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Project Description

This chapter provides descriptive information about the requested discretionary land use action(s) and the development project that could be facilitated by the requested actions. The purpose of this chapter is to convey project information relevant to the environmental review.

Introduction

The Applicant, Innovative Urban Living, LLC, is seeking discretionary approvals from the City Planning Commission (CPC) to facilitate the proposed large-scale development of a site located on Brooklyn Block 4430, Lot 1; and Block 4434, Lots 1 and 10 in the East New York neighborhood of Brooklyn, Community District 5 (the Development Site). These approvals include a zoning map amendment that would apply to the entire Project Area, which in addition to the Development Site includes *de minimis* portions of the north side of Block 4434, Lot 60 and Block 4431, Lots 70 and 100, and extends to the centerlines of Flatlands Avenue, Louisiana Avenue and Pennsylvania Avenue. Additional approvals include zoning text amendments to establish the Project Area as a Mandatory Inclusionary Housing (MIH) area and to expand the boundary of the Transit Zone to include the Rezoning Area, a large-scale general development special permit, and a special permit for a public parking garage (the Proposed Actions). A portion of the site is currently occupied by the 92,784-gross-square-foot (gsf) Christian Cultural Center (CCC) facility, which would remain on the site as part of the project.

The Proposed Actions would facilitate the development of a mixed-use, purpose-built development on the site of the CCC, which would be comprised of income-based affordable housing; a Performing Arts Center (PAC); a grocery store; local retail; new publicly accessible open space; and a variety of community facilities targeted to the civic, economic, educational, and cultural needs of the East New York neighborhood (the Proposed Project). Overall, the Proposed Project would include a total approximate 2,200,538-gsf development to be constructed in phases over a planned 10-year period, with ten buildings ranging from two to 15 stories.[1] The proposed building program for the site would include approximately 1,645,820 gsf of residential space accommodating approximately 2,050 residential units; approximately 100,904 gsf of community facility space, including general community facility space to include a day care (approximately 12,320 gsf), other community facility uses such as a senior center or medical clinic (approximately 9,900 gsf), and the existing CCC facility (78,684 gsf); approximately 110,570 gsf of commercial space that includes a grocery store (approximately 14,300 gsf) and local retail space (approximately 65,670 gsf), a trade school (approximately 14,100 gsf) to be located in one wing of the existing CCC building (thereby reclassifying approximately 14,100 gsf of existing community facility space to commercial space) and a PAC (approximately 16,500 gsf); and approximately 343,244 gsf of parking, including 145,684 gsf of below grade parking and a 197,560-gsf public parking garage that would accommodate accessory parking for the retail and community facility uses.[2]

The Applicant intends to develop a total of approximately 2,050 income-based residential units, including approximately 200 units of affordable senior or supportive housing and up to 100 residential units offering affordable home ownership opportunities, including affordable condominiums and approximately 30 maisonettes under affordable homeownership that would be within four of the residential buildings. The Proposed Project would also include approximately 84,950 square feet (sf) of publicly accessible passive open space, approximately 36,000 sf of private passive open space, and approximately 29,400 sf of private active open space.[3]

The Proposed Actions are subject to City Environmental Quality Review (CEQR). The New York City Department of City Planning (DCP), acting on behalf of the CPC, is the lead agency for the environmental review.

This chapter provides a summary and description of the Proposed Actions, the Project Area's location, existing conditions, project purpose and need, Proposed Project, reasonable worst-case development scenario (RWCDS) under the No-Action and With-Action conditions, and public review process required for approval of the Proposed Actions. The analyses following this chapter examine the potential for the Proposed Actions to result in significant adverse

[1] As shown in **Figure 1-2** below, the ten buildings include eight residential buildings, the above grade parking garage, and the PAC. Residential buildings 7 and 8 would be connected as one building and Buildings 9 and 10 would be connected as one building, though they would have separate residential lobbies.

[2] The 197,560-gsf public parking garage includes 18,400 sf of flex space that would be provided on the roof to allow for increased parking capacity during the church's peak parking periods (Sundays and Tuesday evenings). At all other times, this space would be reserved for recreational space.

[3] The proposed private active open space would also be accessible to the public. The rooftop recreation space, considered private active open space, would be accessible to the public with the exception of peak church parking demand periods on Tuesday evenings and Sundays and within the hours posted per the public access agreement (PAA). The playground would be available to the public outside of day care operating hours. However, as these spaces are considered private, they are not included in the quantitative analysis in the Open Space chapter.

environmental impacts in accordance with the appropriate guidance provided in the *2021 New York City Environmental Quality Review Technical Manual (2021 CEQR Technical Manual)* and the *Final Scope of Work*.

Project Area and Context

Development Site

The Development Site, as indicated above, encompasses the northern portion of the block bounded by Flatlands Avenue, Pennsylvania Avenue, Louisiana Avenue, and Vandalia Avenue and consists only of Block 4430, Lot 1 and Block 4434, Lots 1 and 10.

The Project Area, which is coterminous with the proposed Rezoning Area and the proposed Transit Zone expansion, contains the Development Site as well as de minimis portions of the north side of Block 4434, Lot 60 and Block 4431, Lots 70 and 100 and is bounded by the centerlines of Flatlands Avenue (a wide street with a width of approximately 110 feet) to the north, Pennsylvania Avenue (a wide street with a width of approximately 120 feet) to the east, and Louisiana Avenue (a narrow street with a width of approximately 70 feet) to the west (see **Figure 1-1**).

The Development Site runs along the full length of Flatlands Avenue from Louisiana Avenue to Pennsylvania Avenue to a depth as measured from Flatlands Avenue of up to approximately 597 feet, 6 inches along Louisiana, a depth of approximately 369 feet, 6 inches in the midblock, and a depth of approximately 291 feet along Pennsylvania Avenue. Overall, the Development Site has a lot area of approximately 10.32 acres, or approximately 449,653 sf. Approximately 562,066.25 zoning sf (zsf) of residential floor area is permitted at the Development Site under the present zoning controls, and approximately 899,306 zsf is permitted for community facility uses.

The Development Site is currently improved with the one-story (with mezzanine), 92,784-gsf CCC—a large, non-denominational house of worship constructed in 1997. Situated on the western portion of the Development Site and surrounded by a surface parking lot containing approximately 385 striped accessory parking spaces,[4] the CCC has a footprint of approximately 56,050 sf and is set back approximately 90 feet, 6 inches from Louisiana Avenue at its closest point and 129 feet from Flatlands Avenue. It is accessed via a curb cut along Flatlands Avenue immediately opposite of Alabama Avenue and via two existing curb cuts along Louisiana Avenue. The eastern portion of the Development Site is unimproved land, serving as a location for overflow parking during church services and other events at the CCC and otherwise not used.

The CCC serves as a "third place" for people to gather in worship, prayer, learning, and community service, with approximately 12,000 members attending in-person[5] on a regular basis and over 60,000 individuals attending virtually at different times. The primary space in the CCC building is a large worship center which currently has a capacity of approximately 3,800 persons. Other spaces in the building are used for the CCC's youth ministry, children's ministry, and kindergarten. In addition to the main worship center, the CCC building

[4] Parking spaces estimated based on an aerial of the Development Site and counts conducted during a site visit.

[5] Prior to COVID.

includes a lobby space, which can double as a banquet space, a chapel, a number of classrooms and conference rooms, a café space which is used as a public gathering space, and a meditation space. Throughout the CCC building are a number of religious historical artifacts and works of art and architecture which highlight Christian history as well as showcase symbols of faith and tradition of other religions.

All of these spaces are made available to the public, community groups, city agencies, and businesses in the area on a regular basis and for a wide range of purposes consistent with the values of the CCC, including for worship, weddings, funerals, baby dedications, counseling, graduations (e.g., for the FDNY), banquets (e.g., an interfaith meeting of 150 clergy), organization meetings (e.g., Alcoholics Anonymous), organizational needs (e.g., large training orientations, employment application screening center), and vocational training (construction, electrical, plumbing, and culinary). The CCC also uses its capacity virtually, through its administration and virtual teachings for the New School of Biblical Theology.

The CCC serves as a center to the surrounding community not only through its gospel and by providing a physical gathering space, but also through its support of the community at large. In particular, the CCC's largest community impact is through its food assistance program, which fed over 100,000 people per year in the last two years, including through home delivery to seniors and emergency response to disasters such as Hurricane Sandy, where the CCC provided food and also blankets and generators to those in need. Among its many community service accomplishments, the CCC has provided a computer lab to a local school, provided backpacks of school supplies to children in the neighborhood, and rebuilt homes in New Orleans. The CCC also leverages its capacity, including its roughly 1,500 volunteers, to assist smaller churches in their ministries, by raising money through corporate sponsorships, and by joining forces with other existing organizations to provide community services locally and abroad. The Proposed Development would increase the CCC's capacity to respond to the needs of the community and further these efforts.

Project Area

The Project Area contains the Development Site as well as de minimis portions of the north side of Block 4434, Lot 60 and Block 4431, Lots 70 and 100. The Project Area is located within East New York in Brooklyn Community District 5. The East New York neighborhood extends to the north, east, and south and the Canarsie neighborhood is located to the southwest and west. Louisiana Avenue comprises the eastern boundary of Brooklyn Community District 18.

Flatlands Avenue and Pennsylvania Avenue are the two major thoroughfares that abut the Project Area along the north and east, respectively. Flatlands Avenue runs east-west and provides access to Flatbush Avenue, Utica Avenue, Ralph Avenue, Remsen Avenue, and Rockaway Parkway. Pennsylvania Avenue runs north-south and includes an access point to the Shore Parkway (also known as Belt Parkway), an arterial highway to the south of the Project Area.

The Project Area is well-served by mass transit, including the following bus lines:

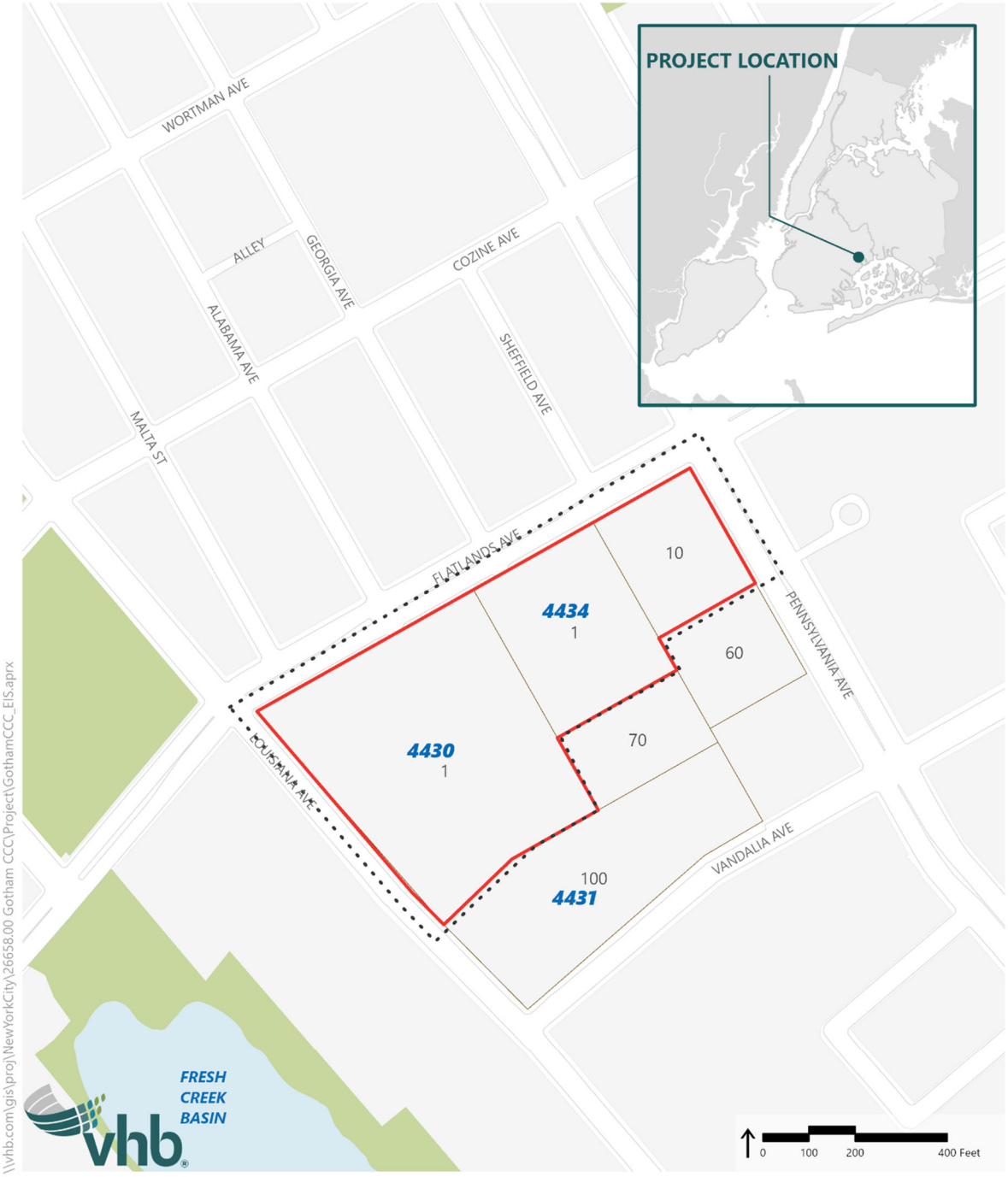
› BM2 Express and BM5 Express, which are express routes that commence at Starrett City and end in Manhattan. The BM2 provides access to Downtown Manhattan while the BM5 provides access to Midtown Manhattan.

- B6, which extends from East New York to Coney Island, and provides access to the Rockaway Parkway L subway station).
- B60, which extends from East New York (starting a block from the Project Area) to Williamsburg and provides access to the Rockaway Parkway L subway station).
- B82 and B82 Select Bus Service (SBS) (which extend from Starrett City to Coney Island and provide access door-to-door connection to the Rockaway Parkway L subway station (five stops away for B82, two stops for the B82 SBS). The B82 SBS only runs on weekdays.
- B83, which extends from Gateway Shopping Center to the Broadway Junction subway station (served by the A, C, J, L, and Z subway lines). The B83 bus line also provides access door-to-door connection to the Pennsylvania Avenue 3 subway station (an approximately 20-minute ride).
- B103 limited bus lines, which provides access to Downtown Brooklyn.

The East 105th Street and the Canarsie - Rockaway stations on the L Subway line are located an approximately 15- and 20-minute walk northwest from the Project Area, respectively. The Canarsie - Rockaway station is directly accessible from the B82 and B82 SBS bus lines and also the B6 and B60 lines. The Pennsylvania Avenue station on the 3 Subway line is located to the north of the Project Area.

The area located to the north of Flatlands Avenue is located within a Transit Zone, as set forth in Transit Zone Map 12 in Appendix I of the Zoning Resolution. Car ownership in the Surrounding Area is approximately 0.3 cars per household, based on census tract data for the Project Area (census tract 1058.04) and Starrett City (tract 1058.01). Across the Brooklyn transit zone, there is an average of 0.47 vehicles per household, and the overall average vehicle ownership rate for the entire borough of Brooklyn is 0.57 vehicles per household.

Figure 1-1 Site Location Map



*The Project Area boundary is coterminous with the Transit Zone expansion

The Project Area is currently mapped within an R5 zoning district. R5 districts are widely mapped in certain neighborhoods in the outer reaches of Brooklyn, Queens, and the Bronx, and permit residential and community facility uses listed in Use Groups 1 through 4. Commercial and manufacturing uses are not allowed in absence of a commercial overlay. R5 districts allow for a maximum FAR of 1.25 for most residential uses and 2.0 for community facility uses.

Overall, approximately 562,067.16 sf of residential floor area is permitted at the Development Site under the present zoning controls, and 899,307.46 sf is allowed for community facility uses. Lot coverage is limited to 55 percent for residential uses and limited to 60 percent for corner lots and 55 percent for interior lots for community facility uses.

Background and Surrounding Context

The Project Area is located at the northwestern end of the peninsula between Fresh Creek and Hendrix Creek—both inlets of Jamaica Bay. Much of the peninsula, including the areas south and east of the Project Area, is occupied by Spring Creek Towers (formerly known as Starrett City), a 140-acre affordable housing complex opened in 1974 that contains over 5,800 residential units in 46 buildings. The complex includes a community center and two schools. To the east of Spring Creek Towers/Starrett City, along Hendrix Creek, is the New York City Department of Environmental Protection's (NYC DEP) 26th Ward Wastewater Treatment Plant.

In addition to Spring Creek Towers/Starrett City, the area includes a number of other affordable housing properties. Immediately south of the Project Area are the New York City Housing Authority's (NYCHA) Vandalia Avenue complex and Council Towers, an assisted living facility for low-income seniors[6]. Northwest of the Project Area is the 65-acre, 1,600-unit Breukelen Houses complex, which extends from East 103rd Street to Louisiana Avenue, and the Breukelen Ballfields, which are located northwest of Flatlands Avenue between Williams and Louisiana Avenues. To the northeast is NYCHA's 21-building Linden House complex. These surrounding NYCHA housing developments were generally built between the 1950s and 1970s.

Across Flatlands Avenue to the north of the Project Area is a mapped M1-1 zoning district, an area that includes low-rise buildings constructed in the 1950s and 1960s. Businesses in this area include used car sales, auto repair, auto parts stores, transportation and busing businesses, and self-storage, along with mixed retail and commercial businesses. A 1980s low-rise commercial complex with restaurants, a bank, and a supermarket is located just west of the Project Area across Louisiana Avenue. The Fresh Creek Nature Preserve borders the creek's east and west sides; the area west of the creek consists mainly of single-family development that is part of the Canarsie neighborhood.

The Project Area was zoned R3-2 dating back to 1961, during which time the Project Area was configured as separate blocks bisected by Malta Street and Alabama, Georgia, and Sheffield Avenues. In 1966, the superblock to the east of the Project Area was rezoned to C4-2 and R5 (CP-18730). In 1967, the C4-2 portion of the Project Area was rezoned to R5 (CP-

[6] A narrow strip of this development with varying widths up to approximately 15 feet is located within the Project Area.

19815), and later that year the block to the south of Vandalia Avenue was likewise rezoned to R5 (CP-20066). The Spring Creek Towers/Starrett City complex was developed in the early 1970s in these locations.

Other rezonings surrounding the Project Area included the mapping of commercial overlays, with two blocks to the northeast of the Project Area along Pennsylvania Avenue being mapped with a C2-2 overlay in 1973 (CP-22531) and the block immediately west of the Project Area along Louisiana Avenue being mapped with a C2-2 overlay in 1979 (M 770445A ZMK). In 1980, the southern portion of the project block, immediately south of the Project Area, was rezoned to R5 to facilitate the development of the Vandalia Avenue housing complex (C 800248 ZMK).

The remainder of the project block, including the Project Area, was rezoned to R5 in 1992 to facilitate a proposed large-scale residential development known as Fresh Creek Estates (C 900891 ZMK). Related actions included demapping of Alabama, Georgia, and Sheffield Avenues within the Project Area (C 900890 MMK). The Fresh Creek Estates proposal included 477 affordable housing units to be developed within three-story townhouse apartment buildings, with on-site accessory parking and interior roadways. However, the project was never realized, and the Project Area remained undeveloped until 1997 when the CCC was constructed. The Project Area has remained in its current condition since that time.

Proposed Actions

The Proposed Actions include the following discretionary actions:

Zoning Map Amendment

The Applicant is seeking a zoning map amendment to change the existing R5 district within the Project Area to an R7-2 district with a C2-4 commercial overlay. The existing R5 zoning does not allow for commercial uses, limiting possibilities for local retail and economic opportunity for small business owners. The C2-4 commercial overlay would address this need by allowing for a range of commercial uses at the Development Site, including a grocery store and local retail to serve residents of the Proposed Development and the surrounding neighborhoods. In addition, the R5 zoning does not allow for sufficient density to create the integrated residential, local retail, and community facility development at the proposed affordable income levels envisioned for the Development Site. The rezoning from an R5 district to an R7-2 district would allow for an increase in the development potential in the Development Site from 1.25 FAR for residential to 4.6 FAR in an MIH district, and from 2.0 for community facility use to 6.5 FAR. The Proposed Development contemplates an FAR of 4.29 including the parking garage[7], and floor area allowed by the R7-2 zoning aligns with the Proposed Development in a manner appropriate to the area. The Project Area is immediately adjacent to two wide streets, including one providing direct access to the Shore Parkway, and has good access to mass transit and is an appropriate area for the additional density being proposed, and without resulting in additional development potential that would occur with a higher density zone, such as an R8 district.

[7] FAR exclusive of the parking garage would be 3.86.

The proposed Zoning Map Amendment would also modify height and setback and yards controls in the Project Area to establish a dynamic street wall presence within the Project Area in buildings with heights reflective of other residential buildings in the surrounding area. In particular, under Quality Housing and MIH controls and in absence of the additional land use actions being proposed, the proposed R7-2 zoning would require that (i) buildings be located at the street rather than separated from the streets by a front yard, (ii) buildings have a minimum base height of 40 feet and a maximum height of 75 feet before setback rather than a maximum street wall height of 30 feet; and (iii) a maximum building height of 135 feet and 13 stories where affordable is provided on site, instead of a maximum height of 40 feet.[8] While the other land use actions seek some adjustment to these street wall controls to make the building configuration even more dynamic, the general bulk controls for R7-2 districts are appropriate for the area by bringing uses and building heights already in the area out to the street line, lending to their accessibility, providing more activity and eyes on the streets, and promoting a more pedestrian-friendly environment.

Zoning Text Amendment

The Applicant is seeking two zoning text amendments:

1. An amendment to Appendix F of the Zoning Resolution (ZR) (Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing Areas) to establish the Project Area as an MIH area, Option 1.
2. An amendment to Appendix I of the ZR (Transit Zone) to expand the boundary of the existing Transit Zone that is currently mapped north of Flatlands Avenue to include the Project Area.

Special Permits

The Applicant is seeking two special permits:

1. A special permit pursuant to ZR 74-743(a)(2) to locate buildings within a large-scale general development without regard to yard, distance between buildings, and height and setback regulations to allow for the centralized community-centered core and street-oriented residential buildings envisioned by the Proposed Project.
    a. Yards:
        - The Development Site is comprised of a series of corner lot, through lot, and interior lot areas and would require a series of yards adjacent to the common lot line with the neighboring property, even though a significant setback exists between the common lot line and the adjoining buildings. In particular, waivers are being requested for ZR 35-54 and ZR 23-51, which require a side yard along the common side lot line to the south with a minimum depth of 8 feet; of ZR 33-303 which requires a rear yard of 20 feet for commercial uses; and ZR 23-471 and 23-543, which require a rear yard of 30 feet for residential uses. Waiving side and rear year requirements along the common property line allows for the

[8] Within 25 feet of an adjoining R5 district, buildings are limited to a maximum height of 55 feet within 100 feet of a wide street and 45 feet beyond 100 feet of a wide street.

location of the PAC in the center of the Proposed Project and the introduction of the central quadrangle as a significant community open space. The yard waivers would also allow for the location of the public parking garage in proximity to the PAC and the CCC. Accordingly, the Applicant requests a modification of the rear yard requirements of Zoning Resolution Section 23-47 (Minimum Required Rear Yards) and the special side yard requirements of Section 23-51 (Special Provisions for Yards Adjacent to R1 Through R5 Districts) to eliminate yard requirements along portions of the southern boundary of the Development Site.

b. Distance between buildings:
   - In order to introduce a residential presence along Louisiana Avenue and at the same time maintain the CCC in its existing location, limited modifications to the requirements of Zoning Resolution Section 23-711 (Standard minimum distance between buildings) are requested between Building 7 and 8 and the CCC building. At the closest point, there would be a separation of 30 feet 6 inches between the two buildings; the amount of separation quickly expands in the areas where the modification is requested. A modification is also requested between Building 5, Building 6, Building 9 and 10, and the CCC. These modifications would allow the large-scale general development (LSGD) to improve the streetscape by introducing a residential and retail presence along Louisiana Avenue and Flatlands Avenue and at the same time maintain the CCC in its existing location. Because the CCC building is only 36.6 feet tall, this condition is limited to the lowest floors of the residential buildings. A modification is also requested between Building 4 and the PAC to allow the PAC to be situated at the core of the LSGD and adjacent to the central quadrangle and public parking garage, resulting in a better site plan.

c. Height and Setback:
   - While the proposed R7-2 district provides an appropriate density for the Project Area and the Proposed Project, R7-2 MIH developments are subject to height and setback controls that do not allow for the strong street wall presence and variation in heights envisioned for the Proposed Project. In particular, MIH developments are limited to a height of 75 feet within 10 feet of a wide street and 15 feet of a narrow street and an overall building height of the lesser of 135 feet or 13 stories, and a minimum base height of 40 feet is required. Additionally, within 25 feet of an adjoining R5 district, buildings are limited to a maximum height of 55 feet within 100 feet of a wide street and 45 feet beyond 100 feet of a wide street. While much of the Proposed Project would comply with the minimum and maximum height limitations, the height of portions of the Proposed Project's street wall would exceed the 75-foot height. In addition, portions of the Proposed Project would exceed the 135-foot and 13-story height limitation by one story for Buildings 3, 5, and 6 (to a height of up to approximately 154.84 feet plus bulkhead) and by two stories for Building 1 (to a height of approximately 160.87 feet plus bulkhead). Building 2 would not exceed

the maximum number of stories permitted but would exceed the maximum permitted height and rise to a height of approximately 139.77 feet plus bulkhead. Within 25 feet of the southern boundary of the Development Site, portions of Buildings 2, 4, 9 and 10, the PAC, and the garage would exceed the maximum permitted height within 25 feet of an R5 district. Portions of the street wall of Buildings 1, 3, 5, 6, and 7 and 8 would be set back at a height lower than the minimum base height but no higher than above the second story. The modification of height and setback controls allows for buildings with a dynamic and varied profile with building elements ranging from six to fifteen stories creating visual interest throughout the project. The higher elements also allow for the introduction of the central quadrangle to the middle of the Project Area surrounded by the lower scale core anchored by the CCC and the PAC, which is anticipated to have a maximum height of approximately 50 feet. Accordingly, a modification to Zoning Resolution Sections 23-693 (Special provisions applying adjacent to R1 through R6B Districts), 23-951 (Height and Setback for compensated developments in Inclusionary Housing designated areas), 23-952 (Height and setback in Mandatory Inclusionary Housing areas), and 23-66 (Height and Setback Requirements for Quality Housing Buildings), 35-65 (Height and Setback Requirements for Quality Housing Buildings), and 23-693 (Special provisions applying adjacent to R1 through R6B Districts) is requested to permit modifications of minimum and maximum base height before setback and maximum building height controls.

2. A special permit pursuant to ZR 74-512 to permit a public parking garage with more than 150 spaces some of which would be located on the roof of the public parking garage during periods of peak parking demand for the church (Sundays and Tuesday evenings). This special permit would allow for a public parking garage that would be a sufficient size to serve the congregants of the CCC, visitors to the PAC and other community facility and commercial uses that are part of the Proposed Project and would consolidate the existing surface parking into an enclosed facility allowing for the productive use of the Development Site for the Proposed Project.

The Applicant also intends to seek public funds and/or financing from various City and New York State agencies and/or programs related to affordable housing development. The discretionary CPC actions listed above, along with the discretionary public funds that may be sought by the Applicant, are collectively referred to as the Proposed Actions.

Proposed Project

The Applicant is proposing to replace the underutilized portions of the Development Site with a vibrant mixture of community facility, commercial, and residential uses targeted at creating a sustainable, affordable neighborhood anchored by the presence of the CCC and targeted at addressing a number of economic, social, educational and cultural needs of the neighborhood. Overall, the Proposed Project would incorporate ten new buildings on the

Development Site, including eight predominately residential buildings[9] ranging in height from two to 15 stories, with a total of approximately 2,050 units affordable to households with a range of incomes between 30 percent and 100 percent of the area median income (AMI). The CCC building would remain as the dominant feature of the Development Site. Serving its parishioners and the surrounding community, the CCC would be part of a multi-faceted community facility core that includes the PAC, a trade school, a day care facility, a senior center, and a central green space.

Ground floor retail and a grocery store providing opportunities for local businesses would be introduced along the public and private street frontages, creating economic opportunity and responding to the dearth of walkable local retail in the neighborhood. A privately-owned, publicly accessible street system would be introduced into the Development Site aligned with the adjoining street grid to invite people into the Proposed Project and create a more walkable environment. Finally, a seven-story public parking garage, accommodating up to approximately 500 parking spaces for these uses, would be located near Louisiana Avenue and would serve as a replacement to the surface parking that exists today. Overall, the Proposed Project would include approximately 84,950 sf of publicly accessible open space, consisting of a public plaza on the corner of Flatlands Avenue and Louisiana Avenue, a public arcade and entry plaza and a central quadrangle. The Proposed project would also include an 11,000-sf playground adjacent to the child care center which would also serve residents, a 18,400 sf private recreational space to be located on the roof of the parking garage which would be flexible to accommodate parking for vehicles during peak church hours (Sunday and Tuesday evenings only), and approximately 36,000 sf of private passive open space including residential building courtyards and rooftop areas. The Proposed Project would include pedestrian paths and a private street network that would run through the Development Site. Construction of the Proposed Project would be phased over a ten-year period, with completion anticipated in 2031.

It is the Applicant's intention that the Proposed Project would comply with and exceed the requirements of Option 1 of the City's MIH program. Option 1 has the following requirements:

- 25 percent of new housing units must be set aside for families making an average of 60 percent or less of AMI.
- Of this set-aside, at least 10 percent must be for families making an average of 40 percent or less of AMI.

Further, the Proposed Development is focused on meeting the needs of a significant portion of the population in East New York and in Brooklyn at large by providing workforce housing at the very low-, low-, and moderate-income housing brackets. According to the U.S. Census Bureau's 2019 American Community Survey (ACS) data, a three-person household in Brooklyn Community District 5 (East New York and Starrett City) has a median income of $51,648,[10] approximate to the 50 percent AMI band set by the NYC Department of Housing Preservation and Development (HPD). Utilizing this datapoint as a reference, the Proposed Development would fill the need for affordable housing in the area by providing housing

[9] As shown in **Figure 1-2** below, the ten buildings include eight residential buildings, the above grade parking garage, and the PAC. Residential buildings 7 and 8 are connected as one building and Buildings 9 and 10 are connected as one building, though they would have separate residential lobbies.

[10] 2019 ACS 5-Year Estimates Detailed Tables; Table B19019, "Median Household Income in the Past 12 Months (In 2019 Inflation-Adjusted Dollars) by Household Size" for NYC-Brooklyn Community District 5 – East New York and Starrett City.

within the 30 percent to 100 percent AMI band, with 50 percent of units at 60 percent of AMI or less. 25 percent of units would be provided at 80 percent of AMI or less and 25 percent of units would be provided at 100 percent of AMI or less.

In addition, up to 100 homeownership units would be provided through the HPD Open Door program at the moderate-income band. In total the Proposed Development would include approximately 2,050 units of 100 percent rent-stabilized, intergenerational, income-based housing. The units provided would be a diverse mix of unit types, including 2-bedroom and 3-bedroom residences and would be coupled with requisite resources to allow members of the community to thrive.

The Proposed Development would be consistent with Housing New York 2.0's goal of creating more homes for seniors by providing up to 200 units for seniors. In addition, the Proposed Development would further the plan's goal of building protections against displacement in fast-changing neighborhoods by providing mixed-income dwelling units at a range of income bands, allowing residents to remain in the community, even if their economic health changes. Finally, the Proposed Development would be constructed on the currently vacant and underutilized lots on the eastern portion of the Development Site, furthering the plan's goal of unlocking the potential of vacant lots.

The Proposed Development would support several of the initiatives outlined in OneNYC 2050 as well, including the initiative to ensure all New Yorkers have access to safe, secure, and affordable housing.

In total, the Proposed Project would result in approximately 2,200,538 gsf of development. This would include approximately 100,904 gsf of community facility space, including general community facility space to include a day care (approximately 12,320 gsf), other community facility uses such as a senior center or medical clinic (approximately 9,900 gsf), and the existing CCC facility (78,684 gsf); approximately 110,570 gsf of commercial space that includes a grocery store (approximately 14,300 gsf) and local retail space (approximately 65,670 gsf), a trade school (approximately 14,100 gsf) to be located in one wing of the existing CCC building[11]; a new PAC (approximately 16,500 gsf); and approximately 343,244 gsf of parking including a total of approximately 886 parking spaces within subgrade parking (approximately 386 parking spaces) and an approximately 7-story, 500-space public parking garage for the retail and community facility uses. During peak parking periods for the church (Sundays and Tuesday evenings), approximately 21,889 sf of parking (of the approximately 182,277 gsf public parking garage) would be provided on the roof of the proposed public parking garage. **Table 1-1** summarizes the total development projected for the Development Site.

[11] The proposed trade school is geared towards providing vocational training and career trajectory counseling for adults and would not be adding public school seats towards primary and secondary school education. Thus, the approximately 16,500 gsf would not be included in the public schools analysis as detailed in **Chapter 4, Community Facilities and Services**.

Table 1-1 Overview of Projected Development

Use	Total GSF[1]
Residential	**1,645,820**
Community Facility	**100,904**
Day Care	*12,320*
General Community Facility (Senior Center and/or Medical Office)	*9,900*
Existing CCC Facility	*78,684*
Commercial	**110,570**
Local Retail	*65,670*
Grocery Store	*14,300*
Trade School	*14,100*
Performing Arts Center	*16,500*
Community Facility/Commercial Parking	**197,560**
Residential Parking	**145,684**
TOTAL GSF	**2,200,538**
Total ZSF	**1,928,868 zsf**
FAR	**4.29**
FAR (excluding Parking)	**3.86**
Residential Units	**2,050**

[1] All GSF numbers are approximate

The new buildings would be arranged around the existing CCC building to create a community facility core anchored by the CCC, with residential uses surrounding and adjacent to this core. Similar to its current configuration, the CCC would be accessed by pedestrians through a courtyard plaza leading from Louisiana and Flatlands Avenues to the building's front door, with a second entrance leading from Flatlands Avenue. Adjacent to the CCC, in the interior of the Development Site, would be an open quadrangle and the PAC, creating a central gathering space for community facility visitors, churchgoers, occupants of the residential buildings, and the general public. The central quadrangle and the PAC would be visible from Flatlands Avenue, with views highlighted by an approximately 20-foot-tall arcade within Building 5 connecting Flatlands Avenue to the central quadrangle. The proposed public parking garage would be located adjacent to the PAC and CCC along Louisiana Avenue, limiting the visibility of this use and placing it in close proximity to the intended users of the facility. It is anticipated that private[12] basketball courts or other recreation space would be located on the roof of the proposed public parking garage as an additional amenity for residents.

Vehicular access to the Development Site would include proposed entrances from Pennsylvania Avenue and Louisiana Avenue and a right-turn-in/right-turn-out access on Flatlands Avenue at Sheffield Avenue. Interior vehicular circulation would be facilitated via extensions of Sheffield Avenue and Georgia Avenue through the northern portion of

[12] The proposed private active open space would also be accessible to the public. The rooftop recreation space, considered private active open space, would be accessible to the public at all times with the exception of peak church parking demand periods on Tuesday evenings and Sundays and within the hours posted per the public access agreement (PAA). However, as this space is considered private, it is not included in the quantitative analysis in the Open Space chapter.

Development Site, connecting with a proposed east-west interior roadway providing access to the proposed public parking garage, drop-off areas for the CCC, and the mixed-use buildings located on the western portion of the site. Site egress would be provided from Georgia Avenue and Sheffield Avenue. A signal warrant analysis will be conducted to determine if a new traffic signal can be installed at this location. **Figure 1-2** shows the Proposed Project axonometric diagram and **Figure 1-3** shows the program site plan.

Figure 1-2 Innovative Urban Village Site Axonometric Diagram



Figure 1-3 Innovative Urban Village Program Site Plan



In order to create strong street presence and allow for local retail in the base of the buildings, the proposed residential buildings would front on the perimeter avenues and the private streets. The residential buildings would range in height from approximately 129 to 161 feet—with street wall heights within 100 feet of Flatlands Avenue ranging between approximately 20 and 161 feet, and street wall heights beyond 100 feet of Flatlands Avenue of approximately 21 and 120 feet along Pennsylvania Avenue and ranging between approximately 25 feet and 134 feet along Louisiana Avenue.

The residential buildings would contain ground floor commercial and community facility uses facing outward, including a grocery store and local retail shops fronting on the perimeter avenues. Approximately 30 residential maisonette units with individual entrances and front stoops would be located on the newly created private inner streets. The proposed residential buildings would contain between 179 and 315 dwelling units. Parking would be located below-grade in the cellars of various buildings, with a total approximate 386 parking spaces proposed.

Existing curb cuts on Louisiana and Pennsylvania Avenues would be relocated to facilitate the new internal private street network. On Flatlands Avenue, one existing curb cut that aligns with Georgia Avenue would be maintained, and a second would be relocated from its current alignment with Alabama Avenue to align with Sheffield Avenue.

In addition, the Proposed Project would facilitate better access to public transit options through the operation of a private shuttle service available to residents and the CCC (on Sundays) to and from the nearest subway stops (East 105th Street on the L line and Pennsylvania Avenue on the 3 line) during peak commuting hours. The shuttle is anticipated to commence operation upon full completion of the overall development.

It is anticipated that the Proposed Development would be constructed in several phases, during which time the CCC would remain operational. Phase 1A would consist of Buildings 1 and 2, located in the easternmost portion of the Development Site adjacent to Pennsylvania Avenue. Buildings 3 and 4, located just west of Phase 1A, and the Garage would be constructed in Phase 1B, which is currently contemplated to occur following Phase 1A. During this time, sufficient parking for CCC would be provided on the paved parking lot. Upon completion of the Garage, congregants and visitors to the CCC would be able to utilize the Garage for parking, with access provided via the existing paved parking lot, allowing for construction of the later phases while maintaining necessary parking for CCC services.

Phase 2A and Phase 2B, which may be constructed in any order or simultaneously, would include Building 5 and Building 6 located to the north of the CCC along Flatlands Avenue, and the PAC and quadrangle, respectively. Phase 2B would also include the final leg of the construction of the private streets providing permanent access between the parking garage and Louisiana and Flatlands Avenues. Building 7 and 8 (which is a single building with two portions) located to the west of the CCC along Louisiana Avenue would be constructed in Phase 3A and Building 9 and 10 (which is also a single building with two portions) at the southwestern corner of the Development Site adjacent to the parking garage would be constructed in Phase 3B.

Project Purpose and Need

The Proposed Actions are being requested to allow the bulk, uses, and density required to meet the Applicant's goals for the Proposed Project. As detailed above, the Project Area is located within an area densely developed with affordable housing. To the east and south, the Spring Creek Towers/Starrett City and Vandalia Avenue housing complexes are made up of 10- to 20-story towers, while the Breukelen Houses to the northwest are three to seven stories in height. Across Flatlands Avenue and Louisiana Avenue are low-rise industrial and commercial businesses. The CCC is located in the northwest corner of the Development Site, however the site overall is underutilized, and is otherwise occupied by paved and unpaved parking.

The Development Site's existing R5 zoning, with a maximum FAR of 1.25 and a height limit of 40 feet, typically produces three- and four-story attached houses and small apartment houses. However, demand for affordable housing in East New York continues to grow, and Brooklyn Community District 5 has identified needs for additional affordable housing and other amenities that cannot be met under the existing zoning. In addition, New York City's affordable housing plan, "Housing New York 2.0," aims to create and preserve 300,000 high-quality, affordable homes by 2026 to address the needs for affordable housing throughout the City. The Proposed Actions would address these needs as follows:

- The zoning map amendment is needed to facilitate the additional density required to provide a substantial amount of affordable housing and other desired uses in Community District 5. The existing R5 zoning does not allow for commercial uses, limiting opportunities for local retail and economic opportunity for small business owners. The C2-4 commercial overlay would address this need by allowing for a range of commercial uses on the Development Site, including a grocery store and local retail to serve residents of the Proposed Project and the surrounding neighborhoods. In addition, the R5 zoning does not allow for sufficient density to create the integrated residential, local retail, and community facility program envisioned for the Development Site. The additional density would allow for a new public parking garage to replace the open parking which presently occupies the majority of the Development Site, in turn allowing for new development across the entirety of the Development Site. The rezoning from an R5 district to an R7-2 district would allow for an increase in the development potential on the Development Site from 1.25 FAR for residential to 4.6 FAR in an MIH district, and from 2.0 for community facility use to 6.5 FAR. The Proposed Project would be 4.29 FAR and would be consistent in scale with the existing affordable housing developments in the area, such as the Spring Creek Towers/Starrett City and Vandalia Avenue complexes.
- The zoning text amendment to designate the site as an MIH area would support community and citywide public policy goals by providing permanently affordable housing across a range of income levels, which otherwise would not be required if the Development Site were developed as-of-right.
- The zoning text amendment to include Project Area within the Transit Zone is needed to avoid unnecessary costs of building parking on the Development Site in excess of anticipated demand by residents. The Project Area is directly across Flatlands Avenue from the Transit Zone boundary to the north and has a range of transit options serving the Project Area, including the Subway (the East 105th Street stop on the L is located a six and a half block walk from the Development Site) and the BM2 Express, BM5 Express,

B6, B6 limited, B60, B82, B82 Select Bus Service (SBS), B83, and B103 limited bus lines, providing local and express service throughout Brooklyn, Manhattan, and Queens. For this reason, it is anticipated that most new residents would use public transit as the primary transportation method. Currently, approximately 62 percent of the residents, based on census data, commute to work via mass transit. The change in boundaries would reflect this fact and would promote more sustainable forms of transportation.

- The Special Permit for a large-scale general development is needed to accommodate the desired housing density and facilitate a superior site plan, including driveways for circulation, a pedestrian-friendly site, a centralized community-centered core, and to create visual interest with varied building heights and profiles throughout the Proposed Project.
- The Special Permit for a public parking garage with more than 150 spaces, some of which are to be located on the roof of the garage, would allow for a garage of sufficient size to serve the congregants of the CCC, who travel from across the City, as well as the visitors to the retail and community facility uses, and would consolidate the existing surface parking into an enclosed facility allowing for the productive use of the Development Site for the Proposed Project.

Analysis Framework and Reasonable Worst-Case Development Scenario

The *2021 CEQR Technical Manual* will serve as guidance on the methodologies and impact criteria for evaluating the potential environmental effects of the Proposed Project that would result from the Proposed Actions. As the Proposed Project would be complete and operational in 2031, the environmental setting for analysis is not the current environment, but the future environment. To the extent that the Proposed Actions would allow for a range of possible scenarios that are considered reasonable and likely, the scenario with the most severe environmental impacts will be chosen for CEQR analysis. This is considered to be the RWCDS, the use of which ensures that, regardless of which scenario actually occurs, its impacts would be no worse than those considered in the environmental review. The CEQR assessment examines the incremental differences between the RWCDS of the future without the Proposed Actions in place (the No-Action condition) and the future with the Proposed Actions in place and the associated operation of the Proposed Project (the With-Action condition). The Proposed Project was determined to be the RWCDS because development pursuant to the Proposed Actions would be restricted to the bulk and density associated with the general large scale development special permit and shown on the special permit drawings.

For the purpose of the environmental analyses, the No-Action condition represents the future absent the Proposed Actions and serves as the baseline by which the Proposed Project (or With-Action condition) is compared to determine the potential for significant environmental impacts. The difference between the No-Action and With-Action conditions represents the increment to be analyzed in the CEQR process.

Future No-Action Condition

Under the baseline, or No-Action condition, it is assumed that the Development Site would remain in its existing condition, with only the existing CCC operational on the site. As relevant for each area of analysis, future growth in population and employment will be considered in the development of the No-Action condition of that study area. This will include both background growth and growth generated by known projects (developments that are under construction, planned, or proposed). Inclusion of known developments will be based on, but not limited to, consideration of whether the project requires discretionary approvals, the status of that approval process, and the project size.

Future With-Action Condition

The With-Action condition within the Development Site reflects the Proposed Project, detailed above in **Table 1-1**. The With-Action condition would include approximately 2.18 million gsf of development (4.29 FAR). **Table 1-2** provides the increment for analysis.

Table 1-2 Future No-Action and With-Action Comparison

Use Group		Existing Condition	No-Action Condition	With-Action Condition	Increment
Residential	Dwelling Units	-	-	2,050	2,050
	Total Residential gsf	**-**	**-**	**1,645,820**	**1,645,820**
Commercial gsf	Local Retail	-	-	65,670	65,670
	Grocery	-	-	14,300	14,300
	Performing Arts Center	-	-	16,500	16,500
	Trade School	-	-	14,100	14,100
	Total Commercial	**-**	**-**	**110,570**	**110,570**
Community Facility gsf	Day Care	-	-	12,320	12,320
	Senior Center/Medical Office			9,900	9,900
	Existing CCC Facility	92,784	92,784	78,684	-14,100
	Total Community Facility	**92,784**	**92,784**	**100,904**	**8,120**
Parking[1]	Lot Spaces	385	385	-	- 385
	Public Parking Garage Spaces	-	-	500	500
	Public Parking Garage gsf	**-**	**-**	**197,560**	**197,560**
	Accessory Residential Parking Spaces	-	-	386	386
	Accessory Residential Parking gsf	-	-	**145,684**	**145,684**
	Total Parking gsf	**-**	**-**	**343,244**	**-**
	Total Development gsf	**92,784**	**92,784**	**2,200,538**	**2,082,344**
Open Space gsf	Public Open Space	-	-	84,950	84,950
	Private Open Space	-	-	65,400	65,400
	ZSF	91,700	91,700	1,928,868	1,812,520
	Residents[2]	0	0	4,797	4,797
	Employees[3]	130	130	610	480

[1] Of the total 197,560 gsf of public parking provided, 25,410 sf would include flex space provided on the roof of the proposed public parking garage to allow for increased parking capacity during the church's peak parking periods (Sundays and Tuesday evenings).

[2] The number of residents is based on an average household size of 2.34 persons per dwelling unit for the half-mile study area, including Census Tracts 982, 984, 986, 1016, 1058.01, 1058.04, 1104 and 1106 (2014-2018 ACS).

[3] Employee estimates were derived using ratios provided by the NYC Department of City Planning. The number of employees working in residential buildings was calculated by dividing the total residential units by 25 dwelling units (82 building employees). The number of retail and grocery workers was calculated by dividing the total commercial gsf by 333.3 sf (240 retail employees). The number of employees generated by the Performing Arts Center, Trade School, and general community facility space including a day care and senior center was calculated by dividing the total gsf by 333.3 sf (158 employees). The number of employees of the existing CCC Building was provided by the CCC (130 employees).

Analysis (Build Year)

Assuming a conservative build-out of approximately ten years, the Proposed Project is expected to be complete and operational by 2031.

Public Review Process

The Applicant requires the approval of the Proposed Actions to implement the Proposed Project. The Proposed Actions are subject to both ULURP (Uniform Land Use Review Procedure) and CEQR.

Uniform Land Use Review Procedure (ULURP)

The City's ULURP process, mandated by Sections 197-c and 197-d of the New York City Charter, is designed to allow public review of ULURP applications at four levels: Community Board, Borough President, the CPC, and the City Council. The procedure has mandated time limits for review at each stage to ensure a maximum review period of approximately seven months. The process begins with certification by DCP that the ULURP application is complete. The application is then referred to the relevant Community Board (in this case Brooklyn Community Board 5). The Community Board has up to 60 days to review and discuss the proposal, hold a public hearing, and adopt an advisory resolution on the ULURP application. The Borough President then has up to 30 days to review the application. CPC then has up to 60 days, during which time a public hearing is held on the ULURP application. If approved by the CPC, the application is then forwarded to the City Council, which has 50 days to review the ULURP application, during which time a ULURP/CEQR public hearing is held. Comments made at the Draft EIS (DEIS) public hearing and subsequent comment period (the record for commenting remains open for ten days after the hearing to receive written comments) are incorporated into a Final EIS (FEIS). The FEIS must be completed at least ten days before CPC makes its decision on the application. The CPC may approve, approve with modifications, or deny the application. If the ULURP application is approved, or approved with modifications, it moves forward to the City Council for review. The City Council has 50 days to review the application and during this time will hold a public hearing on the Proposed Actions. The Council may approve, approve with modifications, or deny the application. If the Council proposes a modification to the Proposed Actions, the ULURP review process is extended for 15 days, providing time for a CPC determination on whether the proposed modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if not, then the Council may only vote on the actions as approved by the CPC. Following the Council's vote, the Mayor has five days in which to veto the Council's actions. The City Council may override the mayoral veto within ten days.

City Environmental Quality Review (CEQR)

CEQR is a process by which agencies review discretionary actions for the purpose of identifying the impacts those actions may have on the environment. The City of New York established CEQR regulations in accordance with SEQRA. Pursuant to the SEQRA (Article 8 of the Environmental Conservation Law) and its implementing regulations found at 6 NYCRR

Part 617, New York City has established rules for its own environmental quality review in Executive Order 91 of 1977, as amended, and 62 RCNY Chapter 5, the Rules of Procedure for CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, and to identify, and when practicable mitigate, significant adverse environmental impacts. CEQR rules guide environmental review, as follows:

- *Establish a Lead Agency*. Under CEQR, the "lead agency" is the public entity responsible for conducting environmental review. In accordance with CEQR rules (62 RCNY §5-03), DCP, acting on behalf of the CPC, is serving as the CEQR lead agency for environmental review.
- *Environmental Review and Determination of Significance*. The lead agency determines whether a proposed action(s) may have a significant impact on the environment. To do so, DCP, in this case, evaluated an Environmental Assessment Statement (EAS) dated January 31, 2020 for the Proposed Actions. Based on information contained in the EAS, and as the Proposed Action is classified as a "Type I Action," DCP determined that the Proposed Actions may have a significant adverse impact on the environment, as defined by statute, and issued a Positive Declaration requiring that an EIS be prepared in public open conformance with all applicable laws and regulations.
- *Scoping*. Along with its issuance of a Positive Declaration, DCP issued a Draft Scope of Work for the EIS, dated January 31, 2020, marking the beginning of the comment period on the Draft Scope. "Scoping," or creating the scope of work, is the process of identifying the environmental impact analysis areas, the methodologies to be used, the key issues to be studied, and creating an opportunity for others to comment on the study areas, methodologies, and areas of analysis presented in the scoping document. CEQR requires a public scoping meeting as part of the process. A public scoping meeting was held on Tuesday, March 3, 2020 at 3:30 pm. The public review period for agencies and the public to review and comment on the Draft Scope of Work was open through March 13, 2020. Modifications to the Draft Scope of Work for the project's EIS were made as a result of public and interested agency input during the scoping process. A Final Scope of Work document for the Proposed Project was issued on May 6, 2022.
- *Draft Environmental Impact Statement (DEIS).* This DEIS was prepared in accordance with the Final Scope of Work and followed the methodologies and criteria for determining significant adverse impacts in the *CEQR Technical Manual*. The lead agency reviewed all aspects of the document, calling on other City and state agencies to participate where the agency's expertise is relevant. Once the lead agency was satisfied that the DEIS was complete, it issued a Notice of Completion and circulated the DEIS for public review.
- *Public Review*. Publication of the DEIS and issuance of the Notice of Completion signals the start of the public review period. During this time, the public has the opportunity to review and comment on the DEIS either in writing or at a public hearing convened for the purpose of receiving such comments. When the CEQR process is coordinated with the ULURP process, the public hearings are held jointly. All substantive comments received at the hearing become part of the CEQR record and must be summarized and responded to in the FEIS.

- *Final Environmental Impact Statement (FEIS).* After the close of the public comment period for the DEIS, the FEIS is prepared. The FEIS must address relevant comments on the DEIS, either in a separate chapter or in changes to the body of the text, graphics, and tables. Once the lead agency determines the FEIS is complete, it will issue the Notice of Completion and circulate the FEIS.
- *Findings.* To document that the responsible public decision-makers have taken a hard look at the environmental consequences of a proposed project, agencies taking discretionary actions regarding the project must adopt a formal set of written findings, reflecting their conclusions about the significant adverse environmental impacts of the project, potential alternatives, and potential mitigation measures. The findings may not be adopted until ten (10) days after the Notice of Completion has been issued for the FEIS. Once findings are adopted, the lead and involved agencies may take their actions. Accordingly, the CPC must wait at least ten days after the FEIS is complete to take action on the application.