

## **A. INTRODUCTION**

This chapter examines the proposed actions' effects on land use and development trends, their compatibility with surrounding land use, and their consistency with public land use and zoning policies. The project sites (Site A and Site B) are located in the south-westernmost corner of Long Island City, bordered to the south by Newtown Creek and to the west by the East River. The proposed actions would significantly change land use on Site A, from an underutilized site with limited low-density commercial and transportation uses to a cluster of seven residential blocks developed with buildings of varying heights. The proposed actions would result in approximately 5,000 housing units, 45,000 gross square feet (gsf) of community facility use, 90,500 gsf of ground-floor local retail use, a 1,250-seat public school, and 11.0 acres of publicly accessible parkland on Site A. The proposed actions would also allow for significant land use changes on Site B, from a site currently occupied with low-density light industrial and commercial use, to two residential blocks developed with buildings of varying heights containing up to 1,650 housing units in total, approximately 36,000 gsf of ground-floor local retail use, and approximately 2.42 acres of publicly accessible open space.

The proposed actions also involve changes to public policy governing the two sites. The proposed zoning map and text amendments and changes to the City Map would result in a different development plan for Site A than that approved earlier by the City as part of the Queens West project. The proposed zoning map and text amendments would result in a change of use on Site B from industrial and commercial to residential with local retail and publicly accessible open spaces, and a change of zoning from light manufacturing to a residential district with a local commercial overlay.

## **PRINCIPAL CONCLUSIONS**

### *LAND USE*

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 districts and a new Special Southern Hunter's Point District, which would establish new allowable use and bulk regulations. The redevelopment of Sites A and B according to these new zoning regulations would result in the transformation and reuse 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 public school), and public 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.

## *ZONING AND PUBLIC POLICY*

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 floor area ratio (FAR)<sup>1</sup> and permit residential uses, thereby allowing the development of a denser 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.

## **B. METHODOLOGY**

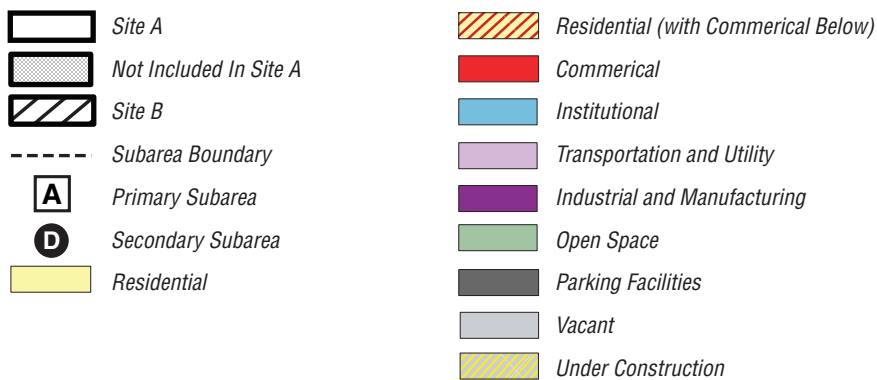
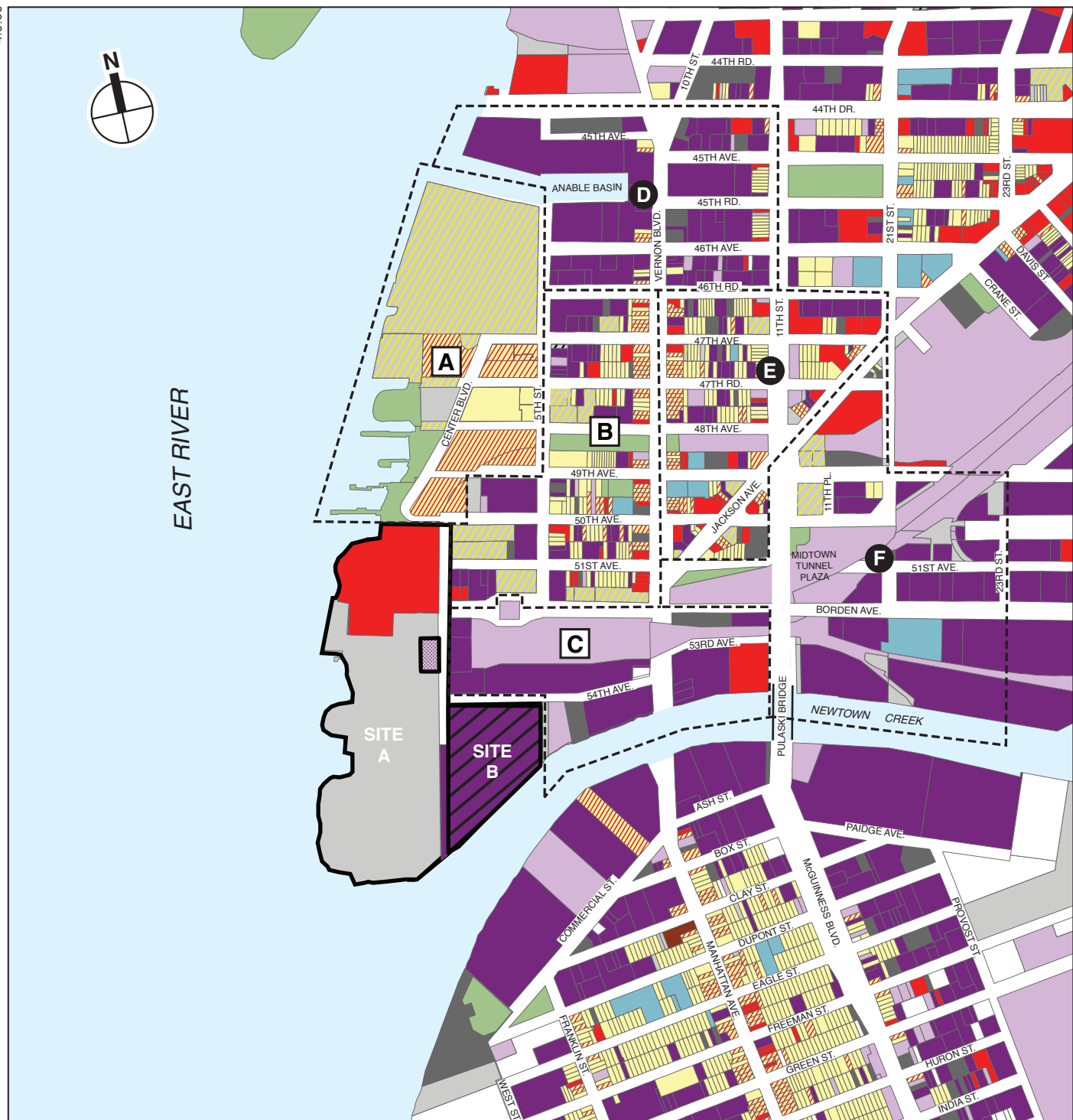
Because the proposed actions would rezone approximately 37.5 acres in the Hunter's Point neighborhood of Long Island City, they would be expected to influence land use and development trends outside the project sites. Therefore, this chapter provides an assessment of existing and future conditions with and without the proposed actions for both the project sites and the surrounding area, where changes might occur because of the proposed action. The analysis was conducted for three study areas: the project sites, Sites A and B; the primary study area, which is the area roughly within ¼ mile of the project sites where the actions' influence would be greatest; and the secondary study area, which is the area generally within ½ mile of the project sites (see **Figure 2-1**). According to the *CEQR Technical Manual*, a study area's boundaries can be modified, as appropriate, to include other areas that may be affected by the proposed actions or to exclude areas that would not be. Geographic and physical features that may be used to define these boundaries include bodies of water, significant changes in topography, wide roads, and railroad easements. To account for distinct land use concentrations, the ¼-mile primary study area boundary was modified slightly. Specifically, the northern boundary was extended to Anable Basin to account for the Queens West development. In addition, the southern boundary was limited to Newtown Creek, which separates Queens from Brooklyn. The northern Greenpoint area within Brooklyn, while within ¼ mile of the project sites, is effectively separated from the sites (and potential impact area) by a physical barrier, specifically, Newtown Creek. Therefore, this area is not included in this analysis.

For the purposes of assessing existing and future land use, zoning, and public policy, the primary study area was divided into three subareas that represent distinct land use patterns (see **Figure 2-1**). These include the following:

- *Subarea A, Queens West.* This area extends north from Site A and is bounded by Anable Basin to the north, 5th Street to the east, 49th and 50th Avenues to the south, and the East River to the west.
- *Subarea B, Portion of Hunter's Point Mixed-Use Neighborhood, West of Vernon Boulevard.* This area is roughly bounded by 46th Road to the north, Vernon Boulevard to the east, Borden Avenue to the south, and 2nd and 5th Streets to the west.
- *Subarea C, Long Island City Industrial Area, West of 11th Street.* This area is roughly bounded by Borden Avenue to the north, the Pulaski Bridge to the east, Newtown Creek to the south, and 2nd and 5th Streets to the west.

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<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 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.



0 500 1000 FEET  
SCALE

Land Use  
Study Areas and Subareas  
**Figure 2-1**

The secondary study area was also divided into three subareas:

- *Subarea D, Anable Basin and Manufacturing Area.* This area is roughly bounded by 46th Road to the south, 11th Street to the east, 44th Drive to the north, and 5th Street and the East River to the west.
- *Subarea E, Portion of Hunter's Point Mixed-Use Neighborhood, East of Vernon Boulevard.* This area is a roughly triangular portion of the study area generally bounded by Jackson Avenue to the south and east, Vernon Boulevard to the west, and 46th Road to the north.
- *Subarea F, Long Island City Industrial Area, East of 11th Street.* This area is generally bounded by Jackson Avenue to the north, 23rd Street and Sunnyside Yard to the east, Newtown Creek to the south, and 11th Street and Vernon Boulevard to the west.

This chapter describes existing land use conditions and future conditions without the proposed actions, and analyzes the probable impacts that the proposed actions may have on land use, zoning, and public policy in each of the subareas.

## C. EXISTING CONDITIONS

### LAND USE

#### PROJECT SITES

The project sites are located along the Hunter's Point waterfront, in Long Island City. The two sites, Site A and Site B, together cover more than 37.5 acres.

##### *Site A*

Site A is currently partially occupied by a variety of commercial uses. These uses include Tennisport, a private tennis club with accessory parking; the Water Taxi landing, Water Taxi Beach, and accessory and public parking; and temporary storage for a construction contractor; in addition to parking for off-site uses.

Tennisport occupies the northern third of Site A and includes structures for indoor courts and outdoor courts. The club is private and charges membership fees. A vacant portion of the Tennisport complex along 2nd Street has been converted into a dog run.

South of Tennisport is the Water Taxi landing and Water Taxi Beach at the East River shoreline, and accessory and public parking to their east. From May to December, the Water Taxi provides weekday commuter service from Hunter's Point to East 34th Street and Pier 11 in Manhattan and to the Schaeffer Landing and Fulton Landing in Brooklyn. On summer weekends, the Water Taxi provides service to additional stops in both Brooklyn and Manhattan. The Water Taxi Beach, located just north of the ferry landing, is a 44,000-square-foot concession operated by New York Water Taxi. It is open from Memorial Day to Columbus Day and features volleyball nets, shaded tents, and a restaurant and bar.

The area directly south of the Water Taxi facility is used as parking for the Anheuser-Busch facility on Site B, and has parking for approximately 100 cars and a storage area for delivery trucks. The southernmost portion of Site A is used as a temporary storage site by a local contractor. It was formerly the site of a Daily News printing plant.

### *Site B*

Site B is occupied by a distribution warehouse for Anheuser-Busch and a single-story building used by NBC for storage, office, and studio-related uses.

### *PRIMARY STUDY AREA*

The primary study area includes the Queens West development and the surrounding Hunter's Point neighborhood. The land uses in the three subareas are described below and illustrated in **Figure 2-1**.

#### *Subarea A, Queens West*

As discussed in Chapter 1, "Project Description," a development plan was approved by the City and State in 1990 for the 74-acre Queens West 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. An application under the City's Uniform Land Use Review Procedure (ULURP) for changes to the City Map and a New York State General Project Plan (GPP) adopted for the site created a total of 20 development parcels; Parcels 1 through 11 constitute the Queens West site, and Parcels 12 through 20 make up this project's Site A. The GPP established use and bulk controls to guide development of Site A. Site A was to be developed with 2.2 million square feet of residential use, 2.35 million square feet of commercial use (including a hotel), and 73,000 square feet of retail space. The parcels developed to date at Queens West have proceeded according to the requirements of the GPP, which has been amended several times since it was originally adopted.

The Queens West site is developed with multiple high-rise residential buildings along Center Boulevard—the Avalon Riverview building between 49th and 50th Avenues, the Citylights building between 48th and 49th Avenues, the Avalon Riverview North building between 48th Avenue and 47th Road, and the East Coast I and II buildings on either side of Center Boulevard between 47th Road and 47th Avenue. A mid-rise building for seniors is located adjacent to the Avalon Riverview building on 49th Avenue. Ground-floor retail uses are located in several of the buildings, and include a restaurant in the Avalon Riverview building, a dry cleaner and nail salon in the Citylights building, and a wine shop in the East Coast I building. Additional retail space is provided in the Riverview North building and in the East Coast II building. P.S. 78, a public school located in the base of the Citylights building, serves grades pre-K through 5.

Although the northern portion of the Queens West site is partially vacant, additional high-rise buildings are currently under construction in this area, and additional high-rise buildings are slated for construction in accordance with the GPP adopted for the site (see section D, "The Future without the Proposed Actions").

The western portion of the Queens West site is occupied by Gantry Plaza State Park and Peninsula Park, which together form a waterfront park that has landscaped grassy areas, a small playground, and four piers. The piers feature seating and tables, and one pier can be used for fishing. Additional public parkland is being created on the Queens West site, including the 5th Street ballfields (which opened to the public in July 2008) and additional waterfront parkland.

#### *Subarea B, Portion of Hunter's Point Mixed-Use Neighborhood, West of Vernon Boulevard*

Subarea B contains the westernmost edge of the mixed-use portion of the Hunter's Point neighborhood. In general, the subarea is predominantly residential with commercial uses concentrated along Vernon Boulevard and manufacturing uses concentrated in the northwestern

and southwestern sections of the subarea. Additional commercial and manufacturing uses are interspersed in some of the midblock locations. A number of public parks and open spaces are also located within the subarea.

Vernon Boulevard, the neighborhood's main retail corridor, forms the eastern boundary of the subarea. Most of the buildings on Vernon Boulevard contain residential uses with commercial uses on the ground level. Commercial uses are local and retail in nature, and include restaurants, delis, coffee shops, a flower shop, antique and home accessory stores, and wine and liquor stores. Recently, a number of previously vacant storefronts have been renovated to accommodate new commercial uses, and some storefronts are occupied by sales offices for some of the area's new residential developments.

The midblocks of the subarea are predominantly residential, with some industrial uses mixed in. Several sites have seen recent redevelopment, including newly constructed residential buildings at 49th Avenue and 5th Street (the Gantry), at 50th Avenue and 5th Street (the Galaxy), and midblock on 50th Avenue between 5th Street and Vernon Boulevard. Additional developments are currently under construction or renovation for conversion to residential uses. These sites include the conversion of the former Pennsylvania Railroad PowerHouse at 2nd Street and 51st Avenue to residential condominiums (the PowerHouse), a 5-story residential building on Borden Avenue and 5th Street (the Foundry), a 12-story residential building on Borden Avenue between 5th Street and Vernon Boulevard (One Hunters Point), and a recently completed 7-story residential building at 5th Street and 48th Avenue (Fifth Street Lofts). These projects and others are described in more detail below (see section D, "The Future without the Proposed Actions"). In addition to these projects, several existing residential buildings within the area have been recently renovated.

Industrial uses in the subarea are located among the residential and commercial uses. There are a variety of types of manufacturing uses, including a painting company, a theatrical hardware firm, a mail sorting company, an auto body shop, a wire manufacturing firm, a time clock company, and a plastic manufacturing company. The southwestern portion of the subarea, below 50th Avenue and west of 5th Street, had until recently contained entirely manufacturing uses. As mentioned above (and as detailed in section D), a number of parcels in this portion of the subarea are currently under construction/renovation to residential uses.

This subarea contains two parks and a community garden—the Hunters Point Community Park, which occupies the northern half of the block bounded by 48th Avenue, Vernon Boulevard, 49th Avenue and 5th Street; and the Andrews Grove Park, which is located on 49th Avenue just west of Vernon Boulevard. The community garden is on a small lot located near Andrews Grove Park.

### *Subarea C, Long Island City Industrial Area, West of 11th Street*

Subarea C is dominated by transportation uses, which include vent buildings for Amtrak and the Queens-Midtown Tunnel, the Long Island Rail Road (LIRR) Long Island City passenger station, and the LIRR Long Island City train yard.

The two-story Amtrak vent building is located on the west side of 2nd Street between Borden and 54th Avenues. Currently under construction, this vent building will be used for ventilation of and access to the rail tunnels during emergencies. The Queens-Midtown Tunnel vent building is located in the center of Borden Avenue between 5th and 2nd Streets; the structure provides ventilation for the Queens-Midtown Tunnel, which passes underneath this area. The LIRR Long Island City passenger station occupies the south side of Borden Avenue between Vernon Boulevard and 2nd Street, within the larger rail yard facility. This facility has a parking area for

approximately 100 cars along Borden Avenue. The LIRR Yard extends easterly, past Vernon Boulevard toward the Sunnyside Yard rail complex. Vernon Boulevard extends to Newtown Creek, although it is interrupted at Borden Avenue by the LIRR Passenger Yard. There are no pedestrian or vehicular crossings over the rail yard. Manufacturing and light industrial uses located between the train tracks and Newtown Creek consist primarily of warehousing and distribution businesses and a woodworking business.

### *SECONDARY STUDY AREA*

The secondary study area is the area generally located within a ½-mile radius of the project sites, and includes portions of the Hunter's Point and other Long Island City neighborhoods. The secondary study area was divided into three subareas (see **Figure 2-1**).

#### *Subarea D, Anable Basin and Manufacturing Area*

This subarea, which is located in the northern portion of the secondary study area and which includes Anable Basin, contains predominantly manufacturing uses with the exception of a few mixed-use buildings (residential with ground-floor commercial uses) on Vernon Boulevard and several residential buildings along 11th Street.

Manufacturing uses in this subarea include a mold and die operation, an ironworks operation, a plastic manufacturer, a design center, laundry facility, an elevator/escalator company, a New York City Department of Transportation facility, auto-repair shops, taxi garages, and a ceramic tile company. Commercial uses include a bar, diner and machine parts store. Two residential buildings are under construction in this subarea, on 46th Road and 47th Avenue. The anticipated developments at these sites are discussed further in section D, "The Future without the Proposed Actions."

#### *Subarea E, Portion of Hunter's Point Mixed-Use Neighborhood, East of Vernon Boulevard*

Subarea E is another section of the mixed-use Hunter's Point neighborhood. Like Subarea B, this subarea is experiencing redevelopment, with recent renovations of existing residential buildings and six new projects under construction. These new projects, which will be residential (see section D, "The Future without the Proposed Actions") reflect the trend toward residential development within the Hunter's Point neighborhood.

The east side of Vernon Boulevard is included in the subarea, and, like the west side, is a vibrant retail corridor characterized by buildings with ground-floor commercial uses and upper story residences. Commercial uses include real estate offices, delis, restaurants, and a wine and liquor store. Jackson Avenue, flanking the east side of the subarea, is another local retail corridor containing primarily residential buildings with commercial uses on the ground floor. As mentioned above, six new residential projects are under construction in this area, five of which are located along Jackson Avenue. The sixth site is located at 47th Avenue and Vernon Boulevard. Commercial uses on Jackson Avenue include restaurants and a wine store. The midblocks between Vernon Boulevard and Jackson Avenue are primarily a mix of industrial and residential uses. Industrial uses in this subarea include some auto repair uses and electrical repair companies.

#### *Subarea F, Long Island City Industrial Area, East of 11th Street*

Subarea F, located southeast of Jackson Avenue, comprises almost entirely industrial and transportation uses. However, consistent with trends in the larger Hunter's Point neighborhood, there are two residential developments currently under construction along 11th Street at Jackson

Avenue and at 50th Avenue (see section D, “The Future without the Proposed Actions”). A shelter for veterans is located on Borden Avenue at 21st Street. The remainder of the subarea includes the below-grade approach and toll plaza for the Queens-Midtown Tunnel, the continuation of the LIRR tracks, and large warehouses on Borden Avenue and Newtown Creek. Some commercial uses are interspersed in the subarea; these uses include a large, 11-story office building in the northern section of the subarea on Jackson Avenue overlooking the rail yard. Industrial uses include a Fresh Direct distribution facility and a record storage warehouse.

## ZONING

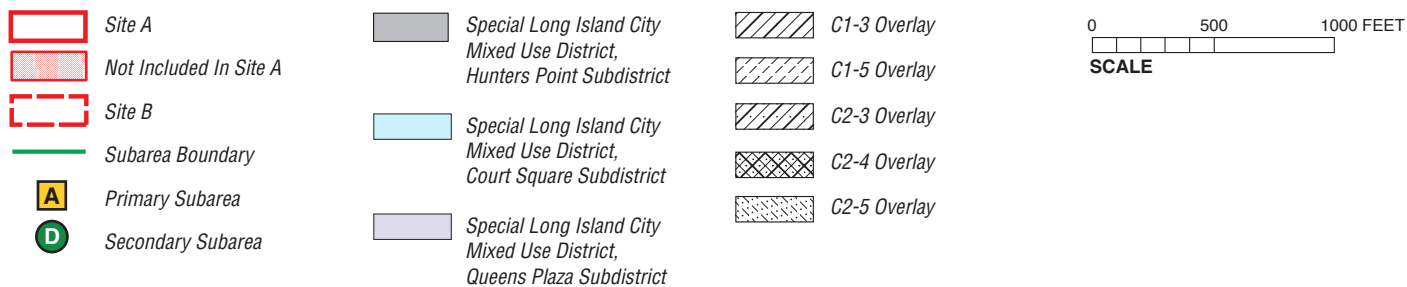
Zoning is the primary tool for implementing the City’s planning and development objectives by regulating land use, density, and building bulk. In general, zoning actions over the last 30 years, including the most recent revisions to the Hunters Point Subdistrict of the Special Long Island City Mixed Use District (discussed in more detail below), have promoted a mixed-use character (light manufacturing, commercial, and residential uses) in the area, particularly in Subarea B of the primary study area and Subarea E of the secondary study area.

Existing zoning and its relationship to land use character are described below. **Tables 2-1** and **2-2** and **Figure 2-2** detail the existing zoning designations of the primary and secondary study areas.

**Table 2-1**  
**Zoning Districts Located in the Primary Study Area**

| Zoning District  | Maximum FAR <sup>1,2</sup>   | Uses/Zone Type  |
|--|--|---|
| <b>Residential Districts</b>   |  |   |
| R6A  | R: 3.0; CF: 3.0  | Contextual residence district, allowing medium-density housing, low-rise buildings with greater lot coverage  |
| <b>Commercial Districts<sup>3</sup></b>  |  |   |
| C1-5   | C: 2.0 (in R6 to R10) follows bulk residential and community facility regulations of mapped residential district | Local shopping and services   |
| C2-5   |  | Local shopping and services; permits a wider range of uses, such as repair shops and funeral homes  |
| <b>Manufacturing Districts</b>   |  |   |
| M1-4   | M: 2.0; C: 2.0; CF: 6.5  | Light manufacturing and most commercial uses, older industrial areas, strict manufacturing performance standards  |
| M3-1   | M: 2.0; C: 2.0   | Heavy manufacturing and most commercial uses, minimum manufacturing performance standards   |
| M3-2   |  |   |
| <b>Mixed-Use Districts</b>   |  |   |
| M1-4/R6A   | R: 3.0, M: 2.0; C: 2.0; CF: 3.0  | These districts are paired in the Special Long Island City Mixed Use District, Hunters Point Subdistrict, to allow a range of uses as of right. Mixed-use buildings in these districts shall have a maximum FAR not exceeding the maximum FAR for residential, commercial or manufacturing uses, whichever is greatest. |
| M1-4/R6B   | R: 2.0; M: 2.0; C: 2.0; CF: 2.0  |   |
| M1-4/R7A   | R: 4.0; M: 2.0; C: 2.0; CF: 4.0  |   |
| M1-5/R7X   | R: 5.0; M: 5.0; C: 5.0; CF: 5.0  |   |
| M1-5/R8A   | R: 6.02; M: 5.0; C: 5.0; CF: 6.5   |   |
| <b>Special Districts</b>   |  |   |
| Special Long Island City Mixed Use District, Hunters Point Subdistrict   | FAR is governed by underlying zoning districts   | Use and bulk is governed by the M/R zone pairings described above, which in most cases allow residential, commercial, and light manufacturing uses as-of-right, to further the intent of the district: to foster a vibrant, mixed-use neighborhood.   |
| <b>Notes:</b> 1 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 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.<br>2 R-Residential; C-Commercial; CF-Community Facility; M-Manufacturing<br>3 Commercial overlay districts are often mapped with residential districts (R5 and above) along the study area's heavily traveled roadways. |  |   |
| <b>Source:</b> New York City Zoning Resolution.  |  |   |





**Table 2-2**  
**Zoning Districts Located in the Secondary Study Area**

| Zoning District  | Maximum FAR <sup>1,2</sup>   | Uses/Zone Type   |
|--|--|--|
| <b>Residential Districts</b>   |  |  |
| R6A  | R: 3.0; CF: 3.0  | Contextual residence district, allowing medium-density housing, low-rise buildings with greater lot coverage   |
| R7X  | R: 5.0; CF: 5.0  | Contextual residence district  |
| <b>Commercial Districts<sup>3</sup></b>  |  |  |
| C1-5   | C: 2.0 (in R6 to R10) follows bulk residential and community facility regulations of mapped residential district | Local shopping and services  |
| C2-5   |  | Local shopping and services; provides a greater range of uses such as repair shops and funeral homes   |
| <b>Manufacturing Districts</b>   |  |  |
| M1-4   | M: 2.0; C: 2.0; CF: 6.5  | Light manufacturing and most commercial uses, older industrial areas, strict manufacturing performance standards   |
| M3-2   | M: 2.0; C: 2.0   | Heavy manufacturing and most commercial uses, minimum manufacturing performance standards  |
| <b>Mixed-Use Districts</b>   |  |  |
| M1-4/R6A   | R: 3.0, M: 2.0; C: 2.0; CF: 3.0  | These districts are paired in the Special Long Island City Mixed Use District, Hunters Point Subdistrict, to allow a range of uses as of right.  |
| M1-4/R6B   | R: 2.0; M: 2.0; C: 2.0; CF: 2.0  |  |
| M1-4/R7A   | R: 4.0; M: 2.0; C: 2.0; CF: 4.0  |  |
| M1-5/R7X   | R: 5.0; M: 5.0; C: 5.0; CF: 5.0  | Mixed-use buildings in these districts shall have a maximum FAR not exceeding the maximum FAR for residential, commercial or manufacturing uses, whichever is greatest.  |
| <b>Special Districts</b>   |  |  |
| Special Long Island City Mixed Use District, Hunters Point Subdistrict   | FAR is governed by underlying zoning districts   | Use and bulk is governed by the M/R zone pairings described above, which in most cases will allow residential, commercial, and light manufacturing uses as-of-right, to further the intent of the district: to foster a vibrant, mixed-use neighborhood. |
| <b>Notes:</b>  |  |  |
| 1 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 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. |  |  |
| 2 R-Residential; C-Commercial; CF-Community Facility; M-Manufacturing  |  |  |
| 3 Commercial overlay districts are often mapped with residential districts (R5 and above) along the study area's heavily traveled roadways.  |  |  |
| <b>Source:</b> New York City Zoning Resolution.  |  |  |

## PROJECT SITES

### Site A

As discussed above (see "Land Use"), a development plan was approved by the City and State in 1990 for the Queens West site, and a GPP was adopted for the site. The GPP overrode the local zoning of the New York City Zoning Resolution once the property was acquired by the State of New York and established use and bulk controls to guide development of Site A.

Site A is mapped with an M3-1 zoning district. M3 districts have lower performance standards than other manufacturing districts, and generally allow for heavy industrial uses. They are typically located on waterfronts or in industrial sectors, where they can be buffered from residential areas. M3-1 districts allow a maximum floor area ratio (FAR) of 2.0, and parking is required.

### *Site B*

Site B is zoned M1-4 (2.0 FAR commercial and manufacturing uses; 6.5 FAR community facility uses). M1-4 districts allow light industrial uses that comply with stringent performance standards; office and most retail uses are also permitted. M1 districts are permitted adjacent to residential areas. Parking is not required in M1-4 districts.

### *PRIMARY STUDY AREA*

As discussed above, Subarea A (the Queens West site) of the primary study area is governed by the GPP, described in more detail below under “Public Policy.” Subarea B is mostly zoned with the Hunters Point Subdistrict of the Special Long Island City Mixed Use District. Subarea C is zoned with a light manufacturing district.

Zoning has promoted a mixed-use character within Subarea B since 1981 when the Special Hunters Point Mixed Use District was established to regulate the existing and evolving mix of residential, commercial, and industrial uses in the neighborhood. The special district regulations allowed new manufacturing uses as-of-right and allowed commercial uses in limited circumstances. The provisions also permitted very limited as-of-right enlargements and alterations of existing residential buildings and new infill residential construction. In 1993, the New York City Department of City Planning (NYCDCP) published its *Plan for Long Island City: A Framework for Development*, which recommended zoning changes and capital investment in mass transit, streets and parks for a large portion of Long Island City located generally between the East River to the west, 41st Avenue to the north, 39th Street to the east and Newtown Creek to the south. Within this area, goals specific to the primary and secondary study areas for the Hunter’s Point South Rezoning and Related Actions include the following:

- Provide an enriched mix of residential, industrial and commercial activity in the Special Hunters Point Mixed Use District (which encompasses most of Subareas A and E);
- Redevelop the waterfront area between Anable Basin and Queensbridge Park for housing, retail, parks, and other uses that will attract people to the waterfront (this area includes a small portion of Subarea D);
- Improve infrastructure and economic development initiatives for increased industrial activity (this area includes portions of Subarea F).

In 1995, 1997, and 2001, the City approved applications for zoning map and text amendments to implement the majority of these recommendations, including changes to the Special Hunters Point Mixed Use District (HP) to allow more opportunities for as-of-right residential development, reducing the allowed density in the industrial areas to discourage non-industrial development within them, and establishing the city’s first Waterfront Access Plan for the northern Hunter’s Point waterfront, a portion of which is located in Subarea D.

In 2001, the City renamed the Special Hunters Point Mixed Use District to the Special Long Island City Mixed Use District (LIC) and expanded its boundaries to establish the Queens Plaza Subdistrict on 34 blocks between 23rd Street, 41st Avenue, Sunnyside Yard, and Crane Street. The blocks within the HP District became the Hunters Point Subdistrict of the LIC District, and the three-block Court Square Subdistrict of the HP District remained so in the LIC District. The Queens Plaza Subdistrict was created to facilitate the development of the City’s fourth Central Business District in Long Island City.

In 2004, the Hunters Point Subdistrict of the LIC District was amended. The boundaries were expanded farther west, south, and north to allow a mix of residential and industrial uses in a larger area. As shown in **Figure 2-2**, the boundaries generally extend to 47th Avenue, 46th Road, and 44th Drive to the north, 21st and 23rd Streets to the east, the LIRR tracks to the south, and 2nd and 5th Streets to the west. In the western portion of the subdistrict, the boundaries were extended and the underlying zoning changed to allow a higher density of residential use to provide a transition/buffer area between the higher density Queens West development and the lower density development to the east. The provisions of the City's most recent Special Mixed Use District, adopted in 1997, were applied to the Hunters Point Subdistrict, allowing for the first time since 1961 as-of-right residential development under most circumstances.<sup>1</sup>

As a result of these various initiatives, the primary study area contains a variety of zoning districts: heavy and light manufacturing districts, commercial districts, and mixed-use (residential and manufacturing) zoning districts, most of which are supplemented by the provisions of the Hunters Point Subdistrict of the LIC District. These specific districts are listed in **Table 2-1**, above.

### *Subarea A, Queens West*

The Queens West subarea is subject to the provisions of the GPP and is no longer subject to the provisions of its existing M3-1 (2.0 FAR) district. Under the GPP, this area is to be developed for residential use, which is not allowed in M3-1 zoning districts (see Table 1-1 in Chapter 1, "Project Description," for the specific uses to be developed).

### *Subarea B, Portion of Hunter's Point Mixed-Use Neighborhood, West of Vernon Boulevard*

This subarea falls almost entirely within the Hunters Point Subdistrict of the LIC District (see description above), and is zoned with a range of commercial and paired mixed-use districts to facilitate a mixture of residential, commercial, and industrial development.

The easternmost portion, along Vernon Boulevard, is zoned R6A (3.0 FAR) with a C1-5 (2.0 FAR) overlay. These districts, when mapped together, allow contextual residential development at a medium density as well as commercial uses to meet local retail needs.

The majority of the midblocks between Vernon Boulevard and 5th Street are zoned M1-4/R6B (2.0 FAR/2.0 FAR), which allows medium-density residential, commercial, and industrial uses.

The western portion of the subarea between 49th Avenue, Borden Avenue, Vernon Boulevard and Site A contains a variety of mixed-use zoning districts that allow a mix of residential, commercial and manufacturing uses at varying contextual (medium to high) densities: M1-4/R6B (2.0 FAR/2.0 FAR), M1-4/R7A (2.0 FAR/4.0 FAR), M1-5/R7X (5.0 FAR/5.0 FAR), and M1-5/R8A (5.0 FAR/6.02 FAR).

### *Subarea C, Long Island City Industrial Area, West of 11th Street*

This subarea is zoned M1-4 and M3-2 (2.0 FAR). As described above, M1-4 zoning districts permit light manufacturing uses with strict performance standards, and M1 districts are permitted to be located adjacent to residential areas. M3-2 zoning districts allow heavy

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<sup>1</sup> The City's Special Mixed-Use District zoning designation was created in 1997 to allow as-of-right residential, community facility, commercial, and manufacturing uses (with some exceptions) in mixed-use residential and industrial neighborhoods.

manufacturing uses and most commercial uses, with lower performance standards, and are generally buffered from residential areas by a light manufacturing zoning district.

### *SECONDARY STUDY AREA*

Zoning within the secondary study area is described below and summarized in **Table 2-2**. As with the primary study area, a large portion is located in the Hunters Point Subdistrict of the LIC District. The zoning in the secondary study area also permits a mixture of residential, commercial, and manufacturing uses.

#### *Subarea D, Anable Basin and Manufacturing Area*

Subarea D is generally zoned for manufacturing uses. The majority of the subarea is zoned M1-4 which allows light industrial uses and most commercial uses.

Small segments of the Hunters Point Subdistrict of the LIC District are mapped in the area along Vernon Boulevard and 5th Street from 46th Road to approximately 46th Avenue and along 11th Street between 46th Road and 44th Drive. The area within the Hunters Point Subdistrict along 5th Street is zoned M1-4/R6A (2.0 FAR/3.0 FAR), which as described in **Table 2-2** allows a variety of uses at medium densities, like the other mixed manufacturing and residential districts described above in Section A. The area within the Hunters Point Subdistrict along Vernon Boulevard is zoned R6A (3.0 FAR) with a C1-5 (2.0 FAR) commercial overlay. Non-residential uses are mandatory on the ground floors. The area within the Hunters Point Subdistrict along 11th Street contains M1-4/R6B and M1-4/R7A zoning districts, which as described above, encourage a mix of uses at varying contextual densities.

#### *Subarea E, Portion of Hunter's Point Mixed-Use Neighborhood, East of Vernon Boulevard*

This subarea, along with Subarea B described above, is generally considered to be the heart of the Hunter's Point mixed-use neighborhood. It is within the Hunters Point Subdistrict and is zoned, like Subarea B, for a mixture of residential, commercial and industrial uses.

The blockfronts along Jackson Avenue are zoned R7X (5.0 FAR) with a C2-5 (2.0 FAR) commercial overlay. Non-residential uses are mandatory on the ground floors. As with the residential district and commercial overlay mapped along Vernon Boulevard, this generally produces residential buildings with commercial uses on the ground floor.

The midblock areas are zoned a combination of M1-4/R6B (2.0 FAR/2.0 FAR), while the blockfronts along 11th Street are zoned M1-4/R7A (2.0 FAR/4.0 FAR), which permits residential, commercial, and manufacturing uses at varying contextual densities.

#### *Subarea F, Long Island City Industrial Area, East of 11th Street*

This subarea is zoned almost entirely for manufacturing uses, except for a small portion of the subarea located south of Jackson Avenue and north of the LIRR tracks which permits a mix of uses.

Manufacturing districts in this subarea include an area of M3-2 (2.0 FAR) zoning located between the Queens-Midtown Tunnel entrance and Newtown Creek. M3 districts allow heavy manufacturing uses with minimum performance standards. Just north of 49th Street and south of the LIRR tracks is an area zoned M1-4.

The remainder of the subarea is located within the Hunters Point Subdistrict and allows for a mixture of uses at varying densities: M1-5/R7X (5.0 FAR/5.0 FAR), M1-4/R6B (2.0 FAR/2.0 FAR), and R6A (3.0 FAR).

## **PUBLIC POLICY**

Several other City public policies that can affect land use apply in the study areas, as discussed below.

### *LONG ISLAND CITY INDUSTRIAL BUSINESS ZONE AND INDUSTRIAL OMBUDSMAN AREA*

In 2006, large parts of Long Island City were designated as either an Industrial Business Zone (IBZ) or an Industrial Ombudsman Area (IOA). An Industrial Business Zone is defined as a manufacturing area that reflects the commitment by the City to not implement zoning changes or variances that would allow a change from manufacturing use to residential use. The City is also committed to providing technical and financial assistance to industrial businesses within IBZs and making tax credits available to firms that relocate to IBZs. An Industrial Ombudsman Area is typically designated over mixed-use neighborhoods adjacent to industrial zones. Industrial Ombudsman Areas are designed to assist businesses that exist within these mixed-use areas and are designated where IBZ regulations may not be appropriate due to existing residential use. An ombudsman is provided to assist businesses as necessary. However, tax credits are not available, and the same commitment to retaining manufacturing zoning districts does not apply. A small portion of Site A (Block 1, Lot 10), Site B, and much of the primary study area are located within an Industrial Ombudsman Area. A portion of the primary and secondary study areas south of the LIRR tracks and east of Borden Avenue is located in the Long Island City Industrial Business Zone (see **Figure 2-3**).

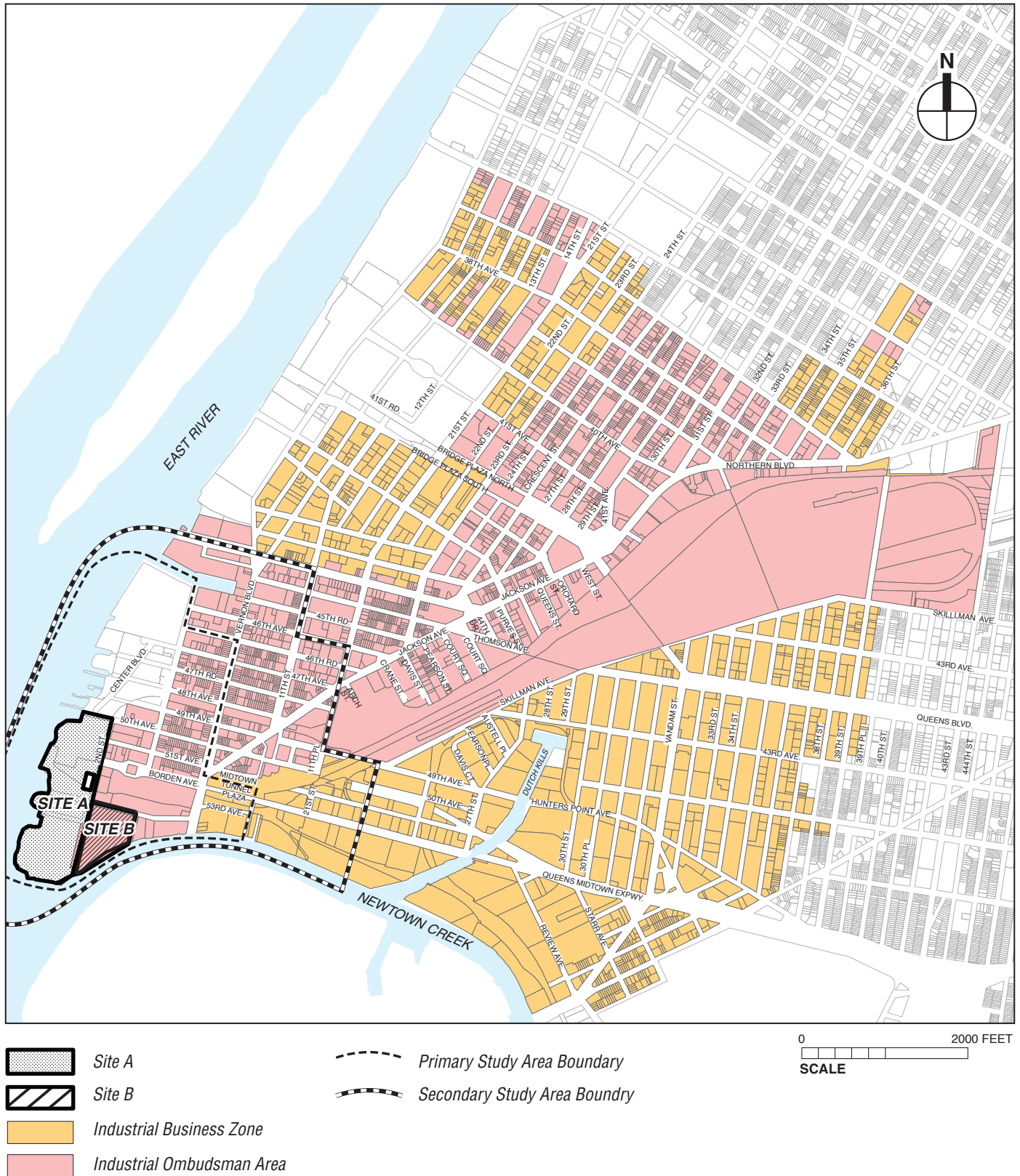
### *WATERFRONT REVITALIZATION PLAN*

The project sites are located within the New York City coastal zone boundary, and thus are subject to a coastal zone consistency determination. The federal Coastal Zone Management (CZM) Act of 1972 was established to support and protect the distinctive character of the waterfront, and to assist coastal states in establishing policies for managing their coastal zone areas. In 1982, the State of New York adopted a state Coastal Management Program, designed to balance economic development and preservation in the coastal zone by promoting waterfront revitalization and water-dependent uses while protecting fish and wildlife, open space and scenic areas, public access to the shoreline, and minimizing adverse changes to ecological systems and erosion and flood hazards. The State program provides for local implementation when a municipality adopts a local waterfront revitalization program that is consistent with the federal CZM Act.

In accordance with the State program, New York City adopted a local waterfront revitalization program, the New York City *Waterfront Revitalization Program* (WRP), in 1982. As an update to the waterfront program, a Comprehensive Waterfront Plan was developed in 1992. This plan, and the borough-specific plans that followed in 1994, identified four types of waterfront activity areas—natural, public, working, and redeveloping—and promoted natural resources protection, public access and landmark preservation, water-dependent and other working waterfront uses, and development in appropriate waterfront areas.

The 1994 *Plan for the Queens Waterfront* specifically recommended public open space along the waterfront on Site A, and referred to the esplanade that was approved for the site under the 1990 GPP.





Long Island City Industrial Business Zone  
and Ombudsman Area

**Figure 2-3**

The WRP is administered by NYCDCP and outlines 10 policies dealing with: (1) residential and commercial redevelopment; (2) water-dependent and industrial uses; (3) commercial and recreational boating; (4) coastal ecological systems; (5) water quality; (6) flooding and erosion; (7) solid waste and hazardous substances; (8) public access; (9) scenic resources; and (10) historical and cultural resources. The WRP's 10 policies are designed to maximize the benefits derived from economic development, environmental preservation, and public use of the waterfront, while minimizing the conflicts among those objectives. Chapter 12, "Waterfront Revitalization Program," reviews the New York City coastal zone policies with respect to the actions proposed for Sites A and B and assesses the consistency of the proposed actions with these policies.

#### *OTHER PUBLIC PLANS*

In 2006, NYCDCP and New York City Department of Transportation (NYCDOT) developed a Queens East River and North Shore Greenway Master Plan. This plan seeks to establish continuous waterfront access as recommended in the City's Comprehensive Waterfront Plan of 1992, proposing a 10.6-mile urban shared use trail intended to provide access to the shoreline in Queens and improve non-motorized commuter options. The plan also recommends the development of a network of pedestrian and bicycle pathways that would link four parks on the Queens East River waterfront and the neighborhoods of Hunter's Point, Long Island City, Ravenswood and Astoria to the inland neighborhoods of Steinway, Jackson Heights and East Elmhurst. As set forth in the plan, the greenway route is to include signed bike lanes (Class 3) along 2nd Street and along the street network that would have been constructed on Site A pursuant to the GPP. In addition, cycling is envisioned to be permitted along the waterfront esplanade that would have been constructed pursuant to the GPP.

### **D. THE FUTURE WITHOUT THE PROPOSED ACTIONS**

#### **LAND USE**

##### *PROJECT SITES*

In the future without the proposed actions, it is assumed that Sites A and B will remain in their current condition and no new buildings or roads will be constructed by 2017, as there are no current proposals to develop Stages III and IV of the GPP. Site A will not be developed, and existing users on this site, including the Water Taxi, Water Taxi Beach, and Tennisport facility, will continue operations. The Anheuser-Busch Distribution Facility, currently located on Site B, will relocate its operations in late 2008 to a newer, modern facility in Hunts Point in the Bronx, New York. The NBC facility currently leases its warehouse space for office and vehicle maintenance and storage, and has an existing lease through February 2010. It is assumed that absent the proposed actions, NBC will continue to lease the property and a tenant with similar manufacturing and warehouse operations and traffic patterns as Anheuser-Busch will occupy the existing building on Site B.

##### *PRIMARY STUDY AREA*

Overall, the primary study area, particularly Subarea A (Queens West) and Subarea B (the portion of Hunter's Point Mixed Use neighborhood west of Vernon Boulevard), will continue to see an increase in residential development consistent with existing trends. As described above in



## Hunter's Point South Rezoning and Related Actions FEIS

section C, "Existing Conditions," there are a number of development sites currently under construction within Subareas A and B, and there are additional development projects proposed for the primary study area by 2017 (see **Table 2-3** and **Figure 2-4**).<sup>1</sup> Of these 12 known projects, 11 will be either entirely or predominantly residential. It is likely that additional projects beyond those identified in **Table 2-3** will be constructed; information on the specific developments provided in the **Table 2-3** consists of projects known at the time of publication of this EIS. Overall, Subareas A and B will continue to experience residential redevelopment, while Subarea C, which is currently dominated by transportation uses, will continue to be defined by the transportation uses.

**Table 2-3**  
**Projects Under Construction or Proposed**  
**in the Primary Study Area**

| Ref. No.*   | Project Name/Location  | Proposed Development                                | Status  |
|---|--|---|---|
| <b>Subarea A, Queens West</b>   |  |   |   |
| 1   | Queens West 1<br>NW corner of 46th Avenue and Center Boulevard       | 287-unit residential building**                     | Construction has not begun                                |
| 2   | Queens West 2<br>NE corner of 46th Avenue and Center Boulevard       | 809-unit residential building**                     | Scheduled for completion in 2010                          |
| 3   | Queens West 3<br>Center Boulevard between 46th Avenue and 46th Road  | 279-unit residential building**                     | Under construction with anticipated completion in 2008    |
| 4   | Queens West 4<br>46th Avenue between Center Boulevard and 5th Street | 482-unit residential building** and school use      | Construction has not begun                                |
| 5   | Queens West 5<br>Center Boulevard between 47th Avenue and 46th Road  | 279-unit residential building** with retail use     | Under construction  |
| 6   | Queens West 7 (East Coast II)<br>4-50 4-88 47th Avenue               | 395-unit residential building** with retail uses    | Completed late 2007                                       |
| 7   | Queens West 8<br>4-63 47th Road                                      | Retail and community facility development (library) | Construction has not begun                                |
| <b>Subarea B, Portion of Hunter's Point Mixed Use Neighborhood, West of Vernon Boulevard</b>  |  |   |   |
| 8   | PowerHouse<br>5-09 Second Street                                     | 190-unit residential conversion                     | <u>Occupancy anticipated end of 2008</u>                  |
| 9   | The Foundry<br>2-30 51st Avenue                                      | 61-unit residential building                        | <u>Occupancy anticipated end of 2008</u>                  |
| 10  | One Hunters Point<br>5-35 Borden Avenue                              | 138-unit residential building                       | Scheduled for completion in 2008 (substantially complete) |
| 11  | Fifth Street Lofts   | 78-unit residential building                        | <u>Completed</u>  |
| 12  | Corrieri Building,<br>47-33 5th Street                               | 14-unit residential building                        | 2009  |
| <b>Subarea C, Long Island City Industrial Area, West of 11th Street</b>   |  |   |   |
| There are no projects proposed for Subarea C.   |  |   |   |
| <b>Notes:</b> *     See Figure 2-4.<br>**     Number of residential units estimated based on the total residential square footage per building permitted under GPP. |  |   |   |

<sup>1</sup> See also Appendix 1.2 for more information on future development projects.



- Site A
- Not Included In Site A
- Site B
- Subarea Boundary
- A Primary Study Area Subareas
- D Secondary Study Area Subareas

**1** No Build Project Location  
(See Tables 2-3 and 2-4 for reference)

0 1000 FEET  
SCALE

### *Subarea A, Queens West*

Development within Subarea A will continue to move forward consistent with the GPP for the site. Those buildings currently under construction will be completed, and additional buildings will be constructed. Upon full build out of the Queens West development, the site will contain more than 4,800 apartments, approximately 156,000 gsf of retail use, 140,000 gsf of community facility use, and approximately 13 acres of open space. The community facility use will be divided between a library to be located on Center Boulevard between 47th Road and 48th Avenue and two public schools (see Chapter 4, “Community Facilities”).

### *Subarea B, Portion of Hunter’s Point Mixed Use Neighborhood, West of Vernon Boulevard*

As described in section C, “Existing Conditions,” there are a number of developments currently under construction. In the future without the proposed actions, it is expected that these developments will be completed, and that additional projects will be constructed consistent with the trend toward residential development. Five residential projects are located within Subarea B, one of which is complete and two of which are expected to be occupied by the end of 2008. These five projects will provide an additional 480 residential units in the area. Of these projects, three are in the area adjacent to Site A. The PowerHouse, a conversion of the old Pennsylvania Railroad PowerHouse to residential use, is directly adjacent to Site A, and the Foundry, a new residential building, is approximately one block from Site A. One Hunters Point is two blocks from Site A on the north side of Borden Avenue. These three buildings will account for 389 of the new residential units in the subarea.

### *Subarea C, Long Island City Industrial Area, West of 11th Street*

Adjacent to Site A on the west side of 2nd Street, the Amtrak ventilation facility will be completed by the end of 2008.

There are no other projects proposed for this subarea. This area will continue to be occupied by transportation-related and manufacturing uses. This area is also in the Industrial Ombudsmen Area.

## **SECONDARY STUDY AREA**

Overall, the secondary study area will continue to see an increase in residential development consistent with existing trends, particularly along Jackson Avenue. As described above in section C, “Existing Conditions,” there are a number of development sites currently under construction within all three subareas (D, E, and F), and there are additional development projects proposed for the secondary study area by 2017 (see **Table 2-4** and **Figure 2-4**). Of these 10 known projects, all will be either entirely or predominantly residential. It is likely that additional projects beyond those identified in **Table 2-4** will be constructed; information on the specific developments provided in the **Table 2-4** consists of projects known at the time of publication of this EIS.

### *Subarea D, Anable Basin and Manufacturing Area*

In the northern manufacturing subarea, one residential project is under construction: Casa Vizcaya. This project will add 24 units to the study area.

Table 2-4

**Projects Under Construction or Proposed within Secondary Study Area**

| Ref. No.*   | Project Name/ Location              | Proposed Development                                     | Status                                |
|---|-------------------------------------|--|---------------------------------------|
| <b>Subarea D, Anable Basin and Manufacturing Area</b>   |                                     |  |                                       |
| 13  | Casa Vizcaya<br>10-40 46th Road     | 24-unit residential development                          | Under construction                    |
| <b>Subarea E, Portion of Hunter's Point Mixed-Use Neighborhood, East of Vernon Boulevard</b>          |                                     |  |                                       |
| 14  | Badge Building<br>10-55 47th Avenue | 44-unit residential conversion and new development       | <u>Completed</u>                      |
| 15  | 50-15 Vernon Jackson                | 28-unit residential development with ground floor retail | Construction substantially completed  |
| 16  | 10-50 Jackson Avenue                | 37-unit residential development                          | Under construction                    |
| 17  | 10-63 Jackson Avenue                | 74-unit residential development                          | Construction substantially completed  |
| 18  | 12-01 Jackson Avenue                | 37-unit residential development                          | Under construction                    |
| 19  | 10-59 50th Avenue                   | 10-unit residential development                          | Under construction                    |
| 20  | 10-12 47th Avenue                   | 7-unit residential development                           | <u>Occupancy expected end of 2008</u> |
| <b>Subarea F, Long Island City Industrial Area, East of 11th Street</b>                               |                                     |  |                                       |
| 21  | Hunters View<br>48-15 11th Street   | 73-unit residential development                          | Under construction                    |
| 22  | 11-11 50th Avenue                   | 120-unit residential development                         | Under construction                    |
| <b>Note:</b> Jackson Avenue will also be improved as part of the Jackson Avenue Improvements project. |                                     |  |                                       |

In addition, two other projects are currently in the planning stages in this subarea. Although these have not yet been approved, they are indicative of the continuing interest in new development in this portion of the study area. A variance application was filed with the New York City Board of Standards and Appeals to facilitate a graduate student dormitory and market-rate housing for a site at 5th Street and 46th Avenue (the CUNY project). ULURP applications for zoning map and text amendments were also filed for a series of lots located between 45th Road, 46th Road, Vernon Boulevard, and a point 100 feet west of 11th Street. The application has not yet been certified nor approved. Additionally, two residential projects are in the early planning stages for property on both sides of Anable Basin. Both projects would require approvals from the New York City Planning Commission and City Council but no ULURP applications have been filed to date.

*Subarea E, Portion of Hunter's Point Mixed-Use Neighborhood, East of Vernon Boulevard*

As described in section C, "Existing Conditions," there are a number of developments currently under construction within Subarea E. In the future without the proposed actions, it is expected that these seven developments, which will introduce 237 housing units and some ground-floor retail uses, will be complete. Five of the seven projects within Subarea E will be located along Jackson Avenue, thereby reinforcing this avenue's character as a local retail corridor containing primarily residential buildings with commercial uses on the ground floor. The other two projects will be located on 47th Avenue and will together add 51 new residential units to the subarea.

*Subarea F, Long Island City Industrial Area, East of 11th Street*

Subarea F, while consisting of predominantly industrial and transportation uses, will also undergo some transformation to an increasingly residential area: two residential projects are being developed at Jackson Avenue and 49th Avenue and at 49th Avenue and 11th Street. These two developments will total 193 housing units.

## **ZONING**

### *PROJECT SITES*

In the future without the proposed actions, this EIS assumes that no zoning changes will occur on the project sites. Site A will continue to be governed by the GPP, and Site B will continue to be zoned for light manufacturing use. It is possible, however, that the private owner of Site B would seek a zoning change for the property in the future without the proposed actions.

### *PRIMARY AND SECONDARY STUDY AREAS*

As discussed above, a zoning variance and ULURP applications for zoning map and text amendments are currently pending for two sites in Subarea D (Anable Basin and Manufacturing Area); and ULURP applications for zoning map and text amendments may be filed for two sites on Anable Basin. It is possible that in the future without the proposed actions, these applications could be filed and approved.

## **PUBLIC POLICY**

In the future without the proposed actions, no new policies are expected for the project sites, or for the primary and secondary study areas.

## **E. PROBABLE IMPACTS OF THE PROPOSED ACTIONS**

### **LAND USE**

#### *PROJECT SITES*

The proposed actions are not expected to result in significant adverse impacts to land use. The proposed actions would establish a new Special Southern Hunter's Point District for Sites A and B in the Hunter's Point South section of Queens, resulting in a change in allowable bulk and uses on the project sites.

Redevelopment of Site A would result in the transformation of this site from an underutilized parcel containing private recreational space, temporary storage for a construction contractor, and parking for off-site uses into a densely developed mixed-use neighborhood with new streets, new buildings containing residential, ground-floor retail, community facility, and school uses, and new open space and parkland. Seven new development parcels would be created on Site A and would be developed with approximately 5 million square feet of residential space, or 5,000 residential units, of which 3,000 units would be affordable. Approximately 90,500 gsf of retail space, mainly ground floor retail uses, would be developed on Site A, along 2nd Street, Center Boulevard, Borden Avenue and 55th Avenue. Site A would also include 195,000 square feet of community facility uses, including a 1,250-seat school (the school to be constructed on Site A would be in addition to the schools already constructed or planned for construction on the Queens West site). A total of 11.0 acres of mapped parkland would be created on Site A, including a waterfront esplanade and active recreational space.

Redevelopment of Site B would result in the transformation of this site from one containing distribution uses to one containing residential and open space uses. On Site B, a total of 1.65 million square feet or 1,650 dwelling units would be constructed, of which 330 would be affordable. Approximately 36,000 square feet of ground-floor retail use would be developed, and

## **Hunter's Point South Rezoning and Related Actions FEIS**

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approximately 2.4 acres of publicly accessible open space, including a shore public walkway, would be provided.

While the proposed actions would lead to substantial changes in land uses on the project sites, Site A has been approved for the development of higher density residential and commercial uses since 1990. As discussed above, Site A was to be developed with 2.2 million square feet of residential use, 2.35 million square feet of commercial use, and 73,000 square feet of retail use. The proposed actions would result in the redevelopment of Site A with predominantly residential uses rather than a mix of residential and commercial use. This shift to predominantly residential uses, and the additional residential redevelopment of Site B, would be consistent with existing land use development trends in the study area, which is also predominantly residential and which includes the high-density residential development of Queens West and the medium-density development of projects under construction and planned in blocks adjacent to the project sites. Development of Sites A and B would also be in keeping with the overall pattern of development throughout the study area, which includes the Queens West development to the north and the Hunter's Point mixed-use neighborhood to the northeast. Overall, the proposed actions and resulting development would be compatible and consistent with land use development trends in the Hunter's Point neighborhood.

### ***PRIMARY STUDY AREA***

The introduction of residential use in close proximity to a manufacturing area could lead to some limited indirect displacement of existing businesses in the area south of Borden Avenue near Site B, which could result in some limited off-site changes in land use. Such changes are not anticipated to be significant and no adverse impacts to land use would occur. The proposed actions are consistent with trends in the primary study area, including the large-scale, high-rise residential Queens West development to the north. The resulting residential and commercial developments on Sites A and B would be compatible with the existing mix of residential and commercial uses in the primary study area north of Borden Avenue.

Overall, it is unlikely that the proposed development would substantially influence or adversely impact land use patterns in the primary study area and no significant adverse impacts would occur.

### ***SECONDARY STUDY AREA***

No land use changes are expected in the secondary study area as a result of the proposed actions. The secondary study area is separated from the project sites by the primary study area, a mixed-use area which buffers the transition from a residential and mixed-use to a manufacturing neighborhood.

## **ZONING**

As described in Chapter 1, "Project Description," the proposed actions include zoning map changes and text amendments, including the establishment of a new special zoning district—the Special Southern Hunter's Point District—on Site A and Site B.

As described below, the proposed actions would not result in significant adverse zoning impacts. Overall, the proposed actions would increase the allowable FARs, in addition to permitting residential uses, consistent with creating a denser residential neighborhood with community facility and ground-floor retail uses.

## *PROJECT SITES*

### *Zoning Map Amendments*

The zoning map amendments would:

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

The zoning map amendments would result in the elimination of the existing M3-1 and M1-4 zoning districts on Sites A and B.

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

### *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. To meet the goals of the Special District, the zoning text would set forth regulations related to use, floor area, height and setback, district plan elements, and parking, loading and curb cuts. In addition, a Waterfront Access Plan is also proposed to tailor the waterfront access requirements to Site B. The proposed Special Zoning District text is provided in **Appendix 1.1**.

#### *Special Southern Hunter's Point District*

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

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- To create a lively and attractive environment that will provide daily amenities and services for the use and enjoyment of the working population and the new residents;
- To take maximum advantage of the beauty of the East River waterfront, thereby best serving the business community, the new residential population and providing regional recreation;
- To provide an open space network comprising public parks, public open space, and public access areas;
- To provide flexibility of architectural design within limits established to assure adequate access of light and air to the street, and thus to encourage more attractive and economic building forms; and
- To promote the most desirable use of land and building development in accordance with the District Plan for Southern Hunter's Point and thus conserve the value of land and buildings and thereby protect the City's tax revenues.

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

### *Special Use Regulations*

Within the section on use regulations, the Special District text would set forth provisions regulating the location of non-residential uses on ground floors (specifically, non-residential uses would be required on the ground floors of buildings along 2nd Street, Parcels D, E, and F on Center Boulevard, and Parcel C along Borden Avenue). The proposed Special District would allow enclosed and unenclosed sidewalk cafes, consistent with the special rules for sidewalk cafes of the Zoning Resolution. In addition, the Special District text would set forth requirements related to transparency to ensure that windows are provided in large portions of the buildings' streetwalls. Additional requirements would be set forth as they relate to security gates and visibility.

### *Floor Area Regulations*

The proposed Special Southern Hunter's Point District would modify the underlying provisions of the floor area provisions of the proposed R10 and R7-3 Districts. The maximum floor areas to be allowed in the proposed East River Subdistrict are shown in **Table 2-5**.

**Table 2-5**  
**Maximum Floor Area by Parcel (Site A)**

| <b>Parcel</b> | <b>Maximum Floor Area</b> |
|---------------|---------------------------|
| A             | 12.0                      |
| B             | 10.0                      |
| C             | 10.5                      |
| D             | 12.0                      |
| E             | 12.0                      |
| F             | 10.0                      |
| G             | 12.0                      |

The Special Southern Hunter's Point District would also establish two floor area bonuses within the Newtown Creek Subdistrict. The base FAR would be 2.75. A floor area bonus of 1.0 FAR would be established for the provision of a new publicly accessible private street and an abutting landscaped publicly accessible open area. The private street would function as the prolongation



of 55th Avenue to the west, curving northerly to intersect with 54th Avenue. A second floor area bonus of 1.25 FAR would be established for the provision of Inclusionary Housing. As defined in the Zoning Resolution, the Inclusionary Housing program permits an increase in the floor area of residential developments in exchange for the permanent provision of below-market-rate housing for low-, moderate-, and middle-income households. The proposed 1.0 FAR bonus could be exercised without the additional 1.25 FAR Inclusionary Housing bonus; however, the Inclusionary Zoning bonus could only be used if the 1.0 FAR bonus was used.

#### *Height and Setback Regulations*

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

- The location and size of rooftop mechanical equipment would be limited in size and height and screening would be required.
- Balconies would not be allowed below the applicable base height. Above the applicable maximum base height, balconies would be allowed as long as at least 50 percent of the balcony is surrounded by building walls.
- Streetwalls would generally be required to be at the streetline, except at key corner locations along Center Boulevard. Recesses of up to three feet in depth would be allowed on the ground floor of a building to allow building access and recesses of up to five feet in depth would be allowed on the ground floor of a building to allow for infrastructure access. After a height of 12 feet above grade, up to 30 percent of the aggregate width of a streetwall could be recessed beyond the street line.
- Minimum and maximum base heights would be 40 and 70 feet, respectively. A building setback of 10 feet on a wide street and 15 feet on a narrow street would generally be required after the maximum base height. For the purposes of the proposed special district, certain narrow streets would be designated wide streets: Second Street between Borden Avenue and 54th Avenue; 55th Avenue between Center Boulevard and 2nd Street; any publicly accessible private street and landscaped open area constructed pursuant to the proposed zoning bonus for the Newtown Creek Subdistrict; and Center Boulevard between 50th Avenue and 57th Avenue.
- Above the applicable maximum base height, the maximum building height shall be 125 feet except where towers are allowed.
- The locations, maximum heights, and maximum floorplates of towers (i.e., building elements higher than 125 feet tall) would be established by the proposed Special District. Tower locations and their maximum height would be designated.

#### *District Plan Elements*

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

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

## **Hunter's Point South Rezoning and Related Actions FEIS**

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

### *Waterfront Access Plan*

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

### *Special Off-street Parking, Loading, and Curb Cut Provisions*

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

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

Indoor bicycle parking would be required. The requirement for residential uses would be 50 percent, up to a maximum of 200 spaces. For Use Group 6B uses with at least 10,000 square feet of floor area, the requirement would be one space for every 5,000 square feet of floor area, up to a maximum of 200 spaces and for Use Group 6A or 6C retail uses, the ratio would be one space for every 5,000 square feet of floor area with a maximum of 100 spaces.

### *Conclusion*

The proposed zoning map and zoning text amendments would change the zoning of Sites A and B by increasing maximum FARs and allowing and encouraging the development of a broader range of uses not currently permitted in manufacturing zoning districts. However, the proposed

actions are not expected to have an adverse impact on the project sites, as these changes would permit development consistent with the goals and objectives of the planning process for Hunter's Point South.

#### *PRIMARY STUDY AREA*

The proposed zoning changes would not affect the zoning in the primary study area. Furthermore, the zoning changes would be compatible with the zoning of the primary study area. Specifically, the proposed zoning would permit high-density residential and mixed-use development similar in scale to the Queens West development to the north and compatible with the Hunter's Point residential neighborhood.

#### *SECONDARY STUDY AREA*

The proposed zoning changes would not affect the zoning in the secondary study area.

#### **PUBLIC POLICY**

Land use changes anticipated as a result of the proposed actions would be consistent with the public policies governing the project sites and study areas, as described below.

#### *LONG ISLAND CITY INDUSTRIAL BUSINESS ZONE AND INDUSTRIAL OMBUDSMEN AREA*

As described above, a small portion of Site A (Lot 10, see Figure 1-3 in Chapter 1) and all of Site B are located within the Long Island City Industrial Ombudsman Area. Within Industrial Ombudsman Areas, rezonings and variances to allow residential use are permitted; therefore, the proposed actions (specifically, the rezoning of Site B) would not be inconsistent with the Long Island City Ombudsman Area. Furthermore, the Long Island City Industrial Ombudsman Area covers an extensive area within Long Island City, and residential uses already exist throughout.

#### *WATERFRONT REVITALIZATION PLAN*

As discussed in Chapter 12, "Waterfront Revitalization Program," the proposed actions would be consistent with the goals of the WRP, providing waterfront public access and economic development opportunities on the Hunter's Point waterfront.

#### *OTHER PUBLIC PLANS*

The proposed project would be consistent with the goals of NYCDOP and NYCDOT's Queens East River and North Shore Greenway Master Plan. As discussed above (see section C, "Existing Conditions," the plan seeks to establish continuous waterfront access as recommended in the City's Comprehensive Waterfront Plan of 1992. The bikeway proposed as part of the proposed actions would be a Class 1 bikeway, separated from vehicle traffic and extending along 2nd Street and the waterfront area of Site A. The provision of a Class 1 bikeway on Site A would be an improvement over the bikeway detailed in the Queens East River and North Shore Greenway Master Plan, which called for a Class 3 bicycle route. Class 3 bicycle routes have roadside signs suggesting a route for cyclists and urging that vehicles and cyclists share the road whereas Class 1 bikeways provide a dedicated pathway for cyclists, separated from vehicular traffic.

## **F. CONCLUSIONS**

### **LAND USE**

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 districts 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.

### **ZONING AND PUBLIC POLICY**

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. \*