CITY PLANNING COMMISSION

September 19, 2007/Calendar No. 7

C 060354 ZSK

IN THE MATTER OF an application submitted by MSK Properties LLC pursuant to Sections 197c and 201 of the New York City Charter for the grant of a special permit pursuant to Section 74-681 of the Zoning Resolution to allow a portion of a railroad yard which has been permanently discontinued or terminated to be included in the lot area of a proposed mixed use development on property located at 6200 8th Avenue (Block 5794, Lot 75), in a C4-2 District, Borough of Brooklyn, Community District 10.

The application for the special permit was filed by MSK Properties LLC on February 24, 2006

and revised on February 28, 2007 to allow a portion of a railroad yard which has been

permanently discontinued or terminated to be included in the lot area for a mixed use

development. The property located at 6200 8th Avenue (Block 5794, Lot 75), is bounded by the

Bay Ridge Branch of the LIRR, 63rd Street, Seventh and Eight avenues, in the Bay Ridge section

of Brooklyn.

RELATED ACTION

In addition to the special permit, which is the subject of this report, implementation of the proposed development also requires action by the City Planning Commission on the following application which is being considered concurrently with this action:

C 060353 ZMK: - Amendment of the Zoning Map, Section No. 22a: changing from M1-1 and M1-2 districts to C4-2 and C4-2A districts.

BACKGROUND

The special permit application (C 060354 ZSK) in conjunction with the related action (C 060353

ZMK) would facilitate the development of a 159,865 square foot lot with an 11-story mixed use building with 536,935 square feet of floor area, over a discontinued rail yard in Bay Ridge, Brooklyn, Community District 10.

Existing Conditions and Land Use

The project site, (Block 5794, Lot 75) which is the subject of the special permit application (C 060354), is a former rail yard currently used for open off-site parking for abutting buildings owned by the applicant. The lot is zoned M1-1 and is a through lot with frontage on both Seventh and 8th avenues with an existing curb cut at the intersection at 62nd Street and 8th Avenue. The active use of the site as a railroad yard was discontinued in 1966 and it was subsequently conveyed by the Penn Central Corporation and Pennsylvania Tunnel and Terminal Railroad Company to the Buckeye Pipeline Company in 1978 for use as a maintenance facility. In 1989, the Buckeye Pipeline Company leased the site to the current owner and later conveyed ownership in 1993.

The project site abuts, to the north, the right-of-way of Long Island Rail Road's Bay Ridge Division. To the south, in an M1-1 zoning district, Lot 100 has an existing two-story building which is occupied by a heath center and medical offices and Lot 110 is an open parking lot accessory to the health center. In portions of an M1-1 and M1-2 district, Lot 150 has a two-story building and Lot 165 has a three-story building with both occupied by offices for health related facilities and under the ownership of the applicant. In addition to the project site (Block 5794, Lot 75), these lots (Block 5794; Lots 100, 110, 150 and 165) are part of the rezoning area. Land uses adjacent to the proposed rezoning area are located in an M1-1 district. Immediately north of the railroad right-of-way are one and two-story buildings with commercial uses. To the south are one -to three-story buildings predominantly with commercial and auto related uses and a six-story office building on the southwest corner of 64th Street and 8th Avenue. Immediately east are three and four-story mixed use buildings with ground floor retail and residences above. To the west are a church and the continuation of the rail road right-of-way. Land uses further west, south and east include the low and mid-density residential neighborhoods of Bay Ridge and Dyker Heights and to the north the low and mid-density neighborhoods of Sunset Park and Borough Park

The site fronts 7th and 8th avenues, which are both two-way streets and eighty-feet in width. It is located near an interchange of Interstate 278, the Gowanus Expressway, at 6th Avenue and 65th Street, allowing convenient access for delivery, service and retail customer vehicles. In addition, the BMT N train station at 62nd Street and 8th Avenue is directly adjacent to the site, providing direct mass transit access for retail customers, office tenants and residents.

Project Description

The actions would facilitate an 11-story mixed use development consisting of a large retail store (Home Depot), offices, residences, and accessory parking garages with a total of 536,935 square feet of floor area. The retail development would occupy the first floor and mezzanine and have 99,130 square feet of floor area; offices on the third floor would have 60,960 square feet of floor area; and the eight residential floors, four through eleven (and lobby) would have 269,175 square

feet of floor area and 216 dwelling units. Three levels of accessory parking with a total of 909 spaces would be provided at the cellar, sub-cellar and 2nd floor. The project would have a total FAR of 3.36.

The retail use and parking levels extend from 8th Avenue to 7th Avenue, while the residential and office floors are concentrated on the 8th Avenue side of the zoning lot. The retail first floor and mezzanine rise to a maximum height of 30.5 feet and the third floor office level (above the second floor parking level) would rise to a maximum height of 55.5 feet. The residential portion of the development (floors four through eleven), would be set back at least 10 feet from the street line of 8th Avenue and would have a maximum height of 125.5 feet. Open space for the residences is provided on the roof of the second floor, and on the fourth floor within an outer court and at a terrace on the south side of the building.

Residential and commercial uses would each have their own entrances on 8th Avenue approximately 45 feet from each other, each with their own distinct lobbies, elevators and stairwells. The separate retail entrance will also be on 8th Avenue and would be set back approximately 80 feet from the 8th Avenue street wall.

Both 7th and 8th avenues would provide access to and egress from the accessory parking garage. Retail customers would access the garage through a 29 ft. curb cut on 7th Avenue and through a drop-curb 25 ft. wide at the 8th Avenue entrance. At 7th Avenue, the residential tenants and the office tenants would enter a separate 26 ft. curb cut and have an exclusive entrance/exit ramp to the parking garage located on the second floor. In addition, five required off-street loading berths and a customer lumber pick-up area are being provided at 7th Avenue in a screened service/loading area. Of the 909 parking spaces, 336 are required for the retail use, 197 for the offices and 151 for the residences. The remaining 225 parking spaces will serve as permitted offsite accessory parking for the uses in abutting building controlled by the applicant.

Within the retail store, large in-store elevators will allow customers to transport purchases to their vehicles at the cellar accessory parking level. For larger items that cannot be accommodated by the in-store elevators, two additional customer pick-up areas would be provided. Customers purchasing lumber would receive their order at the 7th Avenue service/loading entrance; and large purchases would be loaded onto vehicles at a customer driveway/pick-up area between the residential/office lobbies and the retail entrance on the 8th Avenue. This customer pick-up area would include a pedestrian sidewalk of at least 22 feet in width, and a one-way continuous driveway of 17 feet in width. In order to eliminate the potential for pedestrian and vehicular conflicts, other additional on-street safety measures include: a new traffic signal at 8th Avenue and 62nd Street, pedestrian signals on corners, raised/textured crosswalks, pavement striping, new stop signs and yield to pedestrian signals and signals.

Amendment of the Zoning Map, C 060353 ZMK

In order to facilitate the proposed development, a C4-2 district is proposed for the project site, lot 75, and portions of lots 100, 150, and 165. The existing M1-1 zoning does not permit residential uses and has a maximum FAR of 1.0. The proposed development has an FAR of 3.36 and

includes residential uses. In the proposed C4-2 district, residential uses can be constructed to a maximum FAR or 2.43 (R6 equivalent), and commercial uses and mixed use buildings be constructed to a maximum FAR of 3.4. The existing heath center and offices on portions of lots 100, 150 and 165 would continue to be conforming uses.

The applicant also proposes to rezone lot 110 and a portion of lots 100, 150 and 165 to C4-2A. The existing M1-1 and M1-2 districts allow light manufacturing and commercial uses with a maximum FAR of 1.0 and 2.0 respectively. The proposed C4-2A district is a contextual district that allows residential, commercial and community facilities and has a maximum FAR of 3.0. Buildings in the C4-2A district have a maximum base height of 60 feet and a maximum total height of 70 feet. This district would create a transition between the proposed C4-2 to the north and the M1-1 to the south. All existing uses in the proposed C4-2A would remain conforming and the off-site accessory parking proposed for the project site would comply with the zoning regulations concerning off-site spaces.

Special Permit, C 060354 ZSK

Because the project is located within a former railroad yard, a Special Permit pursuant to Section 74-681 of the Zoning Resolution is required. In order to grant the special permit, the Commission must make findings related to the traffic generated by the proposed project and its relationship to uses on the site and in the surrounding area.

ENVIRONMENTAL REVIEW

This application (C 060354 ZSK) in conjunction with the related action (C 060353 ZMK) was reviewed pursuant to the New York State Environmental Quality Review Act (SEQRA), and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 <u>et seq</u>. and the City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 06DCP082K. The lead is the City Planning Commission.

After a study of the potential environmental impact of the proposed action, the applicant signed a conditional negative declaration on May 18, 2007 stating the following:

- 1. The applicant agrees via restrictive declarations to prepare hazardous materials sampling protocols, including a health and safety plans, which would be submitted to the Department of Environmental Protection (DEP) for approval. The applicant agrees to test and identify any potential hazardous material impact pursuant to the approved sampling protocols and, if any such impact is found, submit hazardous material remediation plans including health and safety plans to DEP for approval. If necessary, remediation measures would be undertaken pursuant to the remediation plans.
- 2. The applicant agrees to contact the New York City Department of Transportation (NYCDOT) within six months after the completion of this project and to inform them of the need to implement the following traffic mitigations:
 - a. Curb side parking regulation changes from a "No Standing 7AM to 9AM" regulation on the westbound approach, and a "No Standing 4PM to 7PM" regulation on the eastbound approach to "No Standing 7AM to 7PM Except Sunday" for a distance of 150 feet to create turning lanes on 65th Street at its intersection with 7th Avenue.
 - b. Curb side parking changes from "No Parking 11:30AM to 1:00PM" to "No Standing 7AM to 7PM Including Sunday" for a distance of 100 feet to create a turning lane along the east curb of 8th Avenue at its intersection with 62nd Street/Site Access Driveway.

- c. At the intersection of 7th Avenue and 64th Street, during the AM Peak Hour, a one second signal timing change from the eastbound to northbound/southbound approaches.
- d. At the intersection of 7th Avenue and 65th Street, during the AM Peak Hour, Day Light the eastbound and westbound approaches, take 3 seconds from the eastbound/westbound phase for signal timing, and add 3 seconds to the northbound only phase. During the PM Peak Hour, take 4 seconds from the eastbound/westbound phase, add 3 seconds to the westbound-only phase, take 2 seconds from the northbound-only phase and add 3 seconds to the northbound/southbound phase. During the Saturday Peak Hour, Daylight the eastbound and westbound approaches, take 6 seconds from the eastbound/westbound phase, add 2 seconds to the northbound only phase and add 4 seconds to the northbound/southbound phase.
- e. At the intersection of 8th Avenue and 60th Street, during the AM and Saturday Peak Hour, transfer 3 seconds of signal timing from the eastbound/westbound approaches to the northbound/southbound approaches.
- f. At the intersection of 8th Avenue and 65th Street, transfer 4 seconds of signal timing from the westbound to the northbound/southbound approaches during the AM Peak Hour, and 5 seconds from the eastbound/westbound to the northbound/southbound approaches during the Saturday Peak Hour.
- g. At the intersection of Fort Hamilton and 65th Street, transfer 2 seconds from the eastbound/westbound signal approaches to the northbound/southbound approaches during the AM and PM Peak Hour.
- h. At the intersection of Fort Hamilton and 62nd Street, transfer 4 seconds of signal timing from the northbound/southbound phase to the eastbound phase during the PM Peak Hour.

The conditional negative declaration was published in the City Record and in the New York State Environmental Notice Bulletin on May 30, 2007. Pursuant to the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 <u>et seq</u>., a 30-day comment period followed. No comments were received and the conditional negative declaration was issued on August 20, 2007.

UNIFORM LAND USE REVIEW

This application (C 060354 ZSK) in conjunction with the related action (C 060353 ZMK) was certified as complete by the Department of City Planning on May 21, 2007, and was duly referred to Community Board 10 and the Borough President, in accordance with Title 62 of the Rules of the City of New York, Section 2-02(b).

Community Board Public Hearing

Community Board 10 held a public hearing on this application (C 060354 ZSK) in conjunction with the related action (C 060353 ZMK) on June 18, 2007, and on July 11, 2007 by a vote of 31 in favor, 9 opposed and 1 recusal, adopted a resolution recommending approval of the applications.

Borough President Recommendation

This application (C 060354 ZSK) in conjunction with the related action (C 060353 ZMK) was considered by the Borough President, who issued a recommendation approving the applications on August 14, 2007 subject to the following conditions:

- 1. In consultation with Council Member Sara Gonzalez, the applicant provides housing affordable to families making either 80% or 100 percent AMI for 20 percent of the provided housing;
- 2. The applicant conducts a post-opening traffic study in conjunction with DOT and with input f from CB's 7, 10 and 12 and funds appropriate improvements identified;
- 3. The traffic signal being installed by the Department of Transportation at the applicant's expense should include a leading pedestrian interval feature and that the crosswalks be incorporated at this intersection; and
- 4. The applicant works with the Department of Buildings to obtain a partial C of O to allow use

of one or more of the enclosed parking floors before project completion.

City Planning Commission Public Hearing

On August 8, 2007 (Calendar No. 4), the City Planning Commission scheduled August 22, 2007, 2006, for a public hearing on this application (C 060354 ZSK). The hearing was duly held on August 22, 2007 (Calendar No. 27) in conjunction with the hearing for the related action (C 060353 ZMK).

There were ten speakers in favor of the application and one speaker in opposition. The speakers in support included: seven representatives of the applicant, a representative of the Bay Ridge Christian Center Church, a local resident and a representative of Assemblyman from the 48th district. The speaker in opposition was a local resident.

The attorney for the applicant described the actions, the proposed mixed use project and how the application is in compliance with each of the required special permit findings. He indicated that the project would create retail and office jobs and housing for the local community, emphasizing the applicant's commitment to provide 20% of the residential units for affordable housing. The architect for the project discussed the proposed building, site plan and parking plan in greater detail. Existing traffic conditions and proposed mitigation measures were discussed by the environmental engineer. The housing consultant discussed the various affordable housing options being considered.

Additionally, the owner and two other members of the consultant team briefly spoke in favor of the applications.

The Administrator for the Bay Ridge Christian Center Church, located within a block of the proposed project, spoke of their strong support for the application. She indicated that most of the church's members live and work in the community and that the project would provide additional opportunities for employment and affordable housing. The representative of the church further testified that the applicant is well known to the Christian Center as a person of integrity and someone who has successfully developed other adjacent properties.

A local resident spoke in support of the project indicating that the current desolate area adjacent to the existing subway would provide a unique opportunity for retail, office and residential development. The buildings design, the number of parking spaces provided and the commitment of the applicant to conduct a follow-up traffic study were described as the many positives about the application and the proposed development.

The representative of the Assemblyman from the 48th district stated the Assemblyman's support for the project which is within the boundaries of his Assembly district. The representative testified that the Assemblyman believes that the current vacant lot has tremendous potential for positive effects on housing and jobs.

A local resident spoke in opposition to the project due to its potential impact on local businesses,

traffic, pedestrian safety, and the proposed housing and its lack of affordability. He presented his area survey of local businesses and stated his belief that the new home improvement store would result in a net loss of jobs in stores with similar products and services. He further stated his concerns with the number of cars generated by the project and the inadequacy of the proposed mitigation measures.

There were no other speakers and the hearing was closed.

CONSIDERATION

The Commission believes that the application for a special permit (C 060354 ZSK) in conjunction with related application for a zoning map change (C 060353 ZMK) is appropriate.

The Commission believes that the actions would provide an opportunity to develop this long vacant and underutilized site. The proposed project would provide new retail activity, office employment and affordable housing opportunities for area residents.

The proposed zoning map changes would facilitate the proposed project, provide an appropriate transition zone and would not affect any of the exiting uses.

The Commission believes that the streets providing access to the proposed development will be adequate to handle the traffic generated. The project fronts two 80 foot wide streets, with separate entrances on both 7th and 8th avenues, allowing the dispersal of project induced traffic. A new traffic

signal at the intersection of 62nd Street and 8th Avenue and changes to signal timing, on-street parking and standing regulations assure that the traffic from the proposed development would not have significant impacts.

The development would not result in floor area being unduly concentrated on any one portion of the project site. The footprint for the ground floor retail and the cellar, sub-cellar and 2^{nd} floor garages covers most of the through lot from 7^{th} to 8^{th} avenues and the office and residential floor area is concentrated on 8^{th} Avenue west to the mid-block of the site. Rather than a permitted taller tower, the residential portion of the building is spread out over approximately half the lot and has landscaped open spaces above the 2^{nd} floor parking garage, within an inner court above the 3^{rd} floor offices and on terraces on the fourth and tenth floors.

The Commission believes that all uses located on the zoning lot do not adversely affect one another. Residential, commercial and retail uses would have their own entrances on 8th Avenue with separate lobbies, elevators and stairwells. Retail customers would use either 7th or 8th Avenue vehicular entrances to the cellar and sub-cellar garages, while residential and office tenants would have an exclusive entrance to a second floor garage on 7th Avenue. All delivery and service vehicles will be accommodated in a separate loading area on 7th Avenue. In addition, additional safety measures have been incorporated into the design of the store pick-up area in order to eliminate the potential for pedestrian and vehicular conflicts.

The Commission is in receipt of a letter of conceptual approval of the project dated December 2,

2004 from the Metropolitan Transportation Authority (MTA) acknowledging that the proposed development is within a discontinued railroad yard. The MTA will continue to fully review all plans for the development to ensure consistency with its rail service operations. The Commission believes that close consultation with the MTA will ensure that the development of the project site will not adversely affect or impede the use of the adjacent rail right-of-way.

In response to the recommendation of the Borough President, the Commission notes that the applicant's attorney stated at the Commission's public hearing a commitment to providing 20% of the residential units for affordable housing and the conducting of a post-construction traffic study.

FINDINGS

The City Planning Commission hereby makes the findings pursuant to Section 74-681 (b) of the Zoning Resolution:

- the streets providing access to all uses pursuant to paragraph (a) of Section 74-681 are adequate to handle traffic resulting therefrom; and
- 2. the distribution of floor area and the number of dwelling units or rooming units does not adversely affect the character of the surrounding area by being unduly concentrated in any portion of such development or enlargement, including any portion of the development of enlargement located beyond the boundaries of such railroad or transit right-of-way or yard; and
- 3. all uses, developments, or enlargements located on the zoning lot or below a platform do not

adversely affect one another; and

4. if such railroad or transit right-of-way or yard is deemed appropriate for future transportation

use, the site plan and structural design of the development does not preclude future use of, or

improvements to, the right-of-way for such transportation use.

RESOLUTION

RESOLVED, that the City Planning Commission finds that the action described herein will have no

significant impact on the environment subject to the following conditions;

- 1. For the properties located at 6200 8th Avenue (Block 5794, Lot 75), 745 64th Street (Block 5794, Lot 150) and 701 64th Street (Block 5794, Lot 165) the applicant agrees via a restrictive declaration to prepare a hazardous materials sampling protocol including a health safety plan, which would be submitted to the Department of Environmental Protection (DEP) for approval. The applicant agrees to test and identify any potential hazardous material impact pursuant to the approved sampling protocol and, if any such impact is found, submit a hazardous material remediation plan including a health and safety plan to DEP for approval. If necessary, remediation measures would be undertaken pursuant to the remediation plan.
- 2. The traffic analysis indicates that project-generated traffic has the potential to generate significant adverse impacts at the following intersections:
 - 7th Avenue and 64th Street
 - 7th Avenue and 65th Street
 - 8th Avenue and 60th Street
 - 8th Avenue and 65th Street
 - Fort Hamilton and 62nd Street
 - Fort Hamilton and 65th Street

The proposed mitigation measures, including signal timing modifications and parking regulation modifications, would fully mitigate the potential impacts at these intersections. Pursuant to a memo from the Department of Transportation dated March 2, 2007, the proposed mitigation measures were deemed to be reasonable and appropriate. DOT has also agreed to investigate the feasibility of implementing the mitigation measures once the project is built and occupied. Consequently, no significant adverse impacts related to traffic would

occur.

and be it further

RESOLVED, by the City Planning Commission, pursuant to Sections 197-c and 200 of the New York Charter, that based on the environmental determination, and the consideration and findings described in this report, the application submitted by MSK Properties LLC pursuant to Sections 197-c and 201 of the New York City Charter for the grant of a special permit pursuant to Section 74-681 of the Zoning Resolution allow a portion of a railroad yard which has been permanently discontinued or terminated to be included in the lot area of a proposed mixed use development on property located at 6200 8th Avenue (Block 5794, Lot 75), in a C4-2 District, Borough of Brooklyn, Community District 10 is approved, subject to the following conditions:

1. The property that is the subject of this application (C 060354 ZSK) shall be developed in size and arrangement substantially in accordance with the dimensions, specifications and zoning computations indicated on the following plans, prepared by Greenberg Farrow, filed with this application and incorporated in this resolution:

Drawing No.	Title	Last Date Revised
Z2.0	Site Plan	2/28/07
Z2.4	Ground Floor Plan	2/28/07
Z3.0	Curb Level Calculations	1/26/07
Z4.1	Sections	1/26/07
Z5.0	Zoning Analysis	1/26/07

2. Such development shall conform to all applicable provisions of the Zoning Resolution, except for the modifications specifically granted in this resolution and shown on the plan

listed above which has been filed with this application. All zoning computations are subject to verification and approval by the New York City Department of Buildings.

- 3. Such development shall conform to all applicable laws and regulations relating to its construction, operation, and maintenance.
- 4. All leases, subleases, or other agreements for use or occupancy of space at the subject property shall give actual notice of this special permit to the lessee, sublessee, or occupant.
- 5. Upon the failure of any party having any right, title or interest in the property that is subject of this application, or the failure of any heir, successor, assign, or legal representative of such party, to observe any of the covenants, restrictions agreements, and terms or conditions of this resolution, the City Planning Commission may, without the consent of any other party, revoke any portion of or all of said special permit. Such power of revocation shall be in addition to and not limited to any powers of the City Planning Commission, or of any agency of government, or any private person or entity. Any such failure as stated above, or any alteration in the development that is the subject of this application that departs from any of the conditions listed above, is grounds for the City Planning Commission or the City Council, as applicable, to disapprove any application for modification, cancellation or amendment of the special permit hereby granted.

- 6. Neither the City of New York nor its employees or agents shall have any liability for money damages by reason of the City's or such employee's or agent's failure to act in accordance with the provisions of this special permit.
 - 7. The development shall conform to all conditions, modifications and alterations set forth in the conditional negative declaration (CEQR No. 06DCP082K) dated May 18, 2007, issued pursuant to the New York State and New York City Environmental Quality Review. These conditions, modifications and alterations are as follows:

"The applicant agrees via a restrictive declaration to prepare a hazardous materials sampling protocol including a health and safety plan, which would be submitted to the to the remediation plan. The restrictive declaration also restricts the manner in which the property may be developed or redeveloped, by requiring the sampling protocol and remediation measures to serve as a condition precedent to any change of use in any such development or redevelopment of the property."

The above resolution (C 060354 ZSK), duly adopted by the City Planning Commission on

September 19, 2007 (Calendar No. 7), is filed with the Office of the Speaker, City Council, and the

Borough President in accordance with the requirements of Section 197-d of the New York City

Charter.

AMANDA M. BURDEN, AICP, Chair KENNETH J. KNUCKLES, Esq., Vice Chairman ANGELA M. BATTAGLIA, IRWIN CANTOR, P.E., ANGELA R. CAVALUZZI, R.A., ALFRED C. CERULLO, III, BETTY Y.CHEN, RICHARD W. EADDY, LISA A. GOMEZ, NATHAN LEVENTHAL, JOHN MEROLO, DOLLY WILLIAMS, Commissioners