

BAY STREET CORRIDOR NEIGHBORHOOD PLAN
CITY PLANNING COMMISSION



BAY STREET CORRIDOR NEIGHBORHOOD PLAN

November 13, 2018



- A. Plan Objectives & Outreach Approach
- B. Background & Context
- C. Neighborhood Plan
- D. Land Use & Zoning Strategies
- E. Environmental Review
- F. Summary

A. PLAN OBJECTIVES



A. PLAN OBJECTIVES – GUIDING PRINCIPLES

- **CREATE A VIBRANT, RESILIENT DOWNTOWN ENVIRONMENT**
- **SUPPORT CREATION OF NEW HOUSING FOR BROAD SPECTRUM OF NORTH SHORE NEEDS**
- **SUPPORT EXISTING AND NEW BUSINESSES AND ADDITIONAL COMMERCIAL DEVELOPMENT**
- **ALIGN INVESTMENT IN INFRASTRUCTURE, PUBLIC OPEN SPACES, AND SERVICES**



A. PLAN OBJECTIVES - OUTREACH APPROACH



- June 2015 - Bay Street Corridor Neighborhood Planning Process began
- Significant outreach with local community and elected officials
- Coordination with sister City agencies and Local Advisory Committee

NYC PLANNING
DEPARTMENT OF CITY PLANNING CITY OF NEW YORK

NYCEDC
New York City Economic Development Corporation

NYC
Department of
Housing Preservation
& Development



NYC Parks



NYC School Construction Authority



careers
businesses
neighborhoods



NYC Office of
Environmental
Remediation

NYC Department of
Design and
Construction

NYC
Mayor's Office of
Recovery & Resiliency

A. PLAN OBJECTIVES - OUTREACH APPROACH



Visioning & Workshops

- Issues & Visioning Workshop
- Zoning & Housing Workshop
- Draft Neighborhood Strategy

Environmental Review

- Public Scoping Meeting

Community Input

- North Shore Open House
- Community Board/Civic Group Meetings
- Stakeholder Group Meetings
- Local Advisory Committee



A. Plan Objectives &
Outreach Approach

B. Background & Context

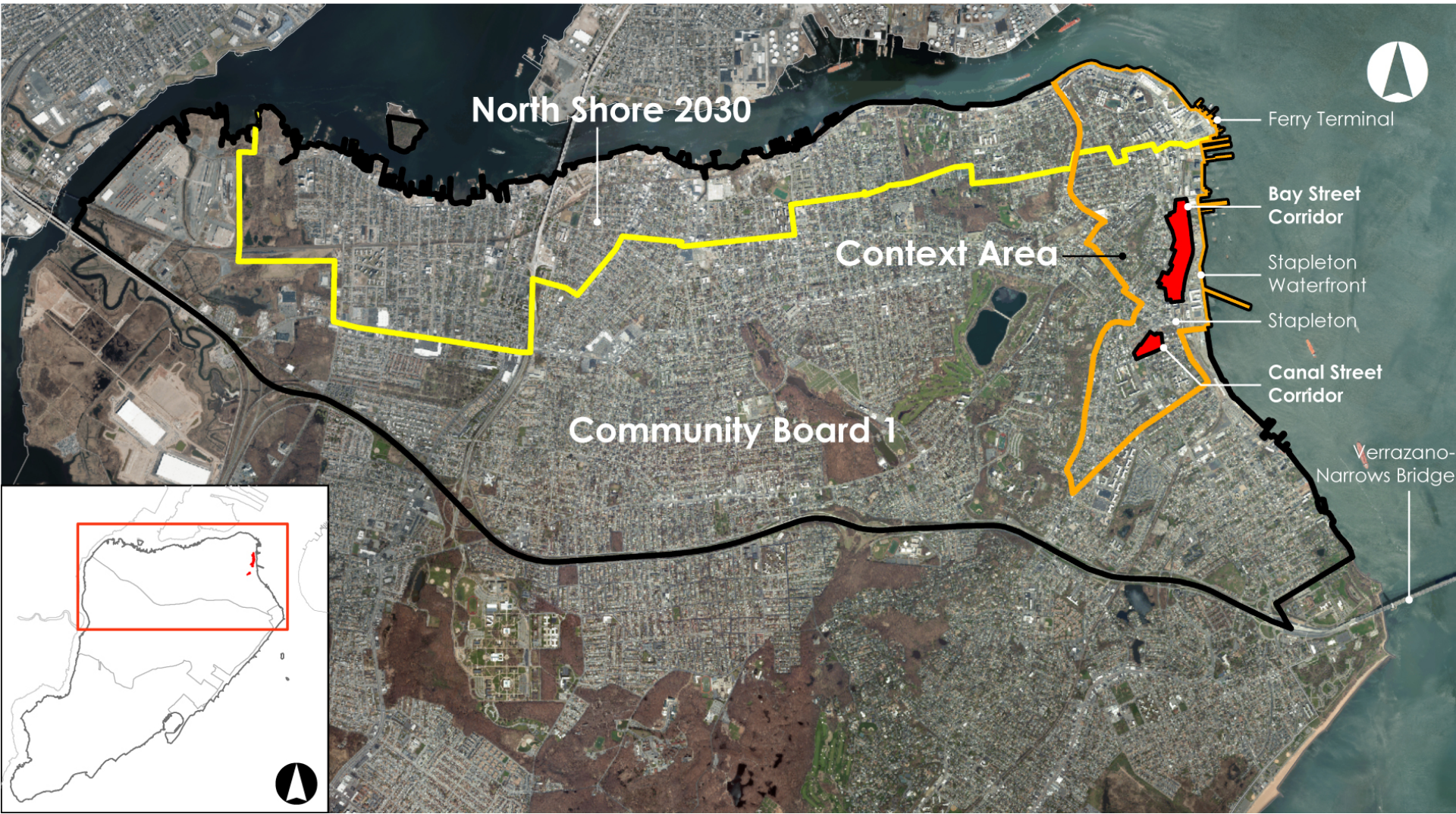
C. Neighborhood Plan

D. Land Use & Zoning
Strategies

E. Environmental Review

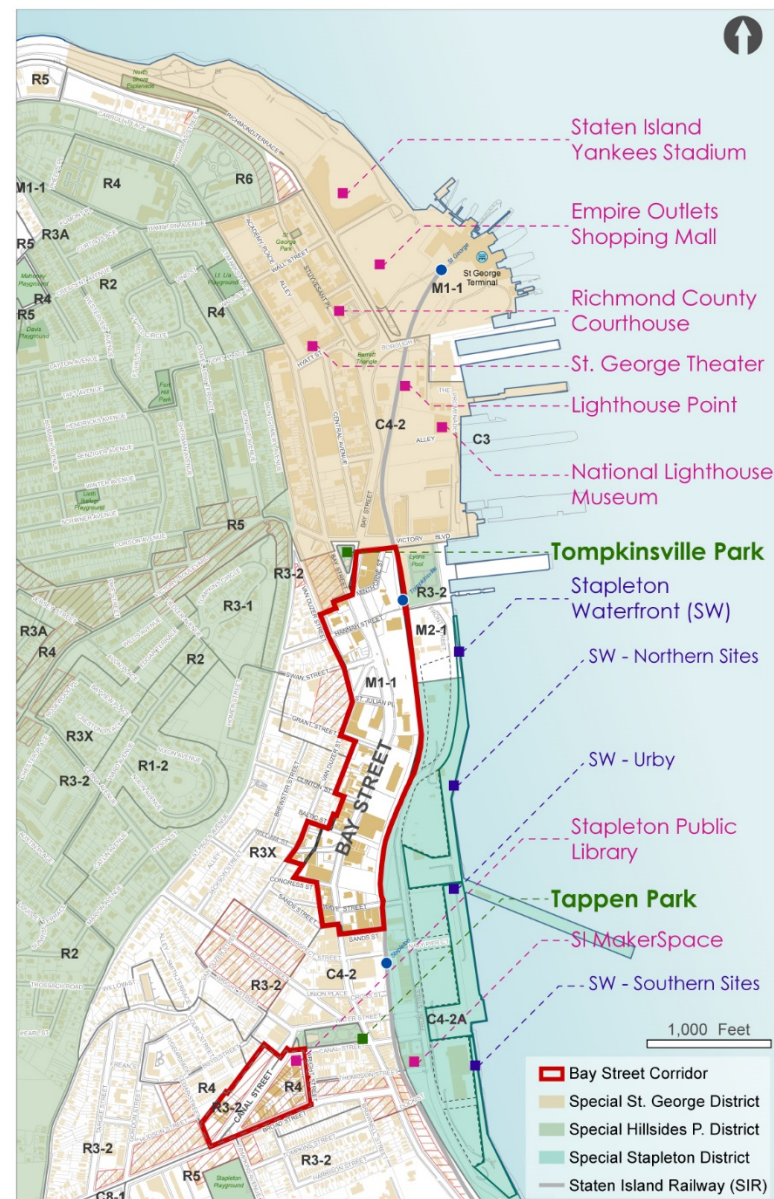
F. Summary

B. BACKGROUND AND CONTEXT – GEOGRAPHIC CONTEXT



B. BACKGROUND AND CONTEXT – RECENT TRENDS

- Strategic location close to the ferry, Staten Island Railway, and major SI bus routes
- Zoning currently prohibits residential development
- Supports previous planning efforts (North Shore 2030 & Housing NY)
- \$1 billion in public and private investment in the immediate area
- Opportunity to strengthen connections – to harbor, St. George and Stapleton



B. BACKGROUND AND CONTEXT - DEMOGRAPHICS

Study Area Snap Shot

26,253 residents

9,366 total households

2.7 persons per household

38% households with children under 18

20% households with residents over 65



B. BACKGROUND AND CONTEXT - DEMOGRAPHICS

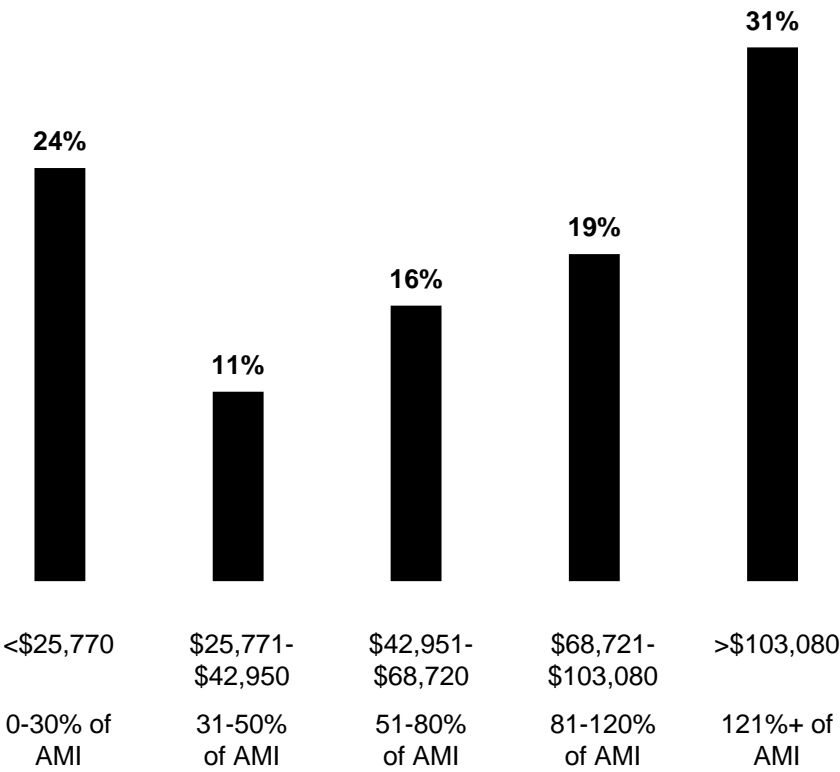
MEDIAN INCOME LEVELS

NEW YORK REGION	\$93,900 *
NEW YORK CITY	\$55,191
STATEN ISLAND	\$74,021
COMMUNITY DISTRICT 1	\$60,746

Broad Range of income levels

Apx 50% of households earn below 80% AMI

Distribution of Households by Income Group (CD1)



B. BACKGROUND AND CONTEXT - DEMOGRAPHICS

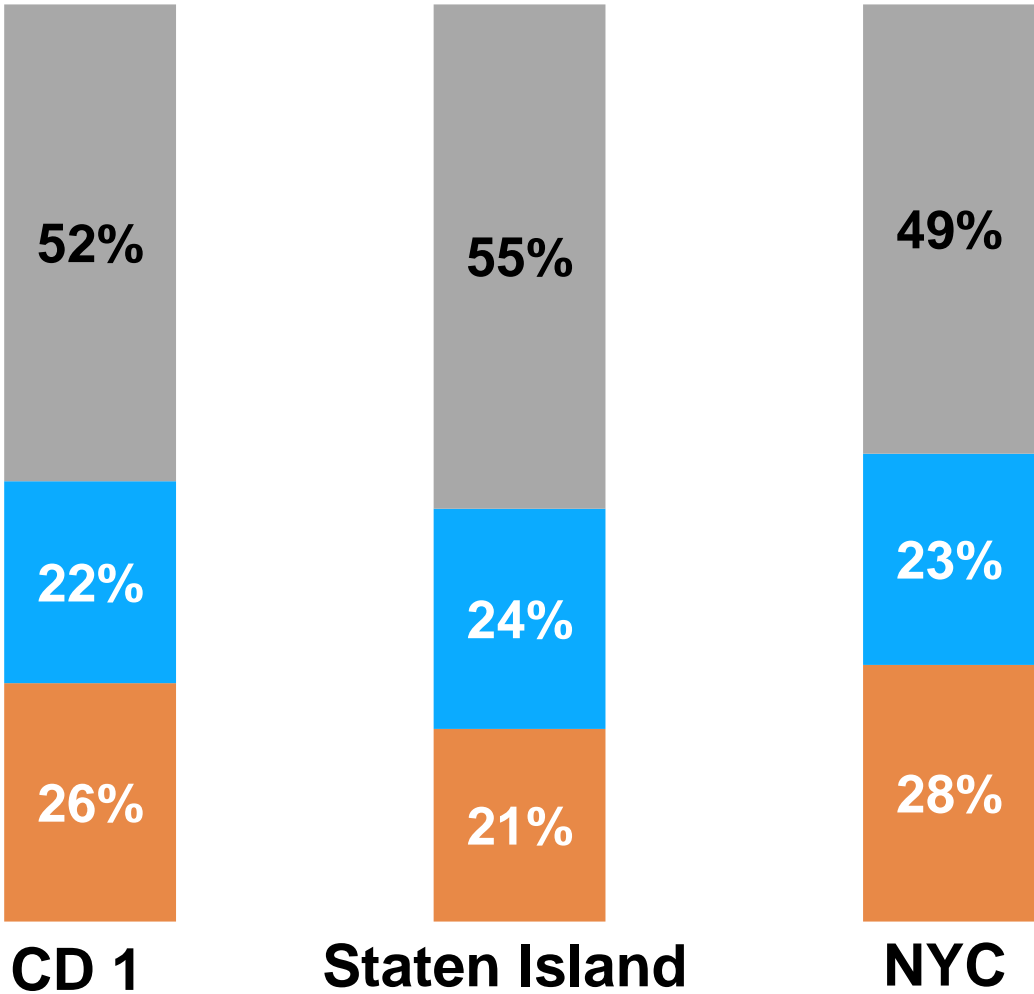


Rent as a Percentage of Household Income

Not Burdened

Burdened
30%-50% of income spent on rent

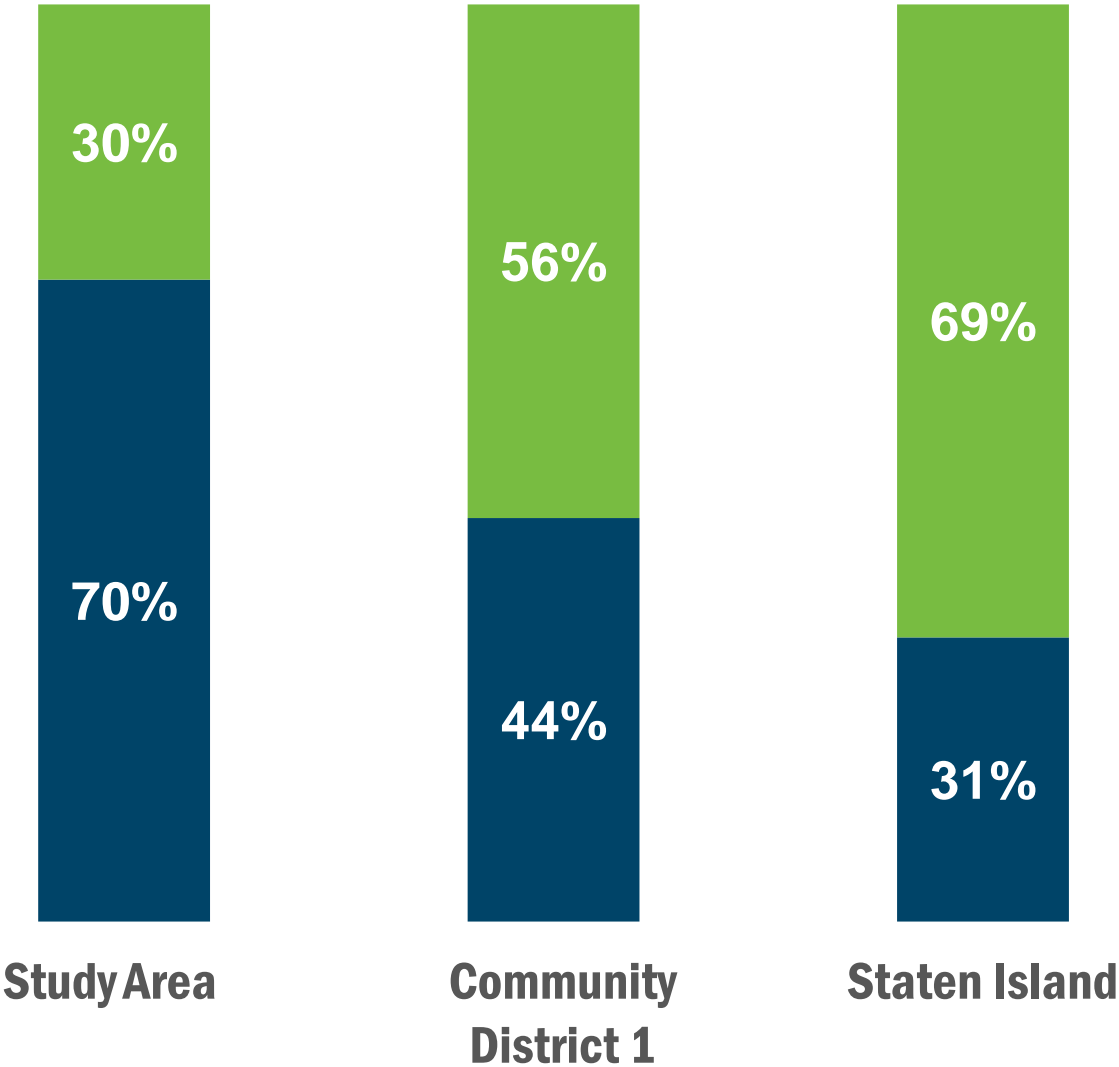
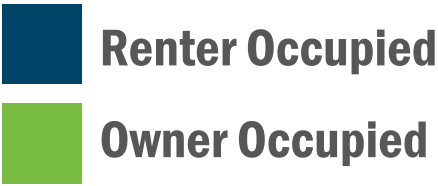
Severely Burdened
Over 50% of income spent on rent



B. BACKGROUND AND CONTEXT - DEMOGRAPHICS

Renter/Owner Occupied Housing Units

70% of Housing
Units in the Study
Area are Renter
Occupied



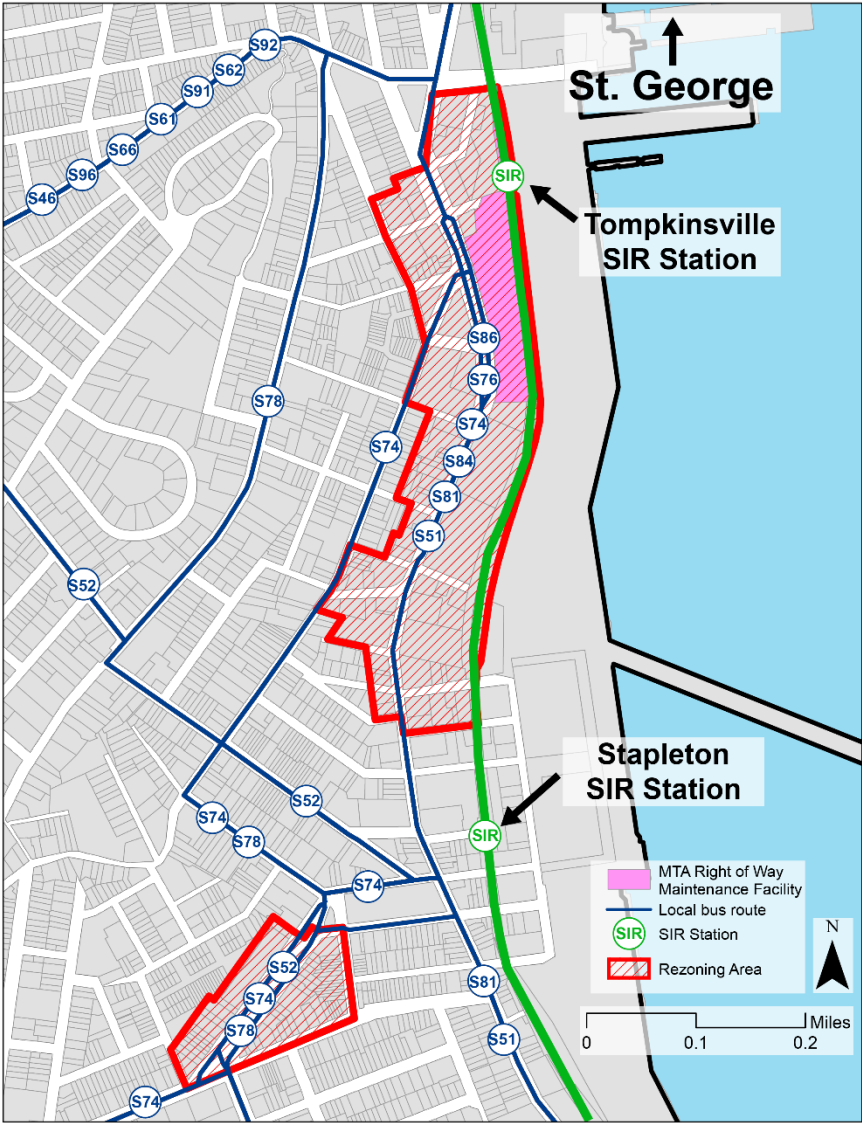
B. BACKGROUND AND CONTEXT - TRANSPORTATION

Local Transit Options

7 Bus Lines Serve the Bay Street Corridor

2 SIR Stations at Tompkinsville & Stapleton

20 Minute Walk to Staten Island Ferry Terminal

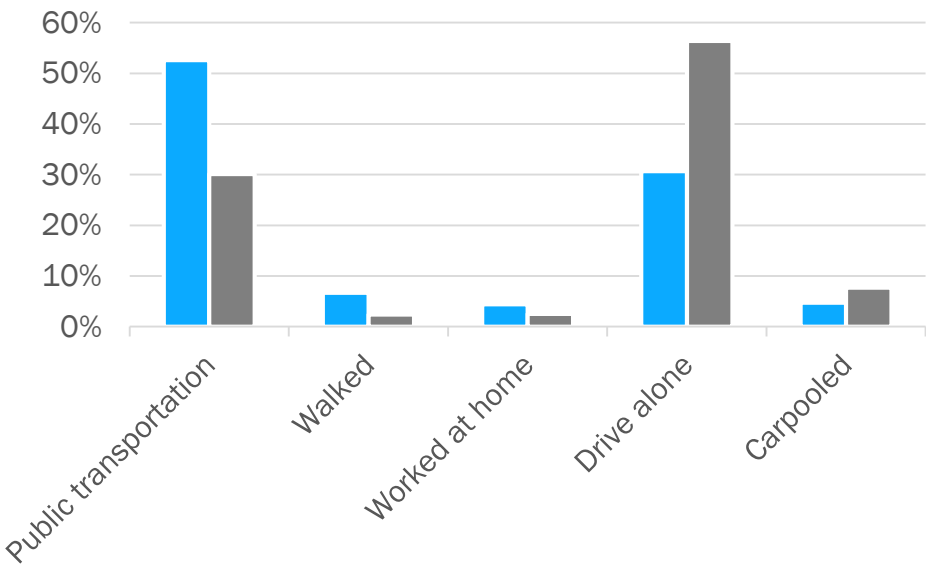


B. BACKGROUND AND CONTEXT - TRANSPORTATION

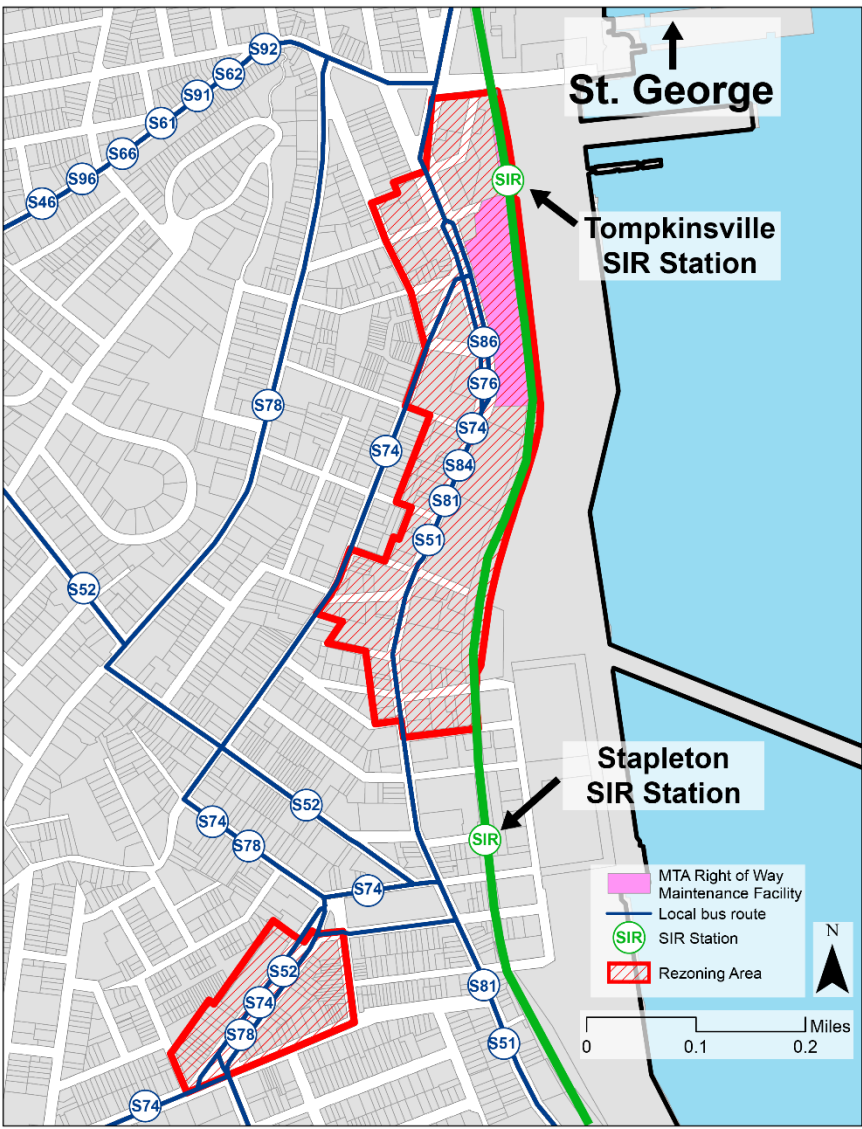
Commute to Work

Study Area as compared to Staten Island

66% commute via public transit, bicycle, walking or work at home



■ Study Area ■ Staten Island

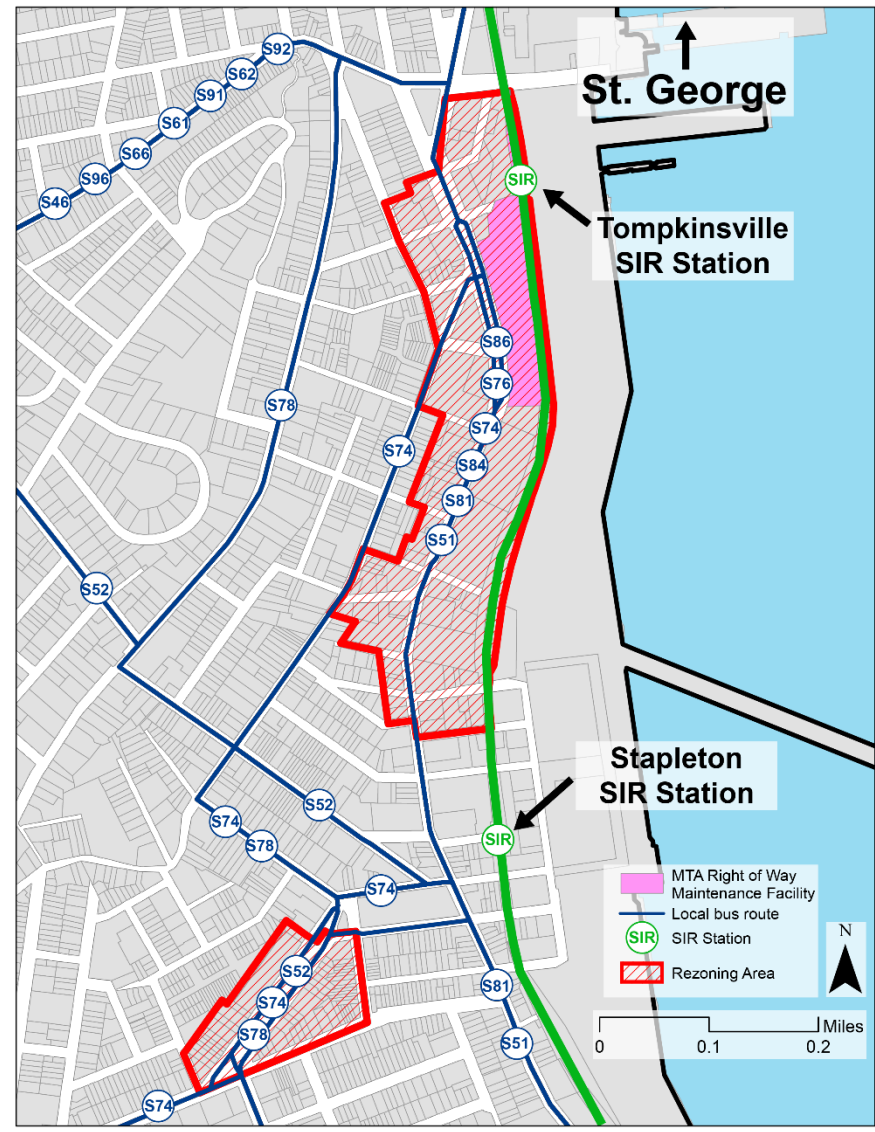
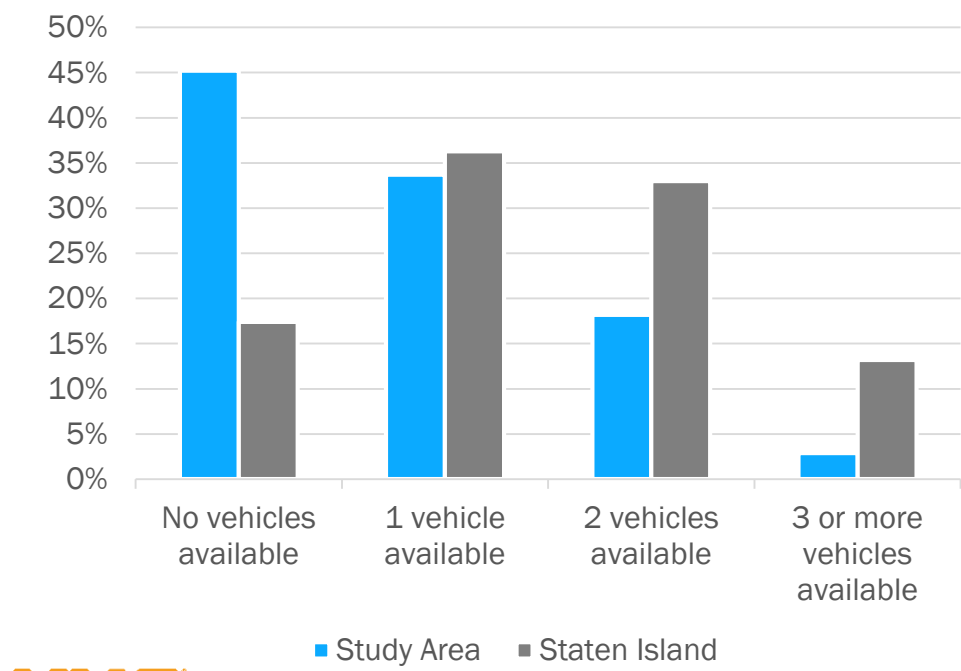


B. BACKGROUND AND CONTEXT - TRANSPORTATION

Access to Vehicles

Study Area as compared to Staten Island

45% of Households do not have access to a vehicle



B. BACKGROUND AND CONTEXT - PARKS



Anchored by Tompkinsville and Tappen Parks

Silver Lake and Clove Lake Park regional parks

Development of waterfront parks and open space

BAY STREET CORRIDOR NEIGHBORHOOD PLAN

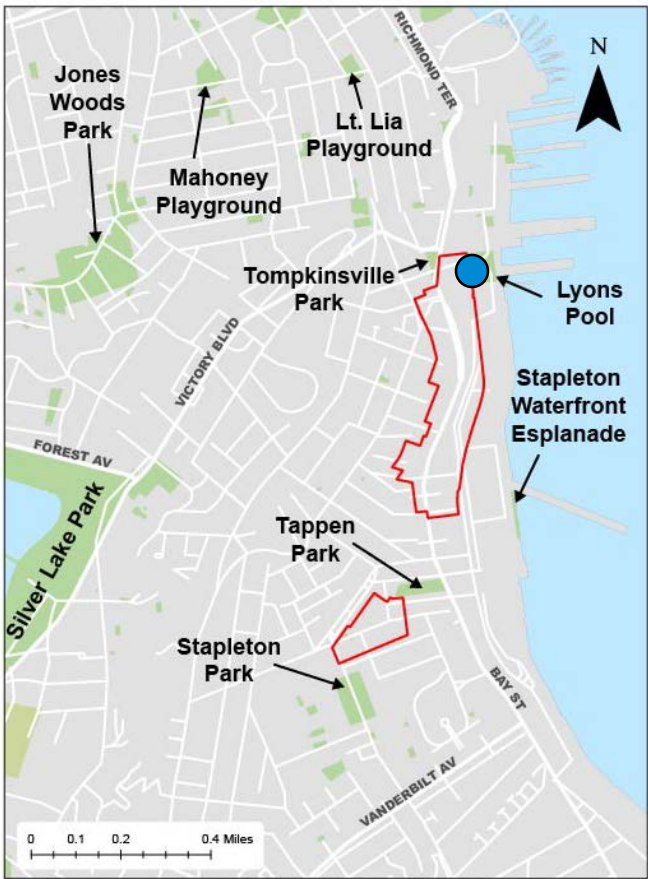
B. BACKGROUND AND CONTEXT - PARKS



Tompkinsville Park

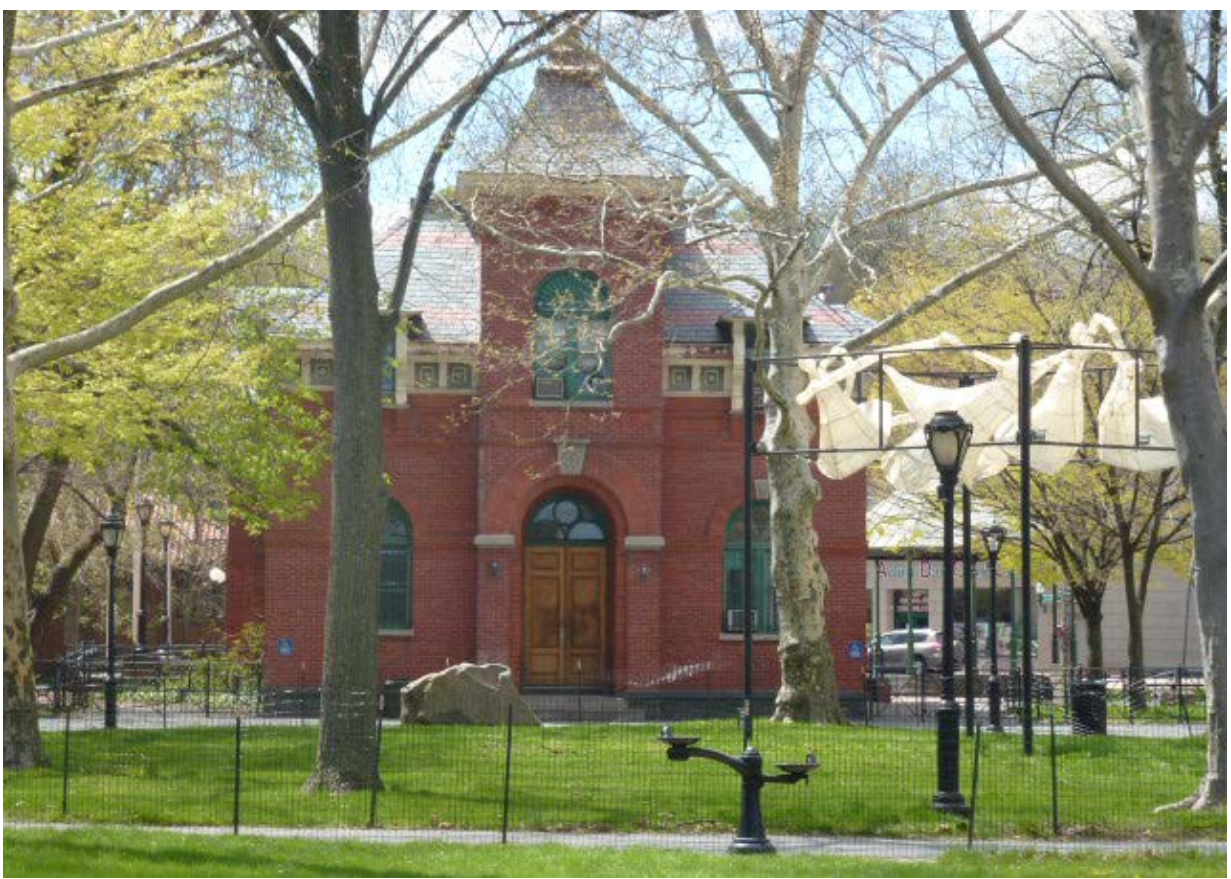
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT - PARKS



Lyons Pool

B. BACKGROUND AND CONTEXT - PARKS



Tappen Park

B. BACKGROUND AND CONTEXT - PARKS



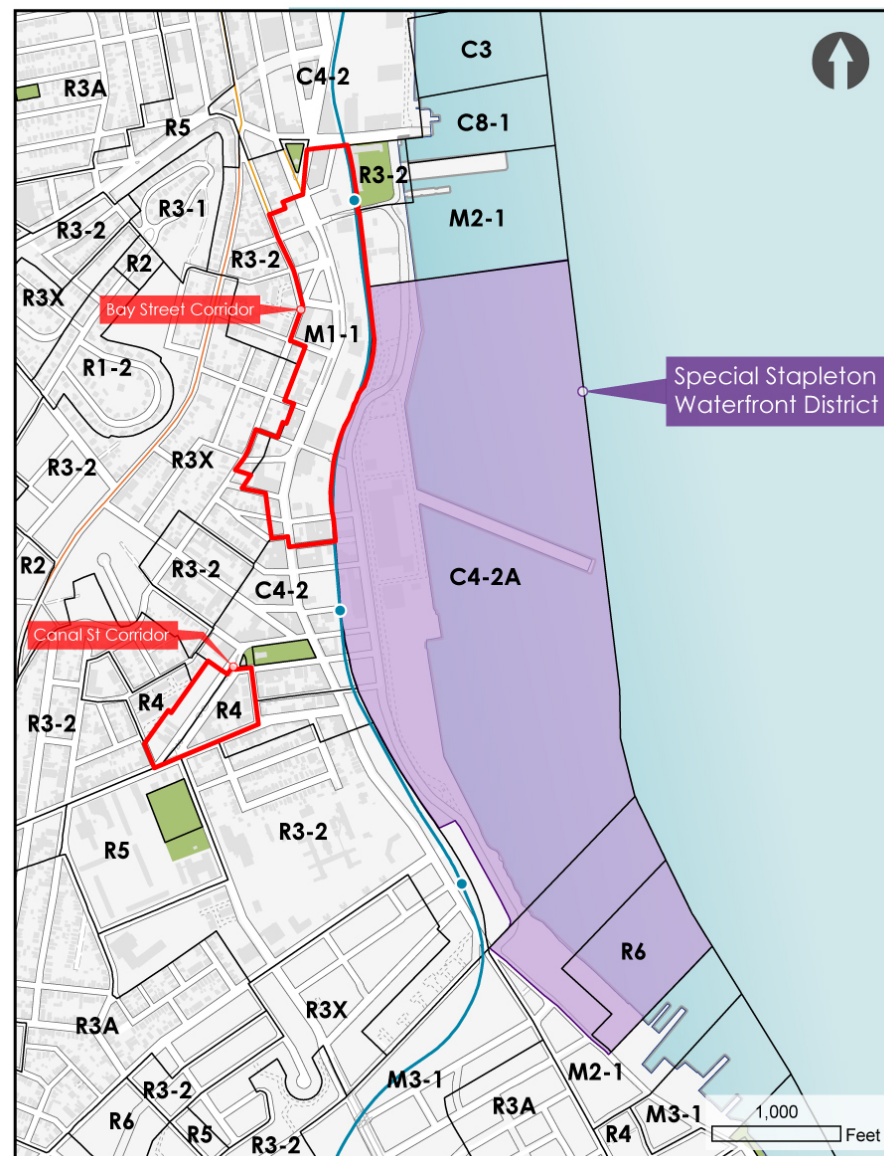
Stapleton Waterfront Esplanade – Phase I

B. BACKGROUND AND CONTEXT – PREVIOUS INITIATIVES

Special Stapleton Waterfront District

Established in 2006 to:

- Encourage waterfront housing/commercial uses
- Maintain public access to/along the waterfront
- Strengthen the traditional town center of Stapleton
- Encourage a lively/attractive public environment
- Preserve views of the harbor and waterfront
- Extended in 2017 to the south to facilitate 125 Edgewater Street rezoning



B. BACKGROUND AND CONTEXT – PREVIOUS INITIATIVES

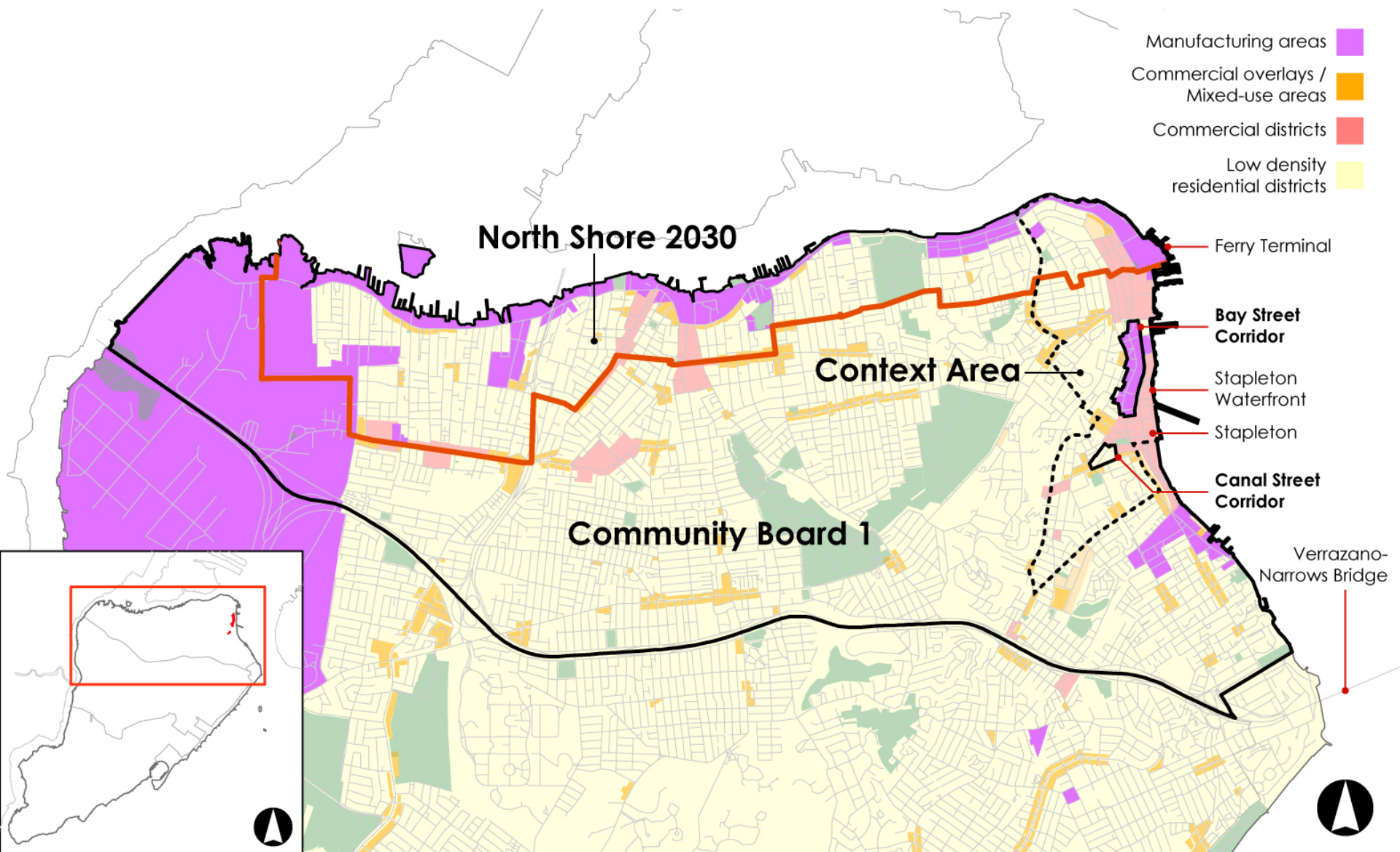
Special St George District

Established in 2008 to:

- Bolster a thriving, pedestrian-friendly, mixed-use/commercial area
- Facilitate continuous ground floor retail
- Provide buildings that respond to steep topography and maintain waterfront views
- Encourage reinvestment and reuse of vacant office buildings
- Reduce the visual impact of off-street parking in a downtown environment

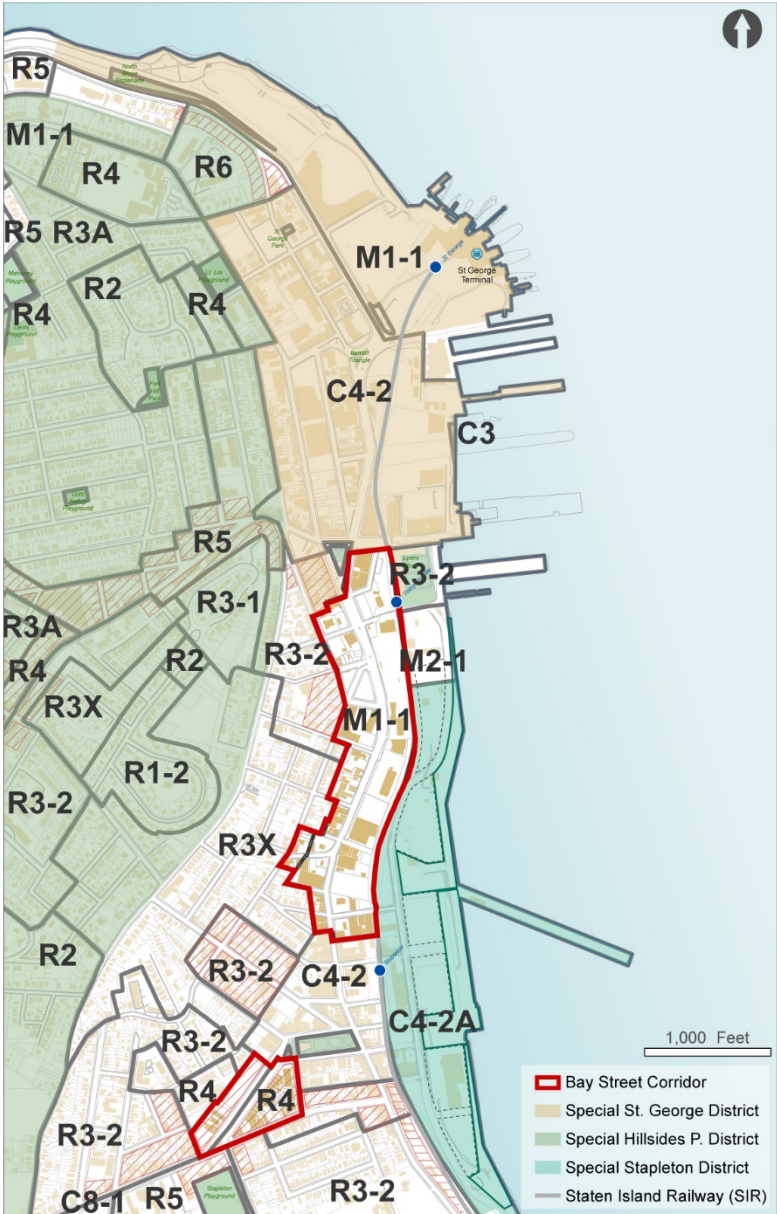


B. BACKGROUND AND CONTEXT – EXISTING ZONING



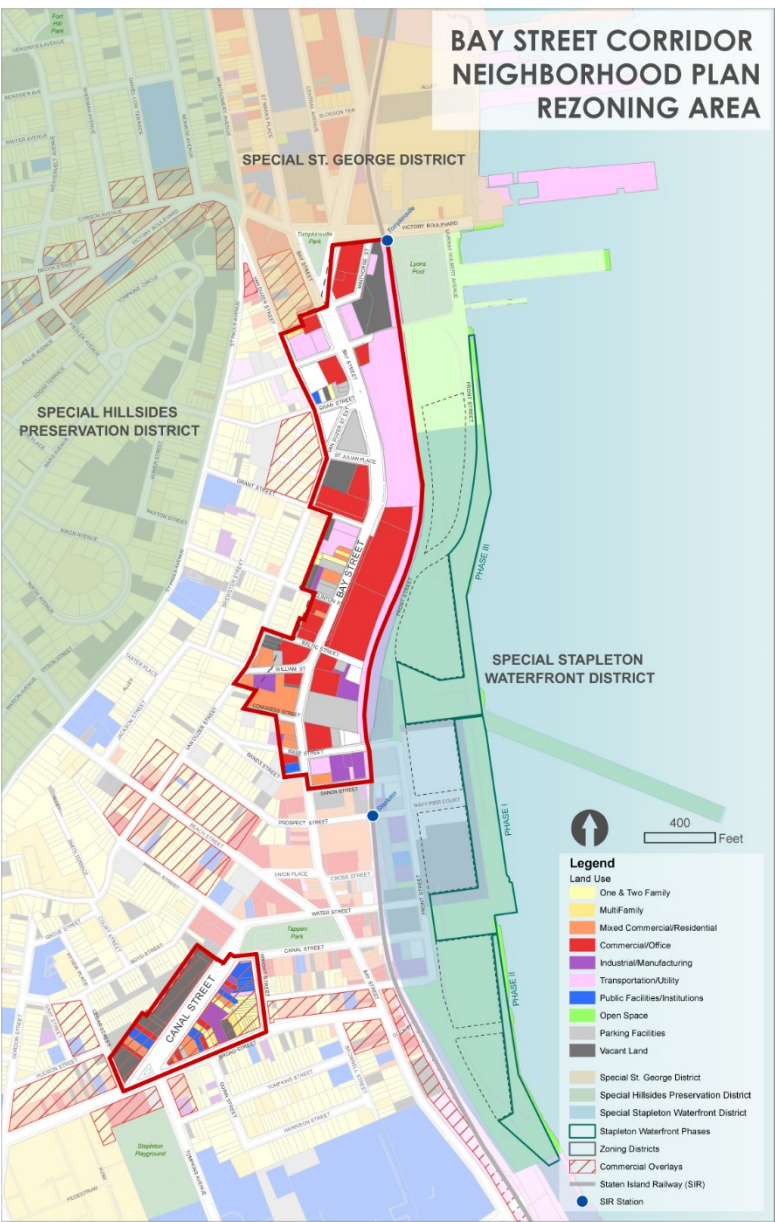
B. BACKGROUND AND CONTEXT – EXISTING ZONING

- M1 light manufacturing within Bay Street Corridor (M1)
- C4-2 mixed use zoning in Town Centers and Stapleton Waterfront
- R3X, R3-2, R4 low density residential uses in upland areas
- Special Lower Density Growth Management Area (LDGMA) rules for low density residential and commercial zones
- Current BSC zoning does not allow residential or many retail uses, which is out of character with predominantly residential surrounding area.



B. BACKGROUND AND CONTEXT – EXISTING LAND USE

- Low density upland communities
- Mixed-use historic Town Centers
- Open space, mixed-use, affordable housing along Stapleton Waterfront (ongoing)
- SIR runs parallel to Bay Street
- Study area: Vacant sites, auto lots, strip malls, and traditional town center uses

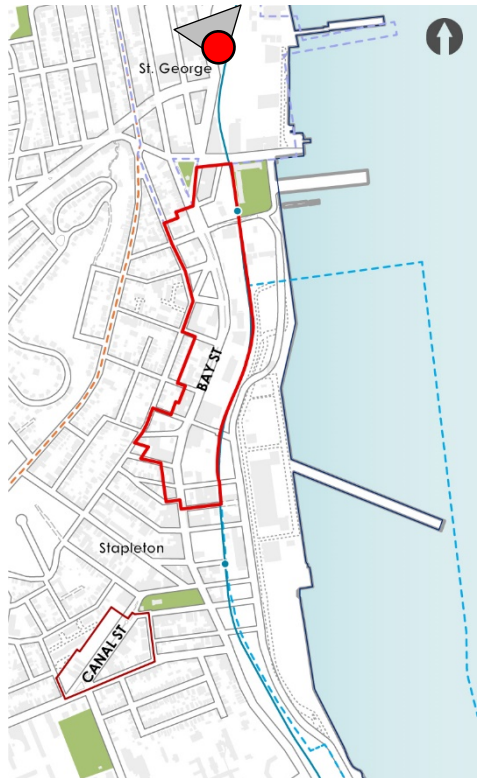


BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – AREA PHOTOS

St. George

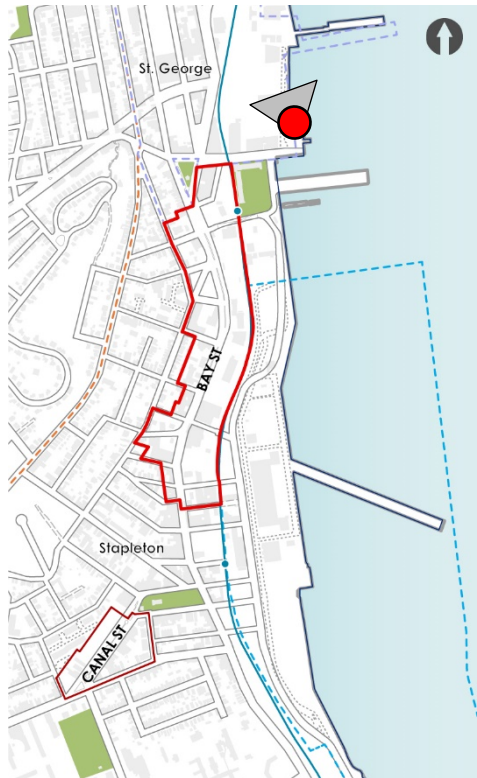
Stuyvesant Place –
Commercial/Office Buildings



B. BACKGROUND AND CONTEXT – AREA PHOTOS

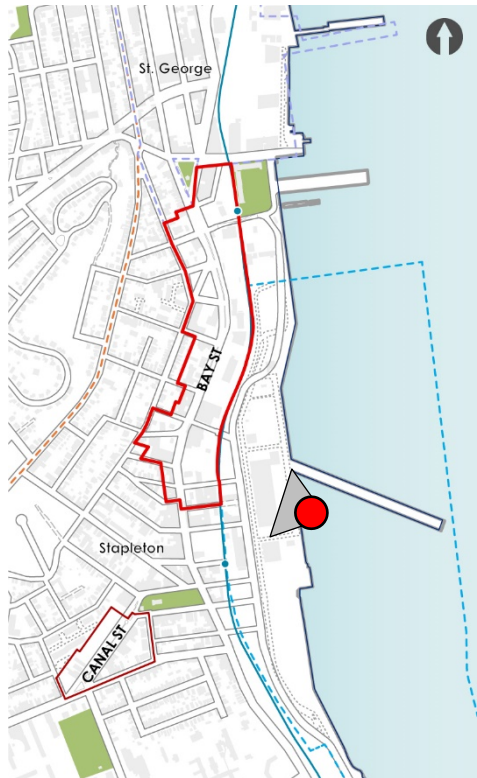
Tompkinsville
Waterfront

Publicly accessible easement
at Bay Street Landing; Badly
damaged in Hurricane Sandy



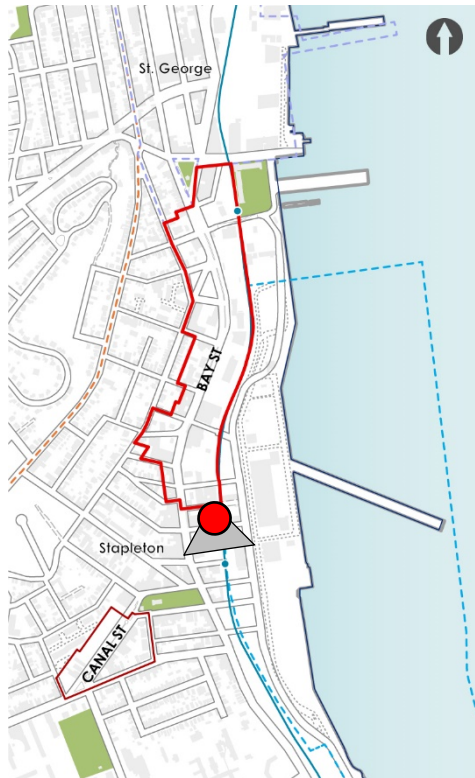
B. BACKGROUND AND CONTEXT – AREA PHOTOS

Stapleton
Waterfront
Urby Development –
Stapleton Waterfront



B. BACKGROUND AND CONTEXT – AREA PHOTOS

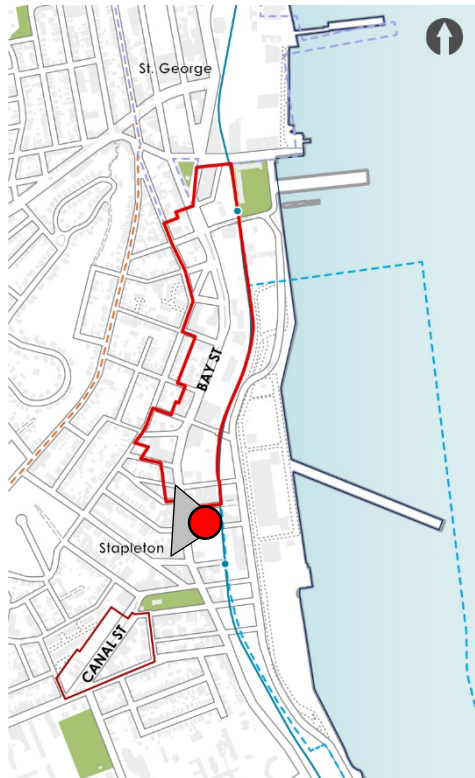
Stapleton SIR
Station
Prospect Street entrance



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Stapleton Town Center

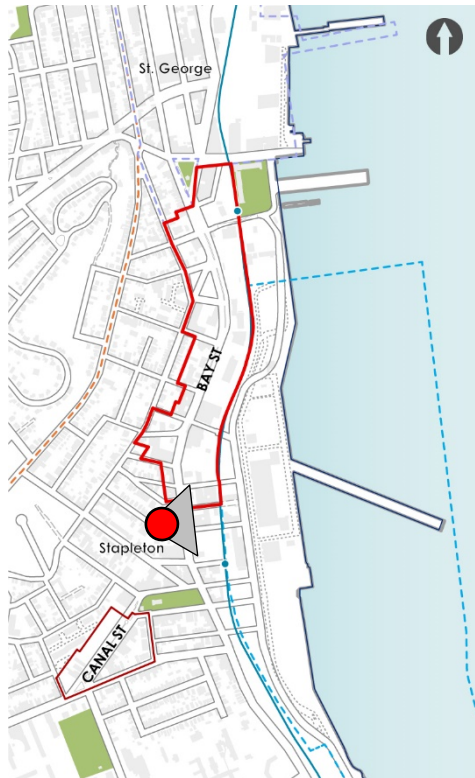
Paramount Theater - Bay Street looking North



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Stapleton Town Center

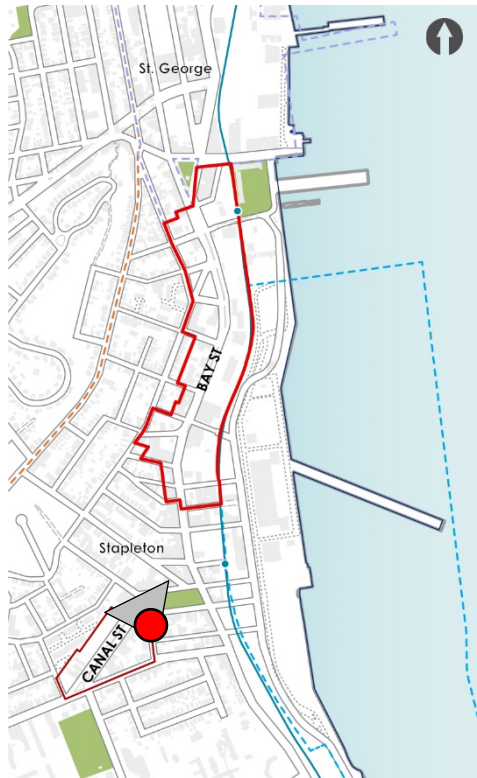
New Construction on Bay Street



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Canal Street at
Tappen Park

Development adjacent to
Tappen Park



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Upland
Communities

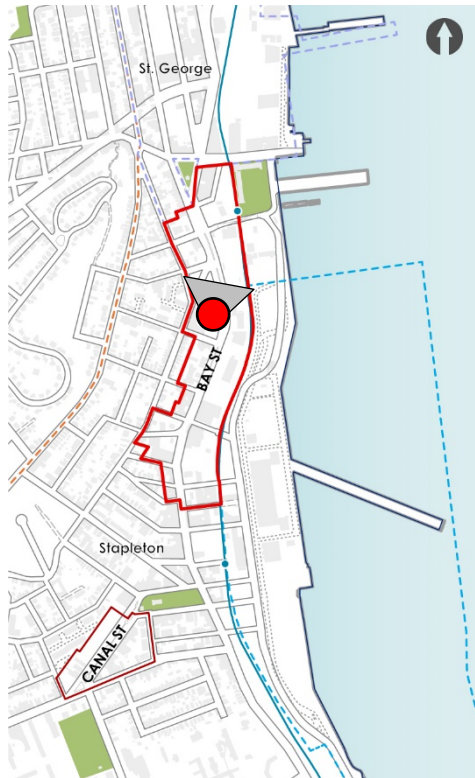
Van Duzer Street, adjacent to
Bay Street rezoning area



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Existing Bay St
Land Use

Vacant & Underutilized sites



BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – AREA PHOTOS

**Existing Bay St
Land Use**

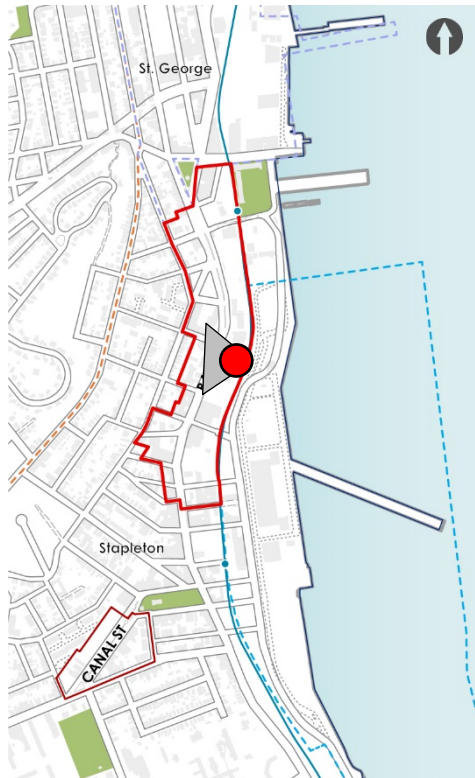
Vacant & Underutilized sites



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Existing Bay St
Land Use

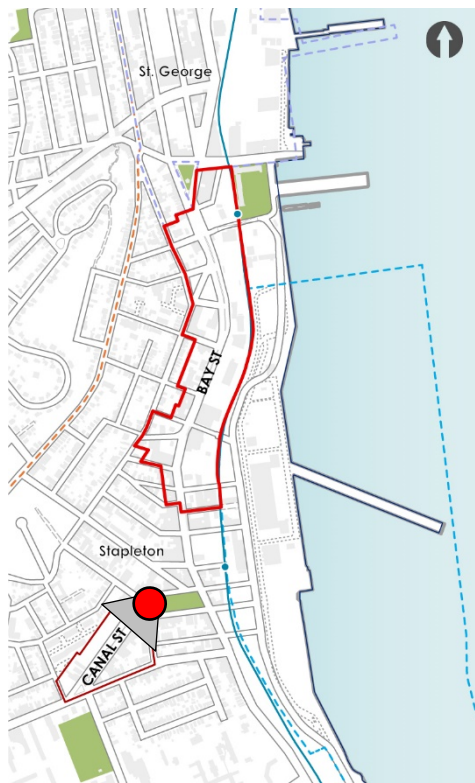
Vacant & Underutilized sites



B. BACKGROUND AND CONTEXT – AREA PHOTOS

Existing Canal St
Land Use

Canal Street at Tappen Park





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- **SUPPORT CREATION OF NEW HOUSING FOR BROAD SPECTRUM OF NORTH SHORE NEEDS**
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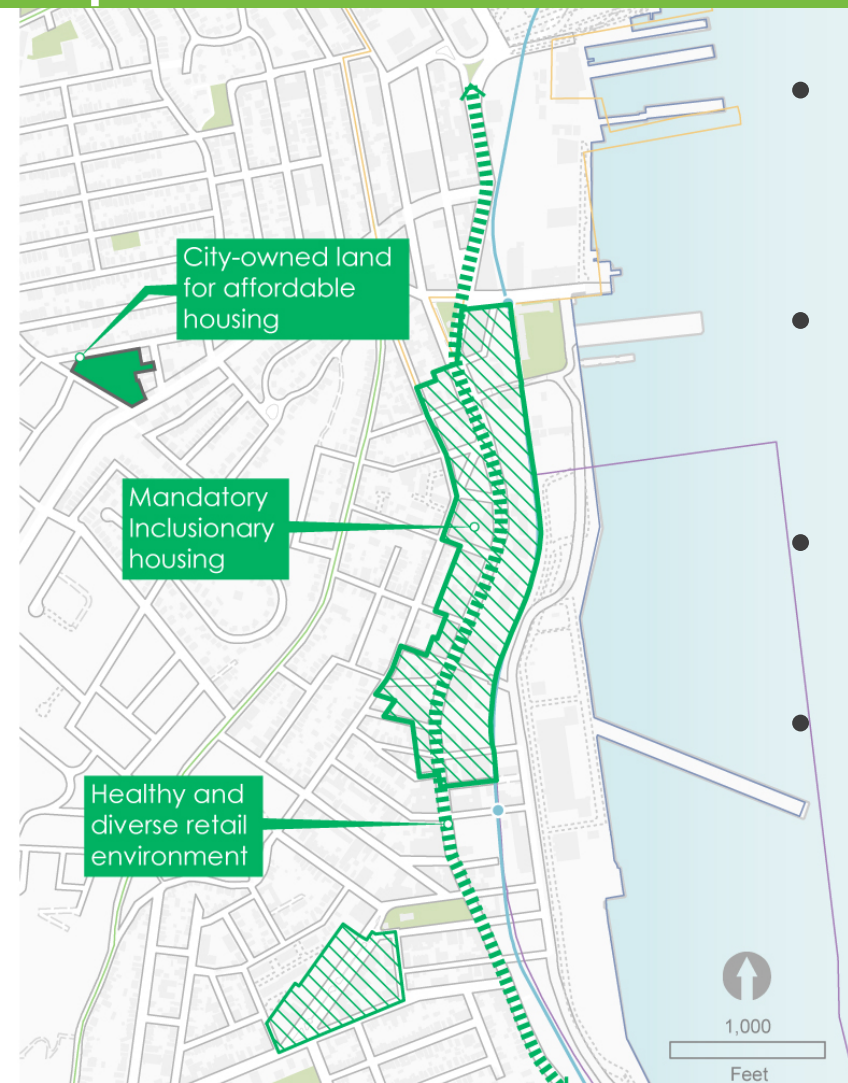
D. NEIGHBORHOOD PLAN

Create a vibrant, resilient downtown environment



D. NEIGHBORHOOD PLAN

Support creation of new housing for broad spectrum of North Shore needs



- **Preserve Existing Affordable Housing**
 - Finance and Safeguard Affordability
 - Promote Safe and Healthy Housing
 - Protect Tenants
 - Support Low-income Homeowners
- **Develop New Affordable Housing**
 - Implement Mandatory Inclusionary Housing
 - Prioritize the development of City-owned land with affordable housing
 - Offer financing to incentivize development on private sites
- **Increase Access to Affordable Housing**
 - Make it easier for residents to complete the application process
 - Continue to refine marketing guidelines to reach those most in need
- **Promote Economic Opportunity**
 - Expand local hiring incentives in HPD-financed developments
 - Expand opportunities for M/WBEs
 - Ensure affordable housing development contributes to a healthy and diverse retail environment on Bay Street

D. NEIGHBORHOOD PLAN

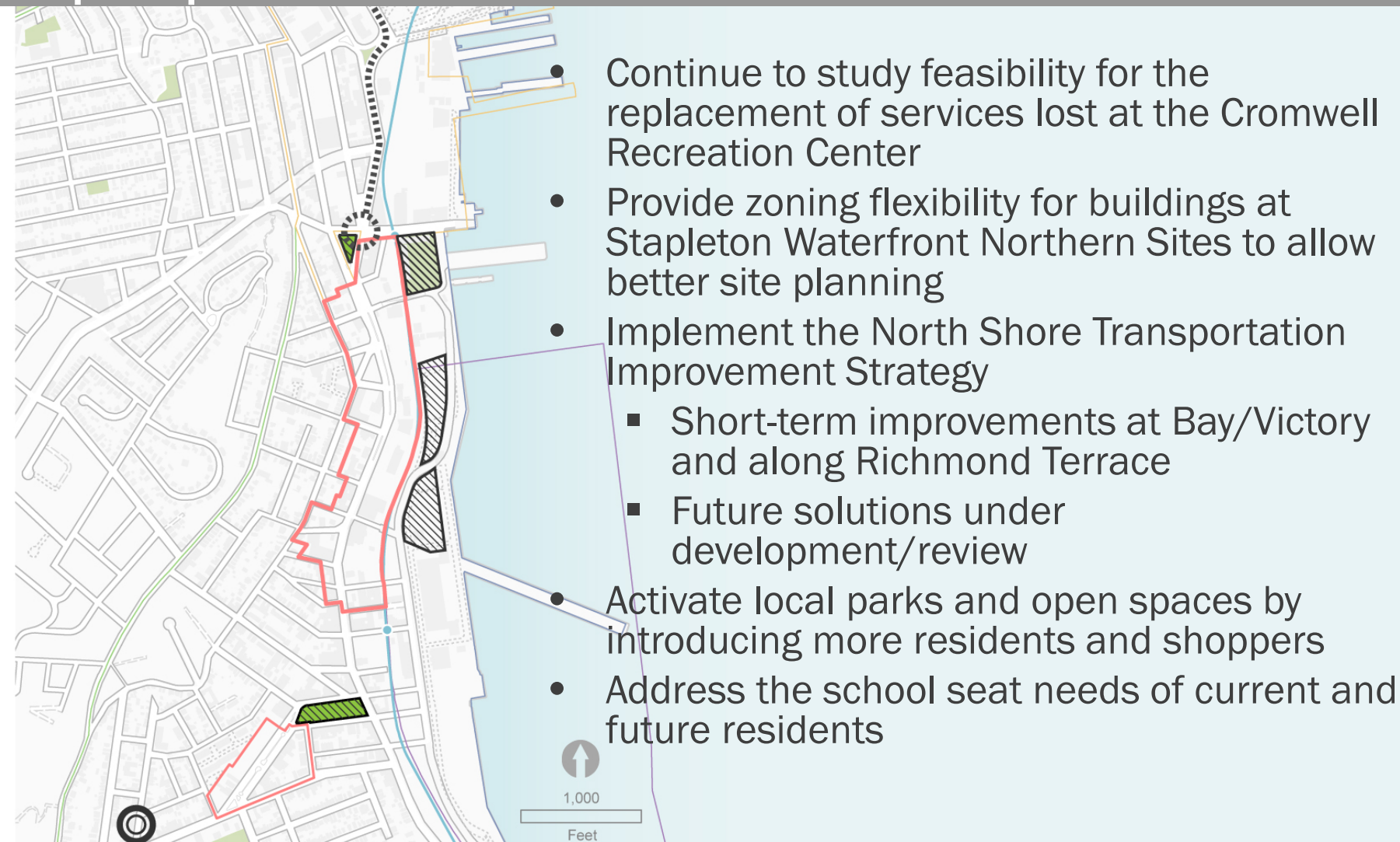
Support new and existing businesses and new commercial development



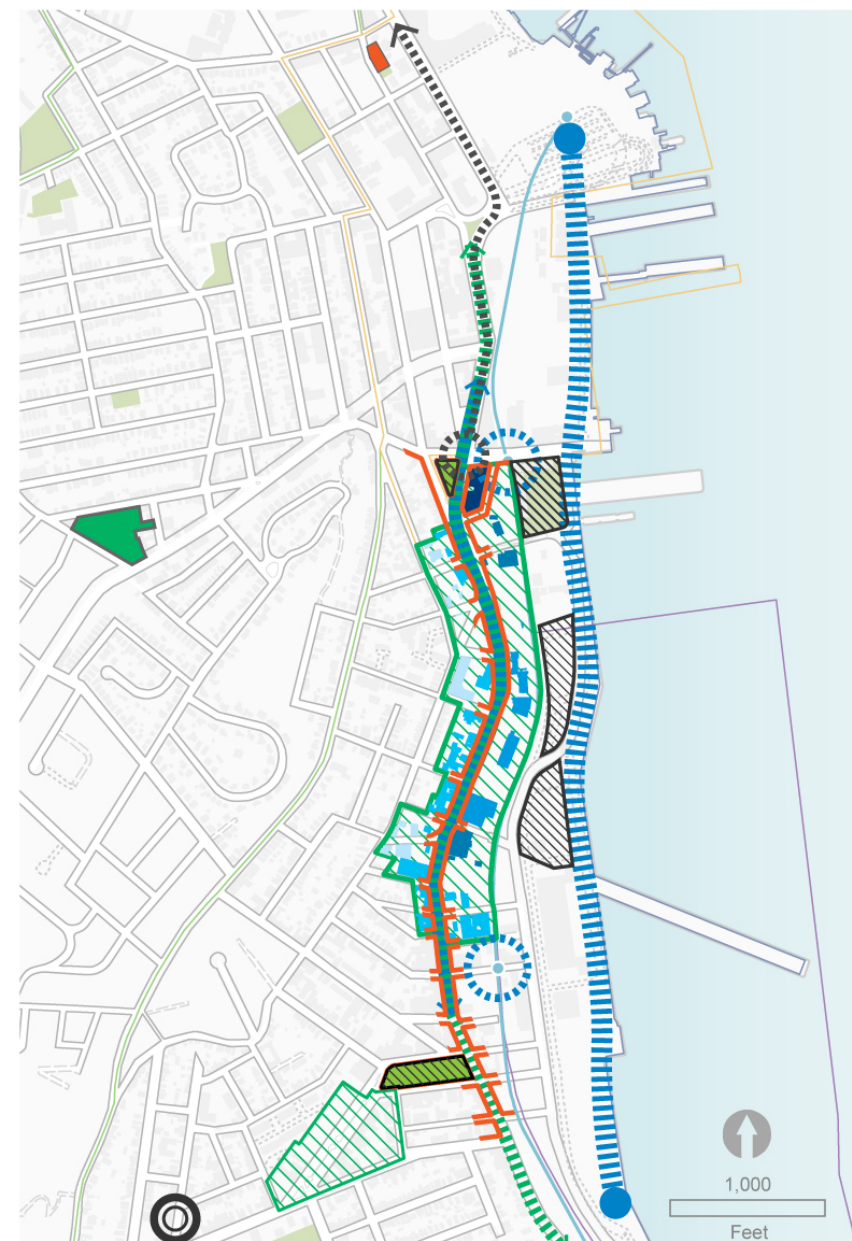
- Provide tools to attract more shoppers and support existing businesses
- Provide storefront and streetscape improvements through Neighborhood 360
- Transform neighborhood parks into catalysts for economic development
- Provide more flexibility for commercial, office, and retail uses
- Provide new office space opportunities at 55 Stuyvesant

D. NEIGHBORHOOD PLAN

Align investments in infrastructure, public open spaces and services



D. NEIGHBORHOOD PLAN



Create a vibrant, resilient downtown environment

Support creation of new housing for broad spectrum of North Shore needs

Support new and existing businesses and new commercial development

Align investments in infrastructure, public open spaces and services

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D. LAND USE & ZONING STRATEGY

Zoning Issues

No pedestrian continuity from Stapleton to St George

Current zoning does not allow new housing along Bay St

Current zoning discourages the range of needed commercial uses

High parking requirements for commercial development

Vacant and underutilized land

Unique site conditions, irregular lots, range of lot sizes

Bay Street curvature/alignment

Interface with SIR Rail line

D. LAND USE & ZONING STRATEGY

Zoning Goals

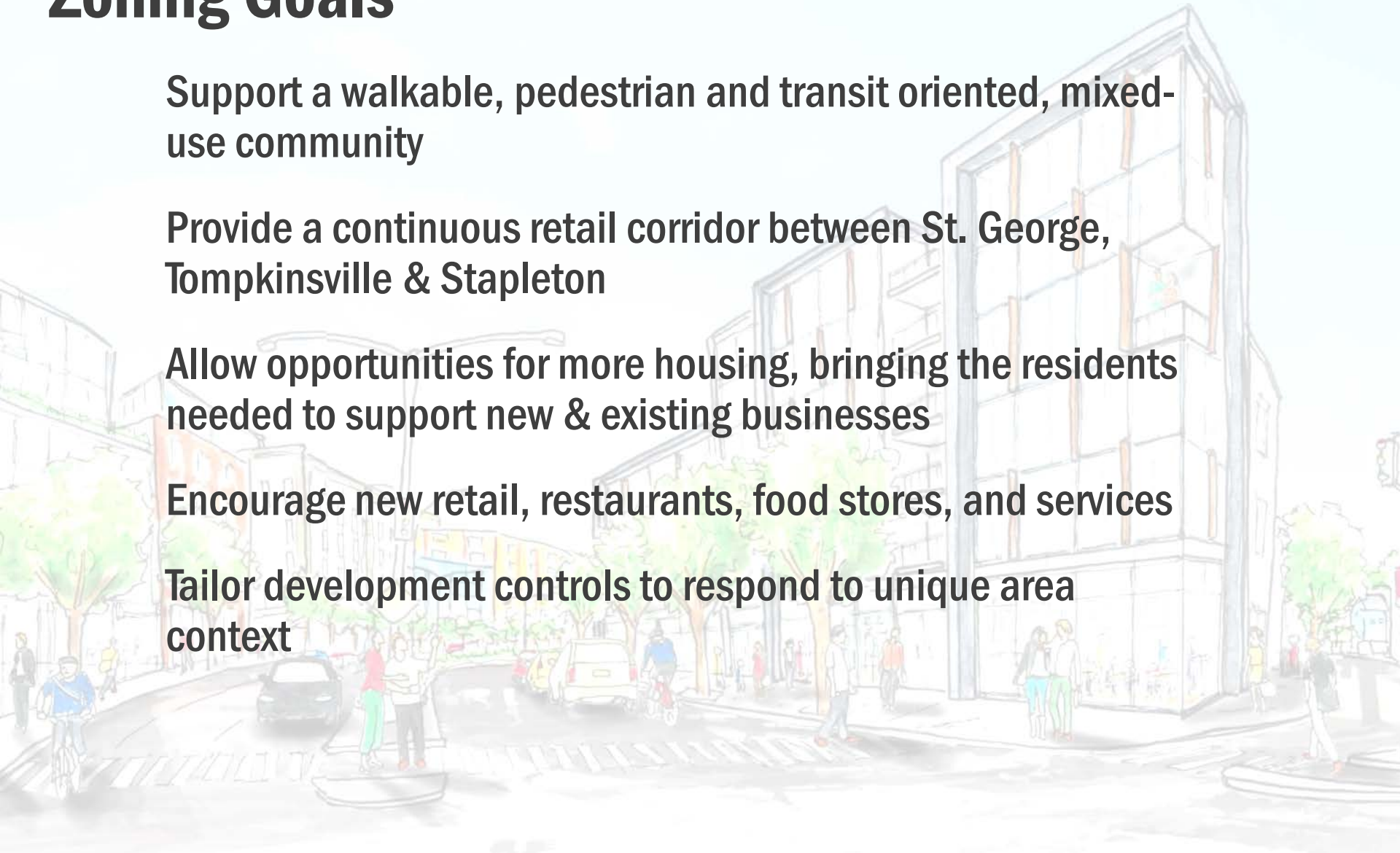
Support a walkable, pedestrian and transit oriented, mixed-use community

Provide a continuous retail corridor between St. George, Tompkinsville & Stapleton

Allow opportunities for more housing, bringing the residents needed to support new & existing businesses

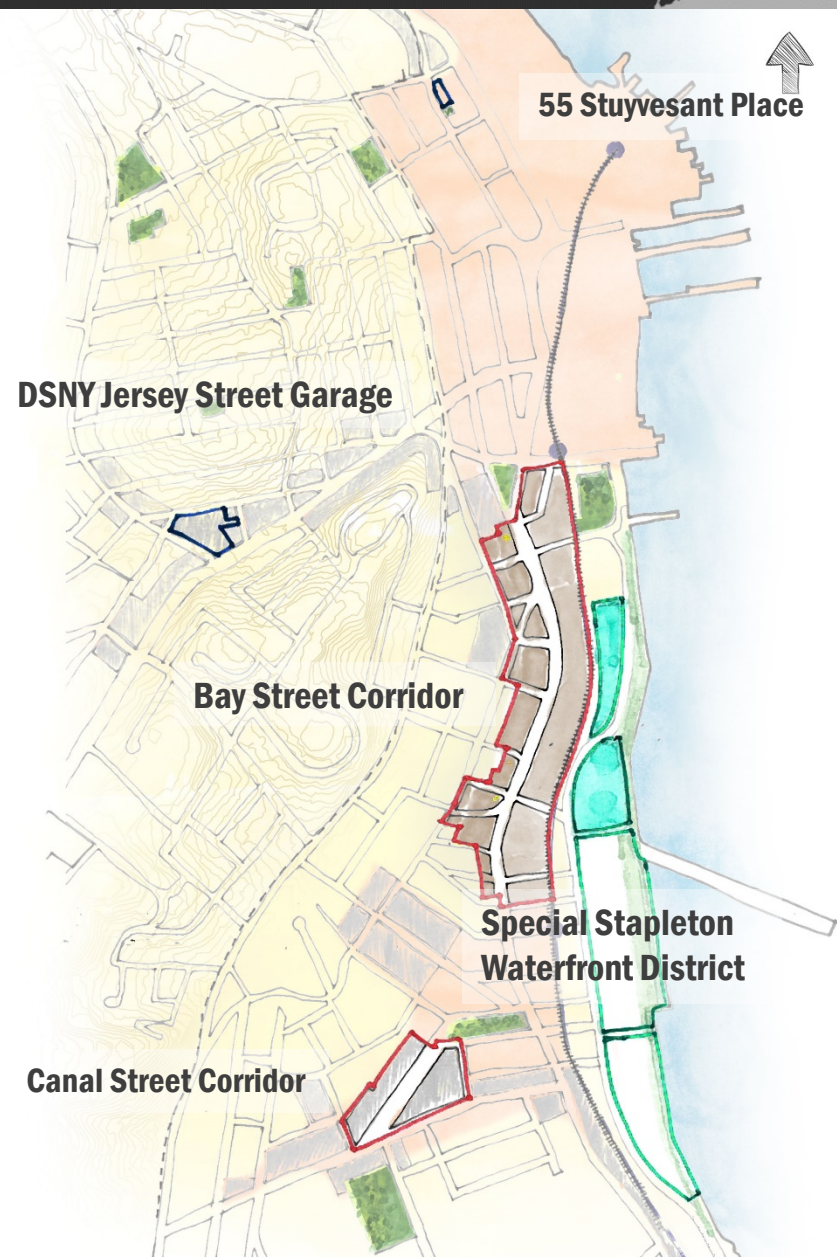
Encourage new retail, restaurants, food stores, and services

Tailor development controls to respond to unique area context



D. LAND USE & ZONING STRATEGY

- 1. Bay Street Corridor**
- 2. Canal Street Corridor**
- 3. Special Stapleton Waterfront District**
- 4. City Owned Property**

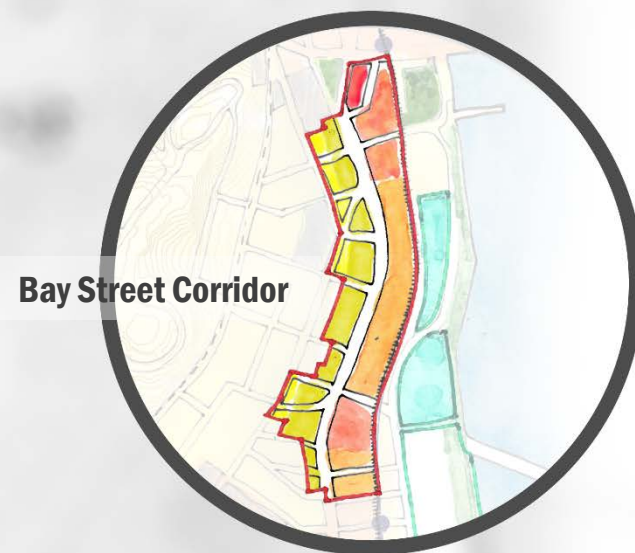


D. LAND USE & ZONING STRATEGY

1. Bay Street Corridor

- a. Zoning Map Amendment
- b. Zoning Text Amendment

To establish a medium density mixed-use corridor along Bay St, tailor zoning through a new Special Bay Street Corridor District, and identify a Mandatory Inclusionary Housing area





1. Bay Street Corridor

2. Canal Street Corridor

- a. Zoning Map Amendment
- b. Zoning Text Amendment

To encourage mixed-use development near Stapleton town center and to identify a Mandatory Inclusionary Housing area.



D. LAND USE & ZONING STRATEGY

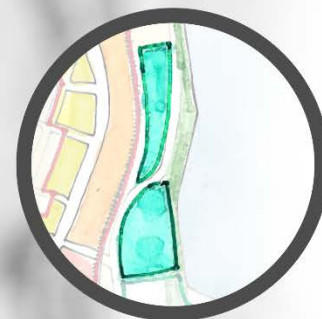
1. Bay Street Corridor

2. Canal Street Corridor

3. Special Stapleton Waterfront District

a. Zoning Text Amendment

To modify height & streetwall requirements for
North Sites at Subareas A/B1



**Special Stapleton
Waterfront District**



1. Bay Street Corridor

2. Canal Street Corridor

3. Special Stapleton Waterfront District

4. City Owned Property



55 Stuyvesant Place 

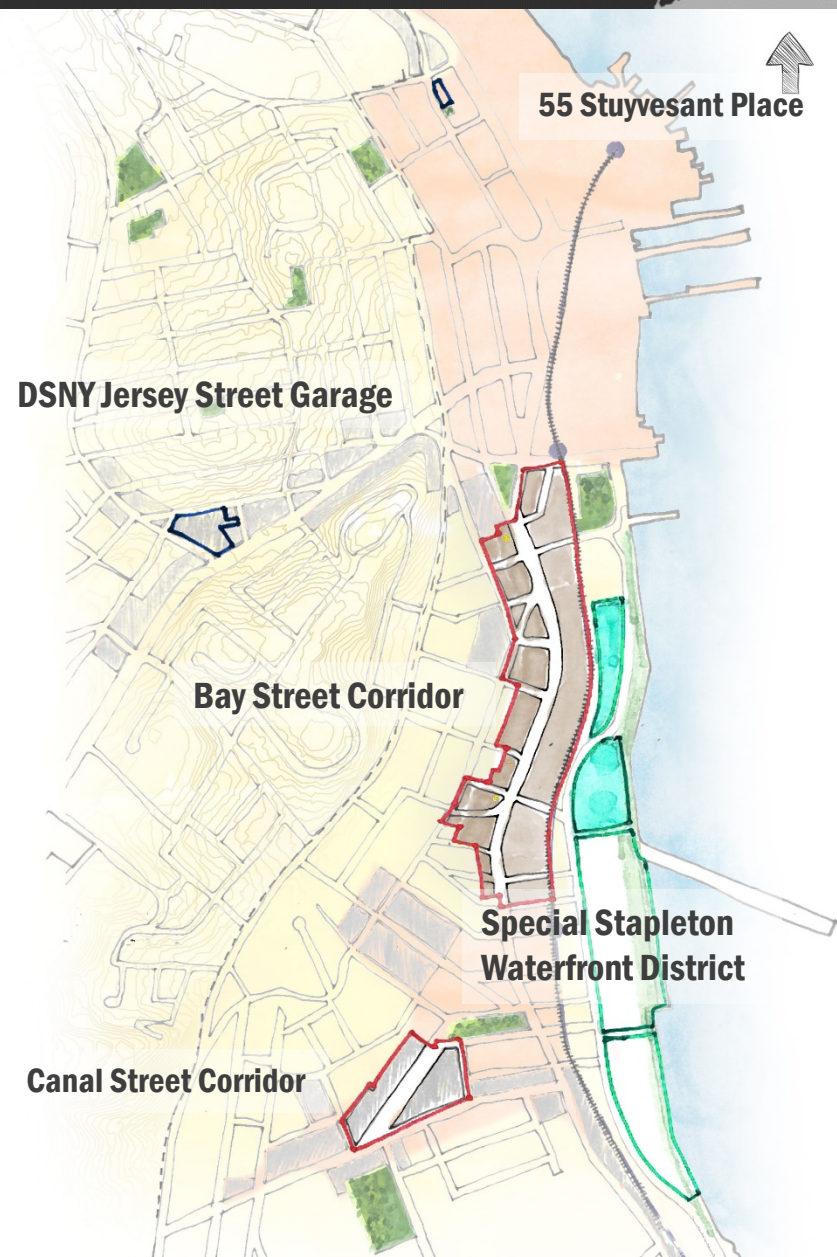


DSNY Jersey Street Garage

- a. 55 Stuyvesant Disposition to facilitate commercial office/job creation
- b. DSNY Jersey Street Sanitation Garage Urban Development Action Area Project designation to facilitate mixed-use/affordable housing

D. LAND USE & ZONING STRATEGY

- 1. Bay Street Corridor**
- 2. Canal Street Corridor**
- 3. Special Stapleton Waterfront District**
- 4. City Owned Property**



D. LAND USE & ZONING STRATEGY – BAY STREET REZONING

Proposed Zoning:

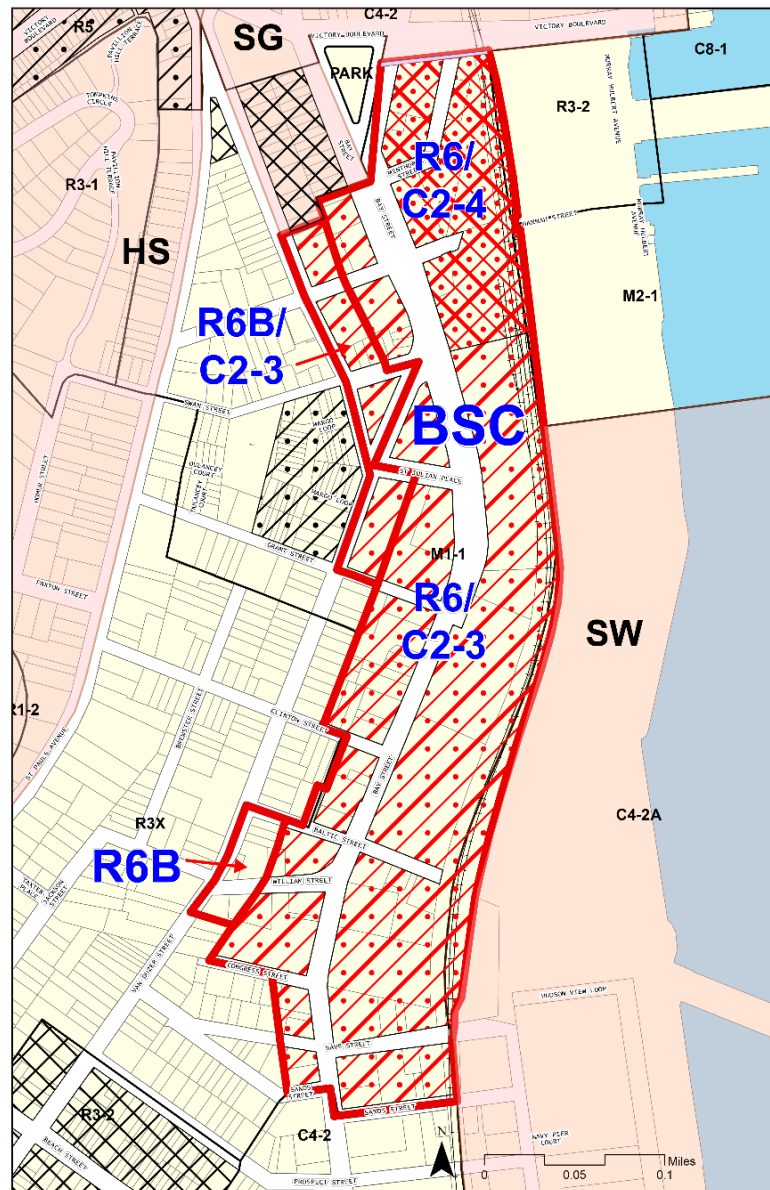
Medium Density Residential and Commercial

- R6/C2-4 - large sites adjacent to St George and SIR
- R6/C2-3 - remainder of Bay Street
- R6B/C2-3 – w/in100’ of Van Duzer, adjacent to St George

Medium Density Residential

- R6B – w/in 100’ of Van Duzer, adjacent to Stapleton

Height, Density and Use to be modified by Special District rules



D. LAND USE & ZONING STRATEGY – BSC SPECIAL USE REGULATIONS

- Non-residential uses required on ground floor within 50' of Bay Street, optional commercial uses on Van Duzer St
- Commercial uses can locate on the 2nd story of mixed-use buildings
- Allow wholly commercial office buildings on east side of Bay Street
- Allow limited expansion and continuation of certain M uses
- Allow Physical Culture Establishments as-of-right

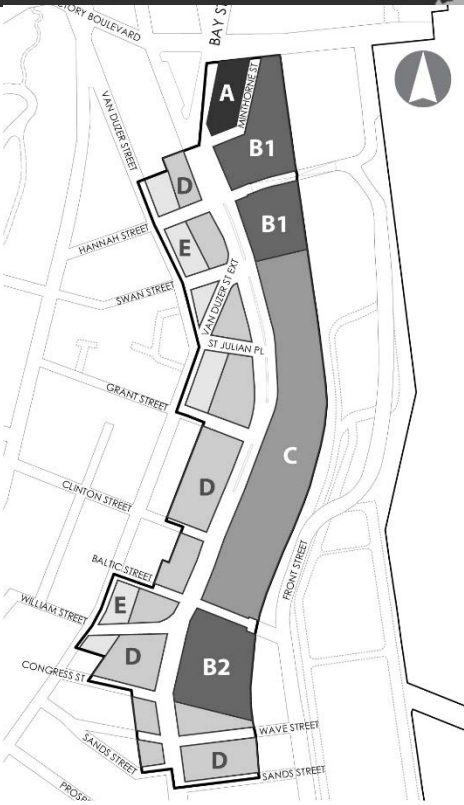
D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

Special District Goals:

- Encourage thoughtful architecture, light and air at street through articulation and setback rules
- Reflects context of St George/Stapleton Town Centers
- Preserve views of the NY Harbor/Verrazano Br
- Transition from higher densities in St George to lower-density upland neighborhoods

General Regulations

- Maximum building height generally 5 to 8 stories
 - Up to 12 stories on select sites where size/location permit
 - One site up to 14 stories to provide transition to St George
- Maximum permissible Floor Area Ratio (FAR) ranges from 2.2 to 4.6;

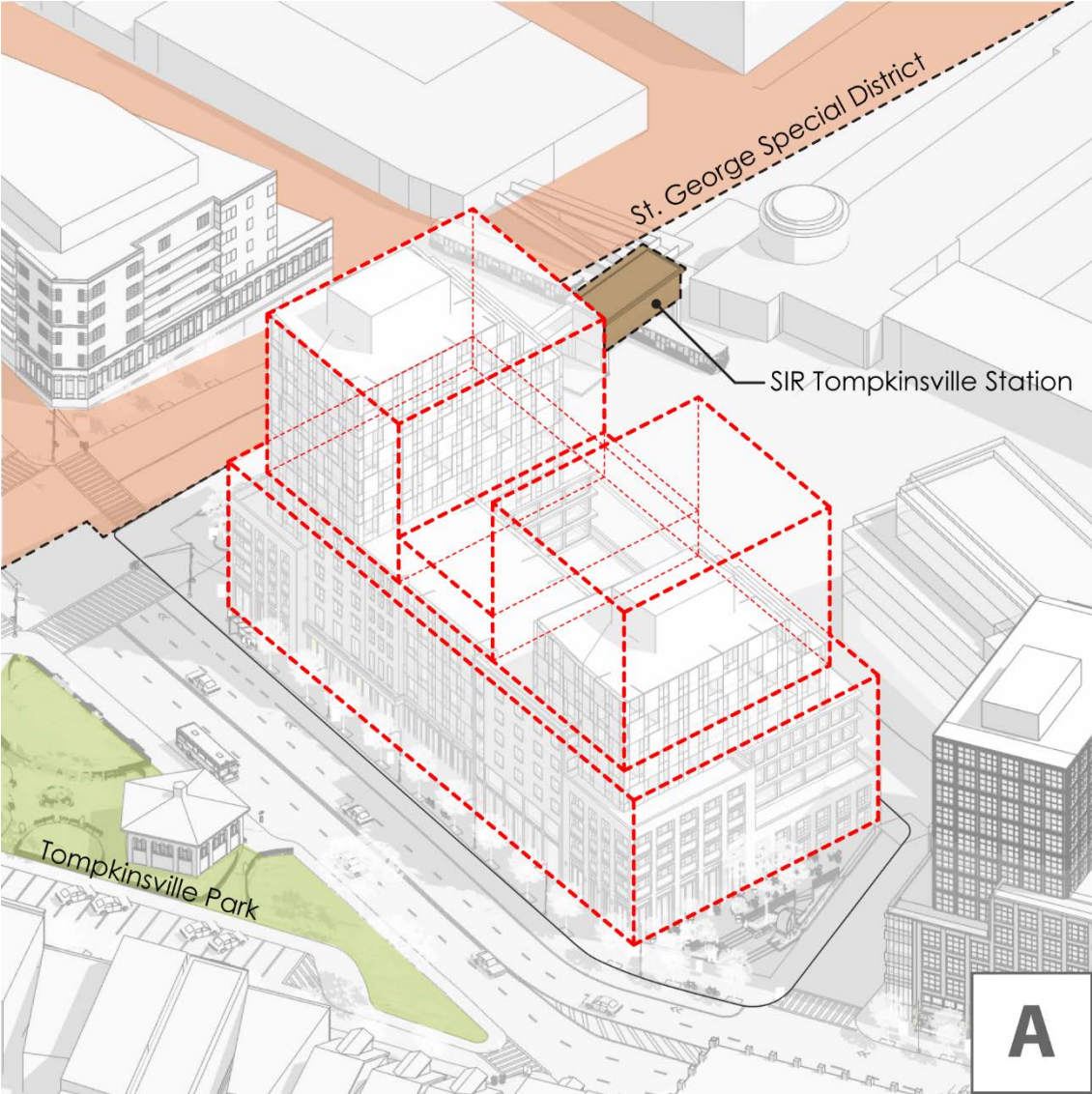
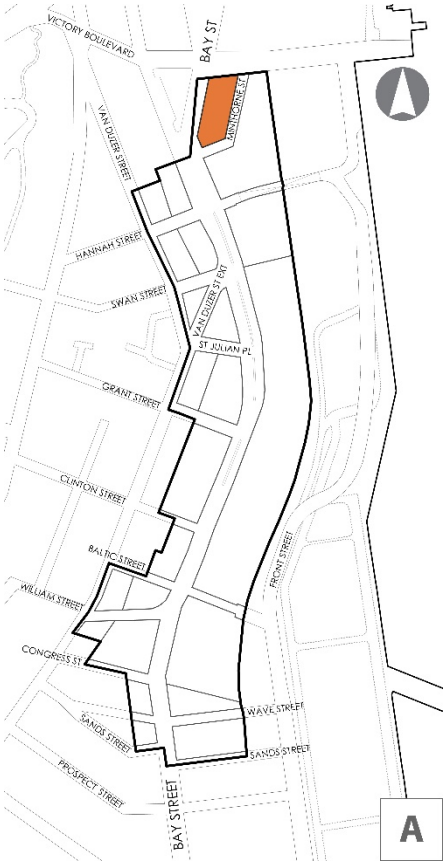


SUB-DISTRICT	BASE HEIGHT	MAX HEIGHT	MAX FAR
A	40-65'	145'	4.6
B1/B2	40-65'	125'	3.6
C	40-65'	85'	3.0
D	40-65'	75'	3.0
E	30-45'	55'	2.2

D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

SUB-DISTRICT A

FAR	4.6
Base Height	40' – 65'
Max Height	145'
Applicable Sites	1 site

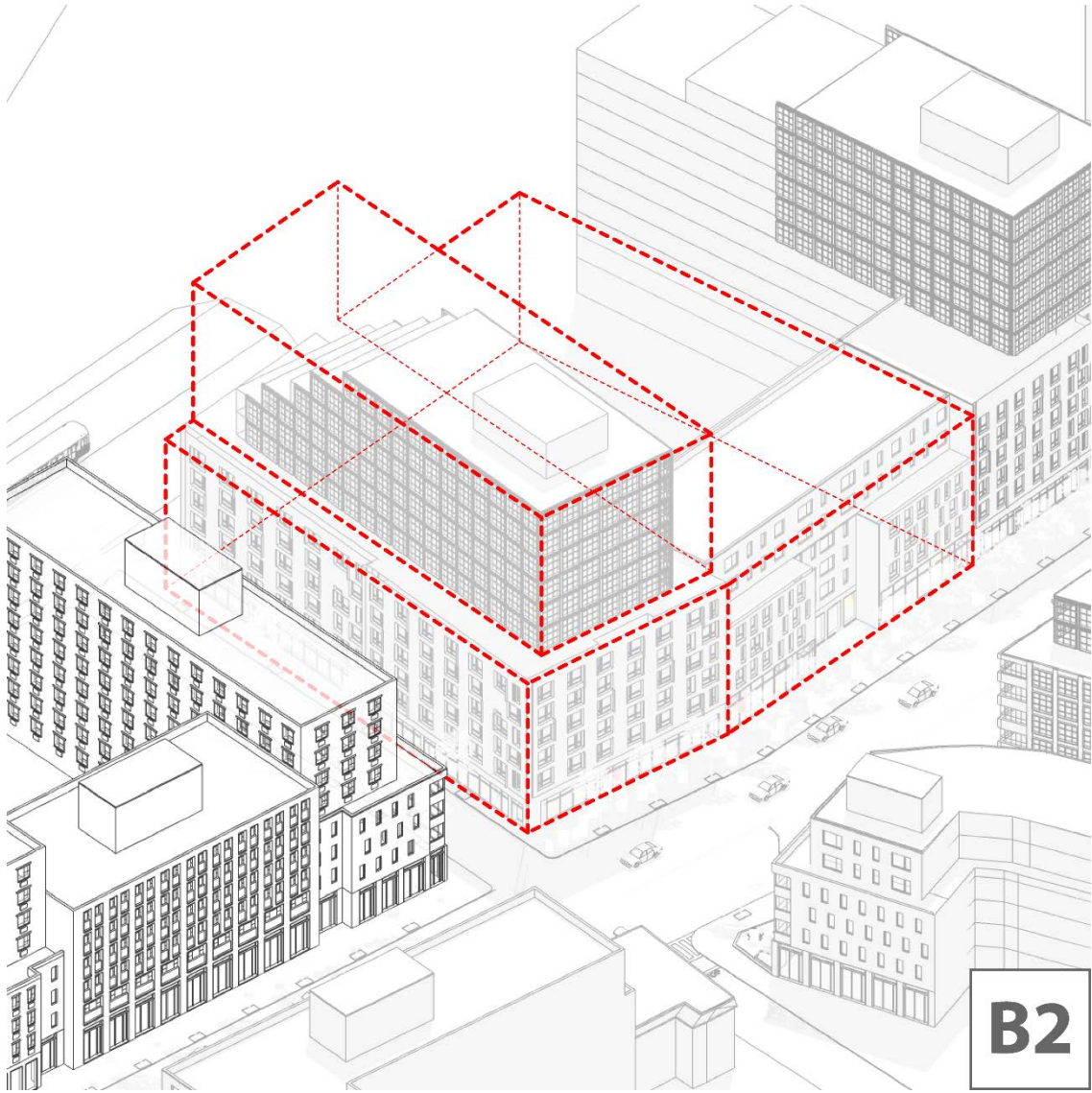
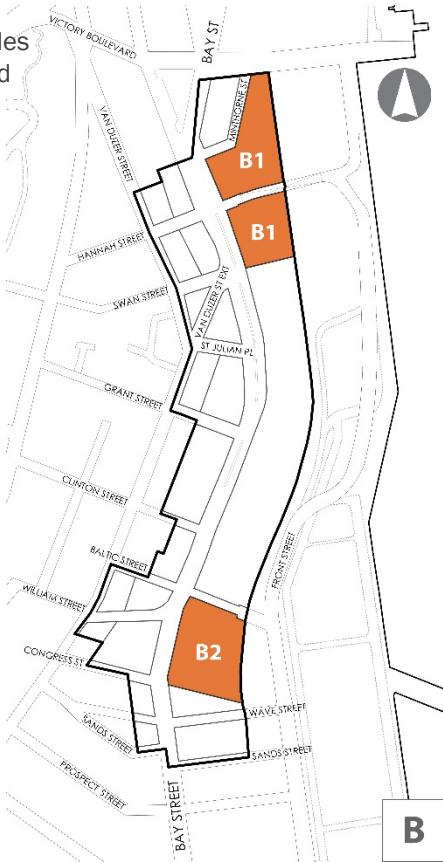


D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

SUB-DISTRICT B1 & B2

FAR	3.6
Base Height	40' – 65'
Max Height	125'
Applicable Sites	B1: 4 sites*, B2: 2 sites

* Sub-district B1 includes portion of MTA Rail Yard

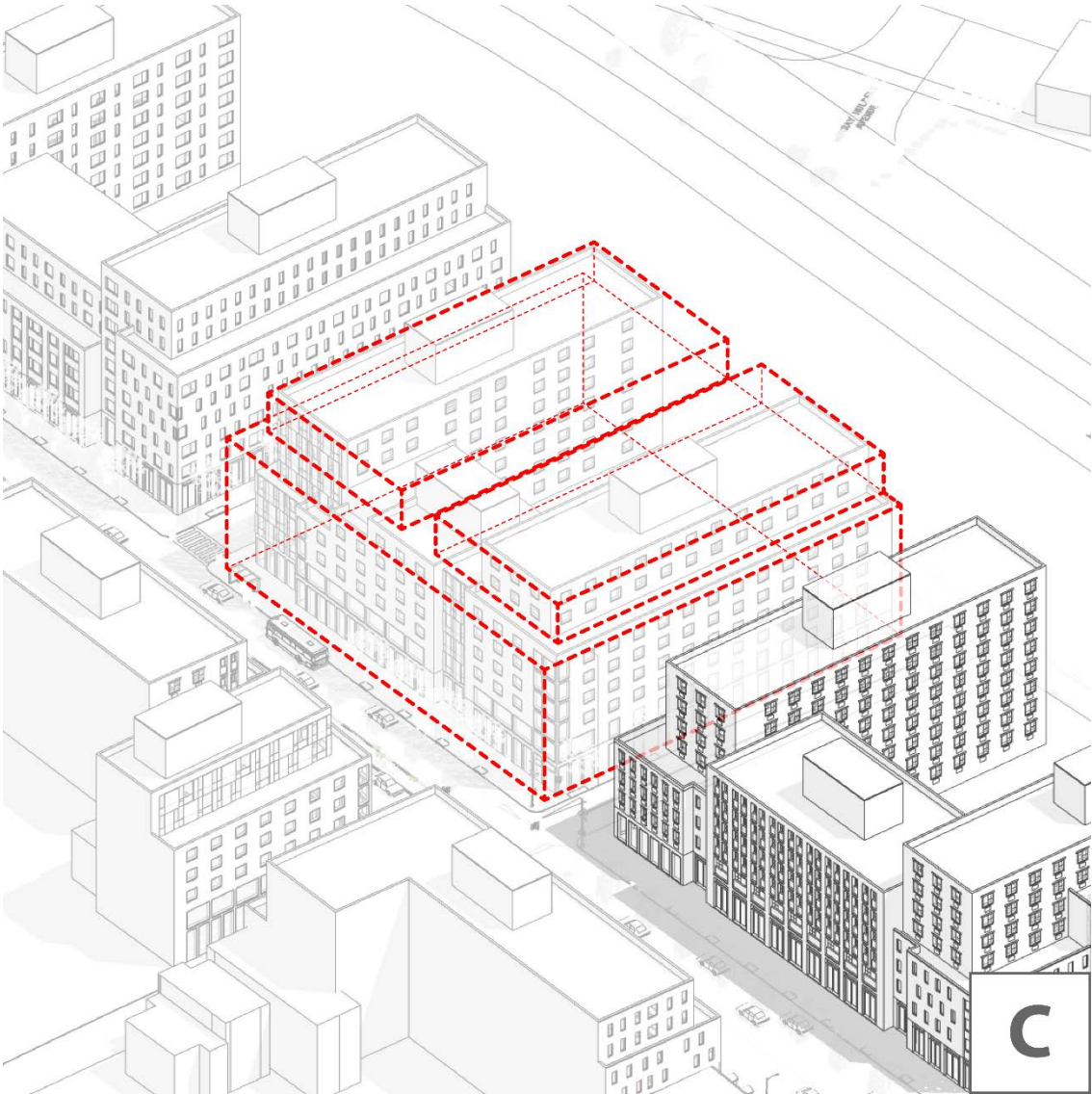
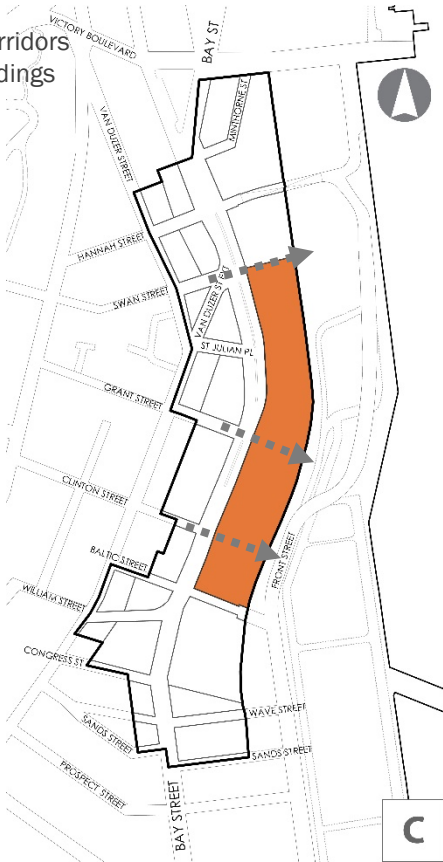


D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

SUB-DISTRICT C

FAR	3.0
Base Height	40' – 65'
Max Height	85'
Applicable Sites	2 sites*

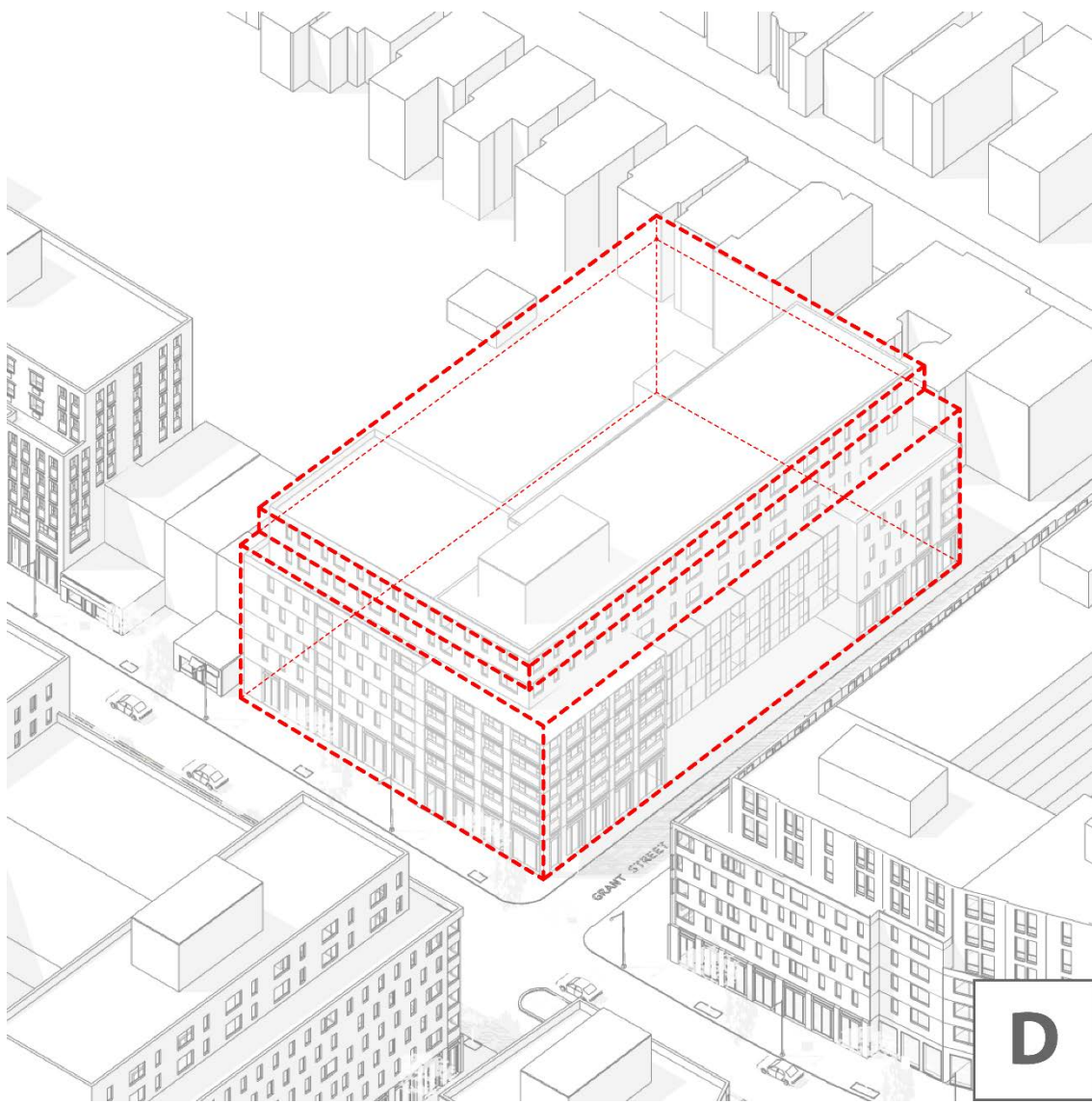
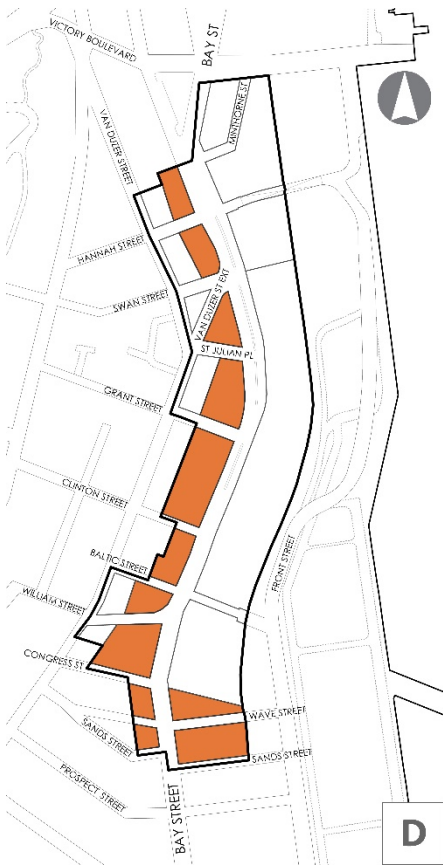
* Bisected by visual corridors to require multiple buildings



D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

SUB-DISTRICT D

FAR	3.0
Base Height	40' – 65'
Max Height	75'
Applicable Sites	2 full, 10 partial blocks



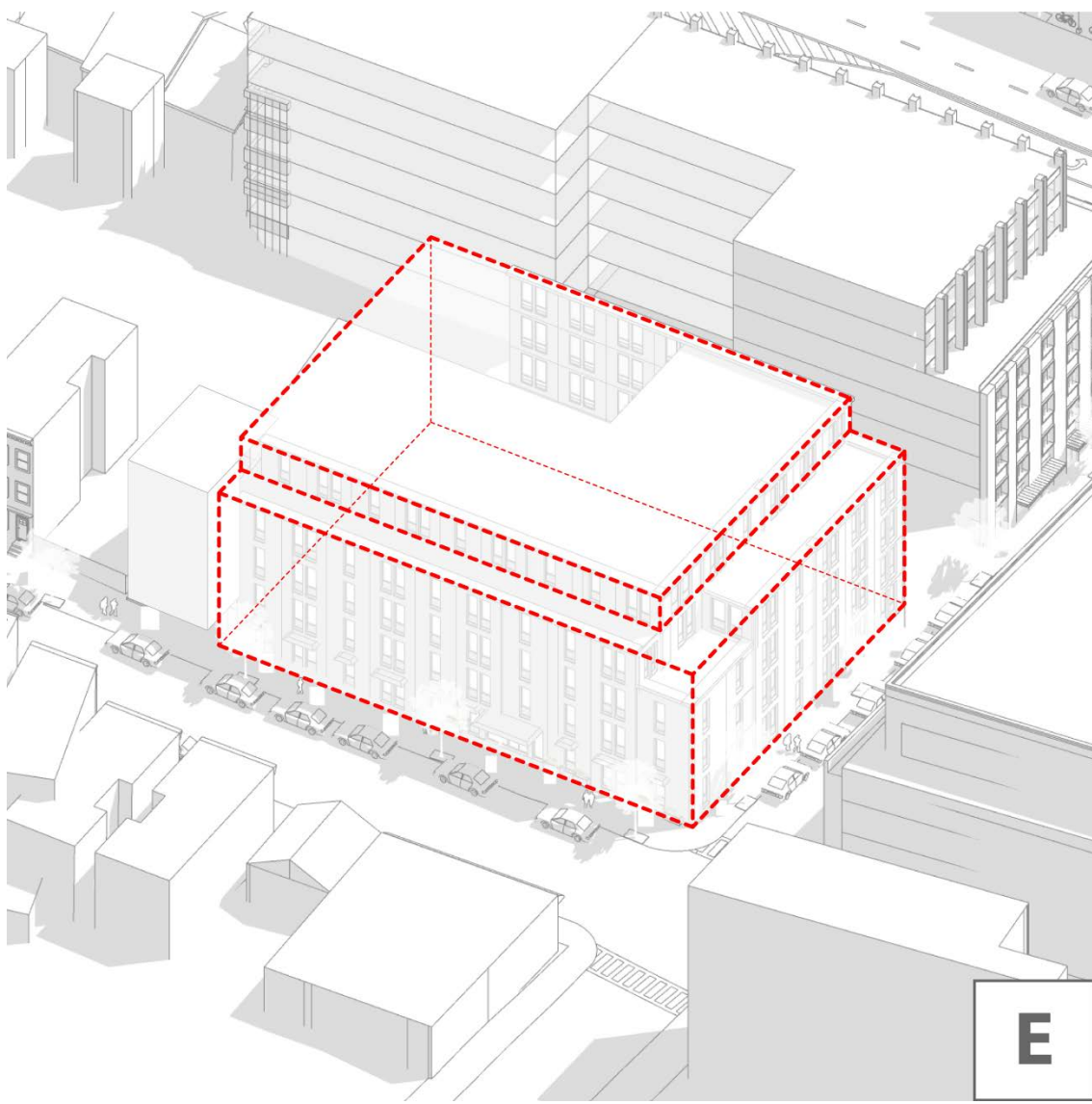
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

D. LAND USE & ZONING STRATEGY – BSC SPECIAL BULK REGULATIONS

SUB-DISTRICT E

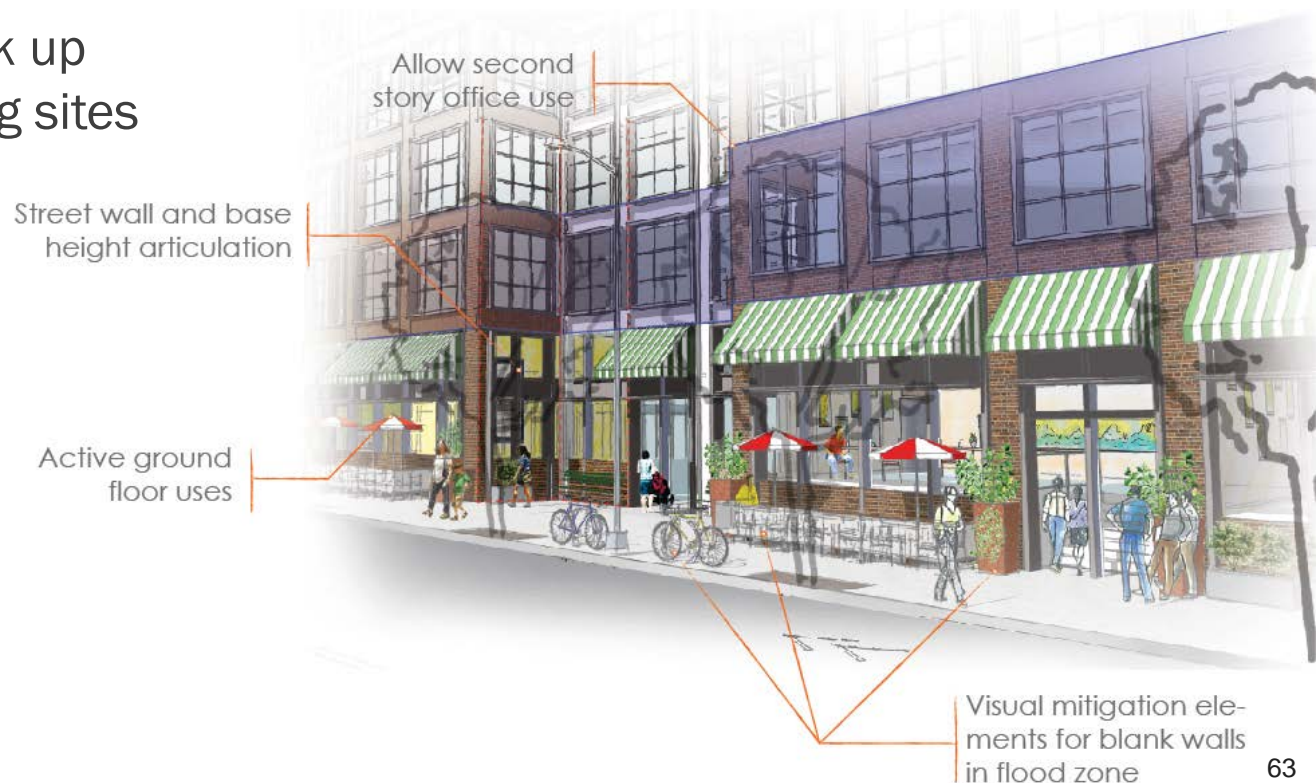
FAR	2.2
Base Height	30' – 45'
Max Height	55'
Applicable Sites	1 full, 5 partial blocks*

* Area north of Grant Street
optional commercial overlay



D. LAND USE & ZONING STRATEGY – BSC SPECIAL STREETScape REGULATIONS

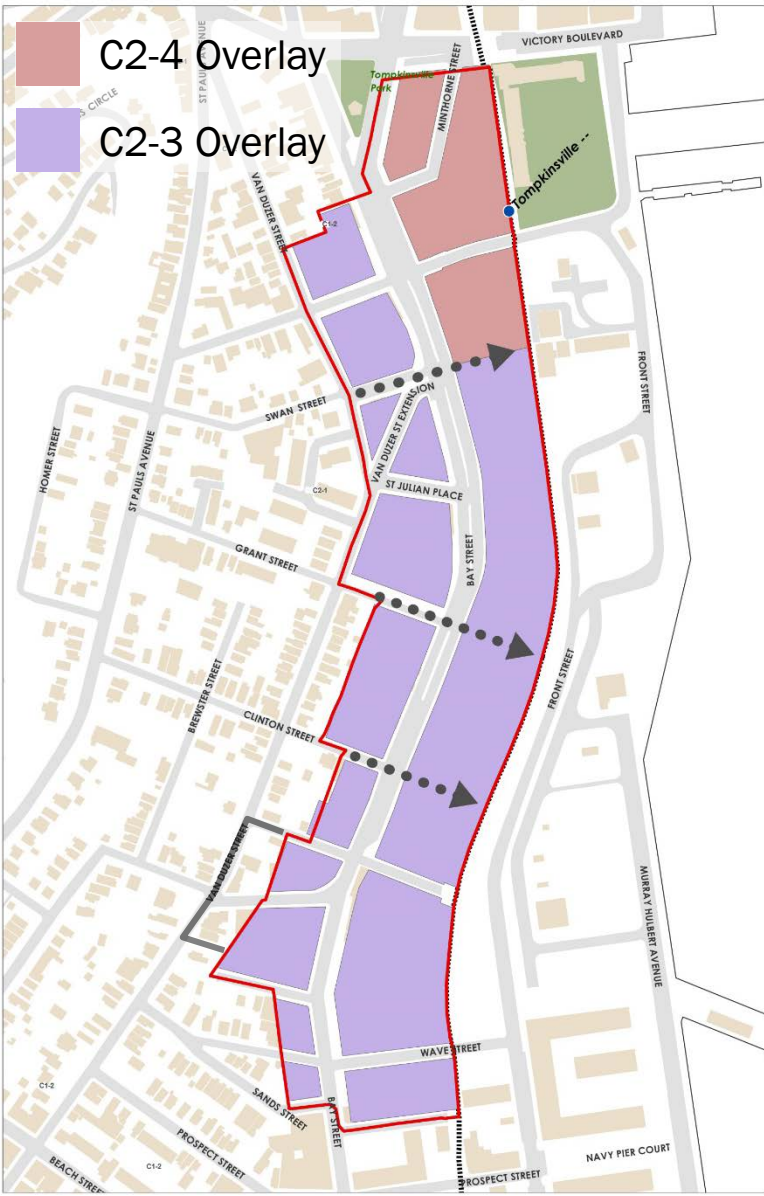
- Required streetwall articulation and flexible base height requirements
- Ground floor transparency required for non-residential uses
- Required streetscape elements for sites that elevate buildings within the flood zone
- No parking allowed in front of building, must be screened or wrapped with floor area
- Visual Corridors break up streetwall on very long sites



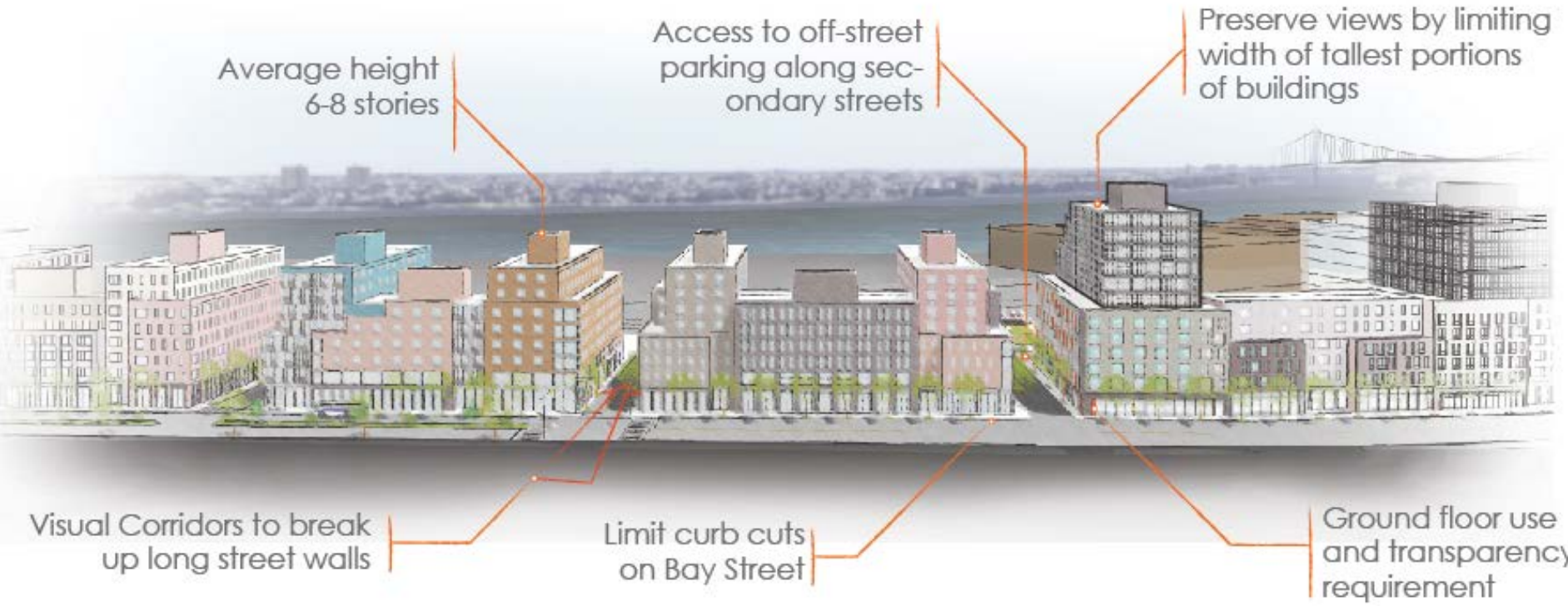
D. LAND USE & ZONING STRATEGY – BSC SPECIAL PARKING REGULATIONS

Special Parking Provisions include:

- No required parking for up to 0.5 FAR of local retail use
- Allow off-site parking anywhere within the Special District for commercial uses
- No curb cuts on Bay Street unless no other means of access is practicable
- Zoning/building envelopes accommodate surface parking behind buildings, where underground parking would be cost prohibitive
- View corridors to break up long blocks to provide accessory parking and site access



D. LAND USE & ZONING STRATEGY – BSC SPECIAL DISTRICT OVERVIEW



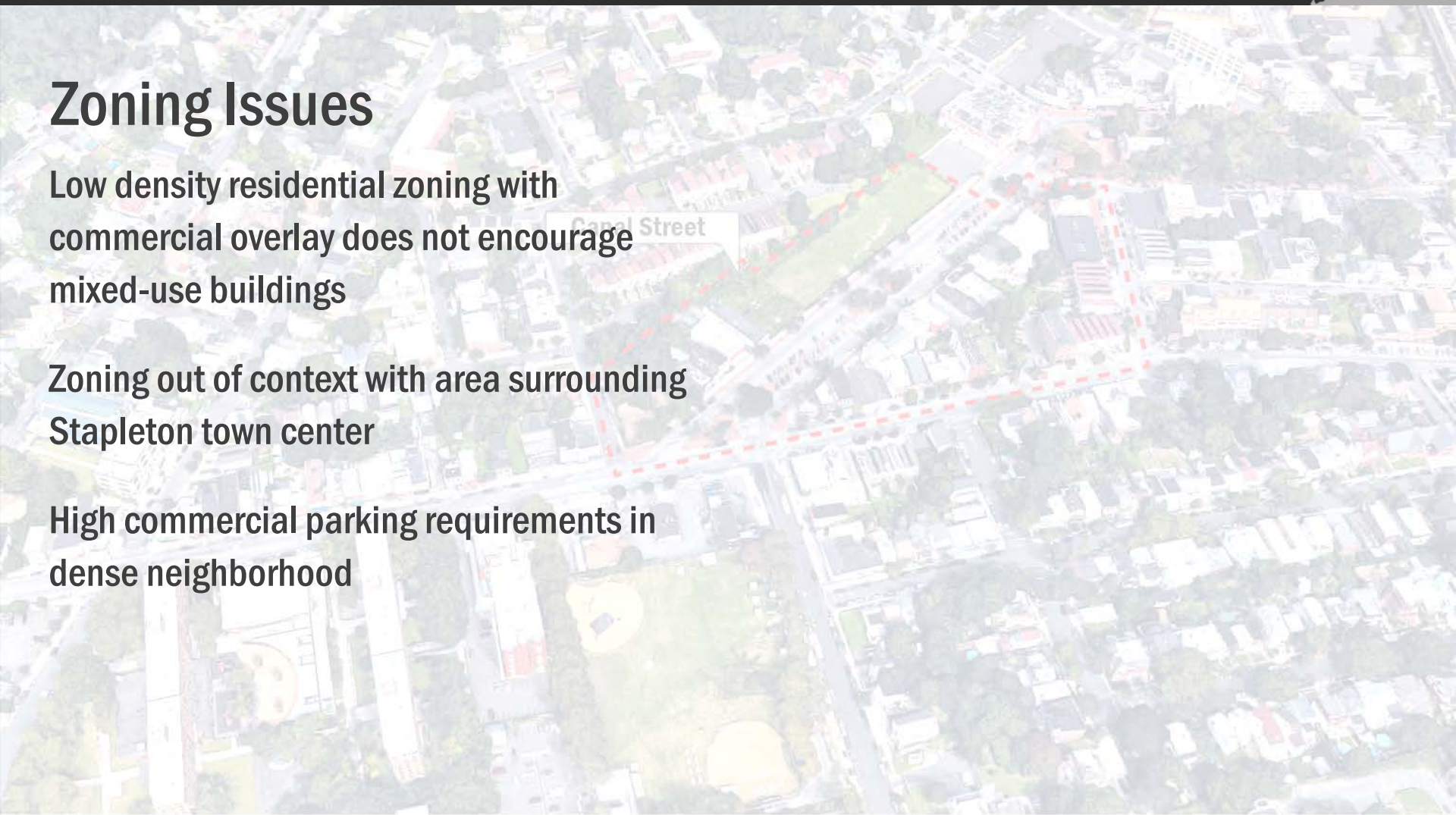
D. LAND USE & ZONING STRATEGY – CANAL STREET REZONING

Zoning Issues

Low density residential zoning with commercial overlay does not encourage mixed-use buildings

Zoning out of context with area surrounding Stapleton town center

High commercial parking requirements in dense neighborhood



D. LAND USE & ZONING STRATEGY – CANAL STREET REZONING

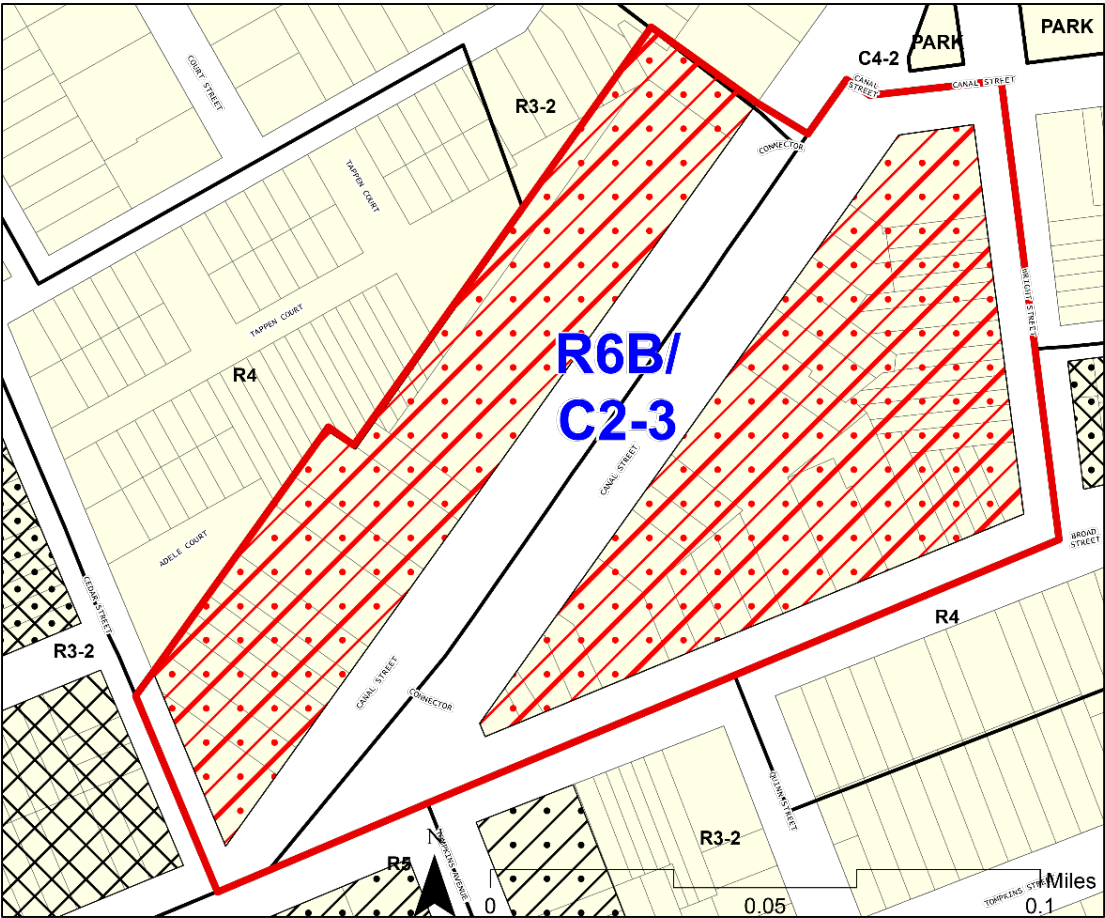
Strategies:

- Establish mixed use districts
- Continuous retail corridor to connect Broad St, Tappen Park and Stapleton
- New opportunities for a variety of housing, including affordable housing



D. LAND USE & ZONING STRATEGY – CANAL STREET REZONING

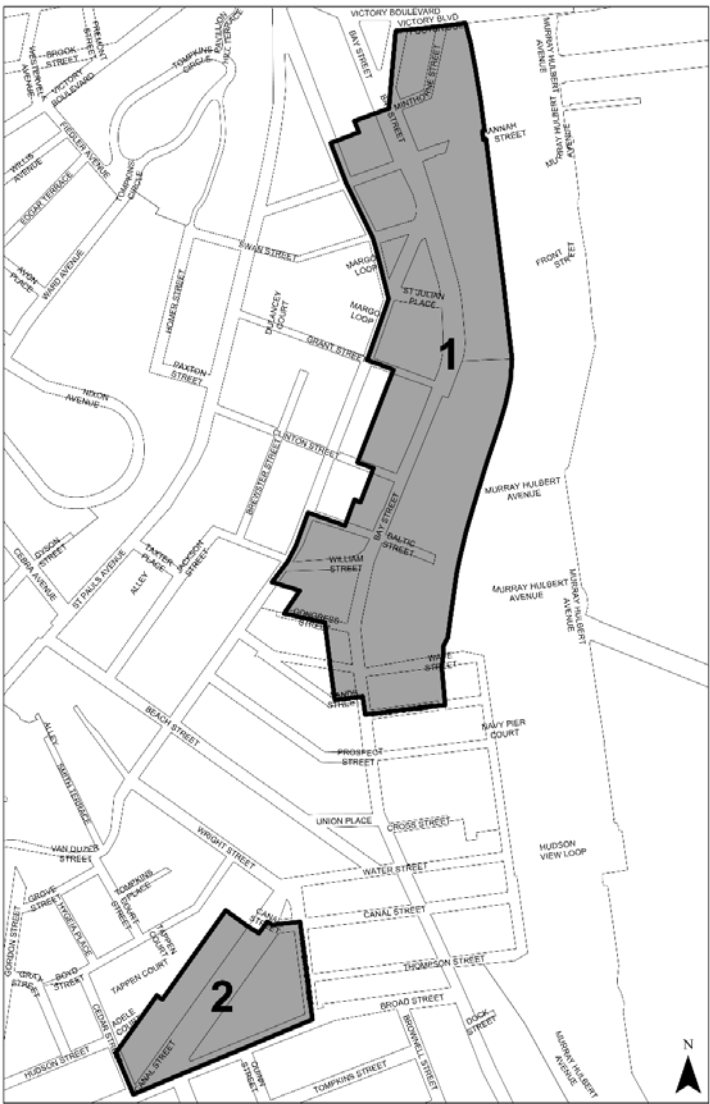
CANAL STREET	
Current Zoning	R3-2/C2-2 R4/C2-2
Proposed Zoning	R6B/C2-3
Max Height	5 Stories
FAR	2.2 (MIH), 2.0 (Other)




D. LAND USE & ZONING STRATEGY – MANDATORY INCLUSIONARY HOUSING

TEXT AMENDMENT TO APPENDIX F
TO ESTABLISH MANDATORY
INCLUSIONARY HOUSING AREAS:

- 1) BAY STREET CORRIDOR
- 2) CANAL STREET



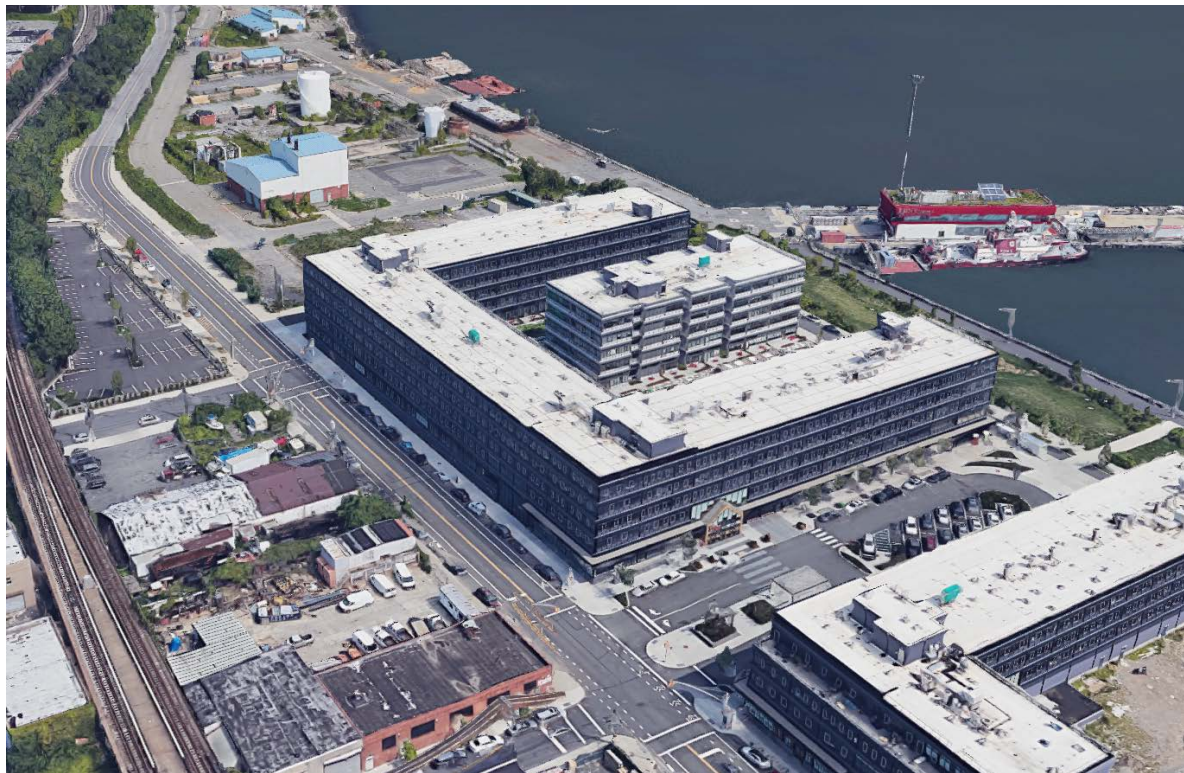
 Mandatory Inclusionary Housing Area
Area 1 – [Date of adoption] MIH Program Option 1, Option 2, Deep Affordability Option and Workforce Option
see Sections 23-154 (d)(3), 135-043, and 135-21
Area 2 – [Date of adoption] MIH Program Option 1, Option 2, Deep Affordability Option and Workforce Option
see Section 23-154 (d)(3)

ZONING ISSUES:

**Negative community response
to building form**

**Limited height and strict street
wall requirements do not
encourage building
articulation**

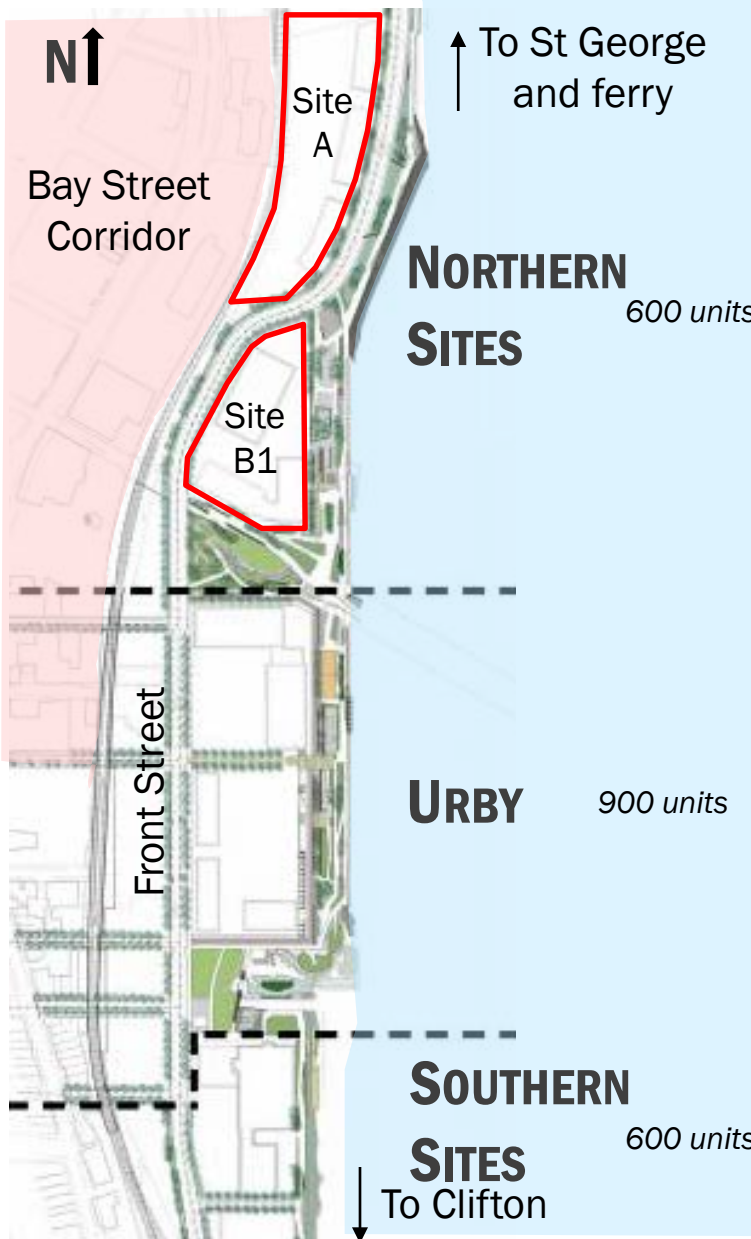
**Long blank walls located along
Front St**



D. LAND USE & ZONING STRATEGY – SPECIAL STAPLETON WATERFRONT DISTRICT

TEXT AMENDMENT TO THE SPECIAL STAPLETON WATERFRONT DISTRICT TO:

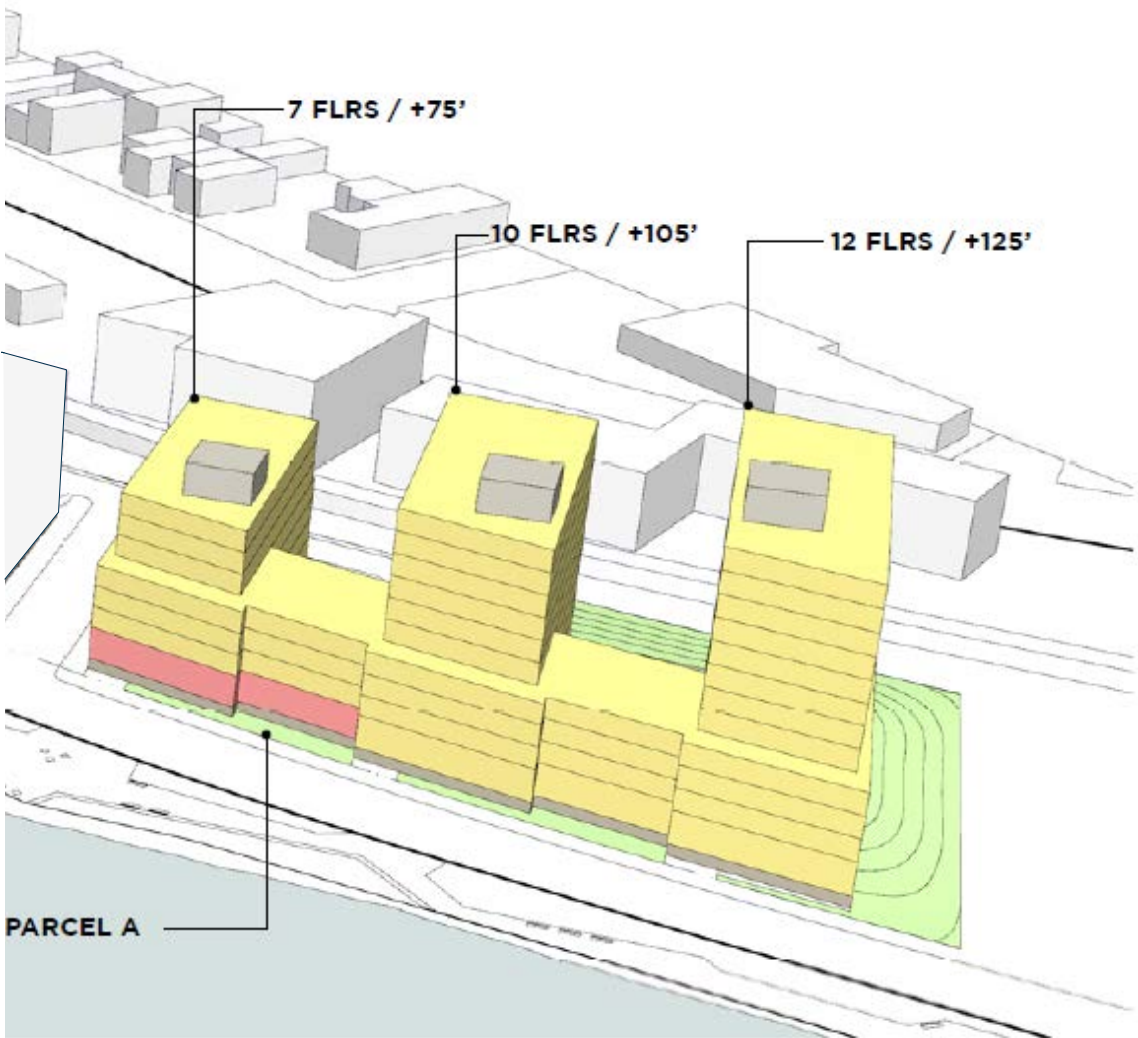
- Increase maximum building height from 55’ to 125’ for sub-areas A & B1
 - Provides transition with BSC heights
 - No additional floor area permitted
 - Better site planning and connectivity
- Modify Phase III street wall requirements to require 70% a building street walls to locate within 15’ of the street (*increased from 8’*)
 - Flexibility to better achieve ADA and resiliency requirements



D. LAND USE & ZONING STRATEGY – CITY PROPERTY DISPOSITION

STAPLETON WATERFRONT
NORTHERN SITES (A & B1)

Zoning	C4-2A
Special District	Special Stapleton Waterfront District
FAR	2.0
Existing:	
Base Height	40 feet
Max. Height	55 feet
Setback	8 feet
Proposed:	
Base Height	65 feet
Max. Height	125 feet
Setback	15 feet



55 Stuyvesant Place

- Former DOHMH offices currently vacant;
- Facilitate approx. 34,500 sqft of commercial/office space



URBAN DEVELOPMENT ACTION AREA PROJECT DISPOSITION:

- Jersey Street Sanitation Garage
- Currently houses DSNY North Shore sanitation facilities
 - Planned relocation to Fresh Kills facility by 2023



BAY STREET CORRIDOR NEIGHBORHOOD PLAN

D. LAND USE & ZONING STRATEGY –UDAAP



DSNY SANITATION GARAGE

Zoning	R5/C2-2
Special District	Hillside Preservation
FAR	1.25
Base Height	30'
Maximum Height	40'
Residential Units	108
Commercial FA	35,000 sf



- A. Plan Objectives & Outreach Approach
- B. Background & Context
- C. Neighborhood Plan
- D. Land Use & Zoning Strategies
- E. Environmental Review**
- F. Summary

A Notice of Completion for a Draft Environmental Impact Statement (DEIS) was issued on November 9, 2018.

The DEIS identifies potential for significant adverse impacts in the following analysis categories:

- Community Facilities (child care, public schools*)
- Open space (total and active recreation space)
- Historic and Cultural Resources (archaeology)
- Transportation (traffic, bus transit, pedestrian)
- Construction (historic resources, noise)

Mitigation measures have been identified and will explored further between DEIS and FEIS.

* The DEIS does not identify a significant adverse impact related to public schools. If new data becomes available between DEIS and FEIS the analysis will be updated accordingly.



- A. Plan Objectives & Outreach Approach
- B. Background & Context
- C. Neighborhood Plan
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BAY STREET CORRIDOR NEIGHBORHOOD PLAN

SUMMARY



Requested Actions:

1. Bay Street Corridor:

- a. Zoning Map Amendment to establish a medium density mixed-use corridor along Bay St.
- b. Zoning Text Amendment to establish a Special District to tailor zoning regulations and Mandatory Inclusionary Housing area

2. Canal Street Corridor:

- a. Zoning Map Amendment to encourage mixed-use development near Stapleton town center
- b. Establish Canal Street areas as Mandatory Inclusionary Housing area.

3. Stapleton Waterfront

- a. Modify height & streetwall requirements for Phase III

4. Disposition of city owned property

- 1. Disposition of 55 Stuyvesant to EDC to facilitate commercial office use in St. George business district
- 2. Disposition and UDAAP designation at DSNY Jersey Street Sanitation Garage to facilitate affordable housing

BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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- Disposition of 55 Stuyvesant to EDC to facilitate commercial office use in St. George business district
- Disposition and UDAAP designation at DSNY Jersey Street Sanitation Garage to Facilitate Affordable Housing

To facilitate the creation of:
Over **1,800** new units of
housing through rezonings

108 new units through
disposition of City-owned
property

1,000 new jobs brought
to the rezoning area

275,000 sf of
community facilities and
retail space

BAY STREET CORRIDOR NEIGHBORHOOD PLAN

QUESTIONS?

