

September 19, 2017/Calendar No. 9

C 170352 PQK

**IN THE MATTER OF** an application submitted by New York City Emergency Management and the Department of Citywide Administrative Services pursuant to Section 197-c of the New York City Charter, for the acquisition of property located at 930 Flushing Avenue (Block 3140, Lot 1) for use as a warehouse, Borough of Brooklyn, Community District 4.

The application was filed on April 11, 2017 by New York City Emergency Management (NYCEM) and the Department of Citywide Administrative Services (DCAS) for the acquisition of property to facilitate the expanded use of a warehouse located at 930 Flushing Avenue (Block 3140, Lot 1) in Bushwick, Community District 4, Brooklyn.

#### **BACKGROUND**

NYCEM and DCAS seek the acquisition of a warehouse at 930 Flushing Avenue (Block 3140, Lot 1) for storage and backup emergency operations. NYCEM currently leases 96,600 square feet of the subject warehouse, which was the subject of a previous site selection and acquisition action C 060078 PCK approved by the City Planning Commission on March 22, 2006. NYCEM and DCAS plan to acquire and use the remaining 207,000 square feet of the building.

930 Flushing Avenue is an approximately 220,000-square-foot lot improved with a 303,600-square-foot two-story warehouse/industrial building and a 16,000-square-foot fenced outdoor parking area, constructed in 1988. Located on the east side of Flushing Avenue between Evergreen Avenue and Stanwix Street, the full block warehouse has a windowless facade fronting Flushing and Evergreen Avenues and parking and office space fronting Stanwix Street. The site is within an M1-2 zoning district, which allows light industrial and commercial uses up to a maximum floor area ratio (FAR) of 2.0.

The project site was part of the 2013 Rheingold Rezoning, a private application (080322 ZMK, 110179 ZRK, and 070250 MMK) that rezoned five tax blocks from M1-1 to R6A and R7A with a C2-4 commercial overlay to facilitate mixed-use development. One block, the project site, was rezoned from M3-1 to M1-2 to facilitate continued industrial use. The rezoned area is currently under construction with buildings that will contain approximately 1,630 dwelling units, including

415 affordable units, 10,000 square feet of ground-floor retail, 4,000 square feet of community facility space, and 17,850 square feet of public open space.

The surrounding area's built form is characterized by warehouses and light industrial uses, attached rowhouses, multi-family buildings, and mixed-use buildings ranging in height from one to five stories and mapped with a mix of manufacturing, commercial and residential zoning districts. To the south and west is the former Rheingold Brewery site, a mixed-use development under construction, as described above. To the east, across Evergreen Avenue, are Green Central Knoll Park, P.S. 145 Andrew Jackson elementary school, and 95 Evergreen Avenue, a future Human Resources Administration facility containing approximately 160,000 square feet of office space within a heavy manufacturing M3-1 zoning district. To the north, across Flushing Avenue, is the North Brooklyn Industrial Business Zone, which contains a range of light industrial and commercial uses and is mapped with light manufacturing M1-1 and M1-2 zoning districts. This area is currently the subject of the North Brooklyn Industry and Innovation Study by the Department of City Planning, which aims to promote job growth and economic activity by ensuring that space is available for industrial businesses in core industrial areas, removing zoning barriers to expansion or construction of industrial buildings, and increasing job density.

NYCEM is responsible for planning for the City's response to all types of emergency hazards, whether natural (e.g., severe weather, earthquakes, epidemics, etc.) or man-made (e.g., acts of terrorism, catastrophic failures of aging infrastructure, major labor disruptions, etc.). NYCEM also has a central coordinating role in managing the overall response and recovery operations of the various City agencies once an emergency event occurs.

Since 2006, NYCEM has leased 96,600 square feet of warehouse and ancillary office space at 930 Flushing Avenue, the subject of this ULURP action. Several specialized vehicles used at emergency scenes are currently stored at the warehouse, along with emergency supplies ranging from mobile light towers to generators to palettes of bottled water. Such equipment and supplies are moved into and out of the warehouse as needed throughout the course of the year. The City's Urban Search and Rescue Team (USAR) also stores its trucks and equipment at 930 Flushing Avenue. On average, there is less than one deployment of the USAR team per year.

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Fewer than 10 NYCEM staff are currently assigned to work at 930 Flushing Avenue, but in the event of an emergency, up to 250 employees could report to work at this site if the main Emergency Operations Center at 165 Cadman Plaza becomes unavailable. The office area within 930 Flushing Avenue is currently set up as a backup Emergency Operations Center, but is primarily used for training sessions.

NYCEM now seeks to expand the amount of space it may access at 930 Flushing Avenue by 207,000 square feet, to a new total of 303,600 square feet. The additional space is needed to relocate critical emergency equipment and supplies to a more central location to shorten emergency response time and to more fully build out a backup Emergency Operation Center. NYCEM is not proposing an increase in building size or floor area, or any other changes to the existing warehouse building. 930 Flushing Avenue is outside of the city's designated hurricane evacuation zones, close to highways, and in the geographic center of New York City, making it a preferred location for emergency operations. In the event of an emergency, this location would serve all of New York City.

#### ENVIRONMENTAL REVIEW

The application (C 170352 PQK) was reviewed pursuant to the New York State Environmental Quality Review (SEQRA), and SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et seq. and the City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The lead agency is NYCEM. This application was determined to be a Type II action, which requires no further environmental review.

After the study of the potential environmental impact of the proposed action, a negative declaration was issued on February 22, 2016.

#### UNIFORM LAND USE REVIEW

This application (C 170352 PQK) was certified as complete by the Department of City Planning on April 24, 2017 and was duly referred to Community Board 4 and the Brooklyn Borough

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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 4 held a public hearing on this application (C 170352 PQK) on June 21, 2016 and, on that date, by a vote of 36 in favor, three opposed, and two abstaining, adopted a resolution recommending approval of the application with the condition that NYCEM explore relocation of the NYPD Public Safety Area (PSA) 3 parking facility from 119 Noll Street to 930 Flushing Avenue to allow for the development of affordable housing.

#### **Borough President Recommendation**

This application (C 170352 PQK) was considered by the Borough President, who issued a recommendation approving the application with conditions on August 2, 2017. The Borough President recommended the following provisions for lease renewal:

- "1. That the New York City Department of Citywide Administrative Services (DCAS) be mandated to pursue outright acquisition of the property through this ULURP application
  - 2. That the City Planning Commission (CPC) include the necessary language in its recommendation report to provide DCAS the ULURP authorization to purchase the property
- 3. That, prior to transfer of the property to the City of New York, initial lease terms shall be limited to that of the standard market rate for industrial/warehouse space, but for the section of the building that needs to be improved for redundant office space where the stated \$36 per sq. ft. is in line with nearby office space leased by DCAS for 95 Evergreen Avenue, and that the lease term include roof rights to implement any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels
- 4. That the roof be developed using any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels
- 5. That along Flushing Avenue, no less than 15,000 sq. ft. of floor area be set-aside for storefront commercial/industrial space to a depth of lot less than 30 feet with the existing building according to facade improvements consistent with the Zoning Resolution (ZR) section pertaining to Special Enhanced Commercial District. Space should be set-aside for manufacturing and service establishments, inclusive of urban agriculture, and be leased, managed, and/or owned by a mission-driven industrial non-profit
- 6. That New York City Office of Emergency Management (OEM) and DCAS should coordinate with the New York City Department of Transportation (DOT) to implement as follows:

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- a. Protected painted sidewalk extensions, per Borough President Adams' CROSS Brooklyn initiative across the intersection of Flushing Avenue at Evergreen Avenue and Stanwix Street, with DOT proceeding in consultation with Brooklyn Community Board 4 (CB 4) and local elected officials, prior to installing curb extensions
- b. Incorporation of a maintenance obligation in the lease terms as a responsibility for either the landlord or OEM to enter into such a standard DOT maintenance agreement of the painted sidewalk extension area at Flushing Avenue at Evergreen Avenue and Stanwix Street
- c. Installation of street benches along Flushing Avenue as part of the CityBench initiative
- 7. That NYCEM set aside the identical amount of parking spaces that presently exist at PSA 3 for the exclusive benefit of the New York City Police Department (NYPD)
- 8. That any lease and City acquisition require the retention of Brooklyn-based contractors and subcontractors, especially those who are designated Local Business Enterprises (LBE) consistent with section 6-108.1 of the City's Administrative Code, and Minority- and Women-Owned Business Enterprises (MWBE) establishments, as a means to meet or exceed standards per Local Law 1 (not less than 20 percent participation), as well as to coordinate the monitoring of such participation with an appropriate monitoring agency

#### Be It Further Resolved:

- 1. That the Mayor's Office:
  - a. Set aside funds to acquire 930 Flushing Avenue
  - b. Establish an industrial development fund of no less than \$10 million dollars to assist north Brooklyn not-for-profit industrial development corporations in acquiring real property to lease to manufacturing establishments
- 2. That NYPD relocate its parking utilization from its PSA 3 facility to a designated area within 930 Flushing Avenue, and jurisdiction of the parking area be transferred to the New York City Department of Housing Preservation and Development (HPD)
- 3. That in order to promote appropriate urban agriculture use inclusive of aquaponics and hydroponic technologies on the roof of 930 Flushing Avenue, and to facilitate enlargement of 930 Flushing Avenue pursuant to its maximum community facility floor area ratio (FAR) of 4.8, the New York City Department of City Planning (DCP) should undertake an initiative to modify the New York City Zoning Resolution (ZR) as warranted, to amend ZR Sections 22-14 Use Group 4B. Open Uses, 42-10 Uses Permitted As-Of-Right, ZR 43-122 Maximum floor area ratio for community facilities and ZR 75-01 (b) Greenhouse Certification; and that the New York City Department of Buildings (DOB) issue a Zoning Determination to clarify zoning floor area calculations for stacked-vertical indoor urban farming systems
- 4. That DCAS advance opportunities for façade improvements through mural arts projects for warehouse properties with extensive street walls that are held through City ownership or

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municipal long-term leases, subject to consultation in advance with affected community boards and local elected officials."

#### **City Planning Commission Public Hearing**

On July 26<sup>th</sup>, 2017 (Calendar No.5), the City Planning Commission scheduled August 9, 2017 for a public hearing on this application (C 170352 PQK). The hearing was duly held on August 9, 2017 (Calendar No. 42). There were two speakers in favor and none opposed.

A Deputy Commissioner from NYCEM spoke in favor of the application, stating that the agency's original intent was to purchase a property, however, it was difficult to find a site outside of hurricane evacuation zones and flood zones. The NYCEM representative stressed the importance of being in a central location close to highways to be best positioned for rapid citywide emergency response and confirmed that the lease would be for a term of 20 years with a 10-year renewal option.

A representative from DCAS's Leasing Division spoke in favor of the application, providing information about the property transaction. The DCAS representative emphasized that the facility would serve a critical citywide emergency need and highlighted the importance of the facility's ground floor location to accommodate large trucks and equipment and allow NYCEM to respond quickly in the case of an emergency. The DCAS representative confirmed that the agency would be open to acquiring the property through eminent domain, in the future, if it were determined to be appropriate.

There were no other speakers and the hearing was closed.

#### **CONSIDERATION**

The Commission believes that the acquisition of property located at 930 Flushing Avenue (Block 3140, Lot 1) for use as a warehouse is appropriate.

The proposed facility would be located in a warehouse within a manufacturing zone, adjacent to other manufacturing, commercial, and residential uses. The Commission notes that NYCEM provides a critical city service that necessitates a warehouse sited outside of flood and hurricane

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evacuation zones, in a central location close to highways, to facilitate a rapid emergency response. The Commission notes that the proposed facility meets this criteria, and that NYCEM carried out an extensive property search to find a site that meets its size and siting needs.

The continued use of this space at 930 Flushing Avenue, with the addition of more space to allow for increased storage of emergency equipment and supplies, and the buildout of a fully equipped backup Emergency Operations Center, will help NYCEM to meet the public needs outlined in its charter mandated responsibilities and to respond optimally in regards to the City's stated public policies aimed at reducing harm to its residents and helping to speed the recovery of its communities after a major emergency event.

The Commission acknowledges the Borough President's preference that the site be purchased versus leased, and notes that, although the terms of the lease negotiations are not within the Commission's purview, the acquisition application does not preclude acquisition of the site in fee.

The Commission notes concerns expressed during public review related to City acquisition of viable ground-floor industrial space; however, it recognizes that this space allows NYCEM to carry out an essential city function. The Commission also notes that the Department of City Planning is conducting the North Brooklyn Industry and Innovation Study in the adjacent 900-acre North Brooklyn Industrial Business Zone to develop strategies to strengthen core industrial areas, increase job density, and invest in the long-term growth of industrial and manufacturing businesses.

Regarding the concerns of the Borough President that the surrounding streetscape, façade, and roof be improved, NYCEM stated in a letter dated August 31, 2017 that it is "committed to exploring the feasibility of improving the conditions of the warehouse's façade and adjacent streetscape." NYCEM stated in the letter that the agency has reached out to the DOT Borough Commissioner's Office regarding "possible streetscape changes surrounding 930 Flushing Avenue, such as crosswalk improvements/curb extensions, and public benches (CityBench)" and that the Borough Commissioner's staff will be looking into the matter. NYCEM also noted in its letter that it will discuss façade improvements, such as mural painting and street tree planting, as well as the feasibility of a green, blue, solar or agricultural-related roof design with the property owner and other involved parties. The Commission strongly encourages NYCEM to pursue these strategies

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to improve the outward appearance of the building and surrounding streetscape, which is located immediately adjacent to a burgeoning mixed-use community with approximately 1,600 dwelling units, 160,000 square feet of office space, and 14,000 square feet of ground-floor retail and community facility space currently under construction or renovation. These improvements would create a safer and more welcoming environment for the growing population of residents and workers in the area and ensure that the NYCEM warehouse becomes an asset to the Bushwick community.

Regarding concerns of Community Board 4 and the Borough President that parking be relocated from the NYPD PSA 3 facility to the site, this matter is outside of the Commission's purview; however, NYCEM stated in its letter that it will explore the feasibility of this proposal.

The Commission has therefore determined that this use would be suitable.

#### RESOLUTION

**RESOLVED,** that the City Planning Commission finds that the action described herein will have no significant impact on the environment; and be it further

**RESOLVED**, by the City Planning Commission, pursuant to Section 197-c of the New York City Charter, that this application submitted by New York City Emergency Management and the Department of Citywide Administrative Services for the acquisition of property to facilitate the expanded use of a warehouse of property located at 930 Flushing Avenue (Block 3140, Lot 1), is approved.

The above resolution (C 170352 PQK), duly adopted by the City Planning Commission on September 19, 2017 (Calendar No. 9), 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.

MARISA LAGO, Chair KENNETH J. KNUCKLES, Esq., Vice Chairman RAYANN BESSER, ALFRED C. CERULLO III, MICHELLE DE LA UZ, JOSEPH I. DOUEK, CHERYL COHEN EFFRON, HOPE KNIGHT, ANNA HAYES LEVIN, ORLANDO MARIN, Commissioners

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# Community/Borough Board Recommendation Pursuant to the Uniform Land Use Review Procedure

DEPARTMENT OF CITY PLANNING CITY OF NEW YORK		
Application #:	Project Name:	
CEQR Number:	Borough(s): Community District Number(s):	
Please use the above application number on all correspondence concerning this application		

## **SUBMISSION INSTRUCTIONS**

- Complete this form and return to the Department of City Planning by one of the following options:
  - **EMAIL** (recommended): Send email to CalendarOffice@planning.nyc.gov and include the following subject line: (CB or BP) Recommendation + (6-digit application number), e.g., "CB Recommendation #C100000ZSQ" AWWWWW
  - MAIL: Calendar Information Office, City Planning Commission, 120 Broadway, 31st Floor, New York, NY 10271
  - FAX: to (212) 720-3488 and note "Attention of the Calendar Office"
- Send one copy of the completed form with any attachments to the <u>applicant's representative</u> at the address listed below, one copy to the Borough President, and one copy to the Borough Board, when applicable.

Docket Description:

		1		
Applicant(s):		Applicant's Repre	sentative:	
	i			
Recommendation submitted by:			_	
Date of public hearing:	Location:			
Was a quorum present? YES NO	A public hearing requires a quo	orum of 20% of the appoir	nted members of the board.	
was a quorum present: 123 No	but in no event fewer than seve		,	
Date of Vote:	Location:			
RECOMMENDATION				
Approve	Approve With Modif	ications/Conditions		
Disapprove	Disapprove With Mo	odifications/Condition	ns	
Please attach any further explanation of the recommendation on additional sheets, as necessary.				
Voting				
# In Favor: # Against: # Abstainin	ng: Total memb	ers appointed to th	ne board:	
Name of CB/BB officer completing this form	Title		Date	
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## THE CITY OF NEW YORK



BUSHWICK

ELECTED OFFICIALS

HON. ERIC ADAMS Borough President

HON. ANTONIO REYNOSO

34th Council District

HON. RAFAEL ESPINAL

37th Council District

OFFICERS

OFFICERS

MARTHA BROWN 1st Vice Chairperson

VICTORIA FERNANDEZ

2nd Vice Chairperson

CIRILO NUNEZ
Recording Secretary

ELVENA DAVIS

Financial Secretary

RAUL RUBIO

Treasurer

ELISEO RUIZ

Correspondence Secretary
ROBERT CAMACHO

Parliamentarian

Community Board No. 4 1420 Bushwick Avenue, Suite 370 Brooklyn, New York, 11207-1422

Telephone: 718-628-8400 Fax: 718-628-8619 Email: bk04@cb.nyc.gov Website: www.nyc.gov/brooklyncb4

Julie Dent - Chairperson Celestina Leon - District Manager

June 22, 2017

Joseph J. Esposito Commissioner NYC Emergency Management 165 Cadman Plaza East Brooklyn, NY 11201

Re: Land Use Review Application (reference no. 170352 PQK)

Dear Commissioner Esposito,

At the Wednesday, June 21, 2017 Public Hearing and Regular Meeting of Brooklyn Community Board 4, the full board voted in favor, with three opposed and two abstentions, of the recommendation to approve with a provision the expansion and lease renewal for the NYC OEM warehouse located at 930 Flushing Avenue.

The provision stipulates that the NYC OEM and Department of Citywide Administrative Services explore relocating and, with the utmost of their ability, seek to reestablish the parking for the New York City Police Department Housing PSA 3 within the 930 Flushing Avenue warehouse. Achieving this stipulation would open up their current location (see attached list) on Central Avenue between Forrest and Noll Streets for the potential development of one hundred percent affordable housing. Its success will also ensure the Bushwick community and neighborhood at large gain much needed affordable housing in an area that has been severely impacted by an increase in speculation and market rate development.

Community Board 4 continues to support projects that will improve the quality of life for its residents and community. Should you have any questions, please do not hesitate to contact me in the office at (718) 628-8400.

Sincerely,

Celestina Leon District Manager

Cc: Council Member Antonio Reynoso, 34th District

Brooklyn Borough President Eric Adams

Commissioner Lisette Camilo, NYC Department of Citywide Administrative Services

Police Commissioner James P. O'Neill, NYPD

## THE CITY OF NEW YORK



BUSHWICK

**ELECTED OFFICIALS** 

HON. ERIC ADAMS Borough President

HON. ANTONIO REYNOSO

34th Council District

HON. RAFAEL ESPINAL

37th Council District

**OFFICERS** 

MARTHA BROWN 1st Vice Chairperson

VICTORIA FERNANDEZ

2nd Vice Chairperson

CIRILO NUNEZ Recording Secretary

**ELVENA DAVIS** 

Financial Secretary
RAUL RUBIO

Traceuror

ELISEO RUIZ

Correspondence Secretary

ROBERT CAMACHO

Parliamentarian

Community Board No. 4 1420 Bushwick Avenue, Suite 370 Brooklyn, New York, 11207-1422

Telephone: 718-628-8400 Fax: 718-628-8619 Email: bk04@cb.nyc.gov Website: www.nyc.gov/brooklyncb4

Julie Dent - Chairperson Celestina Leon - District Manager

Re: Land Use Review Application (reference no. 170352 PQK)

### **PSA3 Parking Lots**

Below is the list of specific lots included in the June 21, 2017 recommendation to approve with a provision the expansion and lease renewal for the NYC OEM warehouse located at 930 Flushing Avenue. There are 6 total lots with the following addresses and corresponding Block and Lot numbers:

- -106 Forrest Street (Block 3148, Lot 13)
- -127 Noll Street (Block 3148, Lot 48)
- -125 Noll Street (Block 3148, Lot 49)
- -123 Noll Street (Block 3148, Lot 50)
- -121 Noll Street (Block 3148, Lot 51)
- -119 Noll Street (Block 3148, Lot 53)



## **Email/Fax Transmittal**

<b>TO:</b> Brooklyn Community District 4 Distribution	FROM: Brooklyn Borough President Eric L. Adams
DATE: August 2, 2017	CONTACT: Richard Bearak – Land Use Director Phone: (718) 802-4057 Email: rbearak@brooklynbp.nyc.gov
<b>ULURP Recommendation:</b> EMERGENCY MANAGEMENT WAREHOUSE – 170352 POK	NO. Pages, Including Cover: 14

Attached is the recommendation report for ULURP application 170352 PQK. If you have any questions, please contact Richard Bearak at (718) 802-4057.

## Distribution

NAME	TITLE	OFFICE	EMAIL
Marisa Lago	Chair, City Planning Commission (CPC)	(212) 720-3356	ygruel@planning.nyc.gov
Melissa Mark-Viverito	Speaker, City Council	(212) 788-7207	mviverito@council.nyc.gov
Winston Von Engel	Director, Brooklyn, New York City Department of City Planning (DCP)	(718) 780-8280	wvoneng@planning.nyc.gov
Alex Sommer	Deputy Director, Brooklyn, DCP	(718) 780-8271	asommer@planning.nyc.gov
James Merani	Director, Land Use Review, DCP	(212) 720-3362	jmerani@planning.nyc.gov
Raju Mann	Director, Land Use Division, City Council	(212) 788-7207	rmann@council.nyc.gov
Amy Levitan	Land Use Division, City Council	(212) 788-7207	alevitan@council.nyc.gov
Antonio Reynoso	Council Member, District 34	(718) 963-3141	areynoso@council.nyc.gov
Julie Dent	Chair, Brooklyn Community Board (CB 4)	(718) 628-8619	Bk04@cb.nyc.gov
Nadine Whitted	District Manager, CB 4	(718) 628-8619	Bk04@cb.nyc.gov
Henry Jackson	Deputy Commissioner, New York City Office of Emergency Management (OEM)	(212) 360-3486	hjackson@oem.nyc.gov
Randal Fong	New York City Department of Citywide Administrative Services (DCAS)	(212) 386-0618	rfong@dcas.nyc.gov
Richard Bearak	Director, Land Use, BBPO	(718) 802-4057	rbearak@brooklynbp.nyc.gov

### **Brooklyn Borough President Recommendation**

CITY PLANNING COMMISSION 22 Reade Street, New York, NY 10007 calendaroffice@planning.nyc.gov



#### **INSTRUCTIONS**

- 1. Return this completed form with any attachments to the Calendar Information Office, City Planning Commission, Room 2E at the above address.
- 2. Send one copy with any attachments to the applicant's representatives as indicated on the Notice of Certification.

#### **APPLICATION**

EMERGENCY MANAGEMENT WAREHOUSE - 170352 PQK

An application submitted by the New York City Office of Emergency Management (OEM) and the New York City Department of Citywide Administrative Services (DCAS), pursuant to Section 197-c of the New York City Charter, seeks approval for site selection and acquisition of property located at 930 Flushing Avenue in the Bushwick neighborhood of Brooklyn Community District 4 (CD 4). Such actions would facilitate the continued use of the property as an emergency management warehouse and extension of such use to additional floor space.

<b>BROOKLYN</b>	COMMUNITY	DISTRICT	NO. 4
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BOROUGH OF BROOKLYN

#### RECOMMENDATION

☐ APPROVE

☑ APPROVE WITH

MODIFICATIONS/CONDITIONS

☐ DISAPPROVE
DISAPPROVE WITH
MODIFICATIONS/CONDITIONS

SEE ATTACHED

Epi L. Adam

August 2, 2017

**BROOKLYN BOROUGH PRESIDENT** 

DATE

## RECOMMENDATION FOR: EMERGENCY MANAGEMENT WAREHOUSE - 170352 PQK

An application submitted by the New York City Office of Emergency Management (OEM) and the New York City Department of Citywide Administrative Service (DCAS), pursuant to Section 197-c of the New York City Charter, seeks approval for site selection and acquisition of property located at 930 Flushing Avenue in the Bushwick neighborhood of Brooklyn Community District 4 (CD 4). Such actions would facilitate the continued use of the property as an emergency management warehouse.

On July 10, 2017, Brooklyn Borough President Eric L. Adams held a public hearing on the acquisition request. There were no speakers testifying on this item.

In response to Deputy Brooklyn Borough President Diana Reyna's inquiry regarding the former occupants of the floor area being requested for future OEM utilization, and the number of full-time OEM staff under the existing OEM occupied floor area, the applicant's representative stated that an ambulance operation and an exporter were the previous tenants, while OEM retains five full-time staff onsite.

In response to Deputy Borough President Reyna's inquiry regarding the list of potential sites provided by OEM, which contained properties under 300,000 square feet (sq. ft.), the representative stated that they began by looking at properties of 200,000 sq. ft. or greater. However, their current criteria specify a facility of 300,000 sq. ft.

In response to Deputy Borough President Reyna's inquiry regarding the cost per square foot at 930 Flushing Avenue and whether this ULURP would permit the purchase of the property, the representative provided an estimated rent of \$30/sq. ft. or \$11 million annually for a proposed 20-year lease. The representative confirmed that the property owner is not currently interested in selling the site. However, OEM has chosen to pursue a potential lease due to its current operational needs and the limited availability of properties that meet those needs. The agency deems that the 930 Flushing Avenue site would allow delivery for expanded operations in the time frame required.

In response to Deputy Borough President Reyna's inquiry as to why the applicant is not pursuing eminent domain to secure 930 Flushing Avenue in perpetuity, the applicant stated that the option remains a possibility and may be pursued at a later date. In response to Deputy Borough President Reyna's inquiry as to whether a second ULURP would need to be engaged for eminent domain or whether the current ULURP reserves the right for eminent domain, the applicant stated that this application is for the intended lease. However, if ULURP is secured, the City Planning Commission (CPC) resolution allows for a ULURP under a lease with a duration period of time "so be it." It could also be a resolution that indicates the ULURP would be unlimited if there is an in-fee purchase of the property.

Given the facility's location directly across Flushing Avenue from the North Brooklyn Industrial Business Zone (IBZ), Deputy Borough President Reyna inquired as to why OEM intends to extend its operation throughout the entire building, rather than split the functions across multiple sites. The representative noted that OEM stores equipment at three locations: its headquarters at Cadman Plaza, 930 Flushing Avenue, and a warehouse in New Jersey leased through a third party. Upon receiving approvals, the agency intends to shift materials being stored at its headquarters to 930 Flushing Avenue and modify the building interior to accommodate specific equipment and space for task forces. OEM intends to retain its New Jersey facility in order to allow speedy deployment of emergency response equipment to New York City.

In response to Borough President Adams' policy of promoting the use of renewable and sustainable energy resources as well as promoting practices to retain stormwater runoff, the applicants stated that this building lease would be part of the DCAS sustainability program and would follow best practices. Since OEM would be the sole tenant at 930 Flushing Avenue, the agency is willing to consider opportunities to improve the property in ways that incorporate energy efficiency features.

In response to Deputy Borough President Reyna's inquiry regarding how the proposed lease might advance the inclusion of Local Business Enterprises (LBE) and Minority- and Women-Owned Business Enterprises (MWBE), the representative noted that approximately 10-12 full-time OEM employees would be assigned to this site, but did not address LBE and MWBE participation during construction.

Subsequent to the hearing, Borough President Adams received additional clarification from DCAS regarding the extent of rights that might be granted to the City in order to facilitate the purchase under this application. In the response, DCAS noted that ULURP applications consistently use the phrase "acquire (terms to be determined)" to allow the City the fullest flexibility in real estate transactions. DCAS also noted that acquisition can involve negotiated purchase of fee or lease, and condemnation of fee or lease, as well as other actions. With regard to eminent domain, DCAS expressed that if the CPC and the City Council approve the "acquisition" action, then a subsequent ULURP is not required for condemnation. The response also provided a projected programmatic breakdown for the facility, which would comprise 60 percent warehouse space (approximately 180,000 sq. ft.) and 40 percent office space (approximately 120,000 sq. ft.). The office space portion would accommodate the OEM Logistics Center, a backup Emergency Operations Center (EOC), as well as continuity of government space for OEM, City Hall, and other City agencies, with the rest slated for administrative uses and offices.

Subsequent to the hearing, Borough President Adams received testimony in opposition from Evergreen, a non-profit organization that owns industrial buildings in north Brooklyn, which are leased at 20 percent below current market rates to local companies. Evergreen believes that OEM's utilization of the building at 930 Flushing Avenue does not support the retention of industrial jobs or affordable space for manufacturers who generally cannot pay rates above \$14-\$19 per sq. ft. Evergreen believes that a small part of this building could be dedicated to create a home for high-quality working class jobs supplied by local manufacturers, with preference for visible ground-floor occupancy. It also believes that there could be an opportunity to partner with mission-driven non-profit organizations to own or manage such portion of the building, provided that it be sold or leased to such organizations at a rate significantly below market so that they, in turn, can lease it to tenants at affordable rates. If this space is not donated, leased, or sold to a non-profit organization, Evergreen recommends oversight by a non-profit administrative agent.

#### Consideration

Brooklyn Community Board 4 (CB 4) approved this application with the condition that DCAS and OEM work to relocate New York City Police Department (NYPD) parking for Police Safety Area 3 (PSA 3), located on Central Avenue between Forrest and Noll streets, to the 930 Flushing Avenue property, as a means to facilitate future development for an affordable housing site.

The two-story, 40-foot tall warehouse at 930 Flushing Avenue, built in 1988, has been occupied in part by OEM since 2006 when the first lease was approved. It has a lot area of 220,000 sq. ft., containing 303,600 sq. ft. of building floor area, a commercial floor area utilization of 1.38 of floor area ratio (FAR) of the 2.0 FAR permitted commercial development rights. OEM occupies 96,600 sq. ft. of floor area to accommodate warehousing for 25 emergency vehicles, equipment and supply storage, and ancillary office space use. The facility contains 87 indoor parking spaces, with additional outdoor parking and

storage on the northwest portion of the site. The office space is utilized by OEM for training and ad hoc exercises. Until recently, the remaining 207,000 sq. ft. were occupied by a variety of tenants during the year; they are now vacant. 930 Flushing Avenue also provides storage space for equipment and vehicles used by the New York City Urban Search and Rescue Team (US&R). There are seven permanent OEM employees at the site.

DCAS and OEM propose to renew the lease for the existing floor area and lease the additional 207,000 sq. ft. of vacant area in order to occupy the entire building. DCAS, on behalf of OEM, is seeking a 20-year lease term, at a rate of \$36 per sq. ft. and a projected total cost of approximately \$220 million. Leasing the additional floor area would allow OEM to consolidate their operations at 930 Flushing Avenue and enable necessary storage of additional equipment and vehicles, which are currently housed in the agency's headquarters at 165 Cadman Plaza. In addition, OEM intends to fully build out a backup EOC for its headquarters within this floor area. The EOC is designed to allow continuity of operations and City government in the event of a citywide emergency, and would be in service 24 hours a day. The agency's expansion at 930 Flushing Avenue will require an onsite staff of approximately 10 to 12 full-time employees. However, during an emergency, the expanded EOC may be staffed by 250 OEM employees and government representatives, as a temporary location for government operations.

The pursuit of 930 Flushing Avenue is based on the facility's ability to meet key criteria identified by OEM. This includes a floor area that is greater than 200,000 sq. ft., zoned for manufacturing and situated outside a New York City evacuation zone. The minimum floor area was based on accommodating additional equipment and vehicles associated with the optimal buildout of the EOC. OEM's use requires location in a manufacturing district in order to be permitted as-of-right. Being outside a storm surge evacuation zone ensures that OEM is able to respond and operate during an emergency. Finally, the facility's location in Bushwick was deemed sufficiently central for deploying equipment and supplies throughout the borough of Brooklyn.

Borough President Adams recognizes the need for large and appropriately located warehousing space that allows storage and deployment of OEM assets during contingencies, while supporting redundancy and continuity of government operations. Though applicants have judged 930 Flushing Avenue to be an ideal location for OEM's intended uses, he is concerned that the terms of acquisition, as presented to him, do not adequately serve the City's best interests. Borough President Adams has concerns regarding the substantial cost burden this proposal represents to New York City taxpayers. He is concerned that its lease terms are not promoting rooftop utilization for resilient, sustainable elements and/or urban agriculture; that it would impact industrial uses securing affordable rents within the nearby North Brooklyn IBZ, and that it does not advance elements of Vision Zero, all of which he strongly supports. Furthermore, Borough President Adams sees an opportunity for this site to indirectly enable the development of affordable housing and promote local employment, and for the City to make its regulations more supportive of urban agriculture.

### Facilitating Outright Acquisition Versus Leasing

While the proposed lease rate per sq. ft. at 930 Flushing Avenue might be in line with rates for office space in this area, based on the City's lease intent for nearby 95 Evergreen Avenue, such a rate appears to be excessive for a tenant buildout that would contain approximately 60 percent storage and warehousing. According to Evergreen, the North Brooklyn IBZ service provider, a lease term of \$36 per sq. ft. would be well above the standard market rate of \$14-\$19 for warehousing space in north Brooklyn. Borough President Adams is thus concerned that the City would be overpaying for warehousing space, which constitutes 60 percent of the building's floor area, in order to become the sole tenant of this property. From a public policy perspective, given the importance and the presented suitability of 930 Flushing Avenue for OEM's operations, it would make sense for the City to secure the site through outright acquisition, eliminating uncertainty about future renewals. Proceeding otherwise would burden the taxpayers with excessive cost based on the aggregate cost per square foot and

escalation costs of leasing the facility for a 20-year term. Beyond real estate certainty, acquisition offers a number of benefits, including the ability to develop 0.62 remaining FAR on the site to meet future expansion needs. As such, Borough President Adams believes that DCAS should be taking steps to purchase the property outright.

According to DCAS, ULURP applications consistently use the phrase "acquire (terms to be determined)" to give the City the fullest flexibility in business transactions. DCAS has further expressed that were the CPC or the City Council to approve the "acquisition" action, then a subsequent ULURP is not required for condemnation. Therefore, DCAS should be mandated to pursue outright acquisition of the property through this ULURP application, based on inclusion of the necessary language in the recommendation report of the CPC for authorizing the purchase of 930 Flushing Avenue.

Given that funding for acquisition might not be available at the conclusion of the ULURP process, and the apparent need to accommodate OEM's expanded occupancy of the building, DCAS should proceed with a short-term lease to facilitate the interior renovations and prompt occupancy of the additional 207,000 sq. ft. of the building at a rent that is more in line with present rates for storage and warehousing in north Brooklyn. Furthermore, any interim lease period should be reflective of the standard market rate for industrial/warehouse space in recognition of the proportion of the building programmed for such use.

In addition, the Mayor's Office should set aside funds to acquire 930 Flushing Avenue.

## <u>Advancing Resilient and Sustainable Energy and Stormwater Management Policies and Urban Agricultural Policy</u>

It is Borough President Adams' sustainable energy policy to promote opportunities for blue/green/white roofs, solar panels, and/or wind turbines, as well as Passive House construction. He encourages developers to coordinate with the New York City Mayor's Office of Sustainability, the New York State Energy Research and Development Authority (NYSERDA), and/or the New York Power Authority (NYPA) at each project site. Such modifications would increase energy efficiency and reduce the development's carbon footprint. Furthermore, as part of his flood resiliency policy, Borough President Adams encourages developers to incorporate permeable pavers and/or establish bioswales that advance the New York City Department of Environmental Protection (DEP) green-water/stormwater strategies. Bioswales, blue/green roofs, and permeable pavers would divert stormwater from the City's water pollution control plants. According to the "New York City Green Infrastructure 2016 Annual Report," green infrastructure plays a critical role in addressing water quality challenges and provides numerous environmental, social, and economic benefits.

It is appropriate for the developers and property owners to engage government agencies, such as the Mayor's Office of Sustainability, NYSERDA, and/or NYPA, to give consideration to government grants and programs that might offset costs associated with enhancing the resiliency and sustainability of this development site. One such program is the City's Green Roof Tax Abatement (GRTA), which provides a reduction of City property taxes by \$4.50 per square-foot of green roof, up to \$100,000. The DEP Office of Green Infrastructure advises property owners and their design professionals through the GRTA application process. Borough President Adams encourages the developers and property owners to reach out to his office for any help in opening dialogue with the aforementioned agencies and further coordinating on this matter.

Borough President Adams recognizes that the building's extensive roof surface area presents significant opportunities for energy generation, stormwater management, and urban agriculture, which could be advanced with the City's outright acquisition of 930 Flushing Avenue. Ownership and roof rights would enable integration of solar panels, rainwater capture through blue and/or green roof

treatment, and/or an urban agriculture system. This is consistent with sustainability goals articulated in "OneNYC: The Plan for a Strong and Just City," which incentivizes building owners to build and maintain green roofs. As the potential sole occupant of 930 Flushing Avenue, OEM should advance this City policy, through utilization of the facility's roof. Therefore, DCAS should ensure that the building's lease terms include the ability to harvest its roof rights.

Prior to granting approval, the City Council should obtain commitments from OEM that the roof would be developed with any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels. The City Council should also obtain commitments from DCAS that any lease term would include roof rights to implement any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels.

#### **Advancing Industrial Use Space**

Borough President Adams is concerned that space per sq. ft. of the lease terms for 930 Flushing Avenue might induce nearby property owners to seek escalated, speculative rents that would hinder the growth and retention of manufacturing firms and jobs in north Brooklyn.

Recent development trends in manufacturing zoned districts have primarily resulted in hotels, offices, retailers, eating and drinking establishments — including entertainment venues — and mini storage facilities. Such trends demonstrate that often these tenants are more lucrative for landlords and property investors than uses that are generally restricted to occupancy in such zones. Though the non-office portion of the OEM use consisting of storage of equipment and supplies is permitted as-of-right by M1 zoning, warehousing constitutes a low-intensity use that also competes for space with industrial uses that require manufacturing zoning. Borough President Adams believes that in order to help specific manufacturing listed uses to secure space in north Brooklyn and compete more effectively in the real estate market, it is reasonable to dedicate no less than five percent of 930 Flushing Avenue's 300,000 sq. ft. floor area for ground-floor commercial and light industrial uses.

Such policy would also mitigate the fact that the building presents a blank street wall along Flushing Avenue from the adjacent North Brooklyn IBZ, which effectively isolates the New York City Department of Parks and Recreation's (NYC Parks) Green Central Knoll from thousands of existing and anticipated housing units in the northwestern section of Bushwick. In order to activate this street wall, while accommodating uses consistent with the IBZ, Borough President Adams believes that the ground-floor commercial/light industrial uses should line the Flushing Avenue frontage to a minimum depth of 30 feet.

To ensure a lively streetscape, the Flushing Avenue façade should be consistent with the requirements of the Zoning Resolution's (ZR) Special Enhanced Commercial District (SECD) zoning text. Such floor space should have a restriction on occupancy and provide oversight through the engagement of a mission-driven industrial non-profit as a lessor, manager, or owner. Permitted uses should mirror those stipulated in ZR 74-961's Required Industrial Use listing. With acquisition of 930 Flushing Avenue, the remaining 0.62 FAR could be utilized for construction of additional floor area to accommodate Required Industrial Use establishments.

Prior to granting approval, the City Council should obtain commitments from OEM that no less than 15,000 sq. ft. of floor area along Flushing Avenue be set-aside for storefront commercial/industrial space to a depth of lot less than 30 feet with the existing building, according to façade improvements consistent with the ZR section pertaining to the SECD. In addition, space should be set aside for manufacturing and service establishments, inclusive of urban agriculture, and be leased, managed, and/or owned by a mission-driven, industrial non-profit organization.

#### **Advancing Vision Zero Policies**

Borough President Adams is a supporter of Vision Zero, one component of which is to extend sidewalks into the roadway as a means of shortening the path where pedestrians cross in front of traffic lanes. These sidewalk extensions, also known as bulbouts or neckdowns, make drivers more aware of pedestrian crossings and encourage drivers to slow down.

In 2015, Borough President Adams also launched his own initiative, Connecting Residents on Safe Streets (CROSS) Brooklyn. This program supports the creation of bulbouts or curb extensions at dangerous intersections in Brooklyn. During the program's first year, \$1 million was allocated to fund five dangerous intersections in Brooklyn. Subsequent funding included \$2.2 million in Fiscal Year 2017 (FY17) and \$600,000 in Fiscal Year 2018 (FY18). By installing more curb extensions, seniors will benefit because more of their commute will be spent on sidewalks, especially near dangerous intersections. At the same time, all roadway users will benefit from a safer street.

Borough President Adams seeks for the implementation of bulbouts as part of a Builders Pavement Plan or protected painted sidewalk extensions, per his CROSS Brooklyn initiative, across the intersection of Flushing Avenue at both Evergreen Avenue and Stanwix Street. Therefore, OEM should consult with the New York City Department of Transportation (DOT) regarding the provision of curb extensions, either built or painted, along Flushing Avenue. Borough President Adams recognizes that the cost associated with construction of sidewalk extensions can be high based on the need to modify infrastructure and/or utilities. He would therefore urge DOT to at least explore the implementation of protected painted sidewalk extensions until available capital resources are secured. If the implementation meets DOT's criteria, DCAS and OEM should consult with CB 4 and local elected officials before undertaking such improvements. Such painted extensions require a maintenance agreement that indemnifies the City from liability, contains a requirement for insurance, and details the responsibilities of the maintenance partner. Borough President Adams urges DCAS and OEM to incorporate the maintenance obligation into any lease terms for 930 Flushing Avenue.

Therefore, prior to granting approval, the City Council should seek a demonstration of the following for the intersections of Evergreen Avenue and Stanwix Street at Flushing Avenue: coordination with DOT and with the resulting commitment to implement curb extensions as part of a Builders Pavement Plan and/or as protected painted sidewalk extensions; commitment to enter into a standard DOT maintenance agreement that indemnifies the City from liability, contains a requirement for insurance, and details the responsibilities of the maintenance partner; and confirmation from DOT that implementation would not proceed prior to consultation with CB 4 and local elected officials.

#### <u>Installation of Street Benches as Part of the CityBench Initiative</u>

Appropriate placement of street furniture is important for the disabled and elderly, as well as adults with small children, because it creates a more welcoming, quality outdoor space for rest and socializing. Borough President Adams supports the DOT's CityBench program, which aims to install seating where there are few such options, including areas around bus stops and with high concentrations of senior citizens.

Given the importance of Flushing Avenue as a pedestrian route between Green Central Knoll and residential development west of 930 Flushing Avenue, Borough President Adams believes that this appropriate block front should be considered for the addition of one or more benches through the CityBench initiative.

Street furniture should be coordinated by OEM with DOT, to utilize the CityBench and Street Seats programs, which received additional funding to further their efforts throughout the city.

All such enhancements should be considered in consultation with CB 4 and local elected officials prior to agreeing to take action.

#### Affordable Housing

It is one of Borough President Adams' policies to support effective ways to create more affordable housing. He is committed to seeking out all opportunities to facilitate this objective. Brooklyn is one of the fastest growing communities in the New York metropolitan area. The ongoing Brooklyn renaissance has ushered in a series of changes unforeseen even 10 years ago. Unfortunately, Brooklyn's success has led to the displacement of longtime residents, who can no longer afford to live in their own neighborhoods. Residents of Bushwick living without rent stabilization protection have not been immune to the rise in real estate prices as more people discover that this community is a great place to live. As a result, many residents are unable to remain in the area where they have lived for many years; they are exhausting their life savings just to keep up with day-to-day living needs.

With Mayor de Blasio's stated goal of achieving 200,000 affordable housing units, creative opportunities must be pursued to achieve this vision. Borough President Adams notes that, in its approval, CB 4 was seeking to relocate NYPD parking for PSA 3 from its location on Central Avenue between Forrest and Noll streets to the 930 Flushing Avenue property as a means to realize development of affordable housing on the existing parking lot. Though PSA 3 is located in a manufacturing district, the property is situated across from Green Central Knoll and its zoning abuts an R6 zoning district across Noll Street, diagonal to Public School (PS) 145. He believes that CB 4 has made a valid recommendation for advancing permanent affordable housing on City-owned property adjacent to a park.

In order to contribute to the Mayor's Housing New York plan, Borough President Adams believes that certain steps should be followed to secure an opportunity for the PSA 3 parking area to facilitate development of affordable housing. Specifically, NYPD should relocate its parking utilization from its PSA 3 facility to a designated area within 930 Flushing Avenue, and then transfer jurisdiction of the former parking area to the New York City Department of Housing Preservation and Development (HPD). Therefore, as part of the 930 Flushing Avenue purchase or any initial lease terms, DCAS and OEM should coordinate with NYPD to develop an appropriate layout within the facility, and pursue whatever improvements are necessary to accommodate the parking requirements for PSA 3 within the warehouse property. In order to facilitate this process, Borough President Adams urges OEM to set aside a number of parking spaces identical to that which presently exists at PSA 3, for the exclusive benefit of the NYPD.

Once work within 930 Flushing Avenue is complete, NYPD should relocate PSA 3 vehicles on Central Avenue between Forrest and Noll streets to their new parking accommodations at 930 Flushing Avenue. Prior to this relocation, jurisdiction of the parking lot and all excess development rights from the zoning lot should be transferred to HPD. Prior to advancing permanently affordable housing development on this site, considerations for such development visions, including bulk and income diversity, should be advanced through consultation with CB 4 and its local officials.

#### <u>Jobs</u>

Borough President Adams is concerned that too many Brooklyn residents are currently unemployed or underemployed. It is his policy to promote economic development that will create more employment opportunities. According to the Furman Center's "State of New York City's Housing and Neighborhoods" in 2015, double-digit unemployment remains a pervasive reality for several of Brooklyn's neighborhoods, with more than half of our community districts experiencing poverty rates of nearly 25 percent or higher. Prioritizing local hiring would assist in addressing this employment crisis. Additionally, promoting Brooklyn-based businesses, and including those that qualify as LBE and MWBE, is central to Borough President Adams' economic development agenda.

It is Borough President Adams' policy to support land use actions that facilitate utilization of permitted floor area for occupancy that generates capital investment projects and construction jobs as a means to provide employment opportunities for varied skill sets. This application presents several opportunities for job creation in north Brooklyn. In addition to the buildout of OEM space, outfitting the Flushing Avenue frontage for commercial/industrial establishments, as per Borough President Adams' recommendation, would result in a number of construction jobs.

Borough President Adams believes that the sole occupancy status of 300,000 sq. ft. warrants any construction pursuant to purchase or according to an initial leasing period, and should promulgate his policies to advance local workforce participation though LBEs and MWBEs. This should be achieved by providing consideration to contractors and sub-contractors that are designated LBEs consistent with section 6-108.1 of the City's Administrative Code, and MWBE establishments, as a means to meet or exceed standards for construction contracts per Local Law 1 (no less than 20 percent participation). Consideration should also be given to the oversight of such participation with an appropriate monitoring agency.

Prior to waiving its right to call up the application or otherwise grant its approval, the City Council should obtain a commitment from DCAS and OEM, in writing, that construction pursuant to a lease and City acquisition require the retention of such Brooklyn-based contractors and subcontractors, and coordinate the monitoring of LBE and MWBE participation.

#### **Industrial Development Fund**

By occupying 930 Flushing Avenue as a sole tenant, OEM is removing that 300,000 sq. ft. of floor area from the north Brooklyn marketplace. As a result, this action will exacerbate affordability challenges for industrial businesses that require space in manufacturing districts for their operations. Therefore, in addition to setting aside a minimum of 15,000 sq. ft. for industrial businesses at this facility, the City should establish a funding stream for mission-driven industrial non-profits, which would enable capital renovation and purchase of equipment and/or property within or adjacent to the North Brooklyn IBZ. Given that the lease terms noted by DCAS are in excess of \$10 million per year, Borough President Adams believes that such funds should amount to approximately five percent of the annual lease value.

Borough President Adams urges the Mayor's Office to establish an industrial development fund of no less than \$10 million to allow north Brooklyn not-for-profit industrial development corporations to invest in or acquire real property that would be leased to local manufacturers at below-market rates.

#### **Promoting Urban Agriculture Use**

Borough President Adams and Council Member Rafael L. Espinal Jr. recently introduced legislation at the City Council calling for the New York City Department of City Planning (DCP) to create a comprehensive urban agriculture plan for the city. Intro. 1661 proposes to catalogue existing and potential urban agriculture spaces; identify potential land use policies to promote the expansion of these practices across the city; and analyze the zoning resolution, building code, and fire code to promote the industry, among other actions.

While utilizing the 930 Flushing Avenue roof for urban agriculture would add to the overall floor area of this use, there is an opportunity for additional steps to further the growth of this industry given the extent of flat roofs that do not experience impeded access to sunlight for greenhouses and open-air farming. In addition, should the City acquire the property, with a zoning text amendment, indicating that there would be an opportunity to facilitate the enlargement of 930 Flushing Avenue pursuant to its maximum community facility FAR of 4.8.

The ZR identifies agricultural use as an open use community facility, use group 4B, which includes uses such as greenhouses, nurseries, and truck gardens. Currently, state-of-the-art urban farming practices include, but are not limited to, aquaponics and hydroponic farming. To be consistent with modern practices, especially given the community facility FAR of 4.8 in the M1-2 district, there should be consideration to redefine agricultural uses (to be determined) as enclosed uses. This would then permit the utilization of additional floor area for community facility use when limited to urban farming use. For the M3 districts, there should be consideration to modify rooftop greenhouses as a permitted obstruction pursuant to ZR Section 75-01 (b) to expand the use beyond the cultivation of plants to also include aquaponics cultivation.

In order to promote appropriate urban agriculture use — inclusive of aquaponics and hydroponic technologies — on the roof of 930 Flushing Avenue and facilitate the enlargement of 930 Flushing Avenue, pursuant to its maximum community FAR of 4.8, DCP should undertake an initiative to modify the ZR, as warranted, to amend ZR Sections 22-14 Use Group 4B. Open Uses, 42-10 Uses Permitted As-Of-Right, ZR 43-122 Maximum floor area ratio for community facilities and ZR 75-01 (b) Greenhouse Certification. Furthermore, the New York City Department of Buildings (DOB) should issue a Zoning Determination to clarify zoning floor area calculations for stacked-vertical indoor urban farming systems.

#### **Advancing Cultural Arts Opportunities**

The Evergreen Avenue building façade is essentially a blank wall that spans its entire length opposite Green Central Knoll. Borough President Adams believes that such aesthetic does not contribute to the Evergreen Avenue frontage of the park. Such street walls have been successfully enlivened by community arts organizations such as Groundswell, which creates murals on blank walls throughout Brooklyn, and has worked extensively in Bushwick and Williamsburg. Should 930 Flushing Avenue be acquired, or for an interim duration be leased to OEM as the sole occupant, the City should leverage its ownership or lease to engage an organization like Groundswell and advance community arts in the neighborhood. Borough President Adams believes that DCAS should establish an initiative to identify and advance opportunities for façade improvements through mural arts projects for warehouse properties with extensive street walls that are held through City ownership or municipal long-term leases. The Evergreen Avenue façade, across the street from Green Central Knoll, provides an ideal situation to engage one or more community arts organizations to beautify the façade so as to better relate the building to the park. Such identified opportunities should be subject to consultation in advance with affected community boards and local elected officials.

#### Recommendation

Be it resolved that the Brooklyn borough president, pursuant to sections 197-c of the New York City Charter, recommends that the City Planning Commission (CPC) and the City Council <u>approve this application with the following conditions</u>:

- 1. That the New York City of Department of Citywide Administrative Services (DCAS) be mandated to pursue outright acquisition of the property through this ULURP application
- 2. That the City Planning Commission (CPC) include the necessary language in its recommendation report to provide DCAS the ULURP authorization to purchase the property
- 3. That, prior to transfer of the property to the City of New York, initial lease terms shall be limited to that of the standard market rate for industrial/warehouse space, but for the section of the building that needs to be improved for redundant office space where the stated \$36 per sq. ft. is in line with nearby office space leased by DCAS for 95 Evergreen Avenue, and that the lease term include roof rights to implement any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels

- 4. That the roof be developed using any combination of incorporating blue and/or green roof (including urban agriculture) treatment, and/or solar panels
- 5. That along Flushing Avenue, no less than 15,000 sq. ft. of floor area be set-aside for storefront commercial/industrial space to a depth of lot less than 30 feet with the existing building according to façade improvements consistent with the Zoning Resolution (ZR) section pertaining to Special Enhanced Commercial District. Space should be set-aside for manufacturing and service establishments, inclusive of urban agriculture, and be leased, managed, and/or owned by a mission-driven industrial non-profit
- 6. That New York City Office of Emergency Management (OEM) and DCAS should coordinate with the New York City Department of Transportation (DOT) to implement as follows:
  - a. Protected painted sidewalk extensions, per Borough President Adams' CROSS Brooklyn initiative across the intersection of Flushing Avenue at Evergreen Avenue and Stanwix Street, with DOT proceeding in consultation with Brooklyn Community Board 4 (CB 4) and local elected officials, prior to installing curb extensions
  - b. Incorporation of a maintenance obligation in the lease terms as a responsibility for either the landlord or OEM to enter into such a standard DOT maintenance agreement of the painted sidewalk extension area at Flushing Avenue at Evergreen Avenue and Stanwix Street
  - c. Installation of street benches along Flushing Avenue as part of the CityBench initiative
- 7. That OEM set aside the identical amount of parking spaces that presently exist at PSA 3 for the exclusive benefit of the New York City Police Department (NYPD)
- 8. That any lease and City acquisition require the retention of Brooklyn-based contractors and subcontractors, especially those who are designated Local Business Enterprises (LBE) consistent with section 6-108.1 of the City's Administrative Code, and Minority- and Women-Owned Business Enterprises (MWBE) establishments, as a means to meet or exceed standards per Local Law 1 (not less than 20 percent participation), as well as to coordinate the monitoring of such participation with an appropriate monitoring agency

#### Be It Further Resolved:

- 1. That the Mayor's Office:
  - a. Set aside funds to acquire 930 Flushing Avenue
  - b. Establish an industrial development fund of no less than \$10 million dollars to assist north Brooklyn not-for-profit industrial development corporations in acquiring real property to lease to manufacturing establishments
- 2. That NYPD relocate its parking utilization from its PSA 3 facility to a designated area within 930 Flushing Avenue, and jurisdiction of the parking area be transferred to the New York City Department of Housing Preservation and Development (HPD)
- 3. That in order to promote appropriate urban agriculture use inclusive of aquaponics and hydroponic technologies on the roof of 930 Flushing Avenue, and to facilitate enlargement of 930 Flushing Avenue pursuant to its maximum community facility floor area ratio (FAR) of 4.8, the New York City Department of City Planning (DCP) should undertake an initiative to

modify the New York City Zoning Resolution (ZR) as warranted, to amend ZR Sections 22-14 Use Group 4B. Open Uses, 42-10 Uses Permitted As-Of-Right, ZR 43-122 Maximum floor area ratio for community facilities and ZR 75-01 (b) Greenhouse Certification; and that the New York City Department of Buildings (DOB) issue a Zoning Determination to clarify zoning floor area calculations for stacked-vertical indoor urban farming systems

4. That DCAS identify and advance opportunities for façade improvements through mural arts projects for warehouse properties with extensive street walls that are held through City ownership or municipal long-term leases, subject to consultation in advance with affected community boards and local elected officials.