

Final Notice and Public Explanation of a Proposed Activity in a 500-Year Floodplain

Fulton and Elliott-Chelsea Houses Redevelopment Project Manhattan, NY

June 27, 2025

To: All Interested Agencies, Groups, and Individuals

This is to give notice that the New York City Department of Housing Preservation and Development (HPD), as Responsible Entity and lead agency under the National Environmental Policy Act of 1969 (NEPA) in accordance with 24 Code of Federal Regulations (CFR) Section 58.2(a)(7), and the New York City Housing Authority (NYCHA), serving as local project sponsor and joint-lead agency in accordance with 40 CFR 1501.7(b) has determined, under 24 CFR part 58, that the following Proposed Project located in the City and State of New York, on tax lot parcels designated as Block 714, Lot 31, Block 715, Lot 10, Block 716, Lot 17, and Block 717, Lot 19 (collectively “Fulton Houses Project Site”) and Block 723, Lots 1 and 15 and Block 724, Lots 1, 10, and 15 (collectively the “Elliott-Chelsea Houses Project Site”) (together the “Project Sites”) is partially located in the coastal Federal Flood Risk Management Standard (FFRMS) floodplain. The extent of the FFRMS floodplain was determined by using the Federal Flood Standard Support Tool¹, which calculated that the western portion of the Fulton Houses Project Site and the southwestern corner of the Elliott-Chelsea Houses Project Site are located in coastal FFRMS floodplains. Although there is not a detailed survey of the FFRMS floodplain that would allow for an exact calculation of the area of the Project Sites in the FFRMS floodplain, it is estimated to be less than one acre. HPD and NYCHA have identified and evaluated whether there are practicable alternatives to locating the project in the floodplain and the potential impacts on the floodplain from the Proposed Project, as required by Executive Order 11988 as amended by Executive Order 13690 and Executive Order 11990 in accordance with HUD regulations at 24 CFR 55.20 in Subpart C Procedures for Making Determinations on Floodplain Management and Protection of Wetlands.

Project Description: The Proposed Project includes the staged demolition and replacement of existing residential and community facility spaces across NYCHA’s Fulton, Elliott, Chelsea, and Chelsea Addition Houses in Manhattan, as well as the staged development of additional new mixed-use buildings across the Project Sites. After more than 60 years of continual use, the buildings and units on the Project Sites have become severely deteriorated and substandard, negatively impacting residents’ quality of life. Since the Project Sites are located over 900 feet inland from the Hudson River within a densely developed urban area, they do not contain any features characteristic of floodplains in closer proximity to coastal areas, such as beaches or waterfront vegetation. The Project Sites do not contain any significant natural features, such as wetlands, that ameliorate flooding conditions or provide other natural beneficial functions.

There are two principal purposes for the Proposed Project: (1) to improve the quality of life and housing stability for existing public housing residents of the Fulton and Elliott-Chelsea Houses through the Permanent Affordability Commitment Together (PACT) program and the Rental Assistance Demonstration (RAD) Program, which together will allow for the disposition of public housing property as authorized under Section 18 of the United States Housing Act of 1937 as amended and implementing regulations at

¹ Executive Order (EO) 14148 and EO 14154, both signed January 20, 2025, revoked EO 14030 which had reinstated EO 13690; therefore EO 13690 was effectively revoked. EO 14030 had included the Federal Flood Standard Support Tool, which is no longer in place as of May 7, 2025. However, at the time the DEIS and Early Notice were prepared, the regulations implementing the FFRMS remained in effect.

24 CFR part 970 (Section 18), and for the conversion of subsidies under Section 9 of the US Housing Act of 1937, 42 USC § 1437g, to project-based vouchers (PBVs) subsidies under Section 8 of the United States Housing Act of 1937, 42 USC § 1437f; and (2) to facilitate the construction of additional affordable and market-rate housing units to address the critical shortage of affordable housing and housing in general in New York City and financially support the PACT and new affordable housing components of the Proposed Project. The Proposed Project would also facilitate the development of accessory open space, commercial space, and additional community facility spaces for the benefit of existing and future residents of the Project Sites as well as the surrounding community.

Public Explanation of a Proposed Activity in a 500-Year Floodplain: HPD has considered the following alternatives and mitigation measures to be taken to minimize adverse impacts and to restore and preserve natural and beneficial values of the floodplain:

In the No-Action Alternative absent the Proposed Project, the Project Sites would remain in their current condition, which includes existing ground-floor residential dwelling units that could be subject to future flooding. Therefore, the No-Action Alternative would not minimize potential harm on the Project Sites. In the Non-Floodplain Alternative in the Surrounding Neighborhood, it was determined that there are no parcels of vacant land in the Chelsea neighborhood of Manhattan that are available to accommodate the scope of new development of the Proposed Project and are owned by NYCHA. Therefore, it would not be feasible to develop the Proposed Project outside of the floodplain whilst accomplishing the purpose and need of the project. In the Non-Floodplain Alternative on the Project Sites, only the portion of the Project Sites outside of the floodplain would be developed. However, this would reduce the number of both affordable and market-rate units, which would negatively affect the feasibility of the project, undermining the Proposed Project's objective of providing more housing. Therefore, this alternative was deemed infeasible as it would not meet the purpose and need of the Proposed Project. The Proposed Project's three alternatives assessed in the DEIS: the Rezoning Alternative, which has been selected as the Preferred Alternative in the FEIS, the Non-Rezoning Alternative, and the Midblock Bulk Alternative – were all determined to meet the purpose and needs of the Proposed Project. Additionally, between the DEIS and FEIS, another alternative, the City of Yes (COY) Alternative, was analyzed. The COY Alternative would also meet the purpose and needs of the Proposed Project. For all of these alternatives discussed within the DEIS and FEIS, the floodplains within and adjacent to the Project Sites are coastal floodplains, which are not affected by the placement of obstructions (e.g., buildings) within the floodplain and therefore the development of the Project Sites would not result in significant adverse impacts to flood levels, flood risk, or the flow of flood waters within the Project Sites or in other nearby portions of the Chelsea neighborhood. Accordingly, no additional mitigation measures are necessary to minimize impacts to the floodplain.

HPD has reevaluated alternatives to locating the Proposed Project in the floodplain and has determined that there is no practicable alternative to locating the Proposed Project in the floodplain while meeting the purpose and need of the Proposed Project. The Proposed Project is important to preserving affordable housing at the Project Sites. Environmental files that document compliance with Steps 3 through 6 of Executive Order 11988, are available in the public review links below.

There are three primary purposes for this notice. First, people who may be affected by activities in floodplains and those who have an interest in the protection of the natural environment should be given an opportunity to express their concerns and provide information about these areas. Second, an adequate public notice program can be an important public educational tool. The dissemination of information and request for public comment about floodplains can facilitate and enhance Federal efforts

to reduce the risks and impacts associated with the occupancy and modification of these special areas. Third, as a matter of fairness, when the Federal government determines it will participate in actions taking place in floodplains, it must inform those who may be put at greater or continued risk.

Public Review: This notice is being published concurrently with the Notice of Availability of the Final EIS (FEIS), as permitted by 24 CFR 55.20(b)(1). This reevaluation of practicable alternatives to locate the project within the FFRMS floodplain will be included as an appendix to the FEIS, which may be viewed at HPD's website: <https://www.nyc.gov/site/hpd/services-and-information/environmental-review.page> as well as NYCHA's website: <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page>.

Public Comments on the Proposed Activity within a Floodplain: Comments should be submitted by mail, in the proper format, to be received on or before July 7, 2025, or they will not be considered: HPD, 100 Gold Street, #7-A1, New York, NY 10038, Attention: Anthony Howard or via email at nepa_env@hpd.nyc.gov. If modifications result from public comment, these will be made prior to proceeding with the Proposed Project.