

Fulton and Elliott-Chelsea Houses Redevelopment Project

Chapter 03.0: Process, Coordination, and Public Participation

A. INTRODUCTION

In the development of the Proposed Project, the New York City Department of Housing Preservation and Development (HPD), acting as the National Environmental Policy Act (NEPA) of 1969 Responsible Entity for the United States (US) Department of Housing and Urban Development (HUD), the New York City Housing Authority (NYCHA), and NYCHA's Permanent Affordability Commitment Together Program (PACT) Partner, Elliott Fulton LLC, have engaged project stakeholders in an ongoing dialogue regarding project goals, defining project alternatives, and assessing the potential adverse environmental effects of these alternatives. These process, coordination, and public participation efforts began in 2019 and are continuing in coordination with the environmental review to inform interested parties of the progress of the project and to encourage agency, community, and public involvement in the decision-making process. To date, HPD, NYCHA, and the PACT Partner have conducted more than 100 outreach events tailored specifically to Fulton and Elliott-Chelsea Houses (FEC) residents, other interested members of the public, elected officials, community groups, and public agencies. These efforts inform and involve these groups and individuals at various points in the project lifecycle by presenting project information, providing updates, and obtaining feedback. The agency coordination and public involvement program has also included specific steps to comply with NEPA.

This chapter outlines the overall approach to agency coordination and public involvement undertaken as part of the Proposed Project.

B. ENVIRONMENTAL REVIEW PROCESS

The environmental review process provides decision-makers with the necessary information to systematically consider the Proposed Project's potential adverse environmental effects. This includes evaluating the potential significant adverse environmental effects from reasonable alternatives, and identifying and mitigating, where practicable, the effects identified as part of this process. The development and evaluation of project alternatives is central to the environmental review process. HPD, as NEPA Responsible Entity (RE)¹ and joint-lead agency,² and NYCHA, as project sponsor and joint-lead agency, have determined that the Proposed Project has the potential to result in significant adverse environmental impacts. Therefore, a Notice of Intent (NOI) to Prepare an Environmental Impact Statement (EIS) was issued and published in the *Federal Register* on Monday, January 8, 2024.³ In addition, HPD and NYCHA prepared a Draft

¹ An RE assumes the responsibility for environmental review, decision making, and action that would otherwise apply to HUD under NEPA, pursuant to 24 CFR 58.4.

² Under NEPA, a Lead Agency is the agency that supervises the preparation of an EIS or environmental assessment and a joint-lead agency is a Federal, State, Tribal, or local agency that jointly fulfills the role of a Lead Agency.

³ <https://www.federalregister.gov/documents/2024/01/08/2024-00090/notice-of-intent-to-prepare-an-environmental-impact-statement-for-the-fulton-elliott-chelsea-houses>

Scope of Work for the Preparation of an EIS (DSOW) to describe the proposed content of the Draft EIS (DEIS), explain the methodologies to be used in the impact analyses, and allow for public and stakeholder participation.

The DSOW was issued online at <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page> on Monday, January 8, 2024, and information on its availability was included in the aforementioned NOI and in a Notice of Availability (NOA) of Draft Scope and Public Scoping Session published in the New York State *Environmental Notice Bulletin* on Wednesday, January 10, 2024.⁴ Public scoping meetings at which oral statements could be provided were held in-person and online on Thursday, February 1, Monday, February 5, and Wednesday, February 7, 2024, and a public scoping comment period remained open for written statements from Monday, January 8, 2024 until Friday March 8, 2024.

This DEIS is based upon the Final Scope of Work for the Preparation of an EIS (FSOW), which was issued online at <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page> on Friday, March 28, 2025. The analysis contained in the DEIS and subsequent Final EIS (FEIS) will serve to fulfill the requirements of NEPA, the State Environmental Quality Review Act (SEQRA), and the City Environmental Quality Review (CEQR).⁵

An NOA for this DEIS was issued online at <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page> on Friday, March 28, 2025. The public review period for the DEIS will remain open until Monday, May 12, 2025. During this period, the public will have the opportunity to comment on the DEIS in writing or orally at public scoping meetings in-person and online. After the DEIS public comment period closes, an FEIS will be issued, which will include a summary of the comments received on the DEIS, responses to all substantive comments, and any necessary revisions to the DEIS to address those comments.

After the publication of the FEIS, a Record of Decision (ROD) will also be issued pursuant to NEPA that will describe the Rezoning Alternative for the Proposed Project and other alternatives considered, their environmental impacts, and any required mitigation. The ROD may be combined with a Statement of Findings pursuant to SEQRA or, alternatively, a separate SEQRA Statement of Findings will be issued.

C. AGENCY INVOLVEMENT

Implementation of the Proposed Project will involve Federal, State, and possibly City discretionary approvals as follows:

⁴ <https://dec.ny.gov/news/environmental-notice-bulletin/2024-01-10/seqr/manhattan-fulton-elliott-chelsea-houses-redevelopment-project>

⁵ NYCHA is a New York State public benefit corporation, and its discretionary actions are subject to review under SEQRA. In addition, the Rezoning Alternative, as well as the Midblock Bulk Alternative, will require land use approvals under the New York City Uniform Land Use Review Procedure (ULURP) to be pursued subsequent to the completion of the environmental review. Specific funding sources have not been identified; however, the Proposed Project may seek funding from various public sources in the future. Accordingly, the DEIS has been prepared to satisfy the analyses requirements of SEQRA and CEQR, in addition to NEPA.

Federal

- HUD – Discretionary approval of disposition of public housing property as authorized under Section 18 of the US Housing Act of 1937, as amended, and under implementing regulations at 24 CFR part 970 (Section 18) and by the Rental Assistance Demonstration (RAD) Program created by the Consolidated and Further Continuing Appropriations Act of 2012, as amended, for the conversion of subsidies under Section 9 of the US Housing Act of 1937 (42 U.S.C. 1437g) to project-based vouchers (PBVs) subsidies under Section 8 of the US Housing Act of 1937 (42 U.S.C 1437f). Also potential financing approvals. Pursuant to 24 CFR part 58 (Environmental Review Procedures for Entities assuming HUD Environmental Responsibilities), HPD is serving as the RE for the environmental review of the Proposed Project (see below).

State of New York

- NYCHA – Under its PACT program, NYCHA would enter into 99-year ground leases with the PACT Partner for the Project Sites. This requires discretionary approval by the NYCHA Board. NYCHA also serves as joint-lead agency for the environmental review of the Proposed Project.
- New York State Division of Housing and Community Renewal (HCR) – Potential financing approvals.
- New York State Housing Finance Agency (HFA) – Potential financing approvals.
- New York City Housing Development Corporation (NYCHDC)⁶ – Advisory agency for review for project activities related to affordable housing. In addition, potential financing approvals.

City of New York

- City Planning Commission (CPC) – Future review and approval of actions subject to ULURP for the Rezoning Alternative or the Midblock Bulk Alternative, if selected for implementation of the Proposed Project.
- HPD – Potential financing approvals.

In addition, the following Federal, State, and City agencies have been consulted in preparation of the DEIS:

- US Fish and Wildlife Service (USFWS) – Consultation via USFWS' Information, Planning and Consultation (IPaC) website regarding the potential effects of the Proposed Project on federally listed endangered, threatened, or candidate species or critical habitats on which such species depend for survival.
- New York State Department of State (NYSDOS) – Advisory agency for review of Coastal Zone Consistency.
- MTA, New York City Transit – Advisory agency for review of project activities related to public transportation.

⁶ NYCHDC is a New York State public benefit corporation.

- New York State Office of Parks, Recreation, and Historic Preservation (OPRHP) – Reviewing agency, in its capacity as the State Historic Preservation Office (SHPO), of Federal review process pursuant to Section 106 of the National Historic Preservation Act of 1966 with respect to designated and protected properties on the State and National Registers of Historic Places (S/NR) and properties determined eligible for such listings.
- New York City Department of City Planning (DCP) – Review of Coastal Zone Consistency, and advisory agency for project activities related to land use, zoning, and public policy; socioeconomic conditions; community facilities and services; urban design and visual resources; and shadows.
- New York City Department of Environmental Protection (DEP) – Advisory agency for project activities related to hazardous materials, natural resources, water and sewer infrastructure, air quality, and noise.
- New York City Department of Parks and Recreation (NYC Parks) – Advisory agency for project activities related to open spaces and shadows.
- New York City Department of Sanitation (DSNY) – Advisory agency for project activities related to solid waste and sanitation services.
- New York City Department of Transportation (DOT) – Advisory agency for project activities related to transportation, particularly traffic, parking, and pedestrian conditions.
- New York City Landmarks Preservation Commission (LPC) – Advisory agency for project activities related to historic and cultural resources, including sites of architectural or archaeological value.
- New York City Mayor’s Office of Environmental Coordination (MOEC) – Advisory agency for project activities related to energy and greenhouse gas emissions and climate change.
- New York Public Library (NYPL) – Advisory agency for project activities related to public libraries.
- New York City School Construction Authority (SCA) – Advisory agency for activities related to public schools and publicly funded child care.

D. PUBLIC PARTICIPATION

Prior to and continuing concurrently with the agency coordination and consultation summarized above, the Proposed Project and its development alternatives were determined through an extensive public engagement process that began in 2019 and is currently ongoing, including consultations with NYCHA residents, elected officials, community representatives, and housing organizations and advocates. This process is described in more detail in **Chapter 01.0, “Purpose and Need for the Proposed Project.”**

Community Engagement: Meetings

A number of community engagement meetings have occurred since the PACT Partner was identified in 2021; they are listed in **Table 03.0-1**. These meetings are in addition to public involvement specifically mandated for the environmental review process, which is described later in this chapter.

Table 03.0-1: Community Engagement Meetings

Date	Meeting Type	Notes
Daily office hours on FEC campuses beginning in 2022.	Resident Liaison-HOU ^a Office Hours	Led by HOU.
Monthly; Dec 2021 – Present	Monthly FEC Tenant Association Leaders Meeting	Ongoing meetings to address issues of concern and maintain open communication between tenant representatives, NYCHA, and the PACT Partner.
Ongoing, periodic; Feb. 2023 – Present	Briefings with local elected officials	Meetings held to share updates, solicit input, and address concerns held by project representatives with elected officials and/or their staff.
Ongoing, periodic; since 2021	Meeting with other local stakeholders	Meetings held to share updates, solicit input, and address concerns held by project representatives with various parties, including Hudson Guild, Public School (PS) 33, Avenues School, Church of the Holy Apostles, and Friends of the High Line.
4/28/2022, 4/30/2022, 5/2/2022, 5/3/2022	First FEC All-Resident Meetings	NYCHA presented on the PACT process; and the PACT Partner introduced the full project team and resident liaison, reviewed the proposal overview and project summary, discussed opportunities for resident engagement, and presented the local hiring and social services plan.
6/14/2022, 6/15/2022, 6/16/2022	Second FEC All-Resident Meetings	NYCHA reviewed Resident Rights & Protections, discussed an initial timeline for inspections and in-unit assessments, reviewed early results of resident need assessments, showed the project website, and explained the application process for resident committees.
9/29/2022, 10/3/2022, 10/6/2022	Third FEC All-Resident Meeting	NYCHA reviewed resident rights and protections, updated the project timeline, introduced the resident engagement plan along with resident committees, reviewed initial materials for rehabilitation of kitchens and bathrooms, and provided in-unit inspections updates.
6/14 2022 (formation); active 2022 to present	Resident Committee	Resident Committee consists of the following subcommittees comprised of residents of FEC: Design & Construction (20 Members); Property Management & Security (16 Members); and Resident Services & Community Engagement (21 Members).
10/14/2022, 10/18/2022	Senior Breakfasts	Attended by 75 residents of FEC.
12/7/2022, 11/14/2023	Workforce Training Fair	Attended by 119 residents of FEC.
12/11/2022, 12/18/2022, 3/26/2023, 4/2/2023, 7/24/2024; continuing on a periodic basis	Free Children's Eye Exams, Glasses & Toy Giveaways	Attended by 107 participants.
Annually; 2022 to present	Fulton Houses Night Out Against Crime	Annual community-building campaign that promotes police-community partnerships to help make our neighborhoods safer.

Date	Meeting Type	Notes
Annually; 2022 to present	FEC Family Days	Organized by resident associations, the festivities include food, games, music and entertainment, face painting and bouncy houses, resources, and more. In addition to residents, the events are attended by NYCHA staff, elected officials, and local organizations.
Annually; 2022 to present	Essence and Related Volunteer Day	Volunteer day at Hudson Guild.
3/18/2023, 3/25/2023, 4/1/2023, 4/8/2023, 4/15/2023	FEC Resident Tours & Lunch	Tour to Riverwalk Park and Hunters Point South to demonstrate the quality of new affordable housing completed by the PACT Partner team (Essence and Related).
3/20/2023, 3/21/2023, 3/27/2023, 4/2/2023, 4/4/2023, 4/8/2023, 4/13/2023, 4/17/2023	Elliott-Chelsea Houses All-Resident Meetings	Informational meetings on development options and the selection process for residents to choose the future of their developments.
3/23/2023, 3/26/2023, 3/28/2023, 4/1/2023, 4/5/2023, 4/11/2023, 4/15/2023, 4/19/2023	Fulton Houses All-Resident Meetings	Informational meetings on development options and the selection process for residents to choose the future of their developments.
3/24/2023, 3/31/2023, 4/12/2023, 4/20/2023	FEC Zoom Meetings	Informational meetings on development options and the selection process for residents to choose the future of their developments.
7/11/2023, 7/12/2023, 9/20/2023; continuing on a periodic basis5/12/2023	Resident selection packages distributed to all FEC households	Literature on development options and the selection process for residents to choose the future of their developments.
9/27/2023, 10/5/2023, 10/16/2023; 1/16/2024, 2/15/2024, 2/20/2024, 4/15/2024, 5/1/2024, 10/28/2024, 12/16/2024; continuing on a periodic basis	Community Board 4 Meetings	Informational meetings to share project updates and discuss items of concern.
11/13/2023, 11/15/2023, 11/17/2023	FEC All-Resident Update Meeting	Update meetings for residents on both campuses on the next steps for the Build-First plan and Bridge plan. ^b
2/1/2024, 2/5/2024, 2/7/2024	Public Scoping Meeting	First step in the environmental review process, in which government agencies, elected officials, community organizations, groups, and individuals can review and provide comments on the DSOW to prepare a DEIS.
2/12/2024, 2/26/2024; continuing on a periodic basis	Design & Construction Resident Committee Meeting	Resident committee to participate in discussions around shaping the future campuses by meeting with designers and architects to review the project process, as well as other experts on related topics.
2/29/2024; continuing on a periodic basis	Property Management & Security Resident Committee Meeting	Resident committee to review the property management structure, shape the relationship between management and residents, address security concerns, and develop house rules.
11/4/2024	Chelsea Addition (Bridge plan) Resident Meeting	Informational meeting to discuss the Bridge plan related to Chelsea Addition.
11/4/2024	Fulton 11 (Bridge plan) Resident Meeting	Informational meeting to discuss the Bridge plan related to Fulton 11.

Date	Meeting Type	Notes
Monthly; 11/4/2024, 1/16/2025, 2/27/2025,	Meetings with Chelsea Addition and Fulton 11 households	Monthly meetings to prepare for the temporary relocation, coupled with individualized household- specific relocation counseling provided by relocation agent Housing Opportunities Unlimited
3/4/2025	Landscape Plan meeting with Fulton residents	
3/5/2025	Landscape Plan meeting with Elliott-Chelsea residents	
Ongoing; periodic	Community Building Events	Other community building events such as the Fulton Bingo Night (May 31, 2024), and annual Lunar New York Celebrations (since 2023)

Notes:

- ^a Housing Opportunities Unlimited (HOU) is a housing relocation services provider with expertise in Federal, State, and City relocation regulations, including the Uniform Relocation Act (URA) and RAD. It works in a diverse range of affordable and mixed-income public and subsidized housing and specializes in assisting tenants and residents that are in transition due to major renovation projects in their communities. HOU's mission is to ensure that residents are treated fairly and experience minimum physical and emotional stress during the renovation process, while also ensuring that projects are completed in a timely and efficient manner.
- ^b The Build-First plan is an informal name for the initial development proposal that was under consideration for the Proposed Project and which is studied in this EIS as the Rehabilitation and Infill Alternative, as defined in **Chapter 02.0, "Project Alternatives."** The Bridge plan is an informal name for the "Maintenance and Operations Improvements at Fulton, Elliott, Chelsea, and Chelsea Addition Houses" discussed in **Chapter 02.0.**

Community Engagement: Communication Media

In addition to meetings, information about the Proposed Project has been provided to the community through a variety of communication methods, including:

- **Flyers** – Flyers with information on the process for identifying the Proposed Project were posted in all buildings and distributed to all households in the Project Sites. All outreach materials were available in English, Spanish, Russian, and Traditional and Simplified Chinese.
- **Websites** – The project's website, <https://www.fultonelliottchelsea.com>, contains project information, published documents, public meeting notes, and contact information. This website also keeps the public notified about upcoming public meetings and functions as the main resource for public information about the project, as well as the primary means for the public to contact the project team. In addition, NYCHA's website includes a webpage for the Proposed Project, <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page>, which contains information about the project and its planning as well as information about the environmental review process and related documents.
- **Resident Selection Materials** – Resident selection packages were distributed to all FEC households on May 12, 2023, consisting of literature on development options and the selection process for residents to choose the future of their developments. Subsequently, on June 21, 2023, a resident selection announcement was distributed.
- **Resident Rights & Protections FAQ** – As part of the process of informing residents about changes to the Project Sites that would occur under the Proposed Project, this document was distributed to all FEC households on August 25, 2023.

Public Scoping

The DSOW, issued on Monday, January 8, 2024, included information on a public comment period during which HPD and NYCHA would accept public comments on the Proposed Project, the alternatives to be analyzed in the EIS, and the DSOW. The DSOW explained that at the end of the comment period, HPD and NYCHA would collect, review, and summarize the written and verbal comments received and prepare an FSOW. The public notice for the public scoping meetings was published in newspapers of general circulation in English, Spanish, Russian, Traditional Chinese, and Simplified Chinese. These included: in English in *amNewYork Metro*, the local and regional paper, on Wednesday, January 10, 2024; in Spanish in *El Diario*, a Spanish language publication, on Tuesday, January 9, 2024; in Simplified Chinese and in Traditional Chinese in *World Journal*, a Chinese language publication, on Sunday, January 28, 2024; and in Russian in *Forum Daily*, a Russian language publication, on Wednesday, January 10, 2024. The notice also included the contact information for HPD and the locations where the DSOW, containing a full description of the Proposed Project, could be reviewed. The DSOW was also issued online on a NYCHA-hosted webpage.⁷ Additionally, noticing of the DSOW and public meetings was also posted in the New York State *Environmental Notice Bulletin* on Wednesday, January 10, 2024, as well as on New York City's NYC Engage website prior to the public meetings.

The public comment period included three public scoping meetings at which the public was invited to provide oral and written statements. The first meeting was held on Thursday, February 1, 2024, at the Hudson Guild Fulton Community Center, 119 9th Avenue, New York, NY. The second meeting was held online (via Zoom) on Monday, February 5, 2024. The third meeting was held on Wednesday, February 7, 2024, at the John Lovejoy Elliott Center (hereafter referred to as the Elliott Center), 441 W. 26th Street. Simultaneous interpretation services were provided at the three public scoping meetings in Spanish, Russian, Cantonese, Mandarin, and American Sign Language. Approximately 96 people attended the in-person public scoping meeting at the Fulton Community Center; approximately 134 people attended the virtual public scoping meeting; and approximately 95 people attended the in-person public scoping meeting at the Elliott Center, including residents, representatives of local officials and community groups, and other interested members of the public.

Originally, as announced in the DSOW, the public comment period was to remain open for the submission of written comments until 10 days after the final public scoping meeting. However, this was subsequently extended, pursuant to public notice, until Friday, March 8, 2024. Both the holding of three public scoping meetings and the extension of the public scoping comment period exceeded the minimum requirements and customary practice.

In total, 117 individuals and organizations provided statements throughout the public comment period, with 63 written submissions and 63 individuals making oral statements at the public scoping meetings (some commenters provided both types of statements), including approximately 350 distinct comments. Responses to all public comments can be found in the FSOW, which was

⁷ New York City Housing Authority. "Fulton & Elliott-Chelsea Houses." NYCHA. <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page>

issued online at <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page> on Friday, March 28, 2025 (see **Appendix A.1**).

E. PUBLIC REVIEW AND COMMENT ON THE DEIS

In accordance with the requirements of NEPA, SEQRA, and CEQR, this DEIS was made available for public review and comment on Friday, March 28, 2025.

A copy of the DEIS is available online at HPD's environmental review website: <https://www.nyc.gov/site/hpd/services-and-information/environmental-review.page> and at NYCHA's project website: <https://www.nyc.gov/site/nycha/about/pact/chelsea-fulton.page>

Three public hearings will be held to solicit public comments on the DEIS. Information regarding these public meetings will be announced at a later date and public notices will be issued on the project website, in the Federal Register, and in the New York State Environmental Notice Bulletin. The registration instructions will be available on NYCHA's project website a minimum of two weeks prior to each public hearing.

Besides oral statements at the DEIS public hearings, written comments on this DEIS can also be sent electronically via email to:

nepa_env@hpd.nyc.gov

Written comments also can be sent via regular mail to:

Department of Housing Preservation and Development
Attn: Anthony Howard, Director, Environmental Planning
100 Gold Street, #7-A3
New York, NY 10038

Comments on the DEIS will be accepted for a period of 45 days from the publication date, until Monday, May 12, 2025.

HPD and NYCHA will review and consider the oral and written comments before issuing an FEIS. The FEIS will include responses to the comments received during the public review and comment period and will include any necessary revisions to the DEIS to address those comments.