

A. PROJECT DESCRIPTION

PROJECT IDENTIFICATION

The Office of the Deputy Mayor for Economic Development, in coordination with the New York City Economic Development Corporation (NYCEDC), New York City Department of City Planning (NYCDCP), New York City Department of Housing Preservation and Development (NYCHPD), and New York City Department of Parks and Recreation (NYCDPR), is sponsoring an initiative by the City of New York (City) to implement the Hunter's Point South Rezoning and Related Actions (the proposed actions) in the Hunter's Point neighborhood of Long Island City, Queens.

The proposed actions would effect changes to two sites located along the Hunter's Point waterfront, in Long Island City, Queens, New York (see **Figure S-1**). The two project sites, which together cover more than 37.5 acres, are a publicly owned site referred to in this document as Site A and an adjacent privately owned site referred to as Site B. The project sites are located within Queens Community District 2.

To implement the new development, a number of discretionary actions are proposed, including changes to the City Map to create new roads and parks; changes to the zoning map to change the zoning districts that apply to the project sites; changes to the text of the Zoning Resolution to create a new Special Zoning District tailored to the goals for new development on the sites; acquisition and disposition of land by the City; and designation of an Urban Development Action Area. Other related actions include site plan approval for a new school and modification of the General Project Plan for Queens West to remove Site A from the Queens West project. The new development on Sites A and B would be subject to the proposed zoning.

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

PROJECT PURPOSE AND NEED

The purpose of the proposed actions is to facilitate the implementation of a large-scale, mixed-use development plan, Hunter's Point South, that provides a substantial amount of affordable housing on Site A and to allow for the residential redevelopment of a privately owned adjacent Site B. The development of the Hunter's Point South project would be an integral part of the



part of the City's New Housing Marketplace plan for the provision of 165,000 units of affordable housing. In addition to housing, the new development on public land would also include retail uses, community space, a public school, public parkland (including waterfront access) and other public and private open spaces, and accessory parking. Redevelopment of the privately owned development also would include public waterfront access. The new publicly accessible waterfront recreation areas would provide significant benefits to the Long Island City community, the Borough of Queens, and the City as a whole.

SITE DESCRIPTION

Site A, formerly included as part of the Queens West project, includes Block 1, Lots 1 and 10; Block 5, Lot 1; and Block 6, Lots 1, 2, 14, and part of 38. It also includes demapped portions of 54th and 55th Avenues between 2nd Street and the East River that have not received block and lot designations. The site is approximately 30 acres in area and is bounded by 50th Avenue to the north, 2nd Street to the east, Newtown Creek to the south, and the East River to the west. Site A is currently partially vacant and partially occupied by a variety of commercial uses. These include the Tennisport, a private tennis club with accessory parking; a vacant area adjacent to Tennisport that is used for a dog run; the Water Taxi landing, Water Taxi Beach, and accessory and public parking; parking for the business located on Site B (discussed below); and temporary storage for a construction contractor in the vacant area at the southern end of the site that was once occupied by a Daily News plant. Beneath Site A are tunnels for both vehicles (the Queens-Midtown Tunnel) and trains (Amtrak, Metropolitan Transportation Authority [MTA] Long Island Rail Road [LIRR], and NJ Transit, which travel between Queens and Manhattan via these tunnels). There is also a tunnel ventilation structure within, but not included as part of, Site A that is owned by Amtrak and is under construction on the west side of 2nd Street, between Borden and 54th Avenues. Several utilities easements—for the New York State Power Authority, New York City Department of Environmental Protection, Con Edison, and Verizon New York Telephone—also cross Site A.

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

PROJECT BACKGROUND

Site A was approved for redevelopment as part of the Queens West project at the final meeting of the Board of Estimate on August 16, 1990. The project sponsors were the New York State Urban Development Corporation (UDC, now doing business as Empire State Development Corporation [ESDC]) and the New York City Public Development Corporation (PDC, now the New York City Economic Development Corporation). The site and additional property to the east were also part of the City's 2012 Olympic Village proposal. Most recently, the City concluded that residential development, focused predominately on affordable middle-income housing accompanied by recreation and retail uses, should be developed on Site A and undertook a planning effort that has formed the basis for the proposed actions.

QUEENS WEST PROJECT

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

In 1984, the Port Authority of New York and New Jersey (PANYNJ) and the City commenced work on the proposed Hunters Point Waterfront Project. Between 1985 and 1986, through the combined efforts of PANYNJ, PDC, and NYCDP, a mixed-use development proposal was put forth for a 74-acre waterfront site located between Anable Basin on the north and Newtown Creek on the south, extending generally as far east as 5th Street north of 49th Avenue, and 2nd Street south of 49th Avenue. The development proposal was for 9.3 million square feet of new development, including 6,400 apartments, 2.1 million square feet of office space, a 350-room hotel, and retail and community facility space on a total of 20 development parcels. A total of 18.2 acres of publicly accessible open space was also included. The associated changes to the City Map were also reviewed through ULURP. These included demapping of portions of existing mapped streets on the project site; mapping new streets, certain easements and corridors, and public parks. In addition, a number of off-site transportation improvements were included that were approved in concept by the New York City Department of Transportation and the Metropolitan Transportation Authority.

Upon completion of the ULURP process and the project's environmental review under SEQRA and CEQR, the project was approved by the Board of Estimate and the UDC Directors. The UDC directors adopted a General Project Plan (GPP) for the site that governed future development on the site in accordance with project approvals, setting forth specific controls for each parcel, including use, maximum bulk, massing (maximum height and required setbacks), and view corridor controls. The site was divided into four stages (Stages I through IV) to be developed gradually under the auspices of the Queens West Development Corporation (QWDC), a subsidiary of ESDC. QWDC began acquisition of the Queens West site and gradually made parcels available to developers (generally through ground leases) for construction of new buildings in conformance with the GPP.

Development at Queens West has proceeded according to the GPP, which has been amended a number of times since it was originally adopted. Build-out of Stages I and II—on Parcels 1 through 11, in the area north of 50th Avenue—is well under way in accordance with the GPP, under QWDC's oversight. Stages III and IV of the Queens West project were to be developed in the portion of the site south of 50th Avenue; however, QWDC has no current plans to move forward with Stages III and IV and therefore, the City proposes to develop this area as Site A of the proposed actions.

2012 OLYMPIC BID

In 2004, New York City, in collaboration with ESDC and PANYNJ, developed a plan for a 48-acre area in Hunter's Point as part of the City's bid for the 2012 Summer Olympic Games. When the City was not selected as the 2012 host city, and in response to the decreased demand for office use, the City re-evaluated the original development plan and commenced a new planning effort for Sites A and B.

HUNTER'S POINT SOUTH PLANNING EFFORTS

After re-evaluating the original Queens West development plan, the City concluded that residential development, focused predominately on affordable middle-income housing, accompanied by recreation and retail uses, should be developed on Site A. The new plan for Site A and a key adjacent privately owned site (Site B) was developed by an interagency team comprising the Office of the Deputy Mayor for Economic Development, NYCEDC, NYCDP, NYCHPD, and NYCDPR; Queens Community Board 2; elected officials; and community members. The plan was developed around the following planning and design principles:

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

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

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

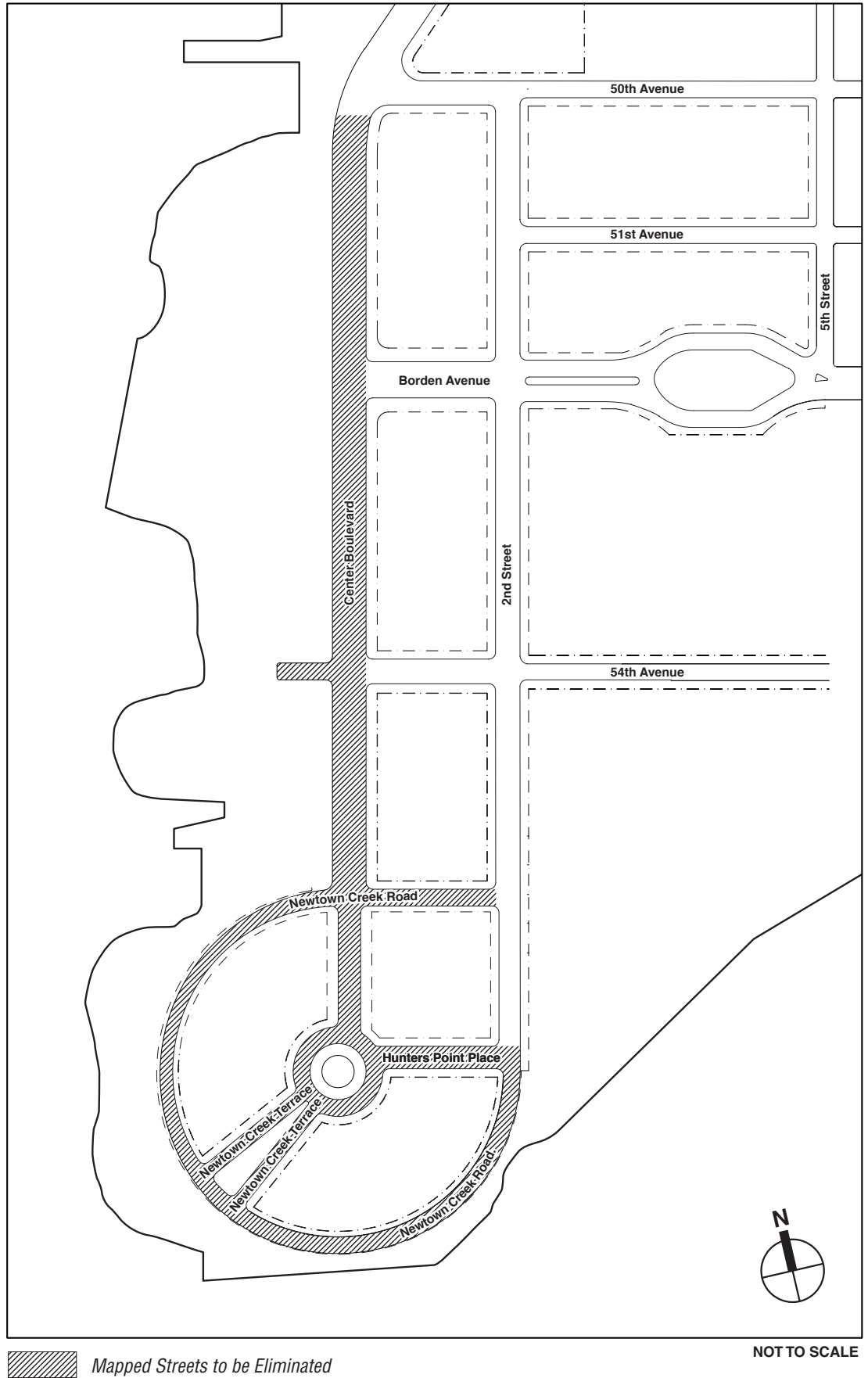
PROPOSED ACTIONS










To implement the City's residential development plan for Site A and to facilitate the redevelopment of the privately owned Site B, a package of public actions is proposed.

CHANGES TO THE CITY MAP

The proposed changes to the City Map include eliminating the mapped but unbuilt streets and parkland on Site A and establishing new parks and streets within Site A (see **Figures S-2 and S-3**). With these changes, seven new development parcels would be created at Site A (Parcels A through G). The changes to the City Map include:

- The elimination of the following mapped but unbuilt streets generally located between the East River and 2nd Street: Center Boulevard, 54th Avenue, Newtown Creek Road, Newtown Creek Terrace, and Hunter's Point Place.
- The establishment of the following streets:
 - Center Boulevard in a new location between 50th Avenue and 57th Avenue;
 - 2nd Street between 56th Avenue and 57th Avenue;
 - 51st Avenue between 2nd Street and Center Boulevard;



-  Site A
-  Site B
-  Not Included In Site A
-  Mapped Parkland to be Established
-  Site B - Shore Public Walkway And Upland Connection
-  Site B - Additional Open Space from Zoning Bonus
-  Street to be Established
-  Mapped Width to be Modified
-  Additional Street from Zoning Bonus



- 54th Avenue between its current mapped terminus, which is at the former Center Boulevard, and the proposed Center Boulevard;
 - 55th Avenue between Center Boulevard and 2nd Street;
 - 56th Avenue between Center Boulevard and 2nd Street; and
 - 57th Avenue between Center Boulevard and 2nd Street.
- The widening of 2nd Street between 50th Avenue and 56th Avenue, except for a portion between Borden Avenue and 54th Avenue (2nd Street is built).
- The narrowing of Borden Avenue between 2nd Street and Center Boulevard (this segment of Borden Avenue is currently mapped but not built).
- The narrowing of 50th Avenue between 2nd Street and Center Boulevard (this segment of 50th Avenue is built).
- The elimination of mapped parklands, the establishment of park additions, and the delineation of permanent sewer corridors within an area generally bounded by proposed Center Boulevard, 2nd Street, the U.S. Pierhead line, and 50th Avenue.
- The establishment of a park generally along the south side of proposed 55th Avenue between Center Boulevard and 2nd Street.

In tandem with these actions and with the elimination of Site A from the Queens West GPP, the City is also proposing off-site changes to the City Map (see **Figure S-4**). Specific actions are as follows:

- De-map an unbuilt portion of 48th Avenue between Vernon Boulevard and 21st Street, which was intended to serve as a vehicular tunnel to bypass the intersection of Jackson Avenue and 11th Street.
- Eliminate an approximately 1-foot-deep strip of mapped but unbuilt park on the south side of 48th Avenue between Vernon Boulevard and 11th Street.

ZONING MAP AMENDMENTS

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

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

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



Site A

Not Included In Site A

Site B



Re-establishment of public place



Elimination of mapped park



Demapping of mapped street

0 1000 FEET
SCALE

ZONING TEXT AMENDMENTS

Zoning text amendments are proposed to establish a new special zoning district on Sites A and B—the Special Southern Hunter's Point District—to ensure the redevelopment of Sites A and B consistent with the planning and design work completed to date. Within the Special Southern Hunter's Point District, the East River and Newtown Creek subdistricts would be established. The Special District is intended to promote appropriate redevelopment adjacent to the waterfront, which reflects several of the recommendations and planning objectives developed for the Hunter's Point South project.

The Special District would be guided by the following goals:

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

The proposed Special District would modify the underlying provisions of the floor area provisions of the proposed R10 and R7-3 districts and would set forth maximum floor areas in the proposed East River Subdistrict. The Special Southern Hunter's Point District would also establish two floor area bonuses within the Newtown Creek Subdistrict related to the provision of a new publicly accessible private street and an abutting landscaped publicly accessible open area and to Inclusionary Housing. A Waterfront Access Plan is also proposed to tailor the waterfront access requirements to Site B.

Properties within Sites A and B would be subject to special bulk, use, and urban design provisions that would supplement or supersede the underlying zoning district as summarized below:

- **Special Use Regulations**—would include provisions to ensure that non-residential uses would be located along designated streets; allowances for sidewalk cafes; requirements for non-residential ground-floor uses to include windows and other transparent surfaces; and regulations regarding visibility of commercial and community facility uses when security gates are closed.

- **Floor Area Regulations**—would modify the underlying provisions of the R10 and R7-3 districts for floor area and would also establish two density bonus provisions for Site B (the Newtown Creek Subdistrict) for Inclusionary Housing and new public open space and circulation space, respectively.
- **Height and Setback Regulations**—would establish the basic building shapes and govern such features as screening of rooftop equipment, balcony locations, required streetwalls, minimum and maximum heights of buildings above the streetwall, and locations, height, and floorplates of towers.
- **District Plan Elements**—mandate sidewalk widenings along designated streets and street planting requirements in addition to the location and design requirements of the publicly accessible private street and landscaped open area resulting from the zoning bonus for the Newtown Creek Subdistrict.
- **Off-Street Parking (Vehicles and Bicycles), Loading, and Curb Cuts**—locations of these features would also be controlled to comply with zoning regulations and limit visual and other intrusion.
- **Waterfront Access Plan**—would set forth the general public access requirements of waterfront zoning on the Newtown Creek waterfront in the Newtown Creek Subdistrict, identifying the locations and layout for required Shore Public Walkways, Upland Connections, and Supplemental Public Access Areas.

(E) DESIGNATIONS

(E) Designations would be applied to Site B (Block 11, Lot1): an (E) Designation for hazardous materials would require that pre-development activities include implementation of a Phase II sampling protocol and remediation to the satisfaction of the New York City Department of Environmental Protection (NYCDEP) before the issuance of a building permit; an (E) Designation for air quality would set forth requirements for fuel type to ensure that no adverse air quality impacts would occur from the buildings' heating, ventilation, and air conditioning systems; and an (E) Designation for noise would ensure that CEQR requirements for building noise attenuation are met.

ACQUISITION OF LAND

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

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

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

DESIGNATION AS AN URBAN DEVELOPMENT ACTION AREA PROJECT

The City seeks designation of an Urban Development Action Area and approval of a UDAAP project on Site A pursuant to Article 16 of the General Municipal Law to enable Site A to be developed.

DISPOSITION OF LAND

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

SCHOOL SITE PLAN APPROVAL

Development of a new school on Site A would require site plan approval by the Mayor and City Council pursuant to the requirements of the New York City School Construction Authority Act.

MODIFICATION TO THE QUEENS WEST GENERAL PROJECT PLAN

Development of Site A pursuant to the proposed Special Zoning District would require modification by ESDC of the GPP currently in place for the Queens West project on Site A. The proposed modification would remove Site A and 48th Avenue between Vernon Boulevard and 21st Street that was intended to serve as a vehicular tunnel to bypass the intersection of Jackson Avenue and 11th Street, from the GPP.

MEMORANDUM OF UNDERSTANDING/RESTRICTIVE DECLARATION

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

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

OTHER ACTIONS

Site A is currently subject to waterfront permits issued by the U.S. Army Corps of Engineers (USACE) and the New York State Department of Environmental Conservation (NYSDEC), which allow development of a waterfront park and installation of new stormwater outfalls. As

part of the proposed actions, it is anticipated that the waterfront permits, as they pertain to Site A, would be transferred from QWDC to the City of New York; or, if required, the City would apply for new permits for work at Site A. After the new waterfront park has been designed, the City may seek to modify the existing permits to accommodate the new park design. If changes to the waterfront conditions are proposed, modifications to those permits or new permits may be required.

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

REASONABLE WORST-CASE DEVELOPMENT SCENARIO

With the new zoning and Special Zoning District, the maximum envelope of potential development under the proposed actions includes up to approximately 7.47 million gross square feet (gsf) of new buildings. This Environmental Impact Statement (EIS) analyzes this full build-out of the sites with a likely development scenario to identify impacts of such development. This potential development is referred to as the "reasonable worst-case development scenario" or "RWCDs" in this EIS. The RWCDs assumes that development on Site A and Site B would be undertaken pursuant to maximum building envelopes and other controls established by the new Special Zoning District; Sites A and B would be constructed in one phase incrementally starting in late 2009; and that construction would be completed by 2017.

NEW STREET SYSTEM AND CIRCULATION PATTERN

New Streets: Site A

On Site A, the existing mapped streets that are not built would be demapped and a new network of streets would be mapped. The following new streets would be created:

- **Second Street.** Existing 2nd Street would remain in place, but it would be widened. Second Street would be one-way southbound, with two lanes of vehicular traffic, one parking lane/bus stop lane on the west side of the street, and a two-way Class 1 bike lane.
- **Center Boulevard.** Center Boulevard would be extended into Site A from Queens West. This street would be two-way between 50th Avenue and Borden Avenue, and one-way northbound south of Borden Avenue. It would have two lanes of vehicular traffic, with a parking lane/bus stop lane on the east side of the street.
- **East-West Streets.** Borden Avenue, 51st Avenue, and 54th Avenue would extend into Site A and create three additional east-west streets: 55th, 56th, and 57th Avenues. Most of these streets would carry two lanes of one-way traffic in the same direction as they currently do outside Site A with one lane of on-street parking. Borden Avenue would carry two-way traffic. Parking would not be permitted on the north side of Borden Avenue, adjacent to the new school, where the lane would be reserved for school drop-offs, pickups, and deliveries.

New Streets: Site B

No new streets would be mapped across Site B, but the RWCDs assumes that Site B's developer would use a proposed zoning bonus and provide a new east-west publicly accessible private road

(55th Avenue) that would roughly bisect Site B. This street would be one-way eastbound, curving northerly at the eastern edge of the site to intersect with 54th Avenue.

Class 1 Bikeway

A generally 12-foot-wide, two-way Class 1¹ bikeway would extend along Center Boulevard (within the park area), 57th Avenue, and 2nd Street, separated from traffic lanes by a landscaped buffer. One-way bike lanes in the same direction as vehicular traffic would be painted on 50th Avenue (eastbound) and 51st Avenue (westbound) to complete the bikeway loop at Site A.

Sidewalks

Throughout Site A, wide sidewalks would be provided on all streets. On Site B, the sidewalks along the new 55th Avenue would also be wide. Sidewalks throughout Site A and Site B would be lined with street trees.

NEW PARCELS

Site A

The new street system on Site A would divide the site into seven new city blocks (referred to in this EIS as Parcels A through G), bounded on the east by 2nd Street, on the west by Center Boulevard, and on the north and south by the east-west avenues to be built across the site.

Site B

Assuming that the owner of Site B takes advantage of the proposed zoning bonus and develops a new east-west, privately owned but publicly accessible road and additional public open space, the RWCDS for Site B consists of two parcels. The new public road and open space would not be mapped and would therefore generate floor area for zoning purposes.

NEW BUILDINGS AND DEVELOPMENT

The development expected in the RWCDS is described below. **Figures S-5** and **S-6** illustrate the proposed development and **Table S-1** lists the anticipated development by parcel.

Residential Use

Up to 5 million gross square feet of residential space or 5,000 dwelling units are expected to be developed. Of these, 60 percent (3,000 units) would be permanently affordable to middle-income families, and 40 percent (2,000 units) would be market-rate units.

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

Retail Use

New retail uses would be concentrated along 2nd Street to create a neighborhood retail corridor. Up to 90,500 gsf of retail space is expected on Site A and 36,000 gsf on Site B. While no specific tenants have been identified, retail uses are expected to serve the local population.

¹ Class 1 bikeways are completely separated from vehicular traffic.

SOURCE: FX Fowle Architects; Wallace Roberts & Todd, LLC



- Site A
- Site B

0 200 400 FEET
SCALE

Illustrative Site Plan
Figure S-5



NOTE: Heights show maximum allowed building heights as set forth under the proposed Special Southern Hunter's Point District.

Reasonable Worst Case Development Scenario
Illustration of Proposed Buildings
Figure S-6

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

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

School and Other Community Facility Uses

On Site A, approximately 180,000 gsf of space for a new public school would be located on Parcel B. The school is expected to serve 1,600 students, possibly for grades 6 through 12. Approximately 45,000 gsf of space for other community facilities, such as a community center, medical space, space for a non-profit organization, or some other similar use, would also be located on Site A.

PUBLIC PARKS AND OPEN SPACES

Site A

The Hunter's Point South project would create an approximately 10.65-acre waterfront park along the site's entire East River shoreline and an additional 0.35-acre park along the south side of the new 55th Avenue on Site A between 2nd Street and Center Boulevard. These open spaces would be mapped parkland. A total of 11.0 acres of new open spaces would be created, of which roughly 6.0 acres would be for passive recreation and 5.0 acres would be for active recreation.

Site B

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

PARKING

Accessory parking is expected to be provided for 40 percent of all residential units on Sites A and B. On Site A, parking garages are anticipated to be located on all parcels except Parcels B and G. Parking would be provided in above-grade parking facilities located in the bases of the

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proposed buildings and concealed by residential and retail uses that would wrap around the perimeter of the garages. On-street parking would also be available for loading and unloading, and short-term visits.

INFRASTRUCTURE IMPROVEMENTS

The existing water service network would be extended as required throughout Sites A and B in accordance with NYCDEP standards. Siting of fire hydrants would be coordinated with the New York City Fire Department (FDNY).

The northern portion of Site A and adjacent areas are currently supported by a combined sewer and sanitary wastewater system; the southern portion lacks sewer service. When the City Map amendments are finalized, an Amended Drainage Plan would be developed in coordination with NYCDEP to identify the drainage area for Site A. In accordance with the Amended Drainage Plan, a new sewer system would be constructed on Site A that would separate stormwater and sanitary sewage flow. Stormwater runoff discharged into the East River via new outfalls would meet standards set by NYSDEC. New outfall locations have been approved as part of the NYSDEC and USACE waterfront permits issued for Site A. These locations would be used for the new outfalls, or, if modifications are proposed, modifications to the permits would be required. It is anticipated that stormwater attenuation and treatment mechanisms will be included in the City's design of the streets and parks within Site A; and that the designs of these systems will be guided by the City's sustainability initiatives described in PlaNYC, Best Management Practices, and CEQR standards to ensure public and environmental health and safety. Once the new storm and sanitary sewer system is built, NYCDEP would be responsible for maintaining and operating it.

ENVIRONMENTAL REVIEW PROCESS

The proposed actions are subject to public review under SEQRA, CEQR and ULURP, which involves review by the local Community Board, Queens Borough President, the CPC, and the City Council. Approvals are required from CPC and the City Council. The environmental review process provides a means for decision-makers to systematically consider the proposed actions' environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, and to identify (and, when practicable, mitigate) significant adverse environmental impacts. The process also facilitates the public's involvement by providing the opportunity to comment on the Draft EIS (DEIS).

FRAMEWORK FOR ENVIRONMENTAL REVIEW

An EIS analyzes the effects of a proposed action on its environmental setting. For each technical analysis in the EIS, the assessment includes a description of "existing conditions" in 2007, an assessment of conditions in the "future without the proposed actions" (or the "No Action") for the year that the action would be completed, and an assessment of conditions for the same year with the proposed actions (or the "Build" year). The proposed development would be constructed incrementally starting in late 2009 and built out by 2017. Thus, 2017 is the analysis year for the proposed actions.

For each technical area in which impacts may occur, a study area is defined for analysis. This is the geographic area likely to be affected by the proposed actions for a given technical area, or the area in which impacts of that type could occur. Appropriate study areas differ depending on the type of impact being analyzed.

The incremental difference between the “No Action” scenario and the RWCDs serves as the basis for the environmental impact analyses presented in the EIS. The RWCDs incorporate the full program of residential, retail, community facility (including the proposed school), parking, and open space expected on Sites A and B as a result of the proposed actions and therefore the EIS evaluates the impacts of that full program.

B. PROBABLE IMPACTS OF THE PROPOSED ACTIONS

LAND USE, ZONING, AND PUBLIC POLICY

The proposed actions are not expected to result in significant adverse impacts to the land use on the project sites or in the study area. The proposed actions would result in the redevelopment of Sites A and B according to new zoning district designations and a new Special Southern Hunter’s Point District. The proposed special district would establish new allowable use and bulk regulations for Sites A and B. The redevelopment of Sites A and B according to these new zoning regulations would result in the transformation of an underutilized waterfront parcel and a site containing distribution uses to a higher density mixed-use neighborhood with residential, retail, community facility (including a school) and park and open space uses. The proposed development would be compatible and consistent with land uses surrounding the project sites, including the Hunter’s Point mixed-use neighborhood to the east and the higher-density Queens West development to the north. The proposed actions would also be consistent with development trends in the study area, particularly residential redevelopment.

The proposed actions are not expected to result in adverse zoning impacts. The proposed actions would change the zoning of Site A and Site B to increase the maximum allowable FAR and to permit residential uses, thereby allowing the development of a dense residential neighborhood. These zoning changes would be compatible with the zoning of the mixed-use areas to the east and residential area to the north of Site A and would not be expected to have an adverse impact on the manufacturing areas adjacent to Site B.

SOCIOECONOMIC CONDITIONS

DIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

The proposed actions would not result in significant adverse impacts due to direct business and institutional displacement. The proposed actions would directly displace a recreational use (Tennisport) from Site A and would eliminate the potential use of Site B for manufacturing uses similar to those there today. Collectively, the businesses on the project sites employ approximately 228 workers.

Based on guidelines in the *CEQR Technical Manual*, the potentially displaced businesses were determined not to be of substantial economic value to the City or region; they do not provide products or services unique to New York City or regional area, and the study areas’ residents and businesses are not dependent on the displaced businesses for day-to-day needs. The businesses on Site B do not appear to have site-specific needs unique to their current location and real estate data indicate suitable space is available in other industrial areas in Queens or elsewhere in the City. Further, the businesses on the two sites do not individually or collectively define neighborhood character within the study areas. The businesses on the sites do not have a substantial number of jobs in the economic sectors with the highest employment in the primary

and secondary study areas (i.e., those that contribute substantially in an economic sense to the character of the neighborhood).

INDIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

The proposed actions would not result in significant adverse impacts due to indirect business and institutional displacement. The direct displacement of the businesses on the project sites would not lead to indirect displacement because these businesses do not directly support other businesses in the area, nor do they bring large numbers of people to the area that form a customer base for local businesses. While the employees of directly displaced businesses and indirectly displaced residents may form a portion of the customer base of neighborhood service establishments (food and drink establishments, retail, etc.), they would be replaced by a substantial new residential population, as intended by the goals of the proposed actions.

For the portions of the study areas north of Borden Avenue, the combination of residential, retail, community facility, parking, and open space introduced by the proposed actions would not alter or accelerate trends to alter existing economic patterns, because these uses are already prominent and there is a well-established trend toward residential and commercial redevelopment that is expected to continue independent of the proposed actions. The area south of Borden Avenue and west of 11th Street, however, could experience increased rent pressures due to the introduction of residential uses south of Borden Avenue with the proposed actions. However, the potential for indirect displacement would likely be limited to locations on the north side of 54th Avenue north of Site B, which would be located closest to residential uses intended for Site B. All establishments in this area south of Borden Avenue and west of 11th Street are located within the Long Island City Industrial Ombudsman Area, which provides business support and services that enhance the area's value as an industrial location and in doing so could temper market forces to convert to other uses. Overall, therefore, only limited indirect displacement of businesses is anticipated in the area south of Borden Avenue, and no indirect displacement of businesses would occur elsewhere in the study area.

ADVERSE EFFECTS ON SPECIFIC INDUSTRIES

The proposed actions would not result in significant adverse impacts on any specific industry within, or outside of, the study areas. The businesses on the project sites are not concentrated in any specific industry sector. None of the businesses subject to displacement are essential to the survival of an industry sector within, or outside of, the study areas.

DIRECT RESIDENTIAL DISPLACEMENT

Currently, the project sites do not contain any residential uses. Therefore, the proposed actions would not result in significant adverse impacts due to direct residential displacement.

INDIRECT RESIDENTIAL DISPLACEMENT

The proposed actions would not result in significant adverse impacts due to indirect residential displacement. The proposed actions would introduce 6,650 new residential units, or an estimated 12,968 new residents, to the study areas. Although this is a substantial addition to the study areas' population, the new population at Sites A and B would not be expected to introduce or accelerate a trend toward increased market rents in the study area. There is already a very strong trend in the primary study area for the development of new market-rate housing, which has substantially increased the population of the study area over the past 15 years and has been

gradually shifting the socioeconomic characteristics of the study area. The proposed actions would offer housing opportunities for a wide range of incomes through the provision of both affordable and market-rate units and this mix of market-rate and affordable housing could serve to relieve rather than increase residential market pressure in the study area. Therefore, the proposed actions would not introduce or accelerate a trend toward increased market rents to cause indirect residential displacement.

COMMUNITY FACILITIES

PUBLIC SCHOOLS

The project sites are located within Planning Zone 3 (Zone 3) of Community School District 30 (CSD 30). The analysis of public schools considers the proposed actions' impact on elementary and intermediate schools within a 1½-mile study area and within Zone 3 and CSD 30, as well as on high schools within Queens.

The assessment finds that the proposed actions would not have a significant adverse impact on intermediate schools within Zone 3 or CSD 30, or on high schools within the borough of Queens. The proposed actions would result in a significant adverse impact on elementary schools within the 1½-mile study area, Zone 3, and CSD 30, as well as on intermediate schools within the 1½-mile study area. (Elementary and intermediate schools in these study areas will be operating over capacity in the future without the proposed actions because of new students from the many residential projects expected to be complete by 2017.) However, the quantitative analysis does not account for new elementary and intermediate school seats that will be constructed in the future without the proposed actions (including seats that may be constructed within the 1½-mile study area) nor does it account for the school seats that would be provided under the proposed actions (a 1,600-seat intermediate/high-school would be provided).

LIBRARIES

The new residents added by the proposed actions would increase the population served by the Court Square Library by 13 percent and the planned Queens West Branch by almost 40 percent. However, this increase would not constitute a significant adverse impact because the Queens West Branch library is planned specifically to meet the growing need for library services in Hunter's Point.

DAY CARE CENTERS

With the proposed actions, the residents of low- to moderate-income units at Site B would generate a new demand for 59 day care slots. Day care facilities near the project sites will already be operating above capacity because of the many other development projects under construction or planned in the future independent of the proposed actions. If no new day care facilities are added in the study area to respond to this new demand, the 59 new children from the proposed actions would exacerbate the predicted shortage in day care slots and would constitute 26 percent of the collective capacity of day care centers serving the area. This increase would result in a potential significant adverse impact on day care capacity in the area. However, the quantitative analysis does not account for a 5,000-square-foot day care facility that may be built at Queens West in the future without the proposed actions. Although it will likely be privately-run, these slots could be used by the children of income-eligible households with Administration for Children's Services vouchers to finance care at private day care centers.

POLICE AND FIRE PROTECTION

The proposed actions would not affect the physical operations of, or access to and from, a police precinct house, fire station, or emergency medical facility. No significant adverse impacts on police, fire, and emergency medical services would result with the proposed actions.

HEALTH CARE

According to the thresholds in the *CEQR Technical Manual*, the proposed actions would not have significant adverse impacts on hospitals or health care facilities.

OPEN SPACE

The proposed actions would not result in a significant adverse impact on open space resources. In total, the proposed actions would create 13.41 acres of new open spaces on Sites A and B, 8.03 acres of which would be for passive recreation and 5.38 acres of which would be for active recreation. These open spaces would include a large waterfront park along Site A's entire East River shoreline, waterfront walkways and park spaces along the two project sites' entire Newtown Creek shoreline, and other smaller park spaces on the project sites.

Compared with conditions in the future without the proposed actions, the proposed actions would increase the commercial (¼-mile) study area's passive open space ratios, which would exceed the City's recommended guidelines. The proposed actions would also improve open space ratios in the residential (½-mile) study area, where the total open space ratio would increase slightly (by 1.2 percent) and the active open space ratio would increase by 5.0 percent. The passive open space ratio would decrease slightly (by 1 percent) but remain well above the City's guideline values.

Although the total and active open space ratios would continue to be below the recommended levels, the City recognizes that these goals are not feasible for many areas of the City and they are not considered impact thresholds. Further, by adding a substantial new park space, the proposed actions would result in a significant improvement to the area's open space that is not clearly reflected in the quantitative analysis.

SHADOWS

The incremental shadows that would be cast by the RWCDS's buildings would not cause any significant adverse impacts to nearby sun-sensitive resources. Incremental shadow would fall on various parts of the East River for up to four hours during mornings throughout the year, but these shadows would not significantly affect aquatic resources. Incremental shadows would also fall on portions of Gantry Plaza State Park for more than five hours during the morning and early afternoon hours of the fall, winter, and early spring months and on Peninsula Park on winter afternoons. While the long duration of these shadows could reduce the attractiveness of the park's passive recreation facilities during these seasons, the overall usability of the park would not be significantly affected. In the late spring and summer months, the park would receive ample sunlight, and no significant adverse impact to the health and viability of the park's vegetation would result.

HISTORIC RESOURCES

The proposed actions are not expected to result in any significant adverse impacts on archaeological or architectural resources in the study area. The project sites are not sensitive for

archaeological resources, and the architectural resources (i.e., the LIRR car float gantries, Queens-Midtown Tunnel vent building, Pepsi-Cola sign, 108th Police Precinct, and St. Mary's Church) are located more than 90 feet from the project sites and, therefore, outside the area of potential physical impacts. In addition, the proposed actions would not result in adverse contextual impacts nor would any significant views of any architectural resource be blocked. Further, the proposed actions would not significantly alter the visual setting of any architectural resource, nor would they introduce incompatible elements to any architectural resource's setting in the study area.

URBAN DESIGN AND VISUAL RESOURCES

The proposed actions would not have any significant adverse impacts on the study area's urban design and visual resources. The height of the proposed buildings would be similar to the Queens West development buildings that are built or under construction, but the height and setback provisions would reduce the allowed tower dimensions to less than those at Queens West. With a consistent streetwall with heights ranging from 40 to 70 feet, street trees and landscaping, and new park spaces, the urban design of the new development would be compatible with the urban design of the nearby residential community, which includes Queens West and portions of the Hunter's Point neighborhood to the east, featuring a varied mix of building types. The new streets at Site A and Site B would continue the existing street hierarchy from the study area onto the project sites, connecting the new neighborhood to the surrounding area.

In addition, the new development would not block any significant view corridors or views of visual resources, limit access to any resource, change the study area's urban design features so that a visual resource is no longer dominant in the area, or change the study area's urban design features so that the context of a visual resource is adversely altered. The proposed actions would maintain existing view corridors to the water and greatly enhance visual access to the waterfront, making available to the public sweeping views of the water and Manhattan skyline as well as the Brooklyn waterfront.

NEIGHBORHOOD CHARACTER

The proposed actions would dramatically transform Site A and Site B from low-density, industrial and commercial sites to a high-density development of residential buildings with retail and community facility uses. Together with the ongoing development at Queens West, the primary study area would have a band of high-rise residential development with a public waterfront park along the entire East River shoreline. Development of Site B would continue the high-density residential neighborhood eastward across 2nd Street, consistent with ongoing development trends in the primary study area (an example of which is the conversion of the PowerHouse).

The new development on Site A would be connected to the Hunter's Point mixed-use neighborhood to the east by its new east-west streets; Site B would be connected by 2nd Street, a north-south street. From locations to the east, the development's towers would be visible in the distance. View corridors to the waterfront and Manhattan skyline beyond would remain between the new buildings, including the existing view corridors down 50th and 51st Avenues toward the Empire State Building.

The proposed actions would almost double the study area's population. However, the proposed actions' mix of affordable and market-rate housing could serve to relieve rather than increase residential market pressure in the study area. Additionally, given the very strong trend already in

place in the neighborhood, the new population at Sites A and B would not be expected to introduce or accelerate a trend toward increased market rents in the study area that might cause significant indirect residential displacement. The redevelopment of Site B would introduce new residential uses to the Long Island City industrial area south of Borden Avenue. It is possible that the introduction of this residential use could lead to some limited indirect business displacement because of increased rent pressures. However, the potential for indirect displacement resulting from increased rent pressure is limited, and would not result in significant adverse indirect displacement impacts.

The proposed actions would substantially increase the amount of pedestrian activity and vehicular traffic on the study area's sidewalks and roadways. The increased activity and traffic would be clearly noticeable, but not necessarily adverse. In most locations, significant adverse traffic impacts could be mitigated.

Overall, the effects to neighborhood character would be noticeable but not adverse.

HAZARDOUS MATERIALS

On Site A, Phase I and Phase II Environmental Site Assessments first identified the potential for contamination and then confirmed and characterized the contamination through sampling. Contaminants have been found in Site A's subsurface (related primarily to former petroleum underground storage tanks and historic fill) and inside its buildings (primarily related to asbestos and lead-based paint). With the implementation of protective measures, no significant adverse impacts related to hazardous materials are expected to occur with the proposed actions. Following the construction of the proposed project, implementation and maintenance of the required engineering controls (e.g., soil cap and sub-slab depressurization systems) and establishment of such institutional controls as the MOU, Restrictive Declarations, and (E) Designations, there would be no further potential for significant adverse impacts related to hazardous materials.

NATURAL RESOURCES AND WATER QUALITY

The proposed actions would not cause any significant adverse impacts on terrestrial plant communities or wildlife, or on floodplains, wetlands, water quality, or aquatic biota in the East River and Newtown Creek. Potential benefits to natural resources that would result from the proposed actions include improved habitat for birds and other wildlife within the waterfront park and other open space areas. During final design of the project, stormwater management measures to reduce the amount and rate of stormwater generated within Site A (e.g., porous pavement, bioswales, etc.) will be considered.

WATERFRONT REVITALIZATION PROGRAM (WRP)

The RWCDs would be consistent with the City's 10 WRP policies and standards. Specifically, the development of 6,650 new apartments, ground-floor retail and community facility space, a school, and more than 13 acres of publicly accessible open space would be consistent with WRP's policies of supporting and facilitating residential and commercial development where appropriate, maintaining commercial boating, protecting coastal ecological systems, protecting and improving water quality in the coastal area, avoiding adverse effects to the coastal area as a result of solid waste and hazardous substances, providing public access to and along the City's coastal waters, protecting scenic resources that contribute to the visual quality of New York City, and avoiding adverse effects to historic and cultural resources.

INFRASTRUCTURE

The RWCDs would not cause any significant adverse impacts on water supply, sewage treatment, and stormwater discharge systems. To support the proposed new development on Site A, a new system of water mains, sanitary sewers, and separate storm water sewers would be installed in accordance with the NYCDEP Amended Drainage Plan. The new separate sanitary and storm sewer system would support the City's goals to reduce combined sewer overflow events. Use of separate storm sewers would allow rainfall on the project sites to be discharged to the East River and Newtown Creek, reducing the burden on the Bowery Bay Water Pollution Control Plant (WPCP), the wastewater treatment plant that serves the project sites. It is anticipated that stormwater attenuation and treatment mechanisms would also be included in the City's design of the streets and parks within Site A; and that the designs of these systems would be guided by the City's sustainability initiatives as described in PlaNYC, Best Management Practices, and CEQR standards to ensure public and environmental health and safety.

With the proposed actions, water demand on Sites A and B would increase by 1,517,322 gallons per day (gpd). This additional demand would not result in a significant adverse impact on the City's water supply system. With the proposed improvements, the incremental demand for water supply from the RWCDs would not adversely affect the ability of the existing system to distribute water to, or maintain water pressure for, existing local users.

The RWCDs would also result in an increased wastewater flow of 1,508,509 gpd, which would be treated at the Bowery Bay WPCP. This increase would represent a small percentage of the total future flows to the plant and would not cause the plant to exceed its permitted capacity.

SOLID WASTE AND SANITATION

The proposed actions would not cause any significant adverse impacts on solid waste and sanitation services. While implementation of the proposed actions would create new demands on these services, the municipal systems serving the project sites would have adequate capacity to meet the projected increases in solid waste generation. The New York City Department of Sanitation (DSNY), which collects solid waste and recyclables, is expected to provide municipal solid waste and sanitation services to the project sites for residential and institutional uses. Private carters provide these services for non-DSNY managed solid waste.

The proposed actions are expected to generate three additional truckloads per day for DSNY collection and one additional truckload per day for private carter collection. Although the proposed actions would increase the volume of solid waste and recyclables, the delivery of these services would not be affected and no significant burden would be placed on the City's solid waste management services (either public or private).

ENERGY

To address the growth and extent of new development in Long Island City and reduce the potential for a power outage similar to one that occurred in July 2006, Con Edison has committed to invest \$58 million in planned improvements in the Long Island City network, including upgrades to equipment in the northern Queens substation, construction of a new substation in northwest Queens with operations starting 2015, additional phone lines to call centers, and tracking systems to alert Con Edison of power outages. With these planned improvements, the proposed actions would not have a significant adverse impact on energy systems and services.

The proposed actions would increase demands on electricity and gas; however, relative to the capacity of these systems and the current levels of service in New York City, the increases in demand would be insignificant. Improvements would be made to the local electric and gas distribution grids to ensure proper service to the project sites. Therefore, the demands of the proposed actions would not result in a significant impact on the supplies of electricity and gas in the region or the City as a whole. In addition, with the future improvements to the distribution network, no impact would occur locally on electrical or gas utilities.

TRAFFIC AND PARKING

The RWCDS that would be built as a result of the proposed actions is expected to generate a significant volume of vehicular traffic. In the weekday AM peak hour, it would generate 456 vehicle trips arriving at the project sites and 922 vehicle trips leaving the sites, for a total of 1,378 vehicle trips. In the weekday midday peak hour, it would generate 359 inbound vehicle trips plus 360 outbound vehicle trips for a total of 719 vehicle trips. In the weekday PM peak hour, it would generate 824 inbound vehicle trips plus 445 outbound vehicle trips for a total of 1,269 vehicle trips.

Of the 41 existing study area intersections analyzed, the proposed actions would result in significant traffic impacts at 23 intersections in the AM peak hour, 18 in the midday peak hour, and 24 in the PM peak hour. Traffic capacity improvements that would be needed to mitigate these significant impacts are addressed below in "Mitigation." All nine new intersections that would be created as part of the proposed actions are expected to operate at acceptable levels of service.

The proposed actions would include a site plan and roadway network that would provide for a one-way roadway loop around the project sites and that would promote non-motorized modes of transportation, specifically, a Class 1 bikeway along 2nd Street and Center Boulevard, wide sidewalks, and crosswalks to and from the proposed waterfront park. It is assumed that several of the newly created intersections would require traffic signals to provide for the safe and efficient movement of vehicular and pedestrian traffic.

The proposed actions would also include the construction of parking garages with a total of 2,000 parking spaces in buildings on Site A and 660 parking spaces in buildings on Site B. This number of parking spaces would be sufficient to accommodate daytime needs in the area (i.e., from about 8 AM to 7 PM). However, there would be a shortfall of approximately 500 spaces during the nighttime/overnight hours that would only be partially compensated by the approximately 145 on-street parking spaces created as part of the proposed actions. As a result, project residents returning home after about 7 PM would need to find additional on-street parking spaces elsewhere in the surrounding neighborhood to the north and east of the project sites. During the period between publication of the Draft and Final EISs, a nighttime survey will be conducted for a ½-mile radius to determine the extent to which additional on-street spaces may be available and to determine whether any resulting shortfall would be considered a significant impact.

TRANSIT AND PEDESTRIANS

With the proposed actions, significant adverse transit impacts would result at the S7 and S8 street-level stairways at the Vernon Boulevard-Jackson Avenue No. 7 subway station (the stairways at the southwest and northeast corners of Vernon Boulevard and 50th Avenue, respectively). The proposed actions would also result in significant adverse impacts on the Q103

and B61 bus routes. In addition, the proposed actions would result in significant adverse pedestrian impacts on the west sidewalk along Vernon Boulevard between 50th and 51st Avenues, the northwest corner of Vernon Boulevard and 50th Avenue, the north and west crosswalks at Vernon Boulevard and 50th Avenue, the west crosswalk at Vernon Boulevard and 51st Avenue, and the east and west crosswalks at the newly signalized intersection of 2nd Street and Borden Avenue. Potential measures to mitigate these projected significant adverse impacts are described below in “Mitigation.”

AIR QUALITY

The proposed actions would not cause any significant adverse impacts from mobile source emissions. Maximum predicted pollutant concentrations and concentration increments from mobile sources would comply with corresponding guidance thresholds and ambient air quality standards. The proposed actions’ parking facilities would also not result in any significant adverse air quality impacts.

In addition, there would be no potential significant adverse air quality impacts from emissions of fossil fuel-fired heat and hot water systems in proposed buildings. For developments on certain parcels, restrictions would be placed on fuel type and stack placement on the rooftops to ensure that no significant adverse air quality impacts on nearby taller buildings would occur; these restrictions will be set forth in the MOU (or Restrictive Declaration) and (E) Designation. In addition, there would be no significant adverse air quality impacts from nearby industrial facilities on the proposed uses. Finally, based on the analysis of the school laboratory’s exhaust system, in the event of a chemical spill in a school laboratory there would be no predicted significant impacts in the proposed school, on other proposed uses, or on the surrounding community.

NOISE

Noise levels from project-generated traffic would result in a significant adverse noise impact during the weekday PM time period on the two blocks of 51st Avenue between Vernon Boulevard and 2nd Street. At this location, the increase in noise levels from project-generated traffic would be barely perceptible, but would exceed the *CEQR Technical Manual* impact criteria and therefore result in a significant adverse noise impact during the weekday PM time period. However, the noise levels on 51st Avenue would still fall within CEQR’s “marginally acceptable” range, which is not unusual for New York City residential areas.

The *CEQR Technical Manual* has set noise attenuation values for new buildings based on exterior noise levels. To achieve these interior noise levels, the MOU (or Restrictive Declaration) for Site A and the (E) Designation for Site B will require that at least 30 dBA of building attenuation is provided for residential and school uses.

In addition, noise levels within the proposed actions’ new open space areas would be above the 55 dBA $L_{10(1)}$ noise level, recommended in the *CEQR Technical Manual* noise exposure guidelines, for outdoor areas requiring serenity and quiet. While noise levels in these new areas would be above the 55 dBA $L_{10(1)}$ guideline noise level, they would be comparable to noise levels in a number of open spaces and parks in New York City, including Hudson River Park, Riverside Park, Bryant Park, Fort Greene Park, and other urban open space areas. Consequently, no significant noise impact on the new open spaces would result.

CONSTRUCTION IMPACTS

Construction activities on Site A are expected to begin in mid-2009, with complete build-out of the development parcels and associated parkland assumed to be completed by late 2017. Buildings would generally be constructed on Site A from north to south. Site B construction would fall within this timeframe, with construction expected to begin in the spring of 2010 and continuing through early summer 2015.

No significant adverse impacts are expected as a result of the project's construction, with the exception of construction-related traffic. During construction, vehicles trips associated with workers and deliveries would increase traffic on nearby roadways, but the total number of vehicle trips generated would be approximately 52 percent and 24 percent lower than the total number of vehicle trips generated by the completed proposed actions during the AM and PM peak hours, respectively. However, significant adverse traffic impacts could still occur at some of the study area locations during construction, similar to the operational impacts identified above. Therefore, a detailed traffic construction analysis will be undertaken between completion of the Draft and Final EIS, and the conclusions of this analysis will be presented in the FEIS.

Construction activities associated with the proposed actions would not result in significant adverse air quality impacts from construction-related vehicles on the area's roadways or from stationary and non-road sources. Based on the construction traffic volumes during the peak construction period and the expected use of diesel particulate filters (DPF) in concrete trucks, which would constitute a large portion of the construction trucks, significant adverse impacts on air quality from on-road construction sources would not be expected. The potential for construction-related air quality impacts from non-road equipment and activities would be limited by the fact that the project sites are large, and with the exception of the northern portion (Parcels A and B of Site A), are well removed from any existing sensitive receptor. Standard fugitive dust control measures would be employed to minimize the dust associated with construction activities. Moreover, with construction proceeding incrementally, by the time buildings on a parcel are ready for occupancy, the construction of the neighboring parcels would typically be past the construction phases that are of most concern for air quality.

While construction activities would be noisy and intrusive to the nearest sensitive receptors surrounding the project sites (Gantry Plaza State Park, the Avalon Riverview, and the PowerHouse) and to the residential and school buildings to be constructed, the noisiest activities (foundations) would take place for limited periods of time (less than 18 consecutive months), and the level of construction activity would vary and move throughout the site, and no immediate area would experience the effects of the project's construction for the full construction duration. Therefore, no significant adverse noise impacts are expected to occur. While it is possible that construction activities may result in noise impacts on the open spaces to be constructed as part of the proposed actions, they would not be considered significant adverse impacts.

PUBLIC HEALTH

The proposed actions would not cause any significant public health impacts. No significant air quality impacts from increased vehicular traffic or emissions from stationary sources would result from the proposed actions. In addition, as discussed in "Hazardous Materials" above, applicable regulations would be closely followed and appropriate measures would be implemented to address the management of soil and groundwater at the project sites and to ensure that any subsurface disturbance or demotion of on-site structures does not cause

unnecessary or unacceptable hazards to construction workers and the surrounding community from hazardous materials. Finally, the proposed actions would not create a new source of significant noise or odors.

C. MITIGATION

Potential significant adverse impacts from the proposed action—on community facilities (public schools and public day care centers), traffic, transit and pedestrians, and noise—have been identified. Measures to minimize or eliminate these impacts are summarized below. Significant adverse impacts that cannot be fully mitigated through reasonably practicable measures are also summarized below in section D, “Unavoidable Adverse Impacts.”

COMMUNITY FACILITIES

PUBLIC SCHOOLS

The analysis in Chapter 4, “Community Facilities,” concludes that the proposed actions would result in significant adverse impacts on elementary school enrollment within the 1½-mile study area, within Zone 3 of CSD 30, and within CSD 30 overall; and significant adverse impacts on intermediate schools within the 1½-mile study area. However, the quantitative analysis does not account for new elementary school seats that will be constructed in the future without the proposed actions (including seats that may be constructed within the 1½-mile study area) nor does it account for the school seats that would be provided under the proposed actions (a 1,600-seat intermediate/high-school would be provided). It is expected that some of the projected shortfall in the future with the proposed actions would be offset by these seats. However, additional measures would be required to mitigate the impact on elementary and intermediate school enrollment. Potential mitigation measures could include administrative actions undertaken by DOE, such as shifting the boundaries of school catchment areas within the CSD to move students to schools with available capacity, or creating new satellite facilities in less crowded schools. Other potential mitigation measures could include the construction of new school facilities. As an alternative, the school to be constructed as part of the proposed actions could be programmed with elementary school seats if this better meets the needs of Zone 3 in CSD 30 as identified by DOE.

PUBLIC DAY CARE CENTERS

The low- to moderate-income residential units at Site B would house an estimated 59 children eligible for publicly funded day care. The addition of these children to the area would result in a potential significant adverse impact on day care capacity in the area if no new day care facilities are added in the study area. Possible mitigation measures for this significant adverse impact include adding capacity to existing facilities, if feasible through consultation with the Administration for Children’s Services, or providing a new day care facility within or near the project sites.

At this point, however, it is not possible to know exactly which type of mitigation would be most appropriate or when its implementation would be necessary because the demand for publicly funded day care depends not only on the amount of residential development in the area but on the proportion of new residents who are children of low-income families. The proposed actions would provide 45,000 gsf of space for community facility use. If warranted, a portion of this space could be used as a public day care center.

TRAFFIC AND PARKING

As discussed above in “Traffic and Parking,” the proposed actions would cause significant adverse traffic impacts at a number of locations in the traffic study area. **Table S-2** summarizes the significant adverse traffic impacts and whether they could be fully or partially mitigated, or remain unmitigated, with the implementation of traffic improvement measures. The vast majority of the 50 locations analyzed for the weekday AM, midday, and PM peak hours would either not be significantly impacted or could be mitigated with traffic improvement measures, including: signal phasing and/or timing changes; parking regulation changes to gain a travel lane at key intersections; intersection or street channelization improvements; lane markings and signage, prohibition of turn movements, and installation of traffic signals at currently unsignalized intersections; and, creation of one-way traffic flow on 51st Avenue between 2nd and 5th Streets. These measures represent the standard range of traffic capacity improvements to improve operating conditions and mitigate impacts and are implemented by the NYCDOT.

Table S-2
Traffic Impact Mitigation Summary

Intersections	AM Peak Hour	Midday Peak Hour	PM Peak Hour
No significant impact	27	32	26
Fully mitigated impact	19	15	18
Partially mitigated impact	3	1	2
Unmitigated impact	1	2	4

As noted above in **Table S-2**, in the AM peak hour impacts at three intersections would be partially mitigated and one would remain unmitigated; in the midday peak hour, impacts at one intersection would be partially mitigated and two would remain unmitigated; in the PM peak hour, impacts at two intersections would be partially mitigated and four would remain unmitigated. These intersections include Van Dam Street/Thomson Avenue, Van Dam Street at Borden Avenue and the exit from the westbound Long Island Expressway, Borden Avenue at 11th Street and the ramps to/from the Queens-Midtown Tunnel toll plaza, Jackson Avenue/11th Street at the Pulaski Bridge, Jackson Avenue/21st Street, Vernon Boulevard/50th Avenue, and Center Boulevard/49th Avenue. Not all of these intersections would be unmitigated or partially mitigated during all peak periods.

With the implementation of the prescribed traffic mitigation measures, several new parking prohibitions would result in the removal of approximately 85 to 90 on-street parking or “standing” spaces. If it is determined that on-street parking should be retained at locations where such mitigation was proposed, additional unmitigated impacts could result.

TRANSIT AND PEDESTRIANS

The proposed actions would result in significant adverse impacts to two stairways (S7 and S8) at the Vernon Boulevard-Jackson Avenue subway station on the No. 7 line, bus line-haul on the B61 and Q103 routes, and street level pedestrian facilities (one sidewalk, one corner, and five crosswalks) at the Vernon Boulevard and 50th Avenue, the Vernon Boulevard and 51st Avenue, and the 2nd Street and Borden Avenue intersections, primarily because of high volumes of pedestrians headed to and from the subway station. Mitigation for the impact on the subway stairs could include stairway widening. The implementation of these mitigation measures would be

coordinated with MTA/NYCT to allow enough time for design and specification approvals by MTA/NYCT and for the stairway's construction. Crosswalk widening and restriping would be necessary to mitigate the pedestrian impacts.

Two options were evaluated to mitigate the significant adverse impacts on buses and pedestrian conditions, including the "Capacity Improvement Option," which would increase the number of buses on impacted bus routes and augment the physical capacity at impacted street-level pedestrian facilities; and the "Enhanced Bus Service Option," which would extend the Q103 service to Site A. With more convenient bus service for residents at Sites A and B, this second option would introduce more riders to the Q103; at the same time, it would reduce or eliminate pedestrian impacts because pedestrians would instead ride the bus. The two options are as follows:

- **Capacity Improvement Option.** To mitigate the proposed actions' impacts on the northbound and southbound B61 during the AM and PM peak periods, respectively, three additional (or 12 total) northbound buses would be required during the AM peak period. During the PM peak period, three additional (or nine total) southbound buses would be required.

To mitigate the proposed actions' impacts on the northbound and southbound Q103 during both peak periods, six additional (or eight total) northbound buses and four additional (or six total) southbound buses would be required during the AM peak period. During the PM peak period, five additional (or seven total) northbound buses and five additional (or seven total) southbound buses would be required. With implementation of this option, pedestrian impacts at the north and west crosswalk at Vernon Boulevard and 50th Avenue, and the west crosswalk at 2nd Street and Borden Avenue would remain unmitigated.

- **Enhanced Bus Service Option.** Recognizing that the new development anticipated as a result of the proposed actions would be better served with more nearby bus service, discussions were initiated with the MTA and MTA Bus to explore opportunities to extend the Q103 route from Vernon Boulevard to the project sites.

One possible route would be to extend the Q103 route east-west along Borden Avenue, looping it through the project sites southbound along 2nd Street to 54th Avenue, westbound towards the newly extended Center Boulevard, then northbound back towards Borden Avenue. To accommodate this potential service improvement, new bus stops and layover areas would be needed in and around the project sites. This is one bus routing option and has been analyzed in the DEIS.

During the period between completion of the DEIS and FEIS, the City, QWDC, MTA, NYCT and MTA Bus will evaluate other routing options that may be preferable, including options that serve the area to the north of the project sites. If another option is selected, detailed analyses will be completed for the FEIS.

The reduced pedestrian levels associated with this option would eliminate the significant adverse impacts associated with Vernon Boulevard west sidewalk between 50th and 51st Avenues; Vernon Boulevard and 50th Avenue northwest corner; and 2nd Street and Borden Avenue east crosswalk. Additional widening would also be recommended for the Vernon Boulevard and 51st Avenue west crosswalk. With implementation of this option, the significant adverse impacts at the north and west crosswalks at Vernon Boulevard and 50th Avenue, and the west crosswalk at 2nd Street and Borden Avenue would remain unmitigated.

AIR QUALITY

Implementation of the traffic mitigation measures would not result in any significant adverse impacts on air quality.

NOISE

Implementation of the traffic mitigation measures would not significantly affect noise levels.

As discussed above in "Noise," vehicular traffic generated by the proposed actions would cause a significant adverse impact on 51st Avenue between Vernon Boulevard and 2nd Street during the weekday PM time period that would affect residences and pedestrians on those two blocks. At residences where project impacts are predicted to occur, to mitigate project impacts, the City of New York would make storm windows and/or window air conditioners available, at no cost to owners of existing residences on 51st Avenue between Vernon Boulevard and 2nd Street, where such measures are not already installed. With these measures, interior noise levels would meet CEQR interior requirements and project impacts would be mitigated at residences.

There are no feasible or practicable mitigation measures that could be implemented to eliminate the noise impact predicted at this location for pedestrians. However, predicted noise levels on 51st Avenue between 2nd Street and Vernon Boulevard for Build conditions would still fall within CEQR's "marginally acceptable" range.

CONSTRUCTION IMPACTS

Where traffic-related impacts during construction may occur, measures recommended to mitigate impacts of the proposed actions could be implemented early to aid in alleviating congested traffic conditions.

D. UNAVOIDABLE ADVERSE IMPACTS

COMMUNITY FACILITIES

Without the implementation of any needed mitigation measures described above in "Mitigation", the proposed actions could have an unmitigated significant adverse impact on schools and day care facilities.

TRAFFIC AND PARKING

Nearly all of the locations that would be significantly impacted could be mitigated using traffic improvements such as new traffic signals, modifying existing signal timing/phasing plans, parking regulation changes, lane reconfigurations, and prohibition of turn movements.

Under the proposed actions, a maximum of eight intersections would experience unmitigatable impacts in the 2017 Build year (but not in all peak hours); of these, four intersections could be partially mitigated. The four intersections that would remain unmitigated are the intersections of Van Dam Street with Thomson Avenue/Queens Boulevard, with the LIE exit ramp, and with Borden Avenue, and the intersection of Center Boulevard with 49th Avenue. The four intersections where significant traffic impacts could be partially mitigated include Vernon Boulevard and 50th Avenue, Jackson Avenue and 11th Street, Jackson Avenue and 21st Street, and 11th Street and Borden Avenue at the Queens-Midtown Tunnel Toll Plaza Exit Ramp. Mitigation measures at locations that could only be partially mitigated or could not be mitigated

at all will be re-evaluated between the Draft and Final EISs to determine the feasibility of additional mitigation measures.

TRANSIT AND PEDESTRIANS

Significant adverse impacts associated with the proposed actions were identified for subway stairways, bus line-haul, and pedestrian elements. Potential mitigation measures identified include widening of existing stairways and/or construction of a new stairway, increase and/or extension of existing bus service, removal of sidewalk obstructions, installation of a corner bulb-out, and widening of existing crosswalks.

However, there could be up to six unmitigatable transit and pedestrian impacts. Transit-related mitigation measures are subject to further discussions with the MTA and NYCT, and if the potential stairway widenings and/or the construction of a new stairway are deemed not practicable, the significant adverse impacts identified for the S7 and S8 street-level stairways at the Vernon Boulevard-Jackson Avenue subway station would remain unmitigated. For several of the pedestrian crosswalk impacts, because the necessary widenings exceed the maximum typically permitted by NYCDOT, impacts could not be fully mitigated. As a result, significant adverse impacts identified at four study area crosswalks, including the north and west crosswalks at the Vernon Boulevard and 50th Avenue intersection, and the east and west crosswalks at the 2nd Street and Borden Avenue intersections would remain unmitigated. During the period between completion of the DEIS and FEIS, further analyses will be conducted to identify mitigation measures for these impacts.

NOISE

There are no feasible or practicable mitigation measures that could be implemented to eliminate the noise impact predicted at 51st Avenue between Vernon Boulevard and 2nd Street for pedestrians. Consequently, the predicted impacts at this location would be considered unmitigated significant impacts.

E. ALTERNATIVES

Under SEQRA and CEQR, alternatives selected for consideration in an EIS are generally those that have the potential to reduce, eliminate, or avoid significant adverse impacts of a proposed action while meeting some or all of its goals and objectives.

Four alternatives to the proposed actions were assessed: a No Action Alternative, in which the proposed actions are not undertaken; a Lesser Density Alternative, which considers a smaller project that avoids some or all of the significant adverse impacts identified in the EIS analyses; a General Project Plan (GPP) Alternative, in which Site A is redeveloped with the program currently permitted by the Queens West General Project Plan; and an M3-1 zoning alternative, in which Site A is redeveloped in conformance with its existing manufacturing zoning, as if no GPP were in place governing development on the site.

As detailed below, none of these alternatives would substantially meet the goals and objectives of the proposed actions:

- The **No Action Alternative** and the **M3-1 Zoning Alternative** would avoid all of the significant adverse environmental impacts of the proposed actions (i.e., public elementary school and day care, traffic, subway and bus, pedestrian, and noise impacts). However,

neither alternative would transform the largely underutilized waterfront land on Site A or facilitate development on Site B to meet the City's goals for creating a vibrant neighborhood with a publicly accessible waterfront, with views of the East River, Newtown Creek, Manhattan skyline, and Brooklyn waterfront. Further, these alternatives would not address the City's need for new permanent affordable housing units. In short, both of these alternatives would substantially fail to meet the project's goals.

- The **Lesser Density Alternative** would result in the same mix of uses on the project sites as the proposed actions but would provide for approximately one-third fewer market-rate and affordable housing units. This alternative would not, however, eliminate the significant adverse impacts of the proposed actions and at the same time it would also fail to provide the same level of benefits as the proposed actions. Therefore, this alternative would not meet the project's goals as effectively as the proposed actions.
- The **GPP Alternative**, like the proposed actions, would redevelop Site A with high-density development. No new development would occur on Site B. However, QWDC has no current plans to move forward with development at this location and is now proposing to modify the GPP to remove Site A. Although development according to the GPP would transform this largely underutilized area into a vibrant neighborhood, it would bring office use to the waterfront, an area no longer considered suitable for that use. In addition, this alternative would not eliminate the potential for impacts to traffic, transit, and pedestrians, and noise. It would also not provide substantial amounts of permanent affordable housing.

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