



IN THE MATTER OF an application submitted by 495 11 Avenue Owner Realty LLC and NYC Economic Development Corporation pursuant to Sections 197-c and 201 of the New York City Charter for an amendment of the Zoning Map, Section No. 8d:

1. changing from an M1-5 District to a C6-4 District bounded by West 40th Street, Eleventh Avenue, West 39th Street, and a line 125 feet westerly of Eleventh Avenue, and
2. establishing a Special Hudson Yard District bounded by West 40th Street, Eleventh Avenue, West 39th Street, and a line 125 feet westerly of Eleventh Avenue.

Borough of Manhattan, Community District 4, as shown on a diagram (for illustrative purposes only) dated April 19, 2021, and subject to the conditions of CEQR Declaration E-610.

This application for a zoning map amendment was filed by 495 11 Avenue Owner Realty LLC and the New York City Economic Development Corporation (EDC) on March 18, 2021. This application, in conjunction with the related application for a zoning text amendment (N 210325 ZRM) and a site selection and acquisition application (C 210326 PCM) by the New York Police Department (NYPD) and the Department of Citywide Administrative Services (DCAS), would facilitate the development of a 57-story mixed-use building with affordable and supportive housing, hotel, office, retail and an NYPD vehicle storage facility at 495 Eleventh Avenue in the Clinton/Hell's Kitchen neighborhood of Manhattan Community District 4.

RELATED ACTIONS

In addition to the zoning map amendment (C 210324 ZMM) that is the subject of this report, the proposed project also requires action by the City Planning Commission (CPC or Commission) on the following applications, which are being considered concurrently with this application.

- N 210325 ZRM** Zoning text amendment to modify Article IX, Chapter 3 of the Zoning Resolution (ZR) to establish a new Subdistrict G within the Special Hudson Yards District (SHYD) and modify Appendix F to establish a Mandatory Inclusionary Housing (MIH) area

C 210326 PCM Site selection and acquisition to develop an NYPD vehicle storage facility for 55 vehicles

BACKGROUND

The development site (Block 685, Lot 38), located at 495 Eleventh Avenue between West 39th and 40th streets, consists of 24,687 square feet of unimproved lot area. The site has 198 feet of frontage on Eleventh Avenue and 125 feet of frontage on West 39th Street. West 39th Street between Eleventh and Twelfth avenues is a mapped street but is not an active roadway. A portion of this mapped street, a 30-foot-wide area occupying the southern half of 39th Street, is reserved for emergency access and maintenance for the adjoining Lincoln Tunnel ventilation structure.

The site was originally the location of a six-story slaughterhouse constructed in 1905 that ceased operations in the late 1950s. It was subsequently used as a warehouse and office. In 1980, the site was included in an application for the disposition of 21 parcels of non-residential City-owned property (C 790599 PPM). However, this site was ultimately disapproved for sale at the time of the disposition. In 1992, the slaughterhouse building was demolished and, since 1993, the site has been used by NYPD as a parking lot for 55 vehicles.

In November 2004, the CPC approved the disposition of 36 City-owned properties (C 040506 PPM) generally located between West 25th Street and West 41st Street and Ninth and Eleventh avenues, including the development site. EDC released a request for proposals (RFP) in 2015 for the site, seeking proposals for a new building with a commercial and/or community facility use, affordable housing units, and a permanent location to store the 55 NYPD vehicles. The RFP cited the service of local needs as a priority for any future development, specifically, the provision of affordable housing and fresh food retailers. The RFP sought proposals that included the maximum feasible number of affordable units financed from the income received by the commercial and/or community facility spaces within the development. The RFP contemplated a rezoning action to permit residential development. In May 2017, EDC selected a private applicant, 495 11 Avenue Owner Realty LLC, to develop the site pursuant to a long-term lease in accordance with the 2004 disposition. The City of New York would retain fee ownership of the

development site and the building would be ground-leased to the private applicant or an affiliated entity.

The immediate area surrounding the development site is characterized by the Jacob K. Javits Convention Center, including Javits North, which is part of the expansion project that is under construction to the west of the development site. A 100-foot-tall Lincoln Tunnel ventilation structure owned by the Port Authority of New York and New Jersey is located directly south of the development site. Other uses in the immediate area are parking- and transportation-related. The Lincoln Tunnel entrance ramp is located across the street from the development site at West 40th Street and Eleventh Avenue. North of the development site, on West 40th Street, is the two-story Michael J. Quill Bus Depot operated by MTA New York City Transit.

The site is located five blocks north of the 34th Street 7 train extension to the Hudson Yards neighborhood. A secondary entrance to the 34th Street station is anticipated one block north on West 35th Street. The area is also serviced by the M12, M42, and M50 bus lines, the West Midtown Ferry Terminal, and the Port Authority Bus Terminal. Bicycle lanes are located along West 43rd Street and West 44th Street, and a bicycle path in the Hudson River Greenway is located along Twelfth Avenue.

The surrounding Clinton/Hell's Kitchen neighborhood contains a variety of land uses, including commercial, mixed residential and commercial, industrial, public facility, transportation, and institutional. Active construction sites comprise a large portion of the of land uses in the area. Several sites are used for vehicle parking and storage for distribution businesses. Several vacant lots are located within the surrounding area, particularly to the east of the development site. Existing commercial uses are located in small clusters on streets between Tenth and Eleventh avenues. Multi-family residential elevator buildings and mixed residential and commercial buildings are primarily located north of West 41st Street. There are several recent high-density mixed-use developments, including a 46-story condo building at 635 West 42nd Street, a 61-story rental apartment building at 605 West 42nd Street, and a 53-story rental apartment building at 551 Tenth Avenue. Hudson River Park is located to the west of the site, Hudson Boulevard and Park is located to the southeast, and the High Line is located three blocks to the south.

The development site is located within an M1-5 zoning district, which allows a maximum floor area ratio (FAR) of 5.0 for manufacturing uses and 6.5 for community facility uses. M1 zoning districts typically include light industrial uses, such as woodworking shops, repair shops, and wholesale service and storage facilities. Some community facility uses, hotels, offices, convenience retail or service wholesale establishments, auto services, and vehicle storage are also permitted. Building height and setbacks are controlled by a sky exposure plane that begins 85 feet above the street line.

Other zoning districts in the surrounding area include M2-3, C6-4, C6-2 and C2-8 districts, characterized by a diverse mix of uses that include residential, commercial, light industrial, transportation and utility uses. The Special Hudson Yards District (SHYD) extends from West 41st Street to the north, West 30th Street to the south, generally between Ninth and Eleventh avenues with portions extending further east to Eighth Avenue and west to Twelfth Avenue. The Special Clinton District is mapped in an area above West 41st Street, one block to the north of the development site.

The SHYD was established in 2005 (N040500 (A)ZRM) to allow a mix of uses and densities, provide publicly accessible open space, extend the Midtown central business district by encouraging new office and hotel development, and accommodate continued growth of the residential community. The SHYD mandates a variety of use, bulk and urban design controls applicable to six subdistricts. Within the subdistricts and subareas of the SHYD, differing special regulations apply. In certain zoning districts, the maximum FARs of the underlying districts may be increased through a District Improvement Bonus mechanism and the Inclusionary Housing program that would support financing of specific capital improvements in the area. Transfers of floor area are also permitted under certain conditions. Mandated improvements include retail use on major corridors, street wall continuity, pedestrian circulation space, plantings, subway entrance easements, and screened or below-grade parking.

The proposed development would consist of a 581,601-square-foot (23.55 FAR) mixed-use residential, commercial, and community facility building. The new building would be comprised of a 57-story, approximately 680-foot residential tower in the north (North Tower) and a 56-

story, approximately 653-foot hotel tower in the south (South Tower), joined by a five-story mixed-use podium (Podium).

The 57-story North Tower would contain 236,699 square feet of residential use and 48,655 square feet of community facility space. 275 affordable units would be located on the 14th through 57th floors, reserved for households that meet certain income restrictions for affordability, approximately 71 of which would be designated for households with incomes not exceeding 80 percent of the Area Median Income (AMI) per Mandatory Inclusionary Housing (MIH) Option 2. 75 supportive housing units for formerly homeless individuals and families and associated services would be located on floors five through 13. Additionally, a north-facing fifth floor terrace would provide 1,975 square feet of exterior recreation space for the residential tenants of the building. The shared residential and community facility lobby would be accessible from Eleventh Avenue.

The 56-story South Tower would contain 282,557 square feet of hotel use, including up to 680 hotel guest rooms, amenity space and a rooftop hotel bar. A 4,196-square-foot green courtyard would be provided at the fifth floor between the two towers, accessible only to hotel guests. The hotel entrance would be located on Eleventh Avenue, and additional doorways would provide secondary access on West 39th Street. A pedestrian friendly open space with seating and movable planters is anticipated for the northern 30-foot-wide portion of West 39th Street, subject to a revocable consent to be sought after the land use application process is complete.

The North and South Towers would be joined by a mixed-use podium containing a 4,791-square-foot supermarket (with an additional 6,908 gross square feet of floor space in the cellar), 8,899 square feet of office space, and a 55-space NYPD vehicle storage facility. Entrance to the supermarket would be located on Eleventh Avenue, and the entrance to the office use and access to the NYPD facility would be located on West 40th Street.

The NYPD facility would occupy approximately 38,971 square feet of floor space within the Podium. Vehicles would be stored primarily in the interior portions of the second through fourth floors, wrapped by office and hotel uses and accessed by a 24-foot-wide curb cut. Additional

storage space for three larger vehicles would be located on the ground floor, accessed by a 30-foot-wide curb cut. The building's loading dock and service entrance would also be located on West 40th Street, accessible by a 12-foot-wide curb cut located between the two NYPD curb cuts.

To facilitate the proposed development, a zoning map amendment, a zoning text amendment, and a site selection and acquisition are proposed.

The proposed zoning map amendment would rezone the development site from an M1-5 zoning district to a C6-4 (R10 equivalent) zoning district and expand the SHYD to encompass the development.

The proposed zoning text amendment would establish a new subdistrict – Eleventh Avenue Subdistrict G – within the SHYD and modify certain use and bulk provisions to facilitate the proposed building design and program. Subdistrict G would include certain modifications to the standard SHYD district use provisions. Office use would be permitted without the certification or authorization typically required in most SHYD areas. It would allow Use Group 16C vehicle storage use as-of-right and exempt floor space dedicated to such use from the calculation of zoning floor area, up to 56 feet above curb level. Physical Culture or Health Establishments (PCEs) such as gyms would be permitted as-of-right. Underlying bulk regulations would generally apply with certain modifications. The proposed Subdistrict G would allow a maximum FAR of 12.0 for residential, community facility and commercial uses each, with a maximum total FAR of 24.0 on a zoning lot. The required setback from West 39th Street, a narrow street, would be reduced to five feet to provide a 60-foot separation between the residential and hotel towers. Residential tower coverage would be allowed between 20 percent and 40 percent. Aggregated lot coverage of residential and non-residential towers would be capped at 65 percent. SHYD rules regarding retail continuity and transparency, rear yard equivalents and pedestrian circulation space would not apply. Manhattan Core parking and loading regulations of Article I, Chapter 3 would apply within Subdistrict G. Additionally, Appendix F of the Zoning Resolution would be amended to designate the development site as an MIH Area mapped with MIH Options 1 and 2.

A combined action for a site selection and acquisition is sought by DCAS and NYPD to locate the approximately 38,971 square feet of NYPD vehicle storage facility. A fair share analysis has been conducted.

ENVIRONMENTAL REVIEW

This application (C 210324 ZMM), in conjunction with the related actions, was reviewed pursuant to the New York State Environmental Quality Review Act (SEQRA) and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et. seq. and the New York City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 18DME001M. The lead agency is the Office of the Deputy Mayor for Housing and Economic Development (DME).

It was determined that this application, in conjunction with the applications for the related actions, may have a significant effect on the environment, and that an Environmental Impact Statement (EIS) would be required. A Revised Positive Declaration was issued on October 1, 2019, and subsequently distributed, published, and filed. This Revised Positive Declaration supersedes the Positive Declaration issued on March 23, 2018. Together with the Revised Positive Declaration, a Revised Draft Scope of Work for the Draft Environmental Impact Statement (DEIS) was issued on October 1, 2019. A public scoping meeting was held on November 7, 2019, and the Final Scope of Work was issued on April 16, 2021.

A DEIS was prepared and a Notice of Completion for the DEIS was issued on April 16, 2021. Pursuant to SEQRA regulations and the CEQR procedure, a joint public hearing was held on July 28, 2021, in conjunction with the public hearing on the related Uniform Land Use Review Procedure (ULURP) items (N 210325 ZRM, C 210326 PCM) and non-ULURP action (N 210325 ZRM). A Final Environmental Impact Statement (FEIS) reflecting comments made during the public review process was completed, and a Notice of Completion for the FEIS was issued on August 20, 2021.

The proposed project, as analyzed in the FEIS, identified significant adverse impacts with respect to shadows, transportation (traffic and pedestrians), and construction (traffic and pedestrians).

Significant adverse impacts related to hazardous materials and noise would be avoided through the placement of (E) designations (E-610) on the project site as specified in Chapter 8, and Chapter 13, respectively, of the FEIS.

The identified significant adverse impacts and proposed mitigation measures under the proposed actions are summarized in Chapter 18 “Mitigation” of the FEIS.

UNIFORM LAND USE REVIEW

This application (C 210324 ZMM), in conjunction with the related application for a site selection and acquisition (C 210326 PCM), was certified as complete by the Department of City Planning on April 19, 2021 and was duly referred to Manhattan Community Board 4 and the Manhattan Borough President, in accordance with Title 62 of the Rules of the City of New York, Section 2-02(b), along with the related application for an amendment to the zoning text (N 210325 ZRM), which was duly referred in accordance with the procedures for non-ULURP matters.

Community Board Review

Manhattan Community Board 4 held a public hearing on this application (C 210324 ZMM) and related actions on May 12, 2021, and, on June 2, 2021, by a vote of 46 in favor, none against, and none abstaining, adopted a resolution recommending approval of the application with the following conditions:

- “1. All affordable housing units must be permanently affordable.
2. Supportive housing must be integrated throughout the development.
3. Commitment from the Developer to work with the Slaughterhouse Plaza Working Group.”

Borough President Review

This application (N 210325 ZRM), in conjunction with related actions, was considered by the Manhattan Borough President, who, on July 22, 2021, issued a recommendation to approve the application with the same conditions set forth by Community Board 4:

- “1. All affordable housing units must be permanently affordable.
2. Supportive housing must be integrated throughout the development.
3. Commitment from the Developer to work with the Slaughterhouse Plaza Working Group.”

City Planning Commission Public Hearing

On July 14, 2021 (Calendar No. 14), the CPC scheduled July 28, 2021 for a public hearing on this application (C 210324 ZMM) and related actions. The hearing was duly held on July 28, 2021 (Calendar No. 34). Eight speakers testified in favor of the application and none in opposition.

The applicant team, including a representative from EDC, the developer and its land use counsel and the project architect, spoke in favor of the project and provided a summary of the RFP, project planning process, proposed land use actions, the development program, community engagement, and the design of the building and open space accessible to building tenants, hotel guests and the public. It was clarified that the development team is working with Javits Center to ensure connectivity between the proposed development and Javits expansion.

A representative of the Hotel Trade Council expressed support for the project, commending early outreach by the development team and noting that the project would create jobs and benefit workers. A representative of the Center for Community Services, the on-site nonprofit service provider for the proposed supportive housing, appeared in favor and answered the Commission’s questions regarding the supportive housing program and services. A representative from Hudson Yards / Hell’s Kitchen Alliance, the local Business Improvement District (BID), spoke in favor of the project and confirmed that the BID would continue to be involved in the planning and design of the pedestrian plaza on West 39th Street. A representative of the 32BJ union also spoke in support of the project, noting the applicant’s commitment to jobs and economic development. There were no other speakers, and the hearing was closed.

CONSIDERATION

The Commission believes that the proposed zoning map amendment (C 210324 ZMM), in conjunction with the related applications for a zoning text amendment (N 210325 ZRM) and site selection and acquisition (C 210326 PCM), is appropriate.

The proposed zoning map amendment to change the zoning governing the development site from an M1-5 zoning district to a C6-4 zoning district is appropriate. The Commission notes that within the surrounding area, while major pockets of transportation, utility and industrial uses exist west of Eleventh Avenue, residential, retail and office uses are prevalent, and reinforced by existing mixed use and commercial zoning and recent high-density mixed-use developments, including the residential and mixed-use buildings at 635 West 42nd Street, 605 West 42nd Street and 551 Tenth Avenue. The proposed C6-4 zoning district will allow as-of-right a wider range of residential, community facility and commercial uses at higher densities, facilitating a dynamic mixed-use program on the development site in a manner that is consistent with land use patterns and trends in the surrounding Hudson Yards, Clinton and Hell's Kitchen neighborhoods. The new zoning district will allow the proposed affordable homes, supportive housing accompanied by social services for the formerly homeless, and a supermarket of over 10,000 square feet, which will contribute to meeting the critical housing needs locally and citywide and provide much needed local retail amenities for residents in the proposed development and surrounding neighborhoods.

The Commission believes the proposed expansion of the SHYD, in conjunction with the zoning text amendment to establish regulations for a new Eleventh Avenue Subdistrict G within the SHYD, is appropriate. The proposed building program is consistent with the overall planning vision of the SHYD. Further, inclusion of the site in the SHYD provides a conducive framework for introducing special regulations that respond to unique site conditions and articulated planning goals. The proposed use, floor area, height and setback, tower lot coverage and other modifications to the underlying and special district regulations are necessary to address site planning challenges, and will help accomplish critical policy objectives related to increasing housing access and affordability, supporting economic development and recovery, and providing

local amenities such as retail/supermarket and open space on an underutilized, formerly publicly owned site.

Regarding the proposed special use regulations, the Commission notes that the allowing office use in Subdistrict G without the typical SHYD certification or authorization process is appropriate, given the specific planning vision for this new subarea within the SHYD, and is similar to the zoning approach in Subdistrict F (Western Rail Yards). Allowing hotel use as-of-right will complement the proposed development and the Javits Convention Center complex and its expansion, strengthening an important economic asset for the city and the region.

Regarding proposed bulk regulations, the Commission notes that a maximum floor area of 24.0 FAR is compatible with the range of densities permitted in the SHYD; the proposed bulk rules will result in a building form that complements the urban context of the surrounding neighborhoods and the west side skyline. The proposed tower lot coverage rules will ensure that the two towers are not overly narrow and assume the right proportionality to the building base. The reduced setback on West 39th Street will allow for a more generous distance between the residential and hotel towers, providing ample light and air, and reducing potential for conflicts among users of the building.

The Commission believes that the zoning text amendment to the Appendix F to designate the development site as an MIH area is appropriate. The Commission is aware that, while 30 percent of the proposed residential floor area (approximately 71 units) are subject to MIH Option 2 at incomes not exceeding 80 percent of the AMI, all residential units in the proposed development will be income-restricted affordable housing targeting low- to moderate-income households. The Commission also notes that the proposed development presents a rare opportunity to provide supportive housing and social services for formerly homeless families and individuals with an integrated approach in a high-rise development in a highly desirable Manhattan neighborhood proximate to transit and the waterfront.

The Commission believes the site selection and acquisition by DCAS and NYPD of approximately 38,971 square feet of floor space in the proposed development for use as an

NYPD vehicle storage facility is appropriate. The Commission acknowledges NYPD's operational needs and notes that the proposed action will replace the existing open-air parking with a modern facility that allows for more efficient storage of vehicles at the same capacity. The Commission additionally notes that the facility is appropriately integrated into a multi-use building and is largely screened by more active uses such as office and hotel.

The Commission is pleased at the collaboration between City agencies and the private applicant, and notes that thoughtful community engagement has resulted in a project that supports a multitude of planning goals articulated in the City's RFP and expressed by the local community. While beyond the scope of the proposed land use actions, the Commission strongly encourages EDC and the developer to continue working with engaged stakeholders and Community Board 4 to advance the planning and design work of the pedestrian-friendly open space at West 39th Street.

RESOLUTION

RESOLVED, having considered the Final Environmental Impact Statement (FEIS) for which a Notice of Completion was issued on August 20, 2021 with respect to this application (CEQR No. 18DME001M) the City Planning Commission finds that the requirements of the New York State Environmental Quality Review Act and regulations have been met and that:

1. Consistent with social, economic, and other essential considerations, from among the reasonable alternatives thereto, adopted herein is one which minimizes or avoids environmental impacts to the maximum extent practicable;
2. The adverse environmental impacts disclosed in the FEIS will be minimized or avoided to the greatest extent practicable.

The report of the City Planning Commission, together with the FEIS, constitutes the written statement of facts, and of social, economic, and other factors and standards, that form the basis of the decision, pursuant to section 617.11(d) of the SEQRA regulations; and be it

RESOLVED, that the City Coastal Commission finds that the action will not substantially hinder the achievement of any Waterfront Revitalization Program (WRP) policy and hereby determines that this action is consistent with WRP policies; and be it further

RESOLVED, by the City Planning Commission, pursuant to Sections 197-c and 200 of the New York City Charter that based on the environmental determination and the consideration described in this report, the Zoning Resolution of the City of New York, effective as of December 15, 1961, and as subsequently amended, is further amended by changing the Zoning Map, Section No. 8d:

1. changing from an M1-5 District to a C6-4 District bounded by West 40th Street, Eleventh Avenue, West 39th Street, and a line 125 feet westerly of Eleventh Avenue; and
2. establishing a Special Hudson Yard District bounded by West 40th Street, Eleventh Avenue, West 39th Street, and a line 125 feet westerly of Eleventh Avenue;

Borough of Manhattan, Community District 4, as shown on a diagram (for illustrative purposes only) dated April 19, 2021, and subject to the conditions of CEQR Declaration E-610.

The above resolution (C 210324 ZMM), duly adopted by the City Planning Commission on September 1, 2021 (Calendar No. 32), is filed with the Office of the Speaker, City Council, and the Borough President, in accordance with the requirements of Section 197-d of the New York City Charter.

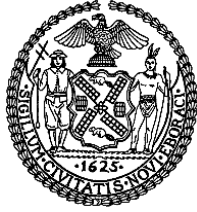
MARISA LAGO, *Chair*

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LOWELL D. KERN
Chair

JESSE R. BODINE
District Manager

June 21, 2021

Marisa Lago, Chair
NYC Department of City Planning
120 Broadway
New York, NY 10271

**Re: 495 Eleventh Avenue, Slaughterhouse Site
ULURP #C 210324ZMM, 210325ZRM, and 210326PCM**

Dear Chair Lago,

On May 12th, 2021, at Manhattan Community Board 4's (MCB4) Clinton / Hell's Kitchen Land Use Committee meeting (C/HKLU), 495 Eleventh Avenue Owner Realty LLC ("Developer") and the New York City Economic Development Corporation (EDC) made a presentation regarding the above referenced ULURP applications to facilitate the development of 495 Eleventh Avenue (Block 685, Lot 38) ("Proposed Development"), the Slaughterhouse site for development of 350 permanently affordable housing units, including a supportive housing component, a supermarket, an NYPD Special vehicle parking facility, and a 680 room multi-flag hotel.

The public actions through ULURP include¹:

ULURP #C 210324ZMM Zoning Map Amendment

1. To rezone the Proposed Development site from an M1-5 zoning district to a C64 (R10 equivalent).
2. To include the Proposed Development site within the Special Hudson Yards District ("SHYD") as a new Subdistrict G.

¹ [495 Eleventh Ave \(Slaughterhouse\) Zoning Application](#)

ULURP #C 210325ZRM Zoning Text Amendment

1. To modify New York City Zoning Resolution (ZR) Section 93-00 to establish a new Subdistrict G within the SHYD.
2. To modify ZR Appendix F, the Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas Section, to designate the Proposed Development site as a Mandatory Inclusionary Housing (MIH) area.

ULURP #C 210326PCM Combination Acquisition and Site Selection by the City

1. For a site selection and acquisition of 38,971 square feet of the Development Site for use as an NYPD Special vehicle parking facility.

At the May 12th C/HKLU meeting, the Developer also presented their project design, with a two-tower building, one for a hotel, the second for permanently affordable residential housing.

At its June 2nd, 2021, regularly scheduled full board meeting, MCB4 with 46 in favor, 0 opposed, 0 abstaining, and 0 present but not eligible, voted to recommend approval, under the following conditions:

1. All affordable housing units must be permanently affordable.
2. Supportive housing must be integrated throughout the development.
3. Commitment from the Developer to work with the Slaughterhouse Plaza Working Group.

MCB4 would also like to commend the Developer for its consistent and tireless efforts of working with the community and the Board to come to a redevelopment plan, creating 350 units of permanently affordable housing, inclusive of 75 units of supportive housing. The Board notes that the Developer has been accommodating and thoughtful in developing multiple iterations of both the program and project design and worked collaboratively with the community to create a successful, financially feasible, and acceptable proposal.

SITE HISTORY

The New York Butchers' Dressed Meat Company building was a full block front building on Eleventh Avenue between 39th and 40th Streets, built in two sections – the 39th Street corner in 1903-1905 and the 40th Street corner in 1917. A working slaughterhouse, the New York Butchers' Dressed Meat Company was formed by local butchers and provisioners to break the monopoly held by the midwestern beef trust, which dictated meat prices. At that time, with its proximity to water transport as well as to the freight rail yards, the West Side was an important industrial center for the City.

The original six-story Neo-Renaissance style building of steel and masonry was designed by Horgan & Slattery with lower floors faced with limestone and upper floors with dark orange

brick and white terra cotta, with an air of an imposing civic building. But there was no mistaking its purpose: six giant sculptures of rams and steers jutted from the exterior of the sixth floor. An outdoor roof corral for livestock was accessed by a seven-floor ramp visible only from the west. The killing floor was one floor down. The Slaughterhouse remained in operation until the late 1950s. The City took title to the building in 1975 following a lengthy period of unpaid real estate taxes by the owner.

MCB4 EFFORTS TO SECURE THE SITE FOR AFFORDABLE HOUSING

In the late 1980, the City's Economic Development Corporation (EDC) sought private developers for the Slaughterhouse site. The winning developer proposed full demolition and the redevelopment of the block front as a Visual Merchandising Center, in connection with a newly completed Javits Convention Center. The proposal was opposed by the community board, and eventually did not proceed. After the demise of that proposal, MCB4 urged the Landmarks Preservation Commission (LPC) to designate the property as a landmark. The LPC did not act, EDC did not proceed to another Request for Proposal (RFP), and the building continued to deteriorate. EDC then stated that the building was structurally unsound and in danger of eminent collapse. Demolition began 14 months after that point. It took the City 18 months to demolish the building.

Prior to the demolition, MCB4 worked with the LPC to salvage several significant elements of the New York Butcher's Dressed Meat Company, including monumental ram and cow heads, a nearly block-long carved sign, the copper cornice and the building cornerstone. Those items were stored in the LPC's salvage warehouse in Brooklyn from the late 1980s to the early 2000s. The copper cornice was stored under the Williamsburg Bridge on the Brooklyn side, and was found to be missing in the mid-1990s. The result of the demolition was an empty surface lot.

In the late 1990s, NYPD began to use the site for temporary parking. From its demolition in the late 1980s until the early 2000s, there was no plan put forth to develop the site. As part of Hudson Yards rezoning, the site was put forth by MCB4 as an affordable housing site for mitigation of the rezoning. New York City Housing Preservation & Development (HPD) rejected the location as being technically difficult, as two Lincoln Tunnel tubes passed under the site. It was again brought to HPD as part of the Western Railyards rezoning in 2009, as mitigation for the rezoning, and was again rejected.

The Site was identified as a "Proposed Development" site in MCB4's 2014 Affordable Housing Plan, with preliminary analysis identifying the area as a public site for affordable housing development, being able to provide 322 apartments, 100% of which would be affordable to a range of income bands. The Site could, in part, satisfy the City's yet-to-be fulfilled affordable housing commitments in the District, including 150 units from Site M (Tenth Avenue between West 40th and West 41st Streets), which was to be acquired for the #7-line West 41st Street station construction, and 75 units from a proposed sanitation site at 136 West 22nd Street. That station was cut from the #7-line construction, and the site was instead, leased and returned to the developer. Therefore, there was a loss of 150 affordable housing units. The sanitation site at 136

West 22nd Street was converted from an affordable housing use to a park, resulting in the loss of 75 affordable housing units.

In 2015, MCB4 proposed the Slaughterhouse Compromise to Council Member Corey Johnson and the Mayor's Office to transfer the affordable housing commitments from both sites to the Slaughterhouse site. After a series of meetings with the Mayor's Office, HPD, and EDC, an agreement was reached to meet that commitment to create additional affordable housing and for the EDC to issue RFPs.

Those RFPs were issued by the EDC in 2015, Radson Development was designated as the developer in 2017, and it took countless meetings of discussions from 2015 to 2021 in order to bring this project to fruition. MCB4 and multiple project managers at EDC remained committed to the success of this project.

THE PROPOSED DEVELOPMENT

The new building's two towers would contain residential and commercial uses with a total floor area of 581,601 square feet, with a total floor area ratio (FAR) of 23.55. The 56-story hotel tower and the 57-story residential tower would be joined by a 5-story mixed-use podium.

The residential north tower includes:

1. 350 permanently affordable apartments, 75 of which will be supportive housing, for formerly homeless individuals and families, and 2,000 square feet of social service support space. All of the proposed dwelling units will be reserved for households that meet certain income restrictions for affordability, with approximately 71 of the units for households with incomes having an average not exceeding 80% of area medium income (AMI), pursuant to MIH Option 2.
2. A fitness room, lounge, and business center on the 5th floor.
3. 2,000 square feet of exterior recreation space in a north-facing 5th floor terrace.

The commercial south tower includes:

1. 280,000 square feet of hotel use, with 680 guest rooms and accessory eating and drinking establishments, operated under three separate hotel flags.

The base includes:

1. Separate lobbies for both residential and hotel towers.
2. 12,000 square feet supermarket (with 5,000 square feet at grade and 7,000 square feet of floor space in the cellar).
3. 9,000 square feet of office (co-working) space.
4. 39,000 square feet on the 1st to 3rd floors for the NYPD Special vehicle parking facility.

Affordable Housing Program

Program Components

The proposed development includes 275 units of affordable rental housing for income bands between 90% to 165% on the 14th through 57th floors of the north residential tower. It will also include 75 units of supportive housing for formerly homeless individuals and families, for a total of 350 units of affordable housing.

Proposed Project Unit Summary

Unit Size	90-110% AMI Units	155-165% AMI Units	15/15 Units (Supportive Housing)	MIH Units*
Studio	8	14	56	59
One-bedroom	60	106	19	44
Two-bedroom	27	51		11
Three-bedroom	3	5		1
Total	98	176	75	114

*MIH units are layered into 90-165% AMI and 15/15 units.

2021 Area Median Income (AMI) Band Distribution²

AMI Tier	Family of one	Family of Two	Family of Three	Family of Four
90% AMI	\$75,240	\$85,950	\$96,600	\$107,370
110% AMI	\$91,960	\$105,050	\$118,140	\$131,230
165% AMI	\$137,940	\$157,575	\$177,210	\$196,845

2021 New York City Area Affordable Monthly Rents

Unit Size	90% AMI	110% AMI	165% AMI
Studio	\$1,547	\$1,906	\$2,889

² [2021 Area Median Income, NYC HPD](#)

One-bedroom	\$1,942	\$2,390	\$3,621
Two-bedroom	\$2,323	\$2,860	\$4,337

Permanent Affordability

The Board has worked with the City and the Council to ensure all affordable apartments are permanently affordable and approves this proposal only under the condition that all affordable apartments are permanently affordable.

Supportive Housing Program

It was at MCB4’s initiative that the developer and the administration created a supportive housing component at this location. The Hell’s Kitchen community and the Board appreciates its inclusion into this project site.

Nearly 2,000 square feet of social service space on the 5th floor will be included. The social service programming will be delivered by the Center for Urban Community Services (CUCS). CUCS has a great record of delivering social services at the Times Square Hotel and Prince George locations, both of which are exceptionally well managed.

The project as currently proposed, segregates the proposed development, which includes 75 units on the 6th through 13th floors in the north residential tower. The Board does not support segregation based upon economic or social service need, and the creation of “poor floors.” As a condition of approval, the Board requests for the supportive housing to be fully integrated throughout the development.

Economic and Demographic Integration

The 5th floor will include a fitness room, lounge, and business center. A north-facing 5th floor terrace will provide 2,000 square feet of exterior recreation space. The hotel cross subsidizes the affordable residential housing development. The shared residential and community facility lobby will be accessible from Eleventh Avenue.

Hotel Program

680 hotel guest rooms are planned on the 1st through 56th floors of the south commercial tower. The hotel entrance will be on Eleventh Avenue and additional doorways will provide secondary access between the hotel and West 39th Street. Approximately 19,000 square feet of amenity space is contemplated, including a 2nd floor restaurant and rooftop bar on the south side of the

south commercial tower, 3rd floor fitness area and lounge, 4th floor ballroom, multi-function space and meeting rooms, and 5th floor lobbies.

The proposed design allows for the creation of a pedestrian walkway to connect the 4th floor mezzanine of the Proposed Development with Javits North. A 4,000 square feet green courtyard on the 5th floor will be accessible to hotel guests. One required loading berth will be provided for the hotel at West 40th Street.

Supermarket Program

A 12,000 square foot supermarket includes 5,000 square feet of space on the first floor and 7,000 gross square feet in the cellar. The supermarket will be accessible from a lobby entrance on West 40th Street. The Developer must be successful in securing a supermarket tenant. The need for additional supermarket space is crucial to the Hell's Kitchen community. In the past, there has been at least two developments that have proposed, but were unable to achieve the integration of supermarkets.

Office Program

The Proposed Development will include 9,000 square feet of office (co-working) space located on the 2nd, 3rd, and 4th floors, accessible from a lobby entrance on West 40th Street.

NYPD Vehicle Storage Facility

Nearly 39,000 square feet of floor space on the 1st, 2nd, and 3rd floors (including 3rd floor mezzanine) will be acquired by the City of New York to accommodate approximately 55 spaces for NYPD Special vehicles. Three larger vehicles will be located at grade and will be arranged in a tandem fashion to minimize the width of the curb cut. The spaces for the vehicles located at grade will be accessed by a 30-foot-wide curb cut on West 40th Street. The 2nd and 3rd floor vehicle storage area will be accessed by a 24 feet wide curb cut on West 40th Street.

The vehicles serve various commands that fall under Patrol Borough Manhattan South, including the NYPD Strategic Response Group and Manhattan South Operations Unit. Specialized NYPD vehicles, including surveillance vehicles and large vans and trucks will be located on the Development Site. Approximately 20 of the 55 vehicles will be oversized specialized vehicles.

The vehicles will be used by the NYPD on an as-needed basis for citywide purposes, and not for routine local or neighborhood policing functions.

All vehicles on the ground floor will be parked in a fully recessed position within the building so they do not obstruct the sidewalk. Gates/doors will be installed across the ground floor entrance bays and will remain closed until vehicular access is needed. Signage, audible signals, and red

lights will provide pedestrians with clear cues as to times when vehicles are expected across the sidewalk.

During construction of the Proposed Development, 35 NYPD sedans assigned to the Manhattan South Operations Unit garage will be temporarily located at 605 West 42nd Street, Block 1090, Lot 23, Manhattan, and 20 large NYPD oversized special vehicles assigned to the Strategic Response Group will be temporarily located in an open lot at 649 West 42nd Street.

Public Parking

There is no proposed public parking on the proposed development due to the multiple constraints on the site, and the public parking restrictions under the Hudson Yards Special District.

Sustainable Features

MCB4 is pleased to note that the Developer will seek to meet the goals of the NYC ZeroWaste guidelines by providing adequate refuse storage and collection space, shared Compactor-Containers for trash and recycling, and by implementing compost removal services (possibly in coordination with the Javits Farm) in the Proposed Development. We are also pleased that the Proposed Development will integrate the requirements of recently enacted laws and best practices, including Local Law 94 (2019) green roofs to mitigate stormwater, the Bird-Safe Building Act and resilience measures to prepare for storms and power outages.

The Developer will seek to achieve LEED Gold certification “with a priority given to credits that are related to NYC policy initiatives including: Energy, Renewable Energy, Recycling, Construction Waste, Stormwater, Material Ingredients & Health. The Proposed Development will also seek to meet the goals of OneNYC and 80x50: exceed Local Law 97 (2019) GHG emissions limits; target Building Letter Grade ‘A’, create a robust, highly insulated exterior envelope with best practices for air-tightness, avoid on-site fossil fuel consumption and anticipate a renewable grid by implementing an all-electric building with electrical systems and equipment.”

PROJECT DESIGN

Rooms With A View

The Developer notes its two-tower design will provide “abundant sunlight and views for residential units” while keeping residential and hotel uses “independent to the greatest degree possible.” In order to open views and allow more daylight penetration, the towers have been stepped: the hotel from east to west and the residential tower from west to east. The amount of façade with unobstructed views to the south has been maximized. Fewer than 25% of units will look directly across to the hotel and these units are provided with oblique views to the river.

The Developer also notes that, by virtue of the low-rise scale of the Javits Center and Javits North, there will be unobstructed views from the building to the south as well as to the west.

Height And Setbacks

The Proposed Development's hotel tower will be approximately 650 feet tall and the residential tower will be approximately 680 feet tall. In order to provide a minimum distance of 60 feet between the towers, the south commercial tower will be set back five feet from West 39th Street.

Public Design Commission

In an October 2019 letter to the New York City Public Design Commission, MCB4 noted that the project's proposed design would add "vibrancy to this newly developing neighborhood" using "materials which relate to the industrial past of the site." The letter also noted that the design "offers the opportunity to meet community needs and comes closer to the project envisioned" by this Board a decade ago.

It should also be stated that the building itself is architecturally distinguished and will provide a handsome, and welcome, addition to the West Side skyline.

The two-tower concept and design are viewed with considerable favor by the community and the Board. We urge the Public Design Commission to give final approval without delay, based on the final design submitted, which the community board has worked diligently with the Developer to come to.

Open Space

Immediately south of the Slaughterhouse site is the proposed Open Space, which has a complex ownership structure. The Site is under the control and management of multiple jurisdictions, including the Port Authority, Javits Center and the NYC Department of Transportation. Part of development site is on the former bed of West 39th Street, de-mapped as part of the Javits Convention Center expansion. Immediately to the south of that is a large historic Lincoln Tunnel building.

As the Lincoln Tunnel ventilation is adjacent to the open space plaza, the Developer notes that a 30-foot-wide portion of West 39th Street must be kept clear for emergency and service access to the Lincoln Tunnel Vent Site. The Developer will seek a revocable consent from the NYC Department of Transportation after the completion of the land use application process to allow pedestrian-oriented improvements within the northern portion of West 39th Street. The Board expects to work with the Developer to ensure these improvements will "significantly enhance the activation of West 39th Street." The Developer notes, and the Board concurs, that while West 40th Street is the only frontage where curb cuts are permitted and service functions must be located along this street, "careful placement of active functions and safety features will be employed for the benefit of pedestrians."

Slaughterhouse Plaza Working Group

The Board had previously seen a preliminary site plan for the proposed Open Space immediately south of the Proposed Development. At that time, the Board urged the Developer to work with MCB4, the Javits Center, Port Authority, and the Hudson Yards/Hell's Kitchen Alliance (BID) to form a Slaughterhouse Plaza Working Group and develop a more integrated and ambitious proposal for the full 60-foot-wide plaza in the former street bed, which is under multiple jurisdictions. Such a proposal would take into account the multiple egress and maintenance easements of both agencies. MCB4 has initiated and will continue to convene those discussions.

Preservation of Architectural Elements

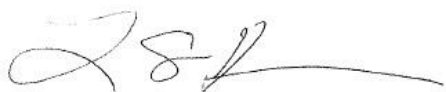
Since 1988, the community has been involved in preserving the Slaughterhouse's architectural elements, which were salvaged by the NYC Landmarks Preservation Commission for over 20 years. Two elements have been used at the park on 23rd Street, while Clinton Housing Development Company has stored a cow head sculpture and a limestone building sign from the New York Butchers' Dressed Meat Company at 52nd Street. These architectural elements must be worked into the open space plan.

Conclusion

The Proposed Development of the Slaughterhouse site is the result of, not only the decades-long MCB4 advocacy for unleashing the site's potential, but of the last six years of working together with the Developer's team, the Economic Development Corporation, the Speaker's Office, and City Council Land Use. The fact that the Developer has delivered a design concept that will provide hundreds of affordable housing units without public subsidy, a parking solution for NYPD, and a supermarket, all within an architecturally distinguished building, is to be highly commended. We recommend approval of the land use actions necessary for this project to proceed, with the conditions above.

MCB4 thanks the Developer's team for their willingness to address our concerns and its commitment to continue to work with the community and the Board to see this project completed.

Sincerely,



Lowell D. Kern
Chair
Manhattan Community Board 4



Jean-Daniel Noland
Chair
Clinton/Hell's Kitchen Land Use Committee

Cc: Hon. Jerrold Nadler, U.S. Congress
Hon. Brad Hoylman, New York State Senate
Hon. Richard Gottfried, New York State Assembly
Hon. Linda B. Rosenthal, New York State Assembly
Hon. Corey Johnson, New York City Council Speaker
Hon. Gale A. Brewer, Manhattan Borough President
Signe Nielsen, President, Public Design Commission
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Gale A. Brewer, Borough President

July 22nd, 2021

**Recommendation on ULURP Application No. C210324 ZMM, C210325 ZRM,
C210326 PCM
495 Eleventh Avenue – Slaughterhouse
By Economic Development Corporation of New York City**

PROPOSED ACTIONS

The Economic Development Corporation of New York City (the “Applicant”) seeks three land use actions to facilitate the redevelopment of a City-owned parking lot (the “Proposed Development”). The Proposed Development is located at 495 Eleventh Avenue (Block 685, Lot 38) in the Hell’s Kitchen neighborhood in Manhattan Community District 4. These actions would facilitate the creation of a single building with a 57-story residential tower and 56-story hotel/commercial tower. The residential tower would contain 350 permanently affordable units of housing under Mandatory Inclusionary Housing (“MIH”). The commercial tower would consist of a 680 room hotel. The base of the towers would contain a new special vehicle parking facility for the New York City Police Department (“NYPD”), a supermarket, offices, and separate lobbies for the two towers.

The Applicant proposes the following actions:

- a) Zoning map amendment to Section 8d, by changing from M1-5 District to an C4-6 District; and
- b) Zoning map amendment to include the Proposed Development within the Special Hudson Yards District as a new Subdistrict G; and
- c) Zoning text amendment to Appendix F of the Zoning Resolution to establish an MIH boundary at the Proposed Development; and
- d) Combination Acquisition and Site Selection by the City for use as a special vehicle parking facility for the NYPD.

BACKGROUND

495 Eleventh Avenue first served as a slaughterhouse for the New York Butchers’ Dressed Meat Company. The building was constructed in the Neo-Renaissance style between 1903 and 1905 at the corner of Eleventh Avenue and West 39th Street, and expanded to Eleventh Avenue and West 40th Street in 1917. The location provided convenient access to freight rail lines and water transportation near the Hudson River. Its use as a slaughterhouse ended in the late 1950s and the City gained ownership of the site in 1975. During this time, the structure began to deteriorate.

In the late 1980s, the City sought to redevelop the site. However, no interested parties stepped forward. Concurrently, Manhattan Community Board 4 (“CB4”) requested that the Landmarks Preservation Commission (“LPC”) landmark the building. LPC refused to landmark the structure and it continued to fall further into disrepair. The building’s deterioration led the City to demolish the building after it became evident that LPC would not designate the building as a landmark and that the City would not seek any additional Requests for Proposals for the site.

After the building was demolished, the NYPD began to use the site as a temporary parking facility for their vehicles. From the 1990s through 2010s, CB4 advocated for affordable housing on the site. Even as discussions for the development of Hudson Yards progressed, the New York City Department of Housing Preservation and Development (“HPD”) was reluctant to utilize the site for affordable housing. This was due to the site’s proximity to the tubes of the Lincoln Tunnel, which are located beneath the site.

In 2015, CB4 again raised the potential for affordable housing at the site, in part due to the loss of 75 affordable housing units elsewhere in Community District 4. At this point, the concept gained more traction with City agencies and other elected officials. Radson Development was selected as the developer and discussions have continued over the past several years.

PROPOSED DEVELOPMENT

Area Context

The Proposed Development is located adjacent to the Special Clinton District, which is generally bordered by West 41st and West 59th Streets between Eighth and Twelfth Avenues. While Eighth Avenue is characterized by mixed use buildings, the mid-blocks of the District are characterized by multifamily buildings. The special district was established in 1974, and is in large part intended to preserve the residential character of the neighborhood, which is adjacent to both Times Square and Hudson Yards. The site is located very near the Jacob K. Javits Convention Center and Hudson Yards. Further away is the Intrepid Sea, Air, and Space Museum and the Port Authority Bus Terminal.

The area is well served by public transit. The site is four blocks away from the 42nd Street – Port Authority Bus Terminal subway station, which provides access to the A, C, E, N, Q, R, W, 1, 2, 3, and 7 lines and the 42nd Street Shuttle. Bus service is also available via the M12, providing north and south bound service. Crosstown bus service is available via the M42 bus, two blocks to the north.

Site Description

The Proposed Development is a 38,971 square foot site that is currently a parking lot used by the NYPD which stores their special vehicles. These vehicles are oversized and used in particular responses by the NYPD. The site is zoned M1-5, with allows for a variety of uses including one-to two-story warehouses, offices, hotels, and retail. In some instances industrial buildings may be converted for residential uses as is what is allowed in the Special Chelsea District. The site is situated above two tubes of the Lincoln Tunnel.

Project Description

The Proposed Development will consist of a single building with two towers, with a total floor area of 581,601 square feet (23.55 FAR). The two towers are to be joined by a 5-story mixed-use podium. The northern tower is proposed to be 57 stories and to contain the 350 permanently affordable housing units. These units would also include 75 supportive housing units for formerly homeless individuals and families. Approximately 71 of the residential units would be set aside for household incomes below 80% of Area Median Income (“AMI”). The most an individual would pay in rent for a studio apartment at 80% of AMI is \$1,314, and the most a family would pay in rent for a three-bedroom apartment is \$2,273.¹ In addition to the residential units, this tower will also house amenities for residents including a fitness room, lounge, business center, and an exterior recreation space.

The southern tower is proposed to be 56 stories with a total floor area of 280,000 square feet. The tower will contain the 680 room hotel rooms operated by three separate hotels with a ballroom, meeting rooms, and eating and drinking establishments. Separate entrances for the two towers will be located in the building’s base. The base will also contain a 12,000 square foot supermarket, 9,000 square feet of office space, and 39,000 square feet for the NYPD special vehicle parking facility. The NYPD facility would not take up any space on the sidewalk, which would only be used on an as-needed basis.

COMMUNITY BOARD RESOLUTION

At its June 2nd, 2021 meeting, Manhattan Community Board 4 voted to recommend approval of the Application with conditions:

1. All affordable housing units must be permanently affordable;
2. Supportive housing must be integrated throughout the development;
3. Commitment from the Applicant to work with the Slaughterhouse Plaza Working Group

BOROUGH PRESIDENT’S COMMENTS

I am supportive of this project because of the commitment being made to bring hundreds of affordable housing units into the CB4 area. The Applicant has worked closely with Community Board 4 to ensure that CB4’s concerns would be addressed. As the project continues to move forward, I urge the Applicant to continue to engage with the community and participate in broader discussions as they evolve.

Manhattan needs more projects that produce affordable housing units, and it needs more projects that create 100% affordable units. This project is a testament to the success of developers working with the community and local elected officials.

¹ [2021 HPD AMI Guidelines](#).

BOROUGH PRESIDENT’S RECOMMENDATION

Therefore, the Manhattan Borough President recommends approval of ULURP Application No. C210324 ZMM, C210325 ZRM, and C210326 PCM with the following conditions:

1. All affordable housing units must be permanently affordable;
2. Supportive housing must be integrated throughout the development;
3. Commitment from the Applicant to work with the Slaughterhouse Plaza Working Group.



Gale A. Brewer
Manhattan Borough President