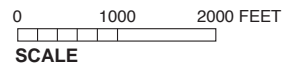
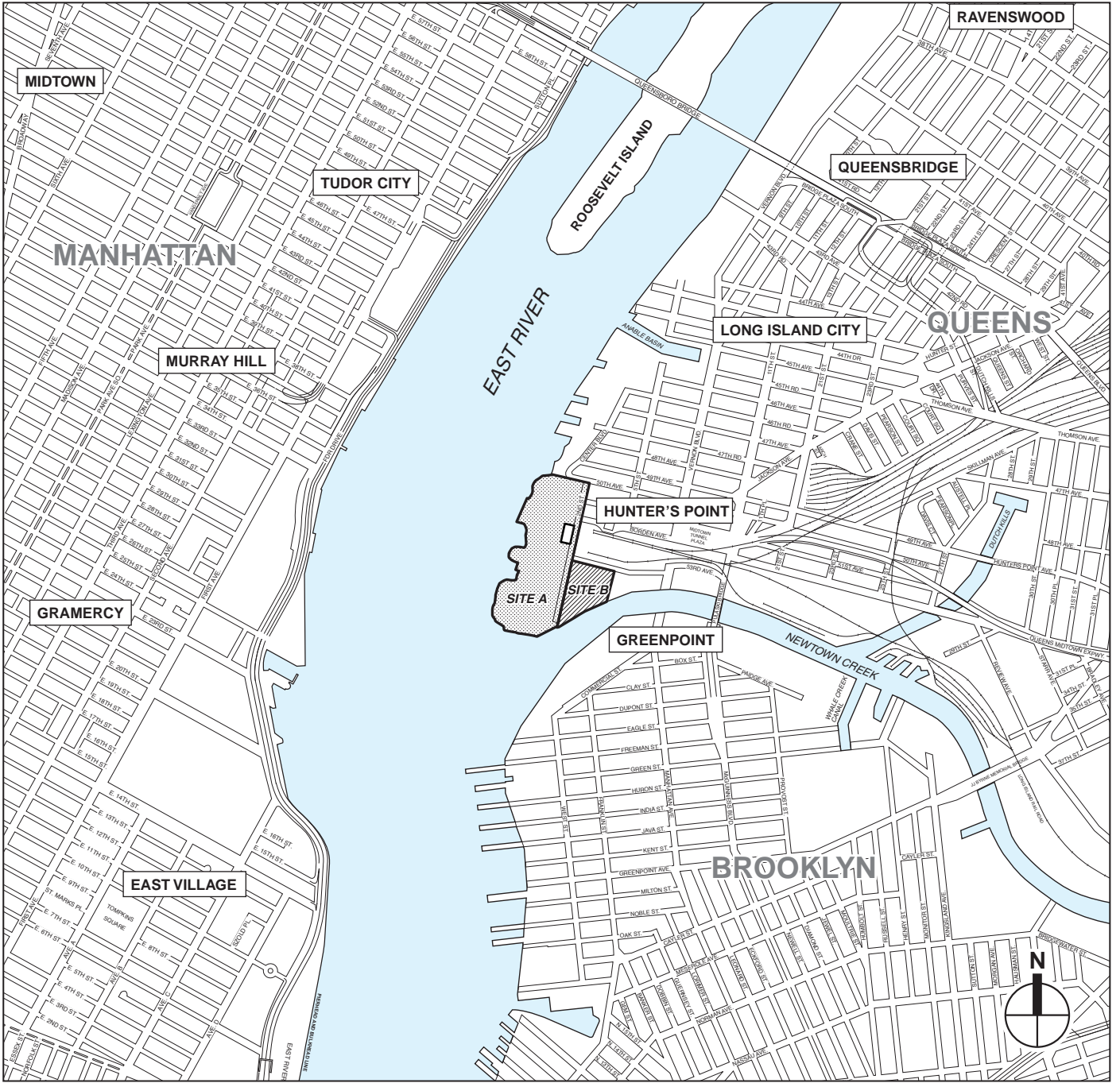


A. PROJECT IDENTIFICATION

The Office of the Deputy Mayor for Economic Development, in coordination with the New York City Economic Development Corporation (NYCEDC), New York City Department of City Planning (NYCDCP), New York City Department of Housing Preservation and Development (NYCHPD), and New York City Department of Parks and Recreation (NYCDPR), is sponsoring an initiative by the City of New York (City) to implement the Hunter’s Point South Rezoning and Related Actions (the proposed actions) in the Hunter’s Point neighborhood of Long Island City, Queens. The purpose of the proposed actions is to facilitate the implementation of a large-scale, mixed-use development plan, Hunter’s Point South, that provides a substantial amount of affordable housing on publicly owned land (Site A) and to allow for the residential redevelopment of a privately owned adjacent site (Site B). The development of the Hunter’s Point South project would be an integral part of the City’s New Housing Marketplace plan for the provision of affordable housing. In addition to housing, the Hunter’s Point South project would also include retail uses, community space, a public school, public parkland (including waterfront access) and other public and private open spaces, and accessory parking. Redevelopment of the privately owned site also would include public waterfront access.

To implement the new development, a number of discretionary actions are proposed, including changes to the City Map to create new roads and parks; changes to the zoning map to change the zoning districts that apply to the project sites; and changes to the text of the Zoning Resolution to create a new Special Zoning District tailored to the goals for new development on the sites; acquisition and disposition of land by the City; and designation of an Urban Development Action Area. Other related actions include site plan approval for a new school; and modification to the General Project Plan for Queens West to remove Site A from the Queens West project. The new development on Site A and Site B would be subject to the proposed zoning. With the new zoning and Special Zoning District, the maximum envelope of potential development under the proposed actions includes up to approximately 7.47 million gross square feet (gsf) of new buildings. This Environmental Impact Statement (EIS) analyzes this full build-out of the site with a likely development scenario to identify impacts of such development. This potential development is referred to as the “reasonable worst-case development scenario” or “RWCDs” in this EIS.

Site A and Site B (together, the “project sites”) cover more than 37.5 acres and are located along the Hunter’s Point waterfront (see **Figure 1-1**). As described in more detail later in this chapter, Site A is the area generally located between 50th Avenue, 2nd Street, Newtown Creek, and the East River, and Site B is the area located between 54th Avenue, the western side of the prolongation of 5th Street, Newtown Creek, and 2nd Street. Site A is currently owned by the Port Authority of New York and New Jersey (PANYNJ) and the Queens West Development Corporation (QWDC), a subsidiary of the Empire State Development Corporation (ESDC). Site B is privately owned. The project sites are located in Queens Community District 2.



Hunter's Point South Rezoning and Related Actions DEIS

The proposed actions are subject to public review under the Uniform Land Use Review Procedure (ULURP), which involves review by the local Community Board, Queens Borough President, the New York City Planning Commission (CPC), and the City Council. Approvals are required from CPC and the City Council. The proposal also requires review under City Environmental Quality Review (CEQR). The modification to the Queens West GPP also requires approval in accordance with the New York State Urban Development Corporation Act and review in accordance with the New York State Environmental Quality Review Act (SEQRA).

This Draft EIS (DEIS) has been prepared in conformance with applicable laws and regulations, including Executive Order No. 91, New York City Environmental Quality Review regulations, and follows the guidance of the *CEQR Technical Manual* (October 2001). It contains this description of the proposed actions and their environmental setting; the short- and long-term environmental impacts of the proposed actions; the identification of any significant adverse environmental impacts; a discussion of alternatives to the proposed actions; any irreversible and irretrievable commitments of resources as a result of the proposed actions; and a description of any mitigation measures necessary to minimize significant adverse environmental impacts that could occur under the proposed actions. The CPC is the lead agency in this environmental review and ULURP process.

B. PROJECT PURPOSE AND NEED

As discussed in more detail below (see section C, "Project Background"), Site A was approved for redevelopment by the New York City Board of Estimate at its last meeting on August 16, 1990. Approvals for the project were also issued by the New York State Urban Development Corporation (UDC, now doing business as ESDC) and PANYNJ. The approvals were for a mix of predominantly market-rate housing, offices, local retail, and new public parkland and streets. However, Site A has remained largely vacant. The purpose of the proposed actions is to implement a development plan for a large-scale housing development on Site A that provides a substantial amount of affordable units, with associated ground-floor retail amenities and community facility uses. The proposed new housing would be an integral part of the City's of the City's New Housing Marketplace plan for the provision of 165,000 units of affordable housing. Overall, the proposed actions are intended to transform the largely underutilized waterfront area into a new enlivened and affordable residential neighborhood. The proposed actions would also establish new publicly accessible waterfront recreation areas, providing significant benefits to the Long Island City community, the Borough of Queens, and the City as a whole. In addition, the proposed actions would facilitate the redevelopment of the privately owned Site B, thereby strengthening the area's residential character and providing additional open space amenities for the neighborhood.

C. PROJECT BACKGROUND

As described in this section, Site A was approved for redevelopment at the last meeting of the Board of Estimate on August 16, 1990. The project sponsors were the New York State Urban Development Corporation (UDC, now doing business as ESDC) and the New York City Public Development Corporation (PDC, now the Economic Development Corporation). The site and additional property to the east were also part of the City's 2012 Olympic Village proposal. Most recently, the City concluded that residential development, focused predominately on affordable

middle-income housing accompanied by recreation and retail uses, should be developed on Site A and undertook a planning effort that has formed the basis for the proposed actions.

QUEENS WEST PROJECT

Planning efforts for Site A were initiated by NYCDCP in 1982 with the adoption of the New York City Waterfront Revitalization Program, which identified 10 areas in the City with potential for reuse, including a 7.5-mile coastal strip in Queens that included the Hunter's Point waterfront. NYCDCP completed a land use policy study for the Hunter's Point waterfront in 1984. This study recommended that the area be rezoned from M3-1 to a zoning designation that would permit mixed-use development.

In 1984, PANYNJ and the City commenced work on the proposed Hunters Point Waterfront Project. This effort included planning, marketing, and environmental studies; site acquisition, and on- and off-site infrastructure improvements. Between 1985 and 1986, through the combined efforts of PANYNJ, PDC, and NYCDCP, a mixed-use development proposal was put forth for a 74-acre waterfront site located between Anable Basin on the north and Newtown Creek on the south, extending generally as far east as 5th Street north of 49th Avenue, and 2nd Street south of 49th Avenue. The development proposal was based on six planning principles: 1) creating a unique physical identity for the site; 2) providing a publicly accessible waterfront edge; 3) improving existing transportation conditions and extending the existing street grid into the project site; 4) concentrating higher density development in the southern end of the site; 5) minimizing impacts of parking garages; and 6) maximizing existing site features. The development proposal was for 9.3 million square feet of new development, including nearly 6,400 apartments, 2.1 million square feet of office space, a 350-room hotel, and retail and community facility space on a total of 20 development parcels. A total of 18.2 acres of publicly accessible open space was also included.

An Environmental Impact Statement was prepared for the project, with UDC as the lead agency, together with PDC and PANYNJ. Under the agreement reached with the City and the PANYNJ, UDC agreed to act as lead agency under SEQRA and to consider the exercise of its power of condemnation and zoning override to implement the project. The associated changes to the City Map were also reviewed through ULURP. These included demapping of portions of existing mapped streets on the project site; mapping new streets, certain easements and corridors, and public parks. In addition, a number of off-site transportation improvements were included that were approved in concept by the New York City Department of Transportation and the Metropolitan Transportation Authority.

Upon completion of the ULURP process and the project's environmental review under SEQRA and CEQR, the project was approved by the Board of Estimate and the UDC Directors. The UDC Directors adopted a General Project Plan (GPP) for the site that reflected the Findings previously made by UDC under SEQRA and by the Board of Estimate and City Planning Commission under CEQR as well as agreements between the City and State. The GPP governed future development of the site, setting forth specific controls for each parcel, including use, maximum bulk, massing (maximum height and required setbacks), and view corridor controls.

Following approval of the project by the Board of Estimate and UDC, the site was divided into four stages (Stages I through IV) to be developed gradually under the auspices of QWDC, a subsidiary of ESDC. QWDC began acquisition of the Queens West site and gradually made parcels available to developers (generally through ground leases) for construction of new buildings in conformance with the GPP.

Hunter's Point South Rezoning and Related Actions DEIS

Development at Queens West has proceeded according to the GPP, which has been amended a number of times since it was originally adopted. **Table 1-1** summarizes the program for the Queens West development, as set forth in the approved GPP and **Figure 1-2** shows the 20 development parcels established by the GPP and the approved changes to the City Map.

Build-out of Stages I and II—on Parcels 1 through 11, in the area north of 50th Avenue—is well under way in accordance with the GPP, under QWDC's oversight. Development has generally been proceeding from south to north, with the southernmost buildings completed and occupied. Several residential buildings and an 80-unit senior housing building are already completed and occupied, a school (the P.S. 78 Robert F. Wagner School) is completed and in use, and the Gantry Plaza State Park and Peninsula Park are open along the waterfront; Hunters Point Community Park on 48th Avenue between 5th Street and Vernon Boulevard was also completed as part of the Queens West project. Development of the remaining parcels of Stages I and II is currently in progress. Developers have been selected and site preparation has begun. When completed, the Queens West site on Parcels 1 through 11 will contain more than 4,800 apartments, approximately 174,325 gsf of retail use, 140,000 gsf of community facility use (school and library), and approximately 13 acres of public parkland.

Stages III and IV of the Queens West project were to be developed in the portion of the site south of 50th Avenue, designated as Parcels 12 through 20 in the GPP; however, QWDC has no current plans to move forward with Stages III and IV and therefore, the City proposes to develop this area as Site A of the proposed actions. In the approved GPP, Parcels 12 through 15 were to be developed as the "Commercial Core," with 2 million gross square feet of commercial office development, a 350-room hotel, and approximately 73,000 square feet of retail and community facility space. Parcel 16 was designated (but not mapped) as public open space, and Parcels 17 through 20 were to be developed with 2,200 housing units.

2012 OLYMPIC BID

In 2004, New York City, in collaboration with ESDC and PANYNJ, developed a plan for a 48-acre area in Hunter's Point as part of the City's bid for the 2012 Summer Olympic Games. This area included Sites A and B and additional parcels along Newtown Creek and was proposed to be developed with the Olympic Village. The Olympic Village was to contain a residential development of approximately 4,500 units in a mix of high-rise and low-rise buildings, a substantial amount of public parkland, and athlete training facilities, such as multi-sport fields and tennis courts.

When the City was not selected as the 2012 host city, and in response to the decreased demand for office use, the City re-evaluated the original development plan and commenced a new planning effort for Sites A and B (see section E, "Hunter's Point South Planning Efforts").

**Table 1-1
Adopted General Project Plan for Queens West:
Program, Bulk and Use Controls as of January 2008**

Parcel	Residential Floor Area (sf)	Commercial / Office / Hotel Area (sf)	Retail Floor Area (sf) ⁽¹⁾	Public Facilities Floor Area (sf)	Total Floor Area (sf) ⁽²⁾	Maximum Bldg Height (ft)	Parking Spaces	Private Open Space (sf)
STAGES I AND II								
1	348,000		4,000 ⁽¹³⁾		348,000	365 ⁽¹⁵⁾	0	
2	726,000		6,525 ⁽¹²⁾		732,525	390	1,000 ⁽⁷⁾	13,500
3	250,000		8,000 ⁽¹³⁾		250,000	200	0	11,000
4	343,000 ⁽¹⁵⁾			100,000 ^(5,1)	533,000	400 ⁽¹⁵⁾	0	
5	250,000		800 ⁽¹¹⁾		250,800	200	0	
6	468,000		5,000		473,000	300	0	8,000
7	432,000		35,000 ⁽¹⁰⁾		467,000	290	825 ⁽⁷⁾	12,000
8	0 ⁽⁹⁾		35,000	25,000 ⁽⁹⁾	60,000	130	0	
9	539,000 ⁽⁹⁾		30,000		569,000	370	594 ⁽⁶⁾	10,000
10	495,000		40,000 ⁽⁴⁾	15,000 ^(8,9)	550,000	390	527	
11	436,000 ⁽⁶⁾		10,000		446,000	300	135 ⁽⁶⁾	9,000
11	80 units Sr Housing							
Total	4,287,000		174,325	140,000	4,601,325		3,081	63,500
STAGES III AND IV								
12		350,000	10,000		360,000	180	0	
13		800,000	12,675 ^(11,12)		812,675	400	924	
14		400,000	20,000 ⁽¹⁰⁾		420,000	180	0	
15		800,000	20,000		889,200	300	584	
17 ⁽³⁾	646,269		10,000		656,269	270	394	11,500
18	550,219				550,219	210	336	12,000
19	453,292				453,292	390	260	12,000
20	550,220				550,220	210	336	12,000
Total	2,200,000	2,350,000	72,675		4,622,675		2,834	47,500
TOTAL QUEENS WEST PROJECT AS INCLUDED IN CURRENT GPP								
TOTAL	6,487,000	2,350,000	247,000	140,200	9,224,000		5,915	111,000
Notes:								
1	Suggested retail program. Retail is permitted on all parcels but shall not exceed the total program.							
2	Total Floor Area is all floor area above grade, excluding parking and mechanical space (3% residential and 5% commercial).							
3	Parcel 16, redesignated as public open space, has been omitted.							
4	27,000 sf of retail on Parcel 10 is being used as an early childhood learning center.							
5	Elementary school (Grades K-5) pursuant to NYC Board of Estimate's Resolution of Approval and current NYC Department of Education space planning requirements.							
6	April 19, 2000 GPP amendment resulted in increased residential area on Parcel 11 by 20,000 sf and transfer of 135 parking spaces from Parcel 11 to 9.							
7	Based on square footage of parking provided. Assumes 275 sf per parking space.							
8	Community Center with Swimming Pool, pursuant to the NYC Board of Estimate's Resolution of Approval.							
9	February 24, 2004 GPP amendment resulted in transfer of 104,000 residential sf from Parcel 8 to Parcel 9 and transfer of 25,000 Public Facilities sf from Parcel 10 to Parcel 8 to accommodate a library.							
10	April 20, 2006 GPP amendment transferred 20,000 sf of retail from Parcel 14 to Parcel 7, which increased retail area on Parcel 7 to a total of 35,000 sf.							
11	July 20, 2006 GPP amendment transferred 800 sf of retail from Parcel 13 to Parcel 5, which increased retail area on Parcel 5 to a total of 800 sf.							
12	October 11, 2007 GPP amendment transferred 6,525 sf of retail from Parcel 13 to Parcel 2, which increased retail area on Parcel 2 to a total of 6,525 sf.							
13	January 28, 2008 GPP amendment creating 12,000 sf of retail space on Parcels 1 and 3, which increased retail area on Parcel 1 to a total of 4,000 sf, and Parcel 3 to a total of 8,000 sf.							
14	January 28, 2008 GPP amendment to create discrete sub-parcels for the school and residential building on Parcel 4.							
15	January 28, 2008 GPP amendment to transfer 90,000 SF of residential area from Parcel 4 to Parcel 1; increase the height of Parcel 1 from 240 to 365 feet; increase the height of Parcel 4 from 270 to 400 feet; and eliminate the grade-level setbacks at the residential area of Parcel 4.							

D. SITE DESCRIPTION

The project sites are located along the Hunter's Point waterfront, in Queens, New York (see **Figure 1-1**). The two sites, Sites A and B, together cover more than 37.5 acres (see **Figures 1-3 and 1-4**).

SITE A

Site A, formerly included as part of the Queens West project, includes Block 1, Lots 1 and 10; Block 5, Lot 1; and Block 6, Lots 1, 2, 14, and part of 38. It also includes de-mapped portions of 54th and 55th Avenues between 2nd Street and the East River that have not received block and lot designations. The site is approximately 30 acres in area and is generally bounded by 50th Avenue to the north, 2nd Street to the east, Newtown Creek to the south, and the East River to the west.

Site A, the "Hunter's Point South" site, is currently partially occupied by a variety of commercial uses. These uses include Tennisport, a private tennis club with accessory parking; the Water Taxi landing, Water Taxi Beach, and accessory and public parking; and temporary storage for a construction contractor; in addition to parking for off-site uses (see **Figure 1-4**).

The tennis facility, which includes structures for indoor courts and outdoor courts, is located in the northern third of the site. Adjacent to the tennis facility at the intersection of 50th Avenue and 2nd Street is a vacant area currently used as a dog run.

South of Tennisport, the central portion of Site A is occupied by the Water Taxi landing and Water Taxi Beach at the East River shoreline, and accessory and public parking to their east. From May to December, the Water Taxi provides weekday commuter service from Hunter's Point to East 34th Street and Pier 11 in Manhattan and to the Schaeffer Brewery and Fulton Landing in Brooklyn. On summer weekends, the Water Taxi provides service to additional stops in both Brooklyn and Manhattan. The Water Taxi Beach, located just north of the ferry landing, is a 44,000-square-foot concession operated by New York Water Taxi. It is open from Memorial Day to Columbus Day and features volleyball nets, shaded tents, and a restaurant and bar. The area directly south of the Water Taxi facility is used as parking for the Anheuser-Busch facility on Site B (discussed below), and has parking for approximately 100 cars and a storage area for delivery trucks. The southernmost portion of Site A is used as a temporary storage site for a local contractor. It was formerly the site of a Daily News printing plant, now demolished.

In compliance with waterfront permits issued by the U.S. Army Corps of Engineers (USACE) and New York State Department of Environmental Conservation (NYSDEC) for the Queens West project (Stages II, III, and IV), tidal wetland compensatory mitigation measures are required on Site A in an approximately 0.7-acre area extending along approximately 1,100 feet of shoreline. This mitigation, which is to be completed by May 31, 2012, includes the removal of fill and a sunken float bridge, the stabilization of the shoreline, and the creation of a 0.54-acre high marsh wetland area.

Beneath Site A are tunnels for both vehicles (the Queens-Midtown Tunnel) and trains (Amtrak, Metropolitan Transportation Authority [MTA] Long Island Rail Road [LIRR], and NJ Transit, which travel between Queens and Manhattan via these tunnels). There is also a tunnel ventilation structure within, but not included as part of, Site A that is owned by Amtrak and is under construction on the west side of 2nd Street, between Borden and 54th Avenues.

SITE B

Site B is 7.5 acres and consists of Block 11, Lot 1. It is bounded by 54th Avenue to the north, Newtown Creek to the south, the western side of the prolongation of 5th Street to the east, and 2nd Street to the west. This site is currently occupied by a complex of low-rise buildings primarily used by Anheuser Busch as a beverage distribution facility. Independent of the proposed actions, the existing beverage distribution facility will relocate to a new 12-acre vacant waterfront site in the Hunts Point Food Distribution Center in the Bronx. The relocation facility is currently under construction and will be ready in 2008. A portion of one of the buildings on Site B is also occupied by NBC for storage, office, and studio-related uses. NBC's lease runs through February 2010.

E. HUNTER'S POINT SOUTH PLANNING EFFORTS

As stated above (see section C, "Project Background,"), after a re-evaluation of the original Queens West development plan, the City concluded that residential development, focused predominately on affordable middle-income housing accompanied by recreation and retail uses, should be developed on Site A. The City reached an agreement with the PANYNJ for the acquisition of its 24-acre portion of the property, which was approved by the PANYNJ Board on October 19, 2006, and simultaneously ESDC agreed to consider transfer of its 6-acre portion of the property to the City in order to achieve the plan. Subsequently, an inter-agency team began working with community representatives to develop a plan for the site (Site A), in addition to a key adjacent privately owned site (Site B). The inter-agency team consists of the Office of the Deputy Mayor for Economic Development, NYCEDC, NYCDPC, NYCHPD, and NYCDPR, all of which have been extensively involved in the planning of the project. As part of this effort, the inter-agency team has met with the Queens Community Board 2 and two of its applicable subcommittees (the Land Use and Hunter's Point South Subcommittees), elected officials, and members of the community.

The inter-agency group worked together to develop a new plan for Site A, the Hunter's Point South project. This plan was developed around the following planning and design principles:

- Create and maintain view corridors to the waterfront.
- Create a dynamic waterfront park.
- Create a pedestrian-friendly streetscape.
- Create a smooth transition in building scale and form from upland Hunter's Point neighborhood to waterfront blocks.
- Create a new urban fabric where none exists.
- Create a varied and compelling skyline.
- Encourage sustainable, high-quality design.
- Accommodate water-based transportation and other transit enhancements.

With these principles in mind, a residential project with a new street network and park system was designed. For the seven development parcels to be created on Site A, new building envelopes were designed that are intended to preserve existing views and view corridors to the waterfront. In addition, an adjacent privately owned, industrially used parcel was included in the planning effort, because its pivotal location and relationship to Site A called for compatible residential development on that parcel.

Hunter's Point South Rezoning and Related Actions DEIS

The new project that was the result of the more than year-long planning effort is reflected in the proposed actions now being sought for the Hunter's Point South project and adjacent private site referred to as Site B.

F. PROPOSED ACTIONS

To implement the City's residential development plan for Site A and to facilitate the redevelopment of the privately owned Site B, a package of public actions are proposed, including changes to the City Map on Site A, zoning map and zoning text amendments for both Sites A and B, property transfer from PANYNJ and ESDC, acquisition and disposition of land at Site A by the City, designation of an Urban Development Action Area, site plan approval for the new school to be built on Site A, modification to the Queens West General Project Plan, and other actions. The following paragraphs summarize the required public actions.

CHANGES TO THE CITY MAP

The proposed actions would include changes to the City Map, including eliminating the mapped but unbuilt streets and parkland on Site A, and establishing new parks and streets within Site A (see **Figures 1-5** and **1-6**). As a result of these map changes, a total of seven new development parcels would be created at Site A (designated as Parcels A through G). The changes to the City Map include the following:

- The elimination of the following mapped but unbuilt streets generally located between the East River and 2nd Street: Center Boulevard, 54th Avenue, Newtown Creek Road, Newtown Creek Terrace, and Hunter's Point Place.
- The establishment of the following streets:
 - Center Boulevard in a new location between 50th Avenue and 57th Avenue;
 - 2nd Street between 56th Avenue and 57th Avenue;
 - 51st Avenue between 2nd Street and Center Boulevard;
 - 54th Avenue between its current mapped terminus, which is at the former Center Boulevard, and the proposed Center Boulevard;
 - 55th Avenue between Center Boulevard and 2nd Street;
 - 56th Avenue between Center Boulevard and 2nd Street; and
 - 57th Avenue between Center Boulevard and 2nd Street.
- The widening of 2nd Street between 50th Avenue and 56th Avenue, except for a portion between Borden Avenue and 54th Avenue (2nd Street is built).
- The narrowing of Borden Avenue between 2nd Street and Center Boulevard (this segment of Borden Avenue is currently mapped but not built).
- The narrowing of 50th Avenue between 2nd Street and Center Boulevard (this segment of 50th Avenue is built).
- The elimination of mapped parklands, the establishment of park additions, and the delineation of permanent sewer corridors within an area generally bounded by proposed Center Boulevard, 2nd Street, the U.S. Pierhead line, and 50th Avenue.
- The establishment of a park generally along the south side of proposed 55th Avenue between Center Boulevard and 2nd Street.

In tandem with these actions and with the elimination of Site A from the Queens West GPP, the City is also proposing off-site changes to the City Map (see **Figure 1-7**). Specific actions are as follows:

- De-map an unbuilt portion of 48th Avenue between Vernon Boulevard and 21st Street, which was intended to serve as a vehicular tunnel to bypass the intersection of Jackson Avenue and 11th Street.
- Eliminate an approximately 1-foot-deep strip of mapped but unbuilt park on the south side of 48th Avenue between Vernon Boulevard and 11th Street.
- Re-establish a public place in the center of Vernon Boulevard between 50th and 51st Avenues that was de-mapped but is built, to reflect existing and expected future conditions.

ZONING MAP AMENDMENTS

The zoning map amendments proposed as part of the proposed actions are as follows:

- Rezone Site A from M3-1 (2.0 FAR¹) to R10 (12.0 FAR) with a C2-5 (2.0 FAR) overlay along 2nd Street and key locations along Center Boulevard, Borden Avenue, and 55th Avenue.
- Rezone Site B from M1-4 (2.0 FAR) to R7-3 (5.0 FAR) with a C2-5 (2.0 FAR) overlay along 2nd Street.
- Establish the Special Southern Hunter’s Point District on Sites A and B.

The existing M1-4 zoning district allows light industrial uses that comply with stringent performance standards; office and most retail uses are permitted. M3 districts have lower performance standards than other manufacturing districts, and generally allow for heavy industrial uses. The M3-1 zoning district would be rezoned to R10, a high-density residential district in which residential uses and community facilities are allowed, and the M1-4 zoning district would be rezoned to R7-3, a medium-density residential district in which residential uses and community facilities are allowed. In addition, a C2-5 overlay for local retail uses would be mapped along 2nd Street and key locations along Center Boulevard, Borden Avenue, and 55th Avenue. The proposed Special Southern Hunter’s Point District would modify the underlying provisions of the R10 and R7-3 districts for floor area, height and setback provisions, and special streetscape provisions, as described below under “Zoning Text Amendments.”

The existing and proposed zoning are illustrated in **Figures 1-8** and **1-9**.

ZONING TEXT AMENDMENTS

Zoning text amendments are proposed to establish a new special zoning district on Sites A and B—the Special Southern Hunter’s Point District—to ensure the redevelopment of Sites A and B consistent with the planning and design work completed to date. A Waterfront Access Plan is also proposed to tailor the waterfront access requirements to Site B.

¹ Floor Area Ratio, or FAR, is a measure of density establishing the amount of development allowed in proportion to the base lot area. For example, a lot of 10,000 square feet with a FAR of 1 has an allowable building area of 10,000 square feet. The same lot with an FAR of 10 has an allowable building area of 100,000 square feet.

SPECIAL SOUTHERN HUNTER'S POINT DISTRICT

The proposed zoning text amendments would create the Special Southern Hunter's Point District and establish within it two subdistricts: the East River Subdistrict (Site A west of 2nd Street to the Pierhead Line) and the Newtown Creek Subdistrict (Site B). The Special District is intended to promote appropriate redevelopment adjacent to the waterfront, which reflects several of the recommendations and planning objectives developed for the Hunter's Point South project. The proposed Special Southern Hunter's Point District text and accompanying graphics are presented in **Appendix 1.1**.

The Special District would be guided by the following goals:

- To encourage well-designed new development that complements the built character of the Hunter's Point neighborhood;
- To maintain and reestablish physical and visual public access to and along the waterfront;
- To broaden the regional choice of residence by introducing new affordable housing;
- To achieve a harmonious visual and functional relationship with the adjacent neighborhood;
- To create a lively and attractive environment that will provide daily amenities and services for the use and enjoyment of the working population and the new residents;
- To take maximum advantage of the beauty of the East River waterfront, thereby best serving the business community, the new residential population and providing regional recreation;
- To provide an open space network comprising public parks, public open space, and public access areas;
- To provide flexibility of architectural design within limits established to assure adequate access of light and air to the street, and thus to encourage more attractive and economic building forms; and
- To promote the most desirable use of land and building development in accordance with the District Plan for Southern Hunter's Point and thus conserve the value of land and buildings and thereby protect the City's tax revenues.

Properties within the proposed Special Southern Hunter's Point District (i.e., Sites A and B) would be subject to special bulk, use, and urban design provisions that would supplement or supersede the underlying zoning district.

SPECIAL USE REGULATIONS

Proposed special use provisions in the Special District would include the following:

- Non-residential uses would be required on the ground floors of buildings along 2nd Street, Parcels D, E, and F along Center Boulevard, and Parcel C along Borden Avenue.
- The proposed Special District would allow enclosed and unenclosed sidewalk cafes, consistent with the special rules for sidewalk cafes of the Zoning Resolution.
- For buildings with non-residential ground-floor uses, special transparency requirements would apply to ensure that windows are provided in large portions of the building's streetwall.

- Security gates for commercial or community facility uses would be required to allow visibility of 75 percent of the area covered by the gate when closed. This provision would not apply to parking garage entrances or exits.

SPECIAL FLOOR AREA REGULATIONS

The proposed Special Southern Hunter’s Point District would modify the underlying provisions of the floor area provisions of the proposed R10 and R7-3 Districts. The maximum floor areas to be allowed in the proposed East River Subdistrict are as follows:

**Table 1-2
Maximum Floor Area by Parcel (Site A)**

Parcel	Maximum Floor Area
A	12.0
B	10.0
C	10.5
D	12.0
E	12.0
F	10.0
G	12.0

The Special Southern Hunter’s Point District would also establish two floor area bonuses within the Newtown Creek Subdistrict. The base FAR would be 2.75. A floor area bonus of 1.0 FAR would be established for the provision of a new publicly accessible private street and an abutting landscaped publicly accessible open area. The private street would function as the prolongation of 55th Avenue to the west, curving northerly to intersect with 54th Avenue. A second floor area bonus of 1.25 FAR would be established for the provision of Inclusionary Housing. As defined in the Zoning Resolution, the Inclusionary Housing program permits an increase in the floor area of residential developments in exchange for the permanent provision of below-market-rate housing for low-, moderate-, and middle-income households. The proposed 1.0 FAR bonus could be exercised without the additional 1.25 FAR Inclusionary Housing bonus; however, the Inclusionary Zoning bonus could only be used if the 1.0 FAR bonus was used.

SPECIAL HEIGHT AND SETBACK REGULATIONS

The Special District would also establish special height and setback regulations consistent with the massing developed during the planning process for the sites within the proposed Special District. The proposed special district text would establish provisions for the following elements:

- The location and size of rooftop mechanical equipment would be limited in size and height and screening would be required.
- Balconies would not be allowed below the applicable base height. Above the applicable maximum base height, balconies would be allowed as long as at least 50 percent of the balcony is surrounded by building walls.
- Streetwalls would generally be required to be at the streetline, except at key corner locations along Center Boulevard. Recesses of up to three feet in depth would be allowed on the ground floor of a building to allow building access and recesses of up to five feet in depth would be allowed on the ground floor of a building to allow for infrastructure access. After a

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height of 12 feet above grade, up to 30 percent of the aggregate width of a streetwall could be recessed beyond the street line.

- Minimum and maximum base heights would be 40 and 70 feet, respectively. A building setback of 10 feet on a wide street and 15 feet on a narrow street would generally be required after the maximum base height. For the purposes of the proposed special district, certain narrow streets would be designated wide streets: Second Street between Borden Avenue and 54th Avenue; 55th Avenue between Center Boulevard and 2nd Street; any publicly accessible private street and landscaped open area constructed pursuant to the proposed zoning bonus for the Newtown Creek Subdistrict; and Center Boulevard between 50th Avenue and 57th Avenue.
- Above the applicable maximum base height, the maximum building height shall be 125 feet except where towers are allowed.
- The locations, maximum heights, and maximum floorplates of towers (i.e., building elements higher than 125 feet tall) would be established by the proposed Special District. Tower locations and their maximum height would be designated.

DISTRICT PLAN ELEMENTS

Special urban design and other provisions would be established for parcels within the proposed Special District.

- Sidewalk Widening. A two-foot sidewalk widening would be required along 50th Avenue on Parcel A and along 2nd Street on Parcel C and a five-foot sidewalk widening would be required along the 2nd Street frontage of Parcels A-B and D-F.
- Street tree planting would be required on all parcels. Trees would be required every 25 feet, according to the specifications and standards of NYCDPR.

The location and design requirements of the publicly accessible private street and landscaped open area resulting from the proposed 1.0 FAR zoning bonus for the Newtown Creek Subdistrict would be established. Each would be required to be developed consistent with proposed 55th Avenue and abutting public parkland in the East River Subdistrict.

WATERFRONT ACCESS PLAN

In the Zoning Resolution, a Waterfront Access Plan (WAP) tailors the public access requirements of the City's waterfront zoning to the specific conditions of a particular location on the waterfront. A WAP is proposed for the Newtown Creek Subdistrict to locate the required Supplemental Public Access Area and Upland Connection. The Upland Connection would be located on the eastern edge of Site B, extending northerly from the Shore Public Walkway to intersect with 54th Avenue. The required Supplemental Public Access Area would be required to abut the Shore Public Walkway, with larger, triangular-shaped areas aggregated along 2nd Street and the Upland Connection. The Waterfront Access Plan would also allow Water Enhancing Uses to locate on the ground floor of a building abutting a required Shore Public Walkway if the use is less than 10,000 square feet.

SPECIAL OFF-STREET PARKING, LOADING, AND CURB CUT PROVISIONS

The Special District would modify applicable provisions of Article I Chapter 3, which regulates the provision of parking in the area, and establish other provisions related to parking and curb cuts.

- Parking below 33 feet would not count as floor area due to the high water table on parcels within the proposed Special District.
- Accessory parking garages within the East River Subdistrict would be allowed without regard to zoning lot lines and the 225 space size limit for multiple use developments would be increased to a maximum of 780 in the East River Subdistrict and no more than 40 percent of the total number of units within the Newtown Creek Subdistrict.
- Parking facility locations. Parking would have to be provided in off-street, enclosed facilities within the center of the parcels, so that no portion of the parking facility other than entrances and exits is visible from the street. In addition, parking exhaust vents would not be allowed to open onto the street.
- Forty percent of a roof area of a parking garage greater than 400 square feet would be required to be landscaped.
- Curb cuts would generally be limited to midblock locations on east-west, narrow streets and would be prohibited on wide streets except along 2nd Street in Subdistrict B where one curb cut would be allowed.
- Indoor bicycle parking would be required. The requirement for residential uses would be 50 percent, up to a maximum of 200 spaces. For Use Group 6B uses with at least 10,000 square feet of floor area, the requirement would be one space for every 5,000 square feet of floor area, up to a maximum of 200 spaces and for Use Group 6A or 6C retail uses, the ratio would be one space for every 5,000 square feet of floor area with a maximum of 100 spaces.

(E) DESIGNATIONS

(E) Designations would be applied to Site B (Block 11 of Lot 1), to address potential issues related to hazardous materials, air quality, and noise. (E) Designations are applied to specific properties that could require remediation or other measures, should an owner want to demolish, excavate, or otherwise construct on his/her property.

The (E) Designation for hazardous materials to be placed on Site B would require that pre-development activities include implementation of a Phase II sampling protocol and remediation to the satisfaction of the New York City Department of Environmental Protection (NYCDEP) before the issuance of a building permit.

The (E) Designation for air quality would set forth requirements for fuel type on Site B to ensure that no significant adverse air quality impacts from the buildings' heating, ventilation, and air conditioning systems would occur.

The (E) Designation for noise to be placed on Site B would ensure that CEQR requirements for building attenuation are met. The text of the (E) Designation for noise is as follows:

In order to ensure an acceptable interior noise environment, any future uses on Lot 1 of Block 11 must be designed to provide a closed window condition with a minimum of 30 dBA window/wall attenuation on all facades in order to maintain an interior noise level of 45

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dBA $L_{10(1)}$ for residential and school uses and 25 dBA of window/wall attenuation on all facades in order to maintain an interior noise level of 50 dBA $L_{10(1)}$ for commercial uses. In order to maintain a closed-window attenuation, an alternate means of ventilation must also be provided. Alternate means of ventilation include, but are not limited to, central air conditioning or air conditioning sleeves containing air conditioners or fans approved by the United States Department of Housing and Urban Development (HUD).

ACQUISITION OF LAND

Redevelopment of Site A may require the acquisition of land by the City. Site A comprises several tax lots and de-mapped streets:

- Block 6, Lot 1, the location of the Tennisport, is currently owned by QWDC, a subsidiary of ESDC. After QWDC's modification of its General Project Plan, this lot will be transferred to NYCEDC. With ULURP approval, NYCHPD may then acquire all or portions of this lot from NYCEDC. Any portions of development sites that are not acquired by NYCHPD will be disposed of by NYCEDC for redevelopment.
- Block 1, Lots 1 and 10; Block 5, Lot 1; Block 6, Lots 2, 14, and 38 are owned by PANYNJ. PANYNJ also owns the de-mapped portions of 54th Avenue and 55th Avenue between 2nd Street and the East River for which tax lot numbers have not been assigned. PANYNJ would convey these properties to NYCEDC. With ULURP approval, NYCHPD may then acquire all or portions of this lot from NYCEDC. Any portions of development sites that are not acquired by NYCHPD will be disposed of by NYCEDC for redevelopment.

The City will also acquire directly acquire properties within Site A that are proposed for new streets and parks. Portions of these properties are currently owned by PANYNJ, QWDC, and the New York State Office of General Services and will be transferred to NYCEDC.

DESIGNATION AS AN URBAN DEVELOPMENT ACTION AREA PROJECT (UDAAP)

The City seeks designation of an Urban Development Action Area and approval of a UDAAP project on Site A pursuant to Article 16 of the General Municipal Law. The UDAAP approvals will occur simultaneously with the ULURP approvals, but the UDAAP approvals themselves are not subject to ULURP. The actions would enable Site A to be developed, thereby transforming an underutilized vacant site into an active site containing a substantial amount of affordable units, with associated ground-floor retail amenities, community facility uses, and waterfront parkland and open space.

DISPOSITION OF LAND

The property to be acquired by the City is proposed for disposition to a developer selected by NYCHPD.

SCHOOL SITE PLAN APPROVAL

Development of a new school on Site A would require site plan approval by the Mayor and City Council pursuant to the requirements of the New York City School Construction Authority Act. (For more information, see the discussion entitled "Coordination with Other Review Processes," below under section H, "Environmental Review Process.")

MODIFICATION TO THE QUEENS WEST GENERAL PROJECT PLAN

Development of Site A pursuant to the proposed Special Zoning District would require modification by the Empire State Development Corporation and QWDC of the General Project Plan currently in place for the Queens West project on Site A. The proposed modification would remove from the GPP Site A and 48th Avenue between Vernon Boulevard and 21st Street that was intended to serve as a vehicular tunnel to bypass the intersection of Jackson Avenue and 11th Street. (For more information, see the discussion in section H, later in this chapter.)

MEMORANDUM OF UNDERSTANDING/RESTRICTIVE DECLARATION

Site A would be developed in accordance with a Memorandum of Understanding (MOU) between the New York City entity in control of Site A and NYCDEP to ensure that appropriate measures are implemented to avoid impacts related to hazardous materials, air quality, and noise. If a portion of Site A is disposed of to a private entity, the MOU will require the private entity to record a Restrictive Declaration against the property to ensure that these required measures are implemented.

For hazardous materials, the MOU (or Restrictive Declaration) will require that appropriate testing and remediation activities are performed prior to and/or during development on Site A such that future redevelopment proceeds in a manner protective of public health. For air quality, the MOU (or Restrictive Declaration) will restrict fuel type and stack locations as specified in Chapter 18, "Air Quality," to ensure that no significant adverse air quality impacts would occur. For noise, the MOU (or Restrictive Declaration) will require that on Site A at least 30 dBA of building attenuation is provided for residential and school uses (recommended noise attenuation values for residential and school buildings are designed to maintain interior noise levels of 45 dBA $L_{10(1)}$ or lower and are determined based on exterior $L_{10(1)}$ noise levels).

OTHER ACTIONS

Site A is currently subject to waterfront permits issued by USACE and NYSDEC. These permits allow development of a waterfront park and installation of new stormwater outfalls. As part of the proposed actions, it is anticipated that the waterfront permits, as they pertain to Site A, would be transferred from QWDC to the City of New York; or, if required, the City would apply for new permits for work at Site A. After the new waterfront park has been designed, the City may seek to modify the existing permits to accommodate the new park design. If changes to the waterfront conditions are proposed, modifications to those permits or new permits may be required. For example, once an Amended Drainage Plan has been developed for Site A (discussed later in this chapter), changes may need to be proposed to the location of outfalls. In addition, once the design for the new park has been developed, if any changes are proposed to the water's edge or to other conditions set forth in the permit, these would also require modifications to the site's permits.

In addition, Site A is currently mapped with a number of easements, including two easements for the Queens-Midtown Tunnel, an easement for Amtrak's 34th Street Tunnel, three easements for the Metropolitan Transportation Authority Long Island Rail Road, and several utility easements for the New York State Power Authority, New York City Department of Environmental Protection, Con Edison, and Verizon New York Telephone. For these areas, coordination with these entities would be required prior to future construction.

G. REASONABLE WORST-CASE DEVELOPMENT SCENARIO

Once the proposed actions have been approved, the Hunter's Point South project would be developed on Site A in accordance with the zoning map and text amendments. In addition, after implementation of the proposed actions, it is anticipated that the privately owned Site B would be redeveloped in accordance with the newly established special zoning district. For purposes of environmental analysis of the effects of the proposed actions under CEQR, a "reasonable worst-case development scenario" (RWCDS) has been developed. The RWCDS assumes that development on Site A and Site B would be undertaken pursuant to maximum building envelopes and other controls established by the new Special Zoning District; Sites A and B would be constructed in one phase incrementally starting in late 2009; and that construction would be completed by 2017. Information on the street network, block layout and development parcels, expected development, new parks, and infrastructure improvements anticipated in the RWCDS is provided in the following discussion.

NEW STREET SYSTEM AND CIRCULATION PATTERN

NEW STREETS: SITE A

On Site A, the existing mapped streets that are not built would be demapped and a new network of streets would be mapped (see **Figure 1-10**). These streets would conform to and extend the existing grid of the surrounding study area. Second Street would remain in place, curving Center Boulevard would be extended into the site from Queens West to the north, and east-west streets would be extended from the study area across 2nd Street to meet Center Boulevard. The following new streets would be created:

- **Second Street.** Existing 2nd Street would remain in place, but it would be widened. Second Street would be one-way southbound, with two lanes of vehicular traffic, one parking lane/bus stop lane on the west side of the street, and a two-way bike lane separated from traffic by a landscaped buffer on the east side of the street. Second Street is intended to serve as a neighborhood retail street for the Hunter's Point community.
- **Center Boulevard.** Center Boulevard would be extended into Site A from Queens West. This street would be two-way between 50th Avenue and Borden Avenue, and one-way northbound south of Borden Avenue. It would have two lanes of vehicular traffic, with a parking lane/bus stop lane on the east side of the street.
- **East-West Streets.** The Hunter's Point South project would extend 51st Avenue, Borden Avenue, and 54th Avenue into Site A and create three additional east-west streets: 55th, 56th, and 57th Avenues. Most of these streets would carry two lanes of one-way traffic in the same direction as they currently do outside of Site A, with one lane of on-street parking. Borden Avenue, a wide street, would carry two-way traffic. No parking would be permitted on the north side of the Borden Avenue, adjacent to the new school, where the lane would be reserved for school drop-offs, pickups, and deliveries.

NEW STREETS: SITE B

No new streets would be mapped across Site B, but the RWCDS assumes that the developer of Site B would use a proposed zoning bonus and provide a new east-west publicly accessible private road (55th Avenue) that would roughly bisect Site B (see **Figure 1-10**). This street would

be one-way eastbound, curving northerly at the eastern edge of the site to intersect with 54th Avenue. The street would be privately owned but publicly accessible.

CLASS 1 BIKEWAY

A Class 1 bikeway¹ would be integrated into the street network. The bikeway, which would generally be a 12-foot-wide, two-way bikeway, would extend along Center Boulevard, 57th Avenue, and 2nd Street (see **Figure 1-10**). The bikeway would be physically separated from the traffic lanes by a landscaped buffer.

The bikeway would be located on the east side of 2nd Street, within the mapped roadway but physically separated from vehicle lanes. At the end of 2nd Street, it would continue along 57th Avenue onto Center Boulevard. The 12-foot-wide, two-way, Class 1 bikeway would be located west of Center Boulevard's western sidewalk, at the edge of the new waterfront park. A landscaped buffer would separate the sidewalk from the bikeway.

One-way bike lanes in the same direction as vehicular traffic would be painted on 50th Avenue (eastbound) and 51st Avenue (westbound) to complete the bikeway loop at Site A.

SIDEWALKS

Throughout Site A, wide sidewalks would be provided on all streets with the exception of the east side of 2nd Street, where sidewalks would retain their existing 12-foot width. On Site B, the sidewalks along the new 55th Avenue would also be wide. Sidewalks throughout Site A and Site B would be lined with street trees.

NEW PARCELS

SITE A

The new street system on Site A would divide the site into seven new city blocks (referred to in this EIS as Parcels A through G), bounded on the east by 2nd Street, on the west by Center Boulevard, and on the north and south by the east-west avenues to be built across the site. Most of these new blocks would be fairly regular and rectangular in shape, although their western boundary would curve to reflect the Center Boulevard design.

SITE B

Assuming that the owner of Site B takes advantage of the proposed zoning bonus and develops a new east-west, privately owned but publicly accessible road and additional public open space abutting the south side of the new road through Site B, the RWCDs for Site B consists of two parcels (Parcels A and B), one a regular rectangular city block and the other a triangular waterfront block. The new public road and open space would not be mapped and would therefore generate floor area for zoning purposes.

¹ Class 1 bikeways are off-street and completely separated from vehicular traffic.

NEW BUILDINGS AND DEVELOPMENT

Table 1-3 provides a summary of the RWCDS analyzed in this EIS. **Figures 1-11** and **1-12** illustrate the proposed development and **Table 1-4** lists the anticipated development by parcel. The development expected in the RWCDS is described below.

RESIDENTIAL USE

It is anticipated that up to 5 million square gross feet of residential space or 5,000 dwelling units would be developed on Site A. Of these, 60 percent (3,000 units) would be permanently affordable to middle-income families and the remaining 40 percent (2,000 units) would be market-rate units.

On Site B, the RWCDS includes up to 1.65 million gross square feet of residential space, or 1,650 dwelling units. Of these, 20 percent (330 units) would be permanently affordable to low- to moderate-income households, and the remaining 80 percent (1,320 units) would be market-rate units.

Table 1-3
Reasonable Worst-Case Development Scenario for Analysis

Use / Units	Site A	Site B	Total Development
Residential (Apartments) ¹			
Market-Rate	2,000	1,320	3,320
Affordable	3,000	330	3,330
Total	5,000	1,650	6,650
Proposed Uses (Gross Square Feet)			
Residential	5,000,000	1,650,000	6,650,000
Retail	90,500	36,000	126,500
Community Facility	45,000	0	45,000
School	180,000	0	180,000
Total Not Including Parking Garage Area	5,315,500	1,686,000	7,008,150
Total Including Parking Garage Area	5,509,480	1,957,900	7,467,380
Accessory Parking Spaces	2,000	660	2,660
Publicly Accessible Open Space	11.0 acres	2.4 acres	13.4 acres
Note:	¹ Approximately 60 percent of the apartments on Site A would be affordable units. On Site B, it is assumed that approximately 20 percent would be affordable units.		

RETAIL USE

The project would include new retail uses to serve the incoming residents. The retail uses would be concentrated along 2nd Street to create a neighborhood retail corridor with additional retail space on portions of Borden Avenue, Center Boulevard, and 55th Avenue. Up to 90,500 gsf of retail space is anticipated at Site A and 36,000 gsf of retail at Site B. While no specific tenants have been identified, it is anticipated that retail uses would serve the local population.

COMMUNITY FACILITY USE

School

Approximately 180,000 gsf of space for a new public school would be located on Parcel B of Site A. It is estimated that this school would serve 1,600 students, possibly for grades 6 through 12.

**Table 1-4
Reasonable Worst-Case Development Scenario
Parcel Descriptions**

Parcel	Total Floor Area (GSF)	Description	Proposed Uses				
			Ground-Floor Retail (GSF)	Community Facility (GSF)	School (GSF / Seats)	Residential Units	Parking Spaces
Site A							
A	605,100	Mid-rise (13-story) base with 37-story tower	13,500			605	160
B	470,800	Seven-story school; mid-rise residential base and 32-story tower	9,470		180,000 / 1,600 seats	308	0
C	1,445,700	Mid-rise (13-story) base with two towers (32 and 42 stories)	15,630			1,258	800
D	844,980	Mid-rise (13-story) base with 42-story tower	22,300			846	220
E	875,400	Mid-rise (13-story) base with two towers (28 and 32 stories)	20,500	16,400		858	230
F	913,300	Mid-rise (13-story) base with 43-story tower	9,100			769	590
G	354,200	Low-rise (7-story) base with 13-story tower	0	28,600		357	0
Total	5,509,480	Nine towers above midblock bases on all blocks	90,500	45,000	180,000 / 1,600 seats	5,000	2,000
Site B							
A	1,102,500	Mid-rise (10-story) base with two towers (27 and 40 stories)	12,000			940	290
B	855,400	Mid-rise (8-story) with two towers (30 and 35 stories)	24,000			710	370
Total	1,957,900	Four towers above midblock bases	36,000			1,650	660
Grand Total, Reasonable Worst-Case Development Scenario							
TOTAL	7,467,380		126,500	45,000	180,000 / 1,600 seats	6,650	2,660
Notes:	Reasonable worst-case development scenario based on conceptual plans developed for Hunter's Point South project during planning efforts. Total floor area includes area occupied by parking garages. Number of residential units estimated assuming an average of 900 square feet per unit on Site A and 1,000 square feet per unit on Site B (calculated from entire residential floor area for parcels, which includes hallways, circulation space, and other non-apartment spaces).						

Other Community Facility Use

Approximately 45,000 gsf of space for community facilities, such as a community center, medical space, space for a non-profit organization, or some other similar use would also be located on Site A.

PUBLIC PARKS AND OPEN SPACES

Mapped public parkland would be created on Site A and publicly accessible private open space would be developed on Site B through zoning requirements. A breakdown of the proposed public parkland and publicly accessible, private open space is provided in **Table 1-5**.

**Table 1-5
Proposed Publicly Accessible Open Spaces
(Sites A and B)**

Open Space	Acreage		
	Total	Active	Passive
Site A			
Waterfront Park (Mapped Park)	10.65	5.65	5.01
55th Avenue Park (Mapped Park)	0.35	0.01	0.34
<i>Site A Total</i>	<i>11.00</i>	<i>5.66</i>	<i>5.35</i>
Site B			
Required 40-foot Shore Public Walkway	0.73	0.36	0.36
Required 30-foot Upland Connection	0.17	0.17	0.00
Required Supplemental Open Space	0.86	0.86	0.86
55th Avenue Open Space (Required for FAR Bonus)	0.66	0.66	0.66
<i>Site B Total</i>	<i>2.42</i>	<i>2.05</i>	<i>0.36</i>
Site A and Site B Total	13.42	8.03	5.38

SITE A

The East River and East River shoreline along Site A are significant natural features, but little of this area is publicly accessible today. The Hunter’s Point South project would create an approximately 10.65-acre waterfront park along the site’s entire East River shoreline and an additional park along the south side of the new 55th Avenue on Site A. These open spaces would be mapped parkland. As described below, a total of 11.0 acres of new open spaces would be created, of which roughly 6.0 acres would be for passive recreation and 5.0 acres would be for active recreation.

Waterfront Park

A signature public waterfront park of approximately 10.65 acres would be constructed on Site A. The waterfront park would extend along Site A’s entire East River and Newtown Creek waterfronts and would occupy the entire area west of the newly created Center Boulevard south of 50th Avenue. The waterfront park is intended to be linked to the existing and future waterfront parks at Queens West just to the north, creating one continuous park that extends from Anable Basin to and along Newtown Creek, with a variety of paved and planted surfaces, varied topography, and wide vistas of the water, Manhattan skyline, Brooklyn, and East River Bridges. Although designs for the waterfront park have not yet been created, it is expected that along the water’s edge the new park would incorporate a landing for the New York Water Taxi, areas of bulkhead, and areas with a more natural edge.

The northern portion of the waterfront park, generally between approximately Borden Avenue and approximately 51st Avenue, is the area where active open space could be most easily accommodated, because it is large enough and flat enough to accommodate playing fields (for example, a high school soccer field and overlapping baseball diamond) without major modifications to the topography. Therefore, this area would most likely be the location of large active recreational uses.

The middle of the park—generally between Borden Avenue and the planned new location of 56th Avenue—would be narrower and would follow the site’s curving shoreline. This area is characterized by two cove-like areas around a small promontory that rises above the elevation of the surrounding area in a small hill. The area around the two coves would likely be developed with passive uses as well as a waterfront walkway, while the hill would be planted and could potentially have a lawn. Part of the new waterfront park in this area would include an approximately 0.7-acre area extending along approximately 1,100 feet of shoreline, where a sunken float bridge would be removed and a new high marsh wetland area would be created in compliance with waterfront permits issued for the site.

The southern portion of the park, south of the new location of 56th Avenue, has rolling topography today that would be maintained in the new park. This portion of the site is a promontory that juts into the East River at the mouth of Newtown Creek. With dramatic views and sloping topography, this area would most likely be developed as a lawn area with vegetated slopes along the water’s edge.

Based on these initial concepts, it is estimated that slightly more than half of the park (5.65 acres) would be for active recreation and slightly less than half (5.01 acres) for passive recreation.

55th Avenue Open Space

In addition to the waterfront park, Site A would also have a new, 0.35-acre mapped park along the south side of the new 55th Avenue between 2nd Street and Center Boulevard. This park would most likely consist of landscaping, seating, and passive uses, but it is assumed that a small tot lot (0.1 acres) could also be included.

SITE B

The new development on Site B would include a publicly accessible waterfront esplanade that would provide visual and passive recreational access to the Newtown Creek waterfront where none is available today. As required by the Waterfront Access Plan for Site B, a required Supplemental Public Access Area and Upland Connection would be located so as to intersect with and complement the required Shore Public Walkway. In addition, under the RWCDs, Site B is also expected to include a new linear publicly accessible open space on the south side of the new 55th Avenue associated with a proposed zoning bonus. A total of 2.42 acres of publicly accessible open space is anticipated on Site B.

PARKING

Accessory parking would be provided to meet demand generated by the proposed uses. It is anticipated that parking would be provided for 40 percent of the residential units at Site A and Site B. On Site A, parking is anticipated to be provided on all parcels except Parcels B and G; the approximately 2,000 parking spaces to be provided in the parcels on Site A would serve all the residents and employees of Site A. As required by the Special District, parking would be provided in above-grade parking facilities located in the bases of the proposed buildings and concealed by residential and retail uses that would wrap around the perimeter of the garages. On-street parking would also be available for loading and unloading, and short-term visits (e.g., shopping).

INFRASTRUCTURE IMPROVEMENTS

A number of improvements to the project site's infrastructure would be implemented to facilitate development on Site A.

WATER SUPPLY

Site A and adjacent Site B are currently served by 12- and 20-inch water mains. Throughout Site A, new water lines would be laid beneath the new public street system. The extended network would be constructed in accordance NYCDEP standards. Once built, NYCDEP would be the responsible agency for maintaining and operating the network. Siting of fire hydrant locations would also be coordinated with the New York City Fire Department (FDNY).

SANITARY SEWERAGE, STORM WATER, AND COMBINED SEWER OUTFALLS

The northern portion of Site A and all of Site B are currently supported by a combined sewer and sanitary wastewater system. The southern portion of Site A currently lacks sewer service. Upon finalization of the amendments to the City Map, an Amended Drainage Plan would be developed in coordination with NYCDEP. The Amended Drainage Plan would identify the drainage area for Hunter's Point South.

In accordance with the Amended Drainage Plan, a new sewer system would be constructed on Site A that would separate stormwater and sanitary sewage flow. Stormwater runoff would be collected from individual parcels, park areas, and the new roadway right-of-ways and discharged directly into the East River via new stormwater outfalls. It is anticipated that stormwater attenuation and treatment mechanisms will be included in the City's design of the streets and parks within Site A; and that the designs of these systems will be guided by the City's sustainability initiatives described in PlaNYC, Best Management Practices, and CEQR standards to ensure public and environmental health and safety. Stormwater discharged into the East River would meet standards as set by NYSDEC.

New outfall locations have been approved as part of the NYSDEC and USACOE waterfront permits issued under the Queens West GPP project for the area now designated as Site A. These locations would be used for the new outfalls, or, if modifications are proposed, modifications to the permits would be required.

The new storm and sanitary sewer system would be designed in accordance with the NYCDEP Amended Drainage Plan and built to meet all NYCDEP requirements. Once built, NYCDEP would be the responsible agency for maintaining and operating the system.

H. ENVIRONMENTAL REVIEW PROCESS

CITY ENVIRONMENTAL QUALITY REVIEW

All state, county, and local government agencies in New York, except the State Legislature and the courts, must comply with the State Environmental Quality Review Act (SEQRA). Pursuant to SEQRA and its implementing regulations, New York City has established rules for its own environmental quality review, abbreviated as CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, and to identify, and when practicable, mitigate significant adverse environmental effects. The process

also facilitates public involvement in the process by providing the opportunity for public comment on the DEIS. The environmental review process is outlined below.

- **Establishing a Lead Agency.** Under CEQR, the “lead agency” is the public entity responsible for conducting the environmental review. Usually, the lead agency is also the entity primarily responsible for carrying out, funding, or approving a proposed action. For the Hunter’s Point South Rezoning and Related Actions, the lead agency is the City’s Office of the Deputy Mayor for Economic Development.
- **Determination of Significance.** The lead agency’s first charge is to determine whether a proposed action might have a significant adverse impact on the environment. To make this determination, the lead agency prepared an Environmental Assessment Statement (EAS). Based on the information contained in the EAS, the lead agency determined that the proposed development plan could have the potential to result in significant adverse environmental impacts and issued a Positive Declaration on October 16, 2007, initiating the preparation of an EIS.
- **Scoping.** “Scoping,” or creating the scope of work, focuses the environmental impact analyses on the key issues to be studied. In addition to the Positive Declaration, the lead agency issued a draft Scope of Work for the EIS on October 16, 2007. This was distributed to government agencies, elected officials, and the Queens Community Board. The document was also made available for review by the public at the Court Square Branch of the Queens Public Library and on both the lead agency and NYCEDC’s websites. A public scoping meeting was held on November 15, 2007, at the Citigroup building at Two Court Square, Long Island City, New York. Written comments were accepted through November 30, 2007, and a final Scope of Work, reflecting comments made during scoping, was issued on March 28, 2008.
- **Draft Environmental Impact Statement (DEIS).** The DEIS, prepared in accordance with the final Scope of Work, is a comprehensive document that systematically considers the expected environmental effects of a proposed action, evaluates reasonable alternatives, and identifies feasible mitigation measures that, to the maximum extent practicable, address the significant adverse environmental impacts of the proposed action. The lead agency reviewed all aspects of the DEIS to determine its adequacy and adherence to the work effort outlined in the final Scope of Work. Once the lead agency was satisfied that the DEIS was complete for the purposes of public review and comment, it issued a Notice of Completion and circulated the DEIS for review among government agencies and the general public. Circulation of the DEIS marks the beginning of a public review period, during which time a public hearing will be held to solicit comments on the DEIS.
- **Public Review.** Publication of the DEIS and issuance of the Notice of Completion signal the beginning of the public review period. During this time, which must extend for a minimum of 30 days, the public may review and comment on the DEIS, either in writing or at a public hearing convened for the purpose of receiving such comments. When the CEQR process is coordinated with another city process that requires a public hearing, such as Uniform Land Use Review Procedure, the hearings may be held jointly. The lead agency must publish a notice of the hearing at least 14 days before it takes place and must accept written comments for at least 10 days following the close of the hearing. All substantive comments received on the DEIS, at the hearing, or during the comment period become part of the CEQR record and will be summarized and responded to in the Final EIS (FEIS).

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- **Final Environmental Impact Statement (FEIS).** Once the public comment period for the DEIS closes, the lead agency will prepare the FEIS. This document will include a summary of, and response to, each substantive comment made about the DEIS. Once the lead agency determines that the FEIS is complete, it will issue a Notice of Completion and circulate the FEIS.
- **Statement of Findings.** To demonstrate that the responsible public decision-maker has taken a hard look at the environmental consequences of a proposed action, any public agency taking a discretionary action regarding an action must adopt a formal set of written findings, reflecting its conclusions about the significant adverse environmental impacts, potential alternatives, and potential mitigation measures. The findings may not be adopted until 10 days after the Notice of Completion has been issued for the FEIS. Once findings are adopted, the lead and involved agencies may take their actions (or take “no action”).

COORDINATION WITH OTHER REVIEW PROCESSES

The CEQR environmental process is intended to provide decision-makers with an understanding of the environmental consequences of actions undertaken by an agency. Often, the environmental review process is integrated and coordinated with other decision-making processes utilized by government agencies.

ULURP

For the Hunter’s Point South Rezoning and Related Actions, the environmental review under CEQR is being conducted in coordination with public review under the City’s Uniform Land Use Review Procedure.

The City’s ULURP, mandated by Sections 197-c and 197-d of the City Charter, requires the City Planning Commission (CPC) to review applications affecting the land use of the city. ULURP is a standardized procedure for the review of applications affecting land use by the CPC and the public.

Summary of Actions Subject To ULURP

Sections 197-c and 197-d of the City Charter set forth the specific land use actions by the CPC are subject to ULURP. For the Hunter’s Point South Rezoning and Related Actions, the following of the proposed actions described earlier in this chapter (see section F, “Proposed Actions”) are subject to ULURP:

- **Changes to the City Map:** including elimination of streets currently mapped and establishing new streets; and elimination of mapped parks and establishing new mapped parks.
- **Zoning Map Amendments:** including rezoning Site A from M3-1 to R10 with a C2-5 overlay; rezoning of Site B from M1-4 to R7-3 with a C2-5 overlay; and establishing the Special Southern Hunter’s Point District on Sites A and B.
- **Acquisition and Disposition of Land:** consisting of the acquisition of all or portions of Site A by the City of New York and the future disposition of the property.

The zoning text amendment to establish the new Special Southern Hunter’s Point District is not subject to ULURP but it is subject to the same public review process. Applications for zoning text amendments are not subject to the ULURP time period, allowing them as much time as necessary for public review. In addition, the other potential public actions required by the project

(site plan approval for the school, designation of an Urban Development Action Area and approval of a UDAAP project on Site A, modification to the Queens West GPP, and possible changes to the site's waterfront permits from USACE and NYSDEC) are not subject to ULURP.

Public Review under ULURP

ULURP is a process specially designed to allow public review of a proposed action at four levels: the Community Board, the Borough President, and (if applicable) Borough Board, the City Planning Commission, and the City Council. The procedure sets time limits for review at each stage to ensure a maximum total review period of approximately seven months. For a zoning text amendment, a non-ULURP public review process does not have any time limits associated with it. However, it is expected that the non-ULURP text amendment would move through this process simultaneously with the ULURP zoning map amendment.

The ULURP process begins with a certification by CPC that the ULURP application is complete. If the particular application is subject to environmental review (see above), a negative declaration, conditional negative declaration, or a notice of completion of a Draft Environmental Impact Statement must be issued before an application can be certified.

The application is then forwarded to the Community Board (Queen Community Board 2 for the proposed actions), which has 60 days in which to review and discuss the proposal, hold public hearings, and adopt recommendations regarding the application. Once this step is complete, the Borough President reviews the application for up to 30 days.

CPC must hold a public hearing and approve, approve with modifications, or disapprove the application within 60 days of the expiration of the Borough President's review period. For projects for which a Draft Environmental Impact Statement has been prepared, the public hearing is a joint ULURP/CEQR public hearing (the record for commenting remains open for 10 days after the hearing to receive written comments). Comments made at the DEIS public hearing are incorporated into an FEIS; the FEIS must be completed at least 10 days before CPC makes its decision on the application. CPC may approve, approve with modifications, or deny the application.

The next step in the ULURP process is review by the City Council. The City Council does not automatically review all ULURP actions that are approved by CPC. Zoning map changes and zoning text changes (not subject to ULURP) must be reviewed by City Council; the Council may elect to review certain other actions. The City Council has 50 days to review the application and during this time must hold a public hearing on the action and approve, approve with modifications, or deny the application. If the Council proposes a modification to the proposed action, the ULURP review process stops for 15 days, providing time for a CPC determination on whether the modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if not, then the Council may only vote on the action as approved by CPC. Following the Council's vote, the Mayor has 5 days in which to veto the Council's action. The City Council may override the mayoral veto within 10 days.

SITE PLAN APPROVAL OF PROPOSED SCHOOL SITE

Development of a new school on Site A by the New York City School Construction Authority would require approval of the site plan following the process established by the New York City School Construction Authority Act. That process would require the SCA to provide a site plan and formal notification of the proposed site to the Department of Education, City Planning Commission, and Queens Community Board No. 2. The Queens Community Board would be

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required to hold a public hearing within 30 days of the notification, and would be required to submit written comments within 45 days of the notification. SCA would also accept all comments from the public during the 45-day period. Following completion of the public comment period and consideration of all comments received, SCA may affirm, modify, or withdraw the plan. Following this process, SCA submits the site plan to the Mayor and City Council for consideration and final approval.

MODIFICATION TO THE QUEENS WEST GPP

The proposed project would require modification by the ESDC of the General Project Plan in place for the Queens West project, to eliminate the portion of the Queens West project south of 50th Avenue. The approval process for the GPP is set forth in the New York State Urban Development Corporation Act, Chapter 174 of the Laws of 1968 (the "UDC Act"). The procedure under the UDC Act is generally as follows: ESDC initially adopts a modified GPP and makes it available for public review and comment, including a public hearing. After the hearing, the ESDC Board may affirm, reject, or further modify the modified GPP. ESDC must make findings under SEQRA about the environmental impacts of the modification to the GPP before it can affirm the modified GPP.

I. FRAMEWORK FOR ENVIRONMENTAL REVIEW

The actions proposed as part of the Hunter's Point South Rezoning and Related Actions would change the regulatory controls governing land use and development on Sites A and B and would guide its redevelopment over the long term. This EIS analyzes the proposed actions' potential to result in significant adverse environmental impacts in the build year (2017). The EIS considers alternatives that would reduce or eliminate impacts identified in the technical analyses and proposes mitigation measures for such impacts, to the extent practicable. The EIS examines the "reasonable worst case development scenario" anticipated under the proposed actions, as defined earlier in this chapter. The analyses also account for future off-site development in the surrounding area in order to identify conditions in the future both with and without the proposed actions and to consider the cumulative effect of the proposed actions and other changes anticipated. The approach to the EIS analyses is discussed below.

SCOPE OF ENVIRONMENTAL ANALYSIS

As set forth in the Positive Declaration, the lead agency has determined that the Hunter's Point South Rezoning and Related Actions may result in one or more significant adverse environmental impacts and, thus, preparation of this EIS is required. This document uses methodologies and follows the guidelines set forth in the *CEQR Technical Manual*, where applicable. These are considered to be the most appropriate technical analysis methods and guidelines for environmental impact assessment of discretionary actions in the City.

For each technical analysis in the EIS, the assessment includes a description of existing conditions, an assessment of conditions in the future without the proposed actions for the year that the action would be completed, and an assessment of conditions for the same year with the proposed actions.

DEFINITION OF STUDY AREAS

Study areas relevant for each analysis category are defined. These are the geographic areas most likely to be potentially affected by the proposed actions for a given category. Appropriate study

areas differ depending on the type of analysis. Because of the size of the reasonable worst-case development scenario, it is appropriate for some analyses contained in this EIS to use primary and secondary study areas. The primary study area is closest to the Hunter's Point South Rezoning and Related Actions project sites (Sites A and B) and therefore is most likely to be potentially affected. The primary study area receives the most thorough analysis. The secondary study area is farther away and, with respect to some technical areas, receives less detailed, more qualitative analysis. The specific methods and study areas are discussed in the individual technical analysis chapters.

ANALYSIS YEAR

An EIS analyzes the effects of a proposed action on its environmental setting. Since development pursuant to the proposed actions, if approved, would take place in the future, the environmental setting is not the current environment but the environment as it would exist at the completion of the proposed development in the future. Therefore, future conditions must be projected. This prediction is made for a particular year, generally known as the "analysis year" or the "build year," which is the year when a proposed action would be substantially operational. It is assumed that the proposed Hunter's Point South development and development on privately owned Site B would be constructed incrementally starting in 2009, and would be completed by 2017. Thus, 2017 has been selected as the analysis year for the proposed actions. Conditions in the future without the proposed actions have been evaluated against conditions in the future with the proposed actions for this analysis year.

DEFINING BASELINE CONDITIONS

EXISTING CONDITIONS

This EIS provides a description of "existing conditions" for 2007 and assessments of future conditions without the proposed development ("future without the proposed actions") and with the proposed development ("probable impacts of the proposed actions"). The assessment of existing conditions establishes a baseline—not against which the proposed development is measured, but from which future conditions can be projected. The prediction of future conditions begins with an assessment of existing conditions because these can be measured and observed. Generally, existing conditions are evaluated for the study areas and time periods most likely to be affected by the proposed actions. For example, the existing traffic conditions are analyzed during the time periods when the greatest numbers of new vehicular, pedestrian, and transit trips to and from Sites A and B are projected to occur.

DEFINITION OF FUTURE WITHOUT THE PROPOSED ACTIONS

Using the existing conditions as a baseline, conditions expected in the future without the proposed actions are then evaluated. This is done taking into consideration changes that are known or expected to be in place by the future analysis year (in this case, 2017), independent of the proposed actions. The future without the proposed actions (also referred to as the "No Action condition" or "No Build" condition) is the baseline condition against which the effects of the proposed actions can be measured.

This EIS analyzes and incorporates other projects expected to be completed and that would affect conditions in any of the relevant study areas in 2017. The future baseline in all technical chapters—future without the proposed actions, or "No Action" condition—assumes that none of

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the proposed discretionary approvals would be adopted. Development in the future without the proposed actions would be limited to those projects that are developed independently of the proposed actions.

While Site A is currently governed by the GPP and is approved to be developed with 2,200 housing units, 2 million gsf of commercial office development, a 350-room hotel, and approximately 73,000 gsf of retail space, as well as streets and public open space, QWDC has no current plans to move forward with development at this location and is now proposing to modify the GPP to remove Site A. Therefore, to provide a conservative analysis of the effects of the new proposal for Site A, the analyses in this EIS do not assume that Site A would be developed under the GPP in the future without the proposed actions.

Under the No Action condition, this EIS assumes that Sites A and B would remain under their current conditions and no new buildings or roads would be constructed. Site A would not be developed, and existing users on this site, including the Water Taxi, Water Taxi Beach, and Tennisport facility, would continue operations. The Anheuser-Busch distribution facility currently located on Site B will relocate its operations in 2008 to a newer, modern facility in Hunts Point in the Bronx, New York. The NBC facility currently leases some warehouse space at Site B for office and vehicle maintenance and storage, and has an existing lease through February 2010. For purposes of this analysis, it is assumed that NBC would continue to lease the property, and a tenant with similar manufacturing and warehouse operations and traffic patterns as Anheuser-Busch would occupy the rest of the existing facility on Site B.

Known development projects and future initiatives that are considered in the analyses in this EIS are presented in **Appendix 1.2**. As noted above, different study areas are used for different analyses (see "Definition of Study Areas" above); for each analysis, those development projects and future initiatives that fall within the study area were assumed as part of the future no action condition. Each chapter includes a discussion of the future conditions assumed for that analysis. The analyses of the future without the proposed actions for some technical areas, such as traffic, add a background growth factor as a further conservative measure to account for a general increase in activity unrelated to known projects in addition to anticipated future projects. The analysis of traffic impacts includes a larger study area and additional developments in predicting future baseline conditions than the other analyses in the EIS.

Subsequent to the preparation of the traffic and parking analyses, two additional projects were identified within the traffic study area. These two projects—the CUNY project and the Dutch Kills Rezoning and Related Actions project—have been incorporated in most analyses conducted for this EIS and will be incorporated into the quantified analyses of traffic and parking, transit and pedestrians, and air quality and noise in the FEIS.

EVALUATION OF IMPACTS RESULTING FROM THE PROPOSED ACTIONS

The incremental difference between the "No Action" scenario and the reasonable worst-case development scenario serves as the basis for the environmental impact analyses presented in the following chapters of this EIS. As described above in section G, "Reasonable Worst-Case Development Scenario," the RWCDS assumes that development on Site A and Site B would be undertaken pursuant to maximum building envelopes and other controls established by the new Special Zoning District; Sites A and B would be constructed in one phase; and that construction would be completed by 2017. The RWCDS incorporates the full program of residential, retail, community facility (including the proposed school), parking, and open space expected on Sites

A and B as a result of the proposed actions and therefore this EIS evaluates the impacts of that full program. *