

CHAPTER 3: LAND USE, ZONING, AND PUBLIC POLICY

3.1 Overview

This chapter examines the Proposed Action's effects on existing land use and development trends, compatibility with surrounding land use, and consistency with zoning and public policy. As described in Chapter 1, "Project Description," the Proposed Action would allow for the future growth of the Stapleton community through the redevelopment of the Homeport Site, rezoning and the creation of a special zoning district, and substantial infrastructure improvements.

The Proposed Action would result in land use changes within the Project Area by allowing for new commercial uses, mixed-use residential and commercial buildings with neighborhood retail space and community facility space, and twelve acres of new open space, including an esplanade. The new uses would support and enhance the existing Stapleton neighborhood located along Bay Street and west of Bay Street by connecting the upland community with the waterfront, and reactivating streets with retail activity and mixed-use development. The Proposed Action includes zoning map and text amendments to establish the Special Stapleton Waterfront District (SSWD), and to rezone the area from a manufacturing zoning district to a mixed-use one. The assessment provided below concludes that the Proposed Action would not result in significant adverse impacts to land use, zoning and public policy.

3.2 Methodology

Existing land uses were identified through review of a combination of sources, obtained from the New York City Department of City Planning (NYCDCP) and via field surveys. Land use maps developed for this chapter incorporate existing data from the land use profile prepared by NYCDCP MapPLUTO™ and field visits. A zoning profile of the Stapleton area was developed through reference to New York City Planning Commission zoning maps (maps 21c and 21d) and the *Zoning Resolution of the City of New York*. Relevant public policy documents were reviewed, and the NYCDCP Staten Island Borough Office, along with other City agencies, were consulted.

According to the *CEQR Technical Manual*, land use assessment is warranted if a proposed action would result in a significant change in land use or would substantially affect regulations or policies governing land use. The Proposed Action includes zoning changes, street mapping/demapping and disposition actions, all of which would affect land use, zoning and public policy.

Land use, zoning, and public policy are addressed and analyzed for three geographical areas in the Stapleton community: the Project Area, the primary study area, and the secondary study area. The Project Area includes the Homeport Site and the adjacent properties west of Front Street, as defined in Chapter 1. The primary study area is comprised of the land within one-quarter mile of the Project Area boundary; a one-half-mile buffer around the Project Area represents the limits of the secondary study area (see

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Figure 3-1). The Project Area and study areas are located within Staten Island's Community District 1.

The primary study area reflects the boundaries of the area that is most likely to be affected by the construction and operation of the Proposed Action, with respect to land use. Since the Proposed Action may affect a larger area, a secondary study area also was defined. This allows for the comparison of the land use characteristics of the primary study area within the context of the greater Stapleton area and North Shore of Staten Island. In addition, the definition of the secondary study area permits the evaluation of the potential indirect and cumulative impacts of the Proposed Action, in conjunction with other nearby proposed projects.

3.2.1 Development History

Historically, much of the planning for Stapleton was initiated after 1826 when Caleb T. Ward bought a 250-acre parcel of land. The property was plotted into streets and building lots in 1829 and soon after development commenced.

Stapleton was named after William J. Staples, a New York merchant, who along with Minthorne Tompkins bought a large parcel of land from the Vanderbilts on the east shore (at the base of Broad Street) of Staten Island. Staples and Tompkins plotted the parcel out into a village with streets and building lots. The village of Stapleton was named in 1836.

Stapleton grew to be a port town in the mid to late 1800s. The establishment of the Municipal Ferry between Stapleton and Manhattan helped to expand upland development on Staten Island. The development of the Staten Island Railway (SIR) system in the late 1880s, in conjunction with the ferry system, contributed to the rapid growth in Stapleton and the rest of Staten Island.

By 1923 deep water piers were built along the Stapleton waterfront. During World War II the Stapleton piers were used by the Army as a Port of Embarkation. After the war, the piers fell into disrepair as the shipping industry moved to New Jersey. The completion of the Verrazano-Narrows Bridge also made Stapleton's location less desirable.

In the 1970s the Stapleton Local Development Corporation was formed, along with the Mud Lane Society for the Renaissance of Stapleton, in order to attract business and work on preservation, planning and revitalization. The St. Paul's Avenue – Stapleton Heights Historic District and the Special Hillside Preservation District are two examples of these land use, zoning and public policy efforts.

In the early 1980s, approximately \$200 million of Federal funds were allocated to create the Staten Island Homeport as one of 21 homeports in the nation for the U.S. Navy. The Homeport facility was constructed in the early 1990s to berth and provide support services for a small fleet of naval vessels. The Homeport facility was decommissioned in 1994 as part of a series of base closings nationwide.

3.3 Existing Conditions

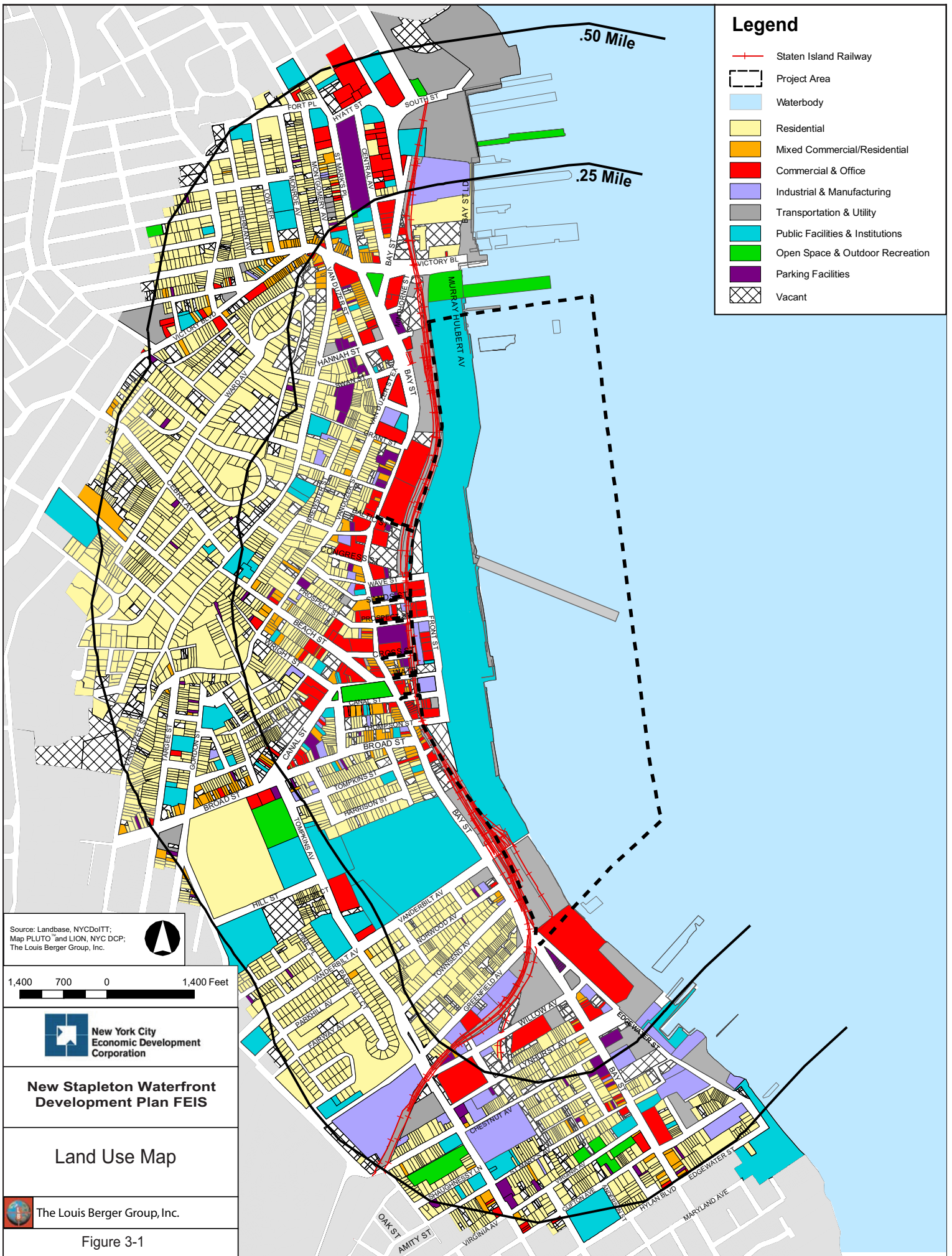
The Homeport Site is occupied by low-rise buildings that temporarily house government agency/institutional uses, while the Project Area west of Front Street primarily contains low-rise industrial/manufacturing and commercial uses. The land use pattern of the Stapleton neighborhood is an amalgam of fairly dense urban blocks containing low- to mid-rise commercial buildings, low-rise residential buildings, institutional buildings, industrial and manufacturing buildings, corridors of street-level retail stores, mixed commercial/residential buildings and public open spaces. Figure 3-1 exhibits the primary land use, by parcel, for Existing Conditions. Figures 3-2 through 3-4 contain photographs of typical land uses found throughout the primary and secondary study areas.

3.3.1 Land Use

Project Area

As noted above, the approximately 35-acre Homeport Site was originally designed for use by the U.S. Navy. It contains approximately eight buildings, two of which are currently unoccupied. The six occupied buildings are used on a temporary basis primarily for community facility/governmental purposes. The interim institutional uses housed on the waterfront Site include the NYPD Staten Island Taskforce, FDNY Marine Company No. 9, NYCDOT Marine Repair Unit, and the Richmond County State Supreme Civil Court. The approximately three-acre, 1,410-foot-long concrete USS The Sullivans Pier also is situated on the Site. It should be noted that the Navy has berthing rights to the north side of this pier for at least the next seven years. Since its future use is unknown at this time, the USS The Sullivans Pier, while part of the Special District, currently is not part of the redevelopment plan.

More specifically, Development Parcel A is occupied by portions of vacant, undeveloped land, paved parking areas, and part of Homeport Site Building 4 (see Figure 1-3 in Chapter 1), which houses the NYCDOT Marine Repair Unit. Development Parcel B1 is occupied by paved parking areas and utility structures/facilities (i.e., boiler room building). Development Parcel B2 is primarily occupied by a portion of Building 1a and Building 1c, which houses the Richmond County State Supreme Civil Court. Development Parcel B3 contains part of Building 1a and Building 1b (which houses the NYPD Staten Island Task Force), Buildings 3 (administrative building) and 5, and the surrounding paved parking area which appears to be used by NYCDOT for storage of surplus fleet. Development Parcel B4 is occupied by Building 2 (vacant) and paved parking areas. Paved parking areas and an ancillary guardhouse building presently comprise Development Parcel B5. See Figures 1-9 through 1-11 in Chapter 1 for photographs depicting the existing conditions of these portions of the Homeport Site.



- ### Legend
-  Staten Island Railway
 -  Project Area
 -  Waterbody
 -  Residential
 -  Mixed Commercial/Residential
 -  Commercial & Office
 -  Industrial & Manufacturing
 -  Transportation & Utility
 -  Public Facilities & Institutions
 -  Open Space & Outdoor Recreation
 -  Parking Facilities
 -  Vacant

Source: Landbase, NYCDOT; Map PLUTO and LION, NYC DCP; The Louis Berger Group, Inc.



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Land Use Map

The Louis Berger Group, Inc.

Figure 3-1



Commercial development along the east side of Bay Street.



Commercial uses along Water Street, north of Tappen Park.



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Typical Land Uses Found in Study Area



The Louis Berger Group, Inc.

Figure 3-2



View of SIR tracks from Hannah Street.



Industrial use along Front Street.



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Typical Land Uses Found in Study Area



The Louis Berger Group, Inc.

Figure 3-3



Residential development along Thompson Street.



Mixed-use developments along Bay Street between Canal and Tompkins Streets.



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Typical Land Uses Found in Study Area



The Louis Berger Group, Inc.

Figure 3-4

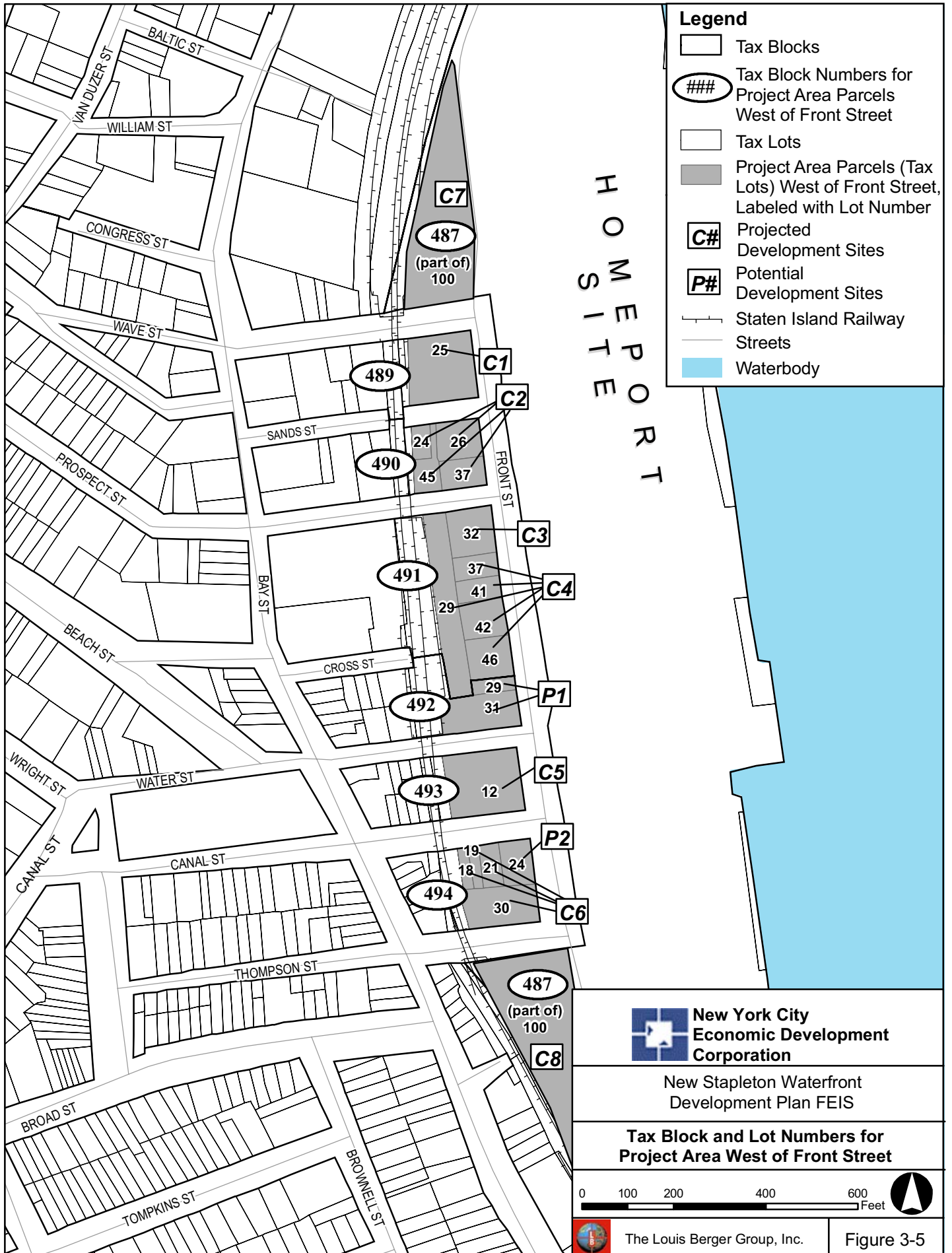
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Figure 3-5 exhibits the block and lot numbers for the Projected and Potential Development Sites that comprise the Project Area west of Front Street (bounded by Wave Street to the north, Thompson Street to the south, the SIR route to the west and Front Street to the east). Most of these sites are privately-owned parcels, with the exception of Projected Development Sites C7 and C8, which are portions of the larger City-owned parcel (Block 487, Lot 100). Land uses in this section of the Project Area include light industrial/manufacturing, commercial, and vacant land. Detailed descriptions of the Project Area uses west of Front Street follow. See Figures 2-3 through 2-11 in Chapter 2 for photographs depicting the existing conditions of these properties.

Situated on the eastern end of Block 489 between Wave Street and the extension of Sands Street, Projected Development Site C1 contains two uses, a billiards hall and an automobile salvage yard. Projected Development Site C2, located on the eastern edge of Block 490 between the extension of Sands Street and Prospect Street, contains two businesses, a marine contractor and designer, and a marine and industrial electrical repair facility. On the northeastern part of Block 491, at the southwestern intersection of Front and Prospect Streets, Projected Development Site C3 contains a storage yard and two warehouses. Projected Development Site C4 is situated on part of Block 491, generally between Prospect Street and the extension of Cross Street. It is comprised of four lots with two uses: one long, narrow open storage yard (Lot 29), and a wholesale/retail furniture store that spans four lots. Projected Development Site C5, located on Block 493, Lot 12 between Water and Canal Streets, is comprised of a large open storage lot containing construction vehicles and stockpiles of materials such as gravel and sand.

Projected Development Site C6, situated between Canal and Thompson Streets on a portion of Block 494, contains a mix of uses. The portion of block fronting on the south side of Canal Street contains an automotive repair shop, an iron works facility, another automobile-related business (sunroofs, upholstery repairs, etc). A warehouse/storage building that also serves as a retail outlet for housewares is found on the portion of Block 494, Lot 30 that faces Front Street, and another large warehouse/storage facility with frontage on Front and Thompson Streets is also situated on Lot 30. Sites C7 and C8, situated on portions of Block 487, Lot 100, contain undeveloped, vacant land.

Potential Development Site P1, situated on part of Block 492 at the northwestern intersection of Front and Water Streets, contains a yacht club and a vacant property. Located at the southwestern intersection of Front and Canal Streets on Block 494, Lot 24, a telecommunications tower currently occupies Potential Development Site P2.



Sources: MapPLUTO database, NYC DCP; Landbase, NYC DoITT.

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Primary Study Area

The primary study area contains a mixture of development types. While the land use patterns within the primary study area are defined by a mix of uses, some generalizations can be made. The most common land use is residential, followed by commercial, mixed use, institutional, and light industrial uses.¹ Bay Street is the main transportation artery serving the primary study area; it runs north/south, parallel to the shoreline. The majority of commercial and mixed uses flank Bay Street, while light industrial/manufacturing uses are primarily found closer to the water, along the SIR route. Commercial uses are also clustered in the center of the primary study area, north of Tappen Park along Beach Street and Union Place. The various uses found in the primary study area are discussed below. Residential uses are generally found west of Bay Street.

Residential Uses

Residential uses in the primary study area consist of detached and semi-detached single-family homes with mixed-use development interspersed. Residential uses are predominantly found west of Bay Street, and west along Van Duzer Street in the northern portion of the primary study area. West of Bay Street, in the center of the primary study area, residential uses are situated along Broad, Thompson, Harrison, Beach, Prospect, and Wright Streets. In the southern portion of the primary study area, residential uses surround the Bayley Seton Hospital complex to the north and south (along Vanderbilt, Norwood, Townsend, Lyndhurst and Chestnut Avenues). Residential uses continue to the south of Willow Avenue and west of Bay Street. Mixed-use properties are primarily found along Victory Boulevard, the northern end of Saint Paul's Avenue, Bay Street between Victory Boulevard and Hannah Street, Bay Street between Congress and Broad Streets, Broad Street between Wright and Bay Streets, and along Van Duzer Street in the vicinity of Beach Street.

Commercial Uses

A variety of commercial uses are located within the primary study area. In the vicinity of the waterfront, automotive repair shops and auto-related businesses predominate. Small commercial establishments catering to the local population are situated along Bay Street, ranging from car dealerships in the northern portion of the primary study area to clothing stores, banks, restaurants, small grocery stores and furniture stores in the southern portion. The central portion of Bay Street also contains a number of mixed-use buildings, and a clustering of commercial uses is found north and west of Tappen Park, along Union Place, Beach, Water and Canal Streets. The northernmost part of the primary study area contains substantial commercial development, particularly along Victory Boulevard and Central Avenue. Retail uses are found along Coral and Beach Streets and in the Tappen Park vicinity, while several office uses are located along Edgewater Street and Willow Avenue. Vacant lots and underutilized parcels are interspersed among the commercial and mixed-use development.

¹ The term mixed-use development refers to a building(s) that contain any combination of commercial or community facility use and residential use.

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Transportation Uses

The major transportation use in the primary study area is the Metropolitan Transit Authority (MTA)'s SIR system, which is 14 miles long and serves 22 stations. SIR service runs 24 hours daily between the St. George and Tottenville stations. Connection to the St. George Ferry Terminal, which provides free, round trip ferry service to and from Manhattan, is available from the St. George SIR station.

The Tompkinsville station, one stop south of the St. George station, is located immediately north of the Project Area, east of Bay Street on Victory Boulevard. The Stapleton station, one stop further south, is located in the vicinity of Cross Street between Bay and Front Streets, in the central part of the primary study area. The third stop south of the St. George station, the Clifton station, is situated near the southwestern boundary of the Project Area in the vicinity of the Norwood Avenue and Bay Street intersection, just before the SIR route begins to head westward. Transportation uses associated with the operations and maintenance of the SIR system are located in the southern portion of the primary study area. The MTA occupies several buildings on properties situated along Willow Avenue and Bay Street for these purposes.

Manufacturing and Industrial Uses

Automotive repair shops and a variety of other light industrial uses are located within the primary study area. Most of these use types are concentrated in the central portion of the primary study area, between Front and Bay Streets. The remaining industrial uses are located in the southern portion of the primary study area, along Edgewater Street, and Greenfield and Willow Avenues.

Community Facilities

Community facilities and services that have been identified in the primary study area consist of healthcare facilities, daycare centers, police and fire facilities, libraries, and other community facilities such as courts, homeless shelters, food pantries, and senior centers.

The largest community facility in the primary study area is the Bayley Seton Hospital/St. Vincent's Hospital Staten Island. The 12-building, approximately 20-acre hospital campus creates a "superblock" in the midst of residential uses. It is located west of the southern portion of the Project Area at 75 Vanderbilt Avenue. Several smaller public healthcare facilities exist throughout the primary study area, including the Bay Street Health Center located just north of the Project Area at 57 Bay Street.

There are no public schools or police stations located within the primary study area. Some of the community facilities and services identified within the primary study area include: one public daycare facility, located on the Bayley Seton Hospital campus; one New York Public Library, the Stapleton Public Library at 132 Canal Street (adjacent to Tappen Park); one NYPD facility, the Staten Island Task Force on Edgewater Street between Willow and Lynhurst Avenues; and one FDNY facility, Engine Company 153/Ladder Company 77 at 74 Broad Street.

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Open Space

Open space in the primary study area is limited. Two major New York City Department of Parks and Recreation (DPR) recreational facilities, an outdoor pool complex (Joseph H. Lyons Pool) and an indoor recreation center (George Cromwell Recreation Center), are situated north of the Project Area. These open space resources occupy over five acres of land and offer both active and passive open space. The Lyons Pool facility is located southwest of the intersection of Victory Boulevard and Murray Hulbert Avenue, while the Cromwell Recreation Center is situated on Pier 6 to the east. Tompkinsville Park, at Victory Boulevard and Bay Street, serves the northern portion of the study area with passive open space. Further south, Tappen Park provides passive open space to the central portion of the study area. This neighborhood park is generally bounded by Canal, Bay, Water and Wright Streets. A collection of Greenstreets and triangles make up the rest of the open space network in the primary study area. Two of the most notable Greenstreets include the Bay Street median between Hannah and Grant Streets, and the Canal Street median adjacent to the western end of Tappen Park, between Broad and Water Streets. See Chapter 6, "Open Space," for an assessment of open space within the vicinity of the Project Area.

Secondary Study Area

The secondary study area extends approximately one-half mile from the Project Area limits. Similar to the primary study area, land use trends within the secondary study area are defined by a mix of uses. However, some generalizations can be made regarding land use patterns. The most common use is residential, followed by institutional, industrial, commercial, and mixed use. Residential uses are generally found in all parts of the secondary study area, although they are limited in the northern and southwestern portions. The northern area, adjacent to the St. George Ferry Terminal, is comprised of commercial, institutional, parking and mixed uses. Flanking both sides of the SIR route in the southwestern portion of the secondary study area lies a cluster of light industrial and transportation/utility uses. Open spaces are confined to the southern half of the secondary study area, while institutional uses seem to be evenly distributed.

Residential Uses

Residential uses in the secondary study area are primarily comprised of detached and semi-detached single-family homes. The majority of the secondary study area is residential, with one "superblock" at 210 Broad Street created by the Stapleton Houses complex. The Stapleton Houses, the largest public housing development in the borough, is a New York City Housing Authority (NYCHA) development that contains 693 apartments in multiple, multi-story buildings. Mixed-use properties in the secondary study area are generally concentrated along Broad Street between Tompkins Avenue and Targee Street; along Victory Boulevard and Corson Avenue; and along Bay Street between Chestnut Avenue and Hylan Boulevard.

Commercial Uses

Commercial uses are concentrated around a few key areas. In the northern portion of the secondary study area, commercial businesses are located along Richmond Terrace, Hyatt Street, Central Avenue, St. Mark's Place and Stuyvesant Place/Bay Street, and Victory

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Boulevard. A few commercial uses are clustered around the Stapleton Houses and the Bayley Seton Hospital complex, along Broad Street and Tompkins Avenue. In the southernmost portion of the study area, a number of commercial establishments were also identified along Bay Street.

Transportation Uses

The main transportation uses in the secondary study area are the St. George Ferry Terminal and the SIR. The St. George Ferry Terminal is located in the northernmost portion of the study area at the confluence of Bay Street and Richmond Terrace, and provides free, round-trip ferry service to the Whitehall Ferry Terminal in lower Manhattan. The ferry trip, which only carries passengers (no cars), is approximately 25 minutes long. The ferry operates on a 24-hour basis for all 365 days of the year.

While the SIR line traverses the southern part of the secondary study area, no station stops are located here. However, the MTA occupies buildings related to the maintenance and operations of the SIR. These transportation uses are situated along Tompkins Avenue.

Manufacturing and Industrial Uses

Industrial uses, which are generally limited to low-rise (two to three stories) buildings, are located primarily in the southern portion of the secondary study area. In the southwest portion of the secondary study area, a few parcels adjacent to the SIR line are used for maintenance-related purposes. Other light industrial/manufacturing uses were identified along Tompkins Avenue between Greenfield Avenue and Saint Mary's Avenue. Additional industrial properties have been identified in the southeastern part of the secondary study area, along Bay and Edgewater Streets in the vicinity of Chestnut Avenue. Some of these uses are associated with utilities (e.g., telephone and gas), while others are related to the shipping/maritime industry (e.g., Reynolds Shipyard Corporation).

Community Facilities

Community facilities identified in the secondary study area include schools, daycare centers, healthcare facilities, libraries, and other community facilities such as homeless shelters, food pantries, and senior centers.

Some of the community facilities and services identified in the secondary study area include: the St. George Library at 5 Central Avenue, Public School (P.S.) 13, P.S. 14, P.S. 16, P.S. 16 Annex, Intermediate School (I.S.) 49, three public daycare facilities, and several public healthcare facilities. No fire or police stations were identified in the secondary study area.

Open Space

Open space in the secondary study area is not quite as limited as it is in the primary study area. The largest public open space, a little less than three acres in size, is the Stapleton Playground. This green space is located adjacent to Stapleton Houses, on the west side of Tompkins Avenue, south of Broad Street. Further south, the Nicholas De Matti

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Playground is situated on the west side of Tompkins Avenue between Chestnut Avenue and Shaughnessy Street, offering approximately 2.3 acres of active and passive space. Another open space, Kaltenmeier Playground, is located further to the south and east in the vicinity of Virginia Avenue and Anderson Street. The northernmost portion of the Alice Austin House and Park is situated at the southeastern fringe of the secondary study area, east of Edgewater Street between Hylan Boulevard and Clifton Avenue. This part of the park, Bruno Beach, is linear and overlooks the New York Harbor.

3.3.2 Zoning

Zoning is an instrumental tool for implementing the City's planning and development objectives. New York City's Zoning Resolution controls the use, density, and bulk of development. The City has three general zoning categories: residential, commercial and manufacturing. Only residential and related institutional uses, including educational and religious facilities, are permitted in residential districts. Most commercial districts allow retail, office, institutional and residential uses. Manufacturing, wholesale, and commercial uses are permitted in manufacturing districts. See Figure 1-4 in Chapter 1 for a zoning map of the Project Area.

Project Area

Two manufacturing districts, M2-1 and M3-1, regulate the development of the Homeport Site. An M2-1 zoning district is mapped from south of Victory Boulevard to Sands Street; an M3-1 district is mapped from Sands Street to Greenfield Avenue. M2-1 is a medium manufacturing district that permits industrial and manufacturing uses. The maximum floor area ratio (FAR) is 2.0 in this district and there is a minimum parking requirement. M2-1 districts are intended for manufacturing uses that meet a medium level of performance standards as defined in the *City of New York Zoning Resolution*. No new residential or community facility uses are allowed. M3-1 is a heavy manufacturing district, also with a maximum FAR of 2.0 and minimum parking requirement. This district is intended for heavy manufacturing uses that are subject to compliance with low performance standards. As heavy industry uses may generate traffic, noise and/or pollutants, these districts are often located near the waterfront and buffered from residential areas. New residential or community facility uses are not permitted

Six Projected Development Sites (C1 through C6) and two Potential Development Sites (P1 and P2) have been identified along the west side of Front Street. In addition, two pieces of a large City-owned parcel comprise Projected Development Sites C7 and C8. The tax lots that comprise Projected Development Sites C1 through C6 and both Potential Development Sites are located on the eastern portion of six tax blocks: Blocks 489 through 494. Projected Development Sites C7 and C8 are portions of the western part of Block 487, Lot 100. All of these parcels are zoned M2-1, except for Projected Development Site C8, which is zoned M3-1. As previously mentioned, M2-1 is a medium manufacturing district with a maximum FAR of 2.0 and a minimum parking requirement; M3-1 is a heavy manufacturing district, also with a maximum FAR of 2.0 and minimum parking requirement. Figure 3-5 illustrates the Projected and Potential Development Site tax lots that comprise the Project Area west of Front Street. The SIR tracks traverse the center of each of the tax blocks.

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Primary Study Area

The primary study area is predominately zoned M3-1 and M2-1 near the waterfront, allowing for manufacturing and commercial uses. An M1-1 district is mapped on the west side of Bay Street, generally between Sands and Hannah Streets. This light manufacturing/high performance district serves as a buffer to the adjacent residential and commercial uses to the west, north and south. West of Bay Street, C4-2 and R3-2 zoning districts are found, permitting residential and mixed-use buildings. C4 districts are major commercial centers that are located outside of the central business district. A C4-2 district has a maximum FAR of 3.4 and allows uses that serve a larger population, such as department stores, theaters etc. The residential equivalent of a C4-2 district is R6, a general residence district that permits medium density housing. The C4-2 district that extends westward from the SIR line to west of Bay Street can be characterized as a buffer between the manufacturing uses to the east and residential areas to the west. The commercial and manufacturing zoning pattern reflects the proximity to Bay Street, the main commercial artery, and the waterfront, historically a manufacturing area. Table 3-1 summarizes existing zoning designations found within the primary study area.

Mixed-use buildings are prevalent along both sides of Bay Street, with a C4-2 zoning district mapped from Sands to Tompkins Streets. Further west, an R3-2 district with a C1-2 commercial overlay allows for mixed-use buildings. South and west of Tappen Park, C2-2 and C1-2 overlays are mapped in R4 and R3-2 districts, also enabling mixed use development. C2 zoning districts allow residential and local shopping and service uses. When C2-1 to C2-5 districts are mapped as overlays in R1 to R5 districts, the maximum commercial FAR is 1.0. C1-1 zoning districts accommodate retail and personal service shops needed in residential areas; when C1-1 to C1-5 districts are mapped as overlays in R1 to R5 districts, the maximum commercial FAR is 1.0. Mixed-use properties also are permitted along the east side of Bay Street between Thompson Street and Greenfield Avenue, due to the presence of a C2-2 commercial overlay and an underlying R3-2 zoning district; and along the west side of Bay Street between Vanderbilt and Greenfield Avenues, where a C1-1 commercial overlay is mapped over an underlying R3-2 district. An R3A residential district is mapped along the west side of Bay Street, south of Willow Avenue, permitting single- and two-family detached houses. R3A districts characterize many older sections of the City. The R4, R3A and R3-2 residential districts permit community facilities and open space uses that serve the local population.

The waterfront south of the Project Area is zoned for manufacturing. An M2-1 manufacturing district is mapped south of Greenfield Avenue and east of Bay Street, while a small M3-1 district extends south and west of the Greenfield Avenue/Bay Street intersection.

In the northern portion of the primary study area, a small C8-1 district is bordered by an M2-1 district to the south, an R3-2 district to the west, and a C3 district to the north. C8 districts provide for automotive and other heavy commercial services. In this General Service district, the maximum allowable FAR ranges from 1.0 to 5.0 depending on specific use group. Waterfront recreation and uses related to boating and fishing are

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permitted in C3 districts. With a maximum FAR of 0.5, this district is subject to high parking requirements, depending on use group. Commercial and mixed-use development is allowed in the C4-2 district that is mapped to the west, north of Victory Boulevard. West of Van Duzer Street and south of Victory Boulevard, small commercial districts (C1-2 and C2-1) are mapped as overlays in an R3-2 district, also permitting commercial and mixed uses.

A small portion of the primary study area (west of St. Paul’s Avenue) is located within the Special Hillside Preservation (HS) District, a special natural area zoning district that was created in 1987 to preserve and protect hillsides from erosion, landslides and stormwater runoff, as well as to guide development and deter improper land uses.

Table 3-1: Zoning Designations in the Primary Study Area

Zoning District	Permitted Uses/Bulk
<i>Residential Districts</i>	
R3A	Single- and two-family detached and zero lot line residences district with a maximum FAR of 0.5 ^{1*}
R3-2	Single- and two-family detached and zero lot line residences district with a maximum FAR of 0.5 ^{1,2}
R4	General residence district with a maximum FAR of 0.75 ^{1,2,3}
<i>Manufacturing Districts</i>	
M1-1	Light manufacturing district with a maximum FAR of 1.0
M2-1	Medium manufacturing district with a maximum FAR of 2.0
M3-1	Heavy manufacturing district with a maximum FAR of 2.0
<i>Commercial Districts</i>	
C1-1 overlay	Local retail district with a maximum FAR of 1.0
C1-2 overlay	Local retail district with a maximum FAR of 1.0
C2-1 overlay	Local service district with a maximum FAR of 1.0
C2-2 overlay	Local service district with a maximum FAR of 1.0
C3	Waterfront recreation district with a maximum FAR of 0.5
C4-2	General commercial district with a maximum FAR of 3.4
C8-1	General service district with a maximum FAR of 1.0
<i>Special Purpose Districts</i>	
HS	Special Hillside Preservation District

¹ The FAR may be increased by 20 percent, if the increase is under a sloping roof (attic).

² The FAR may be increased by 100 square feet if the residence was built after June 30, 1989 and if one off-street accessory parking spot is provided in an enclosed garage located on a side lot ribbon.

³ FAR may increase to 1.35 if the zoning lot is able to utilize the special optional regulations of a “predominantly built-up area” (defined in the *Zoning Resolution* as a block entirely within R4 or R5 districts including a commercial district mapped within such residential districts, having a maximum area of four acres which is developed with buildings on zoning lots comprising 50 percent of more of the area of the block).

Source: *New York City Zoning Resolution*

Secondary Study Area

The secondary study area is primarily zoned R3-2, R3X, R4 and R5. These residential districts permit a variety of residential uses ranging from single-family detached houses with a FAR of 0.5, to multi-family buildings with a FAR of 1.35. The “superblock” of

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high-rise apartments that comprise the Stapleton Houses, zoned R5, is an example of one of the most densely developed sections of the secondary study area. The residential zoning districts allow community facility and open space uses to serve the area population. The northernmost and southernmost portions of the secondary study area are zoned commercial and manufacturing. This reflects the proximity of those portions to Bay Street, the main commercial corridor, and the waterfront, a historic manufacturing area.

As with the primary study area, small portions of the secondary study area also are located within the HS special natural area district. A summary of the current zoning for the secondary study area is illustrated in Table 3-2.

Table 3-2: Zoning Designations in the Secondary Study Area

Zoning District	Permitted Uses/Bulk
<i>Residential Districts</i>	
R1-2	Single-family detached residences with a maximum FAR of 0.5
R2	Single-family detached residences with a maximum FAR of 0.5
R3A	Single- and two-family detached and zero lot line residences district with a maximum FAR of 0.5 ¹
R3X	Single- and two-family detached residences with a maximum FAR of 0.5 ¹
R3-1	Single- and two-family detached and semi-detached residences with a maximum FAR of 0.5 ^{1,2}
R3-2	Single- and two-family detached and zero lot line residences district with a maximum FAR of 0.5 ^{1,2}
R4	General residence district with a maximum FAR of .75 ^{1,2,3}
R5	General residence district with a maximum FAR of 1.25 ^{1,3}
<i>Manufacturing Districts</i>	
M1-1	Light manufacturing district with a maximum FAR of 1.0
M3-1	Heavy manufacturing district with a maximum FAR of 2.0
<i>Commercial Districts</i>	
C3	Waterfront recreation district with a maximum FAR of 0.5
C4-2	General commercial district with a maximum FAR of 3.4
C8-1	General service district with a maximum FAR of 1.0
<i>Special Purpose Districts</i>	
HS	Special Hillside Preservation District

¹ The FAR may be increased by 20 percent to if the increase is under a sloping roof (attic).

² The FAR may be increased by 100 square feet if the residence was built after June 30, 1989 and if one off-street accessory parking spot is provided in an enclosed garage located on a side lot ribbon.

³ FAR may increase to 1.35 in R4 districts or 1.65 in R5 districts, if the zoning lot is able to utilize the special optional regulations of a “predominantly built-up area” (defined in the *Zoning Resolution* as a block entirely within R4 or R5 districts including a commercial district mapped within such residential districts, having a maximum area of four acres which is developed with buildings on zoning lots comprising 50 percent or more of the area of the block).

Source: *New York City Zoning Resolution*

3.3.3 Public Policy

The following section presents a summary of current public policy for Stapleton, Staten Island, the Project Area, and the primary and secondary study areas relating to land use, economic development, transportation strategy and community vision.

Waterfront Revitalization Program / Coastal Zone Management

The Coastal Zone Management Act (CZMA) of 1972 was enacted by Congress to support and protect the “distinctive character” of the waterfront, while balancing the competing demands of growth and development with the need to protect coastal resources and set forth standard policies for reviewing proposed development in coastal areas. The CZMA responds to local, State, and Federal concerns about the deterioration and inappropriate use of the waterfront. Its primary means of achieving this balance are through coastal zone management programs adopted by the states and designed to regulate land use activities that could affect coastal waters.

The State of New York currently administers its Federally-approved coastal zone management program through the Division of Coastal Resources of the New York State Department of State (NYSDOS). Pursuant to the CZMA, the State of New York has defined its coastal zone boundaries and the policies to be utilized to evaluate projects occurring within the designated zones. In turn, the City of New York has adopted its own coastal zone management program under the City’s local Waterfront Revitalization Program (WRP), originally adopted in 1982 and revised in 1999. For local actions requiring approval by the City Planning Commission, the Commission acting as the City Coastal Commission makes a determination of a project’s consistency with the policies and intent of the WRP. For Federal and State actions within the City’s coastal zone, such as dredging permits, NYCDCP, acting of behalf of the City Coastal Commission, forwards its comments to State agency making the consistency determination.

The Proposed Action is located along the North Shore, one of the City’s waterfront reaches that is in need of revitalization. The Project Area lies entirely within the Coastal Zone boundaries and the Proposed Action would result in a change of activities within these boundaries. Chapter 13, “Waterfront Revitalization Program,” details the WRP and its ten policies, and Figure 11-1 illustrates the Coastal Zone boundary.

The Harbor Loop: Proposed Harbor Loop Ferry System for the Upper New York Bay

The Upper New York Bay is an important geographic and economic feature in the region. It is home to international landmarks such as the Statue of Liberty and Ellis Island, as well as a hub of the region’s \$70 billion international trade and shipping network. According to the Harbor Loop study, while there have been dozens of development projects proposed for this area (generally bounded by lower Manhattan, Brooklyn, Staten Island, Bayonne, and Jersey City), the redevelopment of many of the remaining sites including the four largest tracts (Governors Island, Homeport/Stapleton Yards, the Military Ocean Terminal Bayonne, and Ellis Island) has been thwarted by poor transportation access.

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As a result of the poor transportation access in this area, the Metropolitan Waterfront Alliance developed a transportation plan to create a ferry network that would connect waterfront communities between lower Manhattan, Brooklyn, Staten Island, Bayonne, and Jersey City.

The “Harbor Loop” ferry would operate seven days a week and would connect ten existing ferry terminals with 15 newly created stops. Monday thru Friday, the loop would have an economic development function serving key job centers such as downtown Jersey City, lower Manhattan, Downtown Brooklyn, St. George, and the Brooklyn Army Terminal. On the weekends, Saturday and Sunday, the loop would be used primarily for tourists serving cultural and recreational attractions such as Sailors Snug Harbor, Liberty State Park, Fulton Ferry Landing, and Battery Park.

In addition to creating this new ferry loop, the Harbor Loop study explored the possibilities of further improving connectivity within the Upper New York Bay by considering the addition of rail and bus line extensions to increase access to the Loop system. Additionally the possibility of creating additional transit nodes including Exchange Place, Jersey City, Military Ocean Terminal-Bayonne, Smith-9th Streets/Gowanus Bay, and Atlantic Avenue were considered.

As a result of this proposal, which was submitted in 2000 to NYCDOT and the Deputy Mayor for Economic Development, the City allocated \$300,000 to plan and design three of the Harbor Loop stops.

Staten Island Growth Management

From 1990 to 2000, Staten Island was one of the fastest growing counties in New York State. This high growth rate trend has continued through 2006. In response to the dramatic growth rate and concerns about overdevelopment, Mayor Bloomberg established the Staten Island Growth Management Task Force (Task Force) in July 2003. In December 2003, the Task Force published the *Staten Island Growth Management Task Force Final Report*, which outlines recommendations for residential development in Staten Island. In August 2004, the City Council adopted the Lower Density Growth Management Text Amendments, as proposed by the Task Force. The new regulations are intended to curb inappropriate development and manage future growth, as a means of limiting further stress and strain on Staten Island’s infrastructure.

North Shore Empire Zone

The Empire Zones (EZs) Program is a vital component of the State’s effort to revitalize and expand the economy. EZs are geographically-defined areas where businesses have access to vacant land, infrastructure, a skilled workforce and abundant resources (i.e., power and water supplies). Their intention is to stimulate business growth in economically distressed areas, via the provision of New York State tax credits and other local incentives to qualifying businesses located within the zone. A local Zone Administrative Board, made up of representatives from City agencies and local community, business and government officials, is responsible for the oversight, assessment and coordination of incentives awarded under the EZ program.

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Staten Island has established two zones, the West Shore EZ and the North Shore EZ. The Staten Island Economic Development Corporation is the administering agency for both EZ programs. Staten Island's North Shore EZ was designated in July 1994, and includes 1,280 acres of land situated along the northern shore of the Island, from Howland Hook in Port Ivory to Edgewater Street in Clifton. The entire Project Area, as well as portions of the primary and secondary study areas, lies within the boundaries of this EZ. Commercial districts, maritime and industrial sites receive support from the North Shore EZ program.

Policies, Plans and Visions Specific to the Project Area

Since the closure of the former U.S. Navy Homeport and its subsequent transfer to the City in 1994, there have been several unsuccessful plans and proposals for the redevelopment of the Homeport Site. To move development in a new direction, Mayor Bloomberg established the Mayor's Homeport Task Force (HTF), which is comprised of City officials, local elected representatives and community leaders. The HTF's mission is to develop a workable plan for the Site that is economically feasible and has the support of the surrounding Stapleton community, and Staten Island as a whole.

In 2003 the HTF, with the assistance of a consultant team, created a proposed mixed-use development plan in three phases. In Phase I, following an extensive community outreach process, the HTF identified key goals: job creation, connection to the Stapleton community, public access to the waterfront, improved transportation and the creation of a new destination. A planning and market analysis of the existing Homeport Site was prepared and presented in November 2003 to the public. Phase II resulted in three alternatives for the development of the Homeport Site: a harbor park concept, a cultural destination, and a neighborhood scenario, all of which were presented to the public in February 2004. The outcome of Phase III was a mixed-use plan which combined elements of the three alternatives and was presented in May 2004. This plan, the *New Stapleton Waterfront Plan*, is the basis of the proposed development plan for the Project Area.

3.4 No Build Condition

3.4.1 Land Use

By 2015, a number of changes will occur in the area due to the expected relocation of the existing, temporary uses on the Homeport Site and demolition of the existing buildings, as well as projects to be developed in the primary and secondary study areas independent from the Proposed Action. The anticipated projects to be built by 2015 in the study areas are listed in Table 2-1, with additional details below. See Figure 2-1 for the locations of these planned developments.

Project Area

Absent the Proposed Action, by 2015 it is assumed that the four institutional uses temporarily occupying the Homeport Site (NYPD Staten Island Taskforce, FDNY Marine Company No. 9, NYCDOT Marine Repair Unit and the Richmond County State Supreme Civil Court) will be relocated. The Homeport Site will be vacant and vacated

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under the No Build Condition. It is anticipated that the existing uses on the Projected and Potential Development Sites west of Front Street would remain through 2015.

Primary Study Area

Under the No Build Condition, land use patterns exhibited under Existing Conditions are likely to continue. An emergent trend in the Stapleton area is the construction of new residential and mixed-use buildings on underutilized and vacant parcels, which is likely to continue in the future. This new trend is evidenced by the identification of development proposals that would alter land use within the primary study area. In combination, the planned projects involve the construction of approximately 143,377 square feet of commercial/office space, 218 residential units, and 80,700 square feet of institutional use by 2015. A brief description of each known development follows.

- 1) Block 1, Lots 1, 6, 8 and 9 (Victory Boulevard and Bay Street). The Point, a mixed-use development, includes 58 residential units, 15,000 square feet of ground-floor retail and accessory parking. The expected build year for this project is 2007.
- 2) Block 491, Lots 1 and 11. The City of New York Department of Housing, Preservation and Development (HPD) plans to redevelop the existing municipal parking lot located at Prospect and Bay Streets (Lot 11) and the adjacent Citibank lot (Lot 1) at Bay and Cross Streets. The municipal lot currently contains approximately 130 parking spaces, while the Citibank lot is occupied by a 4,800-square-foot bank and approximately 25 parking spaces. It is assumed that by 2015 the lots would be jointly redeveloped with the following mixed-use program: 160 mixed-income residential units (40 market rate units 120 affordable units);² 14,200 square feet of ground-floor retail (includes replacement of Citibank use); and 72 public parking spaces and 42 accessory parking spaces.
- 3) Block 2820, Lot 90. This parcel is located immediately south of Edgewater Plaza, on the east side of Edgewater Street at Lynhurst Avenue. The proposed development includes 94,500 square feet of office space, 19,677 square feet of retail space (which includes retail programming in the existing, vacant 8,677-square-foot building at north end of the parcel), and 314 parking spaces.
- 4) Pier 7, which is located just south of the Hannah Street and Murray Hulbert Avenue intersection. Reconstruction of an approximate 1,080-foot-by-125-foot pier will accommodate NYCDOT and FDNY uses which are currently located on the Homeport Site on a temporary basis. These uses will be relocated independent of the Proposed Action. The Pier 7 development is expected to include a 28,700-square-foot pier shed, 40,000 square feet of open storage yard, a 6,000-square-foot covered dock, a 6,000-square-foot covered berth, and 27 accessory parking spaces. The adjacent in-water areas may accommodate barges, scows, and ferry boats of varying sizes.

The locations of the planned developments outlined above are illustrated in Figure 2-1.

² Affordability is defined as between 115 and 160 percent of the Median Family Income.

Secondary Study Area

Under the No Build Condition, land use trends present under Existing Conditions are likely to continue. The same emergent development pattern that has been identified for the primary study area—the construction of new residential uses, commercial and mixed-use buildings on underutilized and vacant parcels—is exhibited in the secondary study area as well. As this pattern is also evidenced by the list of known construction projects for the secondary study area, it is anticipated to continue through 2015. It is expected that approximately 442 residential units, 12,600 square feet of industrial use, and well over 70,500 square feet of commercial/office space would be constructed by 2015. Much of the anticipated development is expected in the vicinity of Lyndhurst, Bay, and Edgewater Streets. These six known developments are described below; Figure 2-1 displays their locations.

- 5) Block 2825 Lot 8 (1071 Bay Street). The proposed retail center project is comprised of a 10,500-square-foot bank, other retail uses, and accessory parking. The center is expected to open in 2006.
- 6) Block 2827 Lot 59 (200 Edgewater Street). The proposed Reynolds Shipyard Corporation expansion project includes a 12,600-square-foot expansion to the existing approximately 8,000-square-foot building. The project is an expansion of an existing industrial use, and has an anticipated build year of 2007.
- 7) Block 2820, Lot 132 (191 Edgewater Street). The development program consists of a 126,500-square-foot, seven-story building that will house 102 residential units, and a two-story parking structure containing 88 accessory spaces. The parking structure would be constructed on Block 2827 Lot 50, which is located across the street at the southwest corner of Edgewater Street and Sylvaton Terrace. The build year for this project is 2007.
- 8) Block 2825, Lot 1 (north block face of Sylvaton Terrace between Bay and Edgewater Streets). The proposed Sylvaton Terrace mixed-use development will contain two five-story buildings: one 40,000-square-foot commercial office building located at the northeast corner of Sylvaton Terrace and Bay Street; and one 50,000-square-foot, 40-unit residential building with ground-floor retail located at the northwest corner of Sylvaton Terrace and Edgewater Street. The proposed development also includes 109 parking spaces and has a build year of 2007.
- 9) Block 1, Lot 275 (130 Bay Street Landing). The Pearl involves the residential conversion of an existing industrial building. The residential development will contain approximately 100 units and is expected to be constructed in 2007.
- 10) National Lighthouse Harbor Site Development (located just south of the St. George Ferry Terminal, bounded by Bay Street to the west and Upper New York Bay to the northeast). While the development program has not yet been determined, for analysis purposes it is assumed that the site will include approximately 200 residential units, 20,000 square feet of museum space, 20,000 square feet of ground-floor retail, and approximately 225 parking spaces. The anticipated build year for the Lighthouse Harbor Site is 2015.

3.4.2 Zoning and Public Policy

One rezoning action, the Clifton Rezoning proposal, has been identified within the vicinity of the project and is expected to be approved by 2015. The Rosebank Homeowners Association, the applicant, proposes to rezone an approximately eight-block area from an R3-2 district to an R3X district. There is no development associated with the Clifton Rezoning proposal; it can be characterized as a contextual downzoning³ of an existing residential neighborhood that is primarily comprised of single- and two-family homes. The purpose of the rezoning is to preserve the area's existing low-density character, ensure that future development will support the present trend of one- and two-family detached homes. The proposed rezoning area, generally bounded by Vanderbilt Avenue to the north, Bay Street to the east, Greenfield Avenue to the south, and Park Hill Lane to the west, is situated in the southwest portion of the primary and secondary land use study areas. NYCDCP's Staten Island Borough Office anticipates approval of the proposal by late 2006.

With the exception of the Clifton Rezoning proposal area, it is anticipated that in the 2015 No Build Condition, the primary and secondary study areas would reflect existing zoning. Additional zoning changes could occur in association with the future projects that have not been planned at this time. No proposed public policy initiatives that would be implemented by the 2015 Build Year have been identified. Thus under the No Build Condition, existing zoning and public policy trends within the Project Area and study areas are expected to remain.

3.5 Build Condition

3.5.1 Land Use

Project Area

Under the Build Condition, it is assumed that approximately 961,200 square feet of development associated with the Proposed Action would be constructed and operational by 2015, in addition to the planned development projects outlined under the No Build Condition. The Proposed Action also includes infrastructure improvements, including the development of 12 acres of publicly-accessible open space, shoreline stabilization, and improved vehicular and pedestrian circulation through street reconstruction and realignment. Development resulting from the Proposed Action would cause the following approximate net changes in Project Area land uses between the No Build and Build Conditions: a loss of 8,628 square feet of manufacturing use, 667,500 square feet of new residential space (638 units), an additional 186,985 square feet of commercial space, 40,000 square feet of new local retail/community facility use space (including the 10,000-square-foot farmers market), and 12 acres (522,720 square feet) of new open space with 10,000 square feet of new accessory development. The discussion below presents the developments that define the RWCDs (see Figure 1-8).

The development parcels on the Homeport Site would be sold or leased to the private development sector through a Request for Proposal (RFP) process. The RFP process would include specific design guidelines that support the goals of the SSWD and promote

³ The term "downzoning" refers to a reduction in the density of permissible development.

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the integration of green building principles in the development process. Principles for both building design and site planning would be included in the design guidelines.

The proposed mixed-use program at the Homeport Site involves approximately 617,500 square feet of development. Development Parcel A would include 125 residential units and 140 accessory parking spaces. It is located on the northernmost portion of the Homeport Site, from Clinton Street to just north of St. Julian Place. The northern extent of the waterfront esplanade would be situated across the realigned Front Street, just east of Parcel A. A 60,000-square-foot restaurant and banquet hall facility, with 500 accessory parking spaces, would comprise Parcel B1. This parcel is situated between Baltic and Clinton Streets, with Pier Place (central green space) and the waterfront esplanade bordering the southern and eastern limits of the parcel, respectively. Parcel B2 would contain the 75,000-square-foot sports complex, 5,000 square feet of local retail, and 130 accessory parking spaces. The waterfront esplanade would border the eastern boundary of Parcel B2, which is situated between Wave and Prospect Streets. Parcel B3 would include 125 residential units, 25,000 square feet of local retail, a 10,000 square-foot farmers market and 220 accessory parking spaces. This parcel is bounded by Prospect Street to the north, the waterfront esplanade to the east, the Cove/waterfront access area (at Water Street) to the south, and Front Street to the west.

Parcel B4, generally situated between Canal and Tompkins Streets, would contain a 75,000-square-foot, non-retail commercial use with 175 accessory parking spaces. As commercial office is the considered the most conservative use in terms of environmental assessment, Parcel B4 assumes 75,000 square feet of commercial office use under the RWCDS. Finally, 100 residential units and 120 accessory parking spaces are planned for Parcel B5, which is generally situated between Tompkins Street and south of Harrison Street. Additional publicly-accessible green space would be created between Parcel B5 and the southern limits of the Project Area at Bay and Edgewater Streets, and the waterfront esplanade would border Parcels B4 and B5 to the east. It is assumed that up to 10,000 square feet of accessory uses would be incorporated into the Homeport Site's 12 acres of public open space that would be created under the Proposed Action.⁴

The Proposed Action would encourage complementary development of the privately-owned parcels located on the west side of Front Street between Wave and Thompson Streets, through rezoning and the creation of the SSWD. As described in Chapter 2, "Analytical Framework," under the RWCDS six Projected Development Sites (C1 through C6) have been identified within this portion of the Project Area, as shown in Figure 3-5). The following program, comprised of approximately 343,700 square feet of mixed-use development, has been established for Parcels C1 through C6: 288 residential units, 43,700 square feet of ground-floor retail space, and 290 parking spaces. Furthermore, a combined total of 150 parking spaces are expected to be developed on City-owned Parcels C7 and C8, which are located immediately north and south of Projected Development Parcels C1 and C6, respectively, as illustrated in Figure 3-5.

⁴ Examples of accessory uses related to the public area/waterfront open space include potential café, boathouse, and concession-type retail uses.

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More specifically, 40 residential units (42,000 square feet) and 6,200 square feet of ground-floor commercial or community facility use would occupy Projected Development Site C1, while Projected Development Site C2 would contain 46 dwelling units (48,000 square feet) and 7,000 square feet of ground-floor commercial/community facility use. Eighteen dwelling units (19,000 square feet) and 3,500 square feet of ground-floor commercial/community facility use is slated for Projected Development Site C3, while plans for Projected Development Site C4 include 87 residential units (90,000 square feet) and 9,900 square feet of ground-floor commercial/community facility use. Projected Development Site C5 would contain 45 residential units (47,000 square feet) and 8,100 square feet of ground-floor commercial/community facility use, while 52 dwelling units (54,000 square feet) and 9,000 square feet of ground-floor commercial/community facility use is programmed for Projected Development Site C6. Projected Development Sites C7 and C8 would each contain 75 parking spaces. Finally, the RWCDs assumes that Potential Development Site P1 would contain 29 dwelling units and 6,000 square feet of ground-floor commercial/community facility use, while 14 residential units and 3,000 square feet of ground-floor commercial/community facility use would occupy Potential Development Site P2.

Primary Study Area

Land use trends in the primary study area are expected to continue under the Build Condition. By 2015, approximately 143,377 square feet of commercial/office space and 218 residential units are expected to be built in the primary study area. The Proposed Action would promote and encourage this emerging trend of new residential, commercial and mixed-use development on underdeveloped and vacant parcels. The Proposed Action is expected to support the Stapleton neighborhood, and would complement and be compatible with the mix of uses that comprise the primary study area. The number of vacant and underdeveloped parcels is expected to decline under the Build Condition, while the number of commercial uses is expected to increase in order to provide services to the increased residential population. An increase in community facility uses, such as public elementary schools and health care facilities, is also anticipated in order to adequately serve Stapleton's new residents.

Secondary Study Area

Land use trends in the secondary study area also are expected to continue under the Build Condition. By 2015, 442 residential units, 12,600 square feet of industrial use, and more than 70,500 square feet of commercial/office space would be constructed within the secondary study area. The Proposed Action would support this development pattern and the Stapleton community. The proposed development plan would be compatible with the secondary study area land use patterns. Furthermore, the Proposed Action would provide Stapleton area residents, employees and visitors with a substantial amount of new waterfront open space and amenities.

3.5.2 Zoning

Project Area

Under the Build Condition, the zoning for the Project Area would change. The Proposed Action includes zoning map and text amendments to establish the SSWD, and to rezone

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the area to a C4-2A district from the existing M2-1 and M3-1 zoning districts (see Figure 1-4). The Rezoning Area is generally bounded by the approximate extension of St. Julian Place to the north (or approximately 560 feet south of the prolongation of the centerline of Hannah Street),⁵ the easterly border of the SIR right-of-way (ROW) to the west, the prolongation of the southerly street line of Greenfield Avenue to the south, and the U.S. Pierhead line to the east. The Project Area is located within this boundary. Figure 1-5 illustrates the proposed boundaries of the Rezoning Area and SSWD.

The proposed C4-2A underlying district is a contextual district for smaller downtown areas, in which the height, placement, and scale of new buildings are regulated so that they fit the character of the existing neighborhood. The Stapleton town center, including the Tappen Park area, is zoned C4-2 and is marked by its street-wall development, ground-floor retail, and low-rise buildings. The proposed zoning of C4-2A would permit redevelopment of the Homeport Site so that it is compatible with the character and scale of the upland portions of Stapleton.

The SSWD has been designed to promote and protect public health, safety and general welfare. These general goals include among others, the following specific purposes, to:

- (a) Encourage design of new development that is in character with the neighborhood and surrounding community;
- (b) Maintain and reestablish physical and visual public access to and along the waterfront;
- (c) Strengthen the traditional town center of Stapleton by allowing the development of new residential and commercial uses;
- (d) Encourage the creation of 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;
- (e) Take maximum advantage of the beauty of the New York Harbor waterfront, thereby best serving the business community, the residential population and providing regional recreation as well; and
- (f) Promote the most desirable use of land and thus conserve and enhance the value of land and buildings, and thereby protect City tax revenues.

The SSWD would change some of the underlying zoning requirements and introduce new requirements. The maximum allowable FAR for residential and commercial uses in a C4-2A district is 3.0; however, the SSWD would limit the maximum allowable FAR to 2.0 for all uses. For residential use, the SSWD would modify the underlying C4-2A zoning district with an R6B residential equivalent. This is a special equivalency for the SSWD (normally R6A is the residential equivalent in C4-2A). R6B General Residence zoning districts allow for low-rise buildings with greater lot coverage. The maximum

⁵ The precise northern boundary of the rezoning area is defined as follows: A line perpendicular to the easterly street line of Bay Street distant 525 feet southerly (as measured along the street line) from the intersection of the easterly street line of Bay Street and the southerly street line of Hannah Street.

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allowable FAR in an R6B district is 2.0, and there are parking requirements. The maximum lot coverage for corner lots is 80 percent, which decreases to 60 percent for interior or through-lots. Typical R6B residential uses include four-story row houses or apartment buildings. R6B residential development must comply with requirements of the Quality Housing Program, which include planted buffers between buildings and streets, minimum open space requirements, screened parking lots and no parking between the street wall and street line. To maintain street life and retail corridors, the special district would require ground-floor commercial or community facility uses in select locations. However, the ground-floor retail and/or community facility space would not be counted as part of the 2.0 FAR.

The SSWD would also provide for certain area-specific measures. These measures include, but are not limited to, requiring non-residential ground floor uses for new development at select locations; establishing a maximum building height of 50 feet for most uses; and obviating waterfront zoning requirements and in lieu establishing special requirements for visual corridors and upland connections. As illustrated in Figure 1-5, the SSWD would be divided into eight sub-areas: six development parcels (A and B1 through B5), the area west of Front Street (Area C), and public open space (waterfront esplanade, Pier Place, and the Cove).

Special use regulations, special bulk regulations, special parking regulations and special urban design guidelines comprise the four main components of the SSWD. The principal elements of SSWD are outlined below.

Special Use Regulations

- Ground-floor commercial or community facility (non-residential) uses will be mandatory in select locations, in order to maintain street life and retail corridors.
- For all non-residential uses on the ground floor, a standard for windows will be established. Furthermore, at least 50 percent of a building's ground-floor level must be glass (glazed) and transparent.

Special Bulk Regulations

- Building height will be limited to 50 feet with a 15 feet setback at 40 feet, as to limit obstruction of upland views and to match the character of Stapleton. An exception is made for the Sports Complex planned for Development Parcel B2. As the structure might require a dome, it will not have a setback requirement and will have a height limit of 60 feet.
- A uniform FAR of 2.0 will be established for all uses. For buildings with residential units, the area on the ground floor occupied by non-residential uses will not count as floor area.
- Parking will be prohibited between buildings and Front Street (parking must be at the rear or side). An exception is made for Parcel B5 to allow for more flexible site design.

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- To limit conflicts between pedestrians and vehicles, especially around public open spaces, curb cuts and off-street loading areas will be prohibited in select locations.
- If a parking facility contains at least ten spaces, development must provide one tree for every four open parking spaces. Trees must be located in plantings islands within the parking area.
- Open parking areas of ten or more spaces must be screened from all adjoining zoning lots (including those situated across a street) and from any public access area or esplanade on the zoning lot. Screening will consist of a planting strip that is a minimum of four feet wide.
- Any new development or enlargement will require street tree plantings at maximum intervals of 25 feet.
- To maintain views of the water from upland streets, such as Baltic, Prospect, Water and Canal Streets, visual corridors must be provided in specified locations.⁶
- No structures, including walls greater than four feet in height, will be built within a visual corridor. Shade trees are not permitted within the 30-foot-wide area at the center of the visual corridor.
- To facilitate easy pedestrian access to the waterfront, pedestrian connections to upland streets (upland connections) will be provided in specified locations (e.g., at Prospect Street).
- Upland connections are subject to design requirements. They must be 30 feet wide and include a 16-foot-wide paved pedestrian zone and a seven-foot-wide planted buffer zone on each side. If greater than 100 feet long, the connection must include a minimum of 24 linear feet of seating.
- Standard waterfront access signage will be required in order to direct the public to the esplanade and upland connections, and to identify access to these areas.

Primary Study Area

Under the Build Condition, zoning in the primary study area is generally expected to remain the same as Existing Conditions. As described above in Section 3.5.2, one rezoning proposal that is expected to be approved by 2015 has been identified within the vicinity of the project. The Clifton Rezoning proposal involves rezoning (or the contextual downzoning of) an approximately eight-block area from an R3-2 district to an R3X district. The proposed rezoning area, generally bounded by Vanderbilt Avenue to the north, Bay Street to the east, Greenfield Avenue to the south, and Park Hill Lane to the west, is situated in the southwest portion of the primary and secondary land use study areas. The Proposed Action's zoning text and map amendments and creation of the SSWD would be compatible with the proposed R3X district, and with the remaining zoning districts mapped throughout the primary study area in general.

⁶ A visual corridor is defined as a public street or tract of land (i.e., public park or other public place) from which is provided an unobstructed, direct view of the water.

Secondary Study Area

Under the Build Condition, zoning in the primary study areas is generally expected to remain the same as Existing Conditions. As previously described, the Clifton Rezoning proposal is expected to rezone a small portion of the secondary study area from an R3-2 district to an R3X district. The Proposed Action would be consistent with this contextual downzoning, and would be compatible with the remaining zoning districts mapped throughout the secondary study area in general.

3.5.3 Public Policy

No proposed plans or public policies involving the Project Area or study areas, beyond those discussed in Section 3.4.3, have been identified. Under the Build Condition, there is the potential for the development of new public policy initiatives that serve to strengthen the economic base of the Stapleton area and/or the North Shore as a whole.

The Proposed Action would support and be consistent with current and proposed public policy initiatives and plans. It would be consistent and supportive of the City's WRP because it would facilitate the use of the City's public waterfront while promoting mixed-use development and economic growth. The Proposed Action also would comply with each of the ten policies that comprise the WRP. While the SSWD would, with some exceptions, not require compliance with Waterfront and Lower Density Growth Management Zoning, it would nonetheless be consistent with the overall goals of both policies. The Proposed Action includes street mapping/demapping actions, the realignment of Front Street, and improvements to the sanitary and stormwater sewer system. Thus the Proposed Action would be consistent with the new growth management policy, the intention of which is to limit further demands on Staten Island infrastructure.

The Proposed Action also would be consistent with the proposed Harbor Loop Ferry System for the Upper New York Bay, which includes the Homeport Site as one of the potential commuter stations. The substantial number of new residents that would be introduced to the Project Area as a result of the Proposed Action would likely generate substantial ridership for the proposed ferry system. The 12 acres of waterfront open space that would be created by the Proposed Action would transform the Homeport Site into a destination park, which could potentially generate additional demand for the proposed ferry. The intention of the EZ program is to stimulate business growth in economically distressed areas. As one of the goals of the Proposed Action is to revitalize the Stapleton neighborhood, it would support and be consistent with the intent or purpose of the North Shore EZ program.

3.6 Conclusion

3.6.1 Land Use

Development resulting from the Proposed Action would cause the following approximate net changes in Project Area land uses between the No Build and Build Conditions: a loss of 8,628 square feet of manufacturing use, 667,500 square feet of new residential space (638 units), an additional 186,985 square feet of commercial space, 40,000 square feet of new local retail/community facility use space (including the 10,000-square-foot farmers

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market), and 12 acres (522,720 square feet) of new open space with 10,000 square feet of new accessory development.

The new development would be compatible with existing residential, commercial and community facility uses found along Bay Street and in the areas adjacent to the Project Area. The Proposed Action also would provide recreational amenities, limited local retail, and local services that would support and benefit the surrounding Stapleton community.

The Project Area is currently occupied by vacant lots and marginal commercial and industrial/manufacturing uses. The Proposed Action would result in land use changes within the Project Area by allowing for new commercial uses, mixed-use residential and commercial buildings with neighborhood retail space and community facility space, and twelve acres of new waterfront open space, including an esplanade. The redevelopment of underutilized parcels would be beneficial to the Stapleton community and can not be deemed adverse or unfavorable. The new land uses would strengthen and enhance the existing Stapleton neighborhood located along Bay Street and west of Bay Street by linking the upland neighborhood with the waterfront. The street would be reactivated via the introduction of ground-floor retail activity, mixed-use development, and the creation of a substantial amount of open space and other amenities. While the Proposed Action would substantially affect land use within the Project Area and study areas, it would not result in significant adverse land use impacts.

3.6.2 Zoning

The Proposed Action would result in the rezoning of a portion of the Project Area, including the creation of the SSWD. The rezoning action would encourage the construction of mixed-use development that would complement surrounding development in terms of use, bulk and scale, and would be consistent with existing trends. The rezoning would eliminate the obsolete manufacturing zoning districts that are currently mapped in the Project Area. The proposed rezoning would be compatible with the surrounding zoning and special purpose districts: R1-2, R2, R3A, R3X, R3-1 R3-2, R4, R5, C1-1, C1-2, C2-1, C2-2, C3, C4-2, C8-1, M1-1, M2-1, M3-1 and HS. Thus the Proposed Action would not result in significant adverse zoning impacts.

3.6.3 Public Policy

The Proposed Action would be consistent with current and proposed public policy initiatives and plans. It would be consistent with the overall goals of both the WRP and Lower Density Growth Management Zoning. It would also be consistent with the proposed Harbor Loop Ferry System for the Upper New York Bay, and would not conflict with the intent of the North Shore EZ program. Thus the Proposed Action would be consistent with existing public policy and plans, and would not result in significant adverse impacts to public policy.