

**A. INTRODUCTION**

This chapter assesses whether any changed background conditions or the differences between the reasonable worst-case development scenario (RWCDS) and the program assessed in the 2008 Final Generic Environmental Impact Statement (FGEIS) and subsequent technical memoranda would result in any significant adverse impacts on land use, zoning, and public policy that were not addressed in the 2008 FGEIS and subsequent technical memoranda.

**PRINCIPAL CONCLUSIONS**

Consistent with the 2008 FGEIS and subsequent technical memoranda, this analysis finds that the proposed project would not result in any significant adverse impacts to land use, zoning, or public policy.

As anticipated in the 2008 FGEIS, the proposed project would dramatically change land uses in the Special Willets Point District by replacing predominantly low-density, auto-related, and industrial uses with a new mixed-use neighborhood. The proposed project also would constitute a significant change for the Willets West portion of the project site by replacing a surface parking field with a new entertainment and retail center of approximately 1.4 million gross square feet (gsf) (approximately one million square feet (sf) of gross leasable area). New structured parking facilities would be built on the South Lot and Lot D to accommodate a portion of the parking for Mets patrons relocated from the Willets West surface parking field. The potential future development of Lot B is the same as projected in the 2008 FGEIS.

While the proposed project would result in significant land use changes on the project site, the effects of this change would not be adverse. The District would create a dynamic, sustainable community by integrating regional attractions and residential, retail, and other uses within a network of pedestrian-scaled streetscapes. The previously approved zoning regulations would continue to determine elements such as the placement of uses within the District, building heights and setbacks, street controls (i.e., mandatory intersections and street types), streetscape design, and basic site planning and design provisions. The Willets West portion of the project would create a regional entertainment and retail destination center that would support and be compatible with the new uses in the District as well as uses in the surrounding area.

Consistent with the 2008 FGEIS, the proposed project represents a critical step in implementing the 2004 Downtown Flushing Development Framework, a land use and economic planning strategy for the growth of Downtown Flushing, the Flushing waterfront, and adjacent areas. The District would be developed pursuant to the zoning regulations approved in 2008, and the proposed project would advance a number of the Framework's fundamental goals, including the creation of a regional destination that would enhance economic growth in Downtown Flushing; improvement of environmental conditions; and integration of new development with surrounding amenities, including the Flushing Bay Promenade, CitiField, Flushing Meadows-

Corona Park, and Downtown Flushing. The proposed project would be consistent with and vital to the advancement of several of the goals of PlaNYC, which aim to create a more sustainable New York by the year 2030. The proposed project would also be consistent with the coastal policies set forth in the New York City Waterfront Revitalization Program (WRP).

### **B. SUMMARY OF FINDINGS—2008 FGEIS AND SUBSEQUENT TECHNICAL MEMORANDA**

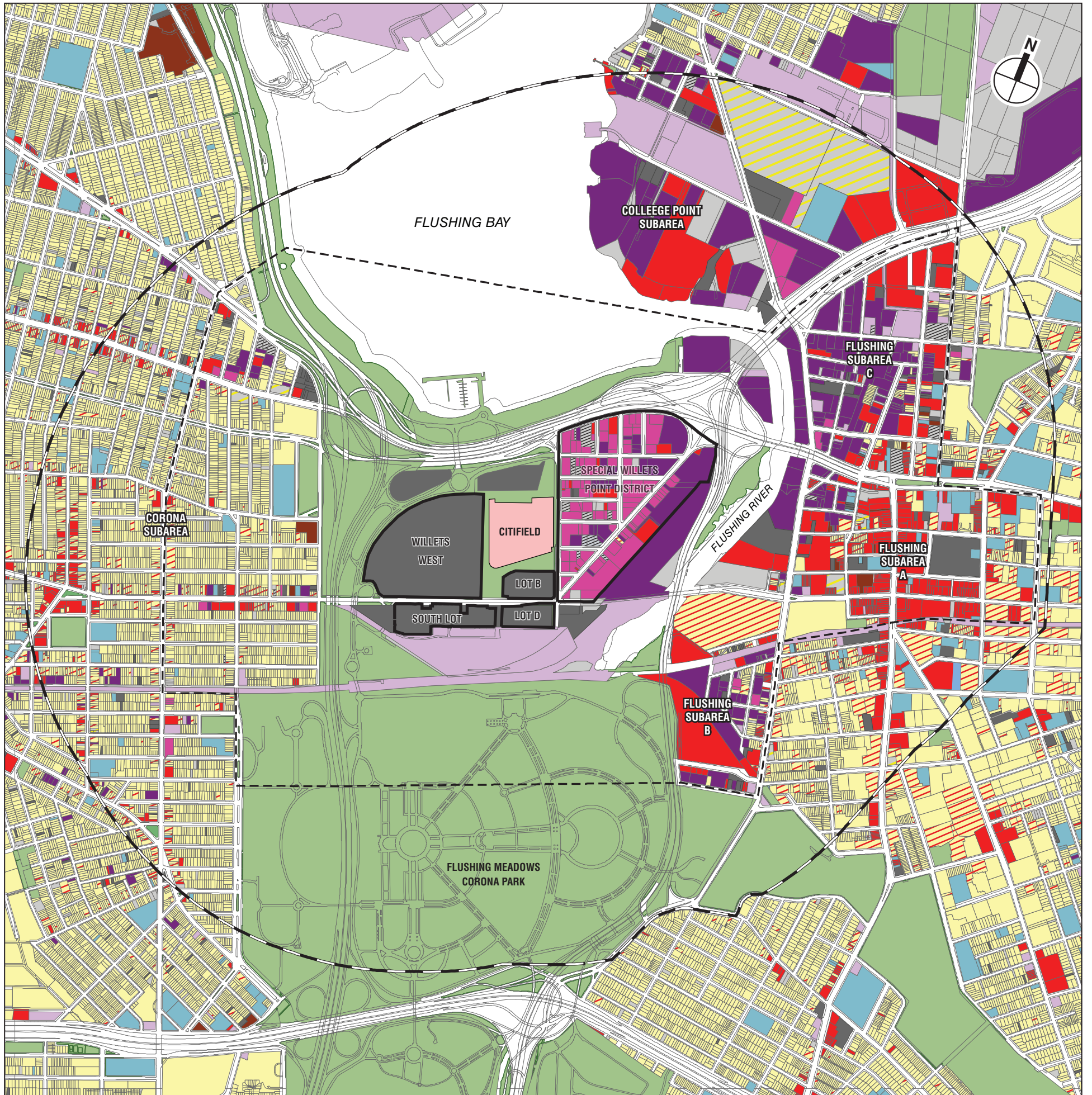
The 2008 FGEIS concluded that, although land uses would dramatically change in the District as a result of the proposed Willets Point Development Plan (the “Plan”), replacing a predominantly low-density, auto-related and industrial use area with a new mixed-use neighborhood, including community facilities and additional open space, would improve the quality of life for area residents and visitors. Furthermore, the proposed convention center and commercial uses would enhance Flushing and Corona’s roles as regional economic centers, and would attract visitors to the area, and the proposed Plan would create a pedestrian-oriented regional entertainment and commercial center along 126th Street, which would complement the new retail uses planned along the west side of 126th Street as part of CitiField, creating synergy between CitiField and the proposed District. The 2008 FGEIS also noted that the proposed redevelopment represented a critical step in implementing the 2004 Downtown Flushing Development Framework strategy for the Flushing River waterfront and the Willets Point peninsula. Therefore, the 2008 FGEIS concluded that the proposed Plan would not have any significant adverse impacts on land use, zoning, or public policy on the project site or study areas. Subsequent technical memoranda also concluded that the proposed revisions to the Plan would not have significant adverse impacts on land use, zoning, or public policy on the project site or study areas.

### **C. METHODOLOGY**

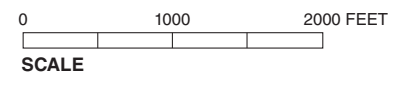
This chapter has been prepared in accordance with the guidelines of the 2012 *City Environmental Quality Review (CEQR) Technical Manual*. It describes existing land use conditions and future conditions without the proposed project, and analyzes the probable impacts that the proposed project may have on land use, zoning, and public policy. Because of the scale of the proposed project, this analysis considers both a primary and secondary study area. The primary study area is the area generally located within ½ mile from the project site, and includes Downtown Flushing, portions of Flushing Meadows-Corona Park, and portions of Corona adjacent to Flushing Meadows-Corona Park (see **Figure 2-1**). The secondary study area is generally located between ½ and ¾ mile from the project site and includes portions of the Corona, College Point, and greater Flushing neighborhoods. The boundaries of the secondary study area generally extend from Bowne Street in Flushing to the east to 101st Street in Corona to the west, 28th Avenue in College Point to the north, and the Long Island Expressway (LIE) in Flushing Meadows-Corona Park to the south.

The primary and secondary land use study area boundaries are not defined solely by the ½- and ¾-mile radii around the project site, but rather reflect natural and manmade barriers and current land use patterns. Portions of several neighborhoods fall within the study area boundaries. Therefore, the impact analysis addresses several sub-areas as follows:

- Flushing Subarea: This area extends east of the Flushing River from Kissena Corridor Park to the Whitestone Expressway. The land use and zoning discussion below separates the Flushing Subarea into three sections, which generally reflect the different land use patterns



- Willets Point Development District Boundary
- Primary Study Area Boundary
- Secondary Study Area Boundary



- Residential
- Residential with Commercial Below
- Hotels
- Commercial and Office Buildings
- Public Facilities and Institutions
- Entertainment
- Auto-Related Use
- Industrial and Manufacturing
- Transportation and Utility
- Open Space and Outdoor Recreation
- Parking Facilities
- Vacant Land
- Vacant Building
- Under Construction

within the overall area, as follows: the area between the Long Island Rail Road (LIRR) tracks and Northern Boulevard (Flushing Subarea A); the area between the LIRR tracks and Kissena Corridor Park (Flushing Subarea B); and the area between Northern Boulevard and the Whitestone Expressway (Flushing Subarea C).

- Although a portion of Downtown Flushing (Flushing Subarea A) is located outside of the ½-mile primary study area boundary, the entire Downtown Flushing area is considered to be within the primary study area, as a cohesive district. In Flushing Subarea B, College Point Boulevard is approximately ½ mile from the District, and generally divides into distinct land use patterns; in light of this, the area to the west of College Point Boulevard is considered to be within the primary study area, and the area to the east is considered to be within the secondary study area. Similarly, in Flushing Subarea C, Linden Place is approximately ½ mile from the District and generally divides into distinct land use patterns; similarly, the area to the west of Linden Place is considered within the primary study area, and the area to the east is considered within the secondary study area.
- Corona Subarea: This area is roughly bounded by the Grand Central Parkway to the north, 55th Avenue to the south, 101st Street to the west, and 114th Street to the east. The Corona Subarea is located within both the ½- and ¾-mile radii around the project site, and is therefore considered in both study areas.
- College Point Subarea: This area extends south of 28th Avenue and west of the Whitestone Expressway to Flushing Bay. While a portion of College Point is located within ½ mile of the District, the entire College Point Subarea is considered within the secondary study area, as it is physically separated from the District by Flushing Bay and the Whitestone Expressway.
- Flushing Meadows-Corona Park: The park area considered within the primary study area is roughly within the ½-mile radius around the project site. The park area considered within the secondary study area includes the remainder of the park to the north of the LIE (which is beyond the ¾-mile radius), to reflect the intrinsic cohesiveness of the amenities and uses in that section of the park.

This analysis assesses future conditions in 2018, 2028, and 2032, when full buildout of the RWCDS is anticipated.

## **D. EXISTING CONDITIONS**

### **LAND USE**

#### *PROJECT SITE*

The project site is composed of three discrete areas—the Special Willets Point District (the “District”), Willets West, and three surface parking lots along Roosevelt Avenue (“Roosevelt Avenue”)—which are roughly bounded by Shea Road and Northern Boulevard to the north, the Van Wyck Expressway to the east, Roosevelt Avenue and the Metropolitan Transportation Authority (MTA) Corona Rail Yard to the south, and Shea Road to the west.

#### *Special Willets Point District*

The District portion of the project site comprises approximately 61 acres, approximately 15.8 acres of which are within public street rights-of-way, approximately 0.6 acres of which are owned by MTA, and the remainder of which is a mix of privately owned land and City-owned

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land. The District comprises 128 tax lots and one partial lot (Block 1833, Lot 1) located on 14 blocks. Since the FGEIS was completed in 2008, the City has acquired, or is in contract to purchase 95 percent of the land area within the proposed Phase 1A/1B footprint (Assemblage Option 2), and has control of 4 lots in the remainder of the District.

Land uses in the District primarily consist of auto-related services and industrial uses. Auto-related services are the most prevalent use in the District. These services consist of auto-body repair, auto glass, car washes and auto detailing, used and new auto part sales, tire sales, and vehicle towing. For the most part, these auto-related businesses occupy one-story garage buildings and Quonset-type structures, many of which contain multiple auto-related businesses. There are also a number of car junkyards in the District, which support auto salvage businesses.

The District also contains some industrial uses, including construction-related services and materials, and waste transfer and recycling. Lot areas in the District vary greatly in size and range from approximately 2,000 to 173,000 sf; the industrial uses generally occupy the larger lots. Two waste transfer businesses (Tully Environmental and Crown Container) are currently operating in the portion of the District that would be developed in Phase 2. Tully Environmental and Crown Container process putrescible waste, and construction and demolition debris. One large food production and distribution use—House of Spices—is located in the portion east of Willets Point Boulevard in the portion of the District that would be developed in Phase 2. One recycling business—Metal Green Recycling—is located on a City-owned parcel in the District north of 34th Avenue that would be developed in Phase 1A/1B. Several undeveloped lots in the District all contain either open-air storage of construction materials or used auto parts.

In addition to the auto-related and industrial uses, a few commercial uses exist in the District to cater to businesses in the area. These include a deli and grocery, and a restaurant. The District contains one institutional use, a private, members-only motorcycle club. Although residential uses are not permitted under the existing zoning, there is one residential unit in the District, located on Willets Point Boulevard.

Existing uses in the District consist of predominantly auto-related uses located in buildings with small footprints, with some commercial and manufacturing uses located throughout the District. In contrast, industrial uses along the Flushing River and Flushing Bay from Whitestone Expressway to approximately 37th Avenue consist primarily of manufacturing and industrial uses located on large lots in buildings with large footprints. These industrial and manufacturing uses contrast sharply with most of the uses and types of development in the nearby communities, such as the higher-density commercial and residential development in Downtown Flushing, and the primarily low- to mid-density residential neighborhood of Corona to the west of CitiField and the Grand Central Parkway. Deteriorated sidewalks, large potholes, corrugated metal building façades, and the widespread use of streets and sidewalks for vehicle parking and storage for adjacent automotive uses contribute to an unappealing streetscape and create uninviting and unsafe pedestrian conditions. Despite its transit-oriented location and proximity to Downtown Flushing and several thriving neighborhoods, Willets Point contains virtually none of the land use characteristics or patterns of its neighbors.

### *Willets West*

The Willets West portion of the project site comprises an approximately 30.7-acre section of the surface parking field adjacent to CitiField, the stadium for the New York Mets. This area comprises a portion of Block 1787, Lot 20. While this portion of the project site is mapped as parkland in Flushing Meadows-Corona Park, it does not function as public open space. It was

occupied by Shea Stadium and associated parking and circulation space until it was replaced by CitiField in 2009; it is now occupied exclusively by surface parking.

#### *Roosevelt Avenue*

The Roosevelt Avenue portion of the project site comprises three CitiField-related surface parking lots (South Lot and Lots B and D) along Roosevelt Avenue. These lots are also mapped as parkland, but are occupied exclusively by surface parking. The Lot B parking lot, which comprises a portion of Block 1787, Lot 20 (north of Roosevelt Avenue), is approximately 4.7 acres in size; the South Lot and Lot D parking lots (south of Roosevelt Avenue), which comprises a portion of Block 2018, Lot 1500, are collectively approximately 12.1 acres in size. Lot D and South Lot are used for commuter parking and United States Tennis Association (USTA) National Tennis Center (NTC) events when baseball games are not in progress. Lot B is used as player and staff parking for CitiField events.

In total, the project site comprises approximately 108.9 acres.

The project site is mostly isolated from the surrounding neighborhoods by several natural and manmade barriers. The Flushing River lies to the east of the Van Wyck Expressway and beyond it, Downtown Flushing. North of Northern Boulevard is Flushing Bay, with the industrial area of College Point on its northern shore. To the south of the project site are the LIRR tracks for the Port Washington Line, the MTA Corona Rail Yard, and the USTA NTC, and to the west are located the Grand Central Parkway and the Corona neighborhood.

#### *PRIMARY STUDY AREA*

The primary study area includes portions of Flushing Meadows-Corona Park, Downtown Flushing, the greater Flushing area, and portions of Corona. Also included in the primary study area are the other uses on the Willets Point peninsula that lie outside the District. Directly east of the District is a large, undeveloped MTA property located along the Flushing River waterfront, a majority of which is leased to Tully Environmental, Inc., which operates a construction and demolition debris recycling operation on the site. To the north of the District, across Northern Boulevard, is a New York City Department of Transportation (NYCDOT) maintenance and repair facility, and between Northern Boulevard and the Van Wyck Expressway is an asphalt plant. To the northwest of the District, across Northern Boulevard, is the Flushing Bay Promenade, which lies within the boundary of Flushing Meadows-Corona Park and is described below. To the south of the District—south of Roosevelt Avenue, near the LIRR tracks—is the MTA Corona Rail Yard. The Corona Rail Yard, which is not part of Flushing Meadows-Corona Park, contains a storage area for subway cars as well as repair shops. The Casey Stengel Bus Depot is adjacent to the Corona Rail Yard.

#### *Flushing Meadows-Corona Park*

Flushing Meadows-Corona Park is a major recreational and cultural destination for Queens residents and visitors from throughout the New York metropolitan area. The park covers approximately 1,255 acres and is under the jurisdiction of the New York City Department of Parks and Recreation (DPR). The park is roughly bounded by several major thoroughfares: the Grand Central Parkway to the west, the Van Wyck Expressway to the east, and the beginning of the Whitestone Expressway to the north.

The primary study area includes the portion of the park that extends from Flushing Bay to just south of the USTA NTC. This portion of the park includes CitiField and its surrounding parking

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fields. The elevated No. 7 subway line serves the primary study area, with the Mets-Willets Point station located adjacent to CitiField above Roosevelt Avenue. The LIRR also has a Mets-Willets Point station adjacent to the Corona Rail Yard, which operates on baseball game and USTA NTC event days. The Passerelle Ramp, which is for pedestrian use, spans the rail yard and connects both stations to CitiField and the USTA NTC.

The USTA NTC contains three stadiums and is host to tennis events year-round, including the U.S. Open. The USTA NTC contains the 23,000-seat Arthur Ashe Stadium, 10,000-seat Louis Armstrong Stadium, a smaller 3,500-seat stadium, and 30 additional tennis courts. The courts are open during the year for tennis clinics and camps, as well as for general public use. There is a small parking lot located adjacent to the USTA NTC; however, during the U.S. Open, CitiField lots are also used for parking.

East of the USTA NTC, the park contains a pitch and putt golf center, and a large area for passive and active recreation, with trees, pathways, and seating areas. West of the USTA NTC and the Grand Central Parkway, the park includes the New York Hall of Science. There is a large (500-space) parking lot adjacent to the museum. The Olmsted Center, located near the LIRR right-of-way immediately west of the USTA NTC, contains offices for the design and construction supervision divisions of DPR. The Passerelle Building, located under the Passerelle Ramp, contains offices and support facilities for the park. The Allied Building, located on the far-east side of the park south of Roosevelt Avenue and near the Van Wyck Expressway, contains DPR offices and storehouses.

To the north of Northern Boulevard is the Flushing Bay Promenade, which winds along Flushing Bay for approximately 1.4 miles from LaGuardia Airport to the Willets Point peninsula. The promenade contains many seating areas and provides access to the World's Fair Marina and a restaurant located northeast of CitiField. There are more than 1,000 parking spaces located to the east and west of the marina, which are also available for parking on Mets game days.

### *Flushing*

Flushing is a thriving business and residential area known for its Asian goods and culture. Downtown Flushing and the greater Flushing area are home to a significant Chinese and Korean population, and there are many specialty food and retail stores, restaurants, and other services that are utilized not only by local residents, but also serve as a destination for people living outside of the community. The primary study area in Flushing contains Downtown Flushing, a regional transportation and commercial hub for Queens. While most of the commercial and cultural activity is centered along Northern Boulevard, Roosevelt Avenue, and Main Street, the Downtown Flushing study area (Flushing Subarea A) generally extends between the Flushing River to the west, Northern Boulevard to the north, Bowne Street to the east, and the LIRR tracks located south of Roosevelt Avenue to the south. Also located within the primary study area are the predominantly industrial areas in Flushing which are generally located along the Flushing River within approximately ½ mile of the District, with some commercial and mixed-uses areas south of 37th Avenue. To the south of the LIRR Port Washington Line (Flushing Subarea B), industrial uses are concentrated west of College Point Boulevard. To the north of Northern Boulevard (Flushing Subarea C), a large industrial district extends east of the Flushing River to Linden Place.

#### *Downtown Flushing—Flushing Subarea A*

Downtown Flushing is a center of commercial and cultural activity in Queens, and contains many Asian specialty food stores, restaurants, and retail stores that cater to the local population

and serve as a regional destination. Commercial uses predominate and are concentrated along Roosevelt Avenue, Northern Boulevard, Main Street, Union Street, and Prince Street. Industrial uses are mostly located west of College Point Boulevard along the Flushing River. Some residential and community facility uses are scattered throughout Downtown Flushing. East of Union Street, the neighborhood begins to transition to a more predominantly residential area.

The Downtown Flushing area has been changing in character in recent years, as more high-density residential and large-scale mixed-use developments are either under construction or planned throughout the area. Queens Crossing, a recently completed large mixed-use development, is located between Main and Union Streets, north of 39th Avenue. Another large mixed-use development planned in this area is Flushing Commons. Two large mixed-use developments—Sky View Parc Phase II and River Park Place—are planned on sites located near the Flushing River. These and other planned development projects are described below in Section D, “Future without the Proposed Project.”

*Residential Uses.*

Residential uses in Downtown Flushing are primarily located east of Union Street, where the neighborhood becomes more residential in character. In this area, residential uses primarily consist of mid-rise apartment buildings between 6 and 10 stories with retail uses on the ground floor, as well as three-story rowhouses, some of which contain ground-floor retail uses. Some residential uses are interspersed between the commercial uses in Downtown Flushing to the west of Union Street. The 400-unit New York City Housing Authority (NYCHA) Bland Houses are located at the southeast corner of Roosevelt Avenue and College Point Boulevard, and a 60-unit residential building is located at the corner of 39th Avenue and College Point Boulevard.

*Commercial Uses.*

Specialty retail uses are prevalent on most streets in the area, which are lined with numerous retail shops, food establishments, convenience goods stores, and neighborhood services. As mentioned previously, Roosevelt Avenue, Northern Boulevard, Main Street, and Prince Street are the primary commercial corridors in Subarea A. Two major commercial centers, Assi Plaza and the Flushing Mall, are located near the intersection of College Point Boulevard and 39th Avenue and contain a collection of businesses catering to the area’s Asian population. Sky View Center—part of the Sky View Parc development bounded by Whitestone Expressway, 40th Road, College Point Boulevard, and Roosevelt Avenue—is also a major commercial center with several large department and electronic stores and a warehouse club. In addition, a 173-room Sheraton hotel is located on 39th Avenue between Prince and Main Streets.

*Manufacturing and Industrial Uses.*

Most industrial uses are located west of College Point Boulevard, along the eastern bank of the Flushing River. These include a 110,000-sf U-Haul facility and an asphalt plant that utilizes barges for transporting materials to and from its facility.

*Transportation and Utility Uses.*

The No. 7 subway line has a terminal station at Roosevelt Avenue and Main Street. The right-of-way for the LIRR Port Washington Line forms the southern boundary of this subarea, with a station located at Main Street and 41st Avenue.

There are several municipal parking lots in Downtown Flushing. Municipal Lot No. 1, located between Union Street, 138th Street, and 37th and 39th Avenues, contains approximately 1,020 public parking spaces, and is the site of a proposed mixed-use development known as Flushing Commons, described below in Section D, “Future without the Proposed Project.” Flushing



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Municipal Lot No. 2 is located on the east side of Prince Street between 38th and 39th Avenues and contains approximately 87 parking spaces. Flushing Municipal Lot No. 4 is located underneath the Northern Boulevard viaduct and contains approximately 93 parking spaces.

### *Community Facilities and Open Spaces.*

Notable community facilities in Downtown Flushing include Flushing Town Hall, which is located on Northern Boulevard and is used as a concert hall and cultural center; the Flushing Armory, located on Northern Boulevard, which houses the New York City Police Department (NYPD) Queens North task force unit; the Friends Meeting House, also on Northern Boulevard; and St. George's Church on Main Street between 38th and 39th Avenues. Other community facilities in this area include a YMCA building on Northern Boulevard, the Macedonia African Methodist Episcopal Church located adjacent to Municipal Lot No. 1, and the Flushing House Community Residence, a 319-unit nursing home located on Bowne Street and 38th Avenue.

There are only two publicly accessible open spaces in this area. One is an approximately 1.7-acre area with amenities such as basketball courts, walkways, and benches located within the grounds of the NYCHA Bland Houses at the corner of Prince Street and 40th Road. The other is the approximately half-acre Bland Park located just outside of the NYCHA campus.

### *Flushing Subarea B*

This portion of the primary study area located south of the LIRR right-of-way and west of College Point Boulevard is characterized by a mix of industrial, commercial, and residential uses. Since this area is adjacent to Flushing Meadows-Corona Park and there is no outlet for streets running west of College Point Boulevard, traffic is light on these streets.

### *Residential Uses.*

Residential uses in this area are generally located within one to two blocks of College Point Boulevard and are interspersed with active industrial and commercial uses. The residential uses here are generally low-density, consisting of two-story attached residences, as well as a cluster of single family homes located on Haight Street.

### *Commercial Uses.*

The most prominent commercial use in this area is a 150,000-sf Home Depot, located on Avery Avenue just west of College Point Boulevard. Neighborhood retail establishments are also prevalent along College Point Boulevard, and include small retail service establishments, convenience stores, and fast-food restaurants.

### *Manufacturing and Industrial Uses.*

A variety of light-manufacturing, warehousing, and automotive uses are found in this area, including sign stores, a furniture warehouse, and an auto body repair shop.

### *Transportation and Utility Uses.*

The right-of-way for the LIRR Port Washington Line forms the northern boundary of this subarea, and the Van Wyck Expressway forms the western boundary.

### *Community Facilities and Open Space.*

There are no community facility uses in this subarea. Flushing Meadows-Corona Park, described above, is located both west of the Van Wyck Expressway and south of Fowler Avenue. There are no other publicly accessible open spaces in this area.

### *Flushing Subarea C*

This portion of the primary study area located west of Linden Place between Northern Boulevard and the Whitestone Expressway primarily consists of industrial and manufacturing

uses, with some commercial, office, neighborhood retail, and residential uses generally located east of Prince Street.

### *Residential Uses.*

Residential uses are limited in this area, and are interspersed with surrounding commercial, industrial, and warehouse uses. Residential buildings are primarily located east of Prince Street between 32nd and 35th Avenues. The residential buildings in this area are a mix of single-family attached and detached homes and mid-rise buildings, some of which contain commercial uses on the ground floor.

### *Commercial Uses.*

There is a mix of large commercial uses and dense neighborhood retail and office uses along the two main thoroughfares in this area, the Whitestone Expressway and Northern Boulevard. Commercial uses concentrated along the Whitestone Expressway include fast-food restaurants, a bowling alley, commercial office space, a bank, and a car wash. Large commercial buildings, including auto-related uses and commercial distributing uses, are located west of Prince Street and north of 35th Avenue. Neighborhood commercial and office uses, such as gas stations, restaurants, realtors, and nail salons, are mostly located along Northern Boulevard, and in the area east of Prince Street and south of 35th Avenue.

### *Manufacturing and Industrial Uses.*

Manufacturing and industrial uses are the predominant uses in this area, and include building material companies, such as cement, concrete, lumber and tile, warehousing uses, and some auto-related uses. Some of the heavy industrial uses on the Flushing River waterfront, such as the cement and asphalt operations, use barges to transport materials to and from their sites. The area north of 35th Avenue and west of Prince Street primarily contains warehousing, distribution, and wholesale facilities for specialty Asian goods.

### *Transportation and Utility Uses.*

The Whitestone Expressway forms the northern boundary of this subarea. Utility uses include a DEP sewer maintenance facility, located on Downing Street at 32nd Avenue, and Con Edison maintenance and vehicle storage facilities, located on 32nd Avenue near Farrington Street, as well as on College Point Boulevard near 35th Avenue.

### *Community Facilities and Open Space.*

Community facilities in this area are limited, but include religious facilities such as the Queens Alliance Church, Calvary World Mission, and the Disciples Church of New York. There are no open space areas in this area.

### *Corona*

The portion of the primary study area bounded by 114th Street to the east, 108th Street to the west, Grand Central Parkway to the north, and 44th Avenue to the south primarily consists of residential uses, with some commercial and manufacturing uses concentrated along Northern Boulevard and Roosevelt Avenue.

### *Residential Uses*

This portion of the primary study area is predominantly residential in character and contains a variety of housing types, including detached one- and two-family residences on narrow lots, attached row-houses and multi-family dwelling units, and apartment buildings. Other prominent residential uses include the 301-unit Dorie Miller Cooperative housing development located on

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114th Street between Northern Boulevard and 34th Avenue, and the 132-unit Meadow Manor housing development located at 113th Street and 34th Avenue.

### *Commercial Uses*

There is a mix of commercial uses and dense neighborhood retail and office uses along Northern Boulevard and Roosevelt Avenue. Neighborhood commercial uses are located primarily along Roosevelt Avenue, and include realty offices, fast-food restaurants, gas stations, nail salons, grocery stores, clothing stores, discount stores, furniture stores, pharmacies, and restaurants. A few commercial uses are located along Northern Boulevard, including a steakhouse and car dealership. However, recent and anticipated development along Northern Boulevard is establishing more high-density, mixed residential and commercial uses.

### *Manufacturing and Industrial Uses*

A few auto-related uses are located on Northern Boulevard. Some light manufacturing uses are located on 111th Street between Northern Boulevard and Astoria Boulevard, including a live chicken wholesale warehouse and storage warehouse. A construction material distribution warehouse and a few auto-related uses are also located on Roosevelt Avenue.

### *Transportation and Utility*

The right-of-way for the LIRR Port Washington Line forms the southern boundary of this subarea, and the Grand Central Parkway forms the northern boundary. The No. 7 subway line, which is elevated above Roosevelt Avenue, has a station at 111th Street.

### *Community Facility and Open Space*

Notable community facilities in this portion of Corona include the Louis Armstrong School (P.S. 143), located on 37th Avenue between 112th and 113th Streets. Directly opposite is Hinton Park, a 3.7-acre park that stretches from 34th to 37th Avenues between 113th and 114th Streets and features game tables, benches, baseball diamonds, and play areas. Religious facilities include the New York Church of Christ, located at 37-06 111th Street, and Mount Horeb Baptist Church, located at the southwest corner of 34th Avenue and 110th Street. The Child Center of New York day care center is located on Northern Boulevard between 111th and 112th Streets.

## **SECONDARY STUDY AREA**

The secondary study area includes the College Point and Flushing neighborhoods, as well as additional portions of Corona and portions of Flushing Meadows-Corona Park north of the Long Island Expressway. In Flushing and Corona, the secondary study area subareas are extensions of the neighborhoods in the primary study area. The Corona and College Point portions of the study area are separated from the project site either by a substantial distance or by significant natural or manmade barriers.

### *Flushing Meadows-Corona Park*

The portion of Flushing Meadows-Corona Park that falls within the secondary study area contains several cultural institutions housed in buildings dating from the 1939 and 1964 World's Fairs, as well as recreational and sporting facilities, several baseball and soccer fields, and a number of playgrounds. The cultural institutions include the 1939 New York City Pavilion just south of the USTA NTC, which contains the Queens Museum of Art (QMA). The Unisphere sculpture, which has become a symbol for the park and is a New York City Landmark (NYCL), stands directly east of the QMA. The Queens Wildlife Center, Terrace on the Park catering/restaurant facility, and Playground for All Children (a special playground for both able-bodied and disabled children) are located in the portion of the park west of the Grand Central

Parkway, just south of the Hall of Science. The Queens Theatre and Maloof Skate Park are located south of the QMA. An ice rink and natatorium facility are located in the far eastern portion of the park. The southern portion of the park is located south of the LIE and is outside of the land use study area.

In addition to the various cultural institutions, sporting events, and recreational activities in the park, Flushing Meadows-Corona Park is host to numerous festivals and gatherings throughout the year, attracting hundreds of thousands of visitors. Some groups hold daylong events, such as the Peruvian, Colombian, and Dominican festivals. Other well known festivals held in the park are the Hong Kong Dragon Boat Festival, the Korean Harvest and Folklore Festival, and DPR's Spring Festival.

### *Corona*

The predominantly residential neighborhood in the Corona subarea is located west of 108th Street and east of 101st Street between Grand Central Parkway and 53rd Avenue. The subarea's main thoroughfares are Northern Boulevard and Roosevelt Avenue. These corridors, along with 103rd Street from 37th Avenue to 44th Avenue, are lined with neighborhood commercial uses such as delis, grocery stores, retail services, and restaurants. Corona contains a variety of housing types, including detached one- and two-family residences on narrow lots, attached row-houses and multi-family dwelling units, and apartment buildings.

Park of the Americas (Linden Park), bounded by 41st Avenue, 104th Street, 42 Avenue, and 103 Street, is a 3.08-acre park equipped with a ballfield, basketball courts, and playgrounds. The Corona Gold Playground bounded by 46th and 47th Avenue, 109th Street, and the Flushing Meadows-Corona Playground is a 1.7-acre park equipped with basketball courts, fitness equipment, handball courts, and jungle gyms. Notable community facilities include the Louis Armstrong Rehabilitation Center on Northern Boulevard, the BCL Day Care Center on 108th Street, Our Lady of Sorrows Church and School on 105th Street, the Nancy Debeneditis School (P.S. Q016) across from Park of the Americas, St. Leo's Roman Catholic Church on 49th Avenue, and the Thomas Emanuel Early Childhood Center (P.S. 28) on 47th Avenue.

### *Flushing*

The portions of Flushing located in the secondary study area consist of the predominantly residential areas located to the north and south of Downtown Flushing. There are a number of community facility and institutional uses in this subarea, supporting the greater Flushing area. Commercial uses are generally located along main thoroughfares such as Main and Union Streets.

#### *Flushing Subarea B*

This subarea is generally located south of the LIRR Port Washington Line and east of College Point Boulevard. Main Street, which divides the area, is the main commercial corridor with retail uses common to Downtown Flushing. The area east of Main Street is characterized by mid-rise residential structures with ground-floor retail interspersed with several large low-rise commercial buildings. The area west of Main Street is primarily residential, with tree-lined streets and low-rise row houses, though recent and ongoing construction activities are replacing some of the low-density residential buildings in this area with new, higher-density development.

Institutional uses are primarily concentrated east of Main Street and include the Flushing Branch of the Queens Public Library at the intersection of Main Street and Kissena Boulevard, Saint Michael's Church on Union Street between Barclay Avenue and 41st Avenue, the Free

## **Willels Point Development**

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Synagogue of Flushing at the corner of Kissena Boulevard and Sanford Avenue, P.S. 20 at Sanford Avenue and Union Street, and the Flushing Post Office on Main Street between Sanford and Maple Avenues. The Boy's Club of New York is located west of Main Street, at the intersection of Frame Place and 41st Road.

The New York City Department of Environmental Protection (DEP) recently constructed a sewage retention tank at the eastern corner of College Point Boulevard and Fowler Avenue, on top of which is a DPR soccer field.

As stated previously, the LIRR Port Washington Line forms the northern boundary of this subarea, with a station located at Main Street and 41st Avenue. Flushing Municipal Lot No. 3 is adjacent to the LIRR station on 41st Avenue, with approximately 157 parking spaces.

This subarea is bounded on the south by Kissena Corridor West, a 100-acre park that links Flushing Meadows-Corona Park (west of the Van Wyck Expressway) to Kissena Park east of Kissena Boulevard. Kissena Corridor West contains the Queens Botanical Garden, as well as natural areas and recreational amenities.

### *Flushing Subarea C*

This subarea is generally located east of Linden Place, between the Whitestone Expressway and Northern Boulevard, and contains the residential neighborhood surrounding Leavitt Field, a large park.

Residential buildings in this area are a mix of single- and multi-family homes and mid- to high-rise apartment buildings. High-rise apartment buildings are located north of 32nd Avenue. Single- and multi-family homes and some mid-rise apartment buildings are generally located south of 32nd Avenue. Latimer Gardens, a 424-unit NYCHA apartment complex, is located south of 32nd Avenue, adjacent to Leavitt Field. Leavitt Field, an approximately 7.5-acre park bounded by 32nd Avenue, Leavitt Street, and 137th Street, primarily contains active recreational uses, including tennis courts and ballfields.

Neighborhood commercial and office uses are primarily located along Northern Boulevard and Union Street. Commercial uses on Union Street are located on the ground floor with residential units above.

There are numerous community facilities in this area. Educational institutions include Queens Academy High School, P.S. 242, and H.S. 460 (Flushing High School). Several churches are located along Union Street and 35th Avenue. Other community facilities include the Union Plaza Health Care Facility, and Flushing Town Hall, located on Northern Boulevard.

### *College Point*

The College Point subarea is a predominantly industrial area located on the Flushing Bay waterfront, and extends to 28th Avenue to the north and the Whitestone Expressway to the east. This subarea contains heavy industrial and commercial uses located on large lots, and is partially located within the College Point Corporate Park, which covers the area north and east of College Point Boulevard and the Whitestone Expressway. The Corporate Park is described in more detail below under "Public Policy." Several heavy industrial uses located along the waterfront are water-dependent, and use barges to transport materials to and from their facilities.

Large industrial and manufacturing uses in this subarea include Ferraro Brothers Cement, St. Lawrence Cement, and Crystal Windows and Doors, as well as two large municipal facilities that are currently under construction. The new Department of Sanitation of New York (DSNY) North Shore marine transfer station (MTS), part of DSNY's long-term waste export program, is located on Flushing Bay at 31st Avenue. The facility is currently under construction and is expected to be

complete in 2013. The City also is currently constructing a new NYPD academy on the site of the former NYPD tow pound between 28th Avenue and College Point Boulevard. These projects are described in greater detail below in Section D, “Future without the Proposed Project.”

This subarea also includes several large-scale commercial uses. A Home Depot is located on 31st Avenue, west of College Point Boulevard. Several commercial uses are located along the Whitestone Expressway, including a shopping center with a multiplex cinema, Toys ‘R’ Us, an Office Depot, and the Whitestone Executive Plaza, which contains office space and several commercial establishments. Other commercial uses are located along College Point Boulevard and include a Marriott Fairfield Inn hotel, as well as auto-related uses such as towing, car wash, and a truck dealer and repair. In addition, the Williamsburgh Yacht Club is located on Flushing Bay at 28th Avenue.

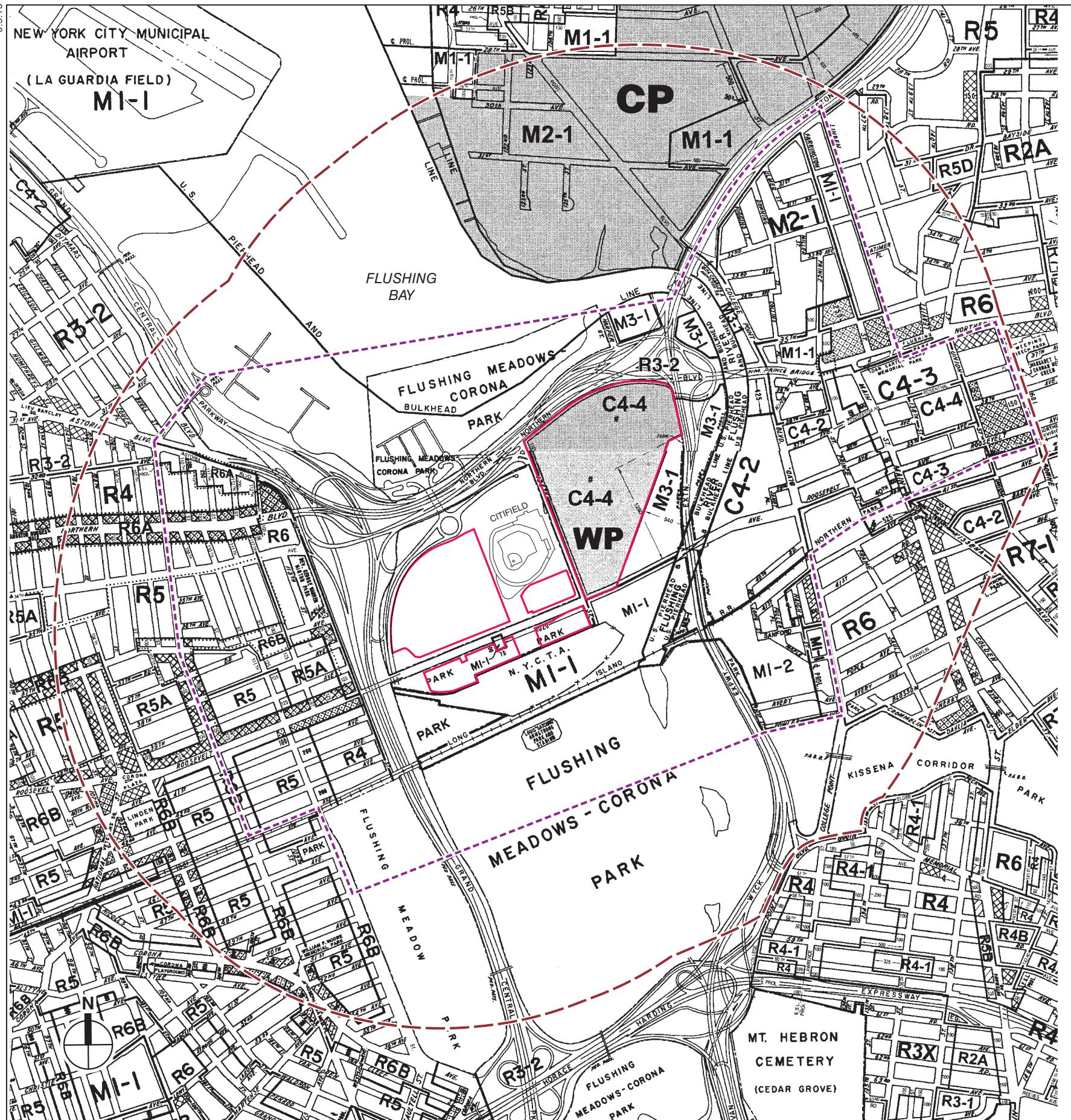
One large institutional use is located in this area; the Korea World Mission Center, which also houses the Full Gospel Christian School. There are no residential or open spaces in this area.

**ZONING**

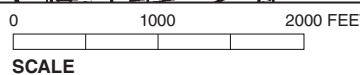
Zoning is a tool for implementing the City’s planning and development objectives by regulating land use, density, and building bulk. Existing zoning and its relationship to land use character are described below. The existing zoning on the project site and in the surrounding study areas is shown in **Table 2-1** and **Figure 2-2**.

**Table 2-1**  
**Zoning Districts in Primary and Secondary Study Areas**

Zoning District	Maximum FAR <sup>1,2</sup>	Uses/Zone Type
<b>Residence Districts</b>		
R3-2	0.5 R plus 0.1 attic allowance <sup>3</sup>	General residence district; low-density housing
R4	0.75 R plus 0.15 attic allowance <sup>3</sup>	General residence district; low-density housing
R5	1.25 R, 2.0 CF	General residence district; low-density housing
R5A	1.1 R, 2.0 CF	Contextual residence district; low-density housing
R5D	2.0 R, 2.0 CF	Contextual residence district, low to medium-density housing
R6	0.78 to 2.43 R, 3.0 QH, 4.8 CF	General residence district, medium-density housing
R6A	3.0 R, 3.0 CF	Contextual residence district allowing medium-density housing
R6B	2.0 R, 2.0 CF	Contextual residence district, allowing medium-density housing, low-rise buildings with greater lot coverage
R7-1	3.44 R, 4.0 QH, 4.8 CF	General residence district; medium-density housing
<b>Commercial Districts</b>		
C4-2 <sup>4</sup>	3.4 C, 2.43 R, 4.8 CF	Major commercial centers outside of central business district
C4-3	3.4 C, 2.43 R, 4.8 CF	Major commercial centers outside of central business district
C4-4	3.4 C, 3.44 R, 6.5 CF	Major commercial centers outside of central business district
<b>Manufacturing Districts</b>		
M1-1	1.0 M, 1.0 C, 2.4 CF	Light manufacturing and most commercial uses, located adjacent to low-density residential areas
M1-2	2.0 M, 2.0 C, 4.8 CF	Light manufacturing and most commercial uses, older industrial areas, strict manufacturing performance standards
M2-1	2.0 M, 2.0 C	Medium manufacturing and most commercial uses, moderate manufacturing performance standards
M3-1	2.0 M, 2.0 C	Heavy manufacturing and most commercial uses, minimum manufacturing performance standards
<b>Notes:</b>		
<sup>1</sup> Floor area ratio (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 (sf) 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 sf.		
<sup>2</sup> CF=Community Facility, R=Residential, QH=Quality Housing, C=Commercial, M=Manufacturing.		
<sup>3</sup> The maximum FAR is increased by the attic allowance which provides up to 20 percent additional FAR for space beneath a pitched roof that has structural headroom of between five and eight feet.		
<sup>4</sup> Commercial overlay districts including C1-2, C1-4, C2-1, C2-2, and C2-4 are mapped with residential districts (R5 and above) along the study area’s heavily traveled roadways.		
<b>Source:</b> New York City Zoning Resolution.		



- Project Site
- Primary Study Area Boundary
- Secondary Study Area Boundary
- Zoning District Boundary
- C1-2 Overlay
- C1-3 Overlay
- C1-4 Overlay
- C2-2 Overlay
- C2-3 Overlay
- C2-4 Overlay
- CP College Point Special Purpose District
- WP Willets Point Special Purpose District



## **Willets Point Development**

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### *PROJECT SITE*

The Special Willets Point District is coterminous with a C4-4 zoning district. The District was created in 2008 to allow for the redevelopment of this portion of the project site consistent with the Willets Point Development Plan.

C4-4 commercial districts are located outside of central business districts and generally serve a larger region than neighborhood shopping areas. Within the District, the zoning allows a range of maximum FARs, as follows: in the area generally west of 127th Street and south of 34th Avenue, a maximum 5 FAR; west of 127th Street and north of 34th Avenue, 3.4 FAR; east of Willets Point Boulevard, 4.0 FAR; north of 34th Avenue and east of 127th Street, 2.0 FAR; and in the triangle formed by 34th Avenue, 127th Street, and Willets Point Boulevard, 3.0 FAR. Throughout the District, the maximum commercial FAR is limited to 2.0.

As defined in the Zoning Resolution, the establishment of the District in 2008 was designed to promote several specific goals:

- Transform Willets Point into a diverse and sustainable community that enhances connections to its surroundings through a unique combination of uses;
- Create a retail and entertainment destination that catalyzes future growth and strengthens Flushing's role as a nexus of economic, social, and cultural activity;
- Encourage a mix of uses that complement sporting venues within Flushing Meadows-Corona Park;
- Maximize utilization of mass transit, reducing the automobile dependency of the redevelopment;
- Create a livable community combining housing, retail, and other uses throughout the District;
- Create a walkable, urban streetscape environment with publicly accessible open spaces;
- Encourage the pedestrian orientation of ground floor uses;
- Build upon the diversity of the Borough of Queens as well as the proximity of regional transportation facilities, including the Van Wyck and Whitestone Expressways, LaGuardia and JFK Airports and the LIRR;
- 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
- Promote the most desirable use of land and building development in accordance with the District Plan and Urban Renewal Plan for Willets Point and thus improve the value of land and buildings and thereby improve the City's tax revenues.

The regulations of the District waive certain C4-4 district requirements and the need for certain CPC and New York City Board of Standards and Appeals (BSA) special permits. To create an appropriate scale and density within the District's surroundings, the District regulates a number of urban design elements, including the number of intersections along 126th Street, building heights and setbacks, street hierarchies, streetscape design, and basic site planning and design provisions.



The Willets West and Roosevelt Avenue areas of the project site are mapped parkland that has been authorized for other uses by statute. A small M1-1 area in the South Lot along Roosevelt Avenue is not part of the project site.

#### *PRIMARY STUDY AREA*

The areas north and east of the District within the Willets Point peninsula are zoned R3-2 and M3-1, and the portions of the Flushing Bay waterfront north of the project site are mapped as parkland. Much of the area south of the project site also is mapped as parkland (part of Flushing Meadows-Corona Park); however, the area south of the Roosevelt Avenue portion of the project site containing the LIRR tracks and Corona Rail Yard is zoned M1-1.

R3-2 districts are general residential districts that allow a variety of housing types. R3-2 districts allow a maximum FAR of 0.6, which includes a 0.1 attic allowance. M3 districts allow heavy industrial uses that generate noise, traffic, or pollutants. They are typically located on waterfronts or in industrial sectors, where they can be buffered from residential areas. M3-1 districts allow a maximum FAR of 2.0, and parking is required. The M1-1 district allows light industrial uses that comply with more stringent performance standards, such as warehousing, storage facilities, and auto repair shops. A maximum FAR of 1.0 is permitted in M1-1 districts.

#### *Flushing*

The Flushing subarea contains a mix of zoning districts, with manufacturing (M3-1, M2-1, M1-2, and M1-1) and commercial (C4-2) districts located near the Flushing River waterfront, and commercial (C4-3) and residential (R6) districts located farther east.

#### *Downtown Flushing—Subarea A*

The Downtown Flushing subarea contains commercial C4-2, C4-3, and C4-4 districts and a residential R6 district. The C4-2 district generally extends west of Main Street to the Flushing River waterfront; this area was rezoned in 1998 from a manufacturing district to encourage residential and commercial development along the waterfront. The zoning also requires new development to provide public access to the waterfront in accordance with a Waterfront Access Plan (WAP). The blocks between Main and Union Streets are generally mapped C4-3, and a C4-4 district is bounded by Union Street, Rosenthal Place, 138th Street and 33rd Avenue. C4 districts are mapped in regional commercial districts and allow medium density commercial development and uses such as specialty and department stores, which serve the needs of a larger area. Both the C4-2 and C4-3 districts allow residential uses at a maximum FAR of 2.43 and commercial uses at a maximum FAR of 3.4. C4-4 districts allow residential at a maximum FAR of 3.4 and commercial uses at a maximum FAR of 3.44.

An R6 district extends east of Union Street between Northern Boulevard and the LIRR right-of-way forming the southern boundary of this subarea. Residential R6 districts are medium-density residential districts which allow a maximum FAR of 2.43. The character of R6 districts typically range from row houses to larger tower developments. Much of the R6 district in this subarea contains either a commercial C1-2 or C2-2 overlay. Commercial overlays within residential districts generally serve the local retail needs of the surrounding neighborhoods. Within the R6 district, both commercial overlays permit commercial uses at an FAR of 2.0.

Just south of Northern Boulevard, close to the Flushing River, are manufacturing M3-1 and M1-1 districts. The characteristics of these districts are described above.

## Willets Point Development

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### *Flushing Subarea B*

This subarea is generally zoned for manufacturing uses. Zoning districts to the west of College Point Boulevard are predominantly M1-1 and M1-2 with a small enclave zoned M3-1. As described above, M1 districts are for lighter industrial uses, while M3 districts are for heavy industrial uses and contain minimum performance standards. M1-1 districts permit a maximum FAR of 1.0, while M1-2 and M3-1 districts permit a maximum FAR of 2.0. Both zoning districts have parking requirements, which vary depending on the type of use and size of the establishment.

A small portion of this area is within a residential R6 district, with a commercial C2-3 overlay extending along a stretch of College Point Boulevard. The commercial C2-3 overlay mapped in this R6 district allows commercial use at 2.0 FAR.

### *Flushing Subarea C*

This subarea is predominantly zoned M1-1 and M2-1; however, a small area to the north of Northern Boulevard is within a residential R6 district with a C2-2 commercial overlay. The characteristics of these zoning districts are described above.

### *Corona*

The Corona subarea is zoned primarily with medium-density residential districts, including R6, R6A, and R6B, with C2-2 and C2-4 commercial overlays. The R6 district has a C2-4 overlay mapped at the corner of Northern Boulevard and Grand Central Parkway; the R6A district has a C2-4 overlay mapped along Northern Boulevard; and the R6B district has a C2-4 overlay mapped along 108th Street and the north side of Roosevelt Avenue, and a C2-2 overlay mapped along the south side of Roosevelt Avenue. The R6A district extends along portions of Astoria and Northern Boulevards; the R6B district stretches along 108th Street from north of LIRR tracks to 37th Avenue, and along 37th Avenue from 106th to 112th Streets. The area generally south of 37th Avenue is zoned as R5 and R5A districts. Two small areas located north of Northern Boulevard and south of Roosevelt Avenue adjacent to Flushing Meadows-Corona Park are zoned as R4 districts.

The R6A contextual district allows medium-density residential development with a maximum FAR of 3.0. The R6B zoning district allows a maximum FAR of 2.0 and restricts density, limits building heights, and requires minimum setbacks in relation to the building's height, thereby maintaining a contextual residential neighborhood with single and multiple-dwelling homes rising four or five stories in height. R5 districts permit a variety of housing stock, including three-story attached houses and small apartment buildings, but limit development to 1.25 FAR with a maximum building height of 40 feet. The R5A district is a contextual residential district with a maximum FAR of 1.1 that restricts building heights and requires minimum setbacks in relation to the building height, thereby maintaining a contextual residential neighborhood with single-dwelling homes rising no greater than 35 feet in height. R4 zoning districts are similar to the R5 district with respect to multi-family development and front, side, and rear-yard requirements; however, they have a lower maximum FAR of 0.75 (up to 0.9 FAR with a 20 percent increase for an attic allowance), which is generally accommodated in the pitched roof design of homes common to this district.

*SECONDARY STUDY AREA*

*Corona*

The Corona subarea is zoned primarily for low- to medium-density residential districts, including R4, R5, R5A, and R6B, with commercial overlay districts along the main thoroughfares, such as Roosevelt Avenue, National Street, 103rd Street, and 104th Street. As with the primary study area, smaller portions of this subarea—generally located south of Roosevelt Avenue and north of Northern Boulevard—are within R4 or R5 districts, which are lower-density residential districts described above. An R6B district with C1-2, C1-4, and C2-2 overlays is mapped in the eastern portion of the area along Roosevelt Avenue, National Street, and 103rd Street.

*Flushing*

*Flushing Subarea B*

This subarea is primarily zoned R6, although small areas north of Kissena Boulevard are within C4-2 and R7-1 districts. Within the R6 district, a commercial C1-2 overlay is mapped along Main Street. The C4-2 district, as described above, allows major retail businesses and larger local establishments to exist in a high-density area. The R7-1 district allows residential development similar to R6 districts, although a higher FAR (up to 3.44 FAR) is permitted with less lot coverage.

*Flushing Subarea C*

This subarea is primarily within a residential R6 district. A commercial C2-2 overlay is mapped within this R6 district along Northern Boulevard to the west of Union Street.

*College Point*

The College Point portion of the secondary study area is predominantly zoned M1-1 and M2-1.

**PUBLIC POLICY**

Since World War II, there have been numerous attempts to redevelop Willets Point, which became known over the years for its many auto repair businesses and junkyards, and as an incineration ash disposal site for decades prior. Since 2000, these planning efforts have accelerated. In 2001, the New York City Department of Housing Preservation and Development (HPD) held a design workshop that explored potential redevelopment ideas for Willets Point. The workshop recommended land uses that would reconnect Willets Point with its neighboring communities and attract visitors from nearby attractions and facilities such as Downtown Flushing, Flushing Meadows-Corona Park, Shea Stadium, and hotels servicing nearby LaGuardia and Kennedy Airports.

Around the same time, in 2002, the City created the Downtown Flushing Task Force to undertake a community planning process involving City and State agencies, local and State elected officials, community members, advocacy groups, and local business leaders. The resulting development plan, the Downtown Flushing Development Framework, was completed in May 2004. The Framework identified a set of land use and economic goals to revitalize Downtown Flushing, the Flushing River waterfront, and Willets Point, and to strengthen the area as a regional center, with enhanced connections to neighboring amenities and communities, and is described in more detail below.

## **Willets Point Development**

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Additional public policies that apply to either the District or the study areas are also described below.

### *WILLETS POINT URBAN RENEWAL PLAN*

The Willets Point Urban Renewal Plan (URP) was adopted in 2008. The URP defined the boundaries of the District and the area to be redeveloped and established maximum square footage development envelopes, in accordance with the City's redevelopment goals. The overall maximum permitted floor area in the District was defined as 8.94 million square feet of zoning floor area (zsf), with maximum permitted floor areas for residential and commercial uses (5,850,000 zsf of residential use, 3,160,000 zsf of commercial use). The URP, as well as the special district regulations, also requires the creation of a minimum of eight acres of open space in the District and a minimum 650-seat school.

### *DOWNTOWN FLUSHING DEVELOPMENT FRAMEWORK*

The Framework was initiated by the New York City Economic Development Corporation (EDC) and New York City Department of City Planning (DCP), and is a land use planning strategy for the future growth and sustainability of Downtown Flushing, the Flushing River waterfront, and the Willets Point peninsula. It considered opportunities for mixed-use development, improved connections with adjacent regional destinations, enhancements to public open spaces and streetscapes, and transportation and parking strategies.

The Framework looked at the development potential of the Willets Point peninsula, examining the opportunity to create a large-scale economic impact and transform the Flushing area into a regional destination. It also discussed the need to improve the environmental quality of the area. The Framework identified the creation of a long-term redevelopment plan for the Willets Point area as one of the principal implementation goals. Based on an analysis of the area's assets and development constraints, the Framework identified the following land use and economic goals to be achieved through development within Willets Point:

- Create a regional destination that would enhance economic growth in Downtown Flushing and Corona;
- Improve environmental conditions in the District and reflect the sensitive nature of its waterfront setting;
- Create a larger, expanded Flushing core by integrating the two sides of the Flushing River through land use and design;
- Complement the adjacent recreational and sporting facilities;
- Optimize use of the existing highway, public transit, and parking infrastructure to minimize local traffic impacts; and
- Create substantial positive economic value for the City and provide a source of quality jobs for area residents.

The Framework identified ways to renew the central business, residential, and shopping core in Downtown Flushing by enhancing the pedestrian experience and retail options. Specific recommendations included a series of streetscape improvements, façade upgrades, a coordinated marketing program, and improvements to the design of critical gateway intersections connecting Downtown Flushing to the surrounding areas. Other recommendations focused on leveraging

Downtown Flushing’s significant transportation assets to enhance mobility, improve the pedestrian environment, and enhance mass transit proximity to the waterfront.

The Framework identified the Flushing River waterfront as the greatest unifying element, with the potential to connect activity at Willets Point to the Downtown Flushing area, and envisioned the waterfront area as containing a combination of open space and mixed-use development that would attract residents and visitors to the waterfront. The Framework set forth a number of recommendations for the waterfront area, including: improving the environmental quality of the river and surrounding wetlands; facilitating the creation of an esplanade along the eastern shore of the Flushing River; introducing a new community open space at the northern anchor of the esplanade; and improving access to the waterfront and creating a continuous open space system around the Flushing River.

### *PLANYC 2030*

Released by the City in April 2007 and updated in 2011, this 128-point plan was prepared to create an environmentally sustainable city over the next two decades. PlaNYC focuses on the many facets of New York’s environment—its transportation network, housing stock, land and park system, energy network, water supply, and air quality—and sets a course to achieve 10 goals to create a more sustainable New York by the year 2030. Specific goals of the plan include:

- Create enough housing for almost a million more people, and find ways to make housing more affordable;
- Ensure that every New Yorker lives within a 10-minute walk of a park;
- Clean up all contaminated land in New York City;
- Improve the quality of New York City’s waterways to increase opportunities for recreation and restore coastal ecosystems;
- Ensure the high quality and reliability of New York City’s water supply system;
- Expand sustainable transportation choices and ensure the reliability and high quality of our transportation network;
- Achieve the cleanest air quality of any big city in America;
- Divert 75 percent of our solid waste from landfills;
- Reduce greenhouse gas emissions by more than 30 percent; and
- Increase the resilience of our communities, natural systems, and infrastructure to climate risks.

### *FLUSHING MEADOWS-CORONA PARK STRATEGIC FRAMEWORK PLAN*

The Flushing Meadows-Corona Park Strategic Framework Plan, prepared in 2007, proposes a series of changes and updates to the park with the goal of increasing its functionality and sustainability.

The plan is organized around the concept of remaking Flushing Meadows-Corona Park into “the park of the future,” reclaiming the forward-looking heritage of the 1939 and 1964 World’s Fairs for which the park was built. The plan includes three broad goals:

## Willets Point Development

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- Re-envision the World’s Fair Core, including restoration of landmark structures, daylighting of the Flushing River, and creation of more green space, topography, and a new festival gathering space;
- Reconfigure and restore lakes in the park, to improve their utility as natural and recreational resources, create a more diverse ecology, and add additional parkland; and
- Reconnect the park to the neighborhood and city by creating better access and more logical activity corridors within the park, as well as improving accessibility from surrounding neighborhoods and rationalizing parking for visitors from farther afield. This proposal also includes the establishment of a bike-sharing system with the park.

Additional objectives of the plan include reducing runoff, energy use, and impervious coverage in the park; establishing the park as a center for cultural activities; and finding better uses for underutilized structures such as the New York State Pavilion.

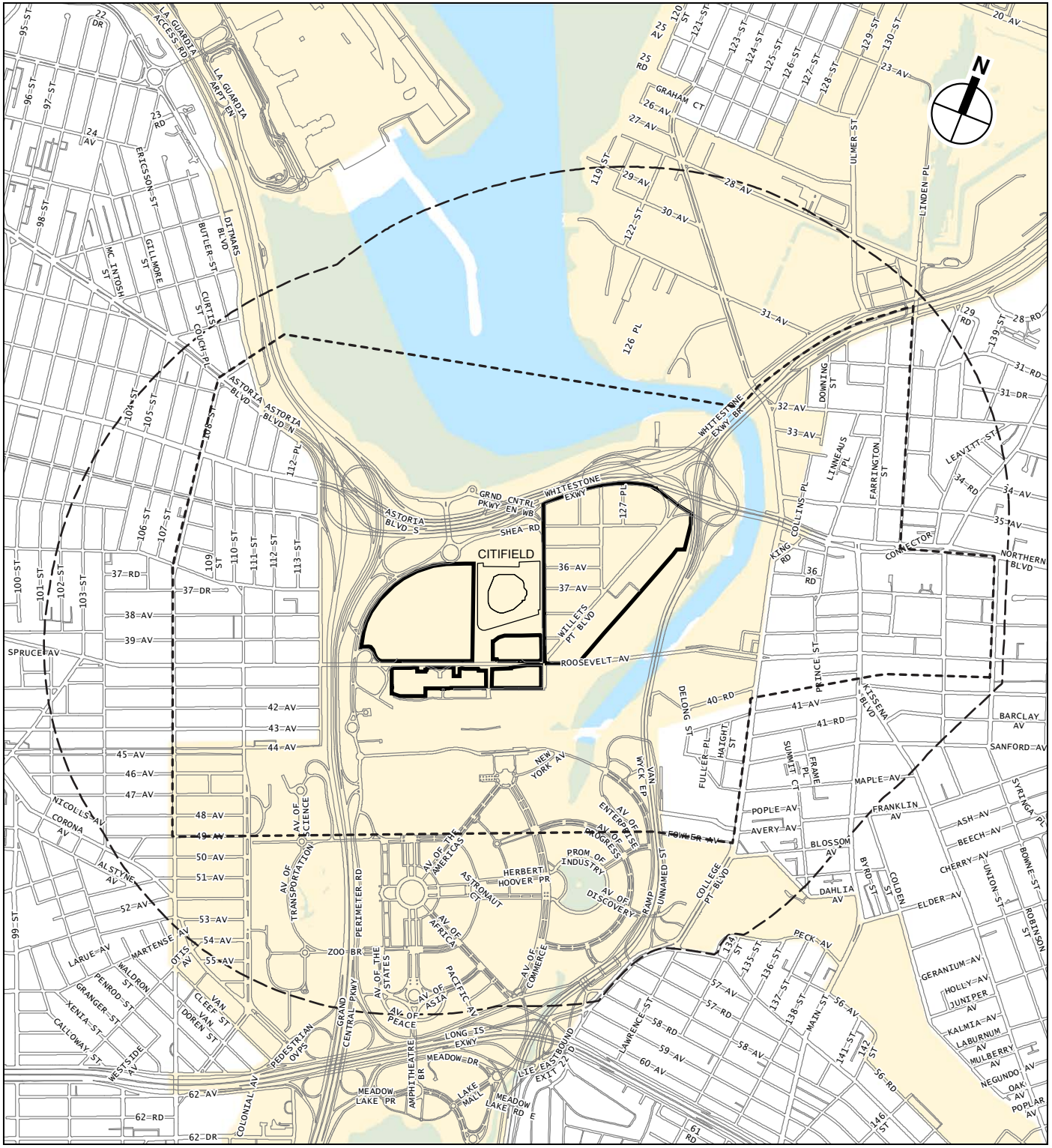
The plan also suggests the creation of a transportation management association to coordinate large events (such as Met games, the US Open, and cultural festivals) and associated transportation and parking strategies; conformance with PlaNYC’s standards for green parking lots, including for the CitiField parking areas; and improving of links between the marina area and the park’s historic World’s Fair core. For the CitiField parking area itself, it suggests that a parking garage could be developed, leaving space for additional green areas. No suggestions are made for the South Lot or Lot D.





### *COLLEGE POINT CORPORATE PARK*

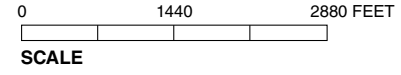
A portion of the College Point subarea lies within the College Point Corporate Park, a 550-acre corporate park formed in 1969 on land acquired through eminent domain under the College Point II Urban Renewal Plan. The corporate park is currently managed by EDC, which disposes the land to various developers. All property disposition in the park includes covenants that restrict land use, guide future design, and require contribution to an improvement fund. The park contains approximately 200 businesses and employs around 6,000 people. Large industrial businesses include the New York Times printing and distribution plant; Crystal Windows, a manufacturer of windows and doors; Ares Printing and Packaging, a printing and distribution company; Graphic Communication Center, another printing and distribution company; and the North American headquarters for Skanska (a Swedish construction company). There are also several big box retailers in the park, including a Target Greatland, BJ’s Warehouse, TJ Maxx, and Circuit City. Additional retailers in the park include Old Navy, Staples, Toys ‘R’ Us, Babies ‘R’ Us, a Walbaums supermarket (including a Walbaums corporate training center), Boulder Creek Steakhouse, and a multiplex cinema. The former Flushing Airport site, which is within the corporate park, comprises 16 percent of developable land within the park.

### *WATERFRONT REVITALIZATION PLAN*

As shown on **Figure 2-3**, the project site and portions of the study area are within the City’s designated Coastal Zone. Therefore, an assessment of the consistency of the proposed project with the City’s Waterfront Revitalization Program (WRP) is warranted. This assessment is provided below under Section F, “Waterfront Revitalization Program.”



-  Project Site
-  Primary Study Area Boundary
-  Secondary Study Area Boundary
-  Coastal Zone



Coastal Zone  
Figure 2-3

## E. THE FUTURE WITHOUT THE PROPOSED PROJECT

### LAND USE

#### *PROJECT SITE*

As described in Chapter 1, “Project Description,” for the purposes of a conservative analysis, the RWCDS for this EIS assumes that no changes to land use occur on the project site for the three analysis years: 2018, 2028, and 2032. Without the proposed project, it is expected that the District would continue to have the existing industrial and auto-related uses and would continue to be isolated from surrounding neighborhoods, and that the Willets West and Roosevelt Avenue portions of the project site would continue to serve the parking needs of CitiField.

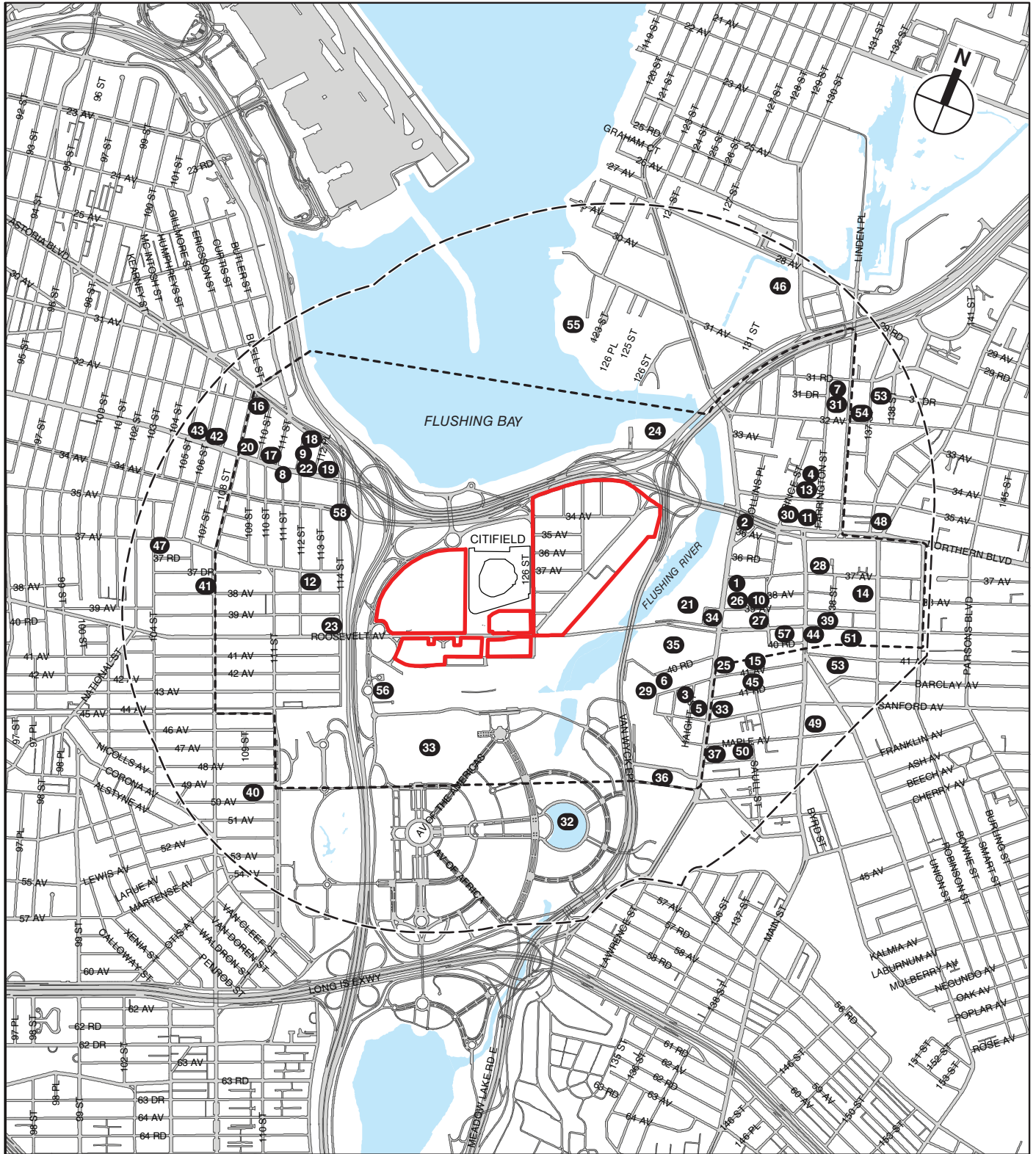
#### *PRIMARY STUDY AREA*

In the future without the proposed project, the existing uses in the remainder of the Willets Point peninsula, including the undeveloped MTA property to the east of the District, also are expected to remain unchanged.

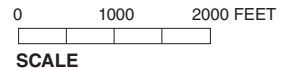
A substantial amount of new development is either under construction or planned within the remainder of the primary study area, including several large-scale mixed-use redevelopment projects, primarily located in Downtown Flushing, and numerous residential developments in the Corona and greater Flushing areas. As shown in **Table 2-2** and mapped in **Figure 2-4**, approximately 39 development projects are either under construction or proposed for the primary study area. All but two of these projects are anticipated to be complete by 2018. The USTA NTC Strategic Vision project is anticipated to be complete by 2019. A portion of the Flushing Commons project is anticipated to be complete by 2018; the remainder of the project will be complete by 2028. No other development projects have been identified for completion between 2018 and 2032 in the primary study area.

In recent years, there has been increased interest in the development of mixed-use projects along the Flushing River waterfront. Across the Flushing River from the District, the second phase of Sky View Parc will add 600 residential units to this mixed-use development by 2018. Another large mixed-use development, River Park Place, is planned on the east side of the Flushing River waterfront just north of Roosevelt Avenue, and has been assumed to be completed in 2018. Current plans for this development include 475 residential units, 251,000 sf of office use, 10,200 sf of retail use, 1,500 sf of community facility use, and either a 175-room hotel or an additional 96,500 sf of office use. This project will also include a waterfront esplanade, as required by the WAP. It is expected that the trend of new mixed-use development along the waterfront will continue over the long term without the proposed project, following current development projects and alongside other initiatives proposed as part of the Framework to improve connections between Downtown Flushing and the Flushing waterfront.





- Project Site Boundary
- Primary Study Area Boundary
- · - · - Secondary Study Area Boundary
- 76 No Action Project



**Table 2-2  
No Action Projects**

Site No.	Address	Program	Build Year
<b>Primary Study Area</b>			
1	133-12 37 Avenue	10 dwelling units (DU); 22,336 sf commercial; 1,971 sf community facility	2018*
2	35-19 College Point	35,580 sf manufacturing; 11 parking spaces	2018*
3	41-09, 41-15 Haight Street	28 DU; 12,584 sf community facility	2018*
4	33-39 Prince Street	6,396 sf manufacturing	2018*
5	41-38 College Point Boulevard	8 DU; 1,577 sf commercial; 1,646 sf community facility	2018*
6	131-10, 131-14 40th Road	5,795 sf commercial	2018*
7	31-16 Linden Place	24 DU; 6,085 sf commercial; 2,021 sf community facility	2018*
8	P.S. 287, 110-08 Northern Boulevard	49,471 public school	2016
9	32-29, 32-33 112th Street	2 DU	2018*
10	133-47 39th Avenue	12,270 sf office; 11,420 sf retail; 9,755 sf medical office	2018*
11	RKO Keith Theater, 135-27 Northern Boulevard	357 DU; 17,000 sf retail; 12,500 sf community facility; 385 parking spaces	2016
12	37-06 112th Street	3 DU	2013
13	New Millennium, 134-03 35th Avenue	84 DU; 33,600 sf community facility; 3,600 sf retail; 222 parking spaces	2016
14	Flushing Commons and Macedonia Plaza, block bounded by 138th Street, 37th Avenue, 39th Avenue, and Union Street (Municipal Parking Lot 1)	Flushing Commons: 620 DU; 275,000 sf retail; 110,000 sf office; 98,000 sf community facility; 1,600 parking spaces (700 accessory); and either 250 hotel rooms or an additional 124,000 sf office. Macedonia Plaza: 142 affordable DU; 10,000 sf community facility; 25,000 sf retail.	2018/2028
15	Flushing Municipal Parking Lot 3, 133-45 41st Avenue	120 DU; 23,000 sf commercial; 10,000 sf community facility; 200 parking spaces	2015
16	108-04, 108-14, 108-16 Astoria Boulevard	84 DU; 34,965 sf community facility	2018*
17	110-09 Northern Boulevard	31 DU; 15,500 sf commercial	2018*
18	112-12, 112-18, 112-24 Astoria Boulevard	38 DU; 16,034 sf community facility	2018*
19	Block bounded by Astoria Boulevard, Northern Boulevard, and 112th Place	147 DU; 73,329 sf commercial use	2018*
20	108-09 Northern Boulevard	18 DU; 8,970 sf commercial	2016
21	River Park Place, 39-08 Janet Place	475 DU; 10,200 sf retail; 1,500 sf community facility; 251,000 sf office; and either 175 hotel rooms or an additional 96,500 sf of office	2018*
22	112-15 Northern Boulevard	163-room hotel	2013
23	39-14 114th Street	23 DU; 18,638 sf commercial; 4,794 sf community facility; 38 parking spaces	2018*
24	32-11 Harper Street	137 sf commercial	2018*
25	132-15 41st Avenue	25 DU; 5,933 sf community facility; 8 parking spaces	2018*
26	37-19 College Point Boulevard	1 DU; 56,595 sf commercial; 1,000 sf community facility; 31 parking spaces	2018*
27	One Fulton Square	88 DU; 142,180 sf office, 168 hotel rooms; 16,722 sf community facility; 283 parking spaces	2018*
28	136-33 37th Avenue	116,894 sf office; 97 parking spaces	2018*
29	131-08 40th Road	4,548 sf commercial	2018*
30	135-17 Northern Boulevard	28 DU; 8,465 sf commercial; 2,867 sf community facility; 45 parking spaces	2018*

**Table 2-2 (cont'd)**  
**No Action Projects**

Site No.	Address	Program	Build Year
<b>Primary Study Area (cont'd)</b>			
31	31-39 Farrington Street	5,937 sf commercial (Con Ed)	2018*
32 <sup>1</sup>	Flushing Meadows-Corona Park	35,000-seat major league soccer stadium	2016
33 <sup>4</sup>	USTA Billie Jean King National Tennis Center Strategic Vision, Flushing Meadows-Corona Park	<u>Expansion to NTC facilities including: additional 6,500 seats; 80,000 gsf admin/retail building/office; 90,000 gsf addition to Arthur Ashe stadium for operational space; 6,500 gsf transportation center; 493 393 parking spaces</u>	2019
34	39-16 College Point Boulevard	7- room hotel; 15 parking spaces	2013
35	Sky View Parc - Phase II, 40-22 College Point Boulevard	600 DU	2018
36	Flushing Meadows East Rezoning, Block 5076, Lots 1, 5, 7, 9, 11, 14, 16, 18, 20, 29, 31, 43, 61, 65, 67, 75, and 160	376 DU	2014
56	Flushing Meadows-Corona Park	Annex to Olmsted Center	2013
57	135-15 40th Road	4,000 sf community facility; 4,100 sf retail or restaurant; 4,100 sf office; no on-site parking	2015
58	34th Avenue and 114th Street	DOT bicycle/pedestrian connection to CitiField	2013
<b>Secondary Study Area</b>			
37	132-08 Pople Avenue	22 DU; 4,500 sf community facility; 12 parking spaces	2018*
38	132-18 41st Road	10 DU (16,538 sf); 4095 sf community facility	2018*
39	136-13 Roosevelt Avenue	2,800 sf commercial	2018*
40	108-30 49th Avenue	3 DU	2018*
41	37-56 108th Street	4 DU; 1,785 sf commercial	2018*
42	106-15 Northern Boulevard	11 DU; 5,502 sf commercial	2016
43	32-56 106th Street	14 DU; 7,144 sf commercial	2016
44	Caldor Site, 136-20 Roosevelt Avenue	155,000 sf retail	2016
45	132-27 to 132-61 41st Road	37 DU	2018*
46	College Point Police Academy, 129-05 31st Avenue	2.4 million sf, including 450,000 sf physical training area, 250 beds for visiting law enforcement agencies, 250 classrooms, firing range, and fields for emergency-vehicle and other training exercises, 2,000 parking spaces	2018*
47	37-19 104th Street	2 DU; 1,100 sf community facility	2018*
48	35-01, 35-05 Leavitt Street	12 DU; 6 parking spaces	2018*
49	42-33 Main Street	79 DU	2018*
50	132-29 Pople Avenue	9 DU; 560 sf community facility	2018*
51	136-68 Roosevelt Avenue	29,124 sf commercial; 14, 279 sf community facility; 34 parking spaces	2018*
52	31-13 137th Street	6 DU	2018*
53	154-32 Barclay Avenue	18 DU; 5,950 sf community facility	2018*
54	31-53 Linden Place	16 DU; 3,746 sf community facility; 8 parking spaces	2018*
55	DSNY North Shore Marine Transfer Station, 31st Avenue and 122nd Street	Converted facility will receive and containerize DSNY-managed waste from Queens Community Districts 7 through 14	2013
<p><b>Notes:</b> DU = dwelling unit  * Projects without specific information regarding their build years are assumed to be developed by 2018 (the first analysis year for the proposed project).  <sup>1</sup> This is a proposal that will require discretionary land use approvals; however, because it is located in close proximity to the project site, it has been included as a No Action development for conservative impact analysis.  <b>Sources:</b> AKRF, Inc., New York City Department of City Planning, New York City Department of Buildings, and the New York City Economic Development Corporation.</p>			

## **Willels Point Development**

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A planning effort is being undertaken by the Flushing Willets Corona Local Development Corporation (FWCLDC), in consultation with DCP, with funding from the New York State Department of State (NYS DOS) under the Brownfield Opportunity Areas (BOA) Program. This Flushing BOA Plan encompasses approximately 60 acres on the Flushing River waterfront, bounded by Northern Boulevard to the north, Roosevelt Avenue to the south, Prince Street to the east, and the Van Wyck Expressway to the west. Begun in spring 2011, this planning initiative involved a public outreach and participation program including a series of stakeholder and community meetings and visioning sessions. The study seeks to identify land use and zoning recommendations within the Flushing BOA to allow the potential for greater residential density and contextual design in order to create a more mixed-use character, as well as improved public access along the waterfront than currently allowed under the existing C4-2/M1-1 zoning districts. The Flushing BOA Plan builds off the 2004 Downtown Flushing Development Framework. Consistent with the Framework's goals, the Flushing BOA Plan intends to update and improve on the 1998 rezoning enacted in the area as a result of the 1993 Downtown Flushing Waterfront Access Plan. However, this planning effort is still in development with no discrete program or set implementation time table. The recommendations, which have not been developed yet for this Flushing BOA Study, would require future discretionary land use approvals and public review. Ongoing consultation with DCP, other key agencies, stakeholders, and the community at-large will continue through 2013.

Several large-scale, mixed-use developments are either under construction or planned for Downtown Flushing. In the heart of Downtown Flushing, Flushing Commons, a mixed-use project proposed for development on Municipal Lot No. 1, is expected to contain approximately 620 residential units, 275,000 sf of retail use, 110,000 sf of office use, 98,000 sf of community facility use, 1,600 parking spaces, and either 250 hotel rooms or an additional 124,000 sf of office use, as well as 1.5 acres of passive open space. The former Caldor building at Roosevelt Avenue and Main Street will be redeveloped with 155,000 sf of retail use.

There are also several mixed-use developments planned or under construction in Flushing north of Northern Boulevard. These include a mixed-use development on 35th Avenue with 84 residential units, community facility and retail use, and approximately 220 parking spaces and a mixed-use development on Northern Boulevard with 28 residential units, community facility and retail use, and approximately 45 parking spaces. In addition, the redevelopment of RKO Keith's Theater (a 1920s movie house) to include 357 residential units, 17,000 sf of retail use, 12,500 sf of community facility use, and approximately 385 parking spaces is anticipated by 2018.

Eight additional projects are projected to be developed in the area between Northern and Astoria Boulevards by 2018, as a result of the recent rezoning of Corona. If developed, these large mixed-use projects would bring approximately 320 new residential units to the area, along with approximately 98,000 sf of retail use, approximately 61,000 sf of community facility use, a hotel, and a public school.

The City, through DPR, is currently in discussions with a private entity for a lease covering the construction and operation of a new stadium for professional soccer purposes in an approximately 13-acre area within the northern portion of Flushing Meadows-Corona Park south of Roosevelt Avenue and eastward of the USTA NTC. As currently contemplated, a 25,000-seat stadium (with the ability to be expanded to 35,000 seats) would be constructed by 2016 on the present site of the Fountain of the Planets and land surrounding the fountain. In addition to the fountain, the stadium would displace four existing soccer fields, a basketball court, landscaped areas, and pathways, which would be relocated to other locations within the park. Both New

York State parkland alienation legislation and Land and Water Conservation Fund Act considerations will require the provision of replacement park land. Although the project requires city, state, and federal approvals and public review, the project is being considered as part of the No Action condition for the proposed project, as it is currently under consideration by the City and is in proximity of the proposed project.

Elsewhere in Flushing Meadows-Corona Park, ongoing capital improvement projects are being carried out by DPR to provide for up to date recreational facilities. One soccer field is currently being renovated and an additional two soccer fields will be renovated by 2019. In addition, capital funds have been allocated to repair a fourth soccer field and create volleyball courts located on the eastern edge of the park and south of Fountain of the Planets. Construction of an annex to the Olmsted Center is currently underway and is anticipated for completion in 2013. Although it is currently unfunded, DPR has identified as a priority project within Flushing Meadows-Corona Park the repair of the tide gates so as to improve drainage flow that affects existing park facilities. Some City capital funding has been allocated for streetscape improvements on Roosevelt Avenue west into Corona; however, there are no specific designs or timeline for implementation for this proposal.

#### *SECONDARY STUDY AREA*

Approximately 19 development projects are proposed for the secondary study area by 2018; no other development projects have been identified for completion between 2018 and 2032 in the secondary study area. Several new multi-family and mid-rise and residential apartment buildings are currently under construction in the Corona subarea. Several new residential buildings within the area between 37th Avenue and the LIRR tracks will bring a total of 73 new units to the area. Two mixed-use buildings and one commercial building are also projected to be developed on Northern Boulevard by 2018.

In the residential area south of Roosevelt Avenue in Flushing, several residential projects are either planned or under construction in this area that will collectively introduce approximately 193 new residential units. In addition, a new 425-seat primary school is being constructed at Franklin and Golden Avenues.

North of Northern Boulevard in Flushing, several residential projects are planned or are under construction, which together will introduce approximately 34 new units to the area. A church at Parsons Boulevard and 32nd Avenue is also projected to be completed by 2018, as well as an approximately 13,500 sf community facility at Parsons Avenue and 34th Avenues.

Two major projects are expected to be completed in the College Point subarea in the future without the proposed project. These include the North Shore MTS on Flushing Creek at 31st Street, and the new NYPD academy on 31st Avenue at College Point Boulevard. The converted MTS is included in DSNY's Solid Waste Management Plan for long-term waste export, and would receive and containerize waste from Queens Community Districts 7 through 14, exporting waste by barge. The MTS facility is expected to begin operating in 2013, once the required permits are granted by the New York State Department of Environmental Conservation (NYSDEC). The new NYPD academy, which is planned to be constructed by 2018, will include a 30-acre campus with 250 classrooms, 250 beds for visiting law enforcement agencies, firing ranges, indoor and outdoor tracks, and areas for simulated training activities.

### ZONING

In the future without the proposed project, the Flushing Meadows East Rezoning is expected to occur within the primary study area.<sup>1</sup> The rezoning is anticipated to result in the construction of up to 378 dwelling units and approximately 148,100 square feet of retail space.

### PUBLIC POLICY

In the future without the proposed project, no new policies are expected that would affect the project site or the primary and secondary study areas. Without the proposed project, an essential component of the Downtown Flushing Development Framework—i.e., the redevelopment of the Willets Point peninsula—would not proceed, and many of the Framework’s goals, which focus on facilitating future growth and sustainability of the area through the redevelopment of Willets Point, would not be achieved. It is expected that the City would continue to explore opportunities to advance the other components of the Framework, such as opportunities for mixed-use development in Downtown Flushing, enhancements to public open spaces and streetscapes, improved connections between Downtown Flushing and the Flushing waterfront, and transportation and parking strategies. Specific objectives outlined in the Framework include upgrading streetscapes between the Downtown Flushing core and the waterfront, and improving pedestrian conditions along College Point Boulevard. However, goals such as improving environmental conditions in the District and enhancing adjacent regional destinations would not likely be achieved in the future without the proposed project. Additionally, as Willets West, the South Lot, Lot D, and Lot B would remain surface parking areas, the goals outlined in the Framework, such as creating regional destinations that would enhance economic growth in Downtown Flushing and Corona, also are unlikely to be achieved.

## F. PROBABLE IMPACTS OF THE PROPOSED PROJECT

By 2032, the proposed project would incorporate a development substantially similar to what was anticipated and analyzed in the 2008 FGEIS and subsequent technical memoranda, as well as a major entertainment/retail development and several parking garages adjacent to CitiField. Changes to the RWCDS analyzed here versus that analyzed in the 2008 FGEIS include an increase in the overall amount of retail development from 1.7 million square feet to 2.65 million square feet. This increase results from the development of the 1.4 million square foot (1 million leasable square foot) development at Willets West combined with a concurrent reduction in the overall amount of retail in the District from 1.7 million square feet to 1.25 million square feet. The Supplemental EIS (SEIS) also assumes 5.85 million square feet of residential development to match the highest amount of residential analyzed in the 2008 FGEIS (in the No Convention Center Scenario), and a 230,000-square-foot school rather than the 2008 FGEIS’s 130,000-square-foot school. The project is anticipated to proceed in three phases with build years occurring in 2018, 2028, and 2032.

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<sup>1</sup> A DCP-initiated rezoning study of East Elmhurst is currently underway, of which Block 1679 is within the primary study area and all or portions of Blocks 1657, Blocks 1657, 1671, 1672, 1675, 1676, 1677, 1691, 1692, 1693, and 1694 are within the secondary study area. Lower-density zoning changes are being considered for most of the rezoning area, however, an upzoning may be proposed for some areas. Additional information on this potential rezoning will be included as it becomes available.

Consistent with the 2008 FGEIS and subsequent technical memoranda, the RWCDS also includes a conceptual development program for Lot B, to be completed by 2032: 184,500 sf of retail use and 280,000 sf of commercial use.

This section evaluates the potential for the RWCDS to result in significant adverse land use, zoning, and public policy impacts compared with the future without the proposed condition described above.

## **LAND USE**

### *PROJECT SITE*

The RWCDS would develop up to 10.34 million zsf in new buildings on the project site, which would include residential, retail, office, hotel, community facility, public school, parking, and convention center uses, as well as publicly-accessible open space. The project would include environmental remediation of the project site; installation of new sanitary and storm sewer lines; and grading and elevation of the District above the 100-year floodplain. It also would result in the displacement of existing uses on the project site.

#### *Phase 1A*

The first phase of the project, anticipated to be complete by 2018, would commence with the remediation and development of an approximately 23-acre portion of the District and the development of Willets West on the existing parking lot west of CitiField. Upon completion of the environmental remediation for the District, an approximately 200-room hotel and approximately 30,000 square feet of retail space would be constructed above the floodplain along the east side of 126th Street, with a 20-foot-wide public esplanade. These uses are consistent with existing approvals made for the District in 2008. An approximately 2,825-space interim surface parking area would be developed within the District east of the retail and hotel uses. A majority of this parking area would be converted to active recreational use a minimum of 6 months per year.

The Willets West portion of the project site would be developed with an entertainment and retail center of approximately 1.4 million gross square feet (1 million leasable square foot). The complex could include over 200 retail stores, including anchor and “mini” anchor retailers, as well as movie theaters, restaurant and food hall spaces, and entertainment venues. Surface parking and a parking structure also would be developed in this portion of the project site, including 2,500 new spaces for the entertainment/retail center and 400 spaces of replacement parking for use by the Mets. In addition, a six-story structured parking facility with approximately 1,800 parking spaces would be constructed on the western portion of the South Lot, replacing approximately 640 of the existing surface parking spaces on that portion of the lot.

The redevelopment of the District and the development of the Willets West entertainment and retail complex in Phase 1A would dramatically change land uses on the project site, replacing a surface parking field and low-density auto-related, manufacturing, warehousing and distribution uses with new retail, hotel, entertainment, and recreational uses. The new uses at Willets West would complement existing retail and entertainment uses around the project site in the Flushing and Corona neighborhoods, as well as the CitiField and USTA NTC uses within Flushing Meadows-Corona Park. While the undeveloped portion of the District would continue to contain auto-related and industrial uses, the proposed surface parking use is not considered to be

## Willets Point Development

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incompatible with such uses. The proposed surface parking would support the Willets West entertainment and retail complex and the retail and hotel development along 126th Street, when not in use for CitiField game parking or active recreation. The active recreational uses also would be compatible with the recreational uses in Flushing Meadows-Corona Park. During the times of year when the recreational uses would be operational, they would differ from the uses in the undeveloped portion of the District; however, the majority of the recreational uses would be clustered together on a portion of the District that would not have through-access to the remaining portions. This is anticipated to provide a degree of visual and physical separation of the uses between the undeveloped and redeveloped portions of the District.

It is anticipated that the Willets West development, by building a critical mass of uses, would create a new destination that would serve as a catalyst for the subsequent build-out of the District. As described in Chapter 1, "Project Description," this entertainment and retail center would allow for more comprehensive transit-oriented development around the Mets/Willets Point stops on the No. 7 train and LIRR and support the economic development of the area.

Therefore, there would be no significant adverse impacts to land uses on the project site as a result of the proposed project's first phase.

### *Phase 1B*

In Phase 1B, anticipated to be complete by 2028, the interim surface parking lot/recreational space created during Phase 1A within the District would be developed into a new neighborhood. The program for this development would be consistent with the District's zoning and would include approximately 4.23 million square feet of development, including residential, retail, additional hotel, office, parking, and community facility uses, in addition to a public school and approximately six acres of open space. This development is anticipated to be developed block by block, substantially as envisioned in the Willets Point Development Plan. In addition, two six-level structured parking facilities would be constructed on the eastern portion of the South Lot and Lot D to replace the CitiField parking spaces located within the District in Phase 1A. The 75 accessory parking spaces created in Phase 1A for the hotel would remain in the District and be incorporated into a garage portion of an enlarged hotel block.

Within the District, the previously approved special district regulations would determine the placement of uses, building heights and setbacks, street hierarchies, maximum block dimensions, streetscape design, and basic site planning and design provisions within the District, as well as the general layout of the principal streets, thereby establishing the basic form of the District, encouraging a pedestrian-friendly neighborhood environment, and ensuring that the new uses in the District are integrated into a cohesive site design. The land uses proposed in Phase 1B would be consistent with and support the uses developed in the Willets West portion of the project site in Phase 1A.

As in Phase 1A, the uses in the redeveloped portion of the District in Phase 1B would differ from those in the undeveloped portion of the District, which would continue to contain primarily auto-related uses. The buffer area between the developed and undeveloped portions of the District analyzed in the Staged Acquisition Alternative of the 2008 FGEIS and subsequent technical memoranda is not part of the proposed project. However, because streets in the undeveloped portion of the District would generally remain at their existing grade through Phase 1B, streets in the redeveloped portion of the District would be graded to slope down to the existing streets to the east, forming a physical barrier between the Phase 1B development and existing uses in the undeveloped portion of the District. There is anticipated to be some



regrading in the undeveloped portion of the District to meet the grade of the new Van Wyck Expressway access ramps, which would be operational prior to the occupancy of the Phase 1B buildings. Any grade changes that would exist in Phase 1B would serve to provide a degree of visual and physical separation of the uses between the undeveloped and redeveloped portions of the District. In addition, although there is no designated buffer area between the Phase 1B development and adjacent auto-related uses, the open space areas provided east of Willets Point Boulevard and north of 35th Avenue would serve to buffer the residential and community facility uses from nearby auto-related uses. Heavier industrial-related uses associated with the two waste-transfer stations in the District also would not be located near the developed portion of the District. The previously approved rezoning of the District to C4-4 would further ensure that no new industrial or auto-related uses would be established in the undeveloped portion of the District during the four year period between Phase 1B and Phase 2. Finally, as described in more detail below, the placement of high-density mixed-use or residential districts adjacent to auto-related and light-manufacturing districts is not uncommon in the City. Therefore, there would be no significant adverse impacts to land use as a result of the proposed project's second phase.

#### *Phase 2*

In Phase 2, anticipated to be complete by 2032, the remainder of the District would be built out consistent with the area's previously approved zoning and substantially as anticipated in the 2008 FGEIS. Upon completion of Phase 2, the District is anticipated to include: up to 5.85 million gross square feet (approximately 5,850 units) of residential use; up to 1.25 million gsf of retail; approximately 500,000 gsf of office; up to 400,000 gsf of convention center use; up to 560,000 gsf of hotel use (approximately 700 rooms); up to 150,000 gsf of community facility use; approximately 230,000 gsf of public school use; and a minimum of 8 acres of publicly accessible open space. The number of proposed parking spaces would be determined based on project-generated demand, but is anticipated to be no more than the 6,700 spaces identified in the 2008 FGEIS.

As described above, for the RWCDS, it also is anticipated that by 2032 Lot B could be developed with a one-story retail structure and a 10-story office building containing 184,500 sf of retail use and 280,000 sf of commercial use with associated surface and structured parking.

Overall, consistent with the conclusions of the 2008 FGEIS, the RWCDS would dramatically change land uses on the project site, replacing predominantly low-density auto-related, manufacturing, warehousing and distribution uses with a new mixed-use neighborhood in the District, and replacing surface parking areas adjacent to CitiField with a new entertainment and retail development and parking garages to serve Mets patrons. Of the approximately 5,850 residential units proposed to be completed by Phase 2, thirty-five percent (approximately 2,048 units, or approximately 2,048,000 zsf ) would be affordable housing units. The redevelopment of the District, the development of the Willets West entertainment and retail complex, and the potential future office and retail development on Lot B would create a sustainable, dynamic community around CitiField by integrating regional attractions—such as the convention center, entertainment, and destination retail uses—and residential, community facility, and other uses within a network of pedestrian-scaled streetscapes.

Consistent with the conclusions of the 2008 FGEIS, while the RWCDS would result in a significant change to land use, the effects of this change would not be adverse. The proposed convention center, retail, entertainment, and commercial uses would enhance Flushing and Corona's roles as regional economic centers, and would attract visitors to the area. The RWCDS

## **Willets Point Development**

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would create pedestrian-oriented developments on either side of CitiField, creating a dynamic new mixed-use neighborhood with pedestrian-scaled streetscapes and new entertainment and retail attractions and amenities to integrate this area with uses in neighboring Flushing and Corona, thus improving the quality of life for area residents and visitors. The proposed parking facilities on the South Lot and Lot D would serve to support this new regional destination. The anticipated development of Lot B with retail and office uses would further enhance the land uses proposed on the project site as well as the overall economic development of the area.

### *PRIMARY STUDY AREA*

Land use issues associated with the RWCDS focus on the compatibility of the new land uses with those that are already established and anticipated to occur in the primary study area in the future without the proposed project; the effect that introducing dense development on the project site would have on adjacent land use patterns; and the likelihood for the new land uses to generate land use change in the study area.

#### *Land Use Compatibility*

##### *Phase 1A*

The retail, entertainment, hotel, and parking uses that would be developed in Willets West, the District, and the South Lot in Phase 1A are prevalent throughout the primary study area, particularly within the dense commercial center of Downtown Flushing and the Roosevelt Avenue and Northern Boulevard commercial corridors in Corona. The proposed land uses would be more compatible with these adjacent neighborhoods than the existing industrial and auto-related uses, and would reflect the new trend of higher-density, mixed-use development that is occurring in Downtown Flushing, on the Flushing River waterfront, and along Astoria Boulevard.

Although the entertainment and retail uses proposed for the Willets West portion of the project would not be consistent with some passive park uses in the surrounding area, the entertainment and retail uses would complement the adjacent CitiField stadium and other cultural facilities located within the boundaries of Flushing Meadows-Corona Park, providing restaurants and other amenities to support these adjacent uses. Furthermore, the closest passive open spaces within the Flushing Meadows-Corona Park are located approximately one-quarter of a mile south of Willets West, creating a substantial buffer between the two uses. Additionally, as Willets West would attract more visitors to the area, it is likely that a portion of these visitors would also engage in recreational activities in the Flushing Meadows-Corona Park and Flushing Bay Promenade. The entertainment and retail uses proposed for Willets West in Phase 1A would also be compatible with commercial and retail uses in the Corona area and would enhance the economic development of both Corona and Downtown Flushing.

It is expected that the MTA property adjacent to the District would continue to be undeveloped in 2018, as well as 2028 and 2032, and would contain industrial uses that are the same as or similar to the construction and demolition debris recycling operation that exists there today. Although the recreational uses to be developed in the District would not be compatible with the industrial activities permitted on the nearby MTA property, this industrial use is not expected to result in a significant land use impact on the District due to the limited times during which the two uses would be proximate. For the remainder of the year—during the period in which the Phase 1A uses are active within the District, before construction of Phase 1B commences—the surface parking uses to be developed in this area of the District would be compatible with the uses permitted on the MTA property. Furthermore, the recreational uses proposed in the District

are compatible with the portions of the Flushing Meadows-Corona Park located in the primary study area.

Although the uses proposed for the District in Phase 1A would not be consistent with the industrial uses currently located along the waterfront to the northeast, these uses are separated from the District by the Whitestone Expressway and Northern Boulevard, as well as the Flushing River, and therefore would not result in significant adverse land use impacts on the District. The proposed uses within the District in Phase 1A also would not interfere with the active industrial waterfront uses—including barge operations—in the Flushing River and Flushing Bay.

#### *Phase 1B*

While the residential, school, commercial office, and community facility uses to be developed in the District in Phase 1B would not be compatible with the industrial activities permitted on the nearby MTA property, the proximity of these uses is not expected to result in a significant adverse land use impact. The placement of high-density mixed-use or residential districts adjacent to heavy manufacturing districts is not uncommon in the City. Other City-sponsored initiatives, such as the rezoning of West Chelsea in Manhattan and Greenpoint/Williamsburg in Brooklyn, have resulted in new higher-density residential districts adjacent to older heavy manufacturing districts. These efforts reflect the City's desire to respond to documented land use trends and to facilitate redevelopment of underutilized properties on the waterfront with new mixed-use development. Furthermore, the District's regulations require the development of an eastern perimeter street, as well as a landscaped open space between 8 and 15 feet wide, which would provide a buffer between the redeveloped District and the adjacent MTA property.

The open space use proposed in Phase 1B would be compatible with the commercial, recreational, and open space uses located in the primary study area, including CitiField, Flushing Meadows-Corona Park, and the Flushing Bay Promenade. The structured parking facilities proposed to be constructed on South Lot and Lot D also would be compatible with parking uses in Downtown Flushing and the portions of Corona in the primary study area, as well as at the adjacent Casey Stengel Bus Depot.

Similar to Phase 1A, the uses proposed for the District in Phase 1B would not be consistent with the industrial uses currently located along the waterfront to the northeast. However, these uses are separated from the District by the Whitestone Expressway and Northern Boulevard, as well as the Flushing River, and therefore would not result in significant adverse land use impacts on the District. The proposed uses within the District in Phase 1B also would not interfere with the active industrial waterfront uses—including barge operations—in the Flushing River and Flushing Bay. Additionally, the uses proposed within the District in Phase 1B would be consistent with ongoing land use and development trends occurring along the Flushing River waterfront, including higher-density and mixed-use development.

#### *Phase 2*

As with Phase 1B, the residential, school, hotel, office, and community facility uses to be developed in the District in Phase 2 would not be compatible with the industrial activities permitted on the nearby MTA property. However, as noted above, the District's regulations require the development of an eastern perimeter street, as well as a landscaped open space between 8 and 15 feet wide, which would provide a buffer between the redeveloped District and the adjacent MTA property. Therefore, the industrial use is not expected to result in a significant adverse land use impact on the District.

## **Willets Point Development**

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The proposed convention center use that would be developed in Phase 2 is not common in the primary and secondary study areas; a convention center, by its nature, is singular, and there are few such facilities in the region. However, the proposed convention center use would be located in close proximity to LaGuardia airport, and would be compatible with the prevailing land uses in Downtown Flushing and parts of Corona—commercial office and retail—as well as recreational and cultural uses in Flushing Meadows-Corona Park.

As with Phase 1A and 1B, the uses proposed for the District in Phase 2 would not be consistent with the industrial uses currently located along the waterfront to the northeast. Again, these uses are separated from the District by the Whitestone Expressway and Northern Boulevard, as well as the Flushing River, and therefore would not result in significant adverse land use impacts on the District. The uses proposed in Phase 2 also would not interfere with the active industrial waterfront uses—including barge operations—in the Flushing River and Flushing Bay. Additionally, the proposed uses within the District in Phase 2 would be consistent with ongoing land use and development trends occurring along the Flushing River waterfront, including higher-density and mixed-use development.

The anticipated development of Lot B with retail and office uses by 2032 also would be compatible with existing retail and office uses in Flushing and Corona. Overall, the RWCDs would not result in significant adverse land use compatibility impacts in the primary study area.

### *Land Use Density*

As described above, the RWCDs would transform the underutilized area within the District and surface parking lots within the Willets West and Roosevelt Avenue portions of the project site into a new, higher-density, mixed-use neighborhood. Given existing land use patterns and zoning regulations in the surrounding area, however, it is unlikely that the RWCDs would alter land use patterns in the primary study area in 2018, 2028, or 2032.

#### *Phase 1A*

The presence of an active, retail and entertainment center in Willets West, in addition to the hotel and retail development in the District and structured parking facility on the South Lot, would increase land use density in the primary study area. However, such a change to uses on underutilized sites would not constitute an adverse impact on land use density in the study area, because the potential new uses—including retail, entertainment, and hotel uses—would be compatible with other uses in the area and would conform to existing zoning and public land use policies, including the Downtown Flushing Development Framework. Although the proposed Willets West structure and South Lot parking facility could be taller than the low-rise buildings located in the Corona portion of the primary study area, these structures would be separated from the Corona subarea by Grand Central Parkway and would not interfere with the residential and commercial uses in Corona.

#### *Phase 1B*

The presence of an active, mixed-use development in the District—including residential, retail, hotel, school, and community facility uses—would further increase land use density in the study area. However, this development would be compatible with existing land use densities in the primary study area, as well as recent development on the western bank of the Flushing River, much of which has been rezoned to allow higher-density, mixed-use waterfront development. Therefore, the development of underutilized sites in the District as well as South Lot and Lot D would not constitute an adverse impact on land use densities in the study area, because the

potential new uses would reflect a continuation of an existing trend. As with Phase 1A, the proposed uses also would conform to existing zoning and public land use policies.

*Phase 2*

The development proposed in Phase 2 and the potential retail and office building that could be constructed on Lot B would increase the density of the District as well as along Roosevelt Avenue. However, as with Phase 1B, this development would be compatible with existing land use densities in the primary study area. Furthermore, the proposed dense development would be more compatible with the density of surrounding uses than the existing auto-related and industrial uses in the District and the CitiField surface parking lots, and would serve to further integrate the area around CitiField with development along Northern Boulevard, as well as the rapidly expanding Downtown Flushing area. In addition, the density of the RWCDS is consistent with existing land use patterns in Downtown Flushing, as well as new development that is under construction or planned in the greater Flushing area. Therefore, the RWCDS would not result in a significant adverse density impact on land use within the primary study area.

**SECONDARY STUDY AREA**

The secondary study area is farther from the project site than the primary study area, and thus land uses in the secondary study area are less likely to be affected by the RWCDS in 2018, 2028, or 2032.

The RWCDS would be consistent with the current trend of redevelopment of vacant or underutilized properties for large commercial and retail developments on Flushing Bay in the College Point subarea. While the RWCDS would not be consistent with the large industrial uses also located in this area, these uses are separated from the project site by Flushing Bay, the Whitestone Expressway, and Northern Boulevard, and thus this inconsistency would not result in any significant adverse land use impacts.

The RWCDS would be consistent with the residential, office, retail, recreational, and entertainment uses in the Corona and Flushing subareas within the secondary study area. As with the primary study area, the open space proposed as part of the RWCDS would be consistent with some passive park uses in the surrounding area, and the entertainment and retail uses would be compatible with the adjacent CitiField stadium and other cultural facilities located within the boundaries of Flushing Meadows-Corona Park. Therefore, the RWCDS would not result in a significant adverse impact on land use within the secondary study area.

**ZONING**

No changes to zoning would be required for any portion of the project site in Phases 1B or 2. For Phase 1A, a text amendment and special permit would be required to allow surface parking and open and enclosed, privately operated recreational uses within the District. (See **Appendix A-1** for the proposed text amendment.) This text amendment and special permit would be required only to facilitate the development of Mets replacement parking until the South Lot structured parking is completed and to allow the provision of interim recreational use for a minimum of six months of the year. The uses that would be allowed by the granting of the text amendment and special permit would be consistent with existing uses on the project site (surface parking), as well as in the primary and secondary study areas (recreational uses). With this exception, all of the development proposed for the District would be consistent with the zoning approved in 2008.

## **Willets Point Development**

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Zoning in the primary and secondary study areas would not be affected by the RWCDS in 2018, 2028, or 2032.

Therefore, there would be no adverse impacts to zoning on the project site or in the study areas as a result of the RWCDS.

### **PUBLIC POLICY**

#### *WILLETS POINT URBAN RENEWAL PLAN*

The development that would occur within the District in Phase 1A, Phase 1B, and Phase 2 would be consistent with the maximum development envelopes, open space creation requirements, and other regulations set forth in the Willets Point URP.

#### *DOWNTOWN FLUSHING DEVELOPMENT FRAMEWORK*

The RWCDS represents a critical step in implementing the 2004 Downtown Flushing Development Framework. Development in the District and Willets West proposed as part of Phase 1A would advance a number of the Framework's fundamental goals, including the development of retail, hotel, and entertainment uses that would enhance economic growth in Downtown Flushing and the Corona neighborhood. The environmental remediation proposed as part of Phase 1A would also improve environmental conditions in the District. The parking area that would be converted to active recreational use would support other park and recreational areas surrounding the project site, including the Flushing Bay Promenade and Flushing Meadows-Corona Park.

Further development of residential, retail, community facility, public school, open space, and office uses in Phase 1B would continue to foster the integration of new development in the District with surrounding amenities, including the Flushing Bay Promenade, CitiField, Flushing Meadows-Corona Park, and Downtown Flushing and Corona. A substantial number of new housing units proposed in this phase would be affordable to a mix of incomes to help meet the growing demand for housing in Queens and the City as a whole, and would create substantial positive economic value for the City and provide a source of quality jobs for area residents.

The build-out of the remainder of the retail, hotel, residential, community facility, public school uses in the District as part of Phase 2, as well as the potential development of commercial and office space on Lot B, would facilitate the creation of a super-regional destination to complement the local and regional aspects of Downtown Flushing and Corona—a goal specifically outlined in the Framework. Therefore, the RWCDS is consistent with this policy.

#### *PLANYC 2030 (2011)*

The RWCDS would be consistent with and vital to the advancement of the goals of PlaNYC, specifically, the following:

- *Create homes for almost a million more New Yorkers while making housing more affordable and sustainable:* As discussed in Chapter 1, "Project Description," Phases 1B and 2 of the proposed project would result in the construction of up to approximately 5,850 housing units, 35 percent of which would be reserved for affordable housing. Housing units in the District would offer rental and homeownership opportunities for a range of incomes.

- *Ensure that all New Yorkers live within a 10-minute walk of a park:* No new residential uses would be created in Phase 1A of the proposed project. The minimum of six acres of publically accessible open space to be created in Phase 1B and the minimum of eight acres to be created in Phase 2 would ensure that new residents in the District would be located within a 10-minute walk of a park. The District’s residential units would also be developed in close proximity to the Flushing Meadows-Corona Park.
- *Clean up all contaminated land in New York:* As discussed in further detail in Chapter 11, “Hazardous Materials,” environmental remediation would take place across the project site as part of the RWCDS. Remediation of the Phase 1A/1B portion of the District would be complete by 2016. Remediation of the portions of the District not already developed in Phases 1A and 1B is assumed to be completed prior to 2028.
- *Expand sustainable transportation choices and ensure the reliability and high quality of our transportation network:* The Willets West entertainment and retail center to be developed in Phase 1A, and the residential and commercial uses to be developed in the District in Phases 1B and 2, would allow for more comprehensive transit-oriented development around the Mets/Willets Point stops on the No. 7 train and LIRR. The potential redevelopment of Lot B also would support more comprehensive transit-oriented development around these transportation nodes. The parking facilities proposed to be developed by 2028 and 2032 on the South Lot and Lot D would support this new regional destination center as well as the existing CitiField.
- *Open 90 percent of New York City’s rivers, harbors, and bays for recreation by reducing water pollution and preserving natural areas:* As discussed in Chapter 12, “Infrastructure,” remediation would occur on the project site as part of Phases 1A, 1B, and 2. The RWCDS would eliminate potentially polluting septic fields and any groundwater contaminants from existing auto-related uses within the District. For all three phases, the proposed project would exercise Best Management Practices to detain stormwater during rain events and pre-treat prior to discharge. Therefore, the RWCDS is expected to result in improved stormwater quality and, consequently, improved water quality in Flushing Bay.
- *Embark on a broad effort to adapt our City to the unavoidable climate shifts ahead:* As discussed in Chapter 12, in all three phases the RWCDS would require the developer to consider the most up-to-date information on the effects of climate change in the City and implement adaptation strategies where appropriate and feasible.

#### *FLUSHING MEADOWS-CORONA PARK STRATEGIC FRAMEWORK PLAN*

The RWCDS would be compatible with the goals set forth in the Flushing Meadows-Corona Park Strategic Framework Plan. The RWCDS would attract visitors to the project site that would possibly visit and use the amenities available in the park. Additionally, the open space to be developed within the District in Phases 1B and 2, and the recreational space that would be available within the District at least six months of the year during Phase 1A, would be compatible with the goals outlined in this policy.

Although the portions of the RWCDS would be developed on mapped parkland within the boundaries of Flushing Meadows-Corona Park, this development would not conflict with the Park’s Strategic Framework Plan. The areas to be affected are currently paved and used for parking to serve CitiField events, do not contribute to the passive or recreational activities occurring in the park, and have not been considered in future plans for the park, with the exception of a parking garage (rather than a parking field), which has been suggested to serve

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the stadium, and the proposed creation of a transportation management association to coordinate large events and associated transportation and parking strategies.

### *COLLEGE POINT CORPORATE PARK*

The RWCDS would not have significant adverse impacts on the College Point Corporate Park in 2018, 2028, or 2032. On the contrary, the proposed entertainment, retail, commercial, and residential uses would most likely enhance the retail uses located in the park by introducing new residential and visitor populations to the area.

Therefore, the RWCDS would not result in any significant adverse impacts to land use, zoning, or public policy that were not previously identified in the 2008 FGEIS and subsequent technical memoranda.

## **G. WATERFRONT REVITALIZATION PROGRAM**

The WRP is the City's principal coastal zone management tool. As originally adopted in 1982 and revised in 1999, it establishes the City's policies for development and use of the waterfront. All proposed actions subject to CEQR, Uniform Land Use Review Procedure (ULURP), or other local, state, or federal agency discretionary actions that are situated within New York City's designated Coastal Zone Boundary must be reviewed and assessed for their consistency with the WRP.

The project site is located within the City's designated Coastal Zone Boundary. Therefore, in accordance with the guidelines of the *CEQR Technical Manual*, a preliminary evaluation of the RWCDS' consistency with WRP policies was undertaken (see **Appendix A-2** for the WRP Coastal Assessment Form [CAF] that was appended to the EAS and Draft Scope of Work for the proposed project). As determined by the CAF, the RWCDS requires detailed assessment for several WRP policies, as described below.

### **CONSISTENCY OF PROPOSED PROJECT WITH THE WATERFRONT REVITALIZATION PROGRAM POLICIES**

New York City's WRP includes 10 principal policies designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. For each policy and sub-policy question that was answered "yes" in the CAF, this analysis includes a discussion of the policy's applicability to the RWCDS and the RWCDS' consistency with the respective policy.

**Policy 1:** Support and facilitate commercial and residential development in areas well-suited to such development.

*Policy 1.1: Encourage commercial and residential redevelopment in appropriate coastal zone areas.*

The RWCDS would create commercial uses in 2018, 2028, and 2032, and residential uses in 2028 and 2032, including both affordable and market-rate housing. The project site is considered to be an appropriate coastal zone area for the redevelopment of such uses, as they are prevalent in the vicinity, particularly within the dense center of Downtown Flushing. The proposed community facility and open space uses would support the proposed residential and commercial uses and provide amenities for area residents and visitors. Therefore, the RWCDS would be consistent with this policy.



*Policy 1.2: Encourage non-industrial development that enlivens the waterfront and attracts the public.*

The proposed uses of the RWCDS in 2018, 2028, and 2032 would result in substantially greater numbers of people coming to the project area, would attract the public, and would enliven this area of land near the Flushing Bay waterfront. The proposed project also would improve connectivity between the project site and surrounding areas, including the Flushing Bay waterfront. Therefore, the RWCDS would be consistent with this policy.

*Policy 1.3: Encourage redevelopment in the coastal area where public facilities and infrastructure are adequate or will be developed.*

As described in the other chapters of this EIS, public facilities and infrastructure serving the project site are either presently adequate to handle the demands generated by the RWCDS in 2018, 2028, and 2032, or would be developed independently or as part of the proposed project to the level necessary to support the demands of the RWCDS. As detailed in Chapter 4, “Community Facilities,” a significant adverse impact to public day care facilities would occur in 2028 and 2032 as part of the RWCDS. For Phase 1B, the Queens Development Group (QDG) would consult with the New York City Administration for Children’s Services (ACS) to determine the appropriate way to meet demand for day care services generated by the Phase 1B development in the District. For Phase 2, EDC would require the designated developer also consult with ACS to determine the appropriate way to meet demand for day care services generated by development in the District.

The project site is well served by roadways, including Northern Boulevard, the Van Wyck Expressway, and Roosevelt Avenue, and mass transit including the No. 7 subway line, the LIRR, and the Q48 and Q66 bus routes. By 2024, a new connection between the Van Wyck Expressway and the District is anticipated to be constructed to facilitate the movement of traffic into and out of the District and minimize traffic on nearby local roadways.

As described in Chapter 11, “Infrastructure,” the District is not currently connected to the City’s sanitary sewer system. Under the RWCDS, the District would be connected to the City’s sanitary sewer system, replacing the current reliance on septic tanks. Based on current estimates, the 36-inch sanitary sewer currently under construction by EDC in the project area would have sufficient capacity to accommodate the proposed development; however, upgrades to the 37th Avenue pump station and its force main would likely be required for the later phases of the project. Verification of this requirement by DEP would be obtained prior to development of the later phases. With these measures, the infrastructure needs of future user populations within the project site would be adequately met. Therefore, the RWCDS is consistent with this policy.

**Policy 4:** Protect and restore the quality and function of ecological systems within the New York City coastal area.

The project site is located within the Long Island Sound Special Natural Waterfront Area (SNWA). The SNWAs are large areas with concentrations of natural resources, including wetlands, habitats, and buffer areas. The RWCDS would not involve any excavating or placing of fill within Flushing Bay or Flushing River and would not interfere with habitats or wetlands in the Long Island Sound SNWA. The RWCDS would introduce a storm water management program for the project site where one currently does not exist, which would help to protect the quality and function of the Flushing River and Flushing Bay. Furthermore, the environmental remediation of the Willets Point District would reduce

pollution flows into the Flushing River and Bay and improve the quality and functions of those systems. Therefore, the RWCDS is consistent with this policy.

*Policy 4.3: Protect vulnerable plant, fish and wildlife species, and rare ecological communities. Design and develop land and water uses to maximize their integration or compatibility with the identified ecological community.*

There are no terrestrial threatened or endangered species or rare ecological communities present within the project site. Because the RWCDS would not result in in-water construction activities or discharges that would have the potential to adversely affect water quality of the Flushing River or Flushing Bay, the construction and operation of Phases 1A, 1B, and 2 would not have the potential to adversely affect any plant, fish, or wildlife species. On the contrary, the environmental remediation of the project site would have positive impacts on the quality of adjacent water bodies and improve ecological communities. Therefore, the RWCDS would be consistent with this policy.

**Policy 5:** Protect and improve water quality in the New York City coastal area.

*Policy 5.1: Manage direct or indirect discharges to waterbodies.*

All phases of the RWCDS would comply with the “New York Guidelines for Urban Erosion and Sediment Control” and the *New York State Management Design Manual*. With implementation of the proposed site remediation (detailed in Chapter 10, “Hazardous Materials”) and development of the RWCDS’s stormwater management facilities, construction and operation of the RWCDS would reduce the potential for contaminants to enter Flushing Bay. The proposed remediation measures are not expected to affect the efficiency and functionality of the existing outfalls. Best management measures implemented during and after construction would include erosion and sediment control measures and treatment of stormwater as part of a stormwater pollution prevention plan (SWPPP) and would minimize potential impacts on Flushing Bay associated with stormwater runoff. The RWCDS is not expected to have a significant adverse construction impact on the water quality of Flushing Bay or the Flushing River.

All phases of the RWCDS would be consistent with the City’s goal to reduce CSO events by requiring construction and maintenance of a separate storm and sanitary sewer system. The additional sanitary flow from the RWCDS would not affect the number of annual CSO events, and water conservation measures would be employed to minimize sanitary sewage flow to the existing combined sewer system.

Stormwater generated within the project site during operation in 2018, 2028, and 2032 would be diverted and discharged through a separate stormwater collection system, to Flushing Bay via two existing outfalls on 126th and 127th Streets. As described in Chapter 12, the current stormwater conveyance system is insufficiently sized to accommodate the runoff currently being generated in the District. To eliminate these stormwater management issues, the RWCDS would require the construction of a new stormwater conveyance system, to accommodate the 3.79 acre-feet of stormwater that is beyond the discharge capacity during a 5-year storm event. With the implementation of adequate stormwater management features, stormwater flow could be controlled so as to remain within the capacity of the two existing outfalls without the need to modify the existing outfalls. In addition, QDG, and the future developer of Phase 2, would be required to prepare and implement a site stormwater management plan, to be reviewed and approved by DEP prior to commencement of construction. This plan would specify Best Management Practices and sustainable design

features to be incorporated in the project. If it is determined that the stormwater management features selected for a specific development plan do not adequately supplement the stormwater flow capacity of the existing outfalls, a new outfall will be proposed to augment the existing system.

Given that the District currently lacks sewer infrastructure, and stormwater from the existing industrial uses flows heavily into Flushing Bay, discharges from the proposed system in the future with the RWCDS in 2018, 2028, and 2032 to Flushing Bay would be an improvement over current conditions. Overall, implementation of the new system is expected to result in improved stormwater quality and, consequently, improved water quality in Flushing Bay by eliminating site flooding, improving the quality of the soil substrate of the site, and providing direct drainage to storm sewers; incorporating sustainable design features, where feasible, to reduce the discharge volume and increase the quality of stormwater discharges; and preventing stormwater generated within the District from entering the combined sewer system, which would increase the frequency and volume of combined sewer overflow (CSO) discharges.

All discharges would be required to meet applicable water quality standards of receiving waters. The projected discharges would not be expected to result in an adverse impact on Flushing Bay or the upper East River; nor would it fail to continue to meet Class I standards. As noted in Chapter 10, the life stages of estuarine-dependent and anadromous fish species, bivalves, and other macroinvertebrates found within Flushing Bay are fairly tolerant of varying environmental conditions and have developed behavioral and physiological mechanisms for dealing with these variations. Therefore, temporary, localized changes in water quality that may occur as a result of the minimal additional CSO discharge would not be expected to result in significant adverse impacts on aquatic biota. Significant adverse impacts on surface water quality would not be expected during operation of the RWCDS.

Therefore, the RWCDS is consistent with this policy.

*Policy 5.2: Protect the quality of New York City's waters by managing activities that generate nonpoint source pollution.*

As noted above, all phases of the RWCDS would comply with the New York Guidelines for Urban Erosion and Sediment Control and the New York State Management Design Manual. With implementation of the proposed site remediation (detailed in Chapter 10, "Hazardous Materials") and development of the proposed stormwater management facilities, construction and operation of the RWCDS would reduce the potential for contaminants to enter Flushing Bay. Additionally, the open space proposed for development in the District by 2028 and 2032 would help minimize stormwater runoff from roadways and impervious surfaces. Therefore, the RWCDS would minimize nonpoint source pollution by using Best Management Practices that include implementing stormwater management facilities where none currently exist and minimizing nonpoint source pollution.

Therefore, the RWCDS is consistent with this policy.

*Policy 5.3: Protect water quality when excavating or placing fill in navigable waters and in or near marshes, estuaries, tidal marshes, and wetlands.*

The RWCDS would not result in the excavating or placing of fill within Flushing Bay or Flushing River. Therefore, this policy is not applicable.

**Policy 6:** Minimize loss of life, structures and natural resources caused by flooding and erosion.

FEMA and New York City Building Code flood resistant design requirements would be taken into account within the design of the proposed project, while complying with the special district zoning elevation requirements. Based on the FEMA Flood Insurance Rate Maps (FIRMs), Willets West, the South Lot, and Lots B and D are within the 100-year floodplain (with flood elevation of 14 feet NGVD29). Most of the District is also within the 100-year floodplain (with flood elevation of 14 feet NGVD29), with the exception of three areas located in the northwest, along the eastern border and along Roosevelt Avenue that are within the 500-year floodplain. The existing FIRM 100-year floodplain is currently the only regulatory standard relating to elevation of new development. The City has been working with FEMA to revise the FIRMs. On February 25, 2013, FEMA released Advisory Base Flood Elevation maps for areas in New York City, including the project site. The 100-year flood ABFE for Willets West, and portions of the project site to the south of 37th Avenue, is 12 feet NAVD88. Within the District, for most of the area to the North of 37th Avenue, the 100-year ABFE is 13 feet NAVD88, with the exception of an area mostly to the north of 34th Avenue, which is outside of the advisory 100-year floodplain. Although the ABFE is subject to further review, if it is adopted as part of a future updated Flood Insurance Rate Map, the proposed project would comply with these flood elevations as required by the New York City Building Code. Raising the District portion of the project site out of the floodplain would not only minimize the potential loss of life, structures, and natural resources caused by flooding and erosion, but would also protect the City's significant investment in new infrastructure. Therefore, the RWCDS is consistent with this policy.

**Policy 7:** Minimize environmental degradation from solid waste and hazardous substances.

*Policy 7.1: Manage solid waste material, hazardous wastes, toxic pollutants, and substances hazardous to the environment to protect public health, control pollution and prevent degradation of coastal ecosystems.*

As discussed in Chapter 10, "Hazardous Materials," management of wastes generated in the cleanup and redevelopment of the project site will be conducted in accordance with applicable federal, state and local regulatory requirements and with oversight of NYC regulatory agencies. Cleanup of the soils and groundwater will reduce the potential for migration to nearby waterbodies and help improve the costal ecosystems. Therefore, the RWCDS is consistent with this policy.

*Policy 7.2: Prevent and remediate discharge of petroleum products.*

The District portion of the project site has a history of automotive and other uses that are known to have resulted in extensive contamination of soil and groundwater with petroleum. As described in Chapter 10, "Hazardous Materials," prior to development in Phases 1A and 1B, remediation of soils and, if needed, groundwater would be conducted in accordance with state petroleum spill program requirements as well as NYC requirements. Remediation of the portions of the District not already developed in Phases 1A and 1B would be completed prior to 2028. Development proposed in the Willets West and Roosevelt Avenue portions of the project site are not expected to require petroleum remediation. Although the RWCDS might include petroleum storage (e.g., of fuel oil for heating new buildings), it would be in accordance with the current stringent requirements for spill prevention. As such, the RWCDS is consistent with Policy 7.2.

*Policy 7.3: Transport solid waste and hazardous substances and site solid and hazardous waste facilities in a manner that minimizes potential degradation of coastal resources.*

Transportation of wastes generated in the cleanup and redevelopment of the project site will be conducted in accordance with applicable regulatory requirements, including those relating to the types of trucks and the covering of trucks used for different categories of wastes and requirements relating to designated truck routes. Using the required procedures will reduce the potential for wastes to be released into or to migrate to nearby waterbodies and help improve the coastal ecosystems. New solid and hazardous waste facilities are not components of the RWCDS. Therefore, the RWCDS is consistent with this policy.

**Policy 8:** Provide public access to and along New York City's coastal waters.

*Policy 8.1: Preserve, protect and maintain existing physical, visual and recreational access to the waterfront.*

The proposed project would preserve, protect, and maintain existing physical, visual, and recreational access to the waterfront. The proposed action would not result in the provision of open space without the provision for its maintenance. The proposed project would also enhance roadways which support public access to the waterfront.

*Policy 8.2: Incorporate public access into new public and private development where compatible with proposed land use and coastal location.*

The proposed project would not result in any development along the shoreline; nor would it change any existing public access to the waterfront or result in significant adverse impacts to natural resources. As described below under Policy 8.3, views to coastal lands and waters from the project site are currently obstructed.

*Policy 8.3: Provide visual access to coastal lands, waters and open space where physically practical.*

Views to coastal lands and waters, specifically Flushing Bay and Flushing River, from the project site are currently obstructed by Van Wyck Expressway to the east, Grand Central Parkway to the west, and Northern Boulevard and Whitestone Expressway to the north. Given that there are no existing views to coastal lands or waters to preserve, no phase of the RWCDS would affect physical, visual, or recreational access to the waterfront. Therefore, the RWCDS would be consistent with this policy.

*Policy 8.4: Preserve and develop waterfront open space and recreation on publicly owned land at suitable locations.*

The project site is not located on the waterfront and the proposed project does not involve the acquisition of waterfront property for public access or open space. Therefore, this policy is not applicable to the proposed project.

*Policy 8.5: Preserve the public interest in and use of lands and waters held in public trust by the state and city.*

As a portion of the project site is mapped City parkland, it is possible that those portions of the project site could be considered as constituting lands held in public trust by the city. DPR has previously received the legislative authority to enter into leases for the use of the Willets West portion of the project site in furtherance of entertainment, trade and commerce for the benefit of the City. Specifically, Section 18-118 of the Administrative Code

## Willets Point Development

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(originally codified as Section 532-15.0) was enacted by the New York State Legislature under Chapter 729 of the Session Laws of 1961 and authorizes, among other things, alienation of the Citi Field parking area and permits the uses now under consideration as part of the proposed project. The statute authorizes the DPR Commissioner to enter into leases, contracts and other agreements for a multitude of purposes, including for any purpose which is of such a nature so as to foster or promote amusement, entertainment or the improvement of trade and commerce. The statute declares that such purposes, as well as others set forth in the statute, are for the benefit of the people of the City and for the improvement of, among other things, their health, welfare, recreation and prosperity, and for the improvement of trade and commerce, and are further declared to be public purposes. The proposed uses fit within the uses allowed by the above statutory provision. In addition to being allowed by the statutory provision, by introducing entertainment and commercial uses for the public, the proposed uses would improve the use of the land over its current use as a paved parking lot not open to the general public except during CitiField and occasional other events. Therefore, the proposed project is consistent with this policy.

**Policy 9:** Protect scenic resources that contribute to the visual quality of the New York City coastal area.

*Policy 9.1: Protect and improve visual quality associated with New York City's urban context and the historic and working waterfront.*

The project site is not located within a working waterfront area. The RWCDS would result in a vibrant, dynamic, mixed-use development with a minimum of 8 acres of new publicly accessible landscaped open space that would improve the visual quality of the project site. As the project site is characterized primarily by industrial shed-like buildings and surface parking lots, the RWCDS would result in a development that is more compatible with scenic elements in the area than the existing condition. Therefore, the RWCDS would be consistent with this policy.

*Policy 9.2: Protect scenic values associated with natural resources.*

The project site is located within the Long Island Sound Special Natural Waterfront Area (SNWA). Consistent with the goals of Policy 9.2, the proposed project would not result in any fragmentation of or structural intrusion into open space areas, and would not change the continuity or configuration of natural shorelines or associated vegetation. The proposed project would be designed with consideration of the character of adjacent open and natural areas.

**Policy 10:** Protect, preserve, and enhance resources significant to the historical, archaeological, and cultural legacy of the New York City coastal area.

There are no architectural resources located within the Willets West or Roosevelt Avenue portions of the project site. Therefore, there would be no adverse impacts to architectural resources from the development of these areas. The District contains the former Empire Millwork Corporation Building (State/National Register [S/NR]-eligible) which would be demolished with Phase 2 of the proposed project, resulting in a significant adverse impact to this architectural resource. The project sponsors will consult with the New York State Office of Parks, Recreation, and Historic Preservation (OPRHP) and the New York City Landmarks Preservation Commission (LPC) regarding appropriate measures to evaluate any remaining potential alternatives to demolition. If none are identified, measures to fully or partially mitigate this adverse impact have been developed, as discussed in Chapter 21,

“Mitigation.” While the demolition of the former Empire Millwork Corporation Building is a significant adverse impact on a historic resource, the building is not significant to the historical or cultural legacy of New York City’s coastal area. The achievement of this policy is not hindered by the RWCDS, and accordingly the RWCDS is consistent with Policy 10. \*