LR ITEM 3 DESCRIPTION OF PROPOSAL
581 GRANT AVENUE DEVELOPMENT
August 9, 2024

1. Introduction

The New York City ("City") Department of Housing Preservation and Development ("HPD" or "Applicant"), proposes a number of land use actions ("Proposed Actions", described below) to facilitate the construction of one new seven-story mixed-use building with approximately 135,206 square feet of residential floor area, approximately 173 affordable rental units plus one superintendent unit, approximately 37,312 square feet of passive and active outdoor space, approximately 8,775 square feet of ground floor community facility space and an additional approximately 1,086 square feet of community facility space in the cellar ("Proposed Development"). The Proposed Development will be located on currently City-owned land at 581 Grant Avenue, consisting of Block 4223, Lot 1 (the "Development Site") in Brooklyn Community District 5. The Development Site, City-owned Lot 6, and portions of privately owned Lot 12 and Lot 22 (collectively, "Project Area") are also proposed to be rezoned. In order to facilitate the Proposed Development, HPD is seeking the following actions:

- Urban development action area ("UDAA") designation of the Development Site, Urban development action area project ("UDAAP") approval of the Proposed Development, and disposition of the Development Site;
- A zoning map amendment to rezone the Project Area from the existing R5 zoning district to an R6 zoning district; and
- A zoning text amendment to Zoning Resolution ("ZR") Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing for Community District 5, to establish the Project Area as a Mandatory Inclusionary Housing ("MIH") Area (Option 1 and Option 2).

2. Background

The Project Area is located in an R5 residential zoning district, the original zoning designation established in 1961 when the Zoning Resolution ("ZR") of the City of New York was first enacted. The Project Area is located three blocks west of the City-sponsored Ozone Park Rezoning (C 140079 ZMQ), which was adopted in 2013. The Ozone Park Rezoning encompassed approximately 530 blocks in the Ozone Park neighborhood of Queens Community Districts 9 and 10. The goal was to reflect more closely the established development patterns, prevent out-of-character development, and direct opportunities for moderate residential and commercial growth to locations along wide streets and transit resources, including Rockaway Boulevard and 101st and Liberty Avenues.

The Project Area is also located approximately five blocks east of the City-sponsored East New York Rezoning and East New York Community Plan (C 160035 ZMK, N 160036 ZRK, C 160037 HUK, C 160042 HDK, and N 160050 ZRK), which was adopted in 2016. The East New York Community Plan expanded opportunity for the development of new affordable and mixed-income housing and community facilities, encouraged commercial development, and provided requirements for street-level activity on commercial corridors. East New York was the first neighborhood-wide rezoning of *Housing New York*, the City's plan to preserve and create over 200,000 units of housing to serve a range of New Yorkers. In addition, it was also the first neighborhood-wide rezoning to utilize the City's MIH Program, which requires new residential developments, alterations, and enlargements of a certain size to provide permanently affordable housing units.

While officially outside of the East New York Rezoning Area, the Development Site was identified as a potential affordable housing site during the rezoning process. HPD issued a Request for Proposals ("RFP") for the Development Site in May of 2018. The RFP requested a 100% affordable housing development utilizing modular construction. The Proposed Development is also in line with the goals of the current housing plan, *Housing Our Neighbors: A Blueprint for*

Housing and Homelessness, including creating affordable housing to promote housing stability, and increasing access to transit and amenities for low-income New Yorkers. [1]

In advance of releasing this RFP, HPD facilitated an extensive community outreach process that included an online survey and an in-person workshop that engaged over 270 local residents and stakeholders. These outreach efforts helped identify various priorities for the design and programming of the new affordable housing, which was then compiled and released in a Community Visioning Report, alongside the RFP in May 2018. The Proposed Development was designated in March 2019 and reflects the City's affordable housing goals, as well as input and feedback received during community engagement.

3. Description of the Surrounding Area

The Project Area is in the East New York neighborhood within Brooklyn Community District 5. The Project Area is bounded by Glenmore Avenue to the north, Grant Avenue to the west, Pitkin Avenue to the south and Eldert Lane to the east.

The area within a 600-foot radius of the Project Area ("Surrounding Area") is predominantly zoned R4 and R5 with R4/C1-2, R5/C1-2, and R5/C2-1 zoning districts mapped along Liberty Avenue and Conduit Avenue, north and south of the Project Area, respectively.

The Surrounding Area is characterized by multi-family and single-family residential buildings, public facilities and institutions, and commercial buildings. The prevailing built form in the area varies but is generally characterized by low-rise residential buildings that are one to three stories tall. To the north of the Project Area is Liberty Avenue and to the south is Conduit Avenue, which serve as the main thoroughfares in the Surrounding Area. Both Liberty Avenue and Conduit Avenue are characterized by mixed-use residential and commercial developments. To the west of the Project Area is the Grant Avenue Municipal Parking Lot (West) consisting of 55 parking spaces (Block 4222, Lot 1).

A portion of the Project Area includes the Grant Avenue Subway Station headhouse entrance, which is served by the A subway line. The A subway line is the 8th Avenue Express line that travels from Inwood- 207 Street Station in Manhattan, through Brooklyn and ends at Rockaway Park-Beach 116 St in Queens in the west and Far Rockaway/Mott Avenue in the east. South of the Project Area is Pitkin Avenue, which is served by the Q7 (East New York, Euclid Ave station in Brooklyn to JFK Airport South in Queens) and Q8 (Spring Creek Gateway Mall in Brooklyn to Jamaica, 165th Street in Queens) bus lines.

Other notable uses in the Surrounding Area include community facility uses such as P.S. 214, serving approximately 828 students aged pre-K through fifth grade, located two blocks southeast of the Project Area, and P.S. 159, serving approximately 697 students aged pre-K through fifth grade, located four blocks west of the Project Area. Several houses of worship are also located within the Surrounding Area including the Masjid Al-Aman and St. Paul's Lutheran Church located northeast of the site, New York Islamic Cultural Center to the southeast. Outdoor spaces in the Surrounding Area include Belmont Playground, located southeast of the Project Area, which is a 0.68-acre park with basketball courts, handball courts, and a playground.

R4 zoning districts are widely mapped, non-contextual districts intended for neighborhoods with a mixture of low-density housing types. An R4 district is mapped directly east of the Project Area. R4 districts allow residential (Use Group 1 and 2) uses and community facility (Use Group 3 and 4) uses at a maximum floor area ratio ("FAR") of 0.75 and 2.00, respectively. Buildings in an R4 district have a maximum perimeter wall height of 25 feet, above which sloping planes control the maximum height of the building requiring either a setback or a pitched roof. The maximum building height after setback is 35 feet. No commercial or industrial/manufacturing uses are permitted in R4 districts. R4 districts require a minimum front yard of 10 feet and a minimum rear yard of 30 feet. Accessory parking is required for 100 percent of dwelling units and for 50% of income-restricted housing units.

R5 zoning districts are a widely mapped, non-contextual residential district that often serve as a transition district between medium and lower density areas. R5 districts are intended for

[1] *Housing Our Neighbors: A Blueprint for Housing and Homelessness* is the current housing plan under Mayor Eric Adams, which builds on prior policies and aims to address homelessness and upgrades to existing public housing assets in addition to continuing the creation and preservation of affordable housing.

neighborhoods with an assortment of housing types and allow single- or two-family homes to harmonize with multi-family buildings. The district allows residential uses and community facility uses at a maximum FAR of 1.25 and 2.0, respectively. Buildings in an R5 district have a maximum street wall height of 30 feet, and above a height of 30 feet, a 15-foot set back from the street wall is required before the building can rise to a maximum height of 40 feet. No commercial or industrial/manufacturing uses are permitted in R5 districts. R5 districts require a minimum front yard of 10 feet and a minimum rear yard of 30 feet. Accessory parking is required for 85 percent of dwelling units and for 42.5 percent of income-restricted housing units ("IRHUs") and can be waived if five or fewer parking spaces are required. For sites located within the transit zone, off street parking is not required for IRHUs.

When mapped in R4 and R5 zoning districts, the C1 and C2 commercial overlay districts allow a maximum commercial FAR of 1.0. While the C1 and C2 commercial overlays permit the same commercial bulk, the difference is in the range of commercial uses that are permitted. Both permit local retail and service establishments that serve the immediate neighborhood; however, the C2 commercial overlays permit a slightly wider range of commercial uses, including local services such as home maintenance and repair services, amusement establishments, car rental establishments and public parking facilities, and business and other services such as printers or caterers. For general retail and service establishments, parking is required at one space per 300 square feet of floor area in C1-2 commercial overlay districts, and one space per 150 square feet in C2-1 commercial overlay districts.

4. Description of the Project Area

The Project Area is bounded by Glenmore Avenue to the north, Grant Avenue to the west, Pitkin Avenue to the south, and Eldert Lane to the east. Eldert Lane, Glenmore Avenue, and Grant Avenue are 60 foot-wide "narrow streets" (width of less than 75 feet), and Pitkin Avenue is an 80 foot-wide "wide street" (greater than 75 feet), as defined in the Zoning Resolution. The Project Area is located in an R5 zoning district. It comprises the Development Site and Block 4223, Lots 6, p/o 12 and p/o 22, as described below:

- Block 4223, Lot 1, or 581 Grant Avenue, is a 49,488 square foot irregularly shaped corner and through lot, containing 148 parking spaces. It is currently used for municipal parking (Grant Avenue Municipal Parking Lot (East)).
- Block 4223, Lot 6 is an 11,786 square foot irregularly shaped lot to the west of the Development Site that fronts Grant Avenue. Lot 6 is City-owned and leased by the Metropolitan Transportation Authority ("MTA") for subway operations. Lot 6 is mainly occupied with a headhouse and entrance to the Grant Avenue Subway Station, which is served by the A subway line, and includes a portion of the Grant Avenue Municipal parking lot.
- Block 4223, Lot 12, or 553 Grant Avenue, is a 2,500 square foot interior lot improved with a 1,284 square foot two-story, two-family residence. Only a 125 square foot portion toward the southern edge of Lot 12 is part of the Project Area.
- Block 4223, Lot 22, or 1182 Glenmore Avenue, is an irregularly shaped, 1,489 square foot interior lot located towards the northwestern portion of the Development Site along Glenmore Avenue. Approximately 1,147 square feet of the lot is part of the Project Area. Lot 22 is currently improved with a 700 square foot one-story parking shed.

5. Description of the Development Site

The Development Site is located within the Project Area at 581 Grant Avenue (Block 4223, Lot 1) in Brooklyn. A City-owned municipal surface parking lot (the Grant Avenue Municipal Parking Lot (East) with approximately 148 parking spaces currently occupies the site. It is an irregular L-shaped parcel located at the northeast corner of the intersection of Grant Avenue and Pitkin Avenue. The Development Site measures 49,488 square feet and runs along Eldert Lane and is bounded by Pitkin Avenue to the south, Grant Avenue to the west, and Glenmore Avenue to the north; it abuts the Grant Avenue Subway Station. The Development Site has approximately 400 feet of frontage along Eldert Lane, 200 feet of frontage along Pitkin Avenue, 73.78 feet of frontage of Grant Avenue and 69.75 feet of frontage along Glenmore Avenue. Two curb cuts ranging from approximately 24 feet to 30 feet in width are located on Grant Avenue and Pitkin Avenue, for access to and egress from the parking lot, respectively.

A portion of the Development Site is encumbered by a subsurface easement for the A subway line, which benefits the MTA. The existing MTA easement is irregularly shaped and spans diagonally

across the lot from the middle of Eldert Lane to the southwest corner of Grant Avenue and Pitkin Avenue with a maximum length of 238 feet in length and a minimum width of 73 feet. Due to the easement, below-grade excavation is limited at the Development Site, resulting in only partial cellar level that is constructed along Pitkin Avenue and Eldert Lane, completely outside the easement area.

6. Description of the Proposed Development

The Proposed Development will be a sustainable, affordable, mixed-use building that contains seven stories and approximately 135,206 square feet of residential floor area providing approximately 173 affordable housing units, including approximately 43 permanently affordable units pursuant to proposed MIH Option 1, plus one superintendent unit. The Proposed Development will include a mix of studios, one-bedroom, two-bedroom, three-bedroom, and four-bedroom units.

The Proposed Development will also contain approximately 8,775 square feet of ground floor community facility space and 1,086 square feet of community facility space in the cellar. This community facility space is envisioned to serve the public by providing non-profit services and a medical clinic. Community Facility 1 would provide approximately 4,162 square feet on the ground floor and 1,086 square feet in the cellar accessed from Grant Avenue at the intersection with Pitkin Avenue. Community Facility 2 would provide approximately 4,613 square feet on the ground floor accessed along Pitkin Avenue. Additionally, the social service provider will have approximately 912 square feet on the ground floor accessed through the residential lobby. The Proposed Development will have a total combined FAR of 2.91.

The main residential lobby would also front on Eldert Lane. Additionally, on the ground floor there will be a double loaded corridor of residential units towards the northern portion of the building on Eldert Lane. The units facing Eldert Lane will be maisonettes with direct street access.

The Proposed Development would reach a maximum building height of seven stories, or approximately 74 feet, 8 inches, at near the corner of Pitkin Avenue and Eldert Lane. Further north, the building will gradually step down at the sixth, fifth and fourth floors to a height of four stories, or approximately 45 feet, 8 inches, at Eldert Lane and Glenmore Avenue. Further, the proposed building steps down to six stories, or approximately 65 feet at the corner of Grant Avenue and Pitkin Avenue. The ground floor massing is broken up into five portions that recess from the lot line creating variety in the street wall along with an articulated façade. As the building would span the entirety of Eldert Lane and face existing two- and three-story homes located across the street, the articulation and variety in the street wall creates a more pleasant pedestrian experience.

Approximately 37,312 square feet of passive and active outdoor open space would be provided, including programmed green rooftops for residents. The proposed building design creates a multilevel rooftop open space comprising approximately 20,557 square feet on top of the seventh, sixth, fifth and fourth floors of the building fronting Eldert Lane. The proposed rooftop outdoor space is designed to encompass the different needs of residents and to enhance the building's livability through the creation of spaces for varied uses and group sizes. Additionally, the Proposed Development includes two landscaped outdoor space areas on the ground floor level. The first outdoor space, or Open Space 1, is approximately 8,646 square feet, located at the rear of the portion of the building along Pitkin Avenue and can be accessed from the corner of Pitkin Avenue and Grant Avenue. The second outdoor space, or Open Space 2, is approximately 8,109 square feet and located at the rear of the portion of the building along Eldert Lane.

To improve circulation to and from the Grant Avenue Subway Station, the Proposed Development includes an at-grade accessible pedestrian passageway connecting Eldert Lane to Grant Avenue. The entrance is an external passthrough under the second story of the proposed building on Eldert Lane between the community facility space to the west and residential lobby to the east. The path is further emphasized through receding wall of the residential lobby, which was altered to enhance the visibility of the passageway to pedestrians. The walkway will be landscaped to create a pleasant experience while retaining access to a longstanding pedestrian path to the station. Additionally, although not part of the Proposed Development, approximately 2,850 square foot portion of the MTA leased lot, Block 4223, Lot 6 would be improved with landscaping for a cohesive open space; this portion of MTA's lot is located approximately 73 feet from the corner of Grant Avenue and Pitkin Avenue adjacent to the Development Site's Open Space 1.

Since the Development Site in located in the Transit Zone, no accessory off-street parking is required in the Proposed Development, and none will be provided. Bike storage is located in the cellar of the building providing approximately 87 bicycle parking spaces for residents. The building also includes two community rooms, a package room, mail room, multiple laundry and exercise/fitness rooms, library, and various seating areas throughout the building.

The building design incorporates sustainable features under the Enterprise Green Communities criteria that conserve energy, reduce environmental impacts such as the use of recycled materials and low energy mechanical, electrical and plumbing systems and lighting. The proposed building would utilize a combination of green strategies on the roof surfaces including approximately 2,700 square feet of solar panels. The cascading roof levels would be connected by outdoor staircases, where feasible, to encourage circulation and access across the entire roof. The proposed green roof would be programmed for residents of the building providing the opportunity for seated areas, fitness/exercise, gardening, recreation, and social gathering. Stormwater would be retained at each roof level through planted areas which comprise of roughly a quarter of the roof's surface area.

The Proposed Development is located on a primary transit-adjacent site, subject to the determination of a transit volume pursuant to ZR 66-21. If the transit agency determines that a transit volume is needed, the Proposed Development would require a certification by the Chairperson of the CPC. This Chairperson certification would be a future follow-up action and is not a part of this application.[2]

7. Actions Necessary to Facilitate the Project

HPD seeks approval to the following 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 land that tends to impair or arrest the sound development of the surrounding community, with or without tangible physical blight. Incentives are needed 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 Article 16 of the General Municipal Law.

   Disposition of City-Owned Property - The Development Site will be conveyed to a sponsor selected by HPD.

2. Zoning Map Amendment

   A zoning map amendment is proposed to rezone the Project Area from the existing R5 zoning district to an R6 zoning district. The zoning district boundary would extend east to the centerline of Eldert Lane, south to the centerline of Pitkin Avenue, and west to the centerline of Grant Avenue. For the northern portion of the Project Area, the zoning district boundary will extend from the centerlines of the intersection of Glenmore Avenue and Eldert Lane until reaching the centerline of Glenmore Avenue in between Grant Avenue and Eldert Lane. It will then extend south 175 feet from the centerline of Glenmore Avenue.

   R6 zoning districts permit residential development under the Quality Housing regulations and Height Factor regulations. Under R6 Height Factor regulations, residential buildings are regulated by a sky exposure plane, which begins at a height of 60 feet above the street line and slopes inward over the zoning lot. The FAR under R6 Height Factor ranges from 0.78 to 2.43. Quality Housing regulations limit building heights and produce high lot coverage buildings set at or near the street line. Quality Housing regulations in R6 zoning districts within 100 feet of wide streets permit a maximum FAR of 3.0, a maximum base height of 65 feet before a 10-foot setback, and a maximum building height of 75 feet with

[2] MTA has indicated that it will require an approximately 430.55 square foot rectangular portion of the Development Site adjacent to Block 4223, Lot 6 for accessibility improvements, as well as an approximately 20-foot deep temporary non-exclusive construction easement and a 10-foot deep permanent non-exclusive easement for ongoing maintenance. This will be achieved either by subdividing the Development Site and indenturing the 430.55 square foot parcel to the master lease between the City and MTA, or by providing a transit easement volume pursuant to ZR 66-21.

a Qualifying Ground Floor ("QGF") or 70 feet without a QGF[3]. On narrow streets, a maximum FAR of 2.2 is permitted, the maximum base height before a 15-foot setback is 45 feet, and the maximum permitted building height is 55 feet.

Within an MIH area, a maximum residential FAR of 3.6 along a wide street and 2.42 along a narrow street and a maximum community facility FAR of 4.8 are permitted. Additionally, a maximum base height of 45 feet on a narrow street and 65 feet on a wide street is required before a setback, and a maximum building height of 115 feet with a QGF is permitted for buildings participating in the Inclusionary Housing Program. Off-street parking is required for 25% of Income-Restricted Housing Units ("IRHUs") and can be waived if five or fewer parking spaces are required. For the site located within the transit zone, off street parking is not required for IRHUs.

The proposed zoning map amendment is necessary to improve this parking lot into an improved pedestrian-oriented residential development for the neighborhood. The Proposed Development will result in a new affordable housing building and amenities for the wider community, including accessory outdoor space for the surrounding residential community. In addition, the Proposed Development will result in an improved streetscape and will include a pedestrian passageway from Eldert Lane to the Grant Avenue Subway Station located to the west of the Development Site that will improve pedestrian circulation to the subway.

The proposed R6 zoning district is appropriate because the Project Area is in proximity to multiple public transportation options which includes New York City Transit bus lines such as the B14, B13, Q24, Q7 and Q8; directly adjacent to the Grant Avenue A/C subway station, and well equipped to handle the proposed increase in density. Additionally, an R6 zoning district will also allow feasible development of housing on an irregularly shaped lot with restrictions as a result of the MTA easement and proximity to the Grant Subway Station. Additionally, when mapped with a MIH area, the R6 district would be subject to the Quality Housing Program. This would require compliance with Quality Housing regulations which are designed to ensure that new buildings fit within the prevailing character of the neighborhood, with strict height, setback, and lot coverage requirements and a fixed FAR. Finally, the proposed R6 zoning district is a modest increase to the existing built density in an area surrounded by lower density zoning districts allowing the addition of 173 new affordable housing units to the neighborhood. The Project Area is also located along Pitkin Avenue, a wide street, which can support additional bulk and density on Eldert Lane which is 60' wide. The additional bulk and density would provide the flexibility needed to redevelop an irregularly shaped parcel with affordable housing, community facility uses, and an accessory outdoor space that would provide housing and amenities to existing and future residents of the area.

3. 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 (Option 1 and Option 2).

HPD proposes to map the Project Area as an MIH Area, which requires permanently income-restricted housing within new residential developments, enlargements, and conversions from non-residential to residential use within mapped MIH Areas. The proposed zoning text amendment would establish an MIH Area contiguous with the Project Area requiring the proposed development to comply with the requirements of the MIH Program. Within the proposed MIH Area all housing developments, enlargements and conversions that meet the criteria set forth in the MIH Program must comply with one of the options. The Proposed Development will be required to comply with either Option 1 or 2 pursuant to ZR 23-154:

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

[3] If the City of Yes for Housing Opportunity text amendment, which was referred into public review on April 29, 2024, is adopted as currently proposed by the Department of City Planning, R6 districts would allow up to 3.9 FAR and a maximum height of 125 feet. For development sites over 40,000 square feet in lot area, the maximum height may be increase by 25%. Parking would no longer be required.

- Option 2: At least 30 percent of residential floor area must be permanently affordable housing to households with income at a weighted average of 80 percent of AMI.

The proposed actions would facilitate a 100% affordable mixed-use development including the creation of approximately 173 new income-restricted housing units.

8. Conclusion

HPD is seeking land use actions including UDAA designation, UDAAP approval, the disposition of City-owned land, a zoning map amendment to rezone the Project Area from the existing R5 zoning district to an R6 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 a new seven-story building with approximately 173 affordable units (approximately 43 permanently affordable units pursuant to MIH Option 1), one additional superintendent's unit, approximately 8,775 square feet of ground floor community facility space and an additional approximately 1,086 square feet of community facility space in the cellar. The Proposed Development will also provide approximately 37,312 square feet of passive and active outdoor space.

The Proposed Development aims to provide sustainable, affordable housing and community facility uses in close proximity to public transportation in accordance with the objectives of the City's *Housing New York: A Five-Borough, Ten-Year Plan*, *Housing New York 2.0*, and the current housing plan, the goals of the current housing plan, *Housing Our Neighbors: A Blueprint for Housing and Homelessness*, including creating affordable housing to promote housing stability, and increasing access to transit and amenities for low-income New Yorkers, and also furthers the commitments made in the East New York Community Plan.