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
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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
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
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BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – GEOGRAPHIC CONTEXT
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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
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
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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)**

<table>
<thead>
<tr>
<th>Income Group</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>&lt;$25,770</td>
<td>24%</td>
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<tr>
<td>$25,771-42,950</td>
<td>11%</td>
</tr>
<tr>
<td>$42,951-68,720</td>
<td>16%</td>
</tr>
<tr>
<td>$68,721-103,080</td>
<td>19%</td>
</tr>
<tr>
<td>&gt;$103,080</td>
<td>31%</td>
</tr>
</tbody>
</table>

Source: ACS 2012-2016; Income limits are for a three-person household (HUD 2016)
Rent as a Percentage of Household Income

- **Not Burdened**: 52% in CD 1, 55% in Staten Island, 49% in NYC.
- **Burdened**: 22% in CD 1, 24% in Staten Island, 23% in NYC.
- **Severely Burdened**: 26% in CD 1, 21% in Staten Island, 28% in NYC.

**Source**: NYC Housing and Vacancy Survey 2014

**Approximate Total Renter-Occupied Units**: 29,617
70% of Housing Units in the Study Area are Renter Occupied

- Study Area: 70%
- Community District 1: 44%
- Staten Island: 31%

Source: 2012-2016 American Community Survey
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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
Commute to Work

Study Area as compared to Staten Island

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

Study Area as compared to Staten Island

45% of Households do not have access to a vehicle

Study Area
Staten Island

<table>
<thead>
<tr>
<th>Access to Vehicles</th>
<th>Study Area</th>
<th>Staten Island</th>
</tr>
</thead>
<tbody>
<tr>
<td>No vehicles available</td>
<td>45%</td>
<td>10%</td>
</tr>
<tr>
<td>1 vehicle available</td>
<td>30%</td>
<td>40%</td>
</tr>
<tr>
<td>2 vehicles available</td>
<td>20%</td>
<td>30%</td>
</tr>
<tr>
<td>3 or more vehicles available</td>
<td>5%</td>
<td>5%</td>
</tr>
</tbody>
</table>
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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
Lyons Pool
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT - PARKS

Tappen Park
B. BACKGROUND AND CONTEXT - PARKS

Stapleton Waterfront Esplanade – Phase I
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
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
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – EXISTING ZONING

[Map showing North Shore 2030, Context Area, Community Board 1, Ferry Terminal, Bay Street Corridor, Stapleton Waterfront, Stapleton, Canal Street Corridor, and Verrazano-Narrows Bridge.]
**Bay Street Corridor Neighborhood Plan**

**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.
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

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
St. George
Stuyvesant Place – Commercial/Office Buildings
Tompkinsville Waterfront
Publicly accessible easement at Bay Street Landing; Badly damaged in Hurricane Sandy
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – AREA PHOTOS

Stapleton
Waterfront
Urby Development – Stapleton Waterfront
BAY STREET CORRIDOR NEIGHBORHOOD PLAN

B. BACKGROUND AND CONTEXT – AREA PHOTOS

Stapleton SIR Station
Prospect Street entrance
**Stapleton Town Center**

Paramount Theater - Bay Street looking North
B. BACKGROUND AND CONTEXT – AREA PHOTOS

**Stapleton Town Center**
New Construction on Bay Street
Canal Street at Tappen Park
Development adjacent to Tappen Park
Upland Communities
Van Duzer Street, adjacent to Bay Street rezoning area
Existing Bay St Land Use
Vacant & Underutilized sites
Existing Bay St
Land Use
Vacant & Underutilized sites
Existing Bay St
Land Use
Vacant & Underutilized sites
**Existing Canal St**

**Land Use**

Canal Street at Tappen Park
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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
Create a vibrant, resilient downtown environment

- Provide appropriate building form/heights
- Encourage density that supports additional jobs, retail and community services
- Advance planning to complete the waterfront promenade from Stapleton to the St George ferry terminal
- Provide active and passive recreational opportunities along the waterfront
- Provide improvements to the public realm through streetscape and place-making
- Advance efforts to create safer and more inviting streetscapes at the SIR train stations
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
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

- Continue to study feasibility for the replacement of services lost at the Cromwell Recreation Center
- Provide zoning flexibility for buildings at Stapleton Waterfront Northern Sites to allow better site planning
- Implement the North Shore Transportation Improvement Strategy
  - Short-term improvements at Bay/Victory and along Richmond Terrace
  - Future solutions under development/review
- Activate local parks and open spaces by introducing more residents and shoppers
- Address the school seat needs of current and future residents
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
A. Plan Objectives & Outreach Approach
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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
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
1. Bay Street Corridor

2. Canal Street Corridor

3. Special Stapleton Waterfront District

4. City Owned Property
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.
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
D. LAND USE & ZONING STRATEGY

1. Bay Street Corridor

2. Canal Street Corridor

3. Special Stapleton Waterfront District

4. City Owned Property
   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
1. Bay Street Corridor
2. Canal Street Corridor
3. Special Stapleton Waterfront District
4. City Owned Property
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*
• 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 2\textsuperscript{nd} 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
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;
<table>
<thead>
<tr>
<th><strong>Sub-District A</strong></th>
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<tbody>
<tr>
<td>FAR</td>
<td>4.6</td>
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<tr>
<td>Base Height</td>
<td>40’ – 65’</td>
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<tr>
<td>Max Height</td>
<td>145’</td>
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<td>Applicable Sites</td>
<td>1 site</td>
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### Sub-District B1 & B2

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<tr>
<td>FAR</td>
<td>3.6</td>
</tr>
<tr>
<td>Base Height</td>
<td>40’ – 65’</td>
</tr>
<tr>
<td>Max Height</td>
<td>125’</td>
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<tr>
<td>Applicable Sites</td>
<td>B1: 4 sites*, B2: 2 sites</td>
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</table>

* Sub-district B1 includes portion of MTA Rail Yard
**BAY STREET CORRIDOR NEIGHBORHOOD PLAN**

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

### SUB-DISTRICT C

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<table>
<thead>
<tr>
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<tbody>
<tr>
<td><strong>FAR</strong></td>
<td>3.0</td>
</tr>
<tr>
<td><strong>Base Height</strong></td>
<td>40’ – 65’</td>
</tr>
<tr>
<td><strong>Max Height</strong></td>
<td>85’</td>
</tr>
<tr>
<td><strong>Applicable Sites</strong></td>
<td>2 sites*</td>
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</tbody>
</table>

* Bisected by visual corridors to require multiple buildings
### SUB-DISTRICT D

<p>| | |</p>
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>FAR</td>
<td>3.0</td>
</tr>
<tr>
<td>Base Height</td>
<td>40’ – 65’</td>
</tr>
<tr>
<td>Max Height</td>
<td>75’</td>
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<tr>
<td>Applicable Sites</td>
<td>2 full, 10 partial blocks</td>
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### Sub-District E

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<th>Specified</th>
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<tr>
<td>FAR</td>
<td>2.2</td>
</tr>
<tr>
<td>Base Height</td>
<td>30' – 45'</td>
</tr>
<tr>
<td>Max Height</td>
<td>55'</td>
</tr>
<tr>
<td>Applicable Sites</td>
<td>1 full, 5 partial blocks*</td>
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</table>

*Area north of Grant Street optional commercial overlay*
- 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
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

- Average height: 6-8 stories
- Access to off-street parking along secondary streets
- Preserve views by limiting width of tallest portions of buildings
- Visual Corridors to break up long street walls
- Limit curb cuts on Bay Street
- Ground floor use and transparency requirement
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
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
### Canal Street

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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<tbody>
<tr>
<td>Current Zoning</td>
<td>R3-2/C2-2, R4/C2-2</td>
</tr>
<tr>
<td>Proposed Zoning</td>
<td>R6B/C2-3</td>
</tr>
<tr>
<td>Max Height</td>
<td>5 Stories</td>
</tr>
<tr>
<td>FAR</td>
<td>2.2 (MIH), 2.0 (Other)</td>
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</table>
TEXT AMENDMENT TO APPENDIX F
TO ESTABLISH MANDATORY INCLUSIONARY HOUSING AREAS:
1) BAY STREET CORRIDOR
2) CANAL STREET
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
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% of the building street walls to locate within 15’ of the street (increased from 8’)
  - Flexibility to better achieve ADA and resiliency requirements
# Stapleton Waterfront
## Northern Sites (A & B1)

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<tr>
<td><strong>Zoning</strong></td>
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<td><strong>Special District</strong></td>
<td>Special Stapleton Waterfront District</td>
</tr>
<tr>
<td><strong>FAR</strong></td>
<td>2.0</td>
</tr>
</tbody>
</table>

### Existing:
- **Base Height**: 40 feet
- **Max. Height**: 55 feet
- **Setback**: 8 feet

### Proposed:
- **Base Height**: 65 feet
- **Max. Height**: 125 feet
- **Setback**: 15 feet
**Bay Street Corridor Neighborhood Plan**

**D. Land Use & Zoning Strategy – City Property Disposition**

**Disposition of City Owned Property:**

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
DSNY Sanitation Garage

<table>
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<tr>
<th>Category</th>
<th>Details</th>
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<tbody>
<tr>
<td>Zoning</td>
<td>R5/C2-2</td>
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<tr>
<td>Special District</td>
<td>Hillsides Preservation</td>
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<tr>
<td>FAR</td>
<td>1.25</td>
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<td>Base Height</td>
<td>30’</td>
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<td>Maximum Height</td>
<td>40’</td>
</tr>
<tr>
<td>Residential Units</td>
<td>108</td>
</tr>
<tr>
<td>Commercial FA</td>
<td>35,000 sf</td>
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</tbody>
</table>
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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 be 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.
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**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
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   2. 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