EAST HARLEM REZONING PROPOSAL



CPC REVIEW SESSION PRESENTATION

APRIL 24, 2017



Presentation Outline

- I. Neighborhood Context and Background
- 2. Existing Zoning
- 3. Existing Conditions
- 4. Neighborhood Study Approach
- 5. Housing Strategies
- **6.** Economic Development Strategies
- 7. Infrastructure Strategies
- 8. Urban Design Strategies
- 9. Preservation Strategies
- 10. Environmental Review



Neighborhood Context and Background

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Geographic Context EAST HARLE

Neighborhood History

Dutch settlement beginning in 17th Century

Additional settlement by free and enslaved Africans

Development of New York and Harlem Railroad on Park Avenue (1830s)

By late 1800s, East Harlem becomes the largest Italian community in US

African-American immigrants also begin to arrive during this time

Starting in the early 20th Century, immigrants from Puerto Rico, the Dominican Republic and Cuba arrive in large numbers

By the 1950s, the neighborhood was predominantly African-American and Latino





Image: Ephemeral New York





Demographic profile

Median household income: \$30,973¹

30% poverty rate²

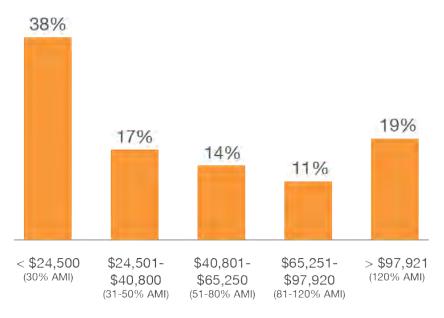
45% of population receiving income support²

Average household size: 2.41²

Larger percentages of Latino and African-American residents than city as a whole²

In the top 5 neighborhoods for highest rates of asthma, adult obesity and premature mortality ³

Household Income Distribution (CD11)



Sample incomes are for a three-person household based on 2016 HUD Income Limits; ACS, 2011-15



¹ U.S Census, American Community Survey, 2011-15

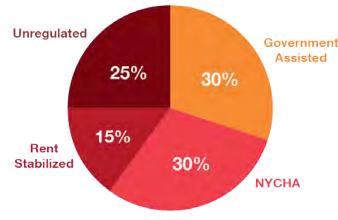
² U.S Census, American Community Survey, 2010-14

Neighborhood Development Trends

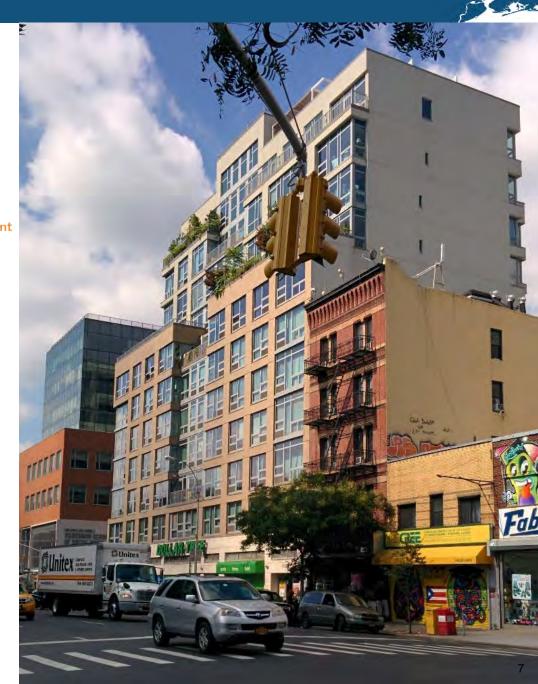
East Harlem is currently facing growing real estate pressure, which is subjecting the neighborhood to rapid change

- Large concentration of rentregulated housing at risk of deregulation without intervention
- Between 2000 and 2014, median gross rents increased by 40% (compared to 24% citywide)
- Second Avenue Subway Phase II plans being developed by MTA
- New market-rate residential developments coming online
- No affordability required under current zoning





HPD Research and Evaluation, 2016

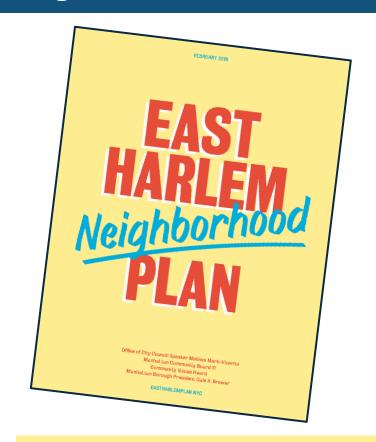




Steering Committee East Harlem Neighborhood Plan

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.



PROJECT PARTNERS

Office of City Council Speaker Melissa Mark-Viverito Manhattan Community Board 11 Community Voices Heard Manhattan Borough President Gale A. Brewer

STEERING COMMITTEE

32BJ Service Employees International Union **Artimus Construction CIVITAS Community Voices Heard Construction & General Building** Laborers Local 79 Councilmember Inez Dickens El Barrio's Operation Fightback **Elmendorf Reformed Church** El Museo del Barrio Harlem RBI Johnson Houses Tenant **Association Lott Community Development** Corporation **Manhattan Community Board 11** Manhattan Borough President Gale Brewer New York Academy of Medicine New York Restoration Project Office of City Council Speaker Melissa Mark-Viverito Renaissance Charter High School for Innovation **Union Settlement Association Union Settlement Business Development Center WE ACT for Environmental** Justice



Steering Committee East Harlem Neighborhood Plan - Process



DCP participated in the robust East Harlem Neighborhood Planning process, as organized by the Steering Committee.

Neighborhood Topic	Steering Committee Lead	City Agency	Steering Committee Meeting Date
Open Space & Recreation + Arts & Culture	New York Restoration Project (NYRP) El Museo	Parks and Recreation Cultural Affairs	June 4 th , 2016
Pre-K, Daycare & Afterschool + Schools & Education	Harlem RBI Innovation High School	DOE, DYCD, ACS	July 1 st , 2016
Housing Preservation + NYCHA	Lott CDC Operation Fightback Johnson Houses TA Pres.	HPD, NYCHA	July 29 th , 2016
Small Businesses, Workforce & Economic Development	Union Settlement	SBS, EDC	Sept. 10 th , 2016
Zoning & Land Use + Affordable Housing Development	CIVITAS	DCP	October 22 nd , 2016
Transportation, Environment & Energy + Safety + Health & Seniors	NYAM, WeAct	DOT, DOHMH, DFTA	November 19 th , 2016





Steering Committee East Harlem Neighborhood Plan – Topics and Objectives



PRIORITY OBJECTIVES

Arts & Culture

Open Space & Recreation

Small Businesses, Workforce & Economic Development

Zoning & Land Use

Schools & Education Housing Preservation

Safety

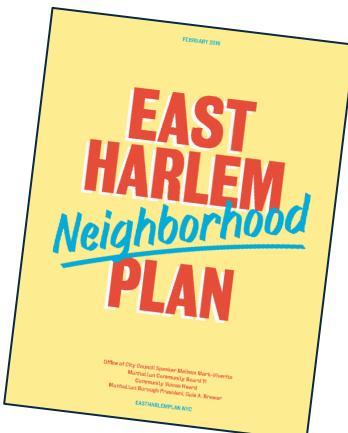
NYCHA

Transportation, Environment & Energy

Pre-K, Daycare & Afterschool

Health & Seniors

Affordable Housing Development





Steering Committee East Harlem Neighborhood Plan – Topics and Objectives



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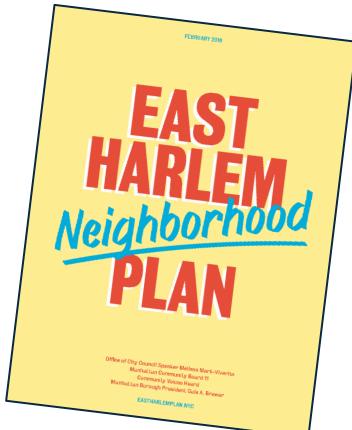
NYCHA

Transportation, Environment & Energy

Pre-K, Daycare & Afterschool

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Steering Committee East Harlem Neighborhood Plan – Zoning & Land Use Recommendations

ZONING & LAND USE

OBJECTIVES & RECOMMENDATIONS

1.

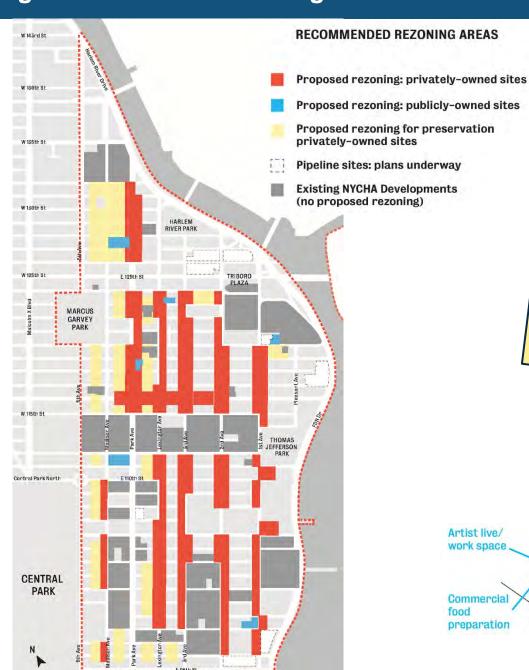
Preserve important East Harlem buildings and reinforce neighborhood character.

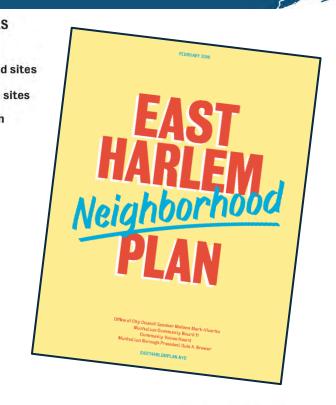
2.

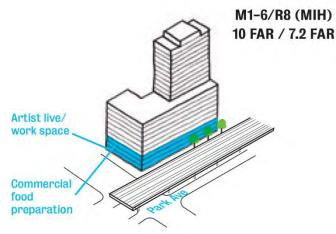
Allow for increased density in select places to create more affordable housing and spaces for jobs.

3.

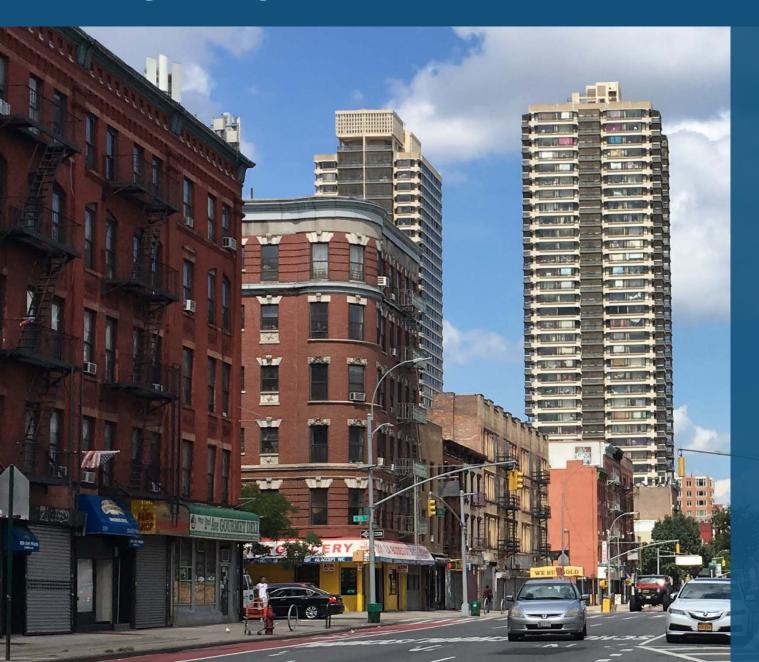
Improve and create more services and amenities for the East Harlem community through any new development on private and public sites.







Existing Zoning



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Existing Zoning in East Harlem

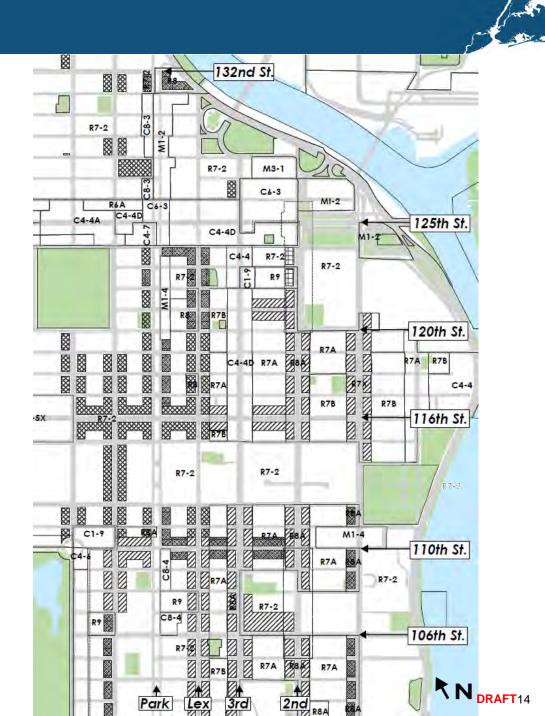
Tower Districts

Auto-Oriented Commercial and Manufacturing Districts

Special Transit Land Use (TA) Districts

2003 DCP Rezoning

Special I25th Street District





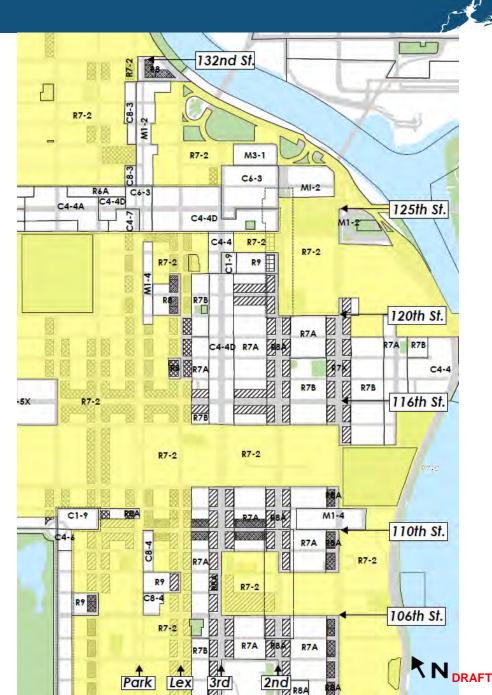
Existing Zoning – Tower Districts

Most of the neighborhood was zoned with R7-2 "tower" districts in 1961

Many of these districts still exist today, and much of the built form in East Harlem continues to reflect this district







Existing Zoning – Tower Districts

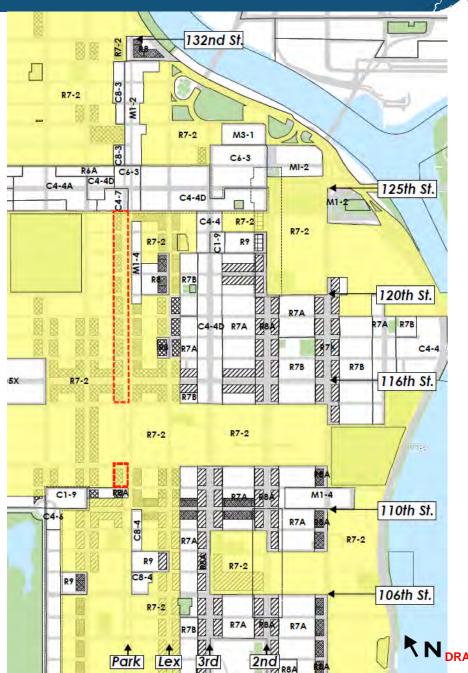
Most of the neighborhood was zoned with R7-2 "tower" districts in 1961

Many of these districts still exist today, and much of the built form in East Harlem continues to reflect this district

In R7-2 Districts adjacent to Park Avenue, the Milbank-Frawley Urban Renewal Plan prohibits residential use within 100 feet of the Metro North viaduct









Existing Zoning – Auto-Oriented Commercial and Manufacturing Districts

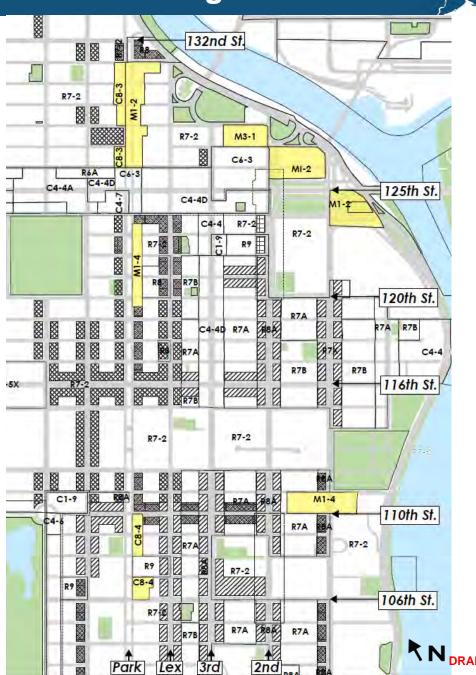
In the northern portion of the study area, several autooriented commercial districts and manufacturing districts are mapped



Residential uses are not permitted in these districts

Despite being located on major neighborhood corridors, these districts are mapped at relatively low densities







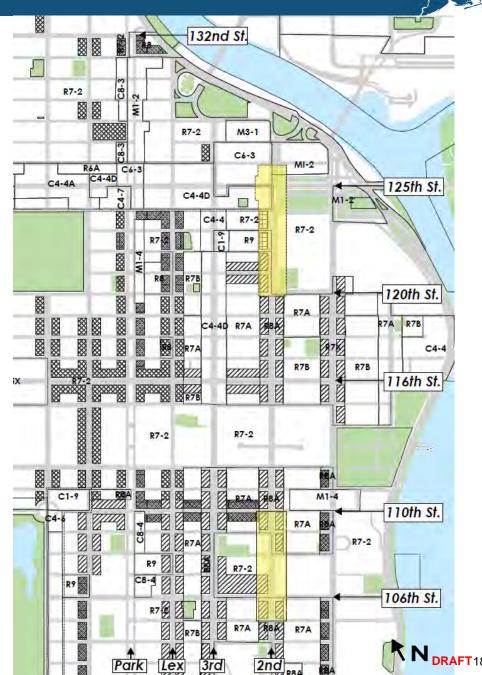
Existing Zoning – Special Transit Land Use (TA) Districts

In the 1970s, TA Districts were mapped at East 106th Street and East 125th Street in anticipation of the completion of the Second Avenue Subway.

TA Districts facilitate the incorporation of subway infrastructure into new developments near stations.

Proposed developments within TA District boundaries are required to receive a certification from the MTA and the CPC that an easement for subway access either is or is not required.





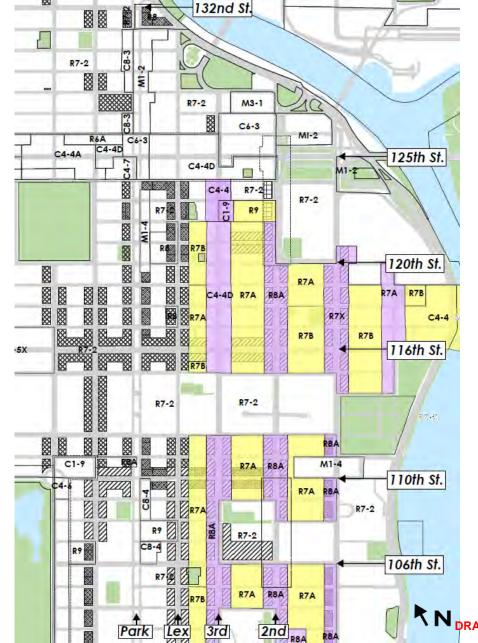


Existing Zoning – 2003 Rezoning

In 2003, much of the neighborhood east of Lexington was rezoned in order to create new housing and to preserve the scale of the midblocks

- Density was increased along First, Second and Third Avenues to R8-equivalents
- The rezoning also established R7A and R7B contextual zoning districts on many midblocks



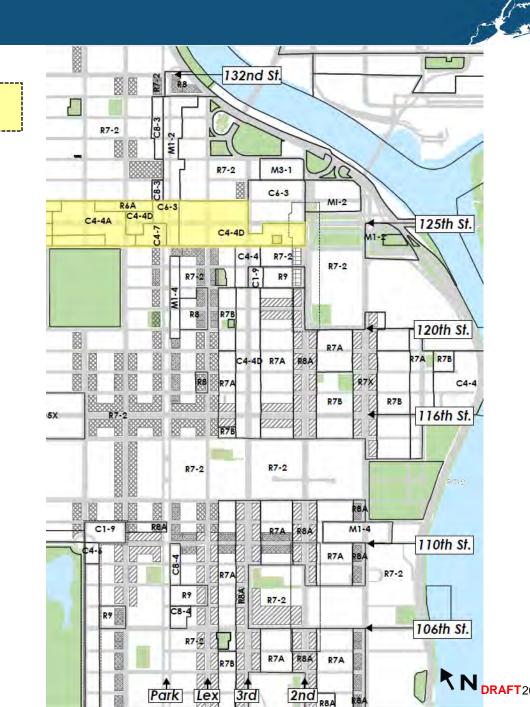




Existing Zoning – Special 125th Street District

In 2008, the Special 125th Street (125) District was created to support and enhance economic revitalization, promote building forms compatible with neighborhood character and foster new opportunities for mixed-use development

- This increased the density and promoted commercial development along 125th Street from Morningside Heights to East Harlem
- This also included mapping contextual residential districts in certain areas, with restrictive height limits for all districts
- The Special 125th Street District includes the voluntary Inclusionary Housing (IH) program





Existing Conditions



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Existing Conditions - Land Use Patterns

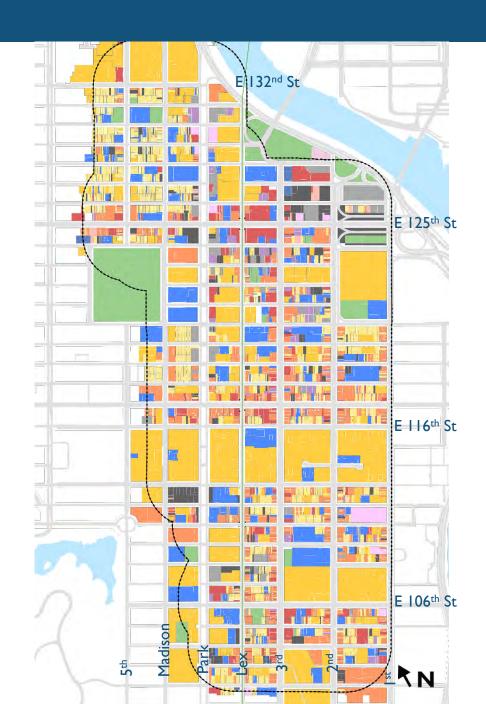
Tenements and brownstones from early 1900s prominent on major corridors

Mid-century tower-in-a-park superblocks

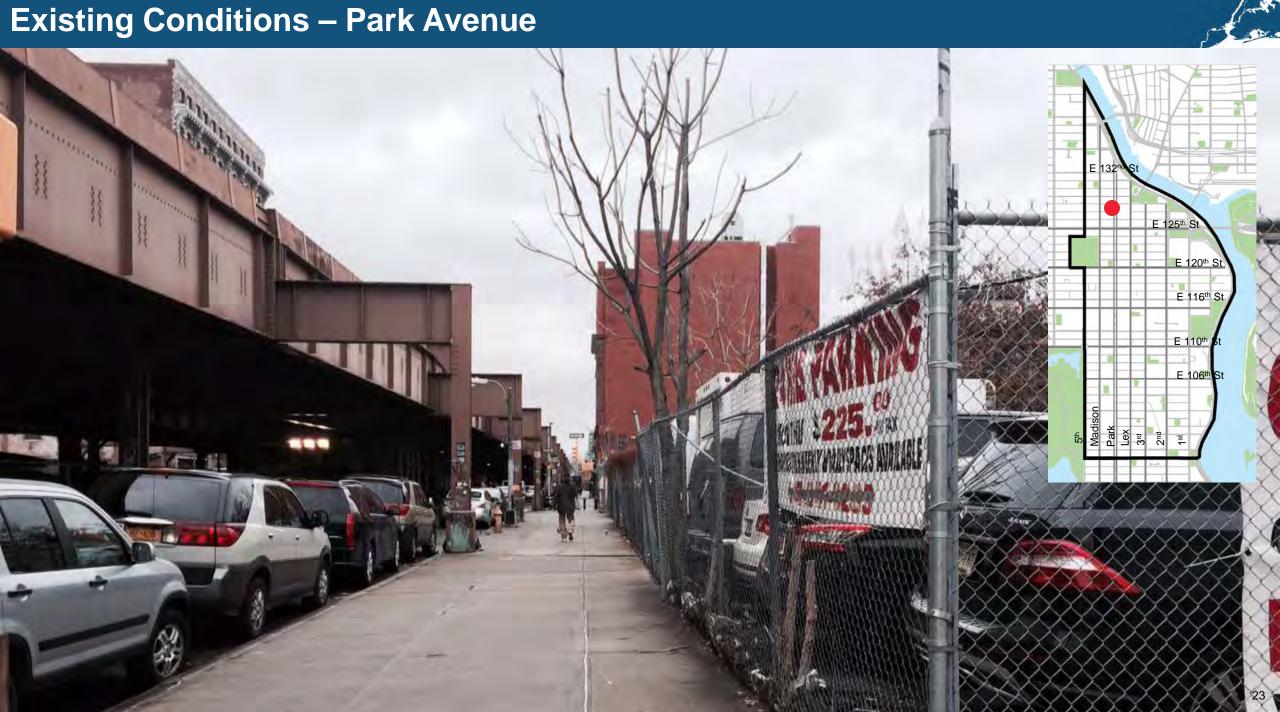
Strong north-south commercial corridors punctuated by NYCHA superblocks

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







Existing Conditions – Park Avenue



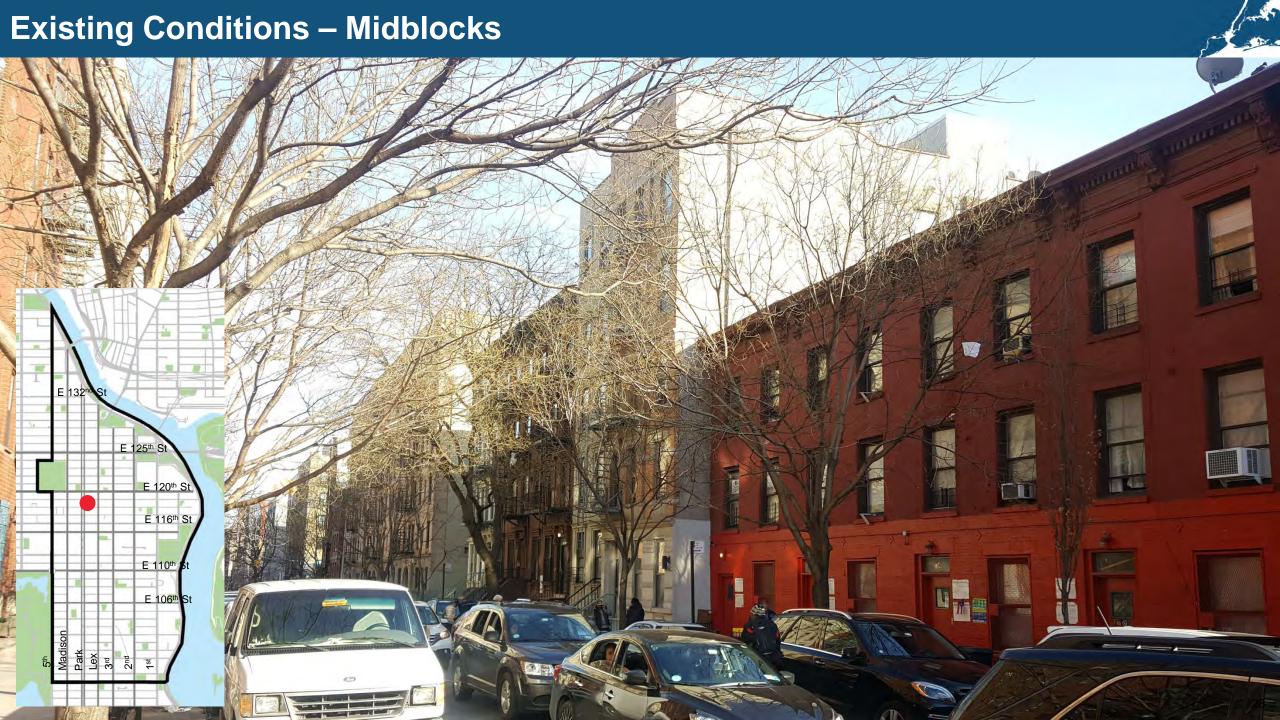


Existing Conditions – East 125th Street



Existing Conditions – Lexington Avenue E 120th St E 116th St E 106h St

Existing Conditions – Midblocks E 120th St E 116th St E 106th St



Existing Conditions – Third Avenue



Existing Conditions – Third Avenue



Existing Conditions – Third Avenue E 120th St E 116th St E 106th St H&R BLOCK

Existing Conditions – Second Avenue E 116th St

Existing Conditions – East 116th Street



Existing Conditions – East 116th Street



Existing Conditions – NYCHA



Neighborhood Study Approach

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DCP East Harlem Neighborhood Study

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



















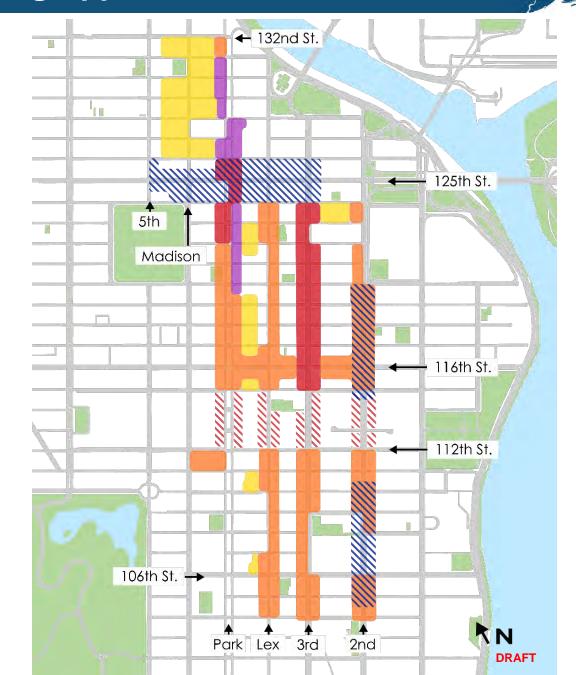






DCP East Harlem Rezoning – Objectives Create opportunities for requiring permanently affordable housing Create opportunities for economic development Incorporate relevant capital infrastructure needs Preserve the built neighborhood character Establish urban design controls







Create opportunities for new housing, including opportunities to require permanently **affordable housing**, to ensure that the neighborhood continues to serve diverse housing needs

Residential





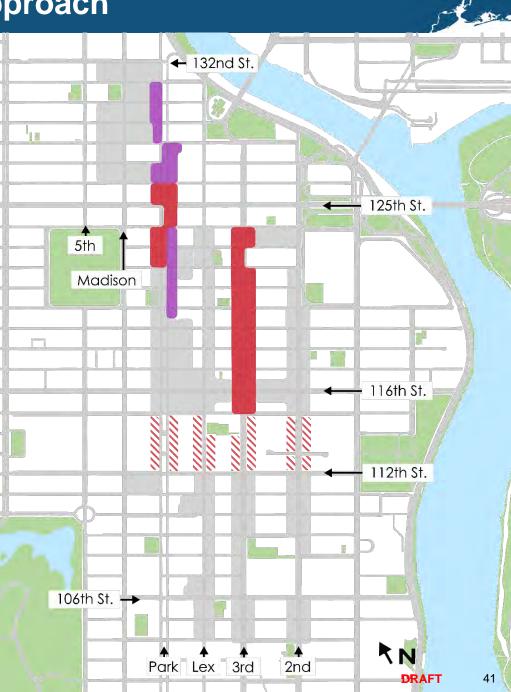
Create opportunities for **economic development** while preserving the vitality of existing commercial and manufacturing uses

Commercial

Commercial Overlay

Mixed Use



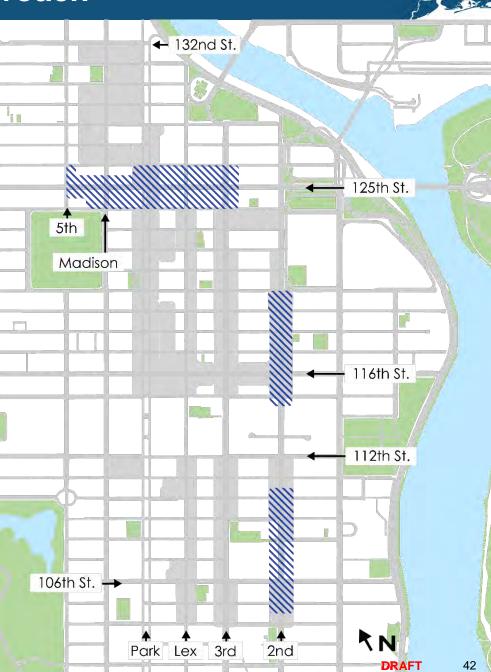


Ensure a successful neighborhood plan by establishing a planning framework that is inclusive of the relevant capital infrastructure needs to support current demands and future growth

Special Transit Land Use (TA) District







Modify the existing zoning, where needed, to preserve the built **neighborhood character**

Preservation Area

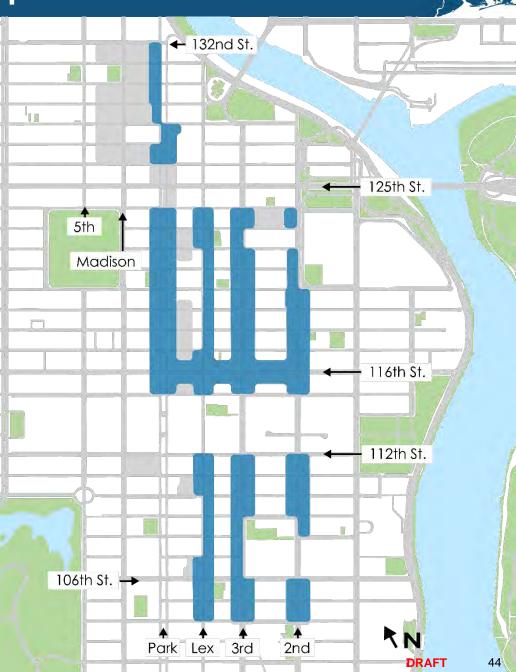




Establish a Special District that establishes **urban design** controls that balance new development in response to existing neighborhood context and scale and improve the pedestrian experience

Special East Harlem Corridors (EHC) District





Create new affordable housing

Create opportunities for economic development

Plan for infrastructure needs

Preserve neighborhood character

Establish urban design controls



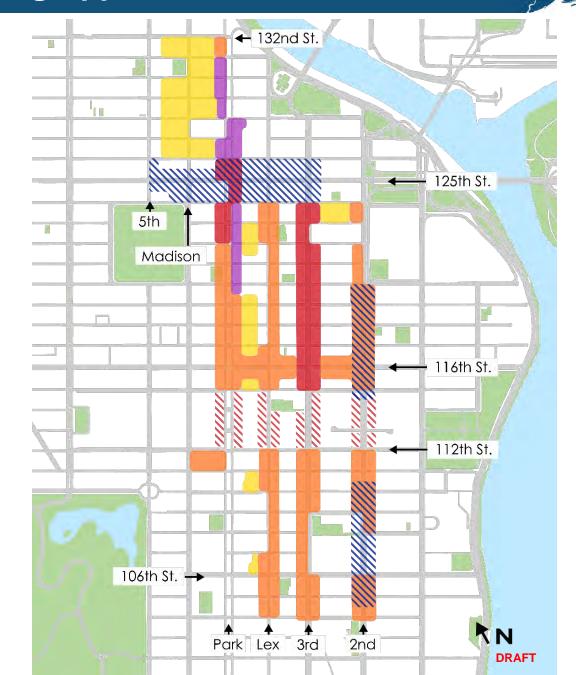




Mixed Use

Special Transit Land Use District







DCP East Harlem Rezoning – Proposed Actions

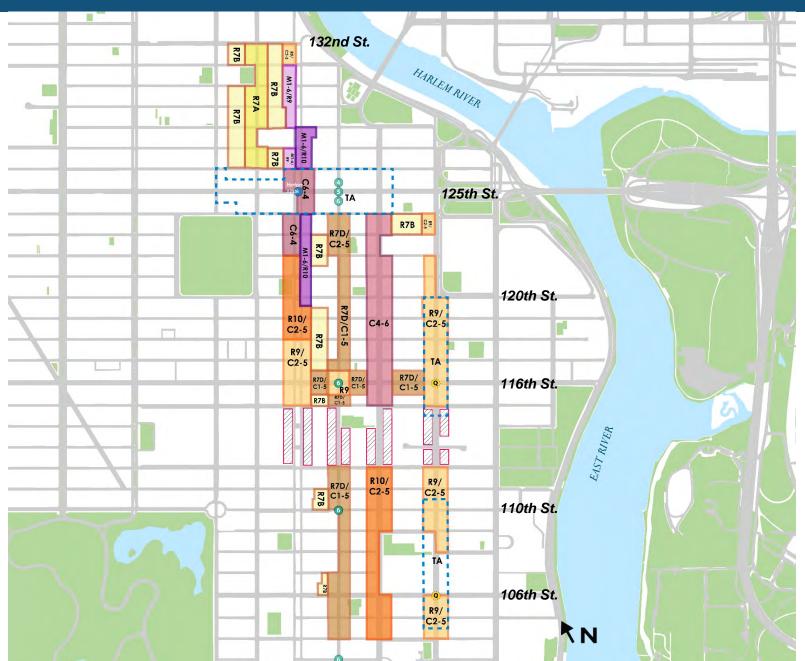


Housing Strategies



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DCP East Harlem Rezoning Proposal

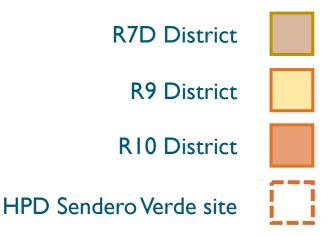


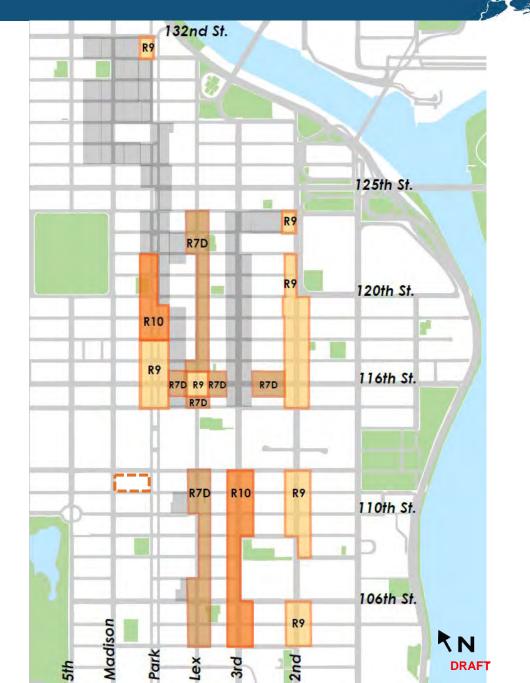


Housing Strategies

New housing in areas where it can be accommodated, with a major emphasis on permanent affordability

- Opportunities for new housing on privately-owned sites
- Require a percentage as affordable through the Mandatory Inclusionary Housing (MIH) program
 - Option I 25% of units at 60% of AMI
 - Option 2 30% of units at 80% of AMI
- Additional affordable housing opportunities are possible at public sites throughout East Harlem







Zoning envelopes – "Contextual Quality Housing" and "Quality Housing Tower"



For many districts, developments can utilize one of two available zoning envelopes:

"Contextual Quality Housing"

• This is based on a standard contextual envelope, including minimum and maximum base heights and a maximum height limit

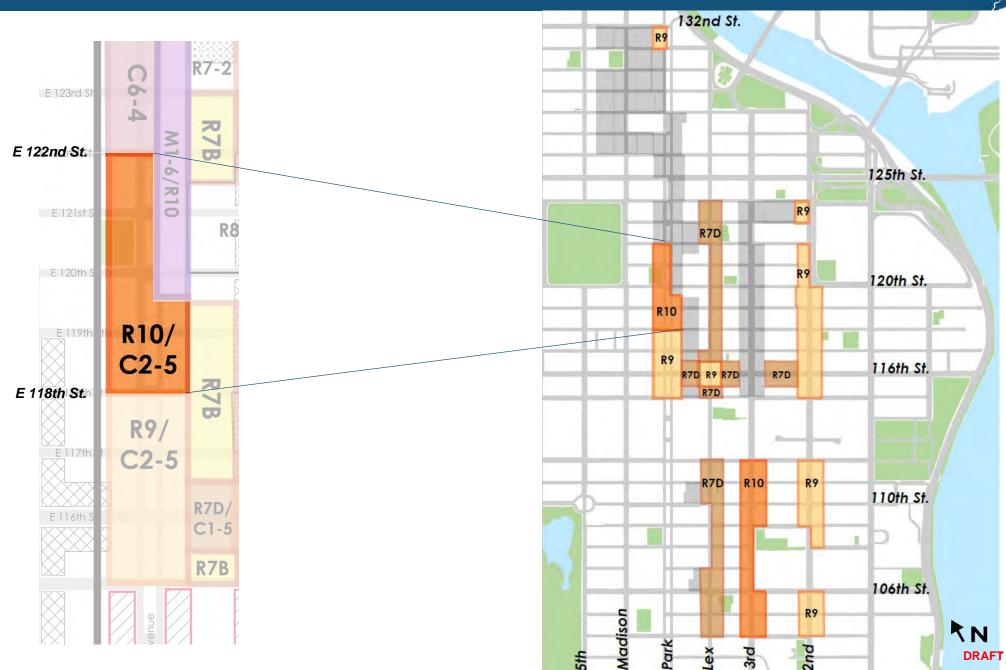
"Quality Housing Tower"

- This is more akin to the "Tower-on-a-Base" envelope, as modified with special streetwall and base height provisions enacted through the Special EHC District
- This envelope includes minimum and maximum base heights, with heights limited by available FAR

The two envelopes provide flexibility for differing building forms that will need to serve differing needs, depending upon the context



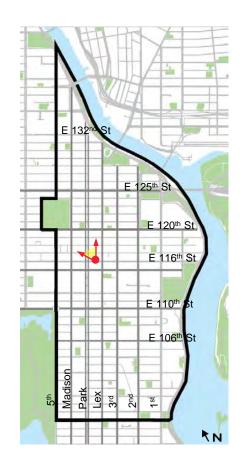
Housing Strategies: R10 on Park Avenue

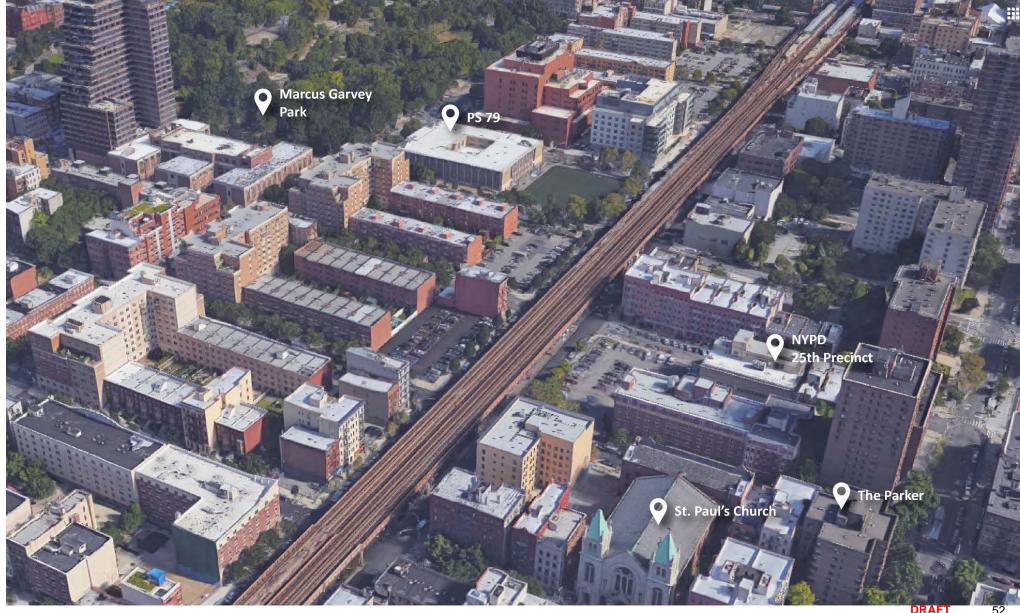




Housing Strategies: R10 on Park Avenue



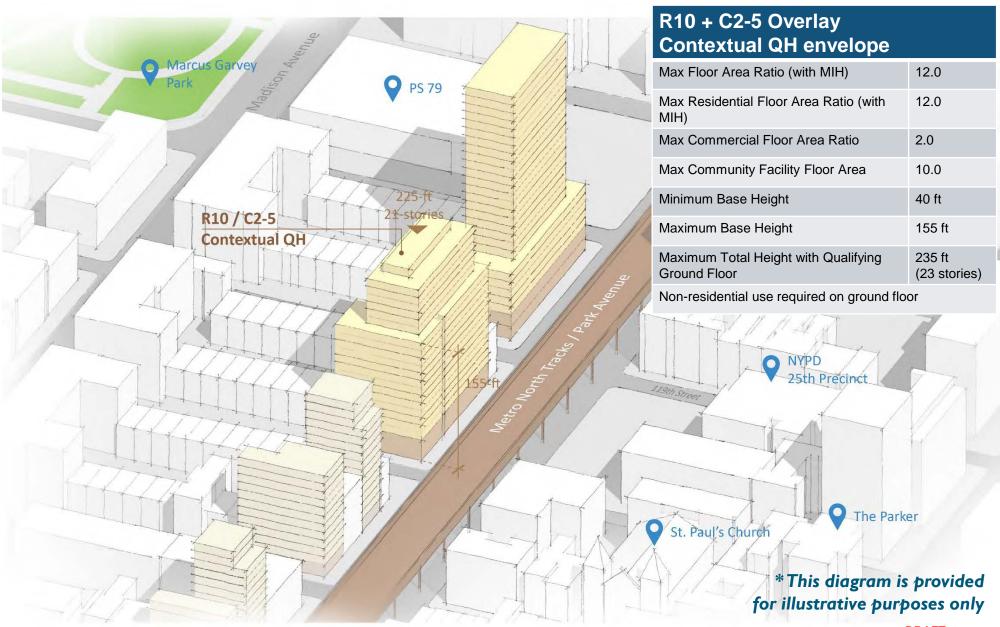






Housing Strategies: R10 Contextual QH on Park Avenue

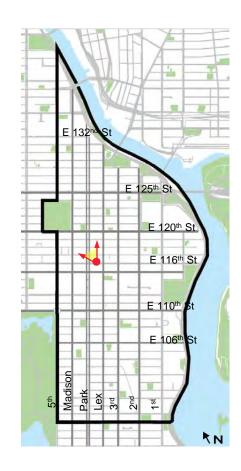


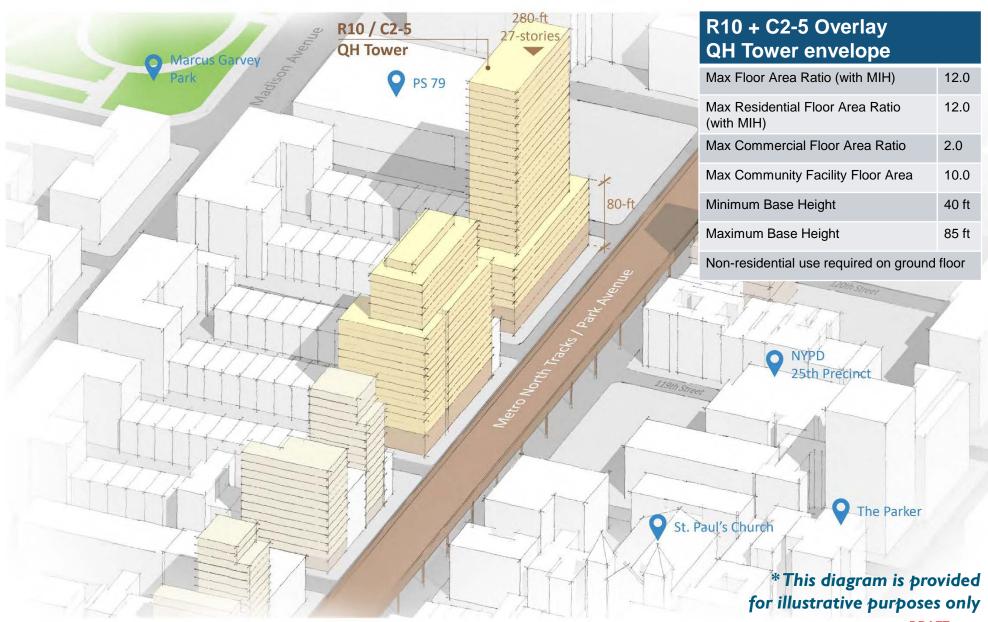




Housing Strategies: R10 Quality Housing Tower on Park Avenue

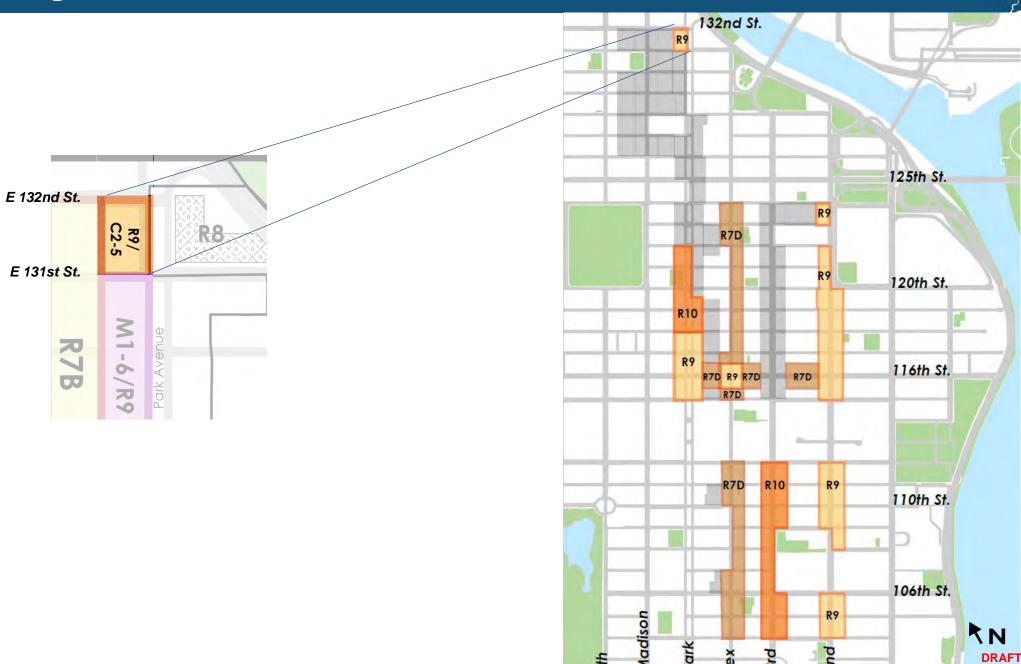








Housing Strategies: R9 on Park Avenue





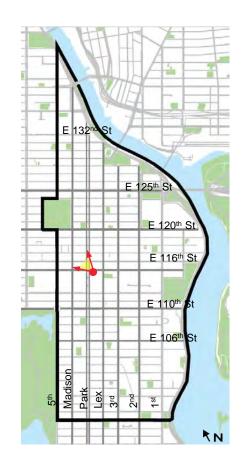
Housing Strategies : R9 on Park Avenue

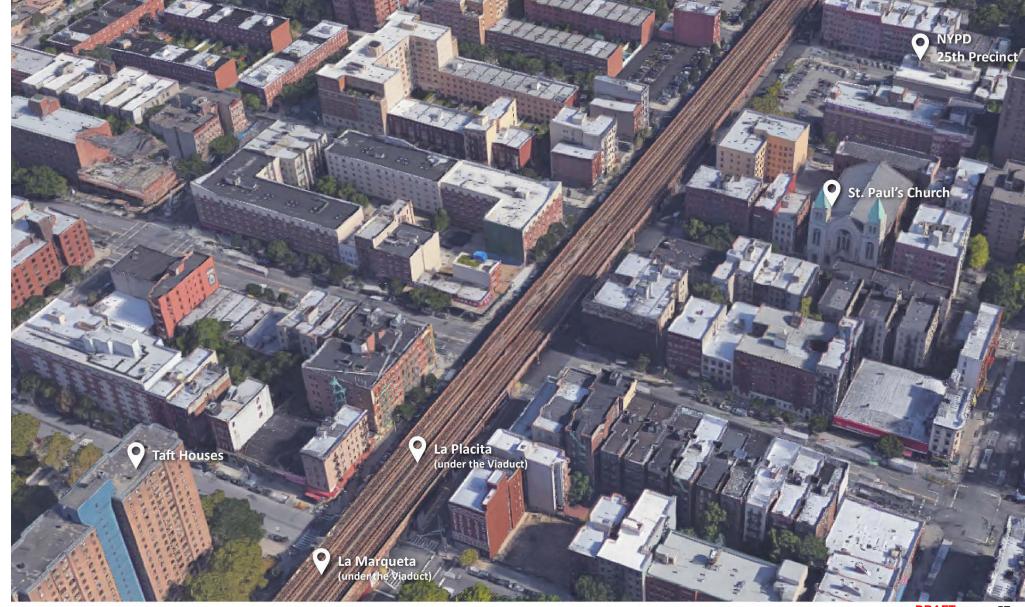




Housing Strategies : R9 on Park Avenue



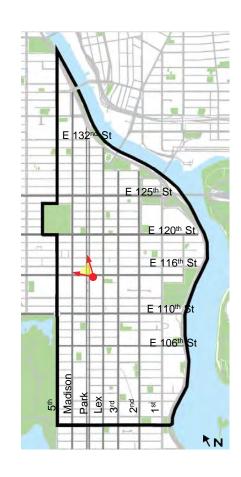


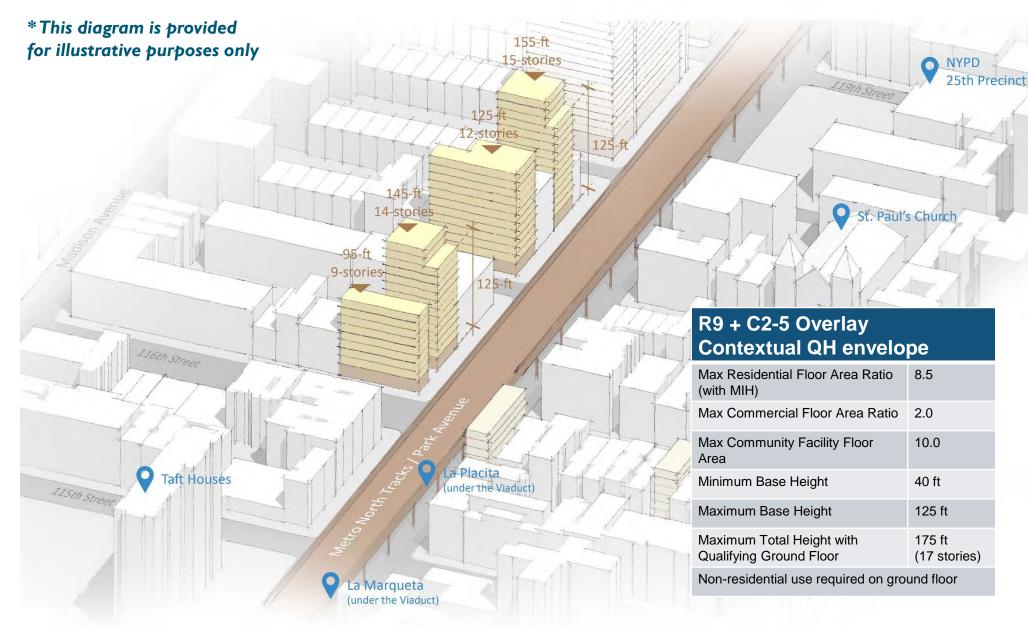




Housing Strategies: R9 Contextual Quality Housing on Park Avenue

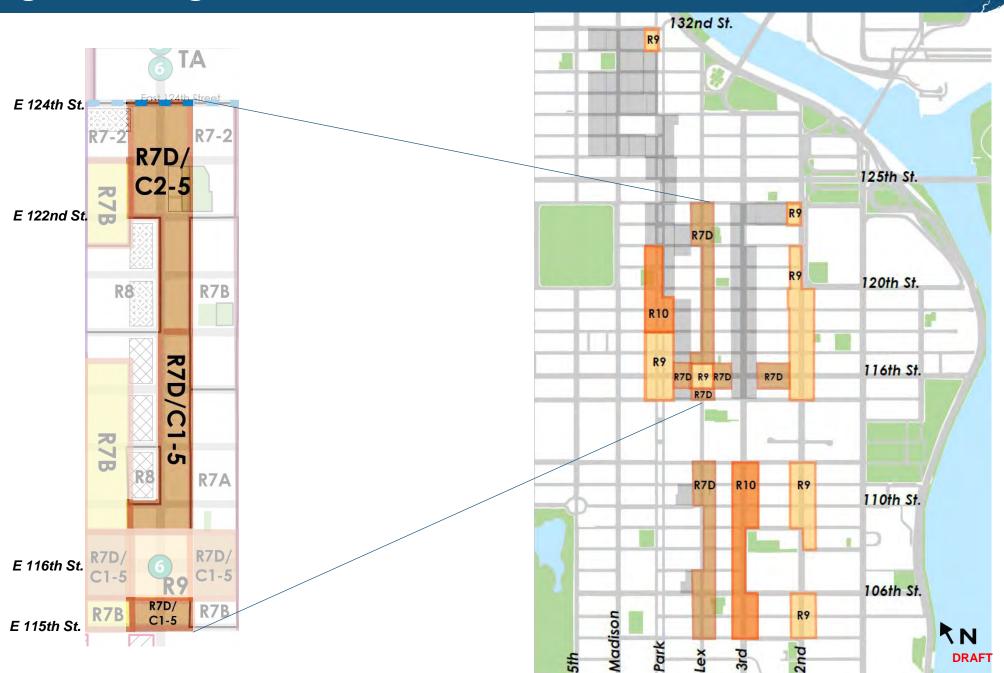






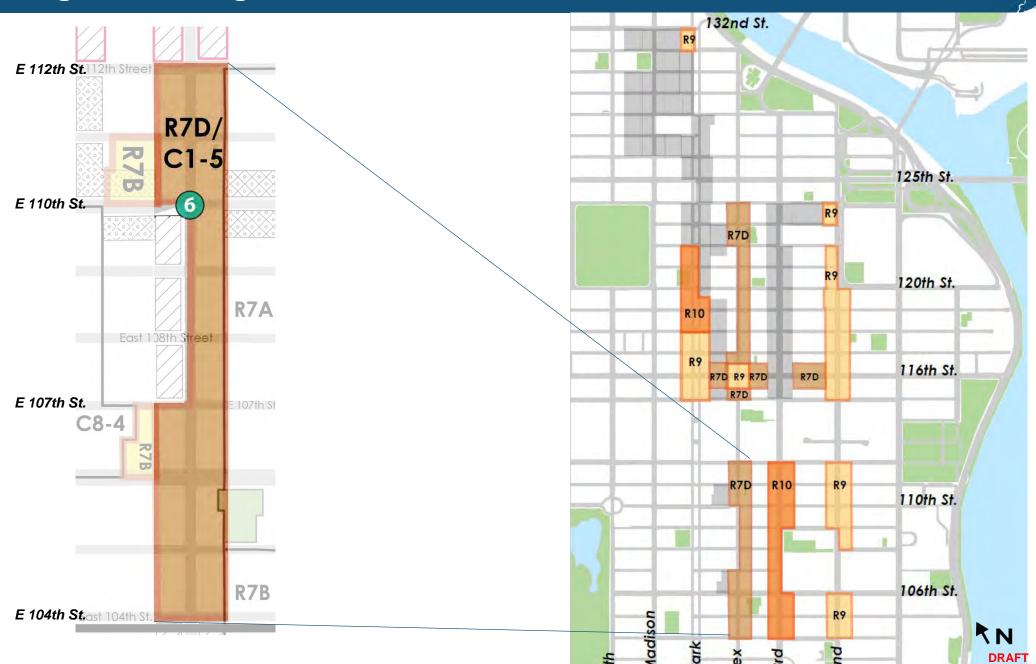


Housing Strategies: Lexington Avenue



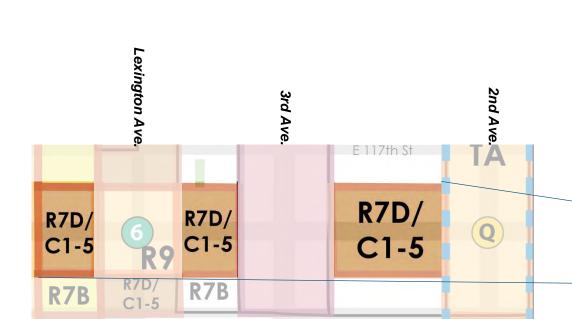


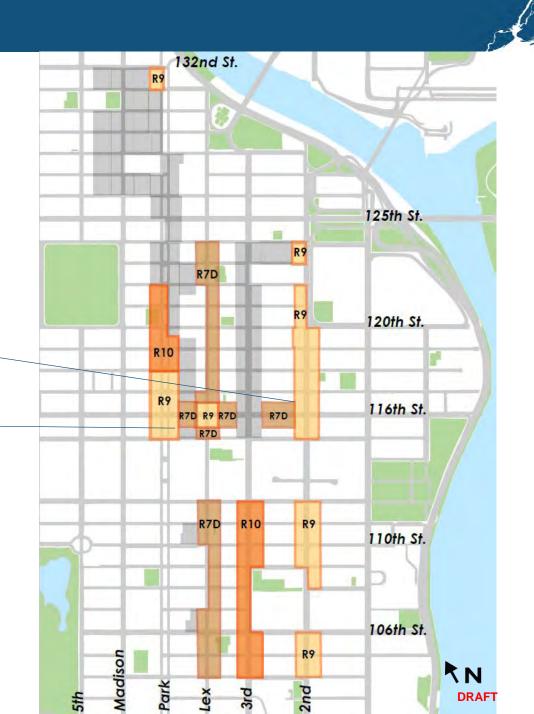
Housing Strategies: Lexington Avenue





Housing Strategies: East 116th Street



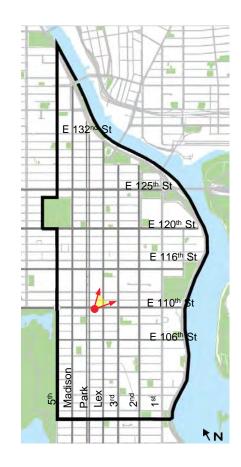


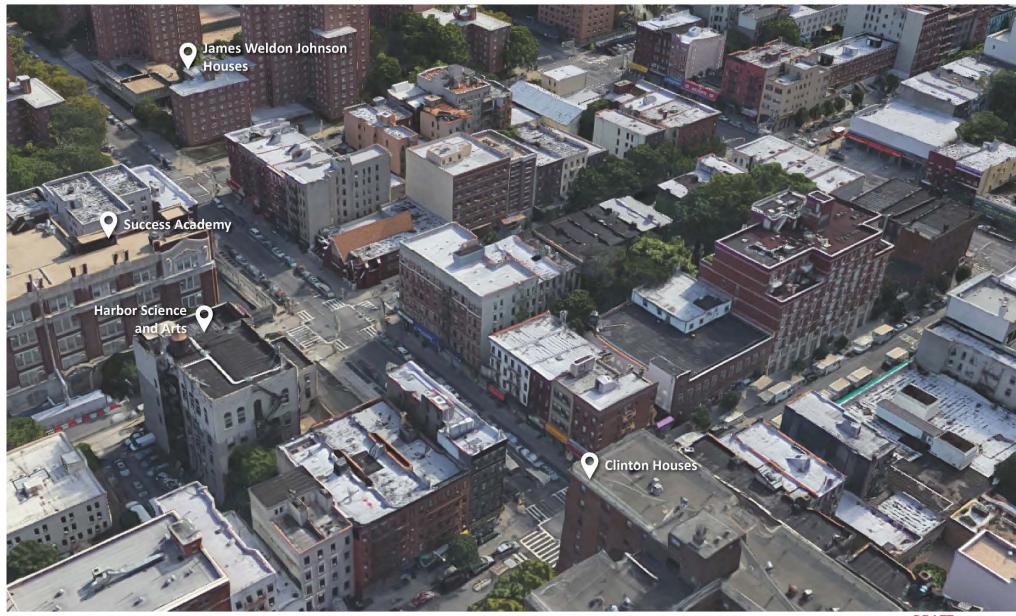


Housing Strategies: East 116th Street R9/ R10/ E 119th St. C4-6 C2-5 C2-5 E 118th St. U R9/ E 117th St. C2-5 R7D/ C1-5 R7D/ C1-5 R7D/ Q E 116th St. C1-5 R7B C1-5 E 115th St. Park RN Lex 2nd DRAFT

Housing Strategies: R7D on Lexington Avenue









Growth Strategies – Housing: R7D on East 116th Street







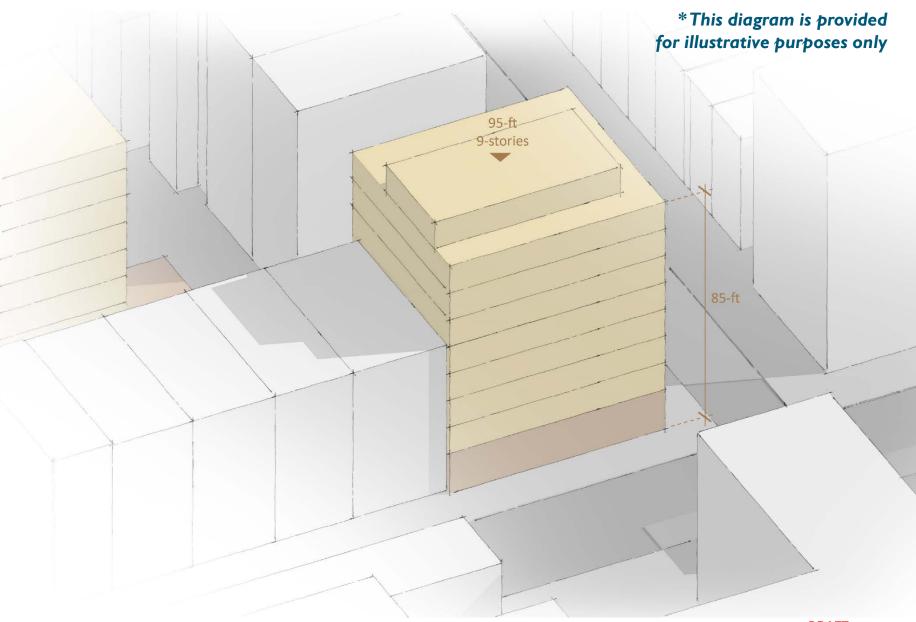


Housing Strategies: R7D on Lexington Avenue or East 116th Street



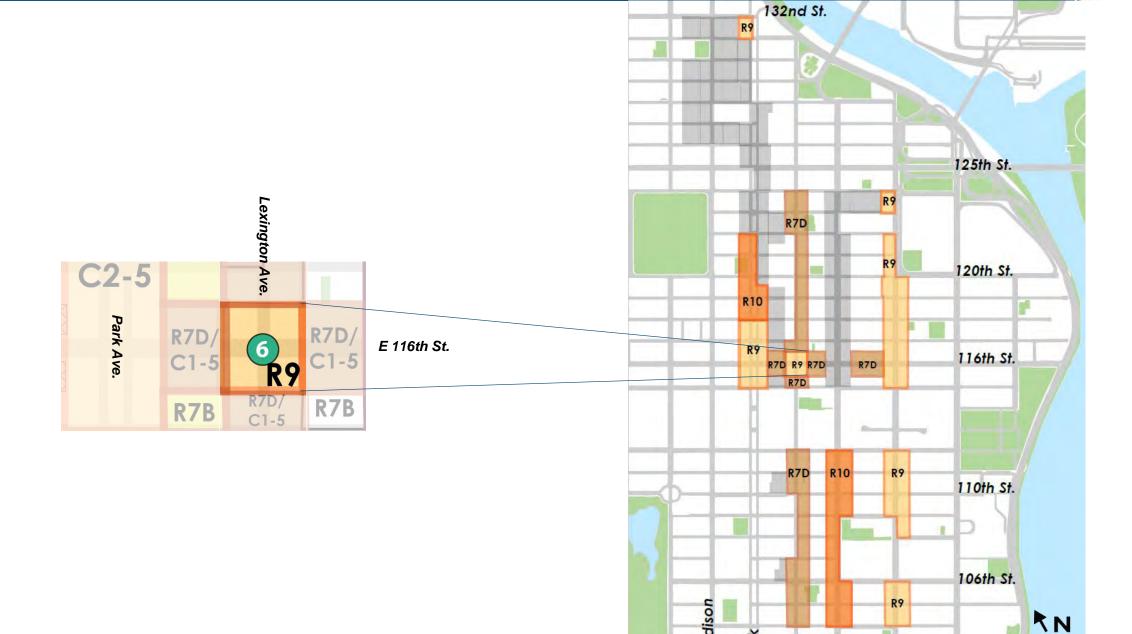
R7D + C1-5 or C2-5 Overlay Contextual QH envelope

	7
Max Floor Area Ratio (with MIH)	5.6
Max Residential Floor Area Ratio (with MIH)	5.6
Max Commercial Floor Area Ratio	2.0
Max Community Facility Floor Area	4.2
Minimum Base Height	60 ft
Maximum Base Height	95 ft
Maximum Total Height with Qualifying Ground Floor	115 ft (11 stories)
Non-residential use required on ground floor	





Housing Strategies: Lexington Avenue and East 116th Street

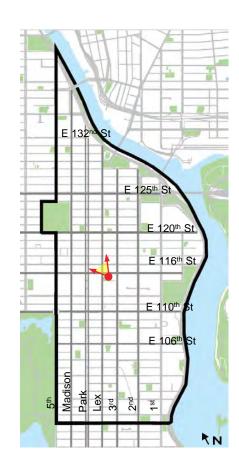


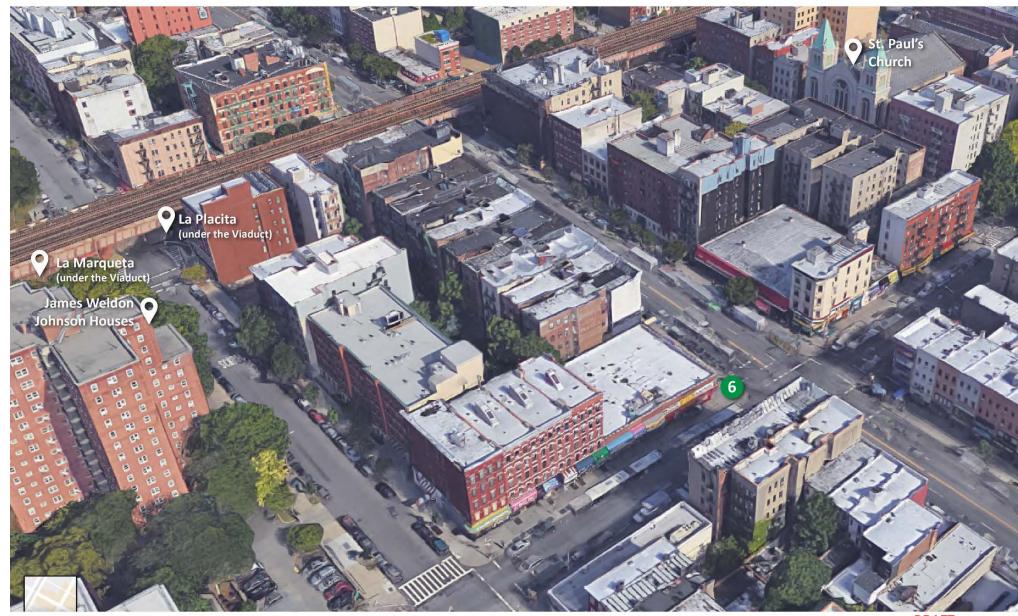


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Housing Strategies: R9 at Lexington Avenue and East 116th Street

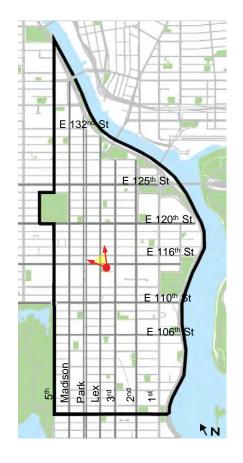


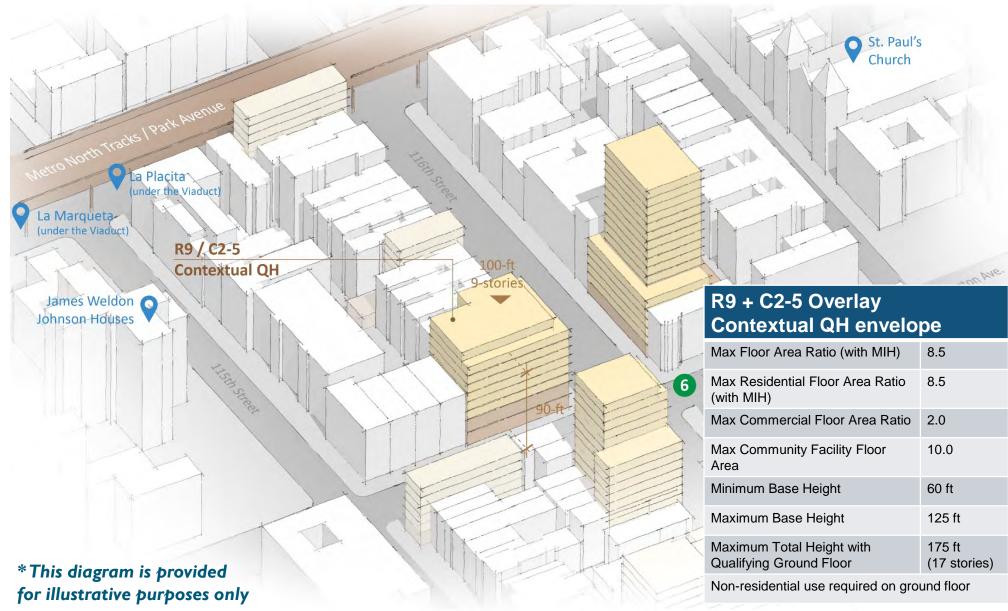






Housing Strategies: R9 Contextual QH at Lexington Avenue and East 116th Street



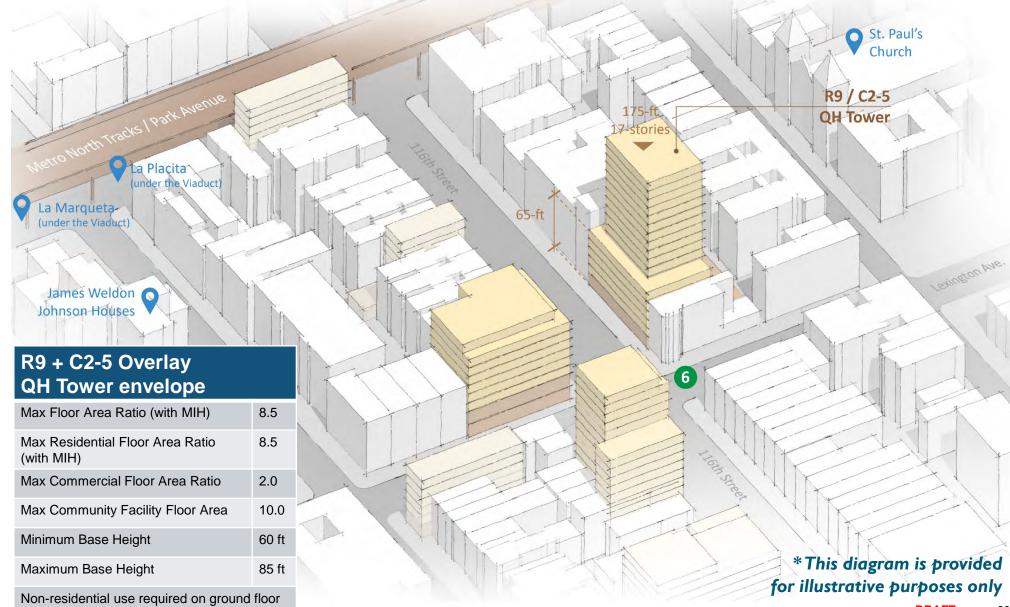




Housing Strategies: R9 QH Tower at Lexington Avenue and East 116th Street

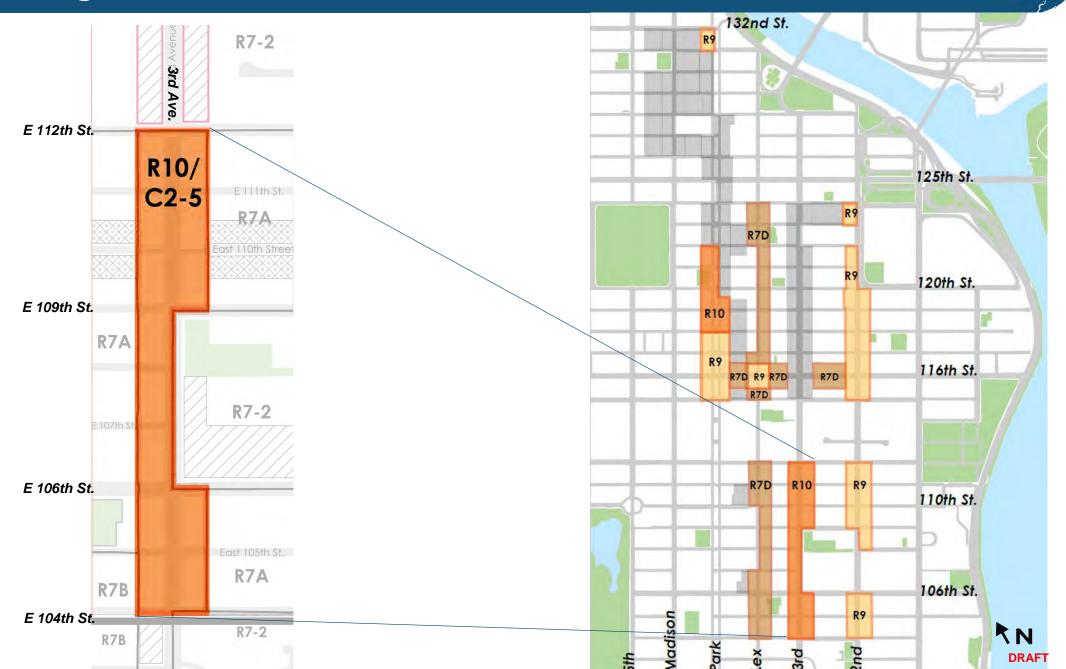








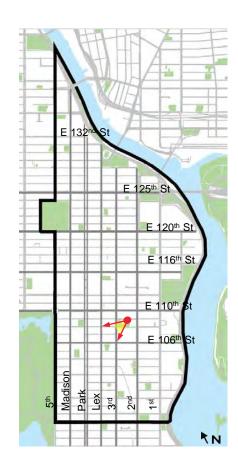
Housing Strategies: Third Avenue

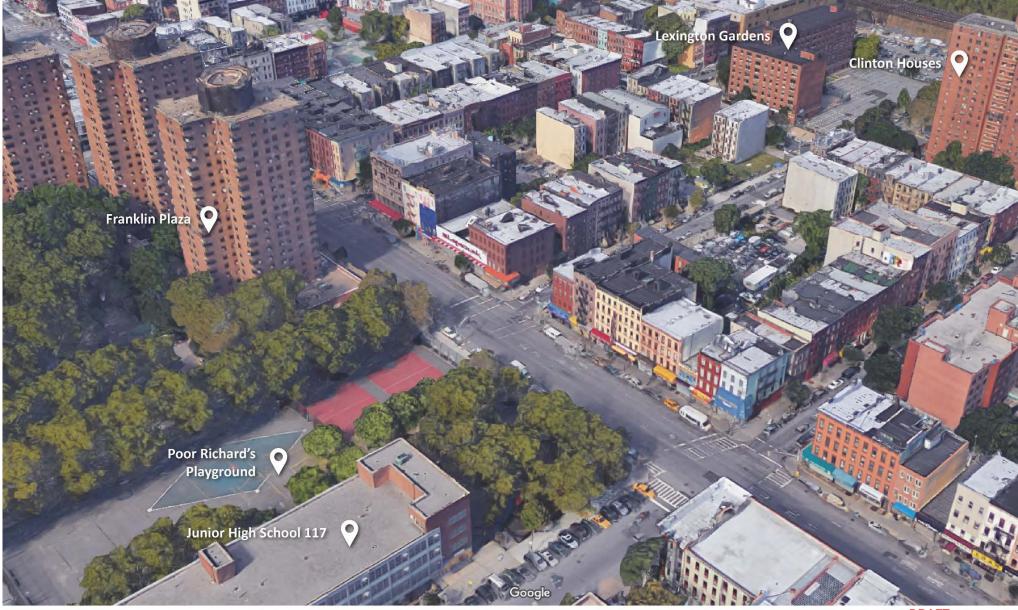




Housing Strategies: R10 on Third Avenue



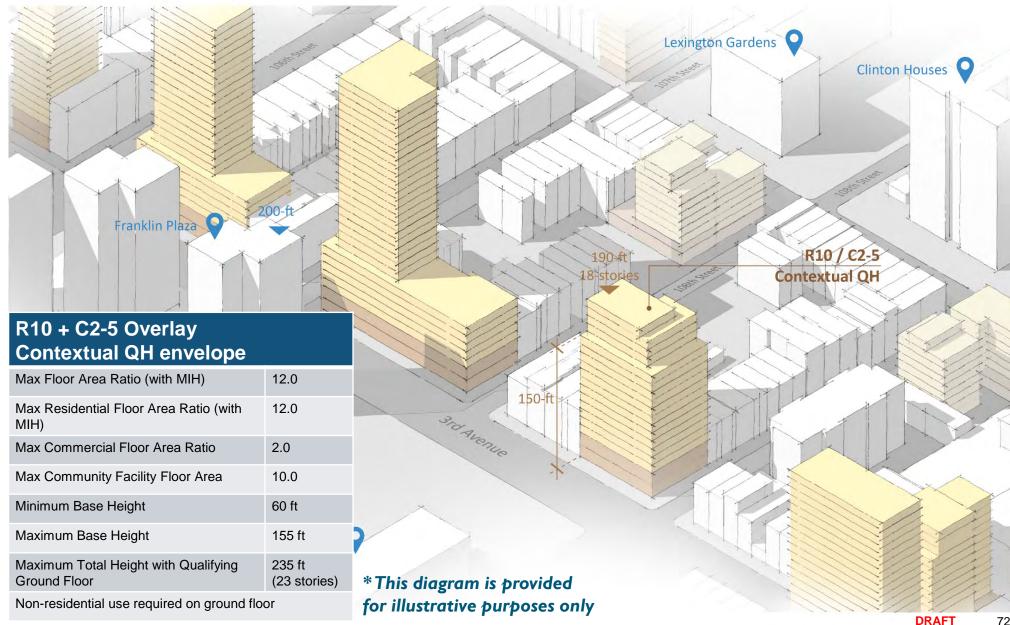






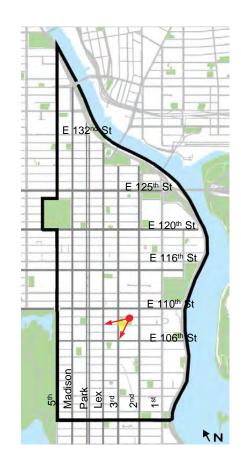
Housing Strategies: R10 Contextual Quality Housing on Third Avenue







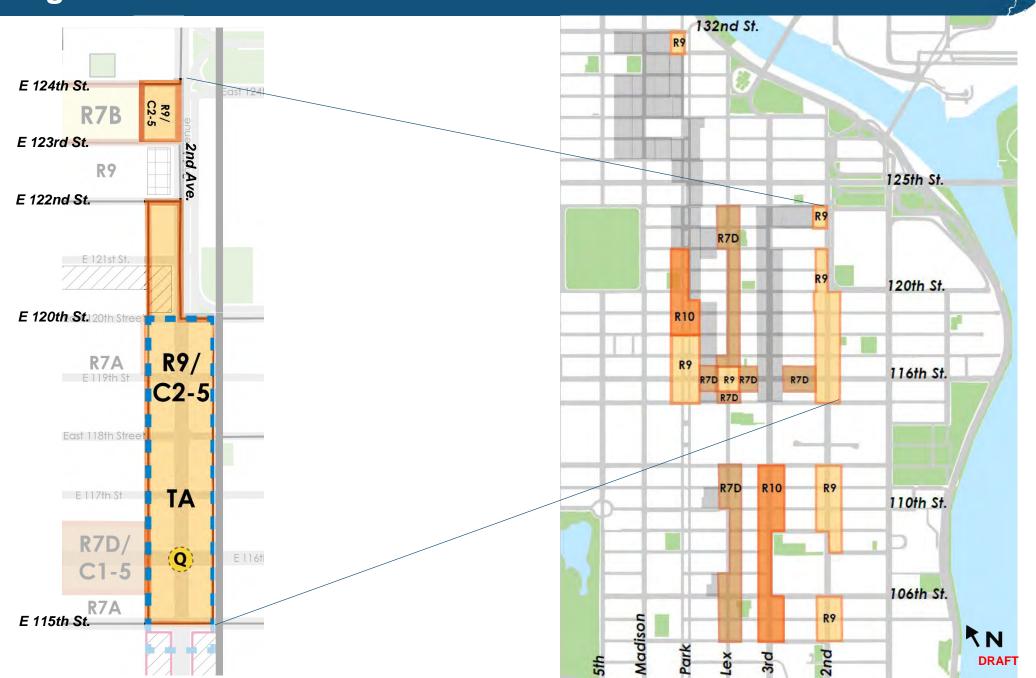
Housing Strategies: R10 Quality Housing Tower on Third Avenue





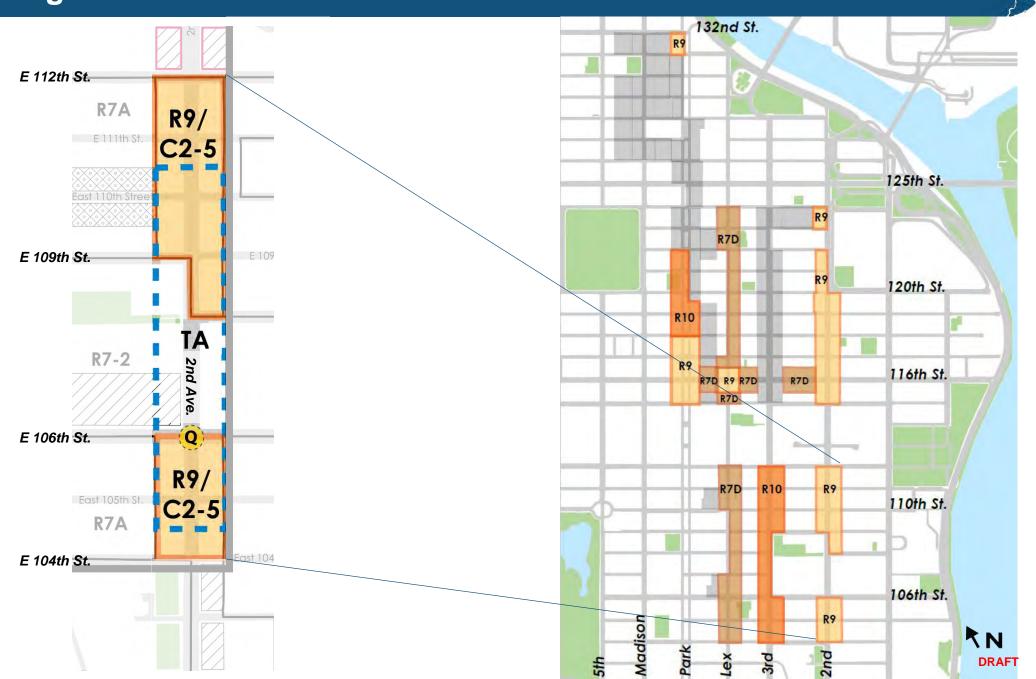


Housing Strategies: Second Avenue





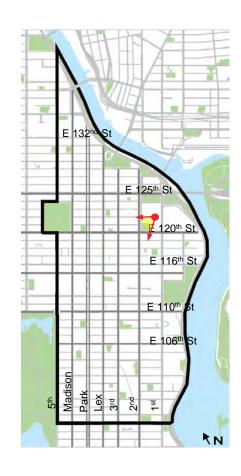
Housing Strategies: Second Avenue

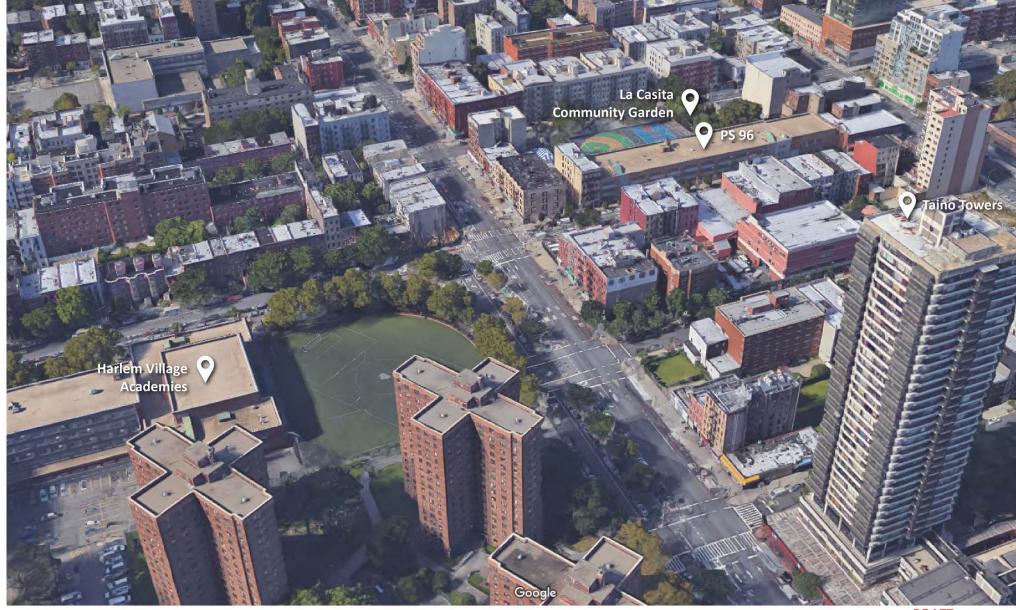




Housing Strategies: R9 Contextual Quality Housing on Second Avenue

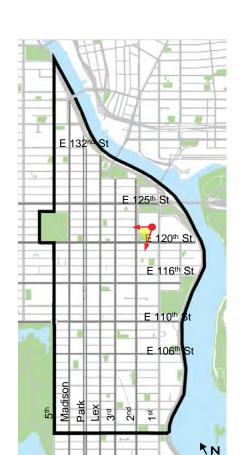


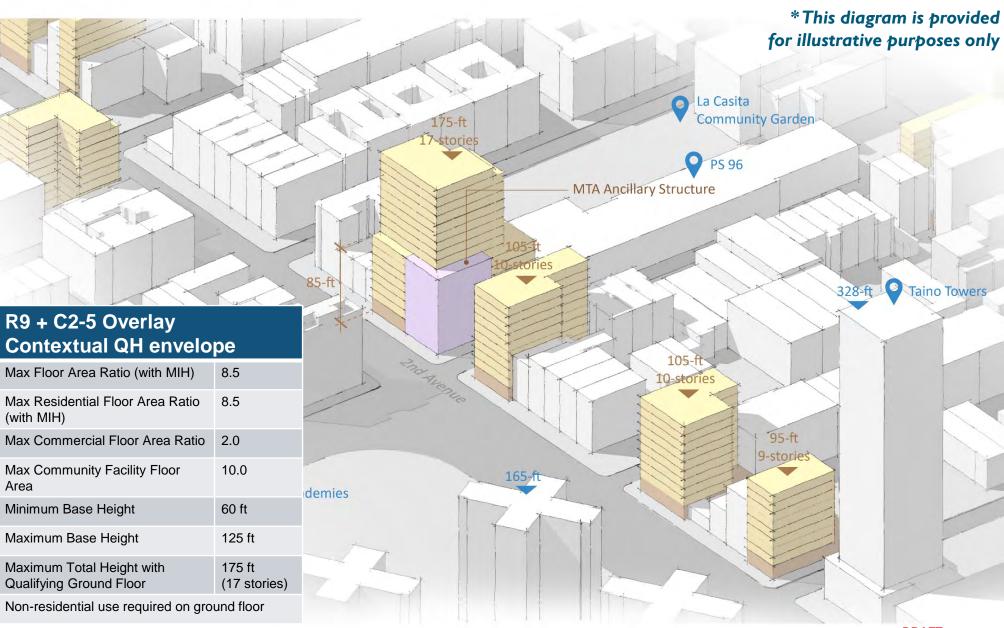






Housing Strategies: R9 Contextual Quality Housing on Second Avenue

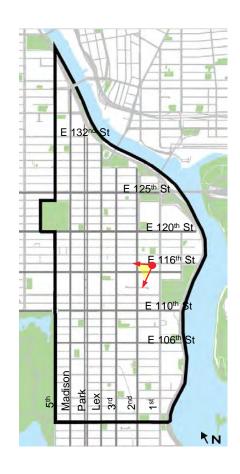


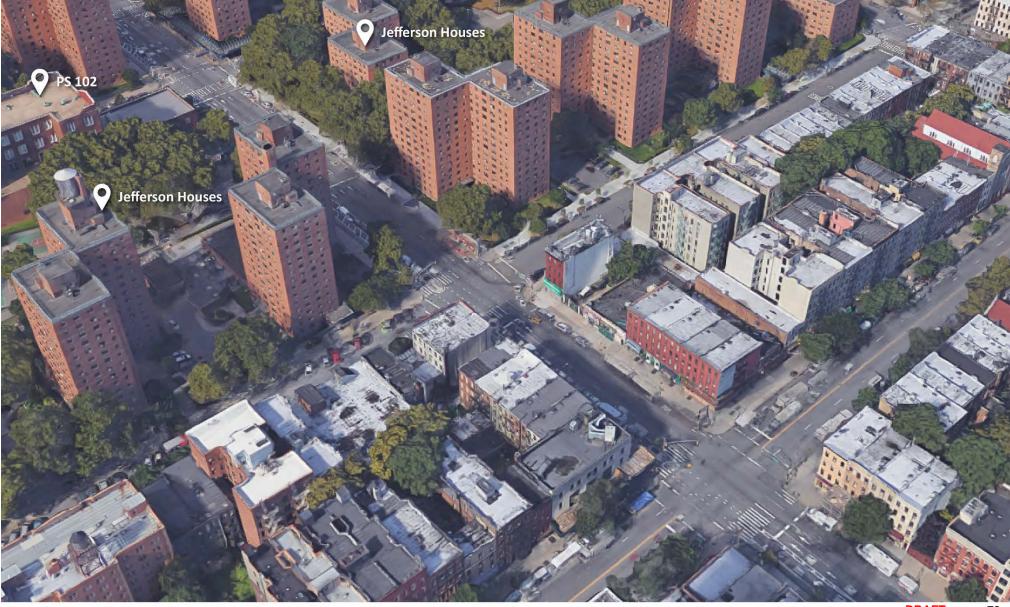




Housing Strategies: R9 Quality Housing Tower on Second Avenue





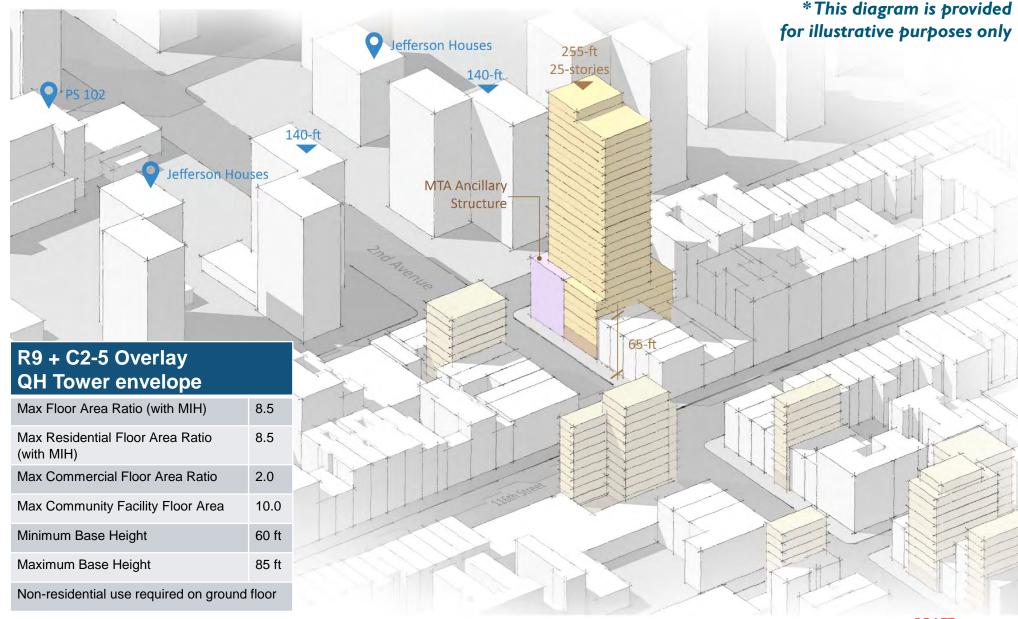




Housing Strategies: R9 Quality Housing Tower on Second Avenue









Economic Development Strategies

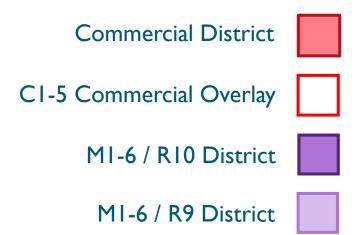


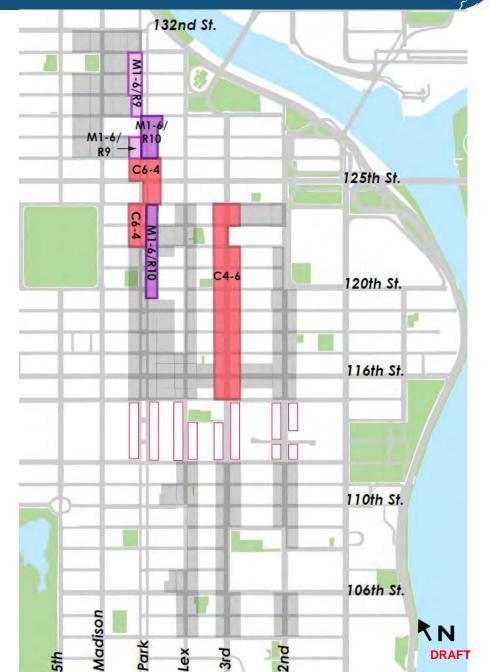
- 1. Neighborhood Context and Background
- 2. Existing Zoning
- 3. Existing Conditions
- 4. Neighborhood Study Approach
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- 8. Urban Design Strategies
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- 10. Environmental Review

Economic Development Strategies

Preserve and enhance the vitality of existing commercial corridors and create spaces for jobs in appropriate areas accessible to transit

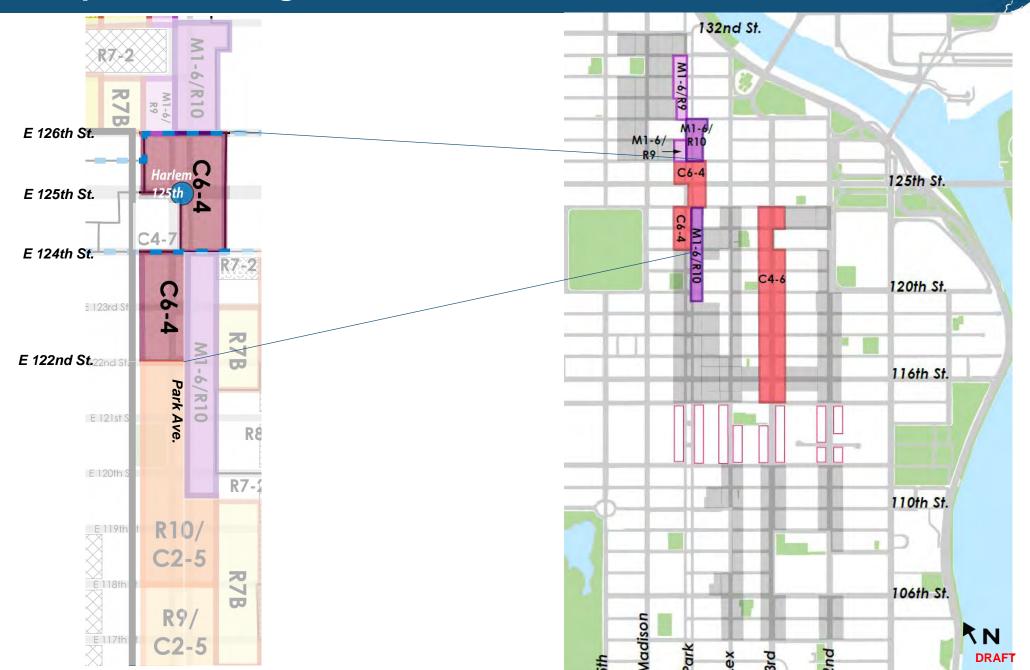
- Minimum non-residential floor area requirement
- Mixed-use districts along Park Avenue
- Commercial districts on select areas of major corridors
- Commercial overlays for retail continuity







Economic Development Strategies: Park Avenue and East 125th Street





Economic Development Strategies: C6-4 on Park Avenue and East 125th St

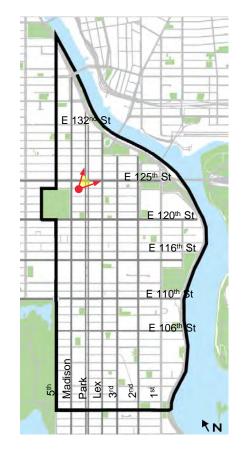


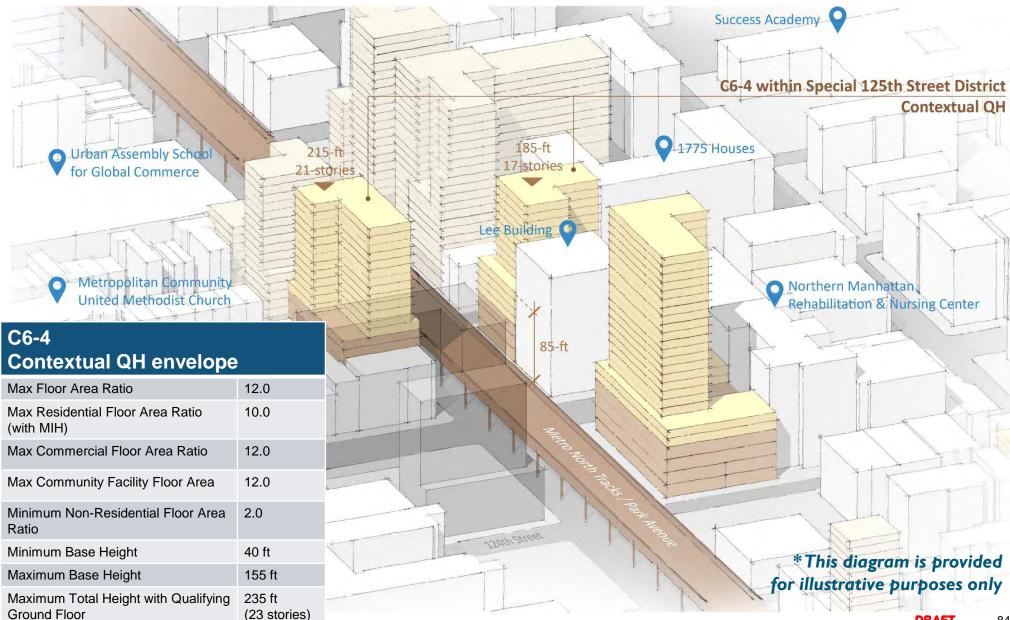






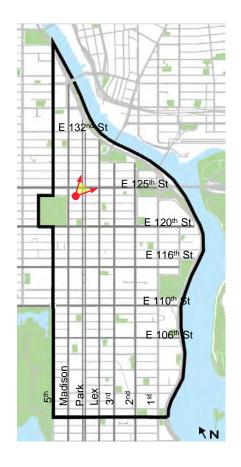
Economic Development Strategies: C6-4 Contextual QH on Park Avenue and East 125th St

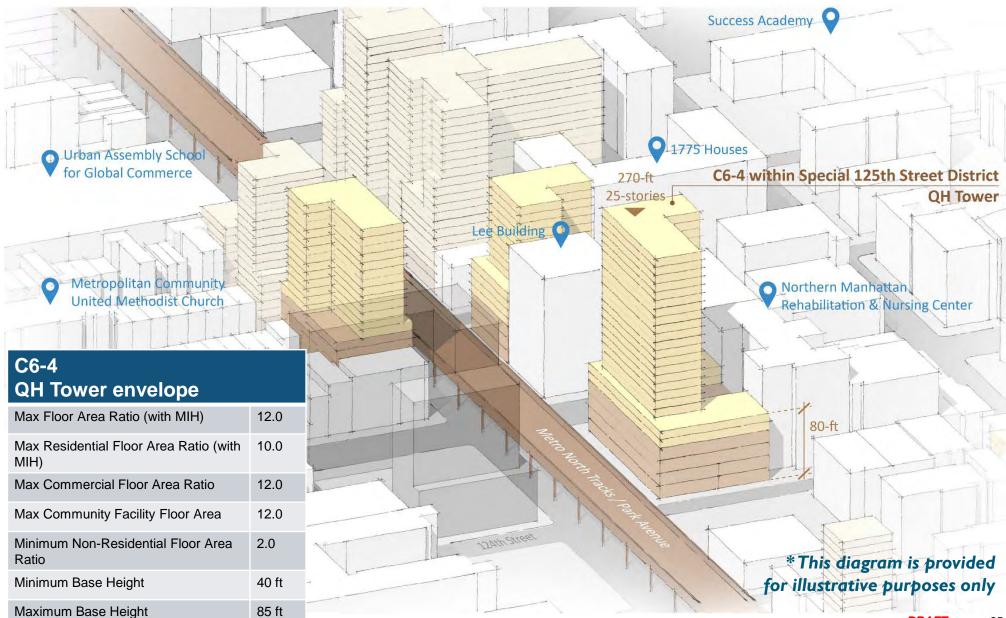






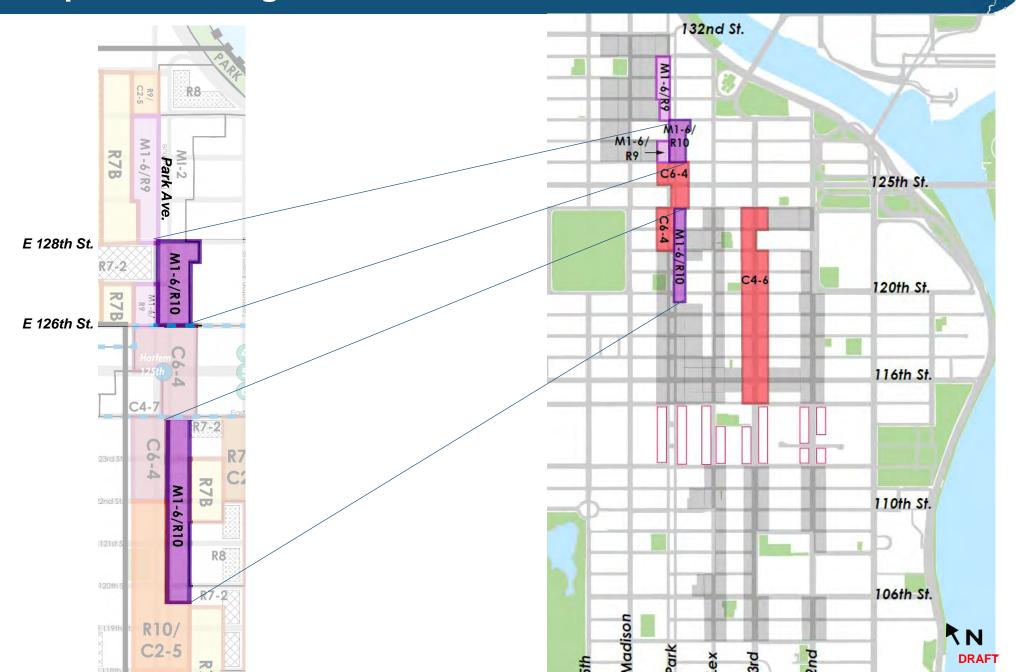
Economic Development Strategies: C6-4 QH Tower on Park Avenue and East 125th Street







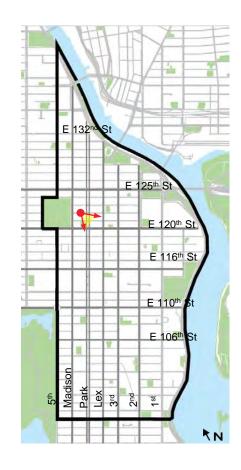
Economic Development Strategies: M1-6/R10 on Park Avenue





Economic Development Strategies: M1-6/R10 on Park Avenue



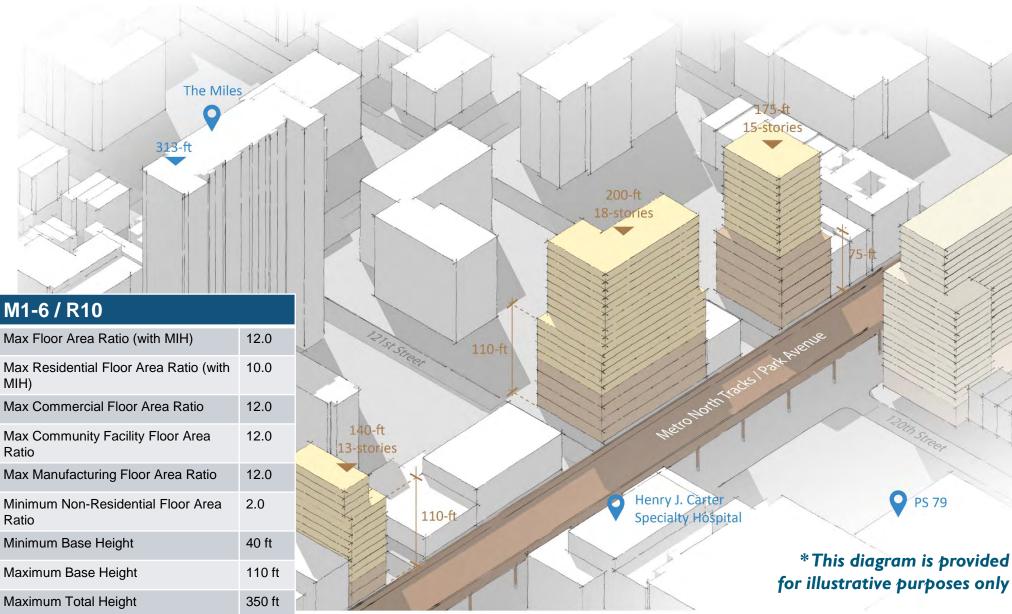






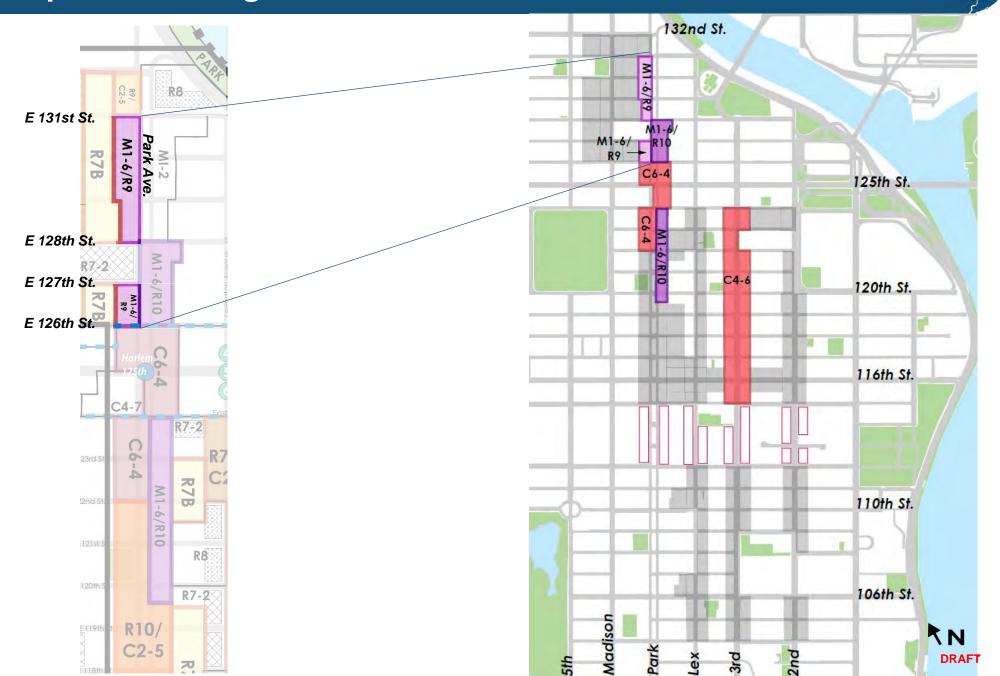
Economic Development Strategies: M1-6/R10 on Park Avenue







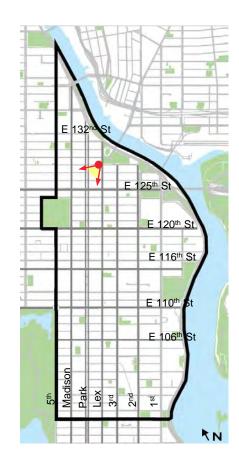
Economic Development Strategies: M1-6/R9 on Park Avenue





Economic Development Strategies: M1-6/R9 on Park Avenue



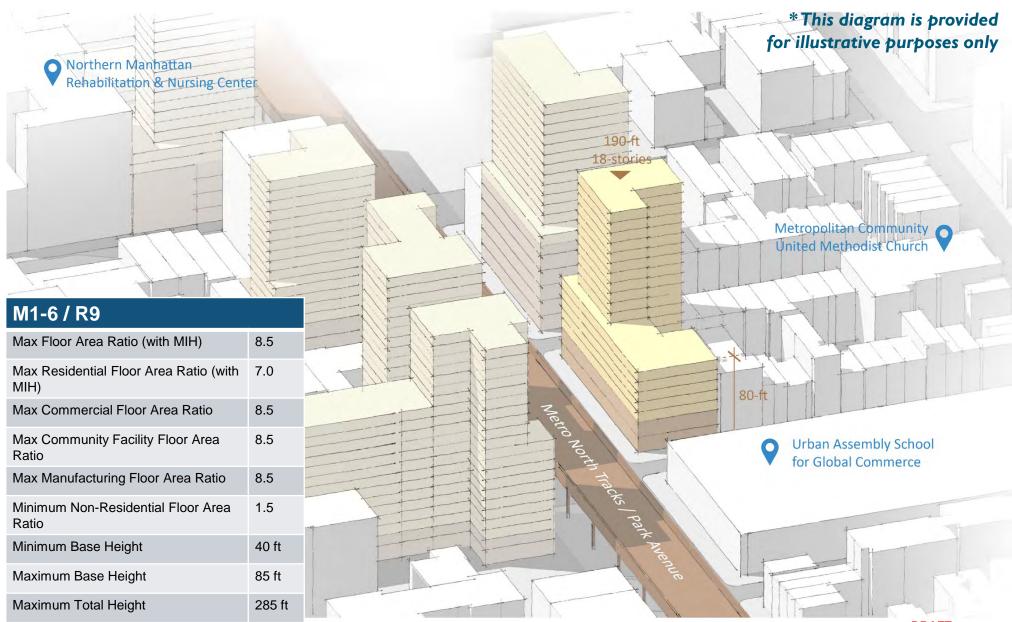






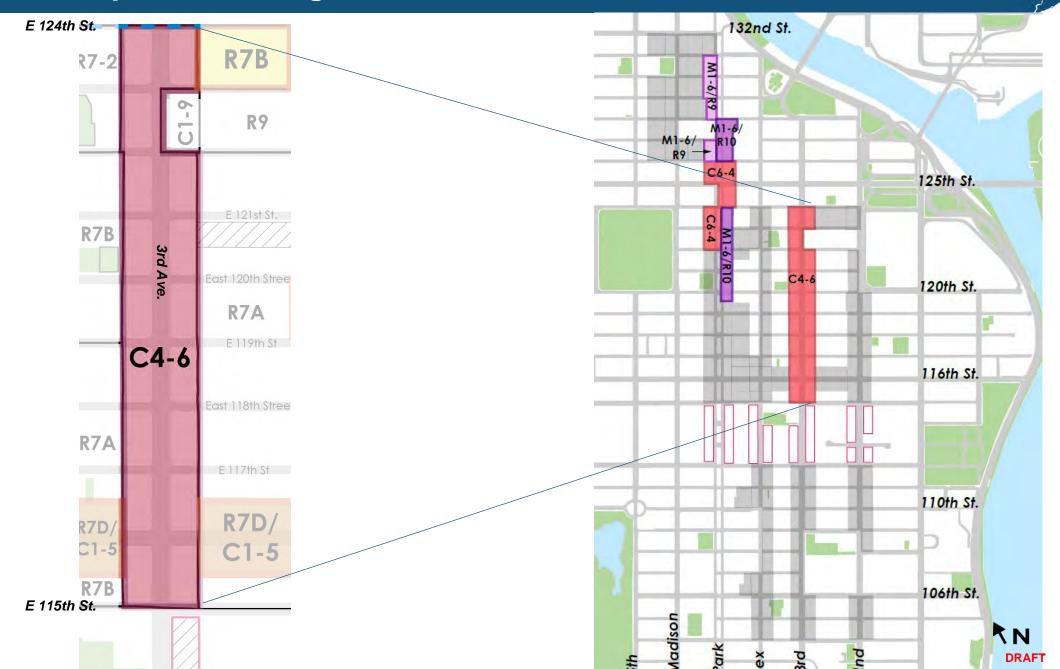
Economic Development Strategies: M1-6/R9 on Park Avenue







Economic Development Strategies: Third Avenue





Economic Development Strategies : C4-6 on Third Avenue



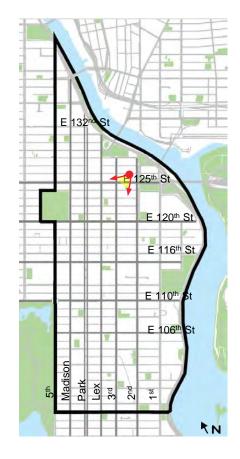


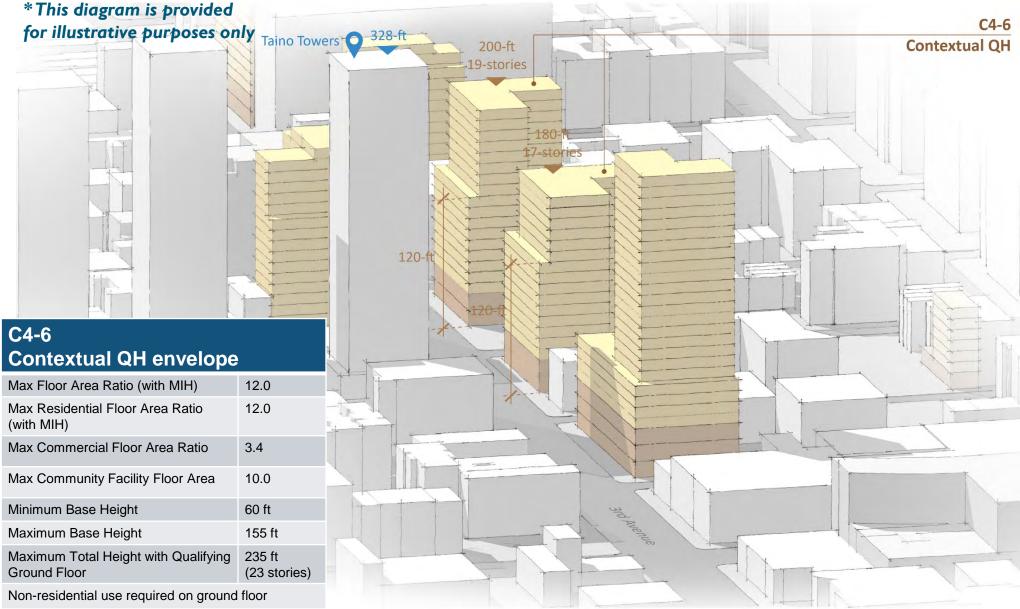




Economic Development Strategies : C4-6 Contextual Quality Housing on Third Avenue









Economic Development Strategies: C4-6 Quality Housing Tower on Third Avenue



N





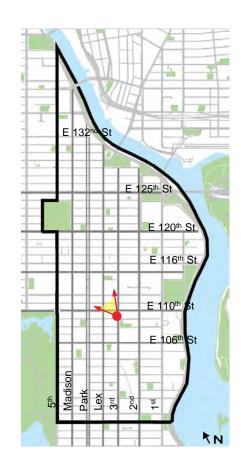
Commercial Overlays between East 112th and East 115th Street

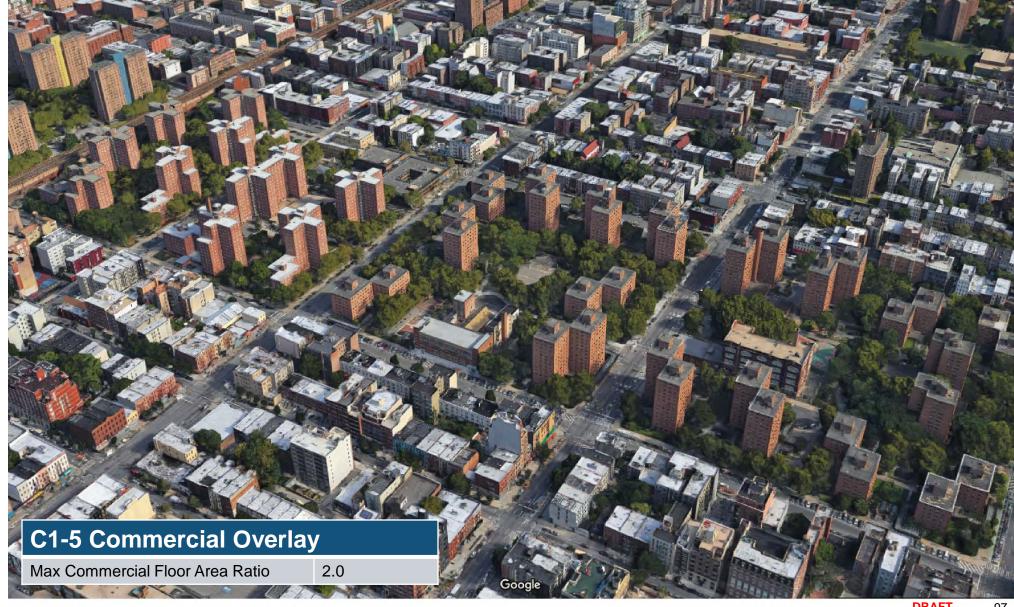




C1-5 Commercial Overlays between East 112th and 115th Street

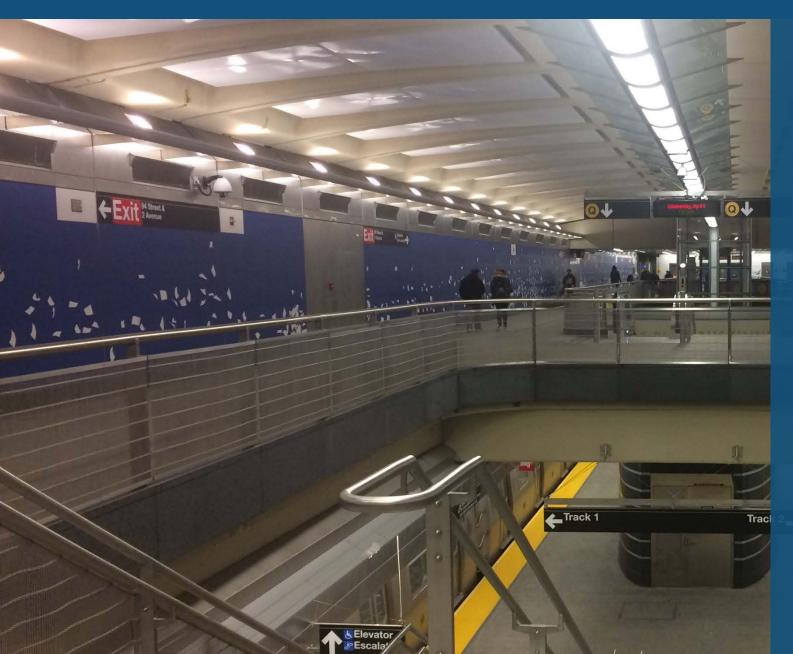








Infrastructure Strategies



- 1. Neighborhood Context and Background
- 2. Existing Zoning
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Integrated Infrastructure Strategies

Establish a planning framework that is inclusive of relevant capital infrastructure needs and services to support current demand and future growth

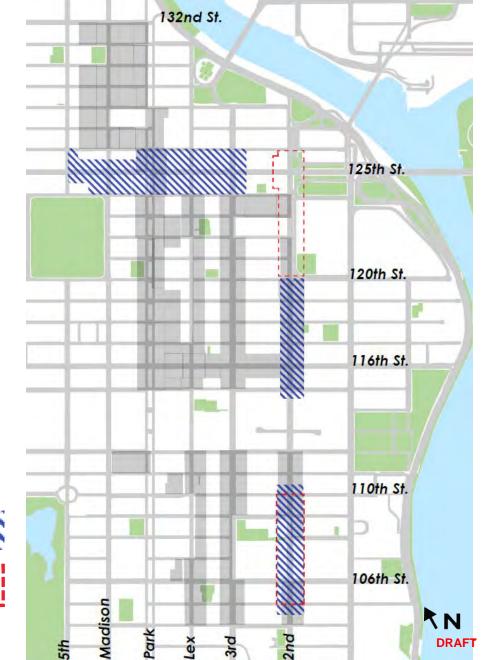
Modify boundaries to correspond to current Second Avenue Subway plans

Exempt elevators and ancillary stations from floor area calculations

Proposed Special Transit Land Use (TA) District

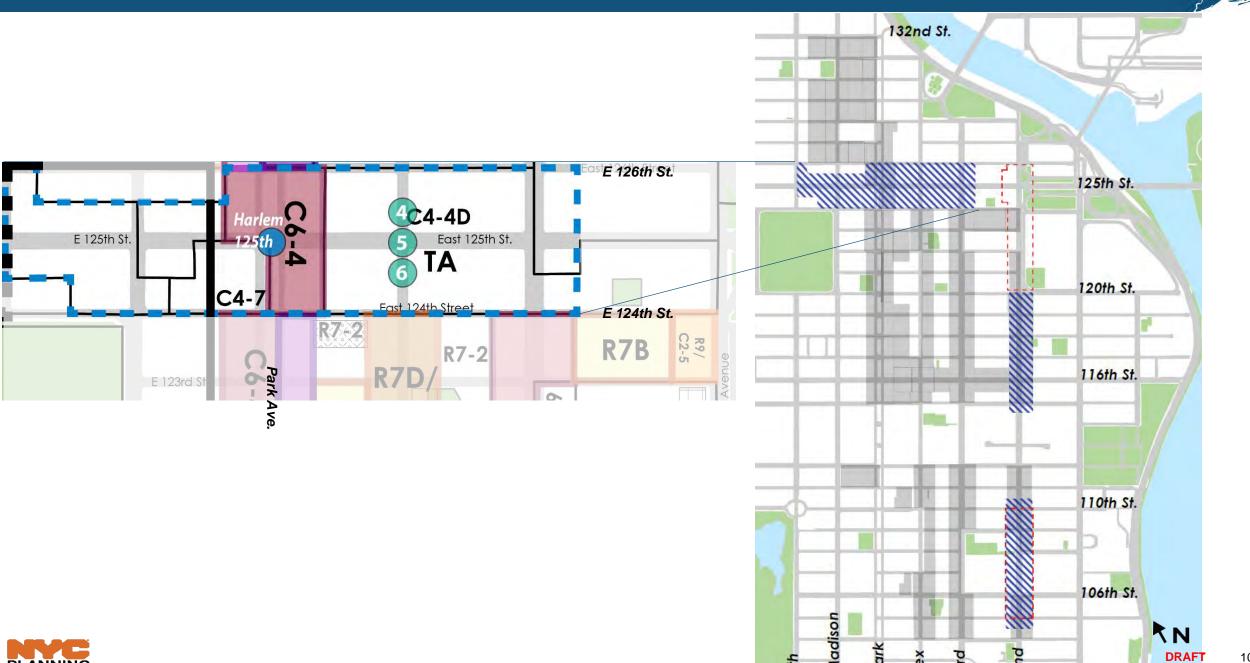
Existing Special Transit Land Use (TA) District



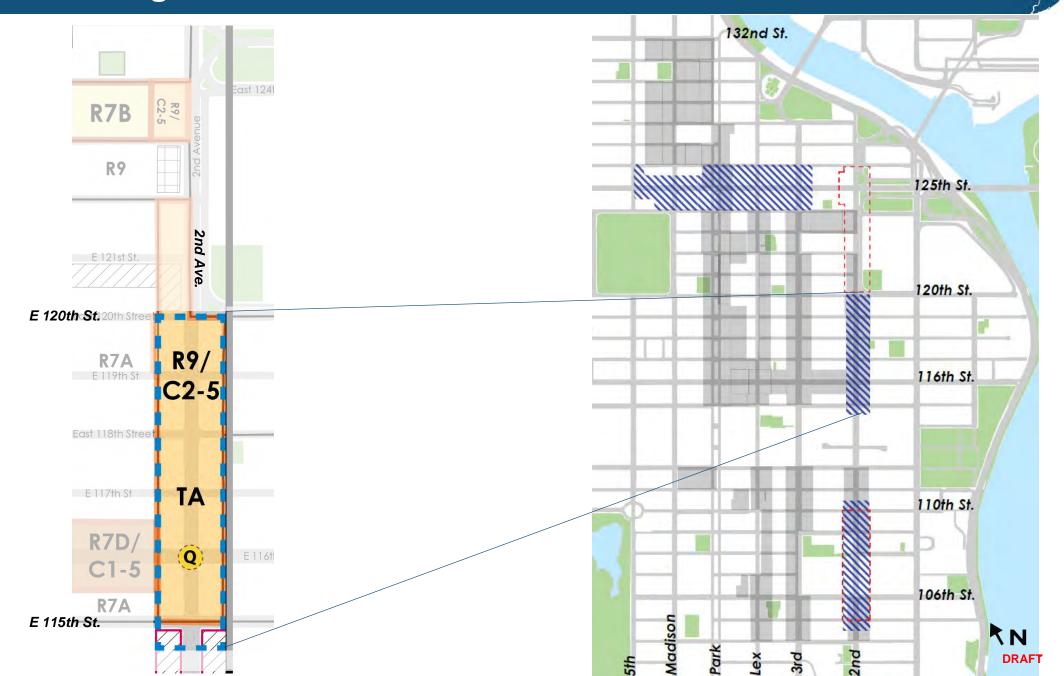




Infrastructure Strategies: East 125th Street

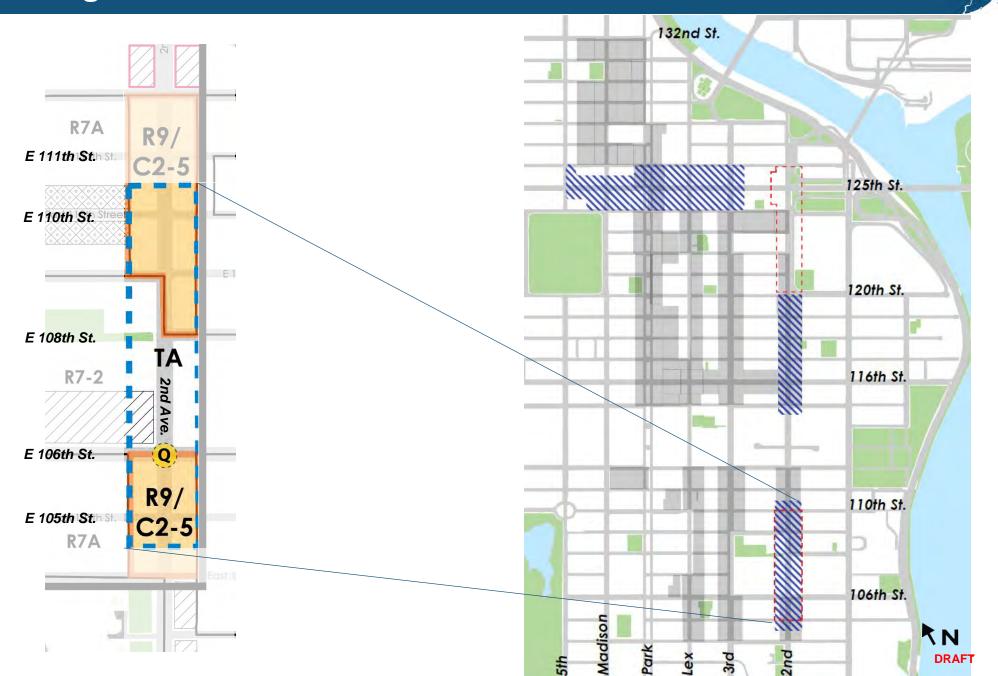


Infrastructure Strategies: Second Avenue and East 116th St





Infrastructure Strategies: Second Avenue and East 106th St





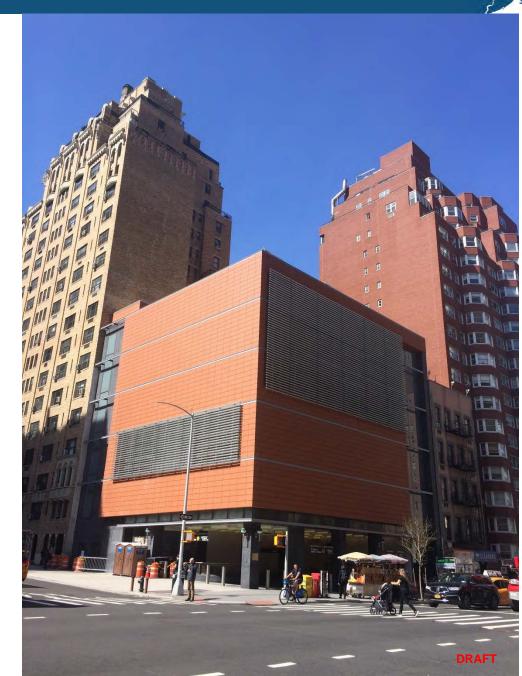
Infrastructure Strategies: Discretionary Approval

Properties within TA District boundaries will be subject to a **joint** certification process through the City Planning Commission and the MTA

The certification will indicate that an easement for subway infrastructure either *is* or *is not* needed on the site

Transit easements would only be required if CPC finds that:

- The easement is needed for public subway access
- The easement is located on vacant land
- The easement would not reduce the development potential of the site
- The MTA and the owner agree that construction within the easement is integrated within the total development





Urban Design Strategies

- 1. Neighborhood Context and Background
- 2. Existing Zoning
- 3. Existing Conditions
- 4. Neighborhood Study Approach
- 5. Housing Strategies
- 6. Economic Development Strategies
- 7. Infrastructure Strategies
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DCP East Harlem Rezoning - Special East Harlem Corridors District

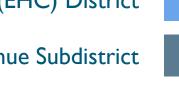
In order to establish urban design controls that balance new development in response to neighborhood context and scale and improve the pedestrian experience, the new Special East Harlem Corridors (EHC) District is proposed.

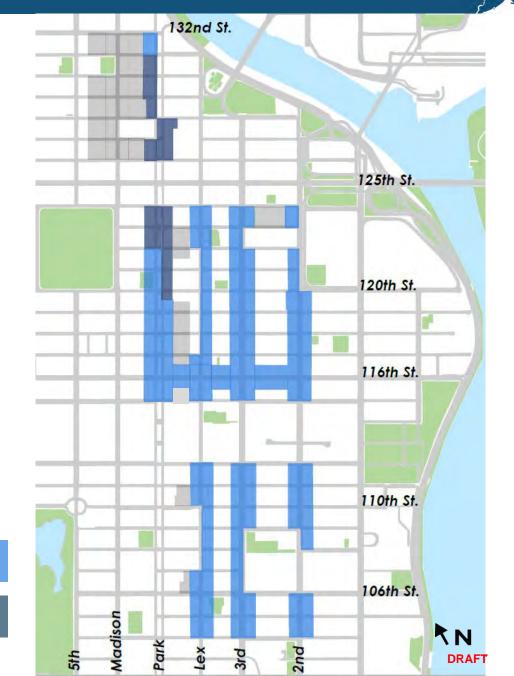
The Special EHC District includes:

- Special Use Regulations
- Special Bulk Regulations
- Pedestrian Enhancements

Special East Harlem Corridors (EHC) District

Park Avenue Subdistrict







Special East Harlem Corridors District – Special Use Regulations

Non-residential uses required on ground-floor throughout entire Special District

No parking requirement tied to residential use Public parking garages of up to 100 or 150 spaces permitted

Special permit required for hotel use

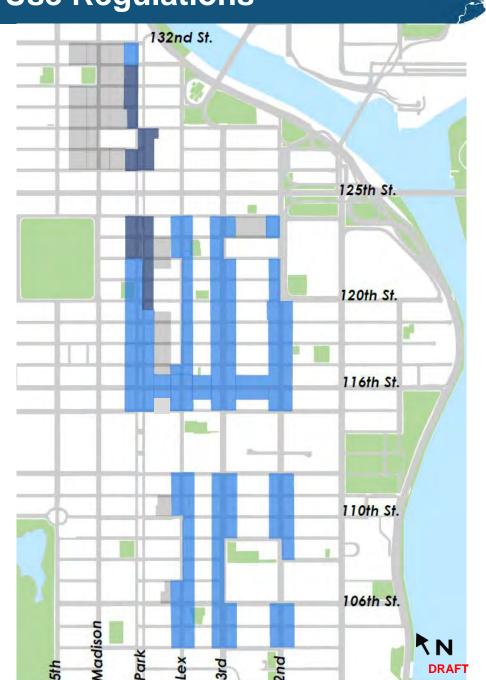
Additional special use requirements

Special East Harlem Corridors (EHC) District

Minimum non-residential FAR requirement in Park Avenue Hub Subdistrict







Special East Harlem Corridors District – Special Bulk Regulations



70% of streetwall must locate within 8 feet of street line on Park Avenue, 100% elsewhere

Upper-story setbacks on Park Avenue designed to incentivize setbacks on the ground-floor

Quality Housing Tower – modified Tower-on-a-Base envelope:

Plaza bonus does not apply

Tower / height factor envelopes not permitted

Minimum base heights lowered to 40 feet along Park, lowered to 60 feet elsewhere in the EHC



Special East Harlem Corridors District – Streetscape Enhancements

Ground-floor transparency requirement

Limitation on width of residential lobbies to 25% of frontage

Curb cuts not allowed on wide streets

Provisions to mitigate blank wall conditions in the Flood Zone for buildings with elevated ground floors

Modified transparency requirement for ground-floor manufacturing uses



Preservation Strategies





- 2. Existing Zoning
- 3. Existing Conditions
- 4. Neighborhood Study Approach
- 5. Housing Strategies
- 6. Economic Development Strategies
- 7. Infrastructure Strategies
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DCP East Harlem Rezoning: Preservation Strategies

In select areas, ensure that new buildings are appropriate for the built context of the surrounding area

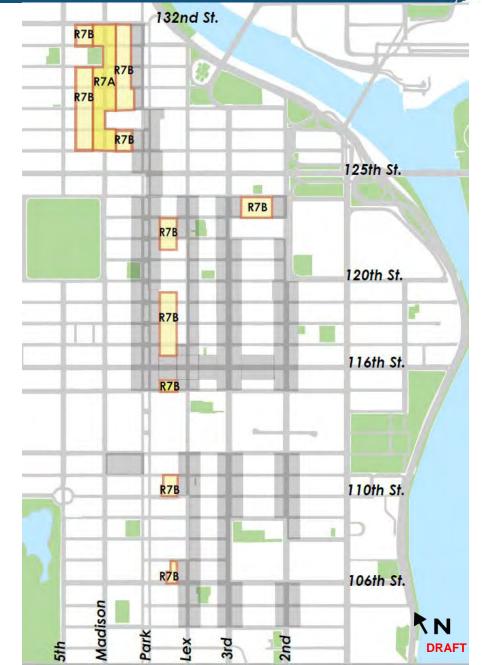
Discourage the demolition of existing buildings

Map preservation-oriented contextual residential districts:

Establish maximum FAR based on existing conditions

Limit building heights through zoning







DCP East Harlem Rezoning: Preservation Strategies

In select areas, ensure that new buildings are appropriate for the built context of the surrounding area

Discourage the demolition of existing buildings

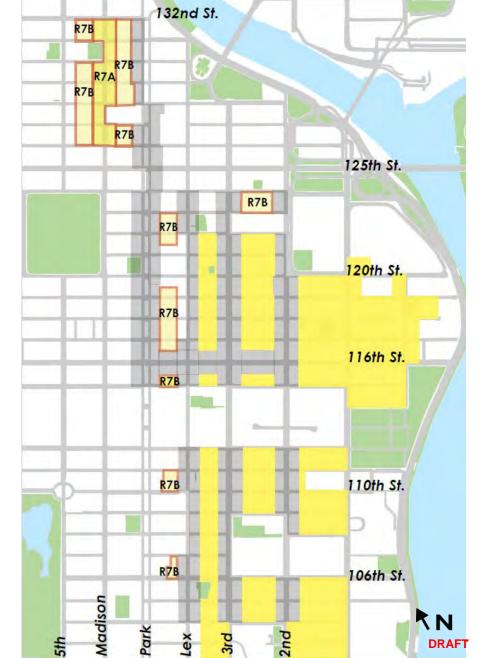
Map preservation-oriented contextual residential districts:

Establish maximum FAR based on existing conditions

Limit building heights through zoning

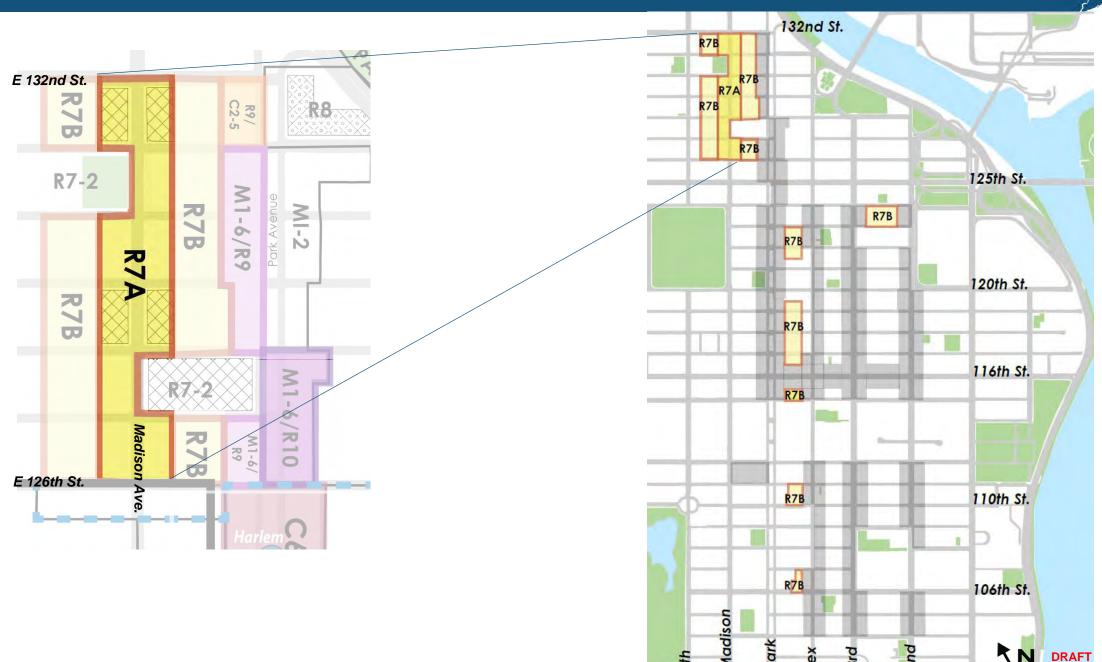
This strategy will supplement existing contextual districts east of Lexington Avenue







Preservation Strategies: Madison Avenue



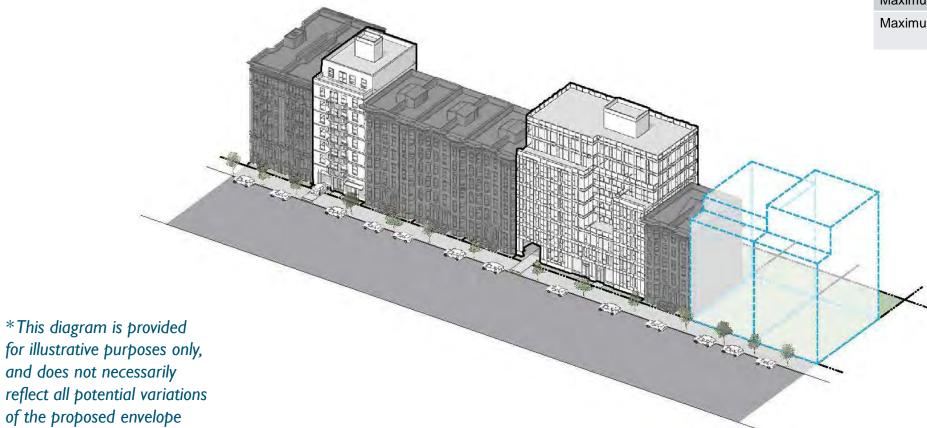


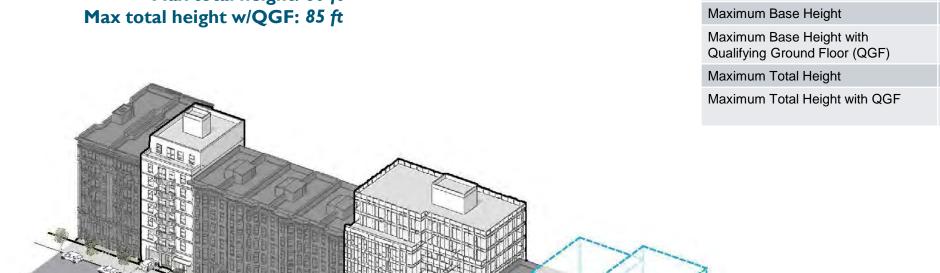


Preservation Strategies: R7A

Base height range: 40 to 75 ft

Max total height: 80 ft





R7A

Max Residential Floor Area Ratio

Minimum Base Height



4.0

40 ft

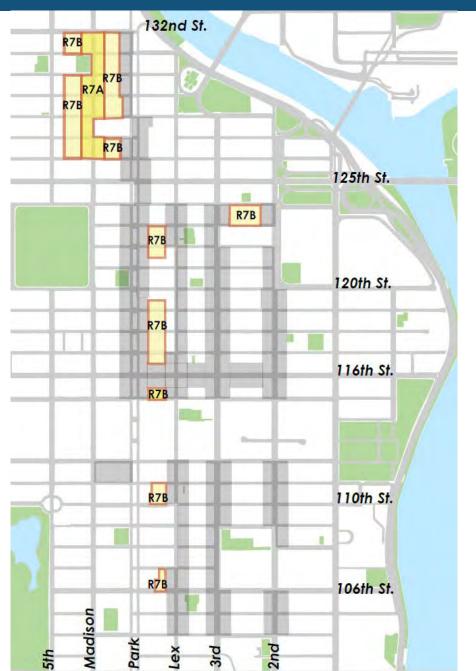
65 ft

75 ft

80 ft

85 ft (8 stories)

Preservation Strategies: R7B Midblocks







Preservation Strategy – R7B

Jan Stranger

Base height range: 40 to 65 ft
Max total height: 75 ft

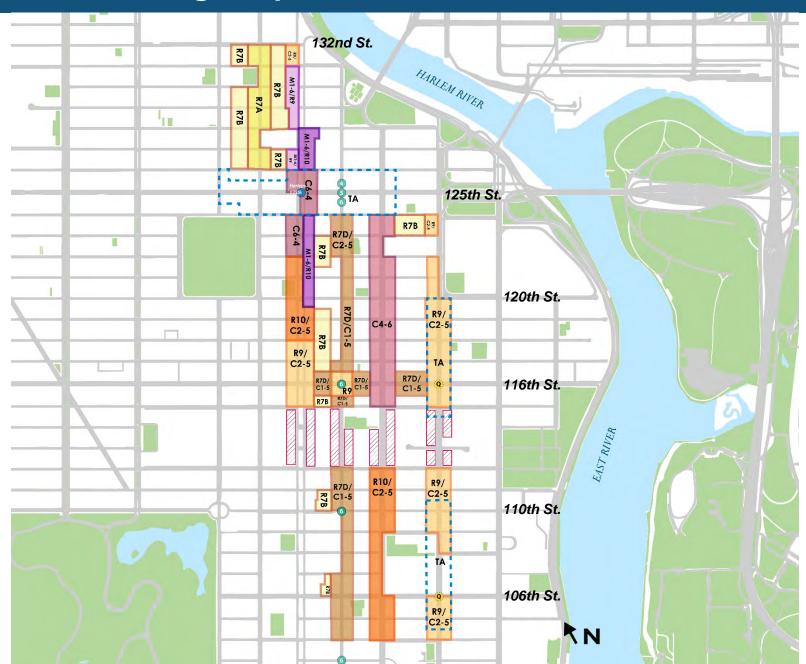
R7B	
Max Residential Floor Area Ratio	3.0
Minimum Base Height	40 ft
Maximum Base Height	65 ft
Maximum Total Height	75 ft



*This diagram is provided for illustrative purposes only, and does not necessarily reflect all potential variations of the proposed envelope



DCP East Harlem Rezoning Proposal





Environmental Review

- I. Neighborhood Context and Background
- 2. Existing Zoning
- 3. Existing Conditions
- 4. Neighborhood Study Approach
- 5. Housing Strategies
- 6. Economic Development Strategies
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- 8. Urban Design Strategies
- 9. Preservation Strategies

10.Environmental Review



DCP East Harlem Rezoning: Environmental Review

DEIS chapters with **no impacts**:

- Land Use, Zoning and Public Policy
- Socioeconomic Conditions
- Community Facilities and Services
- Open Space
- Urban Design and Visual Resources
- Natural Resources
- Hazardous Materials
- Water and Sewer Infrastructure
- Solid Waste and Sanitation Services
- Energy
- Air Quality
- Greenhouse Gas Emissions
- Public Health
- Neighborhood Character

DEIS chapters with **impacts**:

- Shadows
- Historic and Cultural Resources
- Transportation
- Construction Noise



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