EAST HARLEM REZONING PROPOSAL

PRESENTATION TO CITY PLANNING COMMISSION – PRE-HEARING REVIEW SESSION

AUGUST 21, 2017
Geographic Context
DCP East Harlem Rezoning – Objectives

• Create opportunities for requiring permanently affordable housing
• Create opportunities for economic development
• Incorporate relevant capital infrastructure needs
• Preserve the built neighborhood character
• Establish urban design controls
East Harlem Neighborhood Plan - Process

1. East Harlem Neighborhood Plan – Process

2. Neighborhood Study Approach

3. DCP Rezoning Proposal

4. Public Review

5. A-Text Proposal
Demographic Profile and Development Trends

Median household income: $30,973

Average household size: 2.41

In the top 5 neighborhoods for highest rates of asthma, adult obesity and premature mortality

East Harlem is currently facing growing real estate pressure, which is subjecting the neighborhood to rapid change

• More than half of all CD11 Households are considered “rent burdened”
• Between 2000 and 2014, median gross rents increased by 40% (compared to 24% citywide)
• No affordability required under current zoning

1 U.S Census. American Community Survey, 2011-15
2 U.S Census. American Community Survey, 2010-14
In 2015, Mayor de Blasio announced East Harlem as one of the neighborhoods that would be studied to identify opportunities for affordable housing and other strategic neighborhood investments.

In response, City Council Speaker Melissa Mark-Viverito announced the creation of the East Harlem Neighborhood Plan (EHNP) Steering Committee to develop a plan for the neighborhood's future that would place community needs front and center.
DCP participated in the robust East Harlem Neighborhood Planning process, as organized by the Steering Committee.

<table>
<thead>
<tr>
<th>Neighborhood Topic</th>
<th>Steering Committee Lead</th>
<th>City Agency</th>
<th>Steering Committee Meeting Date</th>
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<tr>
<td></td>
<td>El Museo</td>
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<td>Pre-K, Daycare &amp; Afterschool + Schools &amp; Education</td>
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<td>Innovation High School</td>
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<td>Lott CDC</td>
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<td>SBS, EDC</td>
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<td>DCP</td>
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<td>NYAM, WeAct</td>
<td>DOT, DOHMH, DFTA</td>
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Steering Committee East Harlem Neighborhood Plan – Topics and Objectives

**PRIORITY OBJECTIVES**

- Open Space & Recreation
- Schools & Education
- NYCHA Pre-K, Daycare & Afterschool
- Health & Seniors
- Small Businesses, Workforce & Economic Development
- Housing Preservation
- Transportation, Environment & Energy
- Arts & Culture
- Zoning & Land Use
- Safety
- Affordable Housing Development
Neighborhood Study Approach

1. East Harlem Neighborhood Plan – Process
2. Neighborhood Study Approach
3. DCP Rezoning Proposal
4. Public Review
5. A-Text Proposal
DCP’s Rezoning Proposal is just one component of larger neighborhood study as a part of the Mayor’s *Housing New York* initiative.

The study also includes coordination with other agencies, community stakeholders and the East Harlem Neighborhood Plan Steering Committee to prioritize and target neighborhood investments.

DCP’s Urban Design Division is also working to document and catalog potential public realm improvements.
Housing Preservation Objectives & Recommendations

1. Ensure appropriate enforcement of tenant rights to prevent harassment.

2. Preserve affordability of current rent stabilized units and prevent unit destabilization.

3. Better prepare East Harlem residents for affordable housing lotteries.

4. Improve Agency information-sharing to identify tenant harassment.

5. Preserve the use of vacant, underutilized, and distressed land/properties for affordable housing.

6. Ensure housing is in a good state of repair and better enforce the requirements of the warrant of habitability.

7. Maintain affordability of neighborhood amenities.
AFORDABLE HOUSING DEVELOPMENT

OBJECTIVES & RECOMMENDATIONS

1. Increase the amount of affordable housing with deep and varied levels of affordability in any new development.

2. Expand affordable housing tools and resources to increase affordable housing in new development.

3. Implement tools to address displacement of residents and business owners.
Interagency Efforts – Housing Preservation & Affordable Housing Development

Achievements to date:

East Harlem Housing Plan
Draft issued: May 1, 2017

Goals:

1. Preserve existing affordable housing
   • Finance and safeguard affordability
   • Promote safe and healthy housing
   • Protect tenants
2. Develop new affordable housing
3. Increase access to affordable housing
4. Promote economic opportunity
Interagency Efforts - Housing Preservation & Affordable Housing Development

Achievements to date:

• Launch **Landlord Ambassadors Pilot** to provide technical assistance to property owners to preserve affordability

• Conduct **“Block Sweeps”** to survey distressed East Harlem properties and better coordinate with tenant organizers

• Provide **$4.6 million** (annually through FY2021) for free tenant legal services, while strengthening tenant education efforts

• **NEW!** Award $500,000 for the development of the **East Harlem/ El Barrio Community Land Trust**

• **NEW!** Study feasibility of a **Certificate of No Harassment** program in target areas
Interagency Efforts - Housing Preservation & Affordable Housing Development

Achievements to date:

• Prioritize the development of **2,400 affordable homes** and community amenities on publicly-owned land;
  • Commitment that 20% of units will be made available at **30% of AMI** at three sites

• Train **Housing Ambassadors** to provide support to applicants of affordable housing

• Implement **HireNYC** and **MWBE Build Up** program, creating career pathways and MWBE opportunities in affordable housing

• **NEW!** Implement **new term sheets** that reach deeper levels of affordability, and **new RFP policies** that make it easier for community development organizations to compete.
1. Create a local food system in East Harlem to improve access to healthy, affordable and quality food.

2. Improve health service coordination and access.

3. Create a neighborhood environment that allows for seniors to age in place comfortably.

4. Enhance the built environment to promote health.

5. Foster safe and healthy living environments.
Achievements to date:

New Dept. of Health and Mental Hygiene (DOHMH) **East Harlem Neighborhood Health Action Center**

- Provides co-located health and social services, including a Family Wellness suite and nutrition classes
- Will also include a Federally Qualified Health Center and a community kitchen

$275,000 provided to 11 local organizations to implement health recommendations in the EHNP

- Small grants and support provided by DOHMH, the New York Academy of Medicine and Mt. Sinai
1. Align specialized programs and services with the needs of East Harlem schools, and increase funding to support them.

2. Create more diverse pathways to careers and college.

3. Develop external partnerships and pull partnerships into schools.

4. Address significant capital and capacity needs facing East Harlem schools.

5. Expand professional development opportunities for educators in East Harlem.

6. Improve existing pre-K, daycare and afterschool facilities, and ensure that quality spaces are created within new buildings.

7. Create more center-based programs for 0–3 year olds.

8. Ensure that programming is high quality, consistent, and well-funded.

9. Create greater awareness of existing programming.
Achievements to date:

As part of the 2018 Fiscal Year Executive Budget, the administration has committed to ensuring every classroom in East Harlem has **air conditioning** by FY 2022.

**Three new Community Schools** will be coming to East Harlem for the 2017-2018 school year, in addition to the 5 existing ones:

1. PS 83 Luis Muñoz Rivera (City Year)
2. PS 108 Assemblyman Angelo Del Toro Educational Complex (The Leadership Program)
3. Esperanza Preparatory Academy School (Union Settlement)

**NEW** To help ensure neighborhood access to high-quality early care and education, the Administration for Children's Services (ACS) has converted vacant Head Start seats into **new Early Head Start seats** to serve toddlers in East Harlem.
OPEN SPACE & RECREATION

OBJECTIVES & RECOMMENDATIONS

1. Ensure public open space meets the needs of existing residents and keeps pace with an increasing population.

2. Leverage City-owned sites and public affordable housing development resources to create enough park space to accommodate existing and future East Harlem residents.

3. Integrate stormwater management strategies through open space design to better prepare East Harlem for threats from climate change.

4. Remove cultural and psychological barriers to using parks.

5. Remove physical barriers to parks and open space throughout East Harlem.
Achievements to date:

NYC Parks, with funding from the NYS Dept. of State Local Waterfront Revitalization Program, has begun a design process for the Harlem River Park Greenway Link site, located between East 125th and East 132nd Streets.

• Hosted first public meeting in July
• Will present alternative concept designs to the community in September

Through their Community Parks Initiative, NYC Parks is focusing on the East Harlem neighborhood and has four capital projects that are either completed or under way.
NYC Parks will kick off the East Harlem Resiliency Study to develop a plan for coastal and social resiliency, underpinned by design and engineering, in order to reduce the risk of coastal flooding, improve upland drainage, and improve publicly-accessible open space.

- Study area includes the waterfront, from East 92nd to East 154th Streets, as well as upland areas within the floodplain

The Randall’s Island Park Alliance (RIPA) continues to support EHNHNP efforts through engagement with local stakeholders and the development of a strategic plan for redevelopment, stewardship and programming of the Esplanade.
1. Capitalize on the planned implementation of the Second Avenue Subway and improve the ability of East Harlem public transit users to access jobs, services, cultural facilities and educational opportunities.

2. Improve the mobility of seniors and the visually impaired with increased and dedicated public transit options and streetscape infrastructure.

3. Increase overall pedestrian safety within CB11.

4. Improve air quality in East Harlem by reducing congestion and mitigating vehicular emissions.

5. Improve the energy resiliency and independence of East Harlem residents by increasing access to non-fossil fuel based renewable energy.

6. Reduce waste generated in East Harlem and improve the effectiveness of sanitation operations in commercial corridors in East Harlem.
Achievements to date:

A new East 125th Street Plaza will be constructed under the Park Avenue viaduct, between East 124th and 126th Streets.

The project will include:

- A newly-constructed plaza area
- Expanded sidewalks surrounding the Metro-North Harlem-125th St Station
- Improved crosswalks and new street lighting to enhance pedestrian safety
- Traffic signal timing changes
Interagency Efforts – Transportation & Safety

Achievements to date:

The NYC Dept. of Transportation (DOT) implemented Vision Zero pedestrian safety improvements along the Park Avenue viaduct, most recently at East 110th Street.

- These changes enhance the visibility and sight lines for pedestrians and motorists while creating shorter, safer and more accessible pedestrian crossings to and from the stone section of the viaduct.

The NYC Dept. of Design and Construction (DDC), in cooperation with DOT, will begin constructing two new bus bulbs for Select Bus Service.

- These will also include bus pads and a new bus shelter.
Steering Committee East Harlem Neighborhood Plan – Economic Development Recommendations

**OBJECTIVES & RECOMMENDATIONS**

1. Increase quality employment opportunities for East Harlem residents.
2. Enhance the skills of East Harlem residents, which will allow them to succeed in the workforce.
3. Protect and enhance the viability of East Harlem’s small businesses.
4. Increase overall economic activity in East Harlem.
5. Attract more tourists and other visitors to East Harlem.
**Achievements to date:**

$1.49 million in *Neighborhood 360° grants* will be provided to local nonprofit partners over the next 3 years to staff, plan and implement customized commercial revitalization programs for major East Harlem commercial corridors

- These programs will be informed by the recently-completed Commercial Needs Assessment for East Harlem
- Responds to EHNP recommendations to protect and enhance the viability of East Harlem’s small businesses

**NEW!** As part of the East Harlem rezoning, the NYC Dept. of Small Business Services (SBS) has committed to opening a new satellite *Workforce1 Center* in the neighborhood

- Responds to recommendations from the EHNP Small Business, Workforce & Economic Development subgroup to enhance the skills of East Harlem residents
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PRIORITY OBJECTIVES

Open Space & Recreation

Small Businesses, Workforce & Economic Development

Schools & Education

Housing Preservation

NYCHA

Pre-K, Daycare & Afterschool

Transportation, Environment & Energy

Health & Seniors

Arts & Culture

Zoning & Land Use

Safety

Affordable Housing Development
ZONING & LAND USE

OBJECTIVES & RECOMMENDATIONS

1. Preserve important East Harlem buildings and reinforce neighborhood character.

2. Allow for increased density in select places to create more affordable housing and spaces for jobs.

3. Improve and create more services and amenities for the East Harlem community through any new development on private and public sites.
DCP East Harlem Rezoning – Objectives

- Require and incentivize **affordable housing**
- Create opportunities for **economic development**
- Incorporate relevant capital **infrastructure** needs
- Preserve the built **neighborhood character**
- Establish **urban design** controls
Transit-oriented approach establishes higher densities in appropriate locations near the 125th Street transit node.

Minimum non-residential floor area requirements to promote economic development.

Mandatory inclusionary housing (MIH)

Specialized building envelopes respond to the Park Avenue viaduct condition.

Permit residential development along the west side of Park Avenue.
Transit-oriented approach establishes higher densities in appropriate locations near the 125\textsuperscript{th} Street transit node

Minimum non-residential floor area requirements to promote economic development

Mandatory inclusionary housing (MIH)

Specialized building envelopes respond to the Park Avenue viaduct condition

Permit residential development along the west side of Park Avenue

Park Avenue:

- Light industrial and commercial uses on lower stories next to viaduct
- Mandatory Inclusionary Housing (MIH) on residential stories above
- High density and mixed uses closer to the 125\textsuperscript{th} Street transit node
R7D contextual envelope proposed to reinforce existing neighborhood character

MIH area mapped throughout

Required commercial or community facility uses on the ground floor of newly-constructed buildings
**DCP East Harlem Rezoning Proposal – Lexington Avenue Corridor**

- **R7D contextual envelope** proposed to reinforce existing neighborhood character

- **MIH area** mapped throughout

- **Required commercial or community facility uses** on the ground floor of newly-constructed buildings

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**Lexington Avenue:**

- R7D or R8A contextual districts
- Trigger Mandatory Inclusionary Housing (MIH) requirements
- Require ground-floor commercial use
DCP East Harlem Rezoning Proposal – East 116th Street Corridor

**R7D contextual envelope** proposed along the mid-blocks, with higher densities at the Avenue intersections

R9 proposed at the intersection of Lexington and East 116th Street to promote **development adjacent to existing transit**

**Required active ground-floor uses** to promote a more vibrant streetscape

Apply **MIH**
R7D contextual envelope proposed along the mid-blocks, with higher densities at the Avenue intersections

R9 proposed at the intersection of Lexington and East 116th Street to promote development adjacent to existing transit

Required active ground-floor uses to promote a more vibrant streetscape

Apply MIH

East 116th Street:
- R7D or R8A contextual districts
- Trigger Mandatory Inclusionary Housing (MIH) requirements
- Require ground-floor commercial use
Existing avenue width and transit access make this a rational location for **added density**

A set percentage of future residential development will be made **permanently-affordable** through the MIH program.

The proposed R10-equivalent C4-6 district will **maintain existing commercial density** to promote strong existing commercial uses.

**Enhanced commercial regulations** to ensure transparent, inviting storefronts and improve the pedestrian experience.

Flexible building envelopes to allow new development to relate to existing context.
Existing avenue width and transit access make this a rational location for **added density**

A set percentage of future residential development will be made **permanently-affordable** through the MIH program.

The proposed R10-equivalent C4-6 district will maintain existing commercial density to promote strong existing commercial uses.

**Enhanced commercial regulations** to ensure transparent, inviting storefronts and improve the pedestrian experience.

Flexible building envelopes to allow new development to relate to existing context.

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**Third Avenue:**

- R9 or R9A districts
- C6-3 or C6-4 districts closer to 125th Street
- Trigger Mandatory Inclusionary Housing (MIH) requirements
- Enhanced commercial regulations
DCP East Harlem Rezoning Proposal – Second Avenue Corridor
**R9 districts** proposed throughout the corridor

**MIH** to be mapped along the corridor

Re-mapped Special Transit Land Use (TA)
District boundaries to support Phase II of the Second Avenue Subway

Allow subway access and support systems to locate within mixed-use buildings to achieve a more pedestrian-friendly streetscape
**R9 districts** proposed throughout the corridor

**MIH** to be mapped along the corridor

Re-mapped Special Transit Land Use (TA) District boundaries to support Phase II of the Second Avenue Subway

Allow subway access and support systems to locate within mixed-use buildings to achieve a more pedestrian-friendly streetscape
**R9 districts** proposed throughout the corridor

**MIH** to be mapped along the corridor

Re-mapped Special Transit Land Use (TA)
District boundaries to support Phase II of the Second Avenue Subway

Allow subway access and support systems to locate within mixed-use buildings to achieve a more pedestrian-friendly streetscape

Second Avenue:
- R9 or R9A districts, with higher densities closer to 125th Street
- Trigger Mandatory Inclusionary Housing (MIH) requirements
- Directly connect new buildings to new subway stations
DCP East Harlem Rezoning Proposal – Preservation Areas
DCP East Harlem Rezoning Proposal – Preservation Areas

Existing contextual districts
**Contextual zoning envelopes** proposed to preserve neighborhood character and prevent out-of-scale development

**R7A district** proposed for wide streets (85 ft. max height)

**R7B districts** proposed for narrow streets (75 ft. max height)

The proposed preservation districts contribute to a balanced rezoning approach that recognizes the **unique local character** of these areas.
DCP East Harlem Rezoning Proposal – Preservation Areas

Contextual zoning envelopes proposed to preserve neighborhood character and prevent out-of-scale development

**R7A district** proposed for wide streets (85 ft. max height)

**R7B districts** proposed for narrow streets (75 ft. max height)

The proposed preservation districts contribute to a balanced rezoning approach that recognizes the unique local character of these areas

**Preservation zoning districts:**

- Contextual zoning envelopes
- **R7A districts or lower**
- Preserve areas with unique local character
Zoning Map Amendments
- Zoning district changes
- Map Special East Harlem Corridors District
- Re-map Special Transit Land Use Districts

Zoning Text Amendments
- New Special East Harlem Corridors District text
- Amend Special 125th Street District text
- Amend Special Transit Land Use District text
- Amend Appendix F to establish MIH areas

Amend Milbank-Frawley Urban Renewal Plan
Public Review

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Manhattan Community Board 11
• Public Hearings held on May 16, 2017 and June 20, 2017
• Recommendation: disapproval with conditions

Manhattan Borough President
• Public Hearing held on July 16, 2017
• Recommendation: disapproval
• Numerous concerns were outlined in the submitted resolution
Zoning & Land Use Recommendations:

• Limit the upzoning to a maximum R9 and R9-equivalent district; except for an R10 equivalent district along the modified 125th Street Special district;
• Require a special permit application process for commercial parking garages;
• Apply an Enhanced Commercial Corridor special district on East 116th Street to limit width of storefronts;
• Carve out Eugene McCabe playground and Henry J. Carter Specialty Hospital;
• Include East 127th Street btw Park and Lexington Avenue in the rezoning;
• Include currently carved out portions of north Park Avenue;
• Include subway-related uses into building envelopes, if East 116th Street and Lex is rezoned;
Housing Recommendations:

• Renew anti-displacement legal service contracts;
• Increase HPD inspectors and enforcement efforts;
• Increase HPD outreach efforts to identify housing maintenance issues;
• Establish a city-wide Certification of No Harassment program;
• Develop a 50/30/20 MIH Model (50 market; 30 moderate; 20 low-income);
• Give priority to local non-profit developers in all RFPs for the development of public land;
• Increase subsidies for housing preservation and deeper levels of affordability;
• Target of 20 percent of the new development affordable to East Harlem residents earning below 30% of the AMI;
• An upfront preservation plan to stem the loss of existing affordable housing units.
Small Business and Economic Development Recommendations:

- Workforce
- Utilizing local community-based organizations
- Increase the funding for certification and apprenticeship programs
- Require local hiring
- Create incentive programs that would increase the opportunities and growth for local MWBE and small businesses;
- Construction work Reporting and Tracking

Infrastructure Recommendations:

- Improve the M11 sanitation garage with a fully enclosed facility and relocate M10’s garage
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Height limits of 175’ and 215’ in scope:

- Park Avenue corridor
- Third Avenue between East 122nd and 124th Street
- Second Avenue between East 123rd and 124th Street
- Lexington and East 116th Street node
Questions?
APPENDIX
East Harlem Rezoning Proposal – Third Avenue Building Heights

THIRD AVENUE

0 50 100 150 200 250 300 350

11 Al 22 Taino 13 12 27 32 P S 14 G 50 E 51 J 16 F 17 AH 29 15 18 19 U H 33 21 20

DRAFT
### Private Employment in select East Harlem M and C8 districts on Park Avenue, 2015

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<td>Firms</td>
<td>Employees</td>
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<td>Accommodation and Food Services</td>
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Notes: n/a = data cannot be disclosed or the sector does not exist in the specified district(s)

Source: Quarterly Census of Employment and Wages (QCEW), 2015; NYCDCP HEIP Division (August 2017)
Existing Zoning in East Harlem

Tower Districts

Auto-Oriented Commercial and Manufacturing Districts

Special Transit Land Use (TA) Districts

2003 DCP Rezoning

Special 125th Street District
Land Use Patterns in East Harlem

Tenements and brownstones from early 1900s prominent on major corridors

Mid-century tower-in-a-park superblocks

Strong north-south commercial corridors punctuated by NYCHA superblocks

Highly varied uses and building forms north of East 124th Street and east of Park Avenue

Newer market-rate development on both major avenues and midblocks
Create opportunities for new housing, including opportunities to require permanently **affordable housing**, to ensure that the neighborhood continues to serve diverse housing needs.
Create opportunities for **economic development** while preserving the vitality of existing commercial and manufacturing uses.
Ensure a successful neighborhood plan by establishing a planning framework that is inclusive of the relevant capital infrastructure needs to support current demands and future growth.

Special Transit Land Use (TA) District
Modify the existing zoning, where needed, to preserve the built *neighborhood character*
Establish a Special District that establishes **urban design** controls that balance new development in response to existing neighborhood context and scale and improve the pedestrian experience.

Special East Harlem Corridors (EHC) District