Greenpoint-Williamsburg - Approved! Overview

Update March 2, 2006:

Greenpoint-Williamsburg Follow-Up Zoning Text and Map Changes - Approved

In order to address several issues raised during the ULURP process requiring subsequent action, the Department of City Planning has proposed follow-up zoning text and zoning map amendments for the area rezoned under the Greenpoint-Williamsburg Rezoning. The follow-up actions include zoning text changes to implement anti-harassment provisions in the upland portion of the rezoned area, clarifications and technical refinements to the Inclusionary Housing program, and small changes to the Waterfront Access Plan. In addition, changes to the zoning map include contextual height limits on approximately 19 upland blocks in Williamsburg zoned for mixed use, by replacing M1-2/R6 designations with M1-2/R6B and M1-2/R6A designations.

- B View a one-page summary of the proposed actions.
- B View the adopted zoning text changes (589 kb).
- View the color map illustrating the adopted zoning map changes (623 kb).

On October 31, 2005, the Department of City Planning certified the ULURP application for the proposed actions. The applications were sent to Community Board 1 for review. On December 6, 2005, Community Board 1 voted to recommend approval of the proposed action with modifications. The Brooklyn Borough President held a public hearing on the proposed actions on December 13, 2005. The City Planning Commission held a public hearing on the proposed actions on January 11, 2006, and voted to approve them on January 25, 2006. Read the CPC Reports.

On March 1, 2006, the City Council adopted the proposed changes, which are now in effect.

Update May 11, 2005:

DCP's Greenpoint-Williamsburg Rezoning Adopted

On May 11, 2005, the City Council approved the Department of City Planning's rezoning proposal, as modified by the Council and the City Planning Commission, for nearly 200 blocks in the Greenpoint and Williamsburg neighborhoods of Brooklyn. In the final step of a <u>public review</u> process that began in October 2004, the City Council voted to modify and adopt the department's applications for the zoning map change (C 050111(A) ZMK) and zoning text amendment (N 050110(A) ZRK) described below. The zoning map change and text amendments are now in effect.



B View a color map illustrating the adopted zoning map change (602 kb).

B View the Adopted Zoning Map (418 kb).

Council modifications to the zoning map included retention of the existing M1-1 zoning on a portion of a block bounded by Greenpoint Avenue, West Street, Kent Street, and a line 100 feet west of Franklin Street.

Council modifications to the zoning text included a mechanism for transferring ownership of waterfront public access areas to the city and changes to the Inclusionary Housing program for Greenpoint-Williamsburg.

Inclusionary Housing



The zoning text change adopted by the Commission and the City Council includes a groundbreaking Inclusionary Housing program, reflecting recommendations made during the public review process. The program promotes affordable units in both rental and condominium developments, encourages preservation of existing affordable units, and targets affordable housing to a range of income levels. On the waterfront, sites zoned with a blend of R6 and R8 districts would have a base FAR of 3.7 (reduced from 4.3 FAR in the original application), with a bonus up to 4.7 FAR for the provision of at least 20 percent affordable housing. Modifications also reduce by 20 feet the maximum permitted heights in R8 districts for buildings not using the bonus.

A bonus for providing affordable housing would also be available in upland portions of the rezoning area, where bonus floor area would be accommodated within contextual height limits. Modifications reduce the maximum FAR permitted

without the Inclusionary Housing bonus in R6 districts on wide streets and R6A districts from 3.0 to 2.7, and in R7A districts from 4.0 to 3.45.

Both on the waterfront and upland developments could satisfy the affordable housing requirement by developing affordable units on-site or off-site, or by acquiring and preserving existing housing at affordable rents. Coupled with use of various HPD, HDC, and HFA finance programs, and the city's commitment to developing affordable housing on publicly controlled sites, this Inclusionary Housing Program constitutes a powerful incentive for the development and preservation of affordable housing in Greenpoint-Williamsburg.

View a full description of the Greenpoint-Williamsburg Inclusionary Housing Program (1 mb).

B View the Adopted Zoning Text Amendment (1 mb).

Open Space

Modifications to the plan for the Greenpoint-Williamsburg waterfront added 5 acres of open space in Greenpoint, through a City commitment to develop open space on publicly controlled land at Dupont Street and Commercial Street, pending relocation of DEP and MTA facilities. In addition, the adopted zoning text includes modifications to facilitate the transfer of public access areas required under the Waterfront Access Plan to City ownership.

Wiew a map illustrating the <u>Waterfront Access Plan</u> (700 kb).

The pages that follow describe the Greenpoint-Williamsburg rezoning proposal as submitted by the Department of City Planning for public review on October 4, 2004.

Proposed Greenpoint-Williamsburg Land Use and Waterfront Plan:



In its Greenpoint-Williamsburg Rezoning, the Department of City Planning proposed zoning changes to allow for housing and open spaces, in tandem with light industry and commercial uses, along two miles of Brooklyn's East River waterfront and upland neighborhoods. The proposed actions include zoning map and zoning text changes to facilitate new housing and local commercial development, and, in conjunction with the Department of Parks and Recreation, City Map changes to establish a new, 27.8-acre waterfront park.

In two vibrant communities as well as areas that have been mostly vacant and derelict for years, the proposal would create opportunities for thousands of new housing units, including affordable housing. Zoning controls would set height limits so that new

buildings will fit in with their surroundings. In recognition of the mixed-use character that has long defined these neighborhoods, the proposal would permit light industrial and residential uses to coexist in specified areas, and it would retain manufacturing zoning for critical concentrations of industry. And the proposal offers a blueprint for a continuous publicly accessible esplanade and new public open spaces along the waterfront, forging long-sought links between the water's edge and the established Greenpoint and Williamsburg communities, adding yet another publicly accessible jewel to New York City's waterfront.

The Greenpoint-Williamsburg study area in Brooklyn Community District 1 covers approximately 184 blocks where

the zoning, for the most part, does not permit new residential buildings. The study area is bounded roughly by the East River, the Williamsburg Bridge, the Brooklyn-Queens Expressway, and McGuinness Boulevard.



1. Planning Framework: Background, existing conditions and trends, land use framework



II. Upland Areas: Neighborhood context, proposed zoning map changes



III. Waterfront Access: Waterfront zoning requirements and examples, Greenpoint-Williamsburg Waterfront Access Plan



IV. Waterfront Development: Waterfront development principles, zoning analysis, proposed zoning map and text changes



V. Project Timeline: Status of proposal and estimated time frame for implementation

Illustrative Renderings:



Maps:





<u>View the original zoning text amendment</u>, filed Sept. 30, 2004 (0.9 mb).

Public Review

On October 4, 2004, the Department of City Planning certified the ULURP application for the proposed actions. The applications were sent to Community Board 1 for a 60-day review period. Following the public hearings and

recommendations of the Community Board and the Brooklyn Borough President, the City Planning Commission held a public hearing on the proposal on January 19, 2005 and. on March 14, 2005, approved the six ULURP actions for the Greenpoint-Williamsburg Rezoning, with several modifications to the zoning text amendment (N 050110(A) ZRK) and the zoning map change (C 050111(A) ZMK). The applications were adopted, with additional modifications, by the City Council on May 11, 2005.

<u>Read the City Planning Commission Reports</u> concerning the Greenpoint-Williamsburg Rezoning.

Read the Final Environmental Impact Statement (FEIS) issued on March 4, 2005

Illustrative Renderings:



North 4th Street



Newtown Barge Park



West Street

Greenpoint-Williamsburg - Approved! Planning Framework - Background

Planning Framework:

- Background
- <u>Existing Zoning</u>
- Decline in Industrial Activity
- <u>Residential Growth</u>
- Land Use Framework

Greenpoint and Williamsburg developed more than 100 years ago during Brooklyn's great industrial age, when both sides of the East River were dominated by large factories, oil refineries, and shipyards. The neighborhoods adjoining the waterfront housed the workers and, within these areas, homes and factories intermingled, setting a pattern of mixed use that still shapes the neighborhoods today.

Over the years, these neighborhoods have grown and adapted to changing economic conditions. The refineries and shipbuilders have gone, and new generations of businesses, entrepreneurs, artists, and residents have emerged. Today, Greenpoint-Williamsburg is once again a vibrant community, from the bustling commerce of Manhattan and Bedford Avenues to the many distinctive side streets. The waterfront, however, remains largely derelict, dominated by empty lots and crumbling structures, and almost entirely inaccessible to the public.

Building on the Community 197-a Plans

The Greenpoint and Williamsburg Waterfront 197-a Plans, sponsored by Community Board 1 and officially adopted in January 2002, were the result of years of community effort and collaboration with the Department of City Planning. The plans articulated a number of principles that have guided the *Greenpoint-Williamsburg Land Use and Waterfront Plan*, including:

• *Achieving waterfront access.* Both plans place the highest priority on new and improved public spaces along their waterfronts.

• *Facilitating housing and local commercial development.* Recognizing the need for new housing to serve diverse income levels, both plans propose new development on vacant and underused land, at a scale compatible with surrounding neighborhoods.

• *Pursuing rezoning actions*. Both the Greenpoint and Williamsburg 197-a Plans encourage expeditious rezoning actions to address these issues and opportunities



Building upon these principles, the *Greenpoint-Williamsburg Land Use and Waterfront Plan* seeks to accomplish the following objectives:

• **Reflect changing conditions.** Enact comprehensive zoning changes to address the dramatic changes that have taken place in recent decades, and to prepare the communities for the twenty-first century.

• **Promote housing opportunities.** Capitalize on vacant and underused land for new housing development, addressing both local and citywide needs.

• *Fulfill the city's commitment to affordable housing*. Under the Mayor's housing plan, New York City is committed to investment in affordable housing, particularly in areas rezoned for residential use.

• *Address neighborhood context.* New development should fit in with its surroundings, building on the strong character of the existing neighborhoods.

• **Protect important concentrations of industrial activity.** While industry in the area has been declining sharply for decades, manufacturing zones should be retained where important concentrations of industrial activity and employment exist.

• *Create a continuous waterfront walkway and maximize public access to the waterfront.* Establish a blueprint for a revitalized, publicly accessible East River waterfront.

• *Facilitate development that will reconnect the neighborhood to the waterfront.* Taking into account the difficulties of waterfront redevelopment, shape new development so that it connects the inland neighborhoods to the waterfront.

Greenpoint-Williamsburg - Approved! **Planning Framework - Existing Zoning**

Planning Framework:

- Background
- Existing Zoning
- Decline in Industrial Activity
- <u>Residential Growth</u>
- Land Use Framework

The existing zoning in Greenpoint-Williamsburg reflects historical land uses. Blocks nearest the waterfront are zoned M3, a district that accommodates heavy industrial uses. Adjoining M1 zones, permitting light industry such as warehouses, form a buffer between the waterfront M3 zone and the traditional upland residential core. The M1 and M3 manufacturing designations permit industrial and some commercial uses, but they do not permit new residential uses. The maximum permitted *floor area* ratio (FAR) in these M districts is 1.0 or 2.0.

Although areas to the east and south of the study area permit residential use (R6, R7 and C4-3 zoning districts), new residences within the 170-block study area itself are either not permitted at all, or are permitted in a limited way only in two special districts established in the 1970s in recognition of their mixed use character.

The Special Northside Mixed Use District (N), created in 1976, has two mixed-use components: primarily residential R(M) areas, and primarily industrial M(R) areas. Specified industrial



Existing Zoning

<u>View a larger size graphic</u>

uses are allowed by special permit in R(M) areas. Most residential development is allowed only by special permit in M(R) areas. Only a handful of special permit applications have been filed since the district was created. Nevertheless, residential use has spread and, in areas designated for primarily industrial use, manufacturing activity has declined sharply.

The Special Franklin Street Mixed Use District (FR), is essentially a residential district that permits a limited number of industrial uses by special permit. Since 1975, nearly all industrial use has left and, in the past two years, three new residential buildings have been constructed in the district.

Greenpoint-Williamsburg - Approved! Planning Framework - Decline in Industrial Activity

Planning Framework:

- Background
- Existing Zoning
- Decline in Industrial Activity
- <u>Residential Growth</u>
- Land Use Framework

Since reaching nearly 1.1 million jobs in 1947, manufacturing employment in New York City has fallen by nearly 80 percent. This long-term trend has had profound effects on areas that were once concentrations of heavy industry, such as Greenpoint-Williamsburg.

Based on 2002 New York State Department of Labor data, backed up by field surveys, The Department of City Planning compared recent industrial employment trends within five industrially zoned areas in Brooklyn Community District 1: Williamsburg, Greenpoint, and the Bushwick Inlet area, all within the study area; and Eastern Greenpoint and the East Williamsburg In-Place Industrial Park (EWIPIP), outside the study area.

As shown in the figures below, both the Williamsburg and Greenpoint areas lost approximately 40 percent of their industrial jobs between 1991 and 2002, exhibiting a shift over time from the once-dominant heavy (manufacturing) uses to lighter industrial activity including wholesaling, distribution, and construction. Manufacturing employment alone declined by 72 percent in Williamsburg, and 60 percent in Greenpoint between 1991 and 2002. These data, confirmed by the Department's land use surveys, indicate that many large manufacturing employers -- particularly in the apparel



sector, which has been strongly affected by global trade and economic shifts -- are no longer present in the area. While some smaller manufacturing firms remain, industrial activity in Williamsburg and Greenpoint has shifted toward non-manufacturing uses such as the wholesaling and distribution of food and beverages, furniture, and apparel, as well as construction-related uses.

Bushwick Inlet is the only area within the rezoning study area where industrial employment increased between 1991 and 2002. Upland blocks exhibited stability and a significant number of industrial jobs, with moderate growth in construction and wholesaling jobs. However, waterfront blocks within this area remain largely vacant or underutilized. The Bayside Fuel depot on Bushwick Inlet has indicated its intent to discontinue operations at this site, and in late 2002, Consolidated Freight, a large freight forwarding company with facilities on the waterfront in this area, declared bankruptcy and ceased operations.

In other portions of CD 1 not within the study area, private-sector industrial employment remained stable between 1991 and 2002. In the EWIPIP, manufacturing employment accounted for more than half of over 8,200 industrial jobs in 2002. Industrial employment in the eastern portion of Greenpoint remained stable between 1991 and 2000, with an increase in construction-related industry. The Eastern Greenpoint area also contains the Newtown Creek Water Pollution Control Plant, a vital city facility which is currently being upgraded. No zoning changes are proposed for the EWIPIP or Eastern Greenpoint.

CD 1 Industrial Jobs by Area

1991-2002



Industrial Employment

Industrial Employment

Greenpoint Study Area, 1991-2002





CD1 Industrial Study Areas

Greenpoint-Williamsburg - Approved! Planning Framework - Residential Growth

Planning Framework:

- Background
- Existing Zoning
- Decline in Industrial Activity
- · Residential Growth
- Land Use Framework

During the early development of Greenpoint-Williamsburg, before the advent of zoning, housing was built in clusters or sometimes interspersed with factories. Some areas, including the center of Northside and along Franklin Street in Greenpoint, were primarily residential then, and remain primarily residential today.

Elsewhere, older residential buildings are located in areas currently zoned for industrial or automotive use -- such as along Berry Street, Wythe Avenue, and Grand Street in Williamsburg, and Calyer and Clay Streets in Greenpoint. Although these buildings contribute to the area's enduring mixed-use character, existing zoning does not permit new residential uses or the reactivation of residential buildings that have been vacant for more than two years.

With the conversion of loft buildings to residential use in recent years, new residential uses have been emerging within industrially zoned areas. Though many of the conversions occurred illegally, they have nonetheless activated the oncevacant upper floors of many older loft buildings. The animated graphic of residential growth in Williamsburg (below), and the



map of residential growth throughout the rezoning study area (above-right), show the extent to which residential use has spread from the traditional core of Williamsburg and Greenpoint onto virtually every block of adjoining areas. These surrounding areas contain a varied mix of older residential buildings, loft conversions, and industrial and commercial uses, a pattern best suited to the mixed use zoning proposed in the Greenpoint-Williamsburg Rezoning.



Residential Growth

Greenpoint-Williamsburg - Approved! Planning Framework - Land Use Framework

Planning Framework:

- <u>Background</u>
- Existing Zoning
- Decline in Industrial Activity
- <u>Residential Growth</u>
- Land Use Framework

Based on an analysis of existing land use and recent trends in the Greenpoint-Williamsburg study area, the department developed a land use framework, which was first presented to the Brooklyn Community Board 1 Rezoning Task Force in August 2002. This framework, shown at right, identifies:

Residential areas: While none of the study area is currently zoned as a residential district, several sections exhibit a predominantly residential character, including areas on the edges of larger residential neighborhoods – near Grand Street; northeast of McCarren Park; and along the west side of Franklin Street in Greenpoint – as well as area near the Bedford Avenue station of the L subway line in Williamsburg. Land uses in these areas are mostly residential buildings and community facilities such as schools and houses of worship.

Mixed-use areas: These areas contain a mix of older residential buildings, converted loft buildings, and light industrial uses, as well as vacant and underused buildings and land. Mixed-use areas surround the residential core of Williamsburg, and, in Greenpoint, are found primarily between Franklin and West Streets.

Commercial corridors: Although commercial uses are scattered throughout the mixed-use areas, the two principal commercial corridors are Manhattan Avenue (in Greenpoint) and Bedford Avenue (in Williamsburg). Greenpoint Avenue and Grand Street, running east-west, were also developed originally as local retail streets. In addition, North 6th Street and Green Street, which contain storefronts and older commercial buildings and terminate in piers on the waterfront, are identified here as potential secondary commercial corridors.

Industrial areas: Based on land use surveys and analysis of employment data, three industrial areas are identified where manufacturing zoning should be maintained:

- The area roughly between McCarren Park and Kent Avenue/Franklin Street is almost exclusively industrial, and buildings are mostly low-rise and more modern than elsewhere in the study area. Activities include glass manufacturing, a brewery, plastic bag manufacturing, metal stamping, and a variety of construction-related activities.
- At the southwest edge of the study area, the area encompassing the Domino Sugar plant, Con Edison and New York Power Authority storage and power generation facilities is an industrial area. Zoning here should facilitate continuing and future industrial uses on these sites.
- The northernmost two blocks between Manhattan Avenue and McGuinness Boulevard, next to the Pulaski Bridge approach and across Manhattan Avenue from the Greenpoint Manufacturing and Design Center, remain predominantly industrial.

The waterfront: Approximately two miles of waterfront, extending from Manhattan Avenue southward to North 3rd Street, are analyzed as a contiguous whole offering singular opportunities for open space and residential development. Manufacturing zoning should be maintained only in the area of the Greenpoint Manufacturing and Design Center, an active industrial facility on Manhattan Avenue.

Existing Land Use



<u>View full size graphic</u>.

Land Use Framework





Greenpoint-Williamsburg - Approved! Upland Areas - Neighborhood Scale and Context

Upland Areas:

- Neighborhood Scale and Context
- <u>Proposed Upland Zoning Districts</u>
- Proposed Upland Zoning Map

The distinctive physical character of Greenpoint and Williamsburg is shaped by a mix of low- and midrise residential and industrial buildings in the upland neighborhood. To ensure that any zoning changes would produce new development that fits in with this context, the Department performed a block-byblock analysis of the area's building stock. Three types of buildings predominate:

Three- to four-story

buildings. Many residential blocks contain three- to fourstory brick or frame buildings, often with stoops, which form a continuous <u>street wall</u>. These areas include pockets west of Franklin Street in Greenpoint, the area near the Bedford Avenue L station in Williamsburg, and smaller areas northeast and south of McCarren Park.

• Five- to six-story buildings. In other areas, six-story apartment buildings line the street. The study area also contains numerous older, industrial loft buildings, including clusters along West Street, near N. 11th Street and Berry Street, and along N. 3rd Street. Many of these buildings have been converted partly or wholly to residential use.

• Low-rise industrial buildings and vacant land. The study area contains pockets of vacant land and underbuilt parcels, generally containing one-story industrial buildings, including areas along Metropolitan Avenue, south of McCarren Park, along West Street, and east of the Brooklyn-Queens Expressway.



Berry Street between N. 8th St. and N. 9th St.



Withers St. between Union Ave. and Lorimer St.



Havemeyer St. at N. 7th St.



Greenpoint Ave. between West St. and Franklin St.



Low-rise industrial buildings



Vacant land



View a full size graphic.

🛃 <u>View a full size graphic</u>.

Greenpoint-Williamsburg - Approved! Upland Areas - Proposed Upland Zoning Districts

Upland Areas:

- <u>Neighborhood Scale and Context</u>
- Proposed Upland Zoning Districts
- Proposed Upland Zoning Map

The Department is proposing a range of residential zoning districts to match the distinct context and scale of each wellestablished neighborhood and to require that scale in adjoining underbuilt areas where new development is possible. The table below summarizes the specifications of each residential district:

R6B districts are <u>contextual zoning</u> districts that permit a maximum <u>floor area</u> <u>ratio (FAR)</u> of 2.0, a maximum building height of 50 feet, and a maximum <u>street</u> <u>walls</u> base height of 40 feet. Typical buildings are four to five stories. Buildings are required to line up with the streetwall of neighboring buildings, curb cuts are prohibited on small lots, and the <u>Quality Housing program</u> is mandatory. R6B districts are applied in areas characterized by three- to four-story residential buildings (e.g., portions of Bedford Avenue, Berry Street, Oak Street and Calyer Street) and to adjoining underbuilt areas.

R6A districts are contextual zoning districts that permit a maximum floor area ratio (FAR) of 3.0, a maximum building height of 70 feet, and a maximum streetwall base height of 60 feet. Typical buildings are six to seven stories. R6A districts are proposed in areas with a five- to six-story context (e.g., near Berry and N. 11th Streets, Wythe and N. 3rd Streets, and along West Street) and to adjoining underbuilt areas, as well as along major streets such as Union Avenue, and near McCarren Park.

R7A districts are contextual zoning districts that permit a maximum floor area ratio (FAR) of 3.0, a maximum building height of 80 feet, and a maximum streetwall base height of 65 feet. Typical buildings are six to eight stories. This district is proposed for an area in Williamsburg where Bedford Avenue meets McCarren Park, and where a vacant site offers significant potential for new housing development.

R6 districts allow a maximum FAR of 2.43 (without the Quality Housing option), or a maximum of 2.2 FAR on a narrow street and 3.0 FAR on a wide street (under the Quality Housing option). Under Quality Housing, height limits are similar to those for R6B districts (on narrow streets) and R6A districts (on wide streets). Without Quality Housing, height is regulated by the sky exposure plane, which relates building height to distance from the street and can produce buildings of valous heights, up to 14 stories tall on large lots.





R6A-type building



R6 districts are proposed where height limits would be inappropriate, including areas characterized by tall buildings or a mix of heights, as well as sites where the district's more flexible regulations are needed for site planning -- on irregularly shaped sites, and near large structures such as bridges or elevated highways. Examples of locations where R6 districts are proposed are near the Williamsburg and Pulaski Bridges and the Brooklyn-Queens Expressway.

Res. District	Maximum FAR	Max. Base Height	Max. Total Height	Quality Housing
R6B	2.0	40'	50'	Mandatory
R6A	3.0	60'	70'	Mandatory
R7A	4.0	65'	80'	Mandatory
R6	 - 2.43 (height factor option) - 2.2 on narrow street, 3.0 on wide street (Quality Housing option) 	n/a (sky exposure plane)	n/a (sky exposure plane)	Optional

Special Mixed Use District (MX). The Special Mixed Use District is a special zoning district that is currently mapped in several locations throughout the city, including Dumbo and Red Hook in Brooklyn, Port Morris in the Bronx, and West Chelsea in Manhattan. It combines a light industrial (M1) district with a residential district, and permits a mix of selected light industrial, commercial, residential, and community facility uses under the applicable regulations. The MX district permits mixed-use buildings, and includes an expanded definition of "home occupations," permitting a broader variety of live-work accommodations than is allowed in standard zoning districts. In Greenpoint-Williamsburg, an MX district combining an M1-2 district with R6B, R6A, and R7A districts is proposed for mixed-use areas identified in the land use framework.

Greenpoint-Williamsburg - Approved! Upland Areas - Proposed Upland Zoning Map

Upland Areas:

- <u>Neighborhood Scale and Context</u>
- Proposed Upland Zoning Districts
- Proposed Upland Zoning Map

By combining the fine-tuned selection of appropriate zoning districts with the land use framework, the proposed zoning map for the upland areas of Greenpoint-Williamsburg respects the physical character of these neighborhoods and, at the same time, creates potential for much-needed new housing, including opportunities for new affordable housing under the Mayor's housing plan. It also creates a framework for legalizing converted loft buildings, which cannot legalize under current zoning, and protects vital industrial areas.

• <u>R6B</u>, <u>R6A</u>, <u>and R6</u> districts are proposed for areas where existing uses are primarily residential, reinforcing this residential neighborhood character.

• <u>Special Mixed Use (MX) Districts</u> are mapped to permit a mix of uses, pairing an M1-2 industrial district with either an <u>R6B, R6A,</u> <u>R7A, or R6</u> residential district.



View a larger size graphic

Commercial overlays would be mapped on both primary and

secondary retail corridors such as Bedford Avenue and Grand Street. (Mixed-use districts would also permit commercial use.)

• Manufacturing zoning (M3) would be retained in the area surrounding the Domino Sugar plant on the Williamsburg waterfront. In the industrial area west of McCarren Park, and on the two northernmost blocks between Manhattan Avenue and the Pulaski Bridge approach, M1-2 (light industrial) zones are proposed in order to require enclosure of new industrial uses.

Upland Areas: Proposed Zoning

Regulations within proposed upland zoning districts				
Res. District	Maximum FAR	Max. Base Height	Max. Total Height	Quality Housing
R6B	2.0	40'	50'	Mandatory
R6A	3.0	60'	70'	Mandatory
R7A	4.0	65'	80'	Mandatory
R6	 - 2.43 (height factor option) - 2.2 on narrow street, 3.0 on wide street (Quality Housing option) 	n/a (sky exposure plane)	n/a (sky exposure plane)	Optional

Greenpoint-Williamsburg - Approved! Waterfront Access - Principles

Waterfront Access:

- Principles
- <u>The Greenpoint-Williamsburg Waterfront Access Plan</u>

For years, the Greenpoint and Williamsburg communities have sought public access to the East River waterfront, an objective that can finally be realized with the potential for waterfront redevelopment. The waterfront access component of the Greenpoint-Williamsburg rezoning is guided by the following principles:

• Articulate a vision for the entire East River waterfront. Formulate recommendations that treat the waterfront as a single, seamless whole.

• *Provide a continuous waterfront walkway.* Though walkway segments will be built in increments, establish a route for a continuous path along the waterfront.

• *Maximize opportunities for public access and connections to the neighborhood.* Establish public access areas that respond to local geography and needs, with clear linkages between the waterfront and upland areas.

• Integrate the proposed Olympic site into the waterfront open space *network*. Coordinate open space planning with the NYC2012 Olympic bid's proposal for athletic facilities and an open space legacy on the Williamsburg waterfront.

Waterfront Zoning: Public Access Requirements

Article VI, Chapter 2 of the New York City Zoning Resolution, commonly known as waterfront zoning, includes requirements for public access upon residential or commercial development of a waterfront parcel. Under these rules, residential or commercial redevelopment of individual parcels would require developers to build and maintain specified public access areas, including a waterfront walkway and pedestrian connections to public streets or parks. A more detailed description of <u>waterfront zoning's public access requirements</u> is available.







Greenpoint-Williamsburg - Approved! Waterfront Access - The Greenpoint-Williamsburg Waterfront Access Plan

Waterfront Access:

- Principles
- The Greenpoint-Williamsburg Waterfront Access Plan

A Waterfront Access Plan (WAP) tailors the <u>public access requirements of</u> <u>waterfront zoning</u> to the specific conditions of a particular waterfront. A WAP can specify the locations of particular access elements, such as supplemental access areas, modifying or reducing public access requirements, but it cannot increase the total public access requirement on a given parcel.

The Department is proposing a WAP, which becomes part of the zoning text, in order to establish a coordinated framework for public access to the Greenpoint-Williamsburg waterfront in advance of development. The Greenpoint-Williamsburg WAP takes advantage of this opportunity to enlarge existing waterfront park spaces and to mandate connections to the neighborhood at important locations. In addition, proposed zoning text changes would allow the Greenpoint-Williamsburg WAP to combine public access requirements on parcels spanning multiple blocks, allowing several smaller spaces to be combined into a single, larger and more useful public access area, which is not possible under existing waterfront zoning regulations.

Together with existing waterfront parks and proposed new parkland, the Greenpoint-Williamsburg WAP would provide a mechanism for coordinated, site-by-site development of an interconnected public open space network. The elements of this open space network include:

Greenpoint-Williamsburg WAP



• Existing and proposed waterfront parks, including Newtown Barge Park, the former WNYC transmitter site at the end of Greenpoint Avenue, the planned state park on the Williamsburg waterfront between N. 7th and N. 9th Streets, and the planned street-end park at Manhattan Avenue. The open space plan also takes into account Grand Ferry Park, located outside the waterfront area proposed for rezoning.



Grand Ferry Park, Brooklyn

•*Mapped parkland including the proposed Olympic site.* As part of the Greenpoint-Williamsburg rezoning, the waterfront blocks between N. 9th Street and the northern edge of Bushwick Inlet would be mapped as parkland. Together with the state park, the proposed mapped park would accommodate venues for Olympic events such as beach volleyball and archery, as identified within NYC2012's Olympic bid. (The city is actively opposing a proposed power plant at the southern edge of Bushwick Inlet.)

continuous shore public walkway running from the end of Manhattan Avenue in Greenpoint to the end of N. 3rd Street in Williamsburg. Subject to design standards, this path would generally trace the water's edge, linking the larger open spaces along the East River. Within the standard, 40-foot-wide shore public walkway, various types of pedestrian paths can be built, buffered by planted areas. These spaces can include places for people to get down to the water's edge.



St. George, Staten Island



Riverside South Park, Manhattan



Toronto Waterfront



Hudson River Park, Manhattan

• **Upland connections.** Public streets provide access to the shore public walkway at certain locations. In locations where access is not available via public street, the WAP requires upland connections to provide publicly accessible walkways connecting to upland streets. For instance, an upland connection is mandated at Green Street, creating an important east-west connection between a commercial corridor and a pier that would not be required without the WAP.

• Public access to piers. Public access would be required on all piers, in accordance with the requirements of waterfront zoning.

• *Supplemental access areas.* Where sites generate supplemental access requirements, the WAP applies them strategically to enlarge other waterfront open spaces. Supplemental access is mapped adjacent to parks (e.g., the former WNYC transmitter site), alongside shore public walkways, and at other locations where they provide important connections. For example, Newtown Barge Park could be enlarged by adding an adjacent two-acre city-owned parcel, extending the park to the water as far south as Dupont Street. Where supplemental access requirements widen the shore public walkway, features could include tot lots, landscaped sitting areas, or access points to the water.

• *Visual corridors.* Visual corridors, which require unobstructed views to the water, can be located within mapped streets or on private property. The WAP proposes visual corridors both in conjunction with upland connections (e.g., at Green Street), and at locations where upland connections cannot be mandated (e.g., at Oak Street), in order to extend views from the street grid to the water at every possible location.

Together, this combination of parks and publicly accessible open spaces would create an open space network comprising up to 49 acres on the Greenpoint-Williamsburg waterfront.

The Greenpoint-Williamsburg WAP identifies specific locations for required public access areas on private development parcels; establishes requirements for widened shore public walkways, parks, and plazas; allows flexibility for different shore treatments and quality landscape design, and establishes parameters for consistency of design along this waterfront. In a collaborative effort between the Department and the Community Board 1 Rezoning Task Force, the Task Force selected design elements for lighting, benches, and railings in waterfront public access areas. These selections are embodied in the WAP's design guidelines.

Waterfront Zoning: Public Access Requirements

Article VI, Chapter 2 of the New York City Zoning Resolution, commonly known as waterfront zoning, includes requirements for public access upon residential or commercial development of a waterfront parcel. Under these rules, residential or commercial redevelopment of individual parcels would require developers to build and maintain specified public access areas:

Shore public walkways.

A continuous walkway must be provided along the shoreline of a development site. This area typically contains one or more pedestrian paths as well as buffer areas. In medium and higher density districts, the minimum width for a shore public walkway is 40 feet.

Upland connections.

Paths connecting the shore public walkway to streets and sidewalks or parks are required at specified intervals. In medium and higher density districts, the minimum width for an upland connection is 30 feet. Upland connection requirements can also be satisfied within a private street by building sidewalks at least 12 feet wide.

Visual corridors.

Unobstructed views to the water are required at specified intervals. Where visual corridors are extensions of streets, they must be as wide as the street; elsewhere, visual corridors must be at least 50 feet wide.

Public access on piers.

Piers that are part of a waterfront lot must be accessible to the public. Public access is required on both sides of piers for their entire length.

Supplemental public access areas.

Waterfront developments are required to provide a minimum of 15 to 20 percent of their lot area for public access. (In R6 districts, this minimum is 15 percent; in R8 districts, it is 20 percent). If the sum of other public access requirements is less than this percentage, the development must provide one or more supplemental public access areas, which can be parks, plazas, or sitting areas. Like other public access areas, these areas are subject to design guidelines. Maintenance and access. Under waterfront zoning, public access areas must be open to the public between dawn and dusk. Public access requirements are recorded in a restrictive declaration against the property, and are maintained by the property owner under a maintenance and operation agreement signed with the Department of Parks and Recreation.

Design guidelines.

Section 62-60 of the Zoning Resolution contains a detailed set of design standards for waterfront public access areas and visual corridors. It includes parameters for their location and configuration, as well as requirements for paving, planting, seating, lighting, signage, fences and guardrails.

Greenpoint-Williamsburg - Approved! Waterfront Development - Goals and Constraints

Waterfront Development:

- Goals and Constraints
- Proposed Zoning
- Illustrative Images
- Illustrative Animations

The Greenpoint-Williamsburg Rezoning proposal lays out a set of principles to guide the zoning proposal for waterfront blocks in Greenpoint-Williamsburg. The principles themselves stem from the community's goals, balanced against the constraints involved in waterfront development. The underlying goals for waterfront development are drawn from the Department of City Planning's analysis, the community's 197-a Plans, and the continuing input of the Community Board 1 Rezoning Task Force.

- Be comprehensive -- plan for the whole waterfront;
- Achieve public access to the waterfront;
- Facilitate housing development, at a moderate density, with a variety of housing types;
- Require development to address the scale of the existing neighborhood; and
- Promote quality design.

At the same time, waterfront development poses a unique set of challenges:

- Waterfront sites are privately owned;
- Most waterfront access on privately owned sites will be achieved only upon development, which will occur only if it is financially feasible; and
- A variety of factors contribute to higher development costs on waterfront sites, including: the cost of new infrastructure, such as utilities and roads; necessary repairs at the water's edge; environmental remediation; a high water table that generally means construction of above-ground parking structures; and public access requirements, which limit the lot area available for buildings.

Waterfront Development Principles

Recognizing both the goals and challenges of waterfront development, the following principles are identified:

- Facilitate development that reconnects the neighborhood to the waterfront. Waterfront development should connect upland neighborhood and the waterfront, rather than separate them.
- Locate low-rise buildings at the neighborhood's edge. Create a smooth transition in building scale and form from upland neighborhoods to waterfront blocks.
- Locate taller buildings near the water's edge. Taller buildings should be shifted away from the low-rise buildings and narrow streets of upland neighborhoods, and toward the water, where they can frame new open spaces.
- *Create a varied and compelling skyline.* Building heights should vary along the waterfront, avoiding monotonous, monolithic development.



- Encourage a variety of built forms and quality design. Zoning should accommodate a variety of building types, and promote high-quality architecture and urban design.
- Create a pedestrian-friendly streetscape. Development should relate to public streets and public access areas, rather than turn its back on them.
- Accommodate water-based transportation. Water taxi service should be accommodated along the Greenpoint-Williamsburg waterfront to supplement the existing transportation network.

Greenpoint-Williamsburg - Approved! Waterfront Development - Proposed Zoning

Waterfront Development:

- Goals and Constraints
- Proposed Zoning
- <u>Illustrative Images</u>
- <u>Illustrative Animations</u>

Based on the principles described above, as well as detailed zoning and urban design analyses of the major waterfront redevelopment sites, the Department is proposing zoning map and text changes suited specifically to the Greenpoint-Williamsburg waterfront.

The **proposed zoning** combines zoning map changes with zoning text modifications that would apply specifically to the area governed by the Greenpoint-Williamsburg Waterfront Access Plan:

•*Mix of R6 and R8 zoning districts.* The proposal would map R6 (2.43 FAR) and R8 (6.02 FAR) districts in a pattern that produces an FAR of 4.3 on waterfront development parcels. (Note: The <u>initial option</u> analyzed, an R7-3 (5.0 FAR) zoning district under existing waterfront zoning rules, would be poorly suited to these sites.) To ensure a sensitive transition to the upland, R6 zoning would require low-rise buildings at the neighborhood edge. The R8 districts, and the taller buildings they would accommodate, are located closer to the water. Zoning text modifications would allow greater flexibility in transferring floor area across district boundaries within parcels, to provide for better site planning.



•*Height Limits.* Different height limits would apply in R6 and R8 districts, providing for variation in the skyline. To limit heights where the waterfront meets existing neighborhoods, new buildings In R6 districts within 100 feet of Commercial Street, Kent Avenue, Franklin Street, West Street, or Dupont Street would be limited to a maximum height of 65 feet (and a limit of six stories). Elsewhere in R6 districts, buildings would be permitted to rise to a maximum of 150 feet (the standard height limit for R6 districts on waterfront blocks). In R8 districts, buildings could rise to a maximum of 250 feet, as currently allowed under zoning. In addition, on sites where multiple towers can be built in R8 districts, half of those towers would be permitted to rise to a maximum of 350 feet.

• *Floorplate Rules.* To reduce the number of towers necessary to accommodate floor area on a site, and to provide for more economical construction, modifications are proposed to the size of building floor plates in this area. In R6 districts, the existing maximum of 8,100 square feet per tower floor would remain in effect. In R8 districts, floor plates of up to 11,000 square feet would be permitted. To prevent excessively long slab buildings, the maximum length of any tower would be limited to 170 feet (the length of a building fronting on a standard 200-foot-long city block).



Proposed Zoning

•**Building Setbacks.** Where a building consists of a tower rising above a base, a setback would be required at the top of the base. For towers, existing regulations require a wedding-cake style, with setbacks for each of the top four floors of a building. The proposed rules are simplified to include a single setback below the uppermost 40 feet of the building, in order to provide architectural articulation.

•*Commercial Uses.* A C2-4 commercial overlay district along the upland edge of waterfront blocks (e.g., Commercial Street, West Street, Kent Avenue) would permit local retail use along these streets. To activate waterfront public access areas and the east-west routes leading to them, small commercial establishments (less than 10,000 square feet each) would be permitted in portions of waterfront blocks outside the C2-4 overlay. In addition, docks for water taxis would be permitted along the waterfront.

•Additional Streetscape Rules. Several additional rules would create a pedestrianfriendly streetscape. Parking garages must be "wrapped" with residential, commercial, or community facility floor area, preventing exposed parking garages and their deadening effect on the street. Streetwall continuity would be required along the upland end of waterfront blocks, so that development cannot turn its back to the adjoining neighborhood. Finally, the planting of street trees -- particularly important in a community that has lost many of its trees to Asian longhorned beetle infestation -would be required on waterfront blocks.

Waterfront Park Mapping

As noted <u>above</u>, the rezoning proposal calls for mapping a new waterfront park extending from Bushwick Inlet to the state park site in Williamsburg. Proposed changes to the City Map would demap portions of North 9th, North 10th, North 11th, North 12th, and Quay Streets west of Kent Avenue/Franklin Street, and would map as park the resulting waterfront parcel, a total of approximately 28 acres between North 9th Street and the northern edge of Bushwick Inlet.









Analysis of R7-3 (5.0 FAR) option

The Department modeled waterfront development sites under an R7-3 (5.0) FAR zoning district. As shown here, there are several reasons why this zoning designation would be poorly suited to these sites:

• Tall buildings (up to 225 feet) would be located directly at the neighborhood edge;

• As-of-right development under these rules produces numerous towers and a site plan that is undesirable from an urban design standpoint and difficult to build from a developer's perspective.

• Uniform tower heights produce a monotonous skyline along the waterfront.

• Development is forced to maximize permitted building envelopes, constraining site planning flexibility.



Rendering of R7-3 (5.0 FAR)

Greenpoint-Williamsburg - Approved! Waterfront Development - Illustrative Images

Waterfront Development:

- Goals and Constraints
- Proposal
- Illustrative Images
- Illustrative Animations

Note: The graphics below are illustrative representations of development under the proposed zoning, and do not represent the amount of development expected in the foreseeable future as a result of the action.

As shown in this illustrative massing of the blocks between N. 4th and N. 7th Street in Williamsburg, the proposed zoning regulations achieve a low-rise edge with the community, with buildings of no more than six stories, and shift taller buildings toward the waterfront. The proposed text changes yield varied heights, producing a compelling skyline. Finally, the average FAR of 4.3 across development sites makes possible superior site planning.



The proposed zoning was modeled for all development sites within the rezoning area. As shown in the illustrative massing of these sites, a variety of site plans that follow the waterfront development principles outlined above could be produced under the proposal.



The renderings below illustrate the type of new development that would be possible under the proposed zoning, including

public open spaces along the waterfront and a sensitive transition to the existing neighborhood.



Looking south along West Street from the intersection of Freeman Street. The proposed 65-foot height limits along the west side of Commercial Street, West Street, and Kent Avenue requires waterfront development to meet the neighborhood at a low scale.



Looking west along the extension of North 4th Street in Williamsburg. The proposed Waterfront Access Plan would require new development to include publicly accessible waterfront open spaces.



Looking north along West Street at the intersection of Commercial Street. The proposed enlargement of Newtown Barge Park would open to the public the water's edge and spectacular views.



View from the East River of the Greenpoint-Williamsburg waterfront, illustrating new parks and a continuous waterfront esplanade, along with the theoretical maximum development on waterfront sites. Proposed zoning text changes ensure variation in building heights along the waterfront.

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Greenpoint-Williamsburg - Approved! Waterfront Development - Illustrative Animations

Waterfront Development:

- Goals and Constraints
- <u>Proposed Zoning</u>
- <u>Illustrative Images</u>
- Illustrative Animations

Please Note: The graphics below, and the animations to which they link, are illustrative representations of development under the proposed zoning, and do not represent the amount of development expected in the foreseeable future as a result of the action.

The animations illustrate how the proposed zoning regulations for this waterfront would achieve a sensitive transition to the scale of the neighborhood, with buildings of no more than six stories, and shift taller buildings toward the waterfront. The proposal would establish a continuous network of waterfront parks and public access areas, along which small commercial establishments such as cafes could be located.



3-D animations produced by Screampoint LLC.





In addition, if you are not using Internet Explorer 5.x or greater, you must install a <u>special plug-in</u> from Microsoft's web site.

Please Note: AOL users may be prompted to download additional plug-ins. Once downloaded, close the media player and return to the original link.

Greenpoint-Williamsburg - Approved! Environmental Impact Statement

The Department of City Planning issued a Positive Declaration, Environmental Assessment Statement, and Draft Scope of Work for the proposed action on October 8, 2003. The Department held a public hearing to solicit comments on the draft scoping document on November 13, 2003. Based on the public comments a Final Scoping Document was developed and released on June 4, 2004. The final scope of work was used as a framework for preparing a Draft Environmental Impact Statement (DEIS). A public hearing on the DEIS was held by the City Planning Commission in conjunction with the ULURP process on January 19, 2005. Public comments on the DEIS were received for a ten day period following the January 19 public hearing.

The Final Environmental Impact Statement (FEIS) was completed, and a Notice of Completion of the FEIS was issued on March 4, 2005. The modified applications for the Zoning Map Change (C 050111(A) ZMK) and the Zoning Text Amendment (N 050110(A) ZRK) that were filed on December 22, 2004 by the Department of City Planning were analyzed in the FEIS as the Revised Affordable Housing Bonus and Incentives alternative (Revised AHBI alternative).

Greenpoint-Williamsburg Rezoning Final Environmental Impact Statement

Cover, Table of Contents and Foreword		0.3 mb
Executive Su	ummary	0.9 mb
🛃 Chapter 1 –	Project Description	4.5 mb
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🛃 Chapter 4 –	Community Facilities and Services	1.6 mb
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🔥 Chapter 26 –	Irreversible and Irretrievable Commitment of Resources	0.1 mb
🖄 Chapter 27–	Response to Comments	0.9 mb

Greenpoint-Williamsburg - Approved! Timeline

Department of City Planning Certification	October 4, 2004
Community Board Review (60 days)	
CB 1 Public Hearing	November 16, 2004
Borough President Review (30 days)	
Borough President Public Hearing (Brooklyn Borough Hall)	December 9, 2004
City Planning Commission Review (60 days)	
Public Hearing NYC College of Technology, Klitgord Auditorium 285 Jay Street (between Johnson and Tillary Streets), Brooklyn.	January 19, 2005
Adoption of applications	March 14, 2005
City Council Review (50 days)	
Adoption of applications	May 11, 2005

Related Notes

- Description: Items accompanied by this symbol require the free Adobe Acrobat Reader.
- Brief explanations of terms in *green italics* can be viewed by <u>visiting glossary page</u>. Words and phrases followed by an asterisk (*) are defined terms in the Zoning Resolution, primarily in Section 12-10. Consult the Zoning Resolution for the official and legally binding definitions of these words and phrases.