendment — MIH Area

The Applicant proposes to amend Appendix F of the Zoning Resolution to create a Mandatory Inclusionary Housing Program Area across the Project Area, in which Options 1 and 2 are applicable. Option 1 requires that, for new residential developments, an amount of affordable floor area equivalent to at least 25% of the residential floor area within the development be provided, with the weighted average of all income bands not exceeding 60% AMI. No more than three

income bands may be provided, with no income band exceeding 130% of the income index, and at least 10% of the residential floor area shall be affordable to an income band at 40% of the income index. Option 2 requires that, for new residential developments, an amount of affordable floor area equivalent to at least 30% of the residential floor area within the development be provided, with the weighted average of all income bands not exceeding 80% AMI. Not more than three income bands may be provided, with no income band exceeding 130% of the income index. As noted above, there is a shortage of housing in the City and of affordable housing in particular, which is especially acute in the Brooklyn Community District 3. Indeed, the Furman Center's May 2025 profile of Brooklyn Community District 3 reveals that 43.6 percent of low-income households are severely rent burdened. Mapping MIH Options 1 and 2 across the Project Area would ensure that any residential development would provide housing options that are affordable to households with incomes substantially below the area median, though, of course, the Proposed Development, with its 144 AIRS units, would provide more affordable units than either MIH Option 1 or 2 require.

VII. Conclusion

Approval of this application will facilitate development of the Proposed Development, a new twelve-story building containing 144 new AIRS dwelling units and 93,837 square feet of floor area, including 13,412 square feet of modern space for two community anchors — the Masjid Abdul Muhsi Khalifah and the Clara Muhammad School of Masjid Khalifah — to remain and thrive as part of the community. The proposed R7X/C2-4 district is the appropriate zoning district for the Project Area because of its access to transit, position on a wide street, which functions as a local commercial corridor, and the necessity of providing opportunities for more housing to meet the challenge of the housing crisis.