LR3 Item 3: Project Description
Carmen Villegas Apartments – Senior Housing
ULURP Project ID: 2023M0142
January 23, 2025

I. Introduction

The New York City Department of Housing Preservation and Development ("HPD") and Ascendant Neighborhood Development Corporation, Xylem Projects, and Urban Builders Collaborative propose several land use actions ("Proposed Actions") to facilitate the development of a new 28-story affordable housing building containing approximately 210 affordable housing units, including approximately 147 Affordable Independent Residence for Seniors ("AIRS") units, plus one unit for a superintendent and ground floor community facility space ("Proposed Development"). The Proposed Development will total approximately 139,319 square feet of zoning floor area ("ZFA"), comprising approximately 92,461 ZFA of residential AIRS, 39,720 square feet of ZFA of residential Use Group II, and 7,138 square feet of ZFA devoted to community facility use. The Proposed Development will be developed in the underutilized parking lot located at East 110th Street and Park Avenue on Block 1638, p/o Lot 1 ("Development Site") in the East Harlem neighborhood of Community District 11. Lot 1 is a formerly City-owned and currently privately owned property, improved with a six-story low-income senior housing building known as Casita Park Housing for the Elderly ("Casita Park"). Lot 1, as well as the adjacent privately-owned Lot 66 and the western portion of Lot 8 are proposed to be rezoned (collectively "Project Area").

HPD proposes the following actions:

1. Acquisition of the Development Site by the City; and
2. Disposition of the Development Site

Ascendant Neighborhood Development, Xylem Projects, and Urban Builders Collaborative propose the following actions:

1. Zoning map amendment to change the Project Area from R7-2 and R7B zoning districts to an R9-1 zoning district; and,
2. Zoning Text Amendment to Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas of the Zoning Resolution ("ZR") to designate the Project Area as a Mandatory Inclusionary Housing ("MIH") Area

II. Background

Lot 1 was previously City-owned, and HPD received City Planning Commission ("CPC") and City Council approvals for a designation of an Urban Development Action Area, an Urban Development Action Area Project ("UDAAP") and disposition in 2000 (C 000114 HAM and Resolution No. 1539, respectively) to facilitate the construction of the Casita Park building plus 12 required accessory off-street parking spaces. The Development Site is currently an underutilized parking lot, dedicated to the residents of Casita Park.

The East Harlem Neighborhood Rezoning was approved by City Council in 2017 (C 170358 ZMM). The East Harlem Rezoning built upon the land use and zoning recommendations from the East Harlem Neighborhood Plan, which identified several planning goals including facilitating the development of affordable housing, preserving existing neighborhood character, improving the pedestrian experience, and enabling new commercial and manufacturing space to support job creation. A portion of the Project Area, comprising Lot 66, a portion of Lot 1, and a portion of Lot 8, is located within the East Harlem

Neighborhood Rezoning area, which extends between East 104th Street and East 132nd Street and between Second Avenue and Park Avenue.

The rezoning replaced all or portions of R7-2, C8-3, M1-2, M1-4, C4-4, C4-4D, R8A, R7A, and C6-3 districts with M1-6/R9, M1-6/R10, C4-6, C6-4, R10, R9, R7A, R7B, and R7D districts. The rezoning replaced portions of existing C1-4, C2-4, and C1-5 overlays with C1-5 or C2-5 overlays and established new C1-5 overlays. The rezoning also created the Special East Harlem Corridors District ("EHC"), modified the general purposes of the Special 125th Street District, and modified boundaries of the Special Transit Land Use District.

In addition to facilitating the creation of affordable housing, the EHC seeks to strengthen the role of East Harlem as a major transit hub and job center. EHC regulations apply only to the area's major crosstown streets and avenues, including Park Avenue and Lexington Avenue, to the north and east of the Project Area. Regulations include minimum bulk requirements for non-residential uses in certain areas, unique height and setback controls, and ground floor requirements to improve walkability. The majority of the special district is also located within an MIH area.

Through the East Harlem Rezoning, a portion of the Project Area (Block 1638, Lot 66 and p/o Lots 1 and 8) was rezoned from an R7-2 and R7-2/C4-2 district to an R7B district on Lot 66 and R7B/C2-4 district on Lot 8 and p/o Lot 1.

Also in 2017, the block bounded by Park Avenue, Madison Avenue, East 111th Street and East 112th Street received several CPC and City Council approvals including: UDAAP and disposition approval (C 170363 HAM, Resolution No. 1746); zoning map amendment to change existing R7-2 zoning district and R7-2/ C1-4 districts to an R9 zoning district and R9/C2-5 districts (C 170361 ZMM, Resolution No. 1744); a zoning text amendment to designate an MIH area (N 170362 ZRM, Resolution No. 1745); an acquisition of a portion of the site by the City for community garden use (C170364PQM, Resolution No. 1747); a special permit to modify height and setback and yard requirements within a Large-Scale General Development (C 170365 ZSM, Resolution No. 1748); a special permit to allow commercial use above the second story within a mixed-use building within a Large-Scale General Development (C 170366 ZSM, Resolution No. 1749); a special permit to modify parking requirements within a Large Scale General Development (C 170367 ZSM, Resolution No. 1750); a certification to waive the minimum requirement for commercial uses of the front building wall (N 170368 ZCM); and a real property tax exemption (Resolution No. 1735). Approvals of these actions facilitated the construction of the Sendero Verde project, a mixed-use development containing approximately 655 affordable housing units and community facility and commercial space.

The City of Yes for Housing Opportunity (N 240290 ZRY) text amendment was adopted by City Council on December 5, 2024, with citywide changes to residential zoning regulations.

III. Description of the Surrounding Area

The Project Area and the Development Site are located in the East Harlem neighborhood, in Manhattan Community District 11. Land uses in the surrounding area include a mix of residential, commercial and community facilities. Zoning districts in the surrounding area include R7-2, R7B, R7D, R7A, R8A, and R9 residential districts, C1-4, C1-5, C2-4 commercial overlays, and a C8-4 commercial district.

R7 and R8 districts allow for a range of mid-density residential buildings. Regulations for R7-2 districts encourage lower apartments buildings on smaller zoning lots and taller buildings with less lot coverage on larger lots. R8 Districts also allow for taller buildings set back from the street on large zoning lots. In R7-2

districts the maximum allowable residential floor area ratio ("FAR") is 4.0 for standard residences in zoning lots within 100 feet of a wide street, but higher FARs of up to 5.01 are permitted for qualifying affordable housing or qualifying senior housing, including buildings containing AIRS. The maximum allowable community facility FAR in R7-2 districts is 6.5. R8 districts allow higher FARs, with a maximum residential FAR of 6.02 for standard residences, or FAR of 7.2 for standard residences located within 100 feet of a wide street, MIH developments, and UAP developments or qualifying senior housing beyond 100 feet of a wide street. Residential FAR of 8.64 is available for UAP developments or qualifying senior housing outside of MIH areas for zoning lots, or portions thereof, located within 100 feet of a wide street. The maximum allowable community facility FAR is 6.5.

Contextual R7B, R7D, and R8A district regulations typically result in high lot coverage buildings up to 6- to 7- stories in R7B districts, 10- to 11- stories in R7D districts, and 12- to 14-stories in R8A districts. Maximum allowable FAR in R7B districts is 3.0, with a higher FAR of 3.9 available for qualifying affordable housing or qualifying senior housing. In R7D districts, maximum allowable FAR is 4.66, with a higher FAR of 5.6 available for qualifying affordable housing or qualifying senior housing. R8A districts allow a maximum residential FAR of 6.02, with a higher FAR of 7.2 available for qualifying affordable housing or qualifying senior housing, and a maximum community facility FAR of 6.5.

C1-4 and C1-5 commercial overlay districts allow for typical neighborhood retail uses such as grocery stores and restaurants, while C2-5 districts permit a wider range of uses such as funeral homes. C1-4, C1-5, and C2-4 overlay districts that are mapped in mid- to high-density residential districts allow for a maximum commercial FAR of 2.0 for zoning lots containing only commercial uses. C8-4 commercial zoning districts are mapped along major traffic arteries, C8-4 districts are usually exempt from parking requirements and have a maximum commercial FAR of 5.0.

A portion of the surrounding area is also located within the Special East Harlem Corridors ("EHC") district. The EHC includes approximately 96 blocks bounded by East 104th Street to the south, East 132nd Street to the north, Park Avenue to the west and Second Avenue to the east. The EHC district regulations are mainly applicable to the neighborhood's major avenues and crosstown streets with unique height, setback, and ground floor requirements. There are also minimum requirements for non-residential uses in certain areas. Within the immediate surrounding area, the EHC is coterminous with an MIH area.

The portion of the surrounding area within the EHC is mapped within underlying R7D districts.

Additionally, the surrounding area is located within the Food Retail Expansion to Support Health zone which provides zoning and discretionary tax incentives to promote the creation of health-oriented food stores.

The surrounding area is characterized by low- to high-rise buildings consisting of mostly four- to 20-story multifamily walk-up and elevator buildings, with ground floor commercial uses along Park and Lexington Avenues and East 110th Street. The 18- and 20-story New York City Housing Authority Clinton Houses and Lehman Village campus are located immediately south, right across the street, and one block southwest from the Project Area, respectively. Within one block of the Project Area, at the intersection of East 111th Street and Park Avenue, is Sendero Verde, a mixed-use development containing approximately 655 affordable housing units and community facility and commercial space.

The surrounding area is also characterized by institutional and other community facility uses, including several schools. Success Academy Harlem East is located on the north side of East 111th Street directly to the northeast of the Project Area; Harbor Science and Arts Charter School is located on the same block to the east of the Project Area on East 111th Street; and PSMS 108 School of Authors is located two blocks southwest on East 109th Street, right outside of the surrounding area. Churches in the surrounding area

include Greater Highway Deliverance Temple, which is located on East 111th Street is just a few steps east of the Project Area. The United States Postal Service office branch is located on East 110th Street and one block east of the Project Area.

In terms of open space, the surrounding area includes Peter Minuit Playground, which is located two blocks southwest of the Project Area.

The surrounding area is well-served by public transportation and it is located within the Inner Transit Zone as defined in ZR 12-10. The 110th Street subway station, which serves the 6-subway line, is located less than one block east of the Project Area at the intersection of East 110th Street and Lexington Avenue. Additionally, the M101, M102, and M103 buses run north-south along Lexington Avenue, connecting surrounding area residents to uptown and downtown neighborhoods.

IV. Description of Project Area

The Project Area is located on the east side of Park Avenue between East 110th Street and East 111th Street. Park Avenue is a wide street characterized primarily by the Park Avenue Viaduct, which carries the Metro North elevated train line. East 110th Street is a wide street (80 feet) and East 111th Street is a narrow street (60 feet). The Project Area comprises the property at 100 East 111th Street (Block 1638, Lot 1), a portion of which will be the Development Site (described in the following section), the neighboring property to the east at 116 East 111th Street (Block 1638, Lot 66) and a portion of 121 East 110th Street (Block 1638, Lot 8). The Project Area contains approximately 31,285 square feet of lot area and has approximately 155 feet of frontage on East 110th Street, approximately 201.8 feet of frontage on Park Avenue, and approximately 155 feet of frontage along East 111th Street. The Project Area is currently mapped in R7-2, R7-2/C2-4, R7B, and R7B/C2-4 zoning districts.

Within the Project Area, Lot 1 is an approximately 25,692 square foot lot improved with a six-story nonprofit residence for the elderly developed in 2001 containing 94 dwelling units with approximately 47 percent of lot coverage, and a parking lot. Lot 1 is split among R7-2/C2-4, R7B/C2-4, and R7B districts. Lot 66 is a small and vacant lot with approximately 1,682 square feet used as a parking lot measuring approximately 16 feet wide and 100 feet in depth. Lot 8 is improved with a 7-story residential building with ground floor commercial uses. Only 38.75 feet of the property's 113.75-foot width, adjacent to Lot 1, will be rezoned, which is approximately 3,911 square feet or 34 percent of the total lot. Lots 66 and 8 are within the R7B and R7B/C2-4 districts, respectively.

The Project Area is located within the boundaries of the Waterfront Revitalization Program's Coastal Zone. According to FEMA's 2015 Preliminary Flood Insurance Rate Maps, the Project Area is located within the 0.2% annual chance (500-year) floodplain. According to the New York City Panel on Climate Change (NPCC) 2015 Report, the Project Area will eventually be located within the 1% annual chance (100-year) floodplain based on the Future Floodplain, starting in the 2050s and beyond.

V. Description of the Development Site

The Development Site is located at the intersections of East 110th Street, and Park Avenue on Block 1638, p/o Lot 1 in the East Harlem neighborhood of Community District 11. The Development Site is currently privately owned and is located on the same tax and zoning lot as Casita Park, a 6-story non-profit residence for the elderly developed in 2001 containing 94 dwelling units and a parking lot. The existing building rises to a height of 68 feet above curb level and contains approximately 71,856 square feet of floor area. The

Development Site is a surface parking lot for 12 cars, plus a portion of the open space in the building's courtyard. The existing Lot 1 will be reapportioned into two separate tax lots for the existing Casita Park building and the Development Site. Development rights from the larger zoning lot will be used for the Proposed Development on the Development Site and the parties will enter a Zoning Lot Development Agreement.

The Development Site is an approximately 9,241 square foot parcel with approximately 116 feet of frontage on East 110th Street, and 67.5 feet of frontage on Park Avenue. The interior portion of the Development Site is irregular—from Park Avenue, the proposed lot line proceeds east for approximately 56.54 feet, then north for approximately 3.25 feet, east for approximately 14.84 feet, north for approximately 26.75 feet, east for approximately 44.87 feet, and south for approximately 97.5 feet, intersecting with East 110th Street. There is an existing curb cut on East 110th Street, approximately 25 feet wide, which serves as the access point to the parking lot.

The Development Site is within R7-2/C2-4 and R7B/C2-4 districts.

VI. Description of Proposed Development

The Proposed Development is a new 28-story building containing approximately 210 senior affordable housing units, including 147 AIRS units, plus one unit for a superintendent. The Proposed Development will include a mix of studios and one-bedroom units. The Proposed Development also contains ground floor community facility space where on-site senior social services will be provided to tenants, in addition to general programming. The Proposed Development will total approximately 139,319 zoning square feet ("ZSF") of floor area (5.42 FAR), comprising approximately 92,461 ZSF of AIRS floor area (3.6 FAR), 39,720 ZSF of residential floor area (1.55 FAR), and 7,138 ZSF of community facility space (0.28 FAR).

The building will set back approximately two feet from Park Avenue to the west and East 110th Street to the south. The building will have an initial base height of approximately 61.17 feet before setting back approximately 10 feet to rise to a total building height of approximately 290.5 feet. The building will be set back approximately 10 feet from the street to the south on East 110th Street and 10 feet to the west on Park Avenue. The ground floor facing south on East 110th Street provides entrances for the residential and community facility uses. Furthermore, adjacent to the building's residential lobby to the east, the Proposed Development includes an open corridor named "Salsa Way", which is open to building residents of the Proposed Development and Casita Park, connecting to outdoor programming in the inner courtyard. The Salsa Way can be accessed by its gate located along East 110th Street.

The Proposed Development also includes a landscaped terrace on the sixth floor that will be accessible to the building's tenants. In the future, after the Proposed Development is constructed, the sixth-floor terrace is envisioned to connect the Proposed Development and the existing Casita Park building allowing residents of both buildings to have access to a large, landscaped terrace encompassing both buildings. Other building amenities located on the sixth floor are a laundry room and three community rooms available to the building's tenants. Additionally, the Proposed Development will have a bicycle room in the building's cellar.

Pursuant to ZR 25-211, accessory off-street parking is not required for dwelling units or rooming units with a certificate of occupancy issued after December 5, 2024 in the Inner Transit Zone; as a result, off-street parking spaces will not be provided in the Proposed Development.

The Proposed Development will be built to Enterprise Green Communities standards. The building's design is expected to incorporate sustainable features in pursuit of Passive House principles, such as increased

insulation, airtight construction to maintain interior temperature and air-quality while minimizing electrical loads, and solar panels. These sustainable features will conserve energy, reduce environmental impacts, and promote the health of residents. The Proposed Development will also incorporate flood resiliency measures, such as elevating critical mechanical systems and the lobby vestibule with ramping above the sea level rise-adjusted design flood elevation and incorporating a subgrade stormwater retention tank.

VII. Actions Necessary to Facilitate Proposed Development

HPD proposes the following actions:

1. Acquisition of the Development Site by the City: The Development Site (Block 1638, p/o Lot 1) is proposed for acquisition by HPD.

2. Disposition of the Development Site: The Development Site (Block 1638, p/o Lot 1) will be conveyed to a sponsor to be selected by HPD. Following the acquisition, the City will convey the property for development as a new construction affordable housing project.

Additionally, Ascendant Neighborhood Development, Xylem Projects, and Urban Builders Collaborative propose the following land use actions:

3. Zoning map amendment: A zoning map amendment to change the Project Area from a R7-2, R7-2/C2-4, and R7B/C2-4 zoning districts to R9-1 and R9-1/C2-4 zoning districts.

   The current R7-2/C2-4 and R7B/C2-4 districts are split across the Project Area and the districts would not facilitate the much-needed affordable senior housing associated with the Proposed Development. The R7-2 zoning district, which covers the majority of the Development Site, is a medium-density district, which encourages taller buildings with moderate lot coverage with an FAR of 5.01 for qualifying affordable housing and qualifying senior housing, and height limit at 155 feet for eligible sites, pursuant to ZR 23-434(b). R7B is a medium density district, designed to produce lower-rise, contextual developments, where the FAR is 3.9 and the height limit is 95 feet, for qualifying affordable housing and qualifying senior housing.

   An R9-1 zoning district would be more suitable on Park Avenue due to its ability to support high-density, taller buildings that align with the area's potential for significant residential and mixed-use development, complementing the neighborhood's urban character and accessibility to transit. In R9-1 zoning districts standard residences are permitted at an FAR of 9.0. The FAR for qualifying affordable housing and qualifying senior housing in an R9-1 district is 10.8. Community facility uses are permitted at an FAR of 10.0.

   In an R9-1 district, standard residences are subject to a maximum base height of 125 feet and a maximum building height of 175 feet, pursuant to ZR 23-432. Qualifying affordable housing and qualifying senior housing in an R9-1 district on zoning lots with a transportation-infrastructure-adjacent frontage are subject to a maximum height of 315 feet, pursuant to ZR 23-434(b). The Project Area has transportation-adjacent-infrastructure frontage and therefore qualifies for the additional height.

4. Zoning Text Amendment: A zoning text amendment to Appendix F of the Zoning Resolution to designate the Project Area as a Mandatory Inclusionary Housing Area (“MIHA”).

   The zoning text amendment would amend Appendix F of the Zoning Resolution to establish an MIH area over the Project Area, which requires that permanently affordable housing be provided within new residential developments, enlargements, and conversions from non-residential to residential use within the mapped MIHAs. The zoning text amendment is proposed to map Option 1 within the MIHA, which

requires at least 25 percent of the residential floor area to be set aside for permanently affordable housing units.

VIII. Conclusion

In conclusion, the Proposed Actions will facilitate the development of a new 28-story residential building containing approximately 210 units of much needed senior affordable housing units, including approximately 147 AIRS units, plus one unit for a superintendent, and ground floor community facility space. The development of affordable rental housing will be carried out in accordance with *Housing Our Neighbors: A Blueprint for Housing and Homelessness*, which commits to addressing housing instability, promoting economic stability and mobility, improving health and safety, and increasing opportunities for equitable growth.