Chapter 3: Socioeconomic Conditions

A. INTRODUCTION

The proposed actions seek to create new economic growth and housing through mixed-use, transit-oriented development in Downtown Jamaica, while providing for appropriately scaled development in the neighboring low-rise residential communities. The proposed actions are expected to result in the addition of 5,380 housing units. As compared to the No Build conditions, the proposed actions would increase the housing stock by approximately 3,565 units, which represents approximately 10.1 percent of all housing units in the project area in 2015. Development expected to result from the proposed actions exceeds the socioeconomic thresholds as outlined in Section 200, page 3B-2, of the 2001 *City Environmental Quality Review (CEQR) Technical Manual* and therefore, a socioeconomic assessment is required. This chapter examines the potential effects of the proposed actions on the socioeconomic conditions in the study area, including population and housing characteristics, economic activity, and the commercial real estate market. The changes to this chapter since the DEIS reflect changes that were made to the Reasonable Worst Case Development Scenario as described in Chapter 1, "Project Description."

In accordance with the guidelines presented in the *CEQR Technical Manual*, the analysis considers five specific factors that could create substantial socioeconomic impacts in an area: (1) direct displacement of residential population; (2) direct displacement of existing businesses; (3) indirect displacement of residential population; (4) indirect displacement of businesses; or (5) adverse effects on specific industries not necessarily tied to a project site or area.

This analysis begins with a preliminary assessment. According to the *CEQR Technical Manual*, the goal of a preliminary assessment is to discern the effects of a proposed project or action for the purposes of either eliminating the potential for significant impacts or determining that a more detailed analysis is necessary to answer the question regarding potential impacts. For those factors that could not be eliminated through the preliminary assessment, a more detailed analysis is presented. In sum, the chapter includes:

- A section that defines the study area boundaries and the data sources used for both the preliminary assessment and detailed analysis.
- A preliminary assessment for direct residential, direct business, indirect residential, and indirect business displacement as well as an examination of effects on specific industries.
- A detailed analysis for the proposed actions' effects on the four technical areas where a socioeconomic impact could not be ruled out by the preliminary assessment: direct residential displacement; direct business and institutional displacement; indirect residential displacement; and indirect business and institutional displacement. The detailed analyses are presented in three sections: a description of existing housing and demographic conditions in the study area, a description of study area socioeconomic conditions in the future without the proposed action, and the projected impacts under the proposed actions.

The analysis finds that the proposed actions would not generate significant adverse socioeconomic impacts in four of the five CEQR issue areas of concern: direct residential displacement; direct business and institutional displacement; indirect business and institutional displacement; and adverse effects on a specific industry. With respect to indirect residential displacement, there is the potential for significant adverse impacts.

PRINCIPAL CONCLUSIONS FOR INDIRECT RESIDENTIAL DISPLACEMENT

The total 2015 project area population with the proposed actions would be roughly 103,310. This represents a net increase of 11,337 over the projected 2015 population for the project area under No Build conditions. Net new residents would represent approximately 11.0 percent of the project area population in 2015. Under the Reasonable Worst Case Development Scenario (RWCDS), the proposed actions would increase the population of the project area and overall study area by more than 5 percent, and could accelerate residential market trends in areas where there is a significant population at risk of indirect displacement.

Given the potential for the proposed actions to accelerate trends of changing socioeconomic conditions, combined with the presence of a population at risk within the study area, there is the potential for significant indirect residential displacement. Under the proposed actions, there is the potential for this to be true for low- and moderate-income residents living in unprotected housing units in the project area. 9 of the 27 Census tracts located in the project area were identified as containing a population that is potentially vulnerable to indirect displacement due to the discrepancy in average household income (i.e., the average household income in the Census tract in 2000 was less than the average household income in Queens). These tracts contain 1,835 unprotected units with an estimated 5,400 residents

The *CEQR* methodology for the analysis of indirect residential displacement involves identifying Census tracts that contain a population at risk of indirect displacement if the anticipated development would result in increased property values and thus increased rents within the tract, making it difficult for some existing residents to afford their homes. Census and Department of Finance data on the income of renters living in buildings not protected by rent control or rent stabilization laws (defined as buildings with fewer than six units and most buildings built after 1974) are used to identify a population of renters potentially vulnerable to secondary displacement. Census tracts are considered to contain a population potentially vulnerable to secondary displacement if the average income of renter-occupied households in unprotected buildings in a tract falls below the average income for the borough.

The Jamaica Plan study area is characterized by low- and moderate-income households living in small homes, typically in buildings with fewer than five units. Furthermore, the incomes in general of renters living in the Jamaica Plan study area fall below the borough average, making many of the households sensitive to large increases in rent. Thus, most of the Census tracts within the Jamaica Plan study area could potentially contain a population vulnerable to indirect residential displacement under the existing conditions if they were to face future increases in rent.

However, substantial changes to the housing market would be localized and there are locations within the study area where the housing market would not change substantially as a result of the proposed actions and therefore would not result in large increases in rents, meaning that unprotected renter-occupied households in some areas would not be vulnerable to indirect displacement.

The potential for indirect residential displacement would be localized in portions of the northern part of the study area, generally north of the Long Island Railroad (LIRR) viaduct, where the proposed rezoning and urban renewal area would provide new commercial opportunities, facilitate the development of new housing, and further revitalize the Downtown.

The potential for indirect residential displacement would not exist in areas north of the LIRR where the proposed actions would require new development in several low-density residential neighborhoods to be of a scale similar to the existing housing stock.

The potential for indirect residential displacement would not exist in the southern portion of the study area generally located south of the LIRR viaduct, much of which will be contextually re-zoned in a balanced manner, reducing permitted density in order to maintain and enhance the existing built character. Development pressure from the southern portion of the study area would be redirected to higher density corridors where wider streets can better accommodate current levels of growth. Additionally, physical barriers including the LIRR viaduct, manufacturing districts abutting the railroad right-of-way, and the York College campus separate the northern and southern portions of the study area, creating two distinct subareas and housing markets within the rezoning and study areas. Mitigation for indirect residential displacement impacts is discussed in Chapter 22, "Mitigation."

B. STUDY AREA DEFINITION, DATA SOURCES, AND METHODOLOGY

STUDY AREAS

This analysis includes three study areas: the project area, a primary study area, and a secondary study area (see Figure 3-1). It should be noted that the three study areas are treated independently, rather than cumulatively in this chapter. This is important when interpreting study area descriptions and statistics. For example, the total population reported for the primary study area includes only the population living between the outer boundary of the project area and the boundary between the primary and secondary study areas; it does not include both the project area's population and the population living in the primary study area. By examining the study areas independently, the characteristics for the areas approximately ¼-mile and ½-mile from project area can be compared with the characteristics of the project area, to determine the similarities or differences between the area to be rezoned and the surrounding areas.

In accordance with *CEQR Technical Manual* guidelines, the socioeconomic study area boundaries are similar to those of the land use study area (as described in Chapter 2, "Land Use, Zoning, and Public Policy"), but the primary and secondary study area delineations have been adjusted to conform to Census block boundaries (a subset of tracts) in order to more accurately report the demographics of the areas' populations. Because the project area is defined by the area of the proposed zoning, it does not match the boundaries of U.S. Census tracts. Therefore, for the project area, Census data were gathered at the block-level. Blocks that straddle the project area boundary were included or excluded in the proposed action area calculations depending on what proportion of the block fell within the project area (i.e., blocks with more than 50 percent of the block area within the project area were included). The primary study area includes the remaining blocks within Census tracts that straddle the project area/primary study area boundary, as well as Census tracts in their entirety along the outer boundary of the primary study area. The secondary study area includes the remaining blocks within tracts that straddle the project area/secondary study area boundary (such as tracts 478 and 500), as well as Census tracts

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Socioeconomic Conditions Study Area

Figure 3-1

that are primarily located within the ½-mile boundary. Figure 3-2 displays the blocks and tracts that were included in each of the study areas and Appendix D provides a list of blocks and tracts by study area (Appendix Tables D-1 and D-2).

In instances where information is available only on the Census tract level, the project area, primary and secondary study areas are defined by all tracts with more than 50 percent of their area within a particular study area boundary (e.g., tracts with more than 50 percent of tract area within the ¼-mile boundary are included in the primary study area). A list of full Census tracts by study area is provided in Appendix Table D-3.

DATA SOURCES AND METHODOLOGY

RESIDENTIAL DISPLACEMENT

The residential displacement analysis is based primarily on data from the 1990 and 2000 U.S. Census. These data have been grouped by the three study areas by the following Census characteristics:

- Total population and age of population;
- Household and income characteristics, including total households, average household size, median and average household income, and percent of households below poverty; and
- Housing characteristics, including number of housing units, housing vacancy and tenure (owner versus renter occupied), median contract rent, median home value, and proportion of rent controlled or stabilized units.

Because the Census is performed every decade, baseline, or 2006 conditions need to be determined based on trends and current data. Therefore, while the Census data serves as a foundation for the baseline conditions, the information has been updated wherever possible to reflect 2006 conditions in each study area. Updates are based on the number of housing units that were developed between 2000 and 2005, which was obtained from the New York City Department of Finance Real Property Assessment Data (RPAD). Corresponding population estimates were derived using the Census average household size and vacancy rate for each study area. In addition, the New York City Department of City Planning compiled a list in February 2006 of the number of housing units that were granted permits from the New York City Department of Buildings (DOB) in the study areas since 2000. Since this information was gathered on the Census tract level, which is not consistent with the population and housing study areas, this information was presented alongside housing and population information to demonstrate current trends.

The Census data also have been supplemented, where appropriate, with information from local real estate agencies and real estate listings from local newspapers. While Census data on median contract rent provide a statistical basis for identifying trends, these data are affected by the presence of rent-regulated housing units in the study area, and so therefore do not reflect market trends experienced by many residents in the study area. In order to provide a more accurate picture of current market rate rents in the study area, information was gathered from *New York Times* real estate sections, real estate agency web sites, and interviews with brokers.

In accordance with the guidelines set out in the *CEQR Technical Manual*, information was also gathered on the status (rent-regulated or non-rent-regulated) of existing housing units. Information on public housing was obtained from the New York City Housing Authority (NYCHA). Information on rent-regulated units was derived based on 2000 Census and RPAD

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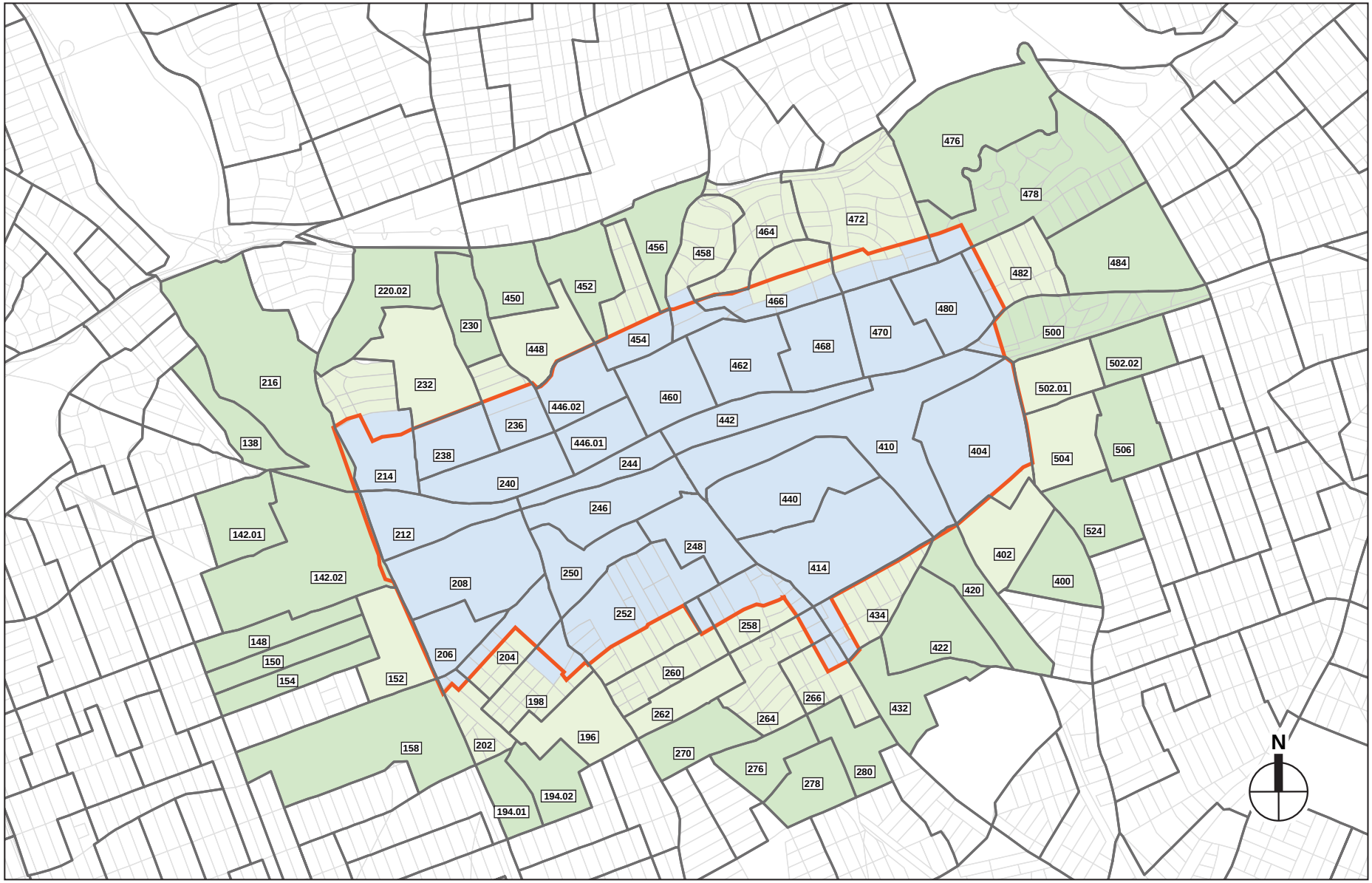

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Study Areas for Housing and Population Analysis

Figure 3-2

information. The methodology used to determine the number of rent-regulated units in the study areas is outlined in detail below, in Section D.

BUSINESS/INSTITUTIONAL DISPLACEMENT

The assessment of business and institutional displacement begins with an analysis of employment trends in the project area, the primary and secondary study areas, and Queens. The analysis is based on private employment data for third quarter 1991 and 2002 (ES-202 data set), collected by the New York State Department of Labor (NYCDOL) and organized by DCP. Employment data were gathered for each Census tract and grouped for the project area and the primary and secondary study areas. As described above, the project area and the primary study area boundaries do not conform exactly to Census tract boundaries. Therefore, data for those tracts split by study area boundaries were assigned to a study area depending on which area appeared to include the majority of the tract's employment as determined based on land use data. For sections of the secondary study area, data were analyzed and tallied at the block level.

The employment data identify the major employers and industries that dominate or characterize the project area and primary and secondary study areas. The analysis also identifies public sector employment, which is described in a more qualitative manner due to the limited availability of such information. The 2002 private sector employment data were used to estimate the total number and types of jobs that would be directly displaced by the proposed actions through private redevelopment initiatives on the project development sites. The employment data also were supplemented by field investigations conducted on various dates from November 2005 to April 2006, and data from RPAD. However, it is important to note that the jobs identified on the projected development sites in this chapter might not be located on the affected sites at the time the proposed actions are under way. The analysis represents a "snap shot in time" that describes the existing socioeconomic conditions in the vicinity of the project area.

Following the employment analysis is a discussion of commercial and industrial real estate trends in the project area and the primary and secondary study areas. The analysis of real estate is based on information from real estate brokerages, market research firms, RPAD, and field surveys performed on various dates from November 2005 to April 2006. Gross square footage estimates for commercial and industrial properties in the project area, primary study area, and secondary study area were derived from RPAD 2005 data. Estimated current vacancies, rental rates, and buying prices for industrial properties were developed based on information from real estate listings and conversations with local real estate brokers.

ADVERSE EFFECTS ON SPECIFIC INDUSTRIES

Similar to the direct and indirect business displacement analysis, the assessment of adverse effects on specific industries is based on NYCDOL private employment data for third quarter 1991 and 2002 (ES-202 data set). This data, segmented by major industry sector, was used to estimate the number of firms and employees in the project area, and was supplemented by site investigations through which further sub sectors were identified. Concentrations of businesses in sectors or sub sectors were evaluated to determine the potential impact of their displacement on related sectors, such as their suppliers or customers, which may lie outside the project area. For this analysis the location of suppliers were provided by Verizon business listings and MacCrae's Blue Book, a listing of industrial businesses in North America.

C. PRELIMINARY ASSESSMENT

Under CEQR guidelines, the first step in a socioeconomic impact analysis is a preliminary assessment. The goal of a preliminary assessment is to learn enough about the effects of a proposed action either to rule out the possibility of significant impact or to establish that a more detailed analysis will be required to determine whether the proposed action would lead to significant adverse impacts.

RESIDENTIAL DISPLACEMENT

DIRECT RESIDENTIAL DISPLACEMENT

Direct residential displacement (sometimes called primary displacement) is the involuntary displacement of residents from the site of (or a site directly affected by) a proposed action. Direct residential displacement is not in and of itself an impact under CEQR. According to the *CEQR Technical Manual*, direct residential impacts can occur if the numbers and types of people being displaced would be enough to alter neighborhood character and perhaps lead to indirect displacement of remaining residents. An example would be an urban renewal project, such as Lincoln Square in the 1950's, which eliminated a low-income neighborhood and replaced it with a more affluent population.

The preliminary assessment is based on the potential of the proposed actions to exceed three interrelated threshold indicators:

1. The profile of the displaced residents is similar or markedly different from that of the overall study areas.
2. The displaced population represents a substantial or significant portion of the population within the study areas.
3. The actions would result in a loss of this population group within the neighborhood.

It was determined that a socioeconomic impact cannot be ruled out and a detailed analysis was undertaken. This analysis is provided in Section D.

INDIRECT RESIDENTIAL DISPLACEMENT

Indirect residential displacement is the involuntary displacement of residents that results from a change in socioeconomic conditions created by a proposed action. In most cases, the issue for indirect residential displacement is whether an action would increase property values and thus rents throughout the study area, making it difficult for some residents to afford their homes. (Increased value of owner-occupied units would not result in involuntary displacement.) In examining the direct effects of an action that may generate indirect changes, the preliminary assessment evaluates the potential for indirect impacts, including whether the actions would:

- Add a substantial new population with different socioeconomic characteristics compared to the size and character of the existing population.
- Directly displace uses or properties that have had a "blighting" effect on property values in the area.
- Directly displace enough of one or more components of the population to alter the socioeconomic composition of the study area.

- Introduce a substantial amount of a more costly type of housing, compared to existing housing and housing expected to be built in the study area by the time the action is implemented.
- Introduce a "critical mass" of non-residential uses such that the surrounding area becomes more attractive as a residential neighborhood.
- Alter land uses such that they offset positive trends in the study area, impede efforts to attract investment to the area or create a climate for disinvestment.

It was determined that a socioeconomic impact cannot be ruled out and a detailed analysis was undertaken. This analysis is provided in Section D.

BUSINESS AND INSTITUTIONAL DISPLACEMENT

DIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

The *CEQR Technical Manual* defines direct business and institutional displacement as the involuntary displacement of businesses or institutions from the site of (or a site directly affected by) a proposed action. A preliminary assessment of direct business and institutional displacement looks at the employment and business value characteristics of the affected businesses and institutions to determine the significance of the potential impact.

As part of the preliminary assessment, the following circumstances were considered:

- If the business or institution in question has substantial economic value to the City or region, and it can only be relocated with great difficulty or not at all. As set forth in the CEQR Technical Manual, the consideration of a business' economic value is based on: (1) its products and services; (2) its locational needs, particularly whether those needs can be satisfied at other locations; and (3) its potential effects, on businesses or consumers, of losing the displaced business as a product or service.
- If a category of businesses or institutions is the subject of other regulations or publicly adopted plans to preserve, enhance, or otherwise protect it.
- If the business or institution defines or contributes substantially to a defining element of neighborhood character (or a substantial number of businesses or employees would be displaced that collectively define the character of the neighborhood).

It was determined that a socioeconomic impact cannot be ruled out and a detailed analysis was undertaken. This analysis is provided in Section E.

INDIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

Indirect business and institutional displacement is the involuntary displacement of businesses that results from a change in socioeconomic conditions created by a proposed action. Similar to indirect residential displacement, the issue for indirect business and institutional displacement is that an action would increase property values and thus rents throughout the study area, making it difficult for some categories of businesses to remain at their current locations. An action can lead to such indirect changes if:

- It introduces enough of a new economic activity to alter existing economic patterns.
- It adds to the concentration of a particular sector of the local economy enough to alter or accelerate an ongoing trend to alter existing patterns.

- It displaces uses or properties that have had a "blighting" effect on commercial property values in the area, leading to a rise in commercial rents.
- It directly displaces uses of any type that directly support businesses in the Project Area or bring people to the area that form a customer base for local businesses.
- It directly or indirectly displaces residents, workers, or visitors who form the customer base of existing businesses in the area.
- It introduces a land use that could have a similar indirect effect, though the lowering of property values if it is large enough or prominent enough or combines with other like uses to create a critical mass large enough to offset positive trends in the study area, to impede efforts to attract investment to the area, or to create a climate for disinvestment.

It was determined that a socioeconomic impact cannot be ruled out and a detailed analysis was undertaken. This analysis is provided in Section E.

ADVERSE EFFECTS ON SPECIFIC INDUSTRIES

According to the *CEQR Technical Manual*, a significant adverse impact may occur if an action would measurably diminish the viability of a specific industry that has substantial economic value to the City's economy. An example as cited in the *CEQR Technical Manual* would be new regulations that prohibit or restrict the use of certain processes that are critical to certain industries. The *CEQR Technical Manual* indicates that a more detailed examination is appropriate if the following considerations cannot be answered with a clear "no":

1. Would the proposed actions significantly affect business conditions in any industry or category of business within or outside of the study area?

As detailed in Section E below, the businesses subject to direct displacement offer a wide variety of products (e.g., apparel, electronics, briefcases, used cars, food) and services (e.g., mental health counseling, metal fabrication, day care, auto repair) that span 11 industry sectors. The industry sector most affected by displacement is Retail, in particular the sub sector of clothing and accessories stores, in which approximately 119 jobs would be displaced by the proposed actions.[1] However, the displacement of these businesses in no way diminishes the viability of this sub sector, which maintained an average of 5,713 employees in Queens and 62,700 employees in New York City in 2004 according to NYSDOL. In fact, displaced clothing and accessories employment represents only approximately 2.9 percent of the total retail employment in the project area. Additionally, there is expected to be a net increase of approximately 2,400 retail jobs in the future with the proposed actions compared to the future without the proposed actions. Therefore, the proposed actions would not adversely affect business conditions in the retail industry or clothing and accessories sub sector. To the contrary, the proposed actions would likely stimulate growth in the project area's retail sector, in terms of both employment and number of firms.

Ready-mix concrete businesses are prevalent in the Jamaica area and would have the potential to impact regional conditions in the New York City's construction industry if the proposed actions were to adversely affect their business conditions. As shown in Figure 3-3, there are 11 ready-mix concrete businesses in the Jamaica area, 8 of which are located in the project area; however, none of these businesses would be displaced as a result of the proposed actions.

[1] Employment estimated by AKRF, Inc. during site visit.

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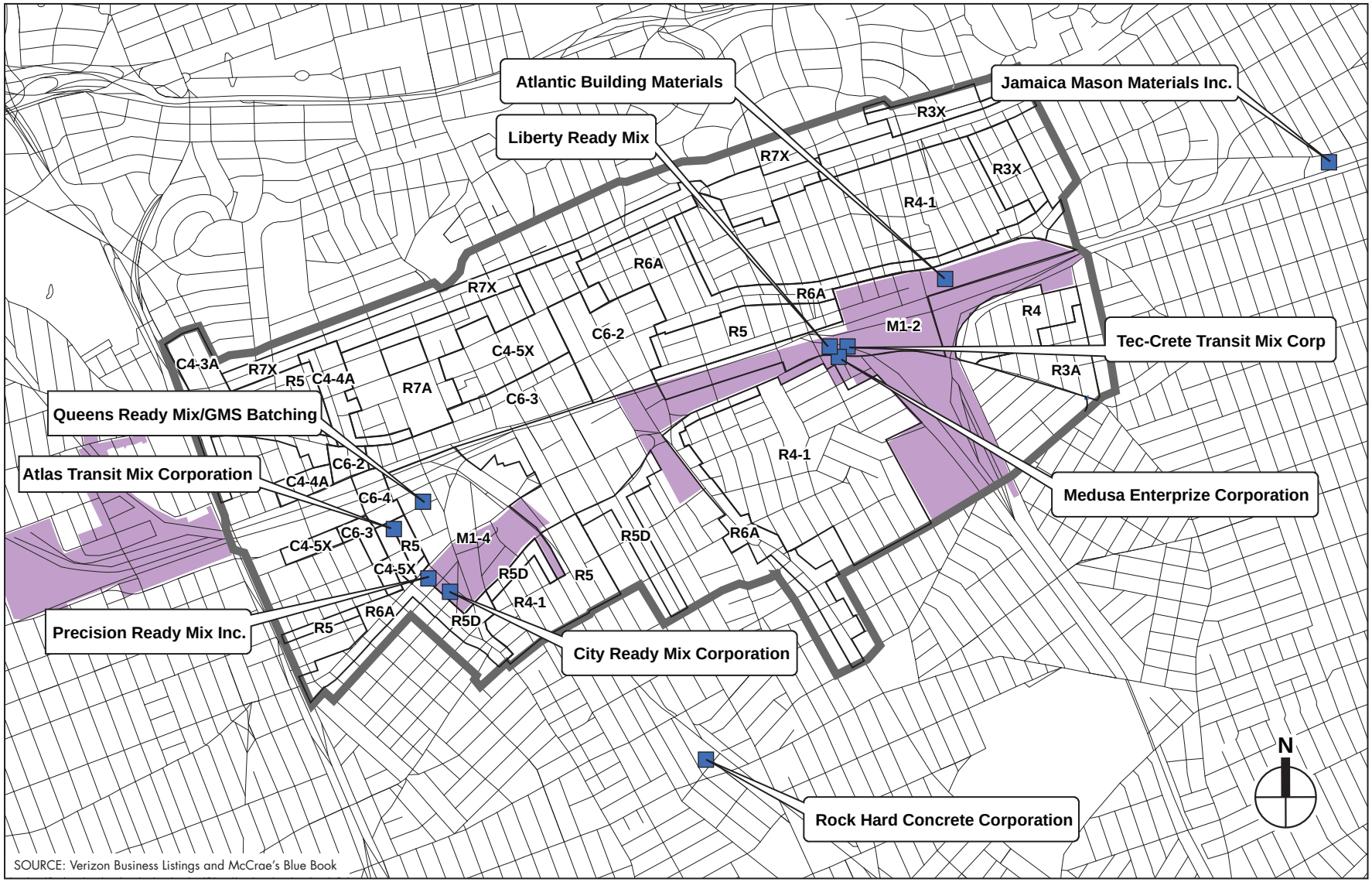

SCHEMATIC NOT TO SCALE

Project Area

Ready-Mix Concrete Businesses

Industrial Business Zone

R5 Proposed Zoning

Ready-Mix Concrete Businesses in the Jamaica Area

Figure 3-3

Two firms, Queens Ready Mix and City Ready Mix, are located on potential development sites in the future with the proposed actions. Both businesses are located in an M1-1 zone where concrete mixing plants are prohibited unless they meet the City's performance standards, though these businesses are allowed to operate as a nonconforming use. In the future with the proposed actions they would reside in an M1-4 zoning district where concrete plants are similarly prohibited but could continue to operate as a non-conforming use. Queens Ready Mix, near two vacant properties, would potentially be developed for commercial use, while City Ready Mix would potentially be developed as a two-story light manufacturing use.

The remaining concrete businesses in the project area are not expected to be affected by the proposed rezoning. One concrete firm, Atlas Transit Mix Corporation, located on a projected development site in the future without the proposed actions, is currently a non-conforming use in an M1-1 zoning district, and resides on an otherwise residential block. In the future with the proposed actions Atlas would lie within an R-5 residential district. Five of the nine concrete suppliers in the project area lie within an Industrial Business Zone, which is intended to reinforce industrial areas and encourage industrial growth within their boundaries.

As shown in Figure 3-4, there are an additional 16 ready-mix concrete suppliers outside the project area in Queens and 27 suppliers in Brooklyn, totaling 43 firms that, in addition to several firms in the Bronx, Staten Island, and Nassau County, are potentially capable of providing concrete to Jamaica and the City as a whole. Ready-mix concrete firms must be located within 90 minutes driving distance from their customers' construction sites in order to maintain the quality of their product; however, as Figure 3-4 demonstrates, the construction industry is well-served by concrete suppliers throughout Queens and Brooklyn. In sum, though two concrete suppliers lie on potential development sites and one supplier is expected to be displaced in the future without the proposed actions, the 6 remaining ready-mix concrete plants within the project area, as well as the 43 additional concrete firms in Queens and Brooklyn would provide sufficient geographic coverage for the construction industry, which would therefore not be significantly adversely affected by the proposed actions.

The remaining businesses subject to direct displacement in the future with the proposed actions vary in type and size, and are not concentrated in any particular industry. None of these businesses are essential to the survival of other industries outside of the study area and they do not, for example, serve as the sole provider of goods and services to an entire industry or category of business in the city. Because the goods and services provided by businesses subject to displacement are diverse and none of these businesses provide inputs that are crucial to the survival of some particular class of business, the proposed actions would not have a significant adverse impact on any specific industry within or outside of the study area.

2. Would the proposed actions indirectly substantially reduce employment or impair the economic viability of an industry or category of business?

As described in the indirect business displacement assessment, the proposed actions would not indirectly substantially reduce employment or impair the economic viability of an industry or category of business. The proposed actions would result in net increases in almost every employment category.

Overall, the proposed actions would not result in significant adverse impacts on a specific industry, and no further analysis of this issue is required.

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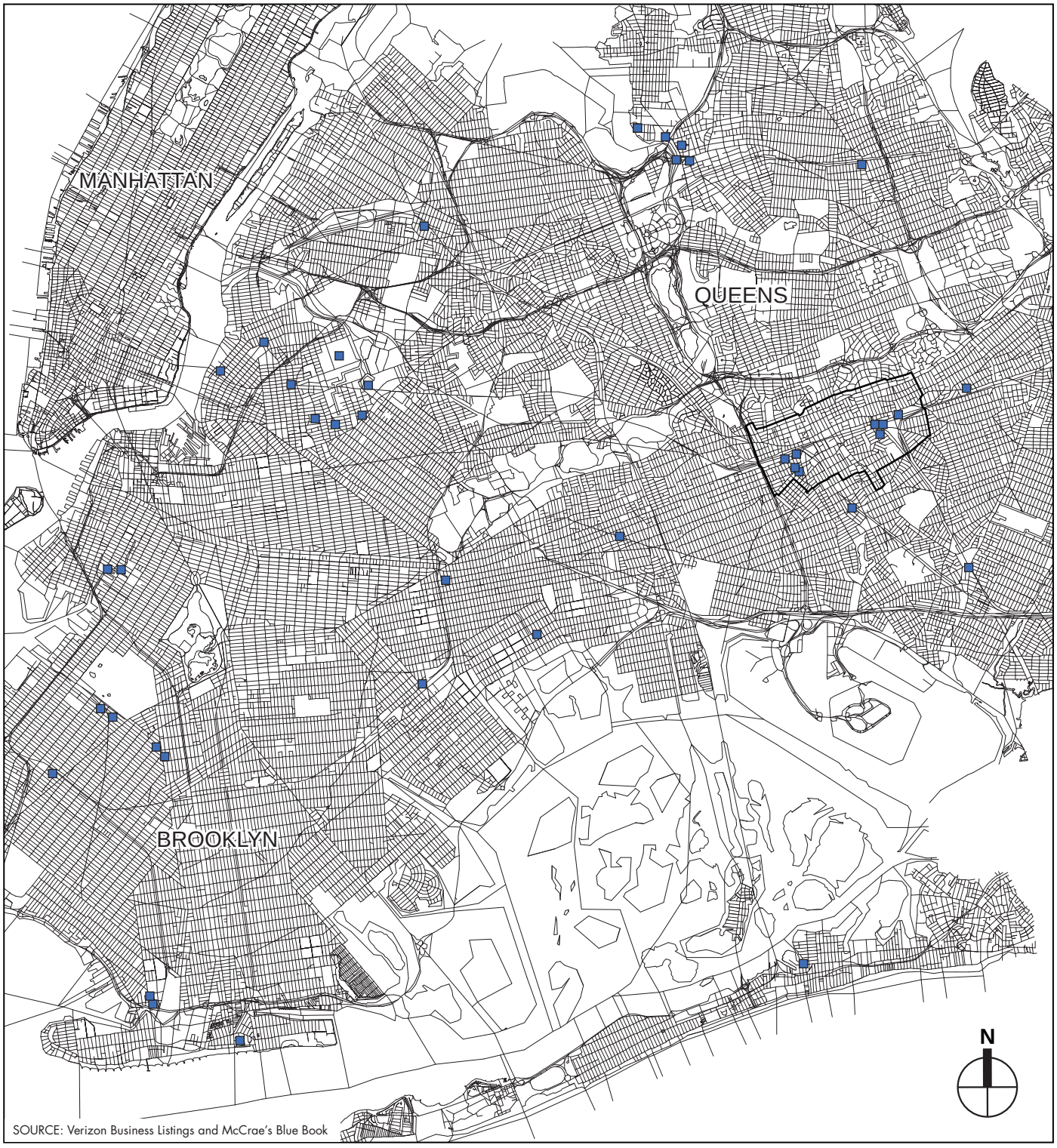


SCHEMATIC NOT TO SCALE

Project Area

Ready-Mix Concrete Businesses

Ready-Mix Concrete Businesses
in Brooklyn and Queens

Figure 3-4

D. DETAILED ANALYSIS OF DIRECT AND INDIRECT RESIDENTIAL DISPLACEMENT

The possibility that the proposed actions could cause significant direct and indirect residential displacement impacts could not be ruled out through the preliminary assessment presented above. This section combines the detailed analysis of direct and indirect residential displacement, which utilizes similar data on population and housing conditions and trends. The objective of the detailed analysis is to characterize existing conditions of residents and housing in order to identify populations that may be directly displaced or that may be vulnerable to indirect displacement ("populations at risk"), to assess current and future socioeconomic trends in the area that may affect these populations, and to examine the potential effects of the proposed actions on prevailing socioeconomic trends and, thus, its impact on the identified populations at risk.

In accordance with CEQR guidelines, this analysis is divided into three sections: existing conditions, including detailed population and housing characteristics, future No Build conditions, and future Build conditions, including a determination as to whether the proposed actions would cause significant direct or indirect residential displacement impacts.

As explained in the Data Sources and Methodology section of this chapter, the project area boundary does not match the boundaries of U.S. Census tracts. Therefore, for the project area, Census data was gathered at the block-level. Blocks that straddle the project area boundary were included or excluded in the project area calculations depending on what proportion of the block fell within the project area (i.e., blocks with more than 50 percent of the block area within the project area were included). The primary study area includes the remaining blocks within Census tracts that straddle the project area/primary study area boundary, as well as Census tracts in their entirety along the outer boundary of the primary study area. The secondary study area includes any remaining blocks within Census tracts that straddle the project area/secondary study area boundary (such as with tracts 478 and 500), as well as Census tracts that are primarily located within the ½-mile boundary. Figure 3-2 and Tables D-1 and D-2 in Appendix D display the Census tracts and blocks that were included in each of the study areas. For comparison purposes, population, housing, and income characteristics for each Census tract in the study areas are provided in Appendix D (Tables D-4 through D-10). All Census tracts that are at least 50 percent within the project area, primary study area, or secondary study area boundaries are included.

EXISTING CONDITIONS

This section describes the population and housing characteristics of the three study areas, presents trend data since 1989, and compares study area characteristics to the Borough of Queens and City as a whole. As described below, the characteristics of the project area differ in several ways from those in the primary and secondary study areas as well as Queens and New York City. Both the median and average household incomes in the project area in both 1989 and 1999 were substantially lower than the primary and secondary study area, as well as Queens and New York City. Similarly, the 1999 poverty rate in the project area was higher than in the primary and secondary study areas and Queens, and was nearly the same as the citywide poverty rate.

However, recent trends in new housing construction and substantial increases in the average sale prices for homes in the project area and overall study area since 2000 indicate a strong demand for new housing in the area. Based on the amount of new residential developments that received permits from the DOB since 2000, the number of housing units in the project area increased by

eight percent, while the primary and secondary study areas each experienced a three percent increase in total housing units since 2000.

POPULATION AND HOUSING PROFILES OF STUDY AREAS

Population

According to the Census, the combined population of the three study areas was approximately 205,641 people in 2000. As shown in Table 3-1, the overall study area's population increased by 11.0 percent from 1990 to 2000—growing at a slower rate than the Borough of Queens, which saw a population increase of 14.2 percent over the decade, and at a greater rate than the City as a whole, which grew by 9.4 percent over the same period.

Table 3-1
Population, 1990 and 2000

Area	Total Population		Absolute Change 1990 to 2000	Percentage Change 1990 to 2000
	1990	2000		
Project Area	78,157	82,125	3,968	5.1
Primary Study Area	38,585	44,982	6,397	16.6
Secondary Study Area	68,551	78,534	9,983	14.6
Area Total	185,293	205,641	20,348	11.0
Queens	1,951,598	2,229,379	277,781	14.2
New York City	7,322,564	8,008,278	685,714	9.4

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 1.

As the population of the study area has grown, its age distribution has shifted upward, yielding a population that is generally older (according to 2000 Census data) than it was in 1990. Table 3-2 shows the percent of the total population falling into each age bracket in 1990 and 2000. As shown in the table, the proportion of the population that might be considered to be the "young workforce" decreased between 1990 and 2000; the population ages 18 to 24 decreased by 0.9 percentage points, the population ages 25 to 29 decreased by 2.3 percentage points, and the population ages 30-34 decreased by 1.3 percentage points. The senior population, ages 60 and above, also decreased during this period, by 1.1 percentage points.

During the same period, the proportion of the population that might be considered the "mature workforce" increased between 1990 and 2000; the populations age 35-39, 40-49, and 50-59 increased by 0.8, 1.8, and 1.3 percentage points, respectively. The population of children (ages 17 and below) also increased, with a growth of 2.0 percentage points between 1990 and 2000. As shown in Table 3-2, these trends were generally consistent with trends in Queens and were similar citywide trends, with the exception of the 35 to 39 age cohort, which decreased in New York City over the 10-year period but increased in the study area and in Queens.

As shown in Table 3-1, the 2000 Census counted approximately 82,125 people in the project area. Between 1990 and 2000 the project area population grew by approximately 3,968 persons, a 5.1 percent increase. The primary and secondary study areas grew at a much greater rate, increasing by 16.6 and 14.6 percent respectively, similar to the 14.2 percent population increase that occurred across the Borough over that decade.

Table 3-2
Age Distribution as Percent of Total Population, 1990 and 2000

	1990 (percent of total population)								2000 (percent of total population)							
Age Group	0-17	18-24	25-29	30-34	35-39	40-49	50-59	60+	0-17	18-24	25-29	30-34	35-39	40-49	50-59	60+
Project Area	25.2	11.7	10.4	10.0	8.4	12.8	8.5	13.1	26.8	11.0	8.1	8.5	9.0	14.6	9.7	12.3
Primary Study Area	24.4	11.3	9.5	9.1	7.3	12.5	9.8	16.2	26.1	9.9	7.3	7.9	8.3	14.3	10.7	15.6
Secondary Study Area	22.7	10.7	9.8	9.2	7.5	12.6	9.7	17.7	25.3	9.9	7.6	8.0	8.5	14.6	10.8	15.3
Area Total	24.1	11.2	10.0	9.5	7.8	12.7	9.2	15.5	26.1	10.3	7.7	8.2	8.6	14.5	10.4	14.2
Queens	20.9	10.2	9.4	9.2	7.9	12.7	9.9	19.8	22.8	9.6	8.3	8.5	8.5	14.6	10.8	16.8
New York City	21.1	9.7	8.7	8.4	15.8	11.7	8.5	16.0	24.2	10.0	8.5	8.6	8.3	14.2	10.6	15.6

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 1.

According to the 2000 Census, approximately 44,982 people reside in the primary study area. Between 1990 and 2000, the area's population experienced significant growth, increasing by approximately 6,397 persons or 16.6 percent. The area's population increased at a greater rate than that of the Borough of Queens (14.2 percent) and the City (9.4 percent) over the same period.

The 2000 Census reported approximately 78,534 people in the secondary study area. From 1990 to 2000, the area's population grew by approximately 9,983 people, an increase of 14.6 percent, similar to the 14.2 percent population increase that occurred across the Borough of Queens, and at a greater rate than in New York City (9.4 percent).

Households

According to the 2000 Census, the combined study area—including the project area, primary, and secondary study areas—contains approximately 64,122 households, as shown in Table 3-3. The average household size for the total study area (3.14 persons per household) was greater than the average household size for Queens (2.81) and for the City of New York (2.59)[1].

Table 3-3
Household Characteristics

Area	Total Households			Average Household Size	
	1990	2000	Percent Change	1990	2000
Project Area	24,478	25,160	2.8	N/A	3.18
Primary Study Area	12,552	14,356	14.4	N/A	3.09
Secondary Study Area	22,540	24,606	9.2	N/A	3.12
Combined Area Total	59,570	64,122	7.6	N/A	3.14
Queens	720,149	782,664	8.7	N/A	2.81
New York City	2,819,401	3,021,588	7.2	2.54	2.59

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 1 and Summary File 3.

[1] The average household size figures represent a weighted average of the average household size of all Census blocks in each study area.

In 2000, there were approximately 25,160 households in the project area. The average household size was 3.18 persons, which was higher than in the primary and secondary study areas (3.09 and 3.12, respectively), Queens (2.81), and New York City (2.59). The primary study area in 2000 contained approximately 14,356 households—an increase of 14.4 percent over 1990. The average household size was 3.09 persons. There were approximately 24,606 households in the secondary study area in 2000, and the average household size was 3.12 persons per household.

Household Income

Income characteristics for the study area population are described below using three measures: median household income, average household income, and poverty rate. The median household income represents the mid-point of all household incomes in a study area. The average household income is calculated by dividing aggregate income by the total number of households in a study area. The presence of high income households will raise the average income, sometimes substantially higher than the median or mid-point of household incomes in a study area. As shown in Table 3-4, the average household incomes are considerably higher than the medians for each of the three study areas (25-29 percent higher), indicating that each study area contains a population that is earning significantly more than the majority.

Table 3-4
Household Income

Area	Median Income[1]			Average Income		
	1989[2]	1999	Percent Change	1989[2]	1999	Percent Change
Project Area	$39,836	$35,827	-10.1	$45,935	$46,105	0.4
Primary Study Area	$46,476	$41,070	-11.6	$52,229	$52,394	0.3
Secondary Study Area	$50,250	$43,813	-12.8	$54,104	$54,674	1.1
Study Area Total	$47,478	$39,940	-15.9	$50,424	$50,826	0.8
Queens	$46,332	$42,439	-8.4	$55,828	$54,128	-3.0
New York City	$40,419	$38,293	-5.3	$56,571	$58,505	3.4

Notes:

1 Several Census tracts in the study area are split by the project area boundary. Because sample count data (SF3 data) including data on median household income and poverty are not available for blocks, values for tracts split by project area boundaries were calculated using a combination of tract-level data from SF3 and block-level data from SF1. For each of these tracts, the geographic distribution of total households and population was computed using 2000 block-level data, in effect creating a sort of "pseudo-tract." The median household income and number of persons below poverty were calculated based on the distribution of incomes and poverty in these "pseudo-tracts."

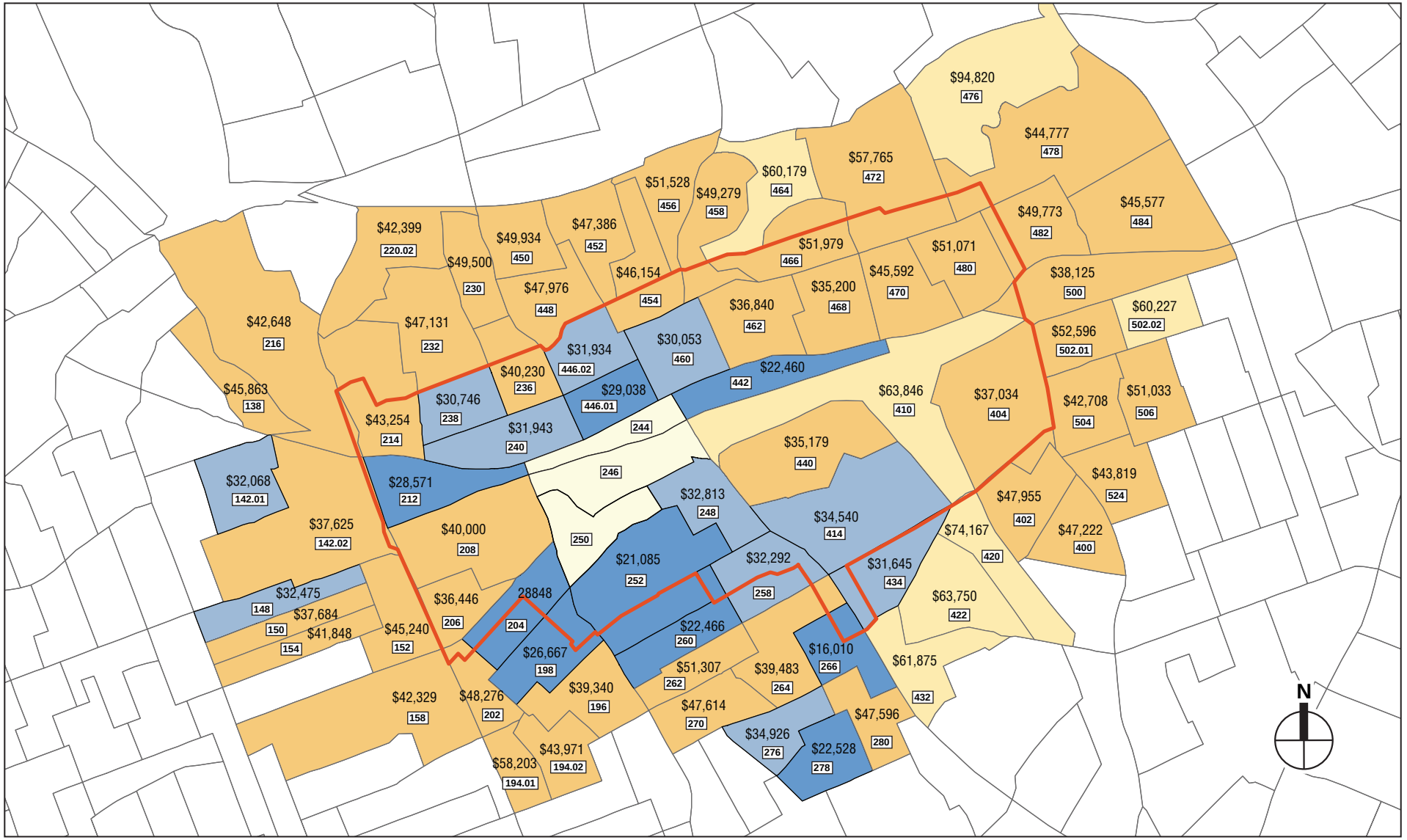
2 All 1989 values were converted to 1999 constant dollars using the US Department of Labor's Consumer Price Index for the "New York-Northern New Jersey-Long Island" area.

Sources: U.S. Department of Commerce, Bureau of Census, 1990 and 2000 Census, Summary File 1 and Summary File 3.

As discussed below and shown in Figures 3-5 through 3-7, in 1999 the project area contained lower median and average household income levels and a higher poverty rate than the primary and secondary study areas.[1] Taken together, the three study areas had a median household

[1] The Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who is living in poverty. If a family's total income is less than the corresponding family size income threshold, then that family and every individual in it is considered "below the poverty level." The official poverty thresholds do not vary geographically, but they are updated for inflation using Consumer

12.7.06



Project Area
Census Tract
158 Census Tract Number

Average Household Income
(LIRR tracks)
$15,001 - $29,999
$30,000 - $35,000
$35,001 - $60,000
>$60,000

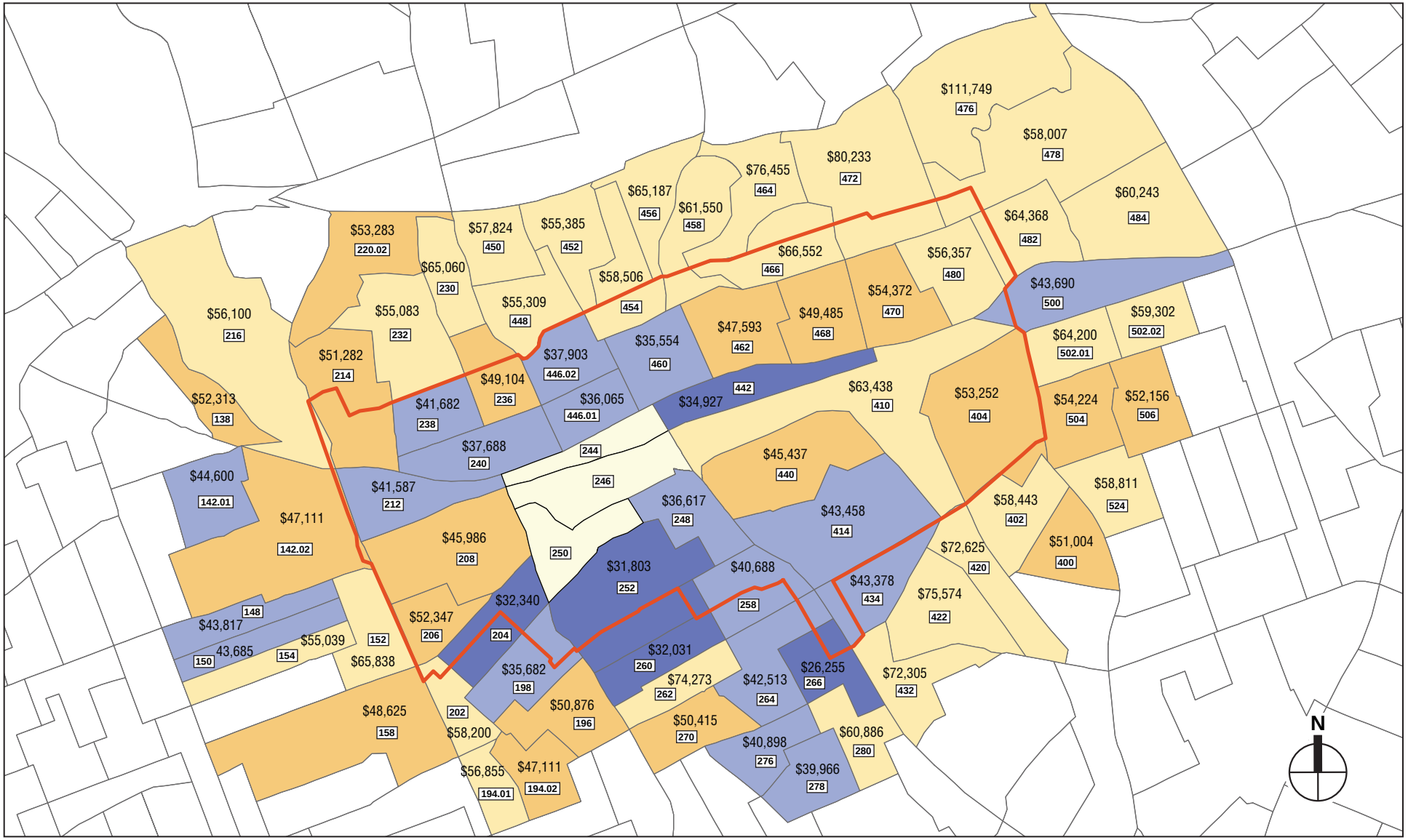
0 4000 FEET
SCALE

Jamaica Plan

Median Household Income, 1999

Figure 3-5

12.7.06



Project Area
Census Tract
158 Census Tract Number

Average Household Income
(LIRR tracks)
$25,001 - $35,000
$35,001 - $45,000
$45,001 - $55,000
>$55,000

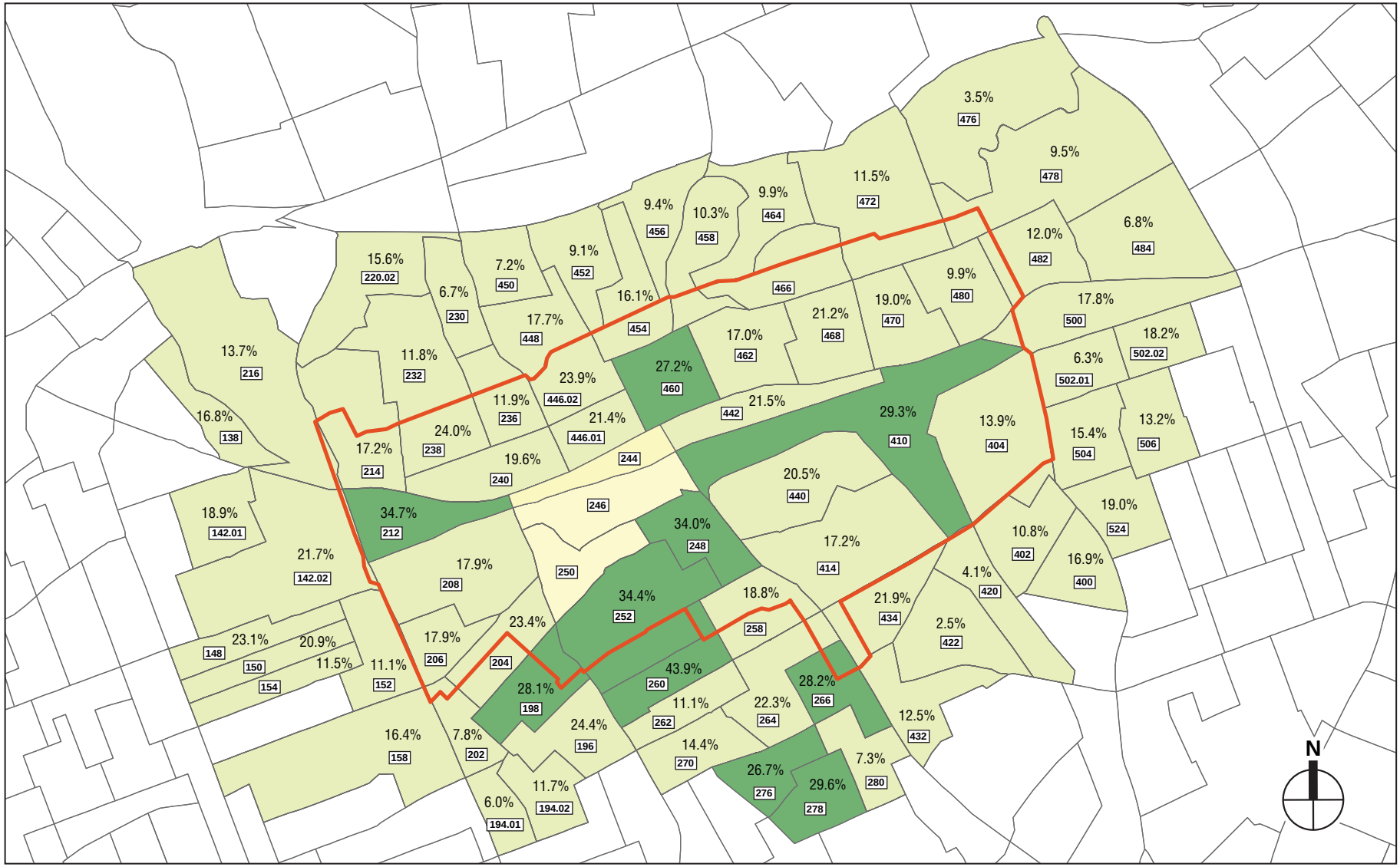
0 4000 FEET
SCALE

Jamaica Plan

Average Household Income, 1999

Figure 3-6

12.7.06



Jamaica Plan

Percent of Population Below Poverty Level

Figure 3-7

income of $39,940, which was approximately 6 percent lower than the median in Queens ($42,439), although slightly greater than the median income in New York City ($38,293). The total study area had an average household income of $50,424, which was approximately 7 percent lower than the average income in Queens ($55,828) and 15 percent lower than the average income in the City ($58,505)[1].

As shown in Table 3-5, the poverty rate in 1999 for the overall study area was higher than in Queens, but lower than the citywide poverty rate. Approximately 17.7 percent of the population in the study area lived below the poverty level in 1999, as compared to 14.6 percent in Queens and 21.2 percent in the City.

Table 3-5
Percent of Population Below Poverty Level

Area	1989	1999	Change
Project Area	17.5%	21.3%	3.8%
Primary Study Area	9.1%	17.2%	8.1%
Secondary Study Area	8.5%	14.4%	5.9%
Study Area Total	12.1%	17.7%	5.6%
Queens	10.9%	14.6%	3.7%
New York City	19.3%	21.2%	1.9%

Notes: The Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level."

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 3.

Project Area: Household Income

Both the median and average household incomes in the project area were substantially lower than the primary and secondary study area, as well as Queens and New York City in both 1989 and 1999. In 1999, the median household income in the project area ($35,827) was 15 and 22 percent below the median for the primary and secondary study areas, respectively, and 18 percent below the median household income in Queens. The average household income in the 1999 in the project area ($46,105) was 14 and 19 percent below the average income in the primary and secondary study areas, respectively, and 21 percent below the Queens average income. As compared to New York City, the median income in the project area was 7 percent lower, and the average income was 27 percent lower.

Between 1989 and 1999, the median household income in the project area decreased by 10.1 percent in constant dollar terms, from $39,836 to $35,827. In comparison, the median household incomes for Queens and New York City decreased by 8.4 percent and 5.3 percent, respectively, over the 10-year period. The average household income in the project area increased by 0.4 percent between 1989 and 1999, from $45,935 to $46,105. The average household income in Queens decreased by 3 percent over the same period, from $55,828 to $54,128, while the average income in the City increased by 3.4 percent, from $56,571 to $58,505.

Price Index (CPI-U). The official poverty definition uses money income before taxes and does not include capital gains or non-cash benefits (such as public housing, Medicaid, and food stamps).

[1] The median income figures represent a weighted average of the median incomes of all Census blocks in each study area.

The poverty level in the project area increased from 17.5 percent or the population living in poverty to 21.3 percent between 1989 and 1999, an increase of 3.8 percentage points. As of the 2000 Census, the poverty rate in the project area was higher than the poverty rate for the primary and secondary study areas (17.2 percent and 14.4 percent respectively) and for Queens (14.6 percent), and was similar to the poverty rate for New York City (21.2 percent).

Census tracts that contain the lowest median and average household incomes and the highest poverty rates in the project area are generally clustered in the Downtown Jamaica and South Jamaica neighborhoods. As illustrated in Figures 3-5 through 3-7 and shown in Tables A-6 and A-7 in Appendix D, Census tracts 240, 446.01, 446.02, 442, and 460 in Downtown Jamaica, and tracts 204, 252, 260, and 266 in South Jamaica had the lowest median and average household incomes in the project area. Census tracts 212, 446.02, and 460 in Downtown Jamaica, and tracts 198, 252, 248, 276, and 410 in South Jamaica had the highest percentage of population below the poverty level.

Primary Study Area: Household Income

As shown in Table 3-4, the median household income in the primary study area was similar to that of Queens and higher than the median income in New York City in both 1989 and 1999, but decreased at a greater rate over that period (11.6 percent) than Queens (8.4 percent) and New York City (5.3 percent). The average income in the primary study area increased by 0.3 percent between 1989 and 1999, from $52,229 to $52,394, but was lower than in Queens and New York City in both 1989 and 1999. During the same period, the poverty rate in the primary study area increased by 8.1 percent, from 9.1 percent to 17.2 percent—a greater rate of increase than the project area (3.8 percent), secondary study area (5.9 percent), Queens (3.7 percent), or New York City (1.9 percent). As illustrated in Figures 3-5 through 3-7 and shown in Tables D-6 and D-7 in Appendix D, Census tracts 260 and 266 in South Jamaica had the lowest median and average household incomes in the primary study area, and tracts 260 and 266 in South Jamaica had the highest percentage of population below the poverty level.

Secondary Study Area: Household Income

Although the median household income in the secondary study area was greater than the median income in the other two study areas, as well as Queens and New York City in both 1989 and 1999, it decreased at the greatest rate over that period, from $50,250 to $43,813 (a 12.8 percent decrease). The average household income in the secondary study area increased by 1.1 percent between 1989 and 1999, from $54,104 to $54,674. In 1999, the average household income was greater than in the other two study areas and similar to that of Queens ($54,128), but was less than the average income in New York City ($58,505). The number of people living below the poverty level in the secondary study area increased by 5.9 percentage points, from 8.5 percent in 1989 to 14.4 percent in 1999 (see Table 3-5). As illustrated in Figures 3-5 through 3-7 and shown in Tables D-6 and D-7 in Appendix D, Census tract 278 is the only tract in the secondary study that had low median and average annual household incomes (less than $30,000 and $40,000, respectively). Tracts 276 and 278 in South Jamaica had the highest percentage of population below the poverty level in the secondary study area.

Housing Characteristics

The type, quality, and age of housing structures vary across the overall study area. The LIRR tracks form a physical barrier that separates the multiple residential neighborhoods located to the north and to the south. Primarily residential neighborhoods in the project area include the Hollis

neighborhood to the north of the LIRR tracks, and portions of the St. Albans and South Jamaica neighborhoods to the south of the tracks. These residential neighborhoods consist mostly of one- and two-family detached houses and multifamily apartment buildings. The Downtown Jamaica area also contains pockets of residential uses, which consist of a mix of one- and two-family detached and semi-detached houses, multifamily apartments, and low-rise mixed-use buildings with residential use on the upper floors and storefronts on the ground floor.

Residential neighborhoods located in the primary and secondary study areas include Briarwood, Jamaica Hills, Jamaica Estates, and Holliswood to the north, portions of Hollis and St. Albans to the east, a portion of South Jamaica to the south, and Ozone Park, Richmond Hill, and Kew Gardens to the west. The neighborhoods to the north generally consist of single-family detached houses, while the neighborhoods to the west contain a mix of one- and two-family detached and semi-detached houses, as well as multifamily apartments. Low-rise mixed-use buildings line wide commercial streets, such as Jamaica Avenue, Hillside Avenue, Merrick Boulevard, and Guy Brewer Boulevard.

According to RPAD, approximately 56 percent of housing units in the project area are in structures built before 1940. By comparison, approximately 59 percent of the housing stock in the overall study area and 51 percent of the housing stock in Queens was built before 1940. Although the total number of housing units in the three study areas increased between 1990 and 2000, the vacancy rates also increased, indicating that a portion of the housing stock in the study area is not considered desirable enough to meet the demand for housing in the area.

According to the Census, in 2000 there were approximately 25,135 occupied housing units in the project area (see Table 3-6). Of these, approximately 30.6 percent were owner-occupied and 69.4 percent were renter-occupied (see Table 3-7). The project area's owner-occupancy rate was lower than in the primary study area (47.1 percent), secondary study area (52.2 percent) and in Queens (42.8 percent), and was similar to the owner-occupancy rate for New York City (30.2 percent).

Table 3-6
Housing Units and Vacancy, 1990 and 2000

Area	Total Housing Units			Vacant Housing Units			Percent Value	
	1990	2000	Percent Change	1990	2000	Percent Change	1990	2000
Project Area	25,364	26,940	6.2	886	1,805	103.7	3.5	6.7
Primary Study Area	13,029	15,257	17.1	477	901	88.9	3.7	5.9
Secondary Study Area	23,853	26,216	9.9	1,313	1,610	22.6	5.5	6.1
Area Total	62,246	68,413	9.9	2,676	4,316	61.3	4.3	6.3
Queens	752,690	817,250	8.6	32,541	34,586	6.3	4.3	4.2
New York City	2,992,169	3,200,912	7.0	172,768	179,324	3.8	5.8	5.6

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 1 and Summary File 3.

Table 3-7
Housing Tenure

Area	Owner Occupied Housing Units				Renter Occupied Housing Units			
	1990		2000		1990		2000	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Project Area	7,361	29.0	7,694	28.6	17,117	67.5	17,441	64.7
Primary Study Area	5,973	45.8	6,765	44.3	6,579	50.5	7,591	49.8
Secondary Study Area	11,459	48.0	12,841	49.0	11,081	46.5	11,765	44.9
Area Total	24,793	39.8	27,300	39.9	34,777	55.9	36,797	53.8
Queens	305,573	40.6	334,815	41.0	414,576	55.1	447,849	54.8
New York City	807,378	27.0	912,296	28.5	2,012,023	67.2	2,109,292	65.9

Sources: U.S. Department of Commerce, Bureau of the Census, 1990 and 2000 Census, Summary File 1 and Summary File 3.

According to the 2000 Census, home values in the study areas are low compared to the Borough of Queens and New York City. At $183,399, the median home value for the overall study area in 2000 was $22,801 lower than the median home value for Queens, and $37,801 lower than the median for New York City. It is not possible to compare 1990 and 2000 Census data on median home value because the median home value reported in the 1990 Census is based on "specified" housing units only (this excludes many apartment units), while the 2000 values are based on all housing units. However, MISLAND data compiled by DCP indicates that home values have increased significantly since 1990. According to the data, the average sale price for one-family homes in the overall study area increased by 77 percent between 1991 and 2004, from $189,500 to $335,000 (in 2004 constant dollars). Over that same time period, two-family homes increased by 89 percent (from $208,000 in 1991 to $394,000), and small walk-up apartments by 103 percent (from $254,500 to $517,000).

Median contract rent for the study areas was slightly lower than Queens and slightly higher than New York City (see Table 3-8). However, median contract rent for the Borough and the City increased at a much greater rate between 1990 and 2000 than in the three study areas. The overall study area experienced a 1.2 percent increase in constant dollars, from $681 to $690, as compared to 5.9 percent increase in Queens and 8.7 percent in New York City.[1]

[1] According to the US Census Bureau, median contract rent is "the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of interview."

Table 3-8
Housing Characteristics

Area	Median Home Value[1]			Median Contract Rent[1]		
	1990[3]	2000	Percent Change	1990[2]	2000	Percent Change
Project Area	N/A	$180,233	N/A	$670	$681	1.7
Primary Study Area	N/A	$184,393	N/A	$675	$689	2.0
Secondary Study Area	N/A	$184,906	N/A	$705	$707	0.3
Study Area Total	N/A	$183,399	N/A	$681	$690	1.2
Queens	N/A	$206,200	N/A	$681	$721	5.9
New York City	N/A	$221,200	N/A	$594	$646	8.7

Notes:

1. Several Census tracts in the study area are split by the project area boundary. Because sample count data (SF3 data) including data on median contract rent and home value are not available for blocks, values for tracts split by project area boundaries were calculated using a combination of tract-level data from SF3 and block-level data from SF1. For each of these tracts, the geographic distribution of total housing units was computed using 2000 block-level data, in effect creating a sort of "pseudo-tract." The median contract rent and home value were calculated based on the distribution of contract rents and home values in these "pseudo-tracts."

2. All 1990 values were converted to 2000 constant dollars using the US Department of Labor's Consumer Price Index for the "New York-Northern New Jersey-Long Island" area.

3. The 1990 median home value is not reported because the 1990 value was based on "specified owner-occupied housing units" only, while the 2000 median was based on all owner-occupied housing units. The two data sets are not comparable.

Sources: U.S. Department of Commerce, Bureau of Census, 1990 and 2000 Census, Summary File 1 and Summary File 3.

Project Area: Housing Units

The 2000 Census counted approximately 26,940 housing units in the project area, of which approximately 64.7 percent were renter-occupied, 28.6 percent were owner-occupied, and 6.7 percent were vacant. The owner-occupancy rate in 2000 was lower than in Queens as a whole (41.0 percent), but similar to the owner-occupancy rate in New York City (28.5 percent). As shown in Table D-9 in Appendix D, there were nine Census tracts in the project area with very high renter-occupancy rates (75 percent or more of the units are renter-occupied). These tracts include 212, 236, 238, 240, 250, 446.01, 446.02, 460, and 466, which are generally located in the Downtown Jamaica area.

The vacancy rate is higher than in the Borough (4.2 percent) and the City (5.6 percent), and is noticeably higher than it was in 1990, when 3.5 percent of all housing units in the project area were vacant. As shown in Table D-8 in Appendix D, in 2000, Census tracts with the highest vacancy rates in the project area (greater than 10 percent vacant) were located in South Jamaica, and include tracts 204, 250, 252, 258, and 440.

The median home value in 2000 was $180,233, which was similar to the other study areas, but less than for the Borough ($206,200) and the City ($221,200). As shown in Table D-10 in Appendix D, four Census tracts in the project area (tracts 208, 236, 446.02, and 462) had median home values greater than $200,000. These tracts are generally located in the Downtown Jamaica area.

Median contract rent in the project area increased by 1.7 percent from 1990 to 2000, from $670 in 1990 to $681 in 2000, while the median contract rent increased at greater rates in the Borough (5.9 percent) and the City (8.7 percent). As shown in Table D-10 in Appendix D, the greatest increases in median contract rent (15 percent increase or more) in the project area occurred in Census tracts 206, 248, and 414 in South Jamaica.

Primary Study Area: Housing Units

According to the Census, the primary study area contained approximately 15,257 housing units in 2000. The number of housing units in this area increased by 17.1 percent from 1990, which was substantially greater than the rate of increase in the project area (6.2 percent), the Borough of Queens (8.6 percent), or New York City (7.0 percent). The owner-occupancy rate in the primary study area was 44.3 percent in 2000, which is similar to the rate for Queens (41.0 percent), and much higher than the rate for the project area (28.6 percent) and for the City (28.5 percent). As compared with the project area, there were no Census tracts in the primary study with a renter-occupancy rate greater than 75 percent.

The 2000 vacancy rate (5.9 percent) was the lowest of the three study areas, but higher than the overall vacancy rates for Queens (4.2 percent) and New York City (5.6 percent). As shown in Table D-8 in Appendix D, Census tracts with the highest vacancy rates in the primary study area (greater than 10 percent vacant) were located in South Jamaica, and include tracts 196, 198, 260, and 262.

In 2000, the median home value in the primary study area was $184,393, which was comparable to the other study areas and lower than in the Borough and City of New York. As shown in Table D-10 in Appendix D, seven Census tracts in the primary study area (tracts 232, 448, 454, 458, 464, 472, and 482) had median home values greater than $200,000. These tracts are located north of the project area in the Briarwood, Jamaica Hills, Jamaica Estates, and Holliswood areas.

Between 1990 and 2000 the median contract rent increased by 2.0 percent, from $675 per month to $689 per month. This rate of increase was slightly higher than the other two study areas but less than in the Borough and the City. As shown in Table D-10 in Appendix D, the greatest increases in median contract rent (15 percent increase or more) in the primary study area occurred in Census tracts 202, 482, and 502.01.

Secondary Study Area: Housing Units

According to the Census, the secondary study area contained approximately 26,216 housing units in 2000. The owner-occupancy rate was approximately 48 percent, which was higher than in the other two study areas, as well in the Borough and the City. As shown in Table D-9 in Appendix D, there are three Census tracts in the secondary study area with very high renter-occupancy rates (75 percent or more of the units are renter-occupied). These tracts include 138, 278, and 500.

In 2000, the vacancy rate was approximately 6.1 percent in 2000. As shown in Table D-8 in Appendix D, Census tracts with the highest vacancy rates in the secondary study area (greater than 10 percent vacant) included tracts 400, 456, 484, and 500.

The median home value in 2000 was approximately $184,906, the highest of the three study areas. As shown in Table D-10 in Appendix D, eight Census tracts in the secondary study area (tracts 154, 230, 400, 422, 450, 452, 456, and 476) had median home values greater than $200,000. These tracts are primarily located north of the project area in the Briarwood, Jamaica Hills, and Holliswood areas.

In 2000, the median contract rent was $707. As shown in Table D-10 in Appendix D, the greatest increases in median contract rent (15 percent increase or more) in the secondary study area between 1990 and 2000 occurred in Census tracts 138, 194.01, 276, 400, 478, and 502.02.

POPULATION AND HOUSING TRENDS SINCE 2000

After the 2000 Census, the population in the three study areas has moderately increased. According to New York City Department of Finance RPAD data, approximately 1,790 housing units were added to the total study area between the 2000 Census and 2005. Based on the average household size and vacancy rates for the study areas, these new units contain an estimated 5,240 people, bringing the total population in the study area to approximately 210,881. This represents a three percent increase in the total study area population between 2000 and 2005.

The residential population increased at similar rates in the three study areas. According to RPAD, approximately 766 new housing units were developed in the project area since 2000. Assuming an average household size of 3.18 persons per household and a vacancy rate of 6.7 percent[1], these new units contain an estimated 2,273 people, bringing the total population in the project area to approximately 84,398—a three percent increase in the population since 2000. In the primary study area, approximately 479 new units were added between 2000 and 2005. Assuming an average household size of 3.09 persons per household and a vacancy rate of 5.9 percent[2], these new units led to a population increase of approximately 1,381 people (a three percent increase over the 2000 population), bringing the total population to approximately 46,363. Approximately 545 housing units were added to the secondary study area between 2000 and 2005. Assuming an average household size of 3.12 persons per household and a vacancy rate of 6.1 percent[3], the secondary study area population increased by approximately 1,586 persons (a two percent increase over the 2000 population), bringing the total population to 80,120.

While RPAD represents new housing units in the study area for which certificates of occupancy have been filed, information from the DOB indicates that many more residential units have been constructed in the study areas between 2000 and 2006, with the most dramatic increase in development occurring in the project area. Assuming these new residential units are completed and occupied in the near future, the study area population would also increase at similar rates. Based on the number of permits granted by the DOB for new residential buildings in the overall study area since the 2000 Census (compiled by the Department of City Planning in February 2006), approximately 3,333 new residential units have been developed in the overall study area. Approximately two-thirds of the new units (2,279 units) are in buildings containing less than five residential units, and the remaining one-third (1,054 units) are in buildings containing five units or more. Since the DOB permit information was gathered on the Census tract level—which is not fully consistent with the socioeconomic study areas—and all buildings may not yet be fully constructed and/or occupied, this information cannot be used to provide an estimate of the

[1] The average household size and vacancy rates for the project area were applied the additional units to determine the baseline existing population.

[2] The average household size and vacancy rates for the primary study area were applied the additional units to determine the baseline existing population.

[3] The average household size and vacancy rates for the secondary study area were applied the additional units to determine the baseline existing population.

existing population and housing stock in the project area and primary and secondary study areas. Rather, it is used to illustrate general housing development trends in the study areas.

DOB permits indicate that approximately 2,130 new residential units have been developed in Census tracts that are primarily located within the project area (i.e., more than 50 percent of the tract is located within the rezoning area boundary). This represents a 7.9 percent increase in total housing units in the project area since 2000, a greater rate of increase than occurred over the ten year period between 1990 and 2000, when the total number of housing units increased by 6.2 percent. Of the 2,130 new units, 1,421 units were developed in small building containing less than 5 units, and the remaining 709 units were developed in larger buildings. While a portion of this new housing is located in the urban renewal area and thus publicly subsidized, the amount of new development in project area is indicative of the strong residential market in the project area.

DOB permits indicate that approximately 396 new residential units have been developed in Census tracts that are mostly located within the primary study area since 2000. This represents a 2.6 percent increase in total housing units in the primary study area since the 2000 Census. This rate of increase is much lower than the 17.1 percent increase that occurred in the primary study area during the ten year period between 1990 and 2000. According to DOB permits, approximately 807 new residential units have been developed in Census tracts that are mostly located within the secondary study area since 2000, representing a 3.1 percent increase since the 2000 Census. This rate of increase is lower than occurred in the secondary study area between 1990 and 2000, when the number of housing units increased by 9.9 percent. Although the housing development growth that occurred over the decade between 1990 and 2000 covers a longer time period and therefore cannot be directly compared to the amount of housing development that occurred during the six years between 2000 and 2006, there is a clear indication that the rate of housing development has increased in the project area since 2000, while decreasing in the primary and secondary study areas.

Publicly Assisted Housing

Since 1995, the City's Housing Preservation and Development agency oversaw 222 publicly assisted developments within Queens Community Board 12, which includes most of the Jamaica Plan study area, as well as the neighborhoods of St. Albans, Rochdale and Springfield Gardens located south of the study area. The projects, which utilized city, state and federal housing programs, represent an estimated $58.9 million public investment involving 1,350 affordable and market rate units. Approximately 43 percent of the assisted units in Community Board 12 were located in the Project Area, 18 percent were in the Primary and Secondary study areas, and 39 percent were located outside the study areas within Community Board 12.

Table 3-9
Queens CD 12, Assisted Housing Units, 1995-2006

Study Area in CD12	Assisted Units
Project	584
Primary	185
Secondary	60
Rest of CD12	521
Total	**1350**

Source: New York City Dept. of Housing Preservation & Development

RESIDENTIAL REAL ESTATE MARKET CONDITIONS

Overall, housing demand within the Jamaica Plan study area is strong and has increased in recent years, as indicated by rising home values and substantial new residential construction throughout the study area. As described previously, the housing stock throughout the area consists of mostly one- and two-family detached and semi-detached houses, with low-rise mixed-use buildings with storefronts on the ground floor and residential use above generally located along the wider commercial streets. The Downtown Jamaica area and neighborhoods to the west, including Kew Gardens and Richmond Hill, also contain some multi-family apartment buildings.

However, the residential real estate markets in the study areas vary by neighborhood, which for this area are generally delineated by the LIRR and major arterials such as the Van Wyck Expressway and Hillside Avenue. Additionally, the northern portion of the study area, which includes Downtown Jamaica and the area north of the LIRR viaduct, is a distinct real estate market from southern portion.

The study area north of the LIRR includes Downtown Jamaica as well as the neighborhoods of Briarwood, Jamaica Hills, Jamaica Estates, Holliswood, Kew Gardens, and Richmond Hill. It contains a mix of small homes and higher-density apartment buildings. As indicated by residential sales and rent prices, the strongest housing demand for the entire Jamaica Plan study area is in the neighborhoods north of Hillside Boulevard—including Briarwood, Jamaica Hills, Jamaica Estates, and Holliswood; the neighborhoods west of the Van Wyck Expressway—including Kew Gardens and Richmond Hill; and St. Albans, to the south and east of the LIRR tracks. However, housing demand in the Downtown Jamaica area has increased in recent years.

The study area south of the LIRR includes South Jamaica, as well as the neighborhoods of Hollis, St. Albans and Ozone Park. It is separated from the northern portion by physical barriers, including the LIRR viaduct, manufacturing districts that abut the railroad right-of-way, and the York College Campus, and contains small homes and townhouses, generally for fewer than five families. The strongest housing demand for the entire Jamaica Plan study area is in the neighborhoods west of the Van Wyck Expressway—including Ozone Park; and St. Albans, to the south and east of the LIRR tracks. However, housing demand in the South Jamaica area has increased in recent years. While vacancy rates in South Jamaica were the highest in the area in 2000, based on the number of DOB permits filed between 2000 and 2004, South Jamaica received the majority of new residential construction in the area. Residential sales in portions South Jamaica—particularly in the areas near Merrick Boulevard—sustained some of the greatest increases in home values in the area between 2000 and 2004.

Depressing Influence on Property Values

The presence of several vacant properties, incompatible uses, or poor building conditions in an area can depress property values. If the properties are located within, or in close proximity to a residential area, the market value of residential properties in the area could be depressed below the overall residential real estate market in a neighborhood. The following considers whether the proposed actions would displace uses or properties that currently depress residential property values, and if so, whether such displacement would significantly affect residential rents.

The proposed actions would redevelop properties in multiple locations within the project area with a more vibrant mix of uses at higher densities. With the exception of the properties located within Blocks 9993, 9998, and 9999, discussed below, the proposed actions would not displace

uses that have a substantial depressing influence on residential property values. The uses to be displaced generally include: low-rise industrial buildings, including warehouses and auto-related uses; used car dealerships; parking lots; gas stations; low-rise commercial and retail buildings; and mid-rise commercial buildings, many of which are partially unoccupied (upper floors unoccupied); low-rise mixed-use residential and commercial buildings; and 1- and 2-family residential buildings. While a few vacant uses would be displaced as a result of the proposed actions, the overwhelming majority of the uses to be displaced are active industrial, parking, commercial, and residential uses which, in their current condition, do not adversely affect residential property values.

As described below in Section E, there is one area in which existing uses and conditions could be depressing the value of surrounding properties. The three blocks in the vicinity of the LIRR Jamaica Station, the Jamaica AirTrain, and the Jamaica Center Station that are in the proposed Jamaica Gateway Urban Renewal Area (JGURA) contain vacant properties and buildings in poor condition that would be displaced by the proposed actions (see Figure 2-12 and Figure 3-13). Two of the three blocks in the JGURA (Blocks 9993 and 9999) are located adjacent to an area with residential uses. However, that area also contains other industrial uses outside of the JGURA, most of which would remain with or without the proposed actions. Given the presence of other similar industrial properties, it is unlikely that the displacement of uses and properties within the JGURA would have a significant affect on residential property values in the surrounding area. The area's residential market would continue to be influenced by the immediate proximity of industrial uses.

Rental Market

While Census data on median contract rent provide a statistical basis for comparing trends in changing values and rents, these data are affected by factors such as the presence of rent-regulated housing units, and so do not reflect market trends experienced in non-regulated apartments. In order to obtain a more accurate picture of current market rate rents in the study area, real estate firms specializing in the Jamaica area residential markets were contacted and asked to provide information on rents in the study area. The information provided by these firms indicates that rental rates in the study area vary according to the type and location of the unit, with new or newly converted units often renting for significantly more than units in older buildings. In general, units in the project area—including Downtown Jamaica and portions of the South Jamaica, Hollis, and St. Albans neighborhoods—have lower average rental rates than units in the primary and secondary study areas, which encompass portions of the Briarwood, Jamaica Hills, Jamaica Estates, Holliswood, St. Albans, South Jamaica, Ozone Park, Richmond Hill, and Kew Gardens neighborhoods. Current apartment listings and conversations with local real estate experts indicate that generally, market-rate one bedroom apartments (i.e., apartments that are not subject to rent regulations) in the project area are listed between $850 and $1,100 per month, and market-rate two-bedroom units are listed between $1,100 and $1,300 per month.[1]

Sales Market

As discussed above, in 2000 the median home value in the overall study area ($183,399) was much lower than the median home value in the Borough of Queens ($206,200) and the City as a

[1] Information on current rental rates was gathered through phone conversations with local real estate agencies such as Weichert Realtors and Prudential Realtors, and through real estate sections of local newspapers such as the *New York Times*.

whole ($221,200). However, MISLAND data compiled by DCP indicates that home values increased substantially between 2000 and 2004. The average sale price for one-family homes in the overall study area increased by 63 percent between 2000 and 2004, from approximately $205,000 to $335,000 (in 2004 constant dollars). Over that period, two-family homes increased by 65 percent (from $239,000 in 2000 to $394,000), and small walk-up apartments by 84 percent (from $281,000 to $517,000).

By comparison, residential sales for similar building types in the Borough of Queens were generally higher than in the overall study area, but increased at a slower rate. According to MISLAND data, one-family homes in Queens increased by 38 percent between 2000 and 2004, from $291,000 to $402,000 (in 2004 dollars). During that period, two-family homes increased by 44 percent (from $324,000 to $466,000), and small walk-up apartments by 44 percent (from $413,000 to $594,000).

According to the MISLAND data, the greatest percent increase in home values in the study area between 2000 and 2004 occurred in the project area. Both one- and two-family home sales in the project area increased by 74 percent, with one-family homes increasing from $170,000 in 2000 to $297,000 in 2004 (in 2004 dollars), and two-family homes increasing from $226,000 in 2000 to $392,000 in 2004. Of the Census tracts where sale information was available (home values in Census tracts with less than six reported sales in a given year were not reported in the MISLAND data), ten Census tracts—tracts 204, 214, 238, 442, 460, 462, 466, 468, 470, and 480—had an average value of more than $300,000 for a one-family home in 2004. For two-family homes, five Census tracts—tracts 214, 446.02, 460, 462, and 480— had an average value of more than $400,000 in 2004. These tracts are generally located in the northern portion of the project area, in the Downtown Jamaica and Hollis neighborhoods.

One-family and two-family home values in the primary study area increased by approximately 63 and 70 percent, respectively, with one-family homes increasing from $222,000 in 2000 to $362,000 in 2004 (in 2004 dollars), and two-family homes increasing from $235,000 in 2000 to $399,000 in 2004. Of the Census tracts where sale information was available, eleven Census tracts—tracts 152, 198, 232, 260, 402, 448, 458, 472, 482, 502.01, and 504—had an average value of more than $300,000 for a one-family home in 2004. Three Census tracts—tracts 232, 448, and 454—had an average two-family home value of more than $400,000 in 2004. These tracts are primarily located in the Briarwood, Jamaica Hills, Jamaica Estates, St. Albans, and Richmond Hill neighborhoods.

In the secondary study area, home values increased by approximately 58 percent for one-family homes (from $216,000 in 2000 to $342,000 in 2004), and 57 percent for two-family homes (from $249,000 to $390,000). Of the Census tracts where sale information was available, nineteen tracts had an average value of more than $300,000 for a one-family home in 2004. These include tracts 138, 148, 150, 154, 158, 220.02, 230, 400, 420, 422, 432, 450, 476, 478, 484, 500, 502.02, 506, and 524. Six Census tracts—tracts 142.01, 150, 154, 158, 230, and 432—had an average two-family home value of more than $400,000 in 2004. These include the majority of tracts located in the Briarwood, Jamaica Estates, Holliswood, St. Albans, and Richmond Hill neighborhoods.

HOUSING STATUS: RENT-REGULATED AND NON-REGULATED HOUSING

This portion of Existing Conditions describes the status (rent-regulated or non-regulated) of the housing stock in the three study areas. The findings are used in concert with income data to

identify the number and location of households in the study area that are potentially at risk of indirect displacement.

There are two main types of rent regulation programs in New York City: rent control and rent stabilization. Rent control limits the rent an owner may charge for an apartment and restricts the right of an owner to evict tenants. In New York City, the rent control program applies to apartments in residential buildings containing three or more units and constructed before February 1947. For an apartment to fall under rent control, the tenant must have been living in that apartment continuously since before July 1, 1971. When a rent controlled apartment becomes vacant, it either becomes rent stabilized or, if it is in a building with fewer than six units, is removed from regulation. Rent stabilization limits the annual rate at which rents can increase. In New York City, rent stabilization generally applies to apartments in buildings containing six or more units built between February 1, 1947 and January 1, 1974. An apartment is no longer subject to rent stabilization if it becomes vacant and could be offered at a legal regulated rent of $2,000 or more, or if it is occupied by tenants whose total annual household income exceeds $175,000.[1]

Other types of housing that are rent regulated include Section 8 housing, public housing, Mitchell-Lama developments, and other HPD-owned housing. There are several public housing complexes located in the study areas, including: Shelton House (153 units), International Tower (145 units), and John P. Conlon L.I.H.F.E Towers (215 units) located in the Downtown Jamaica area; South Jamaica I (448 units) and South Jamaica II (599 units), which are located in both the project area and primary study areas and situated along several blocks south of York College; and Baisley Park (378 units), located in the southern portion of the secondary study area. Public housing represents approximately 4 percent of all housing units in the project area and approximately 3 percent of all housing units in the overall study area.[2]

Comprehensive counts of rent-regulated housing are available only for geographic areas that are larger than the ½-mile study area. Therefore, following *CEQR Technical Manual* guidelines, the number of unprotected units was estimated based on Census data and data obtained from the New York City Department of Finance's RPAD 2005 database (the methodology for determining the number of unprotected units is described in greater detail below). As shown in Table 3-10, approximately 16,209 of the 36,636 renter-occupied dwelling units in the study area are in buildings of 5 units or less. There are an additional 1,334 units in buildings with more than 5 units that are not likely to fall under rent protection, including approximately 855 rental units[3]. In total, approximately 17,064 units, or approximately 47 percent of the total renter-occupied housing units in the study area, are not likely to be covered by rent protection. The remaining

[1] Rent regulations obtained from the New York State Division of Housing and Community Renewal, Office of Rent Administration and the New York City Rent Guidelines Board.

[2] The total number of housing units used in these figures was derived from the 2000 Census and RPAD (see also "Housing," above).

[3] This figure was derived by applying the 2000 Census renter-occupancy rate for each Census tract to the total unit count.

Table 3-10
Unprotected Housing Units in Total Study Area

Base of Unprotected Units: Units in Buildings with 1-5 Units	Number of occupied rental units in buildings with 1-4 units	16,059
	Number of units in buildings with 5 units	150
	Total number of rental units in 1-5 unit buildings	16,209
Additional Unprotected Units: Units in Buildings Built After January 1, 1974	Total units (renter- and owner-occupied) built between 1974 and 2005	4,708
	Total units (renter- and owner-occupied) built between 1974 and 2005 and in buildings with 5 units or less	3,062
	Total units (owner & renter-occupied) in buildings with more than 5 units, built after January 1, 1974	1,334
	Number of rental units in buildings with more than 5 units, built after January 1, 1974 (after applying renter-occupancy rate for each Census tract)	855
Total Unprotected Rental Units	Total number of renter-occupied units that are unprotected	17,064
	Percent of all renter-occupied units that are unprotected	46.6%

Notes: The estimated number of unprotected units does not include public housing units, but may include other units in large buildings built after January 1, 1974 that are rent-regulated, such as Section 8 housing, Mitchell-Lama developments, and other HPD-owned housing.

Sources: AKRF, Inc., 2000 Census, New York City Department of Finance Real Property Assessment Data (RPAD), 2005.

approximately 53 percent of the rental units are in structures containing 6 or more housing units, and were built prior to 1974, and as such are potentially afforded protection under either rent control or rent stabilization. In comparison, according to the 2002 New York City Housing and Vacancy Survey, approximately 64 percent of renter-occupied units in New York City and 51 percent of renter-occupied units in Queens were rent protected in 2002.[1]

POPULATION POTENTIALLY VULNERABLE TO INDIRECT DISPLACEMENT

As indicated above, a key objective of the detailed indirect residential displacement analysis is to characterize existing conditions of residents and housing in order to identify populations that may be at risk to indirect displacement pressures that may occur as a result of the proposed actions. According to the *CEQR Technical Manual* (Section 332.1, page 3B-11), potentially vulnerable population are defined as people living in privately held units that are unprotected by rent regulations, whose incomes or poverty status indicate that they could not support substantial rent increases.

In order to determine whether a population at risk of indirect residential displacement exists in the study area, the *CEQR Technical Manual* recommends analyzing Census data on income and renters in structures containing fewer than six units combined with data on other factors, including the presence of subsidized housing and land use. In general, if average incomes in unregulated (small) buildings are low compared to average incomes in regulated (large) buildings and in renter-occupied buildings in Queens, as a whole, then the study area might contain a significant population at risk. For the purpose of this analysis, populations at risk were identified in the following manner:

1. Census 2000 tract-level data were used to determine the average household income of renters in small (1- to 4-unit) buildings. As described above, these buildings are not generally subject

[1] New York Housing and Vacancy Survey, 2002. Series IA, Table 14, "Renter Occupied Housing Units by Rent Regulation Status." (http://www.census.gov/hhes/www/housing/nychvs/2002/s1at14.html)

to rent regulation laws. Average incomes were used in place of median incomes because Census data on median household income by size of building is not publicly available. [1]

2. For each Census tract, the average household income for renters in small buildings was compared to the average household income for renters in large buildings to determine where income disparities exist between renters in small and large buildings. This information was used to gain a better understanding of the income distribution across housing types and Census tracts.
3. For each Census tract, the average household income for renters in small buildings was compared to the average household income for all renters in Queens ($42,557). If the average for small buildings was lower than the borough-wide average for all renters, the Census tract was identified as having a potentially vulnerable population.
4. The number of renter-occupied units in 1- to 4-unit buildings was derived from the 2000 Census, and the number of units (both owner and renter-occupied) in 5-unit buildings was derived from RPAD. Taken together, these figures represent a portion of the units that are not protected by rent regulation, as described above.[2]
5. The total number of units (both renter- and owner-occupied) in large buildings (more than 5 units) that were built between 1974 and 2005 was derived from RPAD. As described above, these buildings are generally not subject to rent protection. Because RPAD does not provide the number of renter-occupied units in a Census tract, the 2000 Census renter-occupancy rate for each Census tract was applied to the RPAD figures to determine the additional units that are likely to be unprotected. This may result in a higher number of unprotected units than actually exists. This is clearly the case for tracts 248 and 150 (see Table 3-11), for which over 100 percent of the total renter-occupied units are classified as unprotected. The estimated number of unprotected units does not include public housing units, but may include other units in large buildings built after January 1, 1974 that are rent-regulated, such as Section 8 housing, Mitchell-Lama developments, and other HPD-owned housing.
6. The total number of units that are considered likely to be at risk of indirect displacement pressures that may result from the proposed actions was determined by combining the number of unprotected units in small buildings (1 to 5 units) and the number of units in large buildings (more than 6 units) that are likely to be unprotected.

[1] Census data on renter income is collected for pre-defined categories of buildings. These categories include buildings with 1-4 units and buildings with 5-9 units, making it impossible to develop an accurate average income for renters in buildings with 1-5 units. The average income for unprotected units is therefore based on the incomes for only those renters living in 1-4 unit buildings. This data constraint does not affect the overall analysis. Units in 5-unit buildings represent only 1 percent of all unprotected units in the overall study area. Incomes for these units are likely to be similar to incomes in buildings with 1-4 units, and because they represent a small proportion of the unprotected units, they would not substantially affect the average income.

[2] Although the RPAD data does not distinguish between owner- and renter-occupied units, units in 5-unit buildings represent only one percent of all unprotected units in the overall study area. Therefore this data constraint does not affect the overall analysis.

Table 3-11

Average Household Income for Renters in Small Buildings, Buildings with 5 or More Units, and all Renter-Occupied Buildings in Queens, 2000

Census Tract[1]	Average Household Income in Small Buildings[2]	Average Household Income in Large Buildings	Difference Between Small and Large Buildings	Difference Between Small Buildings and Queens Average[3]
Project Area				
204	$28,644	$7,442	$21,202	($13,913)
206	$53,384	$23,886	$29,498	$10,827
208	$37,693	$94,357	($56,664)	($4,864)
212	$34,237	$24,739	$9,499	($8,319)
214	$49,020	$42,157	$6,863	$6,463
236	$36,555	$37,984	($1,429)	($6,002)
238	$36,208	$40,459	($4,251)	($6,349)
240	$33,707	$36,841	($3,134)	($8,850)
244**	--	--	--	--
246**	--	--	--	--
248	$32,914	--	--	($9,643)
250**	--	$8,850	--	--
252	$35,630	$14,730	$20,900	($6,927)
258	$23,438	$28,426	($4,988)	($19,119)
404	$28,265	$28,981	($716)	($14,292)
410	$27,264	--	--	($15,293)
414	$40,652	$21,003	$19,649	($1,905)
440	$29,964	$60,000	($30,036)	($12,593)
442	$38,429	$11,369	$27,060	($4,128)
446.01	$14,007	$33,175	($19,169)	($28,550)
446.02	$48,571	$31,333	$17,238	$6,014
460	$28,064	$31,159	($3,095)	($14,493)
462	$52,573	$39,466	$13,107	$10,017
466	$49,052	$58,341	($9,289)	$6,495
468	$38,110	$42,029	($3,919)	($4,447)
470	$37,380	$36,396	$983	($5,177)
480	$47,745	--	--	$5,188
Primary Study Area				
152	$111,698	$30,189	$81,509	$69,141
196	$26,171	$27,677	($1,507)	($16,386)
198	$29,739	$37,733	($7,994)	($12,818)
202	$53,926	--	--	$11,369
232	$43,667	$43,691	($25)	$1,110
260	$28,541	$18,565	$9,976	($14,016)
262	$51,633	--	--	$9,076
264	$30,372	$7,199	$23,173	($12,185)
266	$45,392	$12,985	$32,407	$2,835
402	$72,731	--	--	$30,174
434	$14,352	$69,960	($55,608)	($28,205)
448	$30,016	$37,602	($7,587)	($12,541)
454	$51,567	$43,736	$7,832	$9,010
458	$61,389	$45,416	$15,974	$18,832
464	$35,147	$46,780	($11,633)	($7,410)
472	$61,364	$48,336	$13,028	$18,807
482	$47,495	$34,045	$13,450	$4,938
502.01	$45,109	--	--	$2,552
504	$43,854	$37,583	$6,271	$1,297

Table 3-11 (cont'd)
Average Household Income for Renters in Small Buildings, Buildings with 5 or More Units, and all Renter-Occupied Buildings in Queens, 2000

Census Tract[1]	Average Household Income in Small Buildings[2]	Average Household Income in Large Buildings	Difference Between Small and Large Buildings	Difference Between Small Buildings and Queens Average[3]
Secondary Study Area				
138	$49,489	$50,576	($1,087)	$6,932
142.01	$36,083	$35,842	$241	($6,474)
142.02	$35,423	$10,071	$25,352	($7,134)
148	$27,092	$9,069	$18,022	($15,465)
150	$30,608	$36,500	($5,892)	($11,949)
154	$46,779	$76,548	($29,769)	$4,222
158	$35,224	$33,253	$1,971	($7,333)
194.01	$37,806	--	--	($4,750)
194.02	$51,976	--	--	$9,419
216	$43,909	$49,220	($5,312)	$1,352
220.02	$51,787	$46,220	$5,567	$9,230
230	$46,528	$36,538	$9,990	$3,971
270	$35,898	--	--	($6,659)
276	$22,623	$51,850	($29,227)	($19,934)
278	$54,160	$33,415	$20,745	$11,603
280	$43,678	$8,056	$35,622	$1,121
400	$20,295	--	--	($22,262)
420	$50,819	--	--	$8,262
422	$47,714	--	--	$5,157
432	$23,914	--	--	($18,643)
450	$53,431	--	--	$10,874
452	$55,559	$47,516	$8,043	$13,002
456	$37,059	--	--	($5,498)
476	$47,770	--	--	$5,213
478	$63,282	$37,127	$26,156	$20,725
484	$37,680	$31,800	$5,880	($4,877)
500	$40,927	$32,990	$7,937	($1,630)
502.02	$26,794	--	--	($15,763)
506	$37,205	--	--	($5,352)
524	$34,404	--	--	($8,153)

Notes:
1 Census tracts listed in each study area include all tracts with more than 50 percent of their total area located within the study area boundary.
2 The average household income for small renter-occupied buildings is based on renter-occupied units in buildings with 1 to 4 units.
3 This number represents the difference between the average household income for renters in small buildings and the average household income for all Queens renters ($42,557).
* Tracts in italics are those in which the average household income for renter-occupied units in small buildings is lower than the average household income for all renter-occupied units in Queens.
** Census tracts 244, 246, and 250 are located on the LIRR tracks and do not contain any households in small buildings.
Sources: US Census Bureau, 2000 Census.

As shown in Table 3-11, the average income for renters in unprotected units is lower than the average income for Queens renters ($42,577) in 41 of the study area's 76[1] Census tracts. As described above, tracts in which this income disparity exists are likely to contain households that are vulnerable to indirect residential displacement pressures. The majority of the tracts within the project area—18 out of 27 tracts[2]—fall into this category. The remaining six tracts (206, 214, 446.02, 462, 466, 480), which are less likely to contain households that are vulnerable to indirect

[1] Three of the 76 Census tracts in the overall study area (tracts 244, 246, and 250) are located along the LIRR tracks and do not contain any households in small buildings.

[2] There are 27 Census tracts in the project area, however, three of these tracts (tracts 244, 246, and 250) are located along the LIRR tracks and do not contain any households in small buildings.

displacement, are primarily located along the northern edge of the project area boundary. In the primary study area, 7 of the 19 tracts contain a potentially vulnerable population. Of these, five tracts (196, 198, 260, 264, 434) are located in South Jamaica, and the remaining two tracts (448 and 464) are located north of Downtown Jamaica. In the secondary study area, 16 of the 30 tracts contain a potentially vulnerable population. These tracts are located in the southern, eastern, and western portions of the study area, with the exception of tract 456, which is located to the north.

Using the methodology outlined above, it is estimated that the 41 Census tracts identified as containing potentially vulnerable populations contain a total of 11,387 unprotected rental units. These units contain approximately 33,502 individuals, according to currently available data and conditions.[1] Table 3-12 shows the distribution of unprotected units across the Census tracts identified above as containing potentially vulnerable populations. Based on Census 2000 and RPAD, approximately 10,831 of the 36,636 renter-occupied dwelling units in the overall study area are not covered by rent protection because they are in buildings of 5 units or less[2]. Applying the 2000 Census renter-occupancy rate for each Census tract, there are an additional 556 rental units that are not likely to fall under rent protection because they are in buildings constructed after January 1st, 1974. In total, approximately 5,463 units in the project area, or 45.0 percent of the total renter-occupied units, are potentially vulnerable to indirect residential displacement pressures. In the total study area, approximately 11,387 units, or approximately 57.5 percent of the total renter-occupied housing units are potentially vulnerable to indirect residential displacement. The remaining 42.5 percent of the rental units in the study area either have higher incomes than the Queens average income or are in structures containing six or more housing units that were built prior to 1974, and are therefore potentially afforded protection under either rent control or rent stabilization. This remaining population is assumed to be less vulnerable to indirect displacement pressures that may result from the proposed actions.

There are several reasons why some of the tracts identified above may not actually contain a significant vulnerable population, despite the discrepancy in average incomes between renter-occupied small buildings and all renter-occupied buildings in Queens. Census tracts identified as having a potentially vulnerable population were examined in greater detail to determine whether the discrepancy in average incomes between renter-occupied small buildings in the tract and all renter-occupied buildings in Queens is indicative of a truly vulnerable population. In some cases, for example, income levels were relatively close to the Queens average, and the income discrepancy is likely to have decreased since the 2000 Census, as indicated by the amount of new construction and increases in the average sale prices for homes in those tracts.

In nine of the Census tracts listed in Table 3-12 (tracts 208, 414, 442, 468, 470, 194.01, 456, 484, 500, and 506), the average household income was over $37,000, and ranged between 4 and 13 percent less than the Queens average. Two of these tracts have experienced substantial new residential development in recent years, as indicated by DOB permits granted since 2000. Among the tracts listed above, the greatest amount of residential development since 2000 took place in tracts 442 and 500, with the development of 104 and 103 new residential units, respectively. All of this development occurred in small buildings containing less than 5 units.

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[1] The average household size (3.14) and vacancy rate (6.3) for the total study area was used to determine the estimated number of residents.

[2] Only those units in small buildings where the average household income was less than the average household income for Queens were included in the 10,831 unit count.

Table 3-12
Unprotected Housing Units in Census Tracts with Vulnerable Population

Census Tract	Estimated Number of Unprotected Units	Total Renter-Occupied Units	Unprotected Units as a Percent of Total[1]
Project Area			
204	307	380	80.8
208	438	440	98.4
212	232	525	44.2
236	230	571	40.3
238	226	1,326	17.0
240	393	1,518	25.9
248	144	139	103.6
252	562	1,380	40.7
258	171	190	90.0
404	485	544	89.2
410	77	77	100.0
414	412	555	74.2
440	467	475	98.3
442	217	438	49.5
446.01	49	823	6.0
460	256	1,687	15.2
468	420	661	63.6
470	382	408	93.6
Area Total	5,463	12,137	45.0
Primary Study Area			
196	304	315	96.5
198	436	504	86.5
260	186	365	51.0
264	178	254	70.1
434	185	190	97.4
448	301	425	70.8
464	87	264	33.0
Area Total	1,677	2,317	72.4
Secondary Study Area			
142.01	690	824	83.7
142.02	381	404	94.3
148	312	325	96.0
150	285	280	101.8
158	931	1,068	87.2
194.01	77	77	100.0
270	123	123	100.0
276	184	190	96.8
400	65	65	100.0
432	58	58	100.0
456	94	94	100.0
484	377	542	69.6
500	395	993	39.8
502.02	62	62	100.0
506	86	86	100.0
524	127	127	100.0
Area Total	4,247	5,318	79.9
Entire Study Area Total	**11,387**	**19,772**	**56.7**

Notes:

1 The number of unprotected units in each Census tract is an estimate based on the methodology outlined above. The number of unprotected units in large buildings built after 1974 is derived by applying the renter-occupancy rate to the total number of units in large buildings (both renter- and owner-occupied buildings), which may result in a higher number of unprotected units than actually exists. This is clearly the case for tracts 248 and 150, for which over 100 percent of the total renter-occupied units are classified as unprotected.

Sources:

AKRF, Inc., 2000 Census, New York City Department of Finance Real Property Assessment Data (RPAD), 2005.

At the same time, according to MISLAND data, the average sale price for 1-family residences in these two Census tracts has greatly increased between 2000 and 2004. The greatest increases occurred in tract 442, where sale prices increased from $144,000 to $310,000 (in 2004 constant dollars), a 116 percent increase. Sale prices in tract 500 increased from $168,000 to $307,000 (82 percent increase). A strong real estate market in these areas indicates that there has been an increase in higher-income households in these tracts since 2000. Therefore, given that the average incomes in these three tracts at the time of the 2000 Census was relatively close to the Queens average, and the demand for housing in these tracts has increased substantially in recent years, it is likely that tracts 442 and 500 do not contain substantial populations that would be vulnerable to indirect residential displacement.

Removal of these two tracts from the potentially vulnerable population leaves 17 tracts in the project area and a total of 39 tracts in the combined study area containing a population that is potentially vulnerable to indirect displacement. These 39 tracts contain a total of 11,170 unprotected rental units, and approximately 32,864 residents.[1] Thus, approximately 56.5 percent of the total renter-occupied housing units in the combined study area are potentially vulnerable to indirect residential displacement. The 17 tracts in the project area contain approximately 5,246 units, or 43.2 percent of the total renter-occupied units, that are potentially vulnerable to indirect residential displacement pressures. Further discussion of the potential for this population to be at risk of indirect displacement is provided below under "Probable Impacts of the Proposed Actions."

DIRECT RESIDENTIAL DISPLACEMENT ANALYSIS

The *CEQR Technical Manual* recommends an examination of the following factors in determining whether the numbers and types of people being displaced would be enough to alter neighborhood character and perhaps lead to indirect displacement of the remaining vulnerable residents: (1) the profile of the displaced residents is similar or markedly different from the study area; (2) the displaced population represents a substantial or significant portion of the population within the study area; and (3) the action would result in a loss of this population group within the neighborhood, by examining both the profile of the displaced residents and displaced housing type to determine whether the displaced population could relocate within the neighborhood.

As described in Chapter 1, "Project Description," there are 186 projected development sites in the project area. Approximately one-third of the projected development sites (61 sites) currently contain residential uses. Approximately two-thirds of those 61 sites are occupied by one- and two- family houses, and the remaining one-third are occupied by one- to three-story buildings that contain a mix of residential and commercial uses. In total, the 186 projected development sites contain approximately 240 dwelling units.

Not all of the 240 dwelling units on projected development sites would be directly displaced as a result of the proposed actions. On a number of sites, the existing residential uses are expected to be replaced with more dense residential use or redeveloped for commercial use even if the rezoning does not take place. Excluding those residents that would be displaced both in the No Build and Build scenarios, the proposed actions would directly displace approximately 65 dwelling units on 28 sites. All of the residential units expected to be directly displaced are in low-rise buildings containing between one and four residential units. Of the buildings to be displaced, 15 are one- and two-family residences and 12 are mixed-use buildings with commercial use on the ground floor and residential use above.

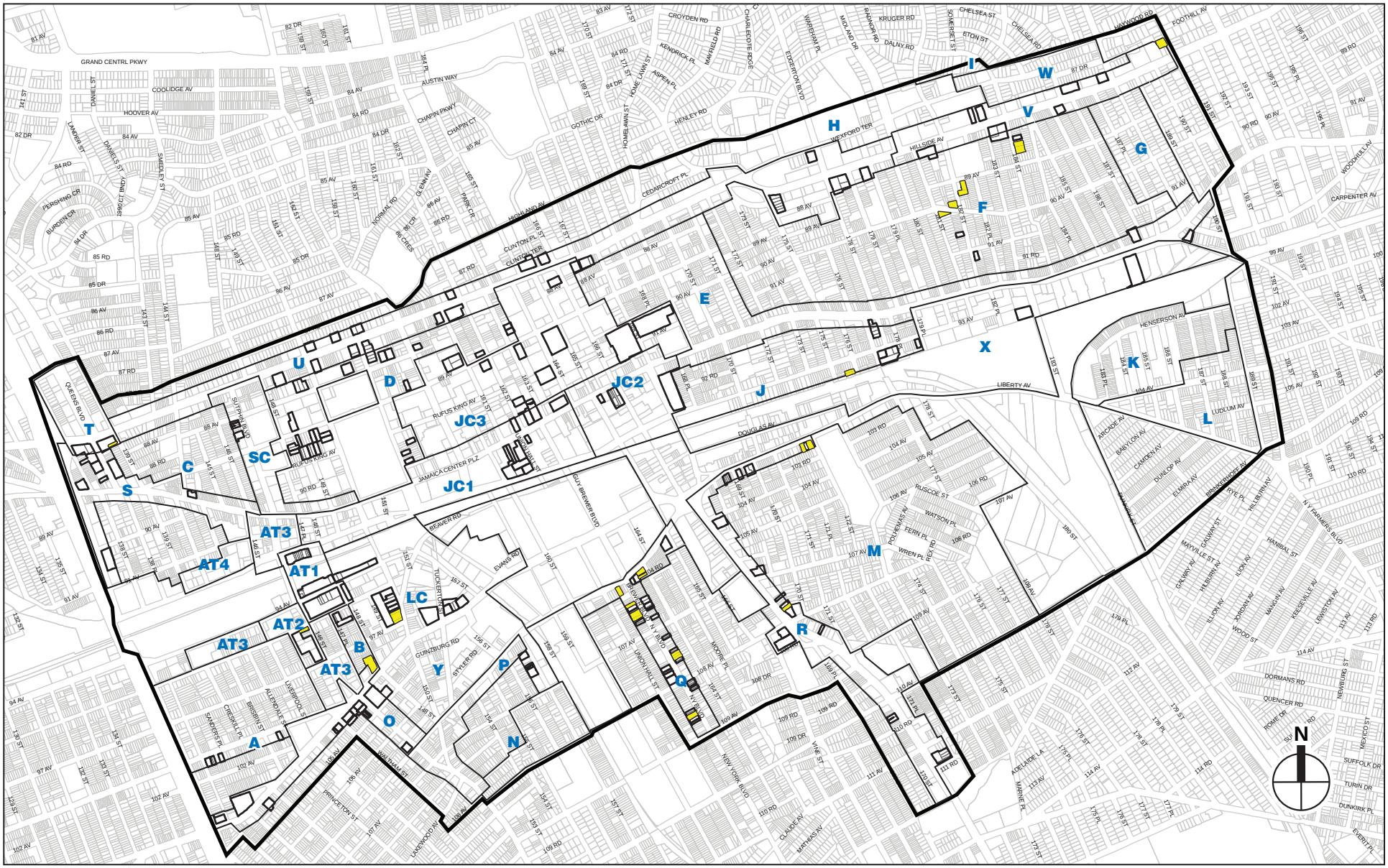
[1] The average household size (3.14) and vacancy rate (6.3) for the total study area was used to determine the estimated number of residents.

Table 3-13 and Figure 3-8 show the projected development sites on which direct residential displacement is expected to occur as a result of the proposed actions. The sites on which direct residential displacement is expected to occur are located in several areas throughout the project area, including subareas AT2, LC, F, J, O, Q, R, T, and V. However, the majority of the directly displaced sites are located in subarea F, in the Hollis neighborhood, and subarea Q, along Guy R. Brewer Boulevard between South Road and 109th Avenue.

Table 3-13
Direct Residential Displacement

Projected Development Site		Block/Lot	Number of units to be displaced
Subarea	**Site No.**		
AT2	337-AT2	10026/1,6,12,14,23,39	5
LC	320-LC	10002/21	2
	321-LC	10002/22	3
		10002/23	2
		10002/24	2
		10002/22	2
	322-LC	10002/25	2
F	242-F	9899/41	1
	257-F	9920/11	1
	258-F	9921/14	2
	259-F	9921/20	1
	261-F	9931/12	2
	262-F	9931/16	1
J	521-J	10219/161	2
	522-J	10219/162	2
O	357-O	10032/17	
			4
Q	433-Q	10129/7	1
	434-Q	10129/20	4
	437-Q	10129/25	6
		10129/27	1
	438-Q	10129/28	2
	456-Q	10150/53	1
		10150/54	2
	479-Q	10161/8	
			2
	480-Q	10161/10	1
	491-Q	10166/12	1
	492-Q	10166/13	1
	493-Q	10166/15	2
R	535-R	10228/15	2
	537-R	10228/19	1
	546-R	10244/216	1
T	7-T	9620/11	1
V	604-V	10499/57	1
		10499/59	1
Total Units			65

Source: New York City Department of City Planning, February 2006. See also Chapter 1, "Project Description."



Direct Residential Displacement

Figure 3-8

PROFILE OF DIRECTLY DISPLACED POPULATION

Assuming an average household size of 3.18 persons per household for the project area (see Table 3-3, the 65 units that would be directly displaced as a result of the proposed actions house an estimated 207 residents. The estimated 207 residents who would be displaced under the proposed actions represent a small fraction (0.25 percent) of the approximately 84,398 persons living in the project area.[1] As stated above, all of the residents expected to be directly displaced reside in low-rise buildings containing between one and four residential units. To determine whether the profile of residents to be displaced by the proposed actions are similar or markedly different from the overall project area population, median household income and gross rent data was collected from the 2000 Census for renter households located in small buildings containing less than five units.[2] The Census data showed that in 1999, renter households in small buildings had a median household income of $33,164 and paid a median gross rent of $789 per month. By comparison, the median household income in the project area (including both renters and home-owners in small and large buildings) in 1999 was $35,827. The median gross monthly rent (in both small and large buildings) in the project area was $726 in 1999. Although the renter population residing in small buildings has a slightly lower median household income and pay slightly higher rents than the general project area population, these differences are minor and suggest that the profile of the population to be directly displaced by the proposed actions is not markedly different from the overall project area population.

As discussed above, the types of housing to be displaced consist of one and two-family homes and low-rise mixed-use buildings with commercial use on the ground floor and residential use above. These housing types are prevalent throughout the project area. In addition, the majority of housing units in the project area are renter-occupied (approximately 65 percent), and approximately 39 percent of all renter-occupied units in the project area are in small buildings with five units or less.

Overall, the displaced population does not represent a substantial or significant portion of the population within the project area or broader study area, and the proposed actions would not result in the loss of any population group within the neighborhood or alter neighborhood character.

THE FUTURE WITHOUT THE PROPOSED ACTIONS

This section describes the housing and population conditions that are expected in the future without the proposed actions, presenting development and population changes that are projected to occur in the study area through 2015. The analysis for the primary and secondary study areas is based on projects known to be planned for the area. The analysis for the project area is based on projections for development that would likely occur on projected development sites, in addition to known development projects that are planned for the area.

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[1] The estimated residential population in the project area is based on the 2000 Census population figure, and supplemented by the number of new units developed in the project area (RPAD 2005). The average household size and vacancy rate for the project area was applied to the new units to derive the additional population.

[2] 2000 Census Public Use Microdata Series (PUMS) data was collected for Queens District 12, the district in which the project area is located. The community district is the smallest geographic unit for which income data are available by size of building, due to sample size limitations.

As described in Chapter 1, "Project Description," it is anticipated that the project area would experience modest growth in residential, commercial, and manufacturing uses by 2015 in the future without the proposed actions. The reasonable worst case development scenario (RWCDS) assumes that development would occur on sites that are under-built as per the current zoning. In the future without the proposed actions under the RWCDS the project area would gain approximately 1,815 residential units. As described in Chapter 2, "Land Use, Zoning, and Public Policy," the areas that are expected to experience the greatest amount of residential development in the future without the proposed actions are: Jamaica Center (subareas JC1, JC2, and JC3) with 748 total units; subarea D in Downtown Jamaica (420 units); and subarea U located along Hillside Avenue (314 units). In the Jamaica Center subareas and along Hillside Avenue in subarea U, much of this growth is expected to occur with the development of medium-density, mixed-use buildings containing residential, retail, and in some cases, community facility uses within existing low-density areas. In Downtown Jamaica subarea D, the development of medium-density residential buildings is primarily expected to replace low-rise residential buildings in the future without the proposed actions. Figure 3-9 shows the future land uses that are anticipated on the projected development sites under the RWCDS No Build conditions.

There are also several development projects that are either planned or expected to be completed in the project area by 2015. Collectively, these projects will add 567[1] residential units and an estimated 1,803 residents[2] to the project area by 2015 (see Table 2-3 in Chapter 2, "Land Use, Zoning, and Public Policy"). An additional 134 units that will house an estimated 417 residents are planned within the primary and secondary study areas. Thus, in the future without the proposed actions it is anticipated the project area will contain approximately 30,089 housing units. Assuming that these new units would have an average household size of 3.18 persons per household (as shown in Table 3-3 above) the 2,383 new units in the project area will house an estimated 7,578 residents, bringing the total population in the project area to 91,976 in 2015. This represents an 8.6 percent increase in the housing stock and a 9.0 percent increase in the residential population by 2015.

Table 3-14 shows population and housing growth expected to occur in all three study areas in the future without the proposed actions. The increases in housing and population in the primary and secondary study areas shown in Table 3-13 are expected to result from development projects that are currently planned for the area. Overall, it is expected that the project area and total study area would experience significant increases in the housing stock and population by 2015 without the proposed actions.

[1] This figure assumes that approximately 129 units will be developed on South Jamaica I URA sites in the project area, with the ten remaining units located in the primary study area.

[2] The number of residents was derived based on Census 2000 average household size for the study area in which each development is located.

6.14.07

Jamaica Plan

Projected Development Sites in the Future Without the Proposed Actions

Figure 3-9

Table 3-14
Population and Housing Growth Under No Build Conditions, 2005 - 2015

	Housing Units				Population			
	Existing Housing (2005)[1]	No Build Growth 2005-2015	Total Housing Units 2015	Percent Growth	Existing Population (2005)[1]	No Build Growth[2] 2005-2015	Total Population 2015	Percent Growth
Project area	27,706	2,382	30,088	8.6%	84,398	7,575	91,972	9.0%
Primary Study Area	15,736	25	15,761	0.2%	46,363	77	46,440	0.2%
Secondary Study Area	26,761	109	26,870	0.4%	80,120	340	80,461	0.4%
Total Study Area	70,203	2,516	72,719	3.6%	210,881	7,992	218,873	3.8%

Notes:

1 Existing housing units and population in the project area is based on 2000 Census data and supplemented by RPAD data (2000 to 2005).

2 Population growth was calculated by applying the average household size for each study area to the number of units expected to be developed in each area (i.e., 3.18 in the project area; 3.09 in the primary study area; 3.12 in the secondary study area).

Residential Real Estate Market in the Future without the Action

The current residential real estate market trends would continue in the future without the action, with housing demand strongest in the neighborhoods north of Hillside Boulevard—including Briarwood, Jamaica Hills, Jamaica Estates, and Holliswood; the neighborhoods west of the Van Wyck Expressway—including Kew Gardens, Richmond Hill, and Ozone Park; and St. Albans, to the south and east of the LIRR tracks. In South Jamaica and the area located south of the LIRR viaduct, the trend of rising home vales and new construction (the most within the three study areas) would continue in the future without the action, with small homes and buildings of less than five units.

Publicly Assisted Housing

The existing market for affordable, publicly assisted housing would continue in the future without the proposed actions. The development of Partnership Housing, which typically occurs on publicly owned property and consists of buildings with fewer than five units, would continue as long as there is a publicly owned land available for the development of affordable housing. It is likely that future development of apartment buildings in the portion of study area south of the LIRR viaduct would require public subsidy, similar to current trends.

Population at Risk of Indirect Residential Displacement in the Future Without the Proposed Actions

As described above, subareas JC1, JC2, JC3, D, and U are expected to experience a substantial amount of residential development by 2015 absent the proposed actions due to the strong real estate market in these areas, coupled with the amount of additional floor area permitted under existing zoning. These subareas contain all or a significant area of seven Census tracts, including tracts 236, 238, 240, 244, 446.01, 446.02, and 460. Five of these tracts—tracts 240, 236, 238, 446.01, and 460—were identified in "Existing Conditions" as containing a population potentially vulnerable to indirect displacement due to their low average household incomes (i.e., the average household income in the Census tract in 2000 was less than the average household income in Queens). Census tracts contain a population at risk of indirect displacement if the

anticipated development would result in increased property values and thus increased rents within the tract, making it difficult for some existing residents to afford their homes. The extent of new residential development expected to occur in these tracts in the future without the proposed actions places the unprotected units in these tracts at risk of indirect residential displacement. The five tracts listed above contain 1,154 unprotected units, containing an estimated 3,423 residents. The population at risk of indirect residential displacement represents approximately 1.4 percent of the current project area population and approximately 0.6 percent of the combined study area population. While these residents are potentially at risk of indirect displacement by 2015 absent the proposed actions, for the purposes of a conservative analysis, the potentially vulnerable population in these tracts is included in the assessment of the population at risk of indirect displacement due to the proposed actions.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

DIRECT RESIDENTIAL DISPLACEMENT IN THE FUTURE WITH THE PROPOSED ACTIONS

According to the *CEQR Technical Manual*, a direct displacement impact may be significant if the persons being displaced represent more than five percent of the study area population, and if a population with a similar profile would not be able to relocate within the neighborhood (Chapter 3, Section B-331). The estimated 207 residents who would be displaced under the proposed actions represent a small fraction (0.25 percent) of the approximately 84,398 persons living in the project area.[1]

As described above under "Existing Conditions," the population to be directly displaced by the proposed actions is not markedly different from the general project area population. The residents to be displaced by the proposed actions are expected to find other similar housing within the project area, since their incomes are similar to those in the general project area population and housing options similar to the displaced housing units are prevalent throughout the project area.

The majority of the directly displaced sites are located in the Hollis neighborhood and along Guy R. Brewer Boulevard between South Road and 109th Avenue. However, the proposed zoning districts along Guy R. Brewer Boulevard, as well as urban renewal sites along Guy R. Brewer Boulevard, are intended to facilitate affordable housing. In other areas where the proposed zoning districts would restrict future development to one- and two-family residences, the proposal is intended to generate affordable units, reinforcing homeownership, while providing for a rental unit.

Since the displaced population does not represent a substantial or significant portion of the population within the project area or broader study area, and the proposed actions would not result in the loss of any population group within the neighborhood or alter neighborhood character, direct displacement due to the proposed actions would not result in significant adverse impacts.

[1] The estimated residential population in the project area is based on the 2000 Census population figure, and supplemented by the number of new units developed in the project area (RPAD 2005). The average household size and vacancy rate for the project area was applied to the new units to derive the additional population.

As is the case with the projected development sites, the potential development sites do not contain a sizable residential population relative to the future with action study area population. Therefore, if development resulting from the proposed action were to occur on some of the potential development sites, a substantial population would not be displaced, and there would be no potential for significant, adverse direct residential displacement impacts.

INDIRECT RESIDENTIAL DISPLACEMENT IN THE FUTURE WITH THE PROPOSED ACTIONS

The analysis of the proposed actions' effects on population and housing conditions in the study area begins with, and builds upon, the 2015 No Build trends described above. Based on the existing trend towards increased residential development in the project area, and other known development projects planned for the area, a significant amount of new development is anticipated to occur in several subareas under the No Build RWCDS. As described below, the subareas expected to experience the greatest amount of residential development under No Build conditions (i.e., subareas JC1, JC2, JC3, D, and U) are also expected to experience some of the most significant increases in residential development as a result of the proposed actions. This section analyzes the mix of uses anticipated under the proposed actions by 2015 and evaluates the potential for indirect residential displacement associated with those changes.

Project Area

As described in Chapter 1, "Project Description," the RWCDS assumes that the proposed actions would foster economic and residential growth by encouraging the development of new mixed-use buildings at higher densities in several areas throughout the project area. Overall, the proposed actions are expected to result in the addition of 5,380 housing units, bringing the total number of housing units in the project area to 33,653. As compared to the No Build conditions, the proposed actions would increase the housing stock by approximately 3,565 units, which represents an approximately 11.8 percent increase in all housing units in the project area in 2015. Assuming that all new units in the project area would have an average household size of 3.18 persons per unit (as shown in Table 3-3 above), the 5,380 units expected to be developed on projected development sites would generate approximately 17,108 new residents by 2015. Thus, the total 2015 project area population with the proposed actions (including the approximately 1,803 residents anticipated for projects currently planned in the future without the proposed actions) would be roughly 103,310. As shown in Table 3-15, this represents a net increase of 11,337 over the projected 2015 population for the project area under No Build conditions. Net new residents would represent approximately 11.0 percent of the project area population in 2015.

Proposed actions for much of the area north of the LIRR viaduct would allow substantial new residential opportunities. Of the 5,380 housing units expected to result from the proposed action, 4,409—or 82 percent—are located in Census tracts north of the LIRR viaduct. Assuming that all new units in the project area would have an average household size of 3.18 persons per unit, the 4,188 units expected to be developed on projected development sites north of the LIRR would generate approximately 14,021 residents by 2015. The incremental development resulting from the proposed action would be 2,798 units and 8,898 residents north of the LIRR tract. This represents an 8.7 percent increase over the estimated existing project area population of 102,730.

Table 3-15
Population and Housing Growth Under Build Conditions, 2005-2015

	Housing Units					Population				
	Existing Housing Units (2005)[1]	No Build Growth 2005-2015	(Net) Build Growth 2005-2015	Total Housing Units 2015	Percent Growth Over No Build	Existing Population (2005)[1]	No Build Growth 2005-2015	(Net) Build Growth[2] 2005-2015	Total Population 2015	Percent Growth Over No Build
Project Area	27,706	2,382	3,565	33,653	11.8	84,398	7,575	11,337	103,310	12.3
Primary Study Area	15,736	25	0	15,761	0.0	46,363	77	0	46,440	0.0
Secondary Study Area	26,761	109	0	26,870	0.0	80,120	340	0	80,461	0.0
Total Study Area	70,203	2,516	3,565	76,284	4.9	210,881	7,992	11,337	230,211	5.2

Notes:

1 Existing housing units and population in the project area is based on 2000 Census data and supplemented by RPAD data (2000 to 2005).

2 Population growth was calculated by applying the project area's average household size to the number of incremental units expected to be developed as a result of the proposed action (i.e., 3.18 in the project area; 3.09 in the primary study area; 3.12 in the secondary study area).

Most of the project area south of the LIRR viaduct would be contextually re-zoned in a balanced manner to reduce permitted density and maintain the existing built character. Development pressure from these areas will be redirected to higher density corridors within South Jamaica where wider streets can better accommodate growth. Increases in density proposed for the southern part of the study area will occur only along isolated corridors along Liberty Avenue and Guy R. Brewer, Sutphin and Merrick Boulevards. The project area to the south of the LIRR would experience a population gain of 3,088 of the expected 17,108 new residents introduced to the area as a result of the proposed action. The incremental development resulting from the proposed action would be 768 units and 2,442 residents south of the LIRR tract. This represents a 2.4 percent increase over the estimated existing project area population of 102,730.

Study Area

Table 3-15 shows the net housing and population growth expected in all three study areas under the Build scenario. The increases in housing and population in the primary and secondary study areas shown in Table 3-15 are expected to result from development projects that are currently planned for the area. Net new residents would represent approximately 5.2 percent of the total study area population in 2015.

Net new residents north of the LIRR viaduct represent approximately 6.4 percent of the total study area population in Census tracts located north of the LIRR viaduct (137,506) while net new residents south of the LIRR viaduct represent approximately 2.6 percent of the total study area population in Census tracts located south of the LIRR viaduct (92,125).

Type of Development Introduced by the Proposed Actions

The net increase in residential units would occur throughout much of the project area. As described in Chapter 2, "Land Use, Zoning, and Public Policy," the following subareas are

expected to experience the greatest incremental increase (more than 200 units) in 2015 as a result of the proposed actions: Urban Renewal Area (206 units), Jamaica Center (580 units in JC1, 188 units in JC2, 85 units in JC3), subarea D (257 units), subarea O (210 units), subarea R (267 units), subarea U (750 units), and subarea V (363 units). Figure 3-10 shows all residential and non-residential uses anticipated to be located on projected development sites by 2015 with the proposed actions. The majority of the new units—approximately 82 percent—would occur north of the viaduct for the LIRR.

The types of residential development expected to be developed in these areas varies by subarea. In general, residential development in the Urban Renewal Area (URA) and Jamaica Center subareas in Downtown Jamaica—areas north of the LIRR viaduct—would be in high-density buildings containing a mix of residential, commercial, and in many cases, community facility uses. Residential development in Downtown Jamaica (subarea D), Sutphin Boulevard and Liberty Avenue (subarea O), Merrick Boulevard (subarea R), and Hillside Avenue (subareas U and V), and in the subareas south of LIRR viaduct would generally be in medium-density buildings, with local retail located on the ground floor and residential uses located on the upper floors. As compared to No Build conditions, development in these subareas would occur at higher densities and with a greater mix of commercial and community facility uses in the future with the proposed actions. In the URA, no new residential development is expected to occur in the future without the proposed actions.

Publicly Assisted Housing

Although much of the residential development expected to occur in the project area by 2015—both with and without the proposed actions—would be market rate, it is possible that some developments would seek public subsidy requiring the inclusion of at some affordable housing, as has been the case for new residential construction in much of the study area over the last 15 years. (See Table 3-9). Development resulting from the proposed action would consist of mostly apartment buildings with more than five units, a building type that has required public subsidy in much of the study area. In the southern portion of the study area, where the housing market would not change substantially as a result of the proposed action, it is possible that future development of larger apartment buildings will use public subsidy. Residents moving into these units as well as market rate units are likely to have similar incomes to residents moving to the area today.

Real Estate Market Conditions

Although some development of affordable housing would continue in the future with the action, the newly constructed units resulting from the proposed action are expected to be market rate and command higher rents than older, existing buildings located in the project area and study areas.

Substantial changes to the housing market would be localized and there are locations within the study area where the housing market would not change substantially as a result of the proposed actions and therefore would not result in large increases in rents. For example, the changes in the northern portion of the project area differ from the changes in the southern portion of the project area in that the proposed actions in the northern portion would provide new opportunities for housing and office development and revitalize the Downtown, while proposed actions in the southern portion would enhance and build upon the existing, low-rise character of South Jamaica. Additionally, physical barriers including the LIRR viaduct, manufacturing districts abutting the railroad right-of-way, and the York College campus separate the northern and

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Project Area

Subarea Boundary

Commerical

Community Facility and Commercial

Mixed Residential, Community Facility, and Commercial

Residential

Residential and Commercial

Residential with Ground-Floor Retail

Industrial Parking

Jamaica Plan

Projected Development Sites in the Future With the Proposed Actions

Figure 3-10

southern portions of the study area, creating two distinct subareas within the rezoning and study areas. Thus, while the proposed actions would affect the real estate market near the JGURA and the area generally north of the LIRR viaduct such that rents could rise, they would not substantially affect residential real estate market conditions in the area located generally south of the LIRR viaduct.

In summary, there are several reasons why the proposed actions would have different effects on the housing market south of the LIRR viaduct: (1) much of the area proposed for rezoning in South Jamaica is intended to protect the existing built character, with increases in density limited to corridors within the district. These changes are not expected to introduce a substantial new population within South Jamaica, but, rather, would shift current levels of growth to corridors within the area. The new population introduced to the study area south of the LIRR viaduct would be an increase of less than 3 percent over the existing population in the same area. Such a small increase in the residential population would not result in substantial changes to the housing market; (2) the viaduct itself, the manufacturing districts abutting the railroad, and the York College campus serve to distinguish these two housing markets, limiting the effects of the development to the north in South Jamaica and the surrounding neighborhoods; and (3) the market in the southern portion of the study area is for small homes and townhouses. New housing introduced by the proposed actions would consist of apartment buildings with more than five units—a housing type for which there is a limited established market south of the LIRR. Given that market demand is primarily for small homes and there is an assisted housing presence south of the LIRR, it is possible that future development of larger apartment buildings could use public subsidy requiring some affordable housing. Residents moving into these units as well as market rate units are likely to have similar incomes to residents moving to the area today.

In portions of the study area north of the LIRR viaduct and near the JGURA new market rate units in this area could attract new residents who are likely to have socioeconomic characteristics that are different from a majority of the existing population and the population in the future without the proposed actions. As described above under "Existing Conditions," the median household income in the project area was lower than both the median for Queens ($42,439) and the citywide median ($38,293), and below the incomes that can reasonably be anticipated for new households moving into market-rate units constructed under the proposed actions. While some portion of the households currently living in the project area have incomes comparable to those expected for new households under Build conditions, the potential indirect displacement effect that could result form the introduction of a substantial amount of new, more costly type of housing is discussed below in "Population Potentially Vulnerable to Indirect Residential Displacement due to the Proposed Actions."

The proposed actions would accelerate a development trend that has been occurring in recent years, as indicated by the amount of new residential construction activity and strong demand for housing in the area. As described above under "Future Without the Proposed Actions (No Build Conditions)," this development trend is expected continue absent the proposed actions. Development projects currently planned for the area are expected to result in the addition of 701 new housing units to the overall study area, and the No Build RWCDS anticipates the development of 1,815 additional residential units in the project area by 2015—a significant increase over existing conditions.

While the proposed actions would result in significant increases in the number of housing units and estimated future population as compared to the No Build conditions, the net increase in residential development would be directed to more appropriate areas at higher densities that are

appropriate to their contexts, such as within Downtown Jamaica and along wide streets with good transportation access. Most of the new development will occur near mass transit hubs north of the LIRR viaduct. The viaduct itself, as well as the manufacturing districts abutting it and the York College campus, act as physical barriers between the northern and southern parts of the study area, creating two distinct housing markets. Moreover, several Census tracts located south of the LIRR are located far from mass transit and thereby would be further isolated from the effects of the more concentrated development to the north. For the most part, the residential neighborhoods surrounding the subareas that would receive the greatest amount of residential development would see very little or no new development in the future with the proposed actions. In several areas, including subareas C, N, M, K, L, G, and W, the proposed actions would eliminate the potential for out-of-scale development, which may help to relieve current development pressure in these areas.

Similarly, the projected incremental (net) increase in non-residential uses over the No Build scenario—which includes approximately 2.9 million square feet of commercial space—would occur in targeted areas within the project area, particularly near the transportation hubs and along wide streets. Commercial office growth is projected to occur primarily in the proposed JGURA, as well as on second floors of buildings in the downtown area, and destination retail development is anticipated in the proposed Special Downtown Jamaica District (SDJD). New neighborhood retail uses, which would primarily serve the day-to-day needs of new and existing residents, are projected along wide streets and major corridors in South Jamaica, and would be developed together with new residential development in mixed-use buildings. The incremental increase in commercial floor area (office and retail combined) over the No Build scenario represents 59 percent of the total existing commercial floor area in the project area. While most of this development would occur in targeted areas where such uses already exist, the amount of new commercial development could reasonably be expected to constitute a "critical mass" that could make the surrounding area more attractive as a residential neighborhood. The potential for indirect displacement to occur as a result of the proposed actions is discussed below.

Population Potentially Vulnerable to Indirect Residential Displacement due to the Proposed Actions

According to the *CEQR Technical Manual*, indirect displacement of a residential population most often occurs when an action increases property values and thus rents throughout a study area, making it difficult for some existing residents to continue to afford to live in the community. The *CEQR Technical Manual* states that:

> If the proposed action may introduce a trend or accelerate a trend of changing socioeconomic conditions *and* if the study area contains population at risk, then it can be concluded that the action would have an indirect displacement impact. Understanding the action's potential to introduce or accelerate a socioeconomic trend is a function of the size of the development resulting from the action compared to the study area and the type of action (does it introduce a new use or activity that can change socioeconomic conditions in the study area). . . Generally, if the proposed action would increase the population in the study area by less than 5 percent, it would not be large enough to alter socioeconomic trends significantly.

While the project area and primary and secondary study areas have already experienced an increase in new market-rate housing in recent years, the increase in population in the study area of more than 5 percent resulting from the proposed actions is considered under the *CEQR Technical Manual* to be large enough to potentially affect socioeconomic trends significantly. As

indicated earlier, the proposed actions would increase the project area population by approximately 12.3 percent over future No Build conditions. (In other words, the population in the future with the proposed actions would be 12.3 percent higher than it would be in the future without the actions.) In the overall study area, the proposed actions would result in a population increase of 5.2 percent over the No Build condition.

Given the potential for the proposed actions to accelerate trends of changing socioeconomic conditions, combined with the presence of a population at risk within the study area, there is the potential for significant indirect residential displacement. Although the *CEQR Technical Manual* does not suggest thresholds for determining the significance of indirect residential displacement impacts, it does say that an impact could generally be considered significant and adverse if "households or individuals would be displaced by legal means…they would not be likely to receive relocation assistance, and, given the trend created or accelerated by the proposed action, they would not be likely to find comparable replacement housing in their neighborhood." There is the potential for this to be true for low- and moderate-income residents living in unprotected housing units in the project area and overall study area. As described above under "Population Potentially Vulnerable to Indirect Displacement," 17 of the 27 Census tracts located in the project area were identified as containing a population that is potentially vulnerable to indirect displacement due to the discrepancy in average household income (i.e., the average household income in the Census tract in 2000 was less than the average household income in Queens). These Census tracts would contain a population at risk of indirect displacement if the proposed actions would be expected to result in increased property values and thus increased rents within the tract, making it difficult for some existing residents to afford their homes. However, several of the tracts within the project area and overall study area identified as containing a potentially vulnerable population are, in fact, would not contain a population at risk of indirect displacement from the proposed actions. The proposed actions are not expected to create rental pressures in many of these tracts, due to a variety of factors discussed in detail below.

Project Area

New development resulting from the proposed action and the population growth associated with that development would be concentrated north of the tracks and viaduct for the LIRR. As explained above, substantial changes to the housing market would be localized in portions of the study area near the JGURA and generally north of the LIRR viaduct. Thus, while the proposed actions would affect the real estate market near the JGURA and the area generally north of the LIRR viaduct such that rents could rise, they would not substantially affect residential real estate market conditions in the area located generally south of the LIRR viaduct. Therefore, renters living in unprotected units in tracts south of the LIRR would not be vulnerable to secondary displacement. All or portions of seven Census tracts that have been identified as containing potentially vulnerable populations—tracts 204, 248, 258 and portions of tracts 252, 410, 414 and 440 that would be rezoned to higher density districts—are located south of the LIRR viaduct and the M-zoned districts that abut it. For this reason, these tracts are not considered part of the population potentially vulnerable to indirect displacement in the future with the action. One Census tract—208—located south of the LIRR is identified as having a potentially vulnerable population. Tract 208, located at the western edge of the rezoning area and just east of the Van Wyck Expressway, contains the Jamaica Gateway Urban Renewal Area (JGURA), which will be created as part of the proposed action. Since the purpose of the JGURA is to revitalize the Downtown Jamaica area and encourage reinvestment, it is possible that unprotected renters nearby could face higher rents as a result of the action.

As described above, the proposed actions would require new development in several low-density residential neighborhoods to be of a scale similar to the existing housing stock. As a result, very little development would occur throughout much of the residential neighborhoods of Hollis, South Jamaica, and St. Albans in the project area. No new development is projected to occur in several subareas in the future with the proposed actions—including subareas C, N, M, K, L, G, and W. By restricting higher density, out-of-scale development from these residential areas and directing new development at higher densities to more appropriate areas in the project area, the proposed actions may alleviate current housing market pressures in those areas. As a result, populations that have been identified as potentially vulnerable due to the discrepancy in average household income, would be less vulnerable to indirect residential displacement pressures in the future with the proposed actions.

Six Census tracts that have been identified as containing potentially vulnerable populations—tracts 252, 404, 414, 440, 468, and 470—are primarily located in subareas where the proposed actions would restrict out-of-scale development. Census tract 404, located south and east of the LIRR in the St. Albans neighborhood, contains subareas K and L. In this tract the proposed actions would result in a zoning change from the existing R3-2 district, which permits all types of housing (including apartments), to an R3A district, which permits only detached and semi-detached 1- and 2-family housing, and an R-4 district, which also permits all types of housing (including apartments). In these areas the proposed zoning is intended to maintain the existing built character, with growth redirected to corridors within the district. Since no new development is projected in the future with the proposed actions, and the proposed actions would function to direct new residential development elsewhere in the project area while preserving the existing low-scale residential character in this neighborhood, Tract 404 would not contain a residential population that is at risk of indirect displacement due to the proposed actions.

Census tracts 440 and 414 are located in subarea M (south of the LIRR tracks and east of Merrick Boulevard), where the zoning in the residential neighborhood would change from R4 to R4-1 under the proposed actions. This change would result in a decrease in permitted density, and new development would be restricted to residential uses. The proposed actions would also change the zoning along a stretch of Merrick Boulevard, which defines the western boundary of these two tracts, from C8-1 to R6A. This change would increase the permitted density and is expected to result in new medium density mixed-use development along this corridor. According to DOB permit information, both tracts have experienced substantial increases in new residential development in recent years, with 73 new units developed in tract 440 and 98 new units developed in tract 414 since 2000. All of this development occurred in small, 1- to 4-unit buildings. As the proposed actions would serve to alleviate development and rental pressures throughout most of tracts 440 and 414 by directing new residential development to more appropriate areas, such as along Merrick Boulevard, these tracts would not contain a population that would be vulnerable to indirect displacement pressures as a result of the proposed actions.

For similar reasons, Census tract 252 is would not to contain a significant population at risk of indirect displacement. This tract, which is located in South Jamaica between Sutphin Boulevard and Guy Brewer Boulevard, is primarily located in subarea N, where no new development is projected in the future with the proposed actions. The current zoning for much of the residential area in this tract would change from R6 to R5 under the proposed actions, resulting in a reduction in permitted density, as well as reductions in permitted street-wall and building heights. The zoning along the wide streets to the east, west, and north of the residential area—Sutphin Boulevard, Guy Brewer Boulevard, and South Road—would change to R6A and R6B under the proposed actions, which would encourage new mixed use development at higher

densities along these corridors. By directing new residential development to targeted areas within this tract, the proposed actions would serve to limit the future demand for new residential development in much of the residential area in this tract.

Census tract 410 is also would not to contain a significant population vulnerable to indirect displacement. The southern portion of tract 410 consists of the LIRR tracks, and the northern portion is predominantly industrial in character. In the future with the proposed actions, a portion of this tract (subarea X) would be rezoned from M1-1 to M1-2. This change would increase the permitted density for industrial uses and is expected to result industrial development on two projected sites in the area. No new residential development is projected to occur in this area; therefore the residents in this area (subarea X) would not be at risk of indirect displacement as a result of the proposed actions.

Census tracts 468 and 470 are located in the northeastern section of the project area in the Hollis neighborhood, within subarea F. These tracts are bounded by Hillside Avenue to the north and Jamaica Avenue to the south. While the avenues generally contain low-rise mixed-use buildings, the area between is primarily residential. In the future with the proposed actions, the zoning districts in this residential area would be changed from the current R6, R5, R4, and R3-2 districts to an R4-1 district. As a result, new residential development would be restricted to detached and semi-detached 1- and 2-family houses, and the permitted density would be reduced in much of the area (with the exception of the area currently zoned R3-2), thereby reinforcing the existing character of this residential neighborhood. New residential development would be directed to Hillside Avenue, as the zoning along this stretch of Hillside Avenue would change to R7A and R7X, which would permit development at greater densities than is currently permitted. Thus, the proposed actions are expected to ease current development pressure throughout much of these two tracts rather than create new pressure that could impact the potentially vulnerable population. As a result, tracts 468 and 470 would not contain a significant population at risk of indirect displacement. However, the unprotected units along Hillside Avenue could experience indirect displacement pressures due to the proposed actions. Based on RPAD, it is estimated that there are approximately 16 unprotected units along Hillside Avenue in these two tracts, including 7 units in tract 468 and 9 units in tract 470.

Study Area

Several of the Census tracts in the primary and secondary study areas that were identified as containing potentially vulnerable populations (due to the fact that the average household incomes in those tracts were less than the average household income for all Queens renters) are would not contain significant populations at risk of indirect displacement for several reasons. Census tracts 142.01, 142.02, 148, 150, and 158 are located outside of the project area to the west of the Van Wyck Expressway. These tracts contain portions of several distinct residential neighborhoods, including Kew Gardens and Richmond Hill, located in Queens Community District 9, and Ozone Park, located in Queens Community District 10. These neighborhoods are separated from the project area by the Van Wyck Expressway and, south of the LIRR rail road tracks, by the elevated AirTrain rail line that runs along the expressway. This transportation infrastructure has functioned as a physical barrier separating the project area from the neighborhoods to the west. Development patterns in these neighborhoods have been, for the most part, independent from development patterns with the project area due to this physical separation. Given the location of these Census tracts, the market pressures that could cause rents to rise in unprotected units under the proposed actions would not affect the Census tracts west of

the Van Wyck Expressway. Thus, the residents in tracts 142.01, 142.02, 148, 150, and 158 are not considered a population at risk of indirect displacement.

Census tracts 484, 502.02, 506, 524, and 400 are located to the east of the project area in the Hollis and St. Albans neighborhoods. These tracts are located along the outer perimeter of the secondary study area, and, although located within ½-mile of the project area, these tracts are located at a substantial distance from the subareas where most of the new development would be concentrated as a result of the proposed actions. Tract 484, in the Hollis neighborhood, is located approximately 1.5 miles from the Special Downtown Jamaica District (SDJD), where much of the new development is expected to occur as a result of the proposed actions. Tracts 502.02, 506, 524, and 400, in the St. Albans neighborhood, are separated from the areas that would be rezoned under the proposed actions to allow greater residential density by the LIRR tracks, which form a physical barrier to the neighborhoods north and west. These Census tracks are also located a great distance away from most of the projected development, and are between approximately 1.3 and 2 miles from the eastern boundary of the SDJD. The proposed zoning in the residential neighborhoods east of the SDJD would ensure that new residential development is of a similar scale to the existing neighborhood character, while higher density development would be directed to wide streets, such as along Jamaica and Hillside Avenues and Merrick Boulevard. As discussed above, these zoning changes are expected to ease current development pressure throughout much of the Hollis and St. Albans neighborhoods rather than create new pressure that could impact the potentially vulnerable population. Due to the fact that the proposed actions would reinforce the residential contexts of the portions of the Hollis and St. Albans neighborhoods within the project area, and given the great distance between these five tracts and the SDJD, the market pressures that may result from the proposed actions would not affect these tracks. Thus, tracts 484, 502.02, 506, 524, and 400 would not contain a significant population at risk of indirect displacement.

Census tract 464 is located in the Jamaica Estates neighborhood, just north of the proposed rezoning area. The area consists of mostly large owner-occupied one- and two-family homes and is considered a distinct real estate market from Hillside Avenue and the downtown area. Median household income for all housing types in this tract is among the highest in the study area at $76,740 and is above the median for Queens ($48,608). Renters living in the unprotected units in this tract would already be paying high rents relative to their income. Given the tract's proximity to St. John's University, it is possible that the renters living in unprotected units are students, who have low incomes compared to other residents of the area, but typically pay high rents relative to their income. It is unlikely that, as a result of the proposed action, households of substantially higher income would be moving into the area, causing rents to rise. Renters in unprotected units would continue to pay high rents relative to their incomes, but would not be considered anymore vulnerable to secondary displacement than in the future without the action. Therefore, tract 464 would not contain a significant population at risk of indirect displacement.

Census tracts 448 and 456, located in the Jamaica Hills neighborhood just north of the project area, were recently rezoned to a zoning district that limits permitted density and is intended to maintain the existing built character. The zoning in these areas ensures that new residential development is of a similar scale to the existing neighborhood character. Thus, tracts 448 and 456 would not contain a significant population at risk of indirect displacement.

As explained above, substantial changes to the housing market would be localized in portions of the study area near the JGURA and generally north of the LIRR viaduct. Thus, while the proposed actions would affect the real estate market near the JGURA and the area generally north of the

LIRR viaduct such that rents could rise, they would not substantially affect residential real estate market conditions in the area located generally south of the LIRR viaduct. Therefore, renters living in unprotected units in tracts south of the LIRR would not be vulnerable to secondary displacement. Census tracts 194.01, 196, 198, 260, 264, 270, 276, 432 and 434 are located south of the LIRR viaduct and thus would not contain a population at risk of indirect displacement.

Population at Risk of Indirect Residential Displacement due to the Proposed Actions

Out of the 27 Census tracts in the project area[1], seven tracts contain populations that may be considered at risk of indirect residential displacement (see Figure 3-11 and Table 3-16). These tracts—including 208, 212, 236, 238, 240, 446.01, 460—are all located in the western portion of the project area, in the Downtown Jamaica and South Jamaica areas. These seven tracts contain approximately 1,819 unprotected units. In addition, portions of two tracts—including 468 and 470—contain unprotected units at risk of indirect displacement. As described above, the portions of these tracts that are considered vulnerable are located along wide streets that are expected to attract significant new mixed-use development as a result of the proposed action. The portions of these tracts at risk of indirect displacement include Hillside Avenue within tracts 468 and 470 in the Hollis neighborhood. There are approximately 16 unprotected units located in these areas. By applying the average household size and vacancy rate for the project area, it is estimated that the combined 1,835 unprotected units house approximately 5,444 residents. The population at risk of indirect residential displacement represents approximately 7 percent of the current project area population and approximately 3 percent of the overall study area population. Therefore, it has been determined that the proposed action could result in a significant adverse indirect residential displacement impact. Possible measures to mitigate potential impacts are discussed in Chapter 22, "Mitigation."

Table 3-16
Population at Risk of Indirect Residential Displacement

Census Tract	Estimated Number of Unprotected Units	Total Renter-Occupied Units	Unprotected Units as a Percent of Total
Project Area			
208	433	440	98.4
212	232	525	44.2
236	230	571	40.3
238	226	1,326	17.0
240	393	1,518	25.9
446.01	49	823	6.0
460	256	1,687	15.2
468*	7	661	1.1
470*	9	408	2.2
Area Total	***1,835***	***7,959***	***23.06***

Notes:

* Only portions of tracts 468 and 470 contain unprotected units at risk of indirect displacement. The estimated number of unprotected units in these tracts represents the unprotected units located within the areas expected to attract new development as a result of the proposed actions. The estimated number of units was derived by multiplying the total number of units in small buildings containing one to 5 units and large buildings built after 1975 (based on RPAD 2005 data) by the renter-occupancy rate in the Census tract (based on 2000 Census data).

[1] There are 27 Census tracts in the project area, however, three of these tracts (tracts 244, 246, and 250) are located along the LIRR tracks and do not contain any households in small buildings.

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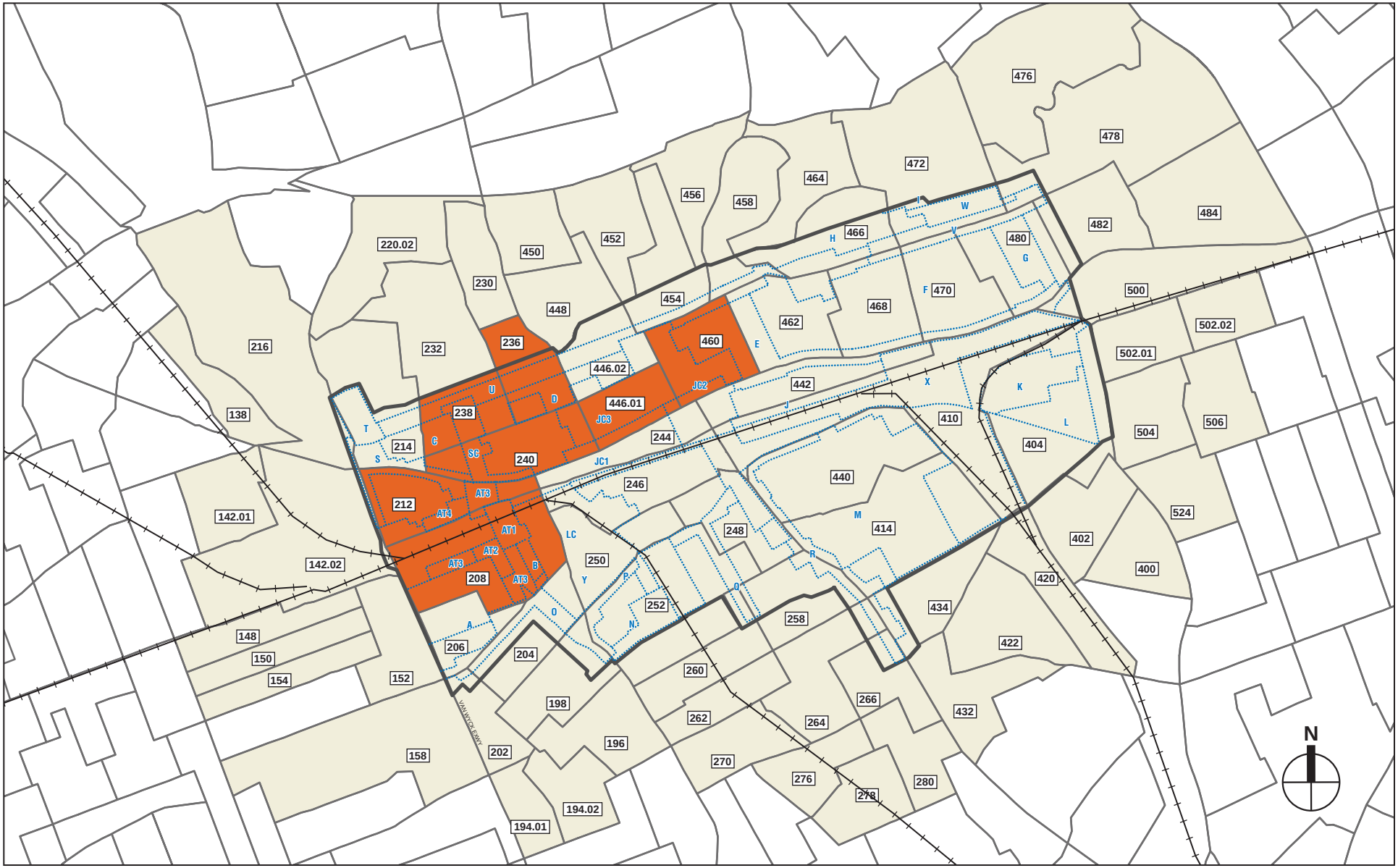


Jamaica Plan

Census Tracts Containing Population at Risk of Indirect Displacement

Figure 3-11

E. DETAILED ANALYSIS OF DIRECT AND INDIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

The possibility that the proposed actions could cause significant direct and indirect business and institutional displacement impacts could not be ruled out through the preliminary assessment presented in Section C above. This section combines the discussions of direct and indirect business and institutional displacement, which use similar data on existing conditions. In accordance with CEQR guidelines, this analysis is divided into three sections: existing conditions, including detailed economic characteristics; future No Build conditions; and future Build conditions, including a determination as to whether the proposed actions would cause significant direct or indirect business and institutional displacement impacts.

EXISTING CONDITIONS

The existing conditions assessment is based on a characterization of the study areas in terms of: conditions and trends in employment; physical and economic conditions; existing conditions and trends in real estate values and rents; zoning and other regulatory controls; the presence of categories of vulnerable businesses/institutions or employment; and underlying trends in the City's economy.

To better understand economic patterns in the study areas, it is useful to first examine employment trends in the Borough as a whole. Private sector employment in Queens has changed significantly in both amount and character over the past several decades. As shown in Table 3-17, total employment increased between 1960 and 1970, and then returned to 1960 employment levels by 1980. After 1980 total employment in Queens increased again, rising to approximately 448,600 jobs in 2000.

Table 3-17
Queens Private Sector Employment: 1960-2000

Major Industrial Category	Employment					Percent Change	
	1960	1970	1980	1990	2000	1990-2000	1960-2000
Manufacturing	134,200	118,200	82,600	61,700	45,500	-23.6	-66.1
Construction	20,800	21,000	20,400	36,000	41,100	14.2	97.6
TCPU	43,900	70,200	67,300	74,500	73,900	-0.8	68.3
Wholesale Trade	25,500	31,100	29,000	29,500	28,400	-3.7	11.4
Retail Trade	60,500	76,500	66,800	73,400	73,900	0.7	22.1
FIRE	15,200	18,500	19,700	23,800	24,500	2.9	61.2
Services	45,900	67,600	86,900	128,000	157,800	23.3	243.8
All Other	1,100	1,000	1,800	2,100	3,500	66.7	218.2
Total Industry	**347,100**	**404,100**	**374,500**	**429,000**	**448,600**	**9.7**	**89.3**

Notes: All numbers rounded. Employment is annual average based on monthly figures. Figures are for employment covered by unemployment insurances. Figures for 1960 and 1970 have been adjusted as a result of a change in coverage in the service sector. "TCPU" is an acronym for Transportation, Communication and Public Utility. "FIRE" is an acronym for Finance, Insurance and Real Estate.
Source: NYS Department of Labor

Of all major employment categories, the services sector experienced the largest employment growth, increasing by almost 112,000 jobs between 1960 and 2000. Employment in the service sector—a broad industry category that includes education services, health care services, professional and administrative services, and food services—represented only 13 percent of total employment in Queens in 1960, while in 2000 it represented approximately 35 percent of total

employment. Between 1960 and 2000, manufacturing experienced the largest decline in both absolute and relative numbers; the sector lost approximately 88,700 jobs, or about 66 percent of its employment base. This decrease is reflective of a broader, citywide decrease in manufacturing employment over the past several decades. Citywide, employment in the manufacturing sector fell by approximately 75 percent between 1960 and 2000.

Employment trends in the study areas have largely paralleled Queen's employment patterns, with manufacturing employment decreasing significantly, offset by substantial increases in services employment. Through the 1960s, Downtown Jamaica was an important regional business center, based in large part on its position as a transportation hub for both the Long Island Rail Road (LIRR) and subway and bus lines serving Queens. The 1969 *Draft Plan for New York City* described Jamaica as the largest retail center in Queens and the "third largest in the metropolitan region." However, by the early 1970s, Queens and Long Island became increasingly auto-oriented and Jamaica's transportation infrastructure was no longer sufficient to ensure its prosperity. Jamaica's role as a major commercial center began to erode as rival shopping centers opened and drew increasingly larger market shares. Jamaica also suffered a loss of office tenants and a decline in residential investment, relative to other areas in Queens.

In response to this downward trend, revitalization efforts were initiated in the late 1960s with the formation of the Greater Jamaica Development Corporation (GJDC), which was founded to spur public and private investments in the area. Major public investments over the past three decades have included the demolition of the Jamaica Avenue "elevated subway" in the Downtown and its replacement by the Archer Avenue subway extension, the designation of the Jamaica Center Urban Renewal Area, which now includes a new federal office building housing the Social Security Administration, new federal and state courthouses, a new campus for York College, and new residential developments. In recent years, additional major investments have included the AirTrain light rail service linking the LIRR's Jamaica Station and adjacent subway station to JFK International Airport, and the nation's largest and most modern laboratory for the U.S. Food and Drug Administration.

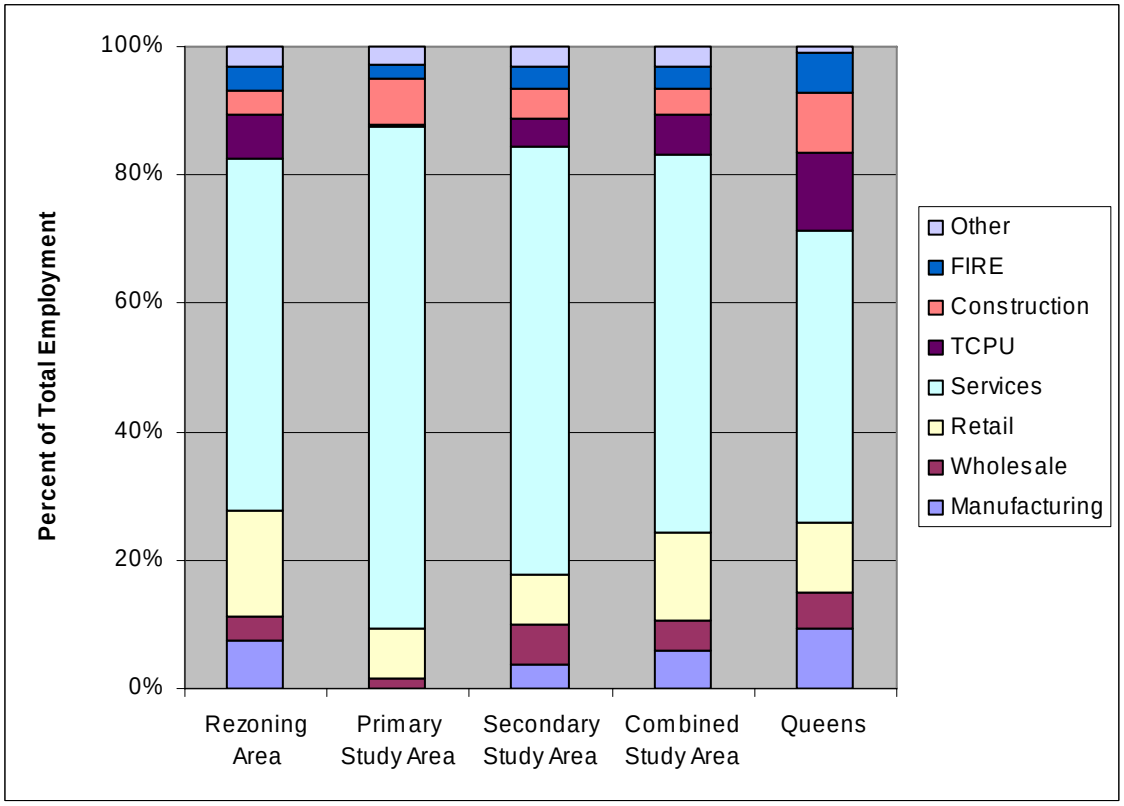
In 2002 there were over 36,000 private-sector employees working in the combined study area. As illustrated in Figure 3-12, employment in the combined study area is more concentrated in services and retail and less concentrated in construction, TCPU (transportation, communications and public utility), and manufacturing than Queens as a whole and, as described below, there are some significant differences among the employment profiles of the project area and the primary and secondary study areas.

PROJECT AREA

Economic Profile

As of 2002, there were approximately 25,000 private sector employees working in the project area (see Table 3-18). Over 43 percent of the private sector employees (10,782 people) worked in the Health and Social Services sector, which includes employment in hospitals (such as Mary Immaculate Hospital, located north of Rufus King Park), nursing and residential care facilities, outpatient care centers, physicians' offices, and individual and family services centers. The next largest employment sector was retail, with approximately 4,044 employees, or about 16 percent of the total project area employment. As described in detail below, retail employment in the project area is most heavily concentrated along Jamaica Avenue, 165th Street, and Hillside Avenue.

Figure 3-12: Composition of Private Sector Employment in Jamaica Rezoning Study Areas and Queens: 2002



Source: Derived from NYS Department of Labor employment data, 2002 3rd Quarter data.

Table 3-18
Project Area Employment: 1991 and 2002

Industry Sector	1991	2002	Percent Change
Business, Legal, Professional	973	907	-6.8
Construction	328	939	186.3
Educational Services	1,432	863	-39.7
Entertainment Services	401	643	60.3
FIRE	664	920	38.6
Health & Social Services	8,249	10,782	30.7
Manufacturing	2,118	1,818	-14.2
Other Industrial	339	353	4.1
Other Services	423	392	-7.3
Retail	3,374	4,044	19.9
Wholesale	1,489	985	-33.8
TCPU	793	1,743	119.8
Unclassified	94	387	311.7
TOTAL	**20,704**	**24,776**	**19.7**

Notes: "FIRE" is an acronym for Finance, Insurance and Real Estate. "TCPU" is an acronym for Transportation, Communication and Public Utility.
Source: NYS Department of Labor, Third Quarter 1991 and 2002 ES202

From 1991 to 2002, project area employment increased by almost 20 percent, or 4,072 jobs. The most significant absolute employment gains occurred in the health and social services and TCPU industries, which grew by 2,533 and 950 employees, respectively, between 1991 and 2002.

The retail and construction industries also experienced significant growth, with net increases of 670 retail jobs and 611 construction jobs. Growth in these sectors was partially offset by significant decreases within the educational services sector (a loss of 569 jobs), the wholesale trade sector (a loss of 504 jobs), and the manufacturing sector (a loss of 300 jobs).

Regulatory Protections

As detailed in Chapter 2, "Land Use, Zoning, and Public Policy," there are a number of public policy initiatives aimed at stimulating economic development and neighborhood revitalization within the project area. These include four urban renewal areas (URAs), four Business Improvement Districts (BIDs), a New York State Empire Zone, and the Jamaica Industrial Business Zone (IBZ). URAs are economically disadvantaged areas in New York State designated by local public officials or planners typically for the purposes of redeveloping publicly owned land or acquiring land through eminent domain. BIDs, which are funded by assessments on property owners within their area, are public/private partnerships that deliver supplemental services to a commercial corridor. They are not intended to encourage particular types of uses within their jurisdiction, but rather encourage investment in maintenance, beautification, safety, marketing, and other services along and in support of the corridor. Empire Zones are designated areas throughout New York State that offer special incentives to encourage economic and community development, business investment and job creation. Certified businesses located within an Empire Zone are eligible to receive tax credits and benefits. IBZs are geographic areas within manufacturing districts designated by the City for the purposes of protecting and supporting industrial businesses through tax credits or assistance services. These zones also reflect a commitment by the City not to support the rezoning of industrial land for residential use within these areas.

Beginning with a report published in January of 2005 entitled, "Protecting and Growing New York City's Industrial Job Base," the Bloomberg Administration has shown its public encouragement for the support and retention of the City's industrial businesses and employees. Based on the results of a consultant and City agency Task Force, the Administration is in the process of implementing several initiatives, including: (1) designating IBZs to expand and update the outdated In Place Industrial Parks (IPIPs), strengthen incentives for industrial businesses to relocate within an IBZ, and guarantee that IBZs will not be rezoned to allow residential use; (2) creating more incentives and benefits for businesses who rent their space; (3) making City-owned land available for industrial use, and (4) fostering an industry-friendly environment, including lowering parking ticket fines and creating an Ombudsman program to serve as a point of contact for business owners trying to navigate various regulation, incentive, and approval processes. The Administration has created the Office on Manufacturing and Industrial Business within the existing Department of Small Business Services (SBS) to coordinate these efforts with support from the New York City Economic Development Corporation (NYCEDC), Department of City Planning (DCP), and New York City Industrial Development Agency (NYCIDA). Additionally, a public/private partnership appointed by the Mayor, the Industrial and Manufacturing Business Council, has been created to advise the Administration on industrial policy.

Depressing Influence on Property Values

The presence of several vacant properties, incompatible uses, or poor building conditions in an area can depress property values below those of the overall real estate market in a neighborhood. The issue of concern under CEQR is whether an action, by displacing uses that depress property values, could result in an increase in property values, and thus rents, in the affected area, which in turn could lead to indirect displacement.

The proposed actions would redevelop properties in multiple locations within the project area with a more vibrant mix of uses at higher densities. With the exception of the properties located within Blocks 9993, 9998, and 9999, discussed below, the proposed actions would not displace uses that have a substantial depressing influence on residential property values. The uses to be displaced generally include: low-rise industrial buildings, including warehouses and auto-related uses; used car dealerships; parking lots; gas stations; low-rise commercial and retail buildings; and mid-rise commercial buildings, many of which are partially unoccupied (upper floors unoccupied); low-rise mixed-use residential and commercial buildings; and 1- and 2-family residential buildings. While a few vacant uses would be displaced as a result of the proposed actions, the overwhelming majority of the uses to be displaced are active industrial, parking, commercial, and residential uses which, in their current condition, do not adversely affect commercial property values.

The uses and properties that currently have the greatest potential to depress commercial property values in the study area are located within the three-block area (Blocks 9993, 9998, and 9999) which comprises the proposed JGURA (see Figure 2-12 in Chapter 2, "Land Use, Zoning, and Public Policy"). The following section summarizes the study of area conditions conducted by AKRF and Design and Development Group, as an architectural subcontractor to AKRF, in November 2006.[1] The study focused on the following factors that can potentially influence

[1] The Jamaica Gateway Urban Renewal Area Study was commissioned by the New York City Economic Development Corporation to evaluate physical conditions in the proposed Jamaica Gateway Urban Renewal Area (JGURA). The objectives of the proposed JGURA would be to eliminate deteriorated and

surrounding property values: land use; physical conditions of buildings based on a qualitative visual assessment; vacancy status of both buildings and land; crime; ownership patterns; tax arrearage and other charges; open building code violations from the New York City Department of Buildings (DOB); and a zoning analysis to determine site utilization.

Land Use

The proposed JGURA includes 44 lots in three blocks (Blocks 9993, 9998, and 9999), and is roughly bounded by Archer Avenue on the north, 150th Street on the east, 95th Avenue on the south, and Liverpool Street on the west. Land uses in the proposed JGURA primarily consist of vacant lots, vacant buildings, light industrial uses, and auto body and repair shops. In addition, there are a few retail uses including a supermarket, drugstore, and a couple of small eateries. There are several mixed-use buildings on the west side of Sutphin Boulevard between 94th and 95th Avenues that include a ground floor retail use and residential use above; there is also a three-family residential building along 95th Avenue.

The buildings within the proposed JGURA can be generally characterized as low-scale, with 29 of the 44 lots occupied by one- or two-story buildings. In addition to the low-scale nature of the neighborhood, the vacant lots and vacant buildings are further evidence of the limited development in an area that is well-served by transit. Also, in the proposed JGURA there is an adult entertainment bar—an objectionable use—which negatively impacts the surrounding residential and business communities.

Building Condition

Poor or critical conditions were identified in more than half of the properties in the proposed JGURA, based on the following evaluation criteria: site conditions, exterior conditions, publicly accessible interior space, special health and safety conditions, and parking conditions. The widespread presence of poor or critical conditions in the proposed JGURA indicates substandard or deferred maintenance, and general disinvestment in the area.

The physical condition of a majority of the lots (38 lots or 88 percent) was rated as fair. However, despite the overall rating of "fair," 25 lots (58 percent) contain at least one poor or critical element such as deteriorated exterior walls, cracked or uneven sidewalks, poorly configured curb cuts, and insufficient exterior lighting. In addition, 13 lots (30 percent) were found to have two or more poor or critical elements.

Vacancy

The high vacancy rate in the proposed JGURA is also indicative of conditions that could depress surrounding property values. While the overall vacancy rate for industrial areas in Brooklyn and Queens was reported to be 4.1 percent in 2004, 45 percent of the total building area in the proposed JGURA is vacant, including 25 percent in Block 9998 and 92 percent in Block 9999. This could be the result of a variety of factors including obsolete physical layout or small floor

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substandard conditions and encourage mixed-use development containing office, retail, and residential uses, a hotel, new open space, and parking on key development sites adjacent to the Jamaica Transportation Center. Redevelopment of these sites is intended to be a catalyst for additional private investment in this area, capitalizing upon its regional transportation access, and to facilitate transit-oriented development.

plates. With the exception of Block 9998: Lots 101 and 127 and Block 9999: Lots 1 and 15, the floor plates of the remaining four vacant buildings are too small for efficient industrial use.

Crime

The crime rate in the proposed JGURA is indicative of unsafe local area conditions. In 2004 and 2005, the most common crimes in this area were grand larceny, auto theft, and robbery.

Crime rates per 100 persons (residents and employees) in the proposed JGURA were compared to crime rates per 100 persons for a 1,500-foot radius outside the proposed JGURA. In 2005, the total crime rate in the proposed JGURA (9.55 crimes per 100 persons) was over five times greater than the crime rate for the 1,500-foot radius (1.71 crimes per 100 persons). The higher crime rates suggest that residents, employees, and property within this area are more susceptible to crime than those immediately outside of the proposed JGURA. Further, the crime rate increased in the proposed JGURA by 5 percent from 2004 to 2005, compared to an 10 percent decrease in the 1,500-foot radius. Thus, the increased crime rate in the proposed JGURA compared to decreased crime rate just outside the proposed JGURA indicates that the proposed JGURA has become less safe during this time period.

Ownership

The multiplicity of owners in the proposed JGURA makes site assemblage and revitalization difficult. Of the 44 lots that make up the proposed JGURA, 95 percent are privately-owned by 28 different owners, and two lots (Block 9998: Lots 48 and 144) are owned by the State of New York.

Tax Arrearage and Other Charges

Several properties within the proposed JGURA are currently in arrears for non-payment of property taxes or other related charges such as emergency repairs and sidewalk repairs. Most significant is Block 9998, where several properties have amassed $41,584 in past due payments. Lot 101 has $25,988 due since July 1, 2006 for property tax arrearage; Lot 95 has $13,027 due since July 1, 2006, also for property tax arrearage; and Lot 119 has $2,569 due since April 2003 for sidewalk repairs. Block 9993 has three lots owing a total of $4,461 for property tax arrearage and emergency repairs.

Open Building Code Violations

The number of properties with open building code violations indicates substandard maintenance and disinvestment in properties in the proposed JGURA. Specifically, 30 percent of the properties (13 of 44) have at least one open building code violation. As of November 2006, there were 109 open violations of which almost 58 percent were boiler violations, and another 28 percent referred to violations affecting elevator safety. Approximately 6 percent of the violations were construction violations such as work without a permit and failure to provide an exit sign. The majority (56 percent) of the violations have remained uncorrected since 2000, with the remaining 44 percent going back to 1975.

Block 9998 had the majority of the open building code violations in the proposed JGURA with 55 percent of all violations. Block 9993 followed with 42 percent of all violations in the proposed JGURA. Block 9999 had three open building code violations (or 3 percent).

Site Utilization

The proposed JGURA was not determined to be underutilized according to the criteria established for the study (lots with a utilization rate below 60 percent are considered to be underutilized). Most of the proposed JGURA is located in an M1-1 zoning district and the north-western corner is in a C4-2 zoning district. The allowable floor area ratio is 1.0 in M1-1 zoning districts and 3.4 in C4-2 zoning districts.

According to current zoning, Block 9993 is overutilized by 41 percent; and Block 9999 is overutilized by 121 percent. Although Block 9998's utilization rate is 71 percent, it was not found to be underutilized based on the criteria noted above. Further, the majority of the lots have utilization rates over 60 percent. However, 14 lots (or 32 percent) are underutilized.

Cumulatively, as illustrated in Figure 3-13, 9 lots in the proposed JGURA (or 20 percent) have three or more of the criteria mentioned above. In total, 21 lots (or 48 percent) have two or more of the criteria. Thus, nearly half of the lots have multiple adverse conditions, suggesting that the area is generally characterized by substandard and unsafe that could serve to depress property values in the surrounding area.

PROJECT AREA SUB-AREAS

Given the size of the project area, the diversity of its uses, and varying levels of activity, the following identifies business conditions within those sub-areas of the project area that have the greatest potential to experience changes in economic activity in the future with the proposed actions. The analysis describes existing economic activities in the sub-areas, trends in real estate values and rents, zoning and other regulatory controls, and the presence of categories of vulnerable businesses/institutions or employment.

Jamaica Center Subareas

North of the LIRR tracks, Jamaica's CBD, also known as Jamaica Center, generally extends east-west between Merrick Boulevard and Sutphin Boulevard, and north-south between Hillside Avenue and Archer Avenue. It envelopes Jamaica's shopping and business districts, two major multimodal transportation hubs, three court houses, a hospital, the 11.5-acre Rufus King Park, and a mix of low- to mid-rise office and apartment buildings ranging in height from 3 to 12 stories.

Within the CBD, retail uses are concentrated along the commercial strips of Jamaica Avenue and along 165th Street, which is a pedestrian mall north of Jamaica Avenue to 89th Avenue. Major retail uses include the recently constructed mall and multiplex theater on Jamaica Avenue between Parsons Boulevard and 160th Street, Gertz Plaza Mall at Jamaica Avenue and Union Hall Street, and the Jamaica Coliseum along the pedestrian mall on 165th Street. The commercial offerings within the malls and along street fronts include: locally and regionally owned shopping goods stores, most notable being discount clothing and accessory stores; convenience stores including pharmacies and dollar stores; and neighborhood services such as banks and beauty salons. Retail rental rates can range from $90 to $120 psf within the heart of the commercial corridor on Jamaica Avenue, but drop substantially east of 169th Street, falling to approximately $20 to $25 psf.

The immediate proximity of the Jamaica Center Station, which provides access to the E, J, and Z trains of the New York City subway system and a number of bus lines, as well as the surrounding commercial, institutional, and residential uses all contribute to making Downtown

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Proposed Urban Renewal Area Boundary

9993 Block Number

1 Lot Number

Blighted Conditions

0

1

2

3 or More

Blighted conditions include: site utilization (under 60%), vacancy, one or more building code violations, one or more building elements in poor or critical condition, or tax arrears or other charges.

0 200 FEET

SCALE

Jamaica Plan

Blight Conditions

Figure 3-13

Jamaica a vibrant commercial corridor. Vacancies tend to be isolated or clustered in limited areas and do not stay vacant for long periods, indicating that the vacancies are due more to the undesirability of a retail offering at a particular spot than overall market conditions.

Commercial and government offices are located throughout the CBD. Major institutional uses within the CBD include important government facilities at the Federal, State, and City levels. Among them are the Civil Court and Surrogate's Court along Sutphin Boulevard, the Queens Family Court on Jamaica Avenue at 153rd Street, the Queens Central Library on Merrick Boulevard, and the United State Postal Service Jamaica Post Office. Real estate brokers cited limited existing demand for commercial space, with the most interest coming from law firms wishing to locate in close proximity to the courts. As of the third quarter of 2006, there was over 418,000 square feet of commercial office space available in south Queens, with an asking price of about $23 psf.[1]

Other institutional uses include a hospital (Mary Immaculate Hospital, located north of Rufus King Park), as well as several churches and schools. At the northern edge of the CBD is Hillside Avenue, which has low- and mid-rise commercial buildings and apartment buildings with retail uses on the ground floor.

Manufacturing-zoned districts (M1-1 and M1-5) are mapped on properties near the LIRR right-of-way (Main Line) and wrap around the southern periphery of the downtown area. A small pocket of M1-5 is mapped at the southeastern edge of the CBD, north of Archer Avenue, between Merrick Boulevard and 168th Place and is occupied by a dilapidated two-story, City-owned garage and vacant former printing press. Industrial rents in the area range from $8 to $15 psf within the study area, with the high end of that range primarily for properties within the IPIP.[2]

Businesses most vulnerable to indirect displacement due to increased rent are typically those businesses whose uses are less compatible with the economic trend which is creating upward rent pressures in the study area; i.e., those businesses that tend not to directly benefit (in terms of increased business activity) from the market forces generating the increases in rent. For example, if a neighborhood is becoming a more desirable place to live, uses that are less compatible with residential conditions (such as manufacturing) would be less able to afford increases in rent due to increases in property values compared to a neighborhood service use, such as a bank, which could see increased business activity from the increased residential presence.

Even certain commercial uses within sectors that are generally compatible with economic trends may be vulnerable if their product is directed towards a demographic market that is dwindling in the area. For example, although neighborhood services and convenience goods stores generally benefit from increases in residential population, if a store targets a particular demographic group whose numbers are decreasing within the study area even as total population is increasing, then that store may be vulnerable to displacement due to increases in rent.

Area businesses most vulnerable to indirect displacement due to increased rents include light industrial businesses, such as parking or light manufacturing, located in areas where commercial uses are permitted under existing new zoning. In addition, existing retail and commercial office uses above the ground floor may face indirect displacement pressure due to the increased

[1] The CoStar Office Report, "Long Island Office Market, Third Quarter 2006." South Queens includes the project area in its entirety, as well as the area generally south to John F. Kennedy International Airport.

[2] Real Estate Broker at Greiner-Maltz. Phone interview on April 19, 2006.

desirability of residential uses within the CBD. Some existing ground-floor retail establishments along the Jamaica Avenue commercial corridor also could be vulnerable to displacement due to rent increases. Increased volumes of pedestrian traffic and/or changing demographics of the area could result in changes in consumer preferences, and some discount apparel and conveniences stores may be less likely to capture spending dollars from new, more affluent residents and workers in the area.

Liberty Center and AirTrain Subareas

The Liberty Center and AirTrain subareas are generally located south of the LIRR right-of-way and north of Liberty Avenue, and include the LIRR and AirTrain stations. The area is characterized primarily by light industrial uses, warehouses, and automotive uses with pockets of commercial office, retail, and residential uses. The area encompasses the proposed JGURA (described above), which would consist of three full blocks in the vicinity of the LIRR Jamaica Station, the Jamaica AirTrain, and the Jamaica Center Station (see Figure 2-12 in Chapter 2, "Land Use, Zoning, and Public Policy"). Land uses in the proposed JGURA area consist primarily of vacant lots, vacant buildings, light industrial uses, and auto body and repair shops. There are also a few retail uses including a supermarket and some eating and drinking establishments, and one occupied residential building within the JGURA.

The LIRR Jamaica Station and the AirTrain to JFK Airport are located at Sutphin Boulevard between Archer and 94th Avenues. This portion of Sutphin Boulevard contains light industrial uses, parking lots, garages, and commercial buildings interspersed with small residential buildings, many of which contain ground floor retail uses. The LIRR Jamaica Station has connections to the E, J, and Z subway lines, and provides rail access to Manhattan, Brooklyn, and numerous stations in Nassau and Suffolk counties, all the way east to Montauk Point. The recently completed Jamaica AirTrain provides rail access to Kennedy Airport, which allows for international air travel. On the northeastern edge of the Liberty Center subarea is the New York City Transit Authority's Jamaica Center Station, which provides access to the E train of the New York City subway system and a number of bus lines.

The zoning in these subareas does not encourage land uses that maximize its regional transportation assets. With the exception of a small number of sites in the urban renewal area which are now developed, zoning densities are relatively low for an area with so much transportation infrastructure. These low densities limit development opportunities along the area's major thoroughfares. As a consequence, Downtown Jamaica is not currently in a position to take advantage of the commercial development opportunities made possible by public investments in improved transit access, and private-sector interest, particularly in the area surrounding the AirTrain complex.

Area businesses most vulnerable to indirect displacement due to increased rents are the existing industrial businesses that are located in areas where commercial uses are permitted under existing zoning. Property owners in M1 districts could seek to vacate existing tenants and redevelop their properties with commercial uses that would take better advantage of the area's transportation assets and the anticipated growth in the region's residential population.

Hillside Avenue Subareas

Hillside Avenue traverses the northern portion of the project area from west to east. The western portion of this corridor and the surrounding area is characterized primarily by commercial and auto-related uses. Queens Boulevard and the segment of Hillside Avenue west of 146th Street

are lined with commercial and auto-related uses, including gas stations, repair shops, and car dealerships. Along the Van Wyck Expressway, which forms the western boundary of the project area, are several gas stations, a Con Ed substation, a hotel, a bank, and a mosque, as well as a handful of small residential buildings.

Further east, Hillside Avenue has a mix of retail buildings, office buildings, and mixed-use buildings with residential use on the upper floors and storefronts on the ground floor. Within the neighborhood of Hollis there are several community facilities, including schools and medical offices, most of which are located along or near Hillside Avenue. Retail businesses serving the neighborhood also are concentrated along Hillside Avenue.

Along Hillside Avenue, businesses most vulnerable to indirect displacement include parking and other auto-related uses (e.g., used car lots, auto supply and repair businesses) on sites that under existing zoning could be redeveloped with residential uses or more neighborhood-oriented commercial uses. The existing auto-related uses do not benefit directly (in terms of increased business activity) from the growing demand for residential space and neighborhood retail and services.

PRIMARY STUDY AREA

The primary study area is largely comprised of low-density residential neighborhoods, and therefore contains far fewer employees compared to the project area. As of 2002, there were approximately 1,272 employees working in the primary study area (see Table 3-19). A majority of the employment in the primary study area is associated with the area's institutional uses, which include schools, churches, and hospitals. Almost three-quarters of those employees (931) worked in the Heath and Social Services sector, within 17 health and social services-related establishments. Retail and commercial office uses in the primary study area are limited, with the highest concentration along a segment of Queens Boulevard in Briarwood, where there are retail strip malls and small office buildings. In the southern portion of the primary study area, Sutphin Boulevard is a focus of commercial and institutional uses, including stores, restaurants, gas stations, and several churches.

Table 3-19
Primary Study Area Employment: 1991 and 2002

Industry Sector	1991	2002	Percent Change
Business, Legal, Professional	19	20	5.3
Construction	471	90	-80.9
Educational Services	0	8	NA
Entertainment Services	10	19	90.0
FIRE	26	27	3.8
Health & Social Services	560	931	66.3
Manufacturing	360	0	-100.0
Other Industrial	4	7	75.0
Other Services	19	19	0.0
Retail	58	97	67.2
Wholesale	25	21	-16.0
TCPU	3	3	0.0
Unclassified	12	30	150.0
TOTAL	**1,567**	**1,272**	**-18.8**

Notes: "FIRE" is an acronym for Finance, Insurance, and Real Estate; "TCPU" is an acronym for Transportation, Communications, and Public Utilities.
Sources: NYS Department of Labor, Third Quarter 1991 and 2002 ES202

Between 1991 and 2002, employment in the primary study area decreased by approximately 19 percent, or about 295 employees. Most of this decline was attributable to the Construction and Manufacturing sectors, which collectively lost 741 employees. The largest employment increase in absolute terms was in the Health and Social Services sector, which grew by 371 employees.

There are no identifiable businesses or business sectors that are particularly vulnerable to indirect displacement within the primary study area. The largest employers are institutional uses, most notably hospitals and health care facilities, and the services provided by those uses will continue to be in high demand due to the established residential population in the study area.

SECONDARY STUDY AREA

According to 2002 data, the secondary study area contains approximately 10,121 employees—less than half the amount of employment in the project area, but almost 9,000 more than the primary study area. As shown in Table 3-20, the Health and Social Services sector contains approximately half of the private sector employment (5,053 jobs), with retail trade being the next largest employment sector with approximately 8 percent of the study area's employment (805 jobs).

Table 3-20
Secondary Study Area Employment: 1991 and 2002

Industry Sector	1991	2002	Percent Change
Business, Legal, Professional	334	527	57.8
Construction	630	477	-24.3
Educational Services	141	380	169.5
Entertainment Services	491	504	2.6
FIRE	432	340	-21.3
Health & Social Services	2,899	5,053	74.3
Manufacturing	762	375	-50.8
Other Industrial	126	88	-30.2
Other Services	370	266	-28.1
Retail	814	805	-1.1
Wholesale	748	627	-16.2
TCPU	299	456	52.5
Unclassified	23	223	869.6
TOTAL	**8,069**	**10,121**	**25.4**

Notes: "FIRE" is an acronym for Finance, Insurance, and Real Estate; "TCPU" is an acronym for Transportation, Communications, and Public Utilities.
Sources: NYS Department of Labor, Third Quarter 1991 and 2002 ES202

Like the project area and primary study areas, the secondary study area lost a large portion of its Manufacturing employment between 1991 and 2002; manufacturing employment in the area decreased from approximately 762 to about 375 (a decrease of over 50 percent) over the 11-year period. The greatest employment increases occurred in the Health and Social Services and Educational Services sectors, which grew by about 2,150 and 240 employees respectively between 1991 and 2002.

While the secondary study area's employment base is larger and more diverse than that of the primary study area, the secondary study area is still predominantly residential in character, with some commercial and industrial uses along the major avenues. Jamaica Avenue on the western side of the secondary study area contains primarily residential buildings, but those buildings

generally contain retail uses on the ground floor. Within the same area, industrial and auto-related uses are located along the LIRR tracks.

Similar to the primary study area, there are no identifiable businesses or business sectors that are particularly vulnerable to indirect displacement within the secondary study area. The largest employers are institutional uses, most notably hospitals, and the services provided by such uses will continue to be in high demand due to the established residential population in the study area.

DIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT

According to the *CEQR Technical Manual*, a significant direct displacement impact may exist if the businesses and institutions in question have substantial economic value to the City or region, are the subject of regulations or publicly adopted plans to preserve, enhance or otherwise protect them, substantially contribute to a defining element of the neighborhood character, or if a substantial number of employees or firms are displaced that collectively define neighborhood character. Using these criteria, the following section evaluates the businesses and institutions that could be directly displaced by the proposed actions.

PROFILES OF DIRECTLY DISPLACED BUSINESSES AND INSTITUTIONS

Projected Development Sites

Currently, there are approximately 243 businesses and institutions located on projected development sites within the project area. Based on 2002 employment data from the New York State Department of Labor (NYSDOL), these businesses and institutions provide jobs for roughly 2,319 people. However, not all of these businesses and institutions would be displaced by the proposed actions. Much of the business displacement expected to occur in the future without the proposed actions is due to the demand for additional housing in the area, which is permitted as-of-right on these lots. Several buildings with active commercial uses are expected to be converted to residential use or renovated for other commercial use even if the rezoning does not take place.

On some sites, the development anticipated under the proposed actions would not affect the existing businesses and institutions, while on other sites direct displacement is expected to take place. Figure 3-14 shows projected development sites where direct business displacement would occur under the proposed actions, and Figure 3-15 provides pictures of some of these sites. The areas with the highest concentrations of displaced businesses include: Jamaica Avenue within Jamaica Center, most notably between 161st and 165th Streets; a Liberty Center subarea block bounded by Sutphin Avenue to the east, 95th Avenue to the north, 149th Street to the west, and 97th Avenue to the south; and along South Street and Guy Brewer Boulevard south of York College. It is important to note that while these sites are expected to be developed, individual businesses on the sites could change over time in the future without the proposed actions.

Excluding those businesses and institutions that would be displaced both in the With-Action and No-Action scenarios, the proposed actions would directly displace approximately 182 firms and 1,193 employees.[1] The distribution of displaced businesses by industry sector is shown in Table

[1] This figure does not include approximately 1,119 employees who are currently working at businesses and institutions located on projected development sites, but who would be displaced under both Action and No-Action conditions. It is important to note that while these sites are expected to be developed, individual businesses on the sites could change over time.

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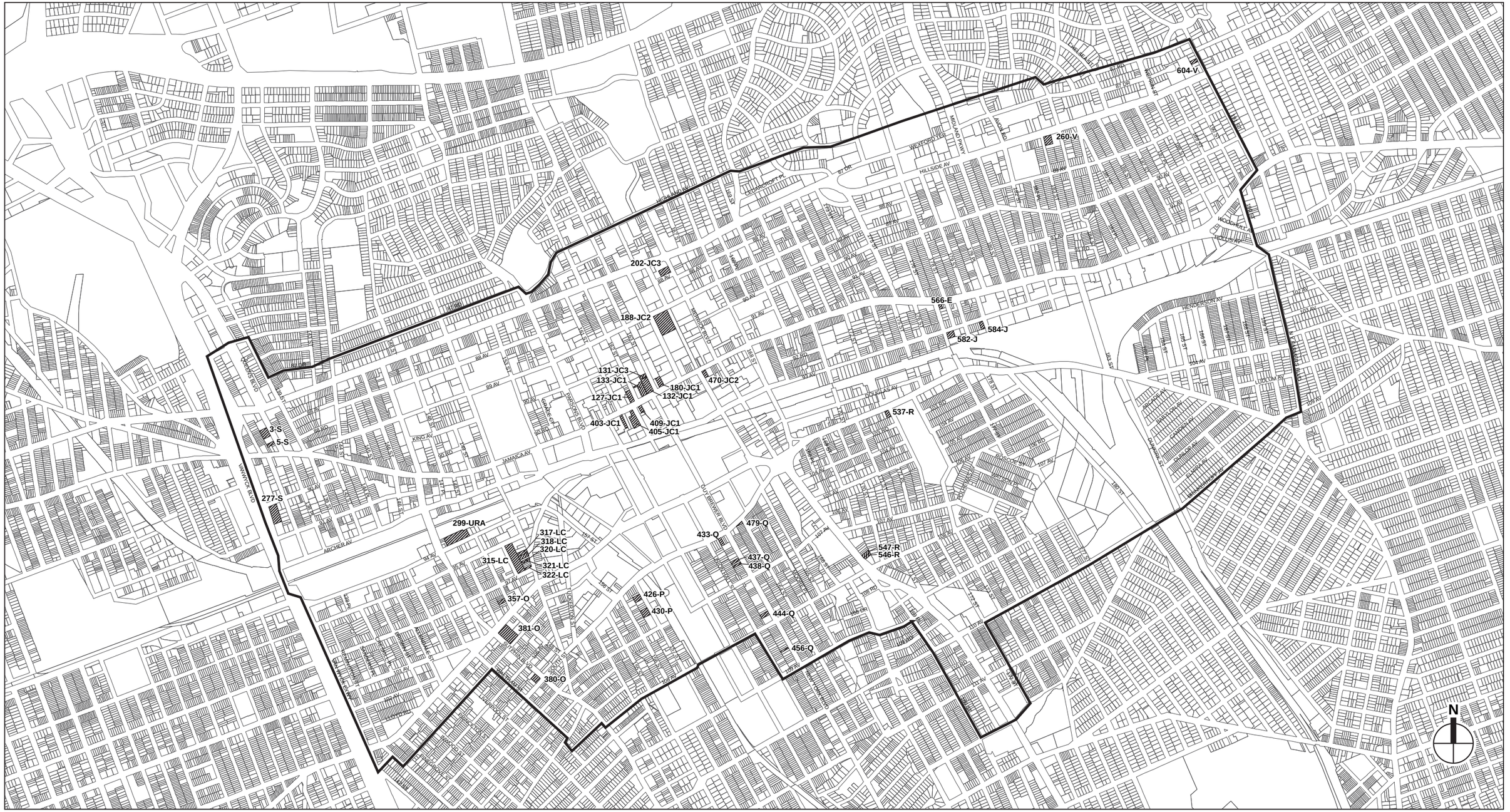


Project Area

Displaced Business

Jamaica Plan

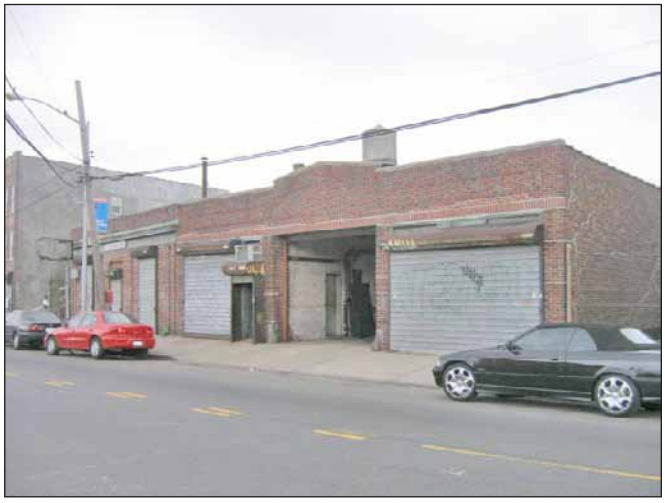
Direct Business Displacement on Projected Development Sites

Figure 3-14

Site 133-JC1

Site 479-Q

Site 188-JC2



Site 317, 318-LC

Examples of Projected Development Sites with Existing Businesses Subject to Direct Displacement

3-21. The largest amount of direct displacement, in terms of both employees (723) and number of firms (149), occurs in the Retail and Other Services sectors. A large majority of these retail businesses provide clothing and accessories (116 stores), while the remaining businesses provide electronics, food and beverage, health and personal care, and auto-related products.

Table 3-21
Employment Subject to Direct Displacement Under Proposed Action

	Employees	% of total	Number of Firms	% of total
Professional Services & FIRE	137	11.5%	9	5.0%
Industrial (Manufacturing, TCPU, Wholesale, Other Industrial Services)	111	9.3%	15	8.2%
Health, Educational & Social Services,	222	18.6%	9	4.9%
Retail and Other Services	723	60.6%	149	81.9%
TOTAL	**1,193**	**100.0%**	**182**	**100.0%**

Notes: "TCPU" is an acronym for Transportation, Communications, and Public Utilities. "FIRE" is an acronym for Finance, Insurance, and Real Estate.
Sources: New York State Department of Labor ES202, 2002; New York City Department of City Planning.

Of the 149 retail businesses being displaced, 120 are independent vendors located within the Jamaica Coliseum Mall, located at 89-02 165th Street. The atmosphere of the mall is similar to an indoor market, where most vendors occupy counters or booths, rather than individual stores. A large majority of stores in the mall sell apparel and accessories, namely clothing, shoes, and jewelry. The remaining stores sell electronics, DVDs, food, or beauty supplies, in addition to three salons and one dental office.

The second largest amount of direct displacement occurs in the Health, Education and Social Services sectors with 9 firms and 222 employees located on projected development sites. These businesses include a medical clinic, a day care center, and community mediation provider. The Professional Services and FIRE sectors, and the Industrial sectors (which includes Construction, Manufacturing, TCPU, Wholesale, and Other Industrial Services) have similar amounts of displaced employment under the proposed actions (135 and 111 workers, respectively). Firms in the Professional Services and FIRE sectors include a bank and tax preparer, while the manufacturing firms produce an assortment of products such as wire products, briefcases, and metal work. The displaced Construction, Wholesale, and TCPU firms include a plumbing contractor, metal fabricator, and building material supplier, and the Other Industrial Services sector is comprised entirely of auto repair businesses. The Educational Services and Other Services sector displacement is minimal, with a total of 15 employees from 4 churches and 4 other businesses likely to be displaced.

The following sections evaluate whether the businesses and institutions that would be directly displaced by the proposed actions have substantial economic value to the City or region, are the subject of regulations or publicly adopted plans to preserve, enhance, or otherwise protect them, or substantially contribute to a defining element of neighborhood character.

Economic Value of Displaced Businesses

As set forth in the *CEQR Technical Manual*, the consideration of a business' economic value is based on: (1) its products and services; (2) its locational needs, particularly whether those needs can be satisfied at other locations; and (3) the potential effects on business or consumers of losing the displaced business as a product or service.

Of the 149 retail firms that would be displaced under the proposed actions, none provide products or services that are unique to the project area, with similar products and services being available at other locations throughout the study area, Queens and New York City. The products sold at the clothing, jewelry, food, and electronics stores within the Jamaica Coliseum Mall are also sold by numerous stores within the surrounding blocks, in particular along Jamaica Avenue and 165th Street. Products sold by businesses that would be displaced on Jamaica Avenue between 160th and 166th Streets are readily available at other stores within the Jamaica Avenue retail corridor. Displaced retail businesses located elsewhere in the project area (i.e., not located along Jamaica Avenue or in the Jamaica Coliseum Mall) include a cabinet dealer, three food stores, and two auto-related stores. The demand for these products or services also could be met by other nearby stores within the project area and broader study areas, and the locational needs of the displaced retail stores could be met at other sites within the project area, the broader study areas, or the City.

Similarly, the types of displaced businesses in the Health, Educational and Social services, Professional Services, and FIRE sectors do not have significant economic value based on their products and services, locational needs, or potential effect on consumers. Most of the products and services offered at these firms are easily found at other locations within the neighborhood. For example, the mental health services provided by Catholic Charities are also available at nearby Queens Hospital Center or TSI Counseling & Crisis Clinic. One firm, Community Mediation Services, is the only community dispute resolution center in the area, however, they would be able to relocate with little difficulty within the area. Conversations with real estate brokers indicated that commercial office vacancy rates in the project area range from 17 to 25 percent or more, with rents in the mid- to high-$20 per square foot (psf) range.[1] One broker cited landlords' tendencies to offer only short-term leases as a reason for the high vacancy rate.[2]

Finally, the Manufacturing, TCPU, Wholesale Trade, and Other Industrial Services businesses subject to displacement are not of substantial economic value to the City or region. They are not businesses that local consumers would rely on for goods or services, or businesses that might necessitate close proximity to business partners or a particular customer base. Rather, they provide products and services that are offered by many businesses throughout the City and can be produced in many different locations. Only one of these businesses lies within the proposed Jamaica Gateway Urban Renewal Plan—a parking lot with approximately one employee. Furthermore, the magnitude of displacement, which includes just 15 firms across all four industrial sectors, would be of little economic consequence to the study area or the City as a whole.

In sum, none of the products or services provided by the displaced businesses is unique to the City or the region, and similar products and services are offered at other locations borough- and citywide. Their business operations do not require that they remain in the proposed action area and there would not be a significant adverse effect on businesses or consumers in losing any of the displaced businesses. Therefore, the displaced businesses would not be classified as having substantial economic value to the City or region.

[1] Real Estate Broker at DY Realty Services, LLC. Phone interview on April 18, 2006. Real Estate Broker at Greiner-Maltz. Phone interview on April 19, 2006.

[2] Real Estate Broker at DY Realty Services, LLC. Phone interview on April 18, 2006.

Regulatory Controls

The following considers whether any category of business or institution that would be directly displaced is the subject of regulations or publicly adopted plans to preserve, enhance, or otherwise protect it. Of the four urban renewal areas (URAs) within the project area, only the South Jamaica I URA contains any businesses that would be directly displaced: two small religious organizations located at 107-50 and 108-36 Guy R Brewer Blvd in the southern portion of the project area. The South Jamaica I URA, most recently amended in 2004, seeks to redevelop the area with residential, commercial, and light industrial uses, as well as, public open space. Religious organizations are not mentioned in the URA text as a protected use, and therefore the proposed actions would not run counter to any of the URA efforts. To the contrary, the URA aims to redevelop underutilized sites such as these.

Two of the four BIDs within the project area—the Jamaica Center Improvement Association and the 165th Street Mall Improvement Association—contain potentially displaced businesses within their boundaries. Eighteen businesses are expected to be displaced within the Jamaica Center Improvement Association, which includes the area along Jamaica Avenue between Sutphin Boulevard and 174th Street, and Guy R Brewer Boulevard between Jamaica and 93rd Avenue. These businesses consist entirely of retail storefronts on Jamaica Avenue clustered between 160th and 166th Streets, selling mostly clothing and accessories. The Jamaica Coliseum Mall is within the 165th Street Mall Improvement Association boundaries. The 120 businesses within the mall are predominantly clothing and accessory stores and occupy approximately 122,000 square feet of retail space.

The South Jamaica Empire Zone (EZ), shown in Figure 2-5 (see Chapter 2, "Land Use, Zoning, and Public Policy"), includes most of Downtown Jamaica and a large portion of the project area, including all but 12 of the businesses that would be displaced by the proposed actions. However, the South Jamaica EZ does not specify the protection of individual types of uses or businesses and, instead, aims to encourage overall economic development and private business investment in the area through sales tax exemption, property tax credits, and business tax credits for businesses locating and expanding in EZs.

Finally, none of the businesses being displaced lie within the boundaries of the Jamaica IBZ and, therefore, their displacement would not be relevant to the goals of the IBZ.

Contribution to Neighborhood Character

According to the *CEQR Technical Manual*, neighborhood character is defined by land use, urban design, visual resources, historic resources, socioeconomics, traffic, or noise that gives a neighborhood a distinct "personality." The project area is characterized by a vibrant mix of residential, industrial and transportation uses, commercial office space, both neighborhood-oriented and destination retail use, and institutional uses such as schools, churches, and police facilities. Although the businesses being displaced contribute to the mixed use character of the neighborhood they do not, individually or collectively, define the character of the neighborhood.

Potential Development Sites

The potential development sites are developed with the same types of businesses as the projected development sites. The businesses are primarily a mix of retail uses, health and social services, industrial uses, and manufacturing uses. As is the case with the projected development sites, the potential development sites do not contain businesses that have substantial economic value to the City or region, are the subject of regulations or publicly adopted plans to preserve, enhance or

otherwise protect them, or substantially contribute to a defining element of the neighborhood character.

THE FUTURE WITHOUT THE PROPOSED ACTIONS

This section describes the socioeconomic conditions that are expected in the future without the proposed actions, presenting population and development changes that are projected to occur in the study area through 2015. The analysis for the primary and secondary study areas is based on projects known to be planned for the area. The analysis for the project area is based on projections for development that would occur on projected development sites, in addition to known development projects that are planned for the area.

PROJECT AREA

In the future without the proposed actions, it is anticipated that the project area would experience modest growth in commercial, manufacturing, and residential uses. Most of this growth is expected to include further development of local retail space and residential development in existing low-density residential communities.

Chapter 2, "Land Use, Zoning, and Public Policy," describes several major development projects that are proposed for the project area in the future without the proposed actions (see Figure 2-6 and Table 2-4). Several of these projects are planned for the Jamaica Center CBD, including: a residential, retail, and community facility development on the 2-acre former Queens County Courthouse site at 89th Avenue and Parsons Boulevard; a 225,590 square foot Home Depot which is under construction on the northern side of 93rd Avenue between Merrick Boulevard and 168th Street; and several transportation and streetscape improvements that will be undertaken by the Greater Jamaica Development Corporation in the Jamaica Center area.

In addition to the above, the RWCDS assumes that development would occur on sites that are under built as per current zoning (see Figure 1-9, in Chapter 1, "Project Description"). It is anticipated that, in the future without the proposed actions, there would be approximately 1,815 residential units, 1,663,485 square feet of commercial space, 214,344 square feet of community facility space, and 500,646 square feet of industrial space on projected and potential development sites. This represents a net increase of approximately 1,571 residential units, 536,320 square feet of commercial space, 214,344 square feet of community facility space, and 69,918 square feet of industrial space over the existing conditions. Table 2-5 in Chapter 2, "Land Use, Zoning, and Public Policy," provides a summary of development projected under the RWCDS in the future without the proposed actions by subarea (see also Figure 2-7, "Rezoning Subareas").

PRIMARY AND SECONDARY STUDY AREAS

In the future without the proposed actions, it is expected that Jamaica Hospital will construct a new nursing home facility in the Kew Gardens portion of the secondary study area, to the west of the Van Wyck Expressway. The approximately 121,000 square foot facility would be located on the block bounded by 89th Avenue, 135th Street, 91st Avenue, and 134th Street. In addition to the expansion of this institutional use, approximately 109 housing units and over 51,000 square feet of retail space are planned for development sites located west of the Van Wyck Expressway between Jamaica Avenue and Kew Gardens Road.

Overall, there are no major redevelopment initiatives or rezonings anticipated for the primary or secondary study area in the future without the proposed actions, and therefore existing economic trends are expected to continue. Employment in the health and social services sectors is expected to maintain the growth exhibited in the study areas between 1991 and 2002, while industrial sectors such as construction and manufacturing will mirror regional and citywide trends of decreasing employment.

PROBABLE IMPACTS OF THE PROPOSED ACTIONS

The total development projected to occur in the future with the proposed actions would consist of up to: 5,380 dwelling units; 4.7 million square feet of commercial space (with 2.1 million square feet of retail space, 1.8 million square feet of office space, and 200,000 square feet of hotel space); 460,000 square feet of new community facility space; 120,000 square feet of industrial space; and 400,000 square feet of parking. It is expected that many of the development sites could be developed under the existing zoning in the future without the proposed actions (the "No Build" condition). The net development, or incremental difference in total development between the No Build condition and approval of the proposed actions is as follows: 3,565 units; 3.1 million square feet of commercial space (with 1.7 million square feet of office space 960,000 square feet of retail space, and 200,000 square feet of hotel space); 245,000 square feet of community facility space; 400,000 square feet of public parking; and a net decrease of 379,752 square feet of industrial space.

DIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT IN THE FUTURE WITH THE PROPOSED ACTIONS

According to the *CEQR Technical Manual*, the identification of a significant direct business or institutional displacement impact depends on whether the business or institution is a defining element of neighborhood character, whether it is important to the City economy, and whether it could be relocated within the study area or elsewhere within the City.

Projected Development Sites

The proposed actions would displace approximately 182 businesses and 1,193 employees of those businesses over the 10-year analysis period. As discussed under "Existing Conditions," none of the products or services provided by the displaced businesses is unique to the City or the region, and similar products and services are offered at other locations borough- and citywide. Their business operations do not require that they remain in the project area and there would not be a significant adverse effect on businesses or consumers in losing any of the displaced businesses. Therefore, the displaced businesses would not be classified as having substantial economic value to the City or region.

Although the directly displaced businesses contribute to the mixed use character of the neighborhood they do not, individually or collectively, define the character of the neighborhood.

Approximately 149 of the 182 displaced businesses are in the retail sector. In the future with the proposed actions the 149 displaced retail businesses are expected to be replaced by other local and regional retail stores such that there would be no net loss of retail space; in fact, a net increase of 960,000 square feet of retail space is projected for the future with the proposed actions. Within the two BIDs in which displaced businesses are associated (the Jamaica Center Improvement Association and the 165th Street Mall Improvement Association), it is expected that existing contributors to the BIDs would be replaced by new financial contributors, and

therefore the BIDs would not be adversely affected by development anticipated under the proposed actions. And while the total number of retail businesses within the BIDs could decrease with the proposed actions, the new residential and employee population resulting from the projected development site would provide a positive impact on remaining businesses in the BIDs. The BIDs also would benefit from physical improvements and enhanced 24-7 street life fostered by the anticipated mixed-use development.

The proposed actions would encourage a continued mix of uses in the neighborhood, including a net increase of 3,565 residential units, 3.1 million square feet of commercial space, and 245,000 square feet of community facility space. A net decrease of 379,752 square feet of industrial space is expected within the project area; however, approximately 3.5 million square feet of industrial space would be retained and, therefore, a significant change in neighborhood character would not occur. Overall, the proposed actions would not result in significant adverse direct business and institutional displacement impacts.

Potential Development Sites

Although it is more likely that development would occur on projected sites, it is possible that some of the development could take place on potential sites. If this were to occur, the effects with respect to direct business displacement would be the same as described above in the analysis of projected development sites; i.e., there would be no potential for significant adverse impacts related to direct business displacement.

INDIRECT BUSINESS AND INSTITUTIONAL DISPLACEMENT IN THE FUTURE WITH THE PROPOSED ACTIONS

Indirect business displacement is the involuntary displacement of businesses that results from a change in socioeconomic conditions created by a proposed action. Similar to indirect residential displacement, the issue for indirect business displacement is that an action would increase property values and thus rents throughout the study area, making it difficult for some categories of business to remain at their current locations.

According to the *CEQR Technical Manual*, the detailed analysis of indirect business and institutional displacement should qualitatively assess, based on historic patterns of development in comparable neighborhoods and the strength of the underlying trends, whether and under what conditions the proposed actions would stimulate changes that would raise either property values or rents and, if so, whether this would make existing categories of tenants vulnerable to displacement.

Project Area

A proposed action can result in indirect displacement if it directly displaces uses that support businesses in the area or bring people to the area that form a customer base for local businesses. The proposed actions would not have such an effect. As described earlier under "Existing Conditions," the most substantial displacement would be within the retail sector, particularly with the direct displacement of the Jamaica Coliseum Mall. The Jamaica Coliseum Mall occupies a significant location along the 165th Street pedestrian mall, and likely draws a significant customer base to the area. However, there is already an existing critical mass of retail offerings in Downtown Jamaica that draw customers, and it would continue to do so in the absence of the Jamaica Coliseum Mall. In addition, the proposed actions are expected to generate a net increase in retail space in the area, and would create a whole new customer base

of residents, employees, and visitors to the residential and commercial uses. As a result, it is not expected that any direct displacement generated by the proposed actions would result in a significant adverse impact on local business support.

The proposed actions would directly displace an estimated 207 residents. And although it could directly displace up to 1,193 employees, future total employment in the study area—accounting for new employment brought to the area under the proposed actions, continued growth in industry sectors such as health and social services, FIRE (finance, insurance, and real estate), and retail, and continued decline in manufacturing and wholesale—is still anticipated to be higher in the future with the proposed actions compared to conditions in the future without the proposed actions. Employment resulting from the net development under the proposed actions, or the incremental difference in total development between the future conditions without and with the proposed actions, is estimated to be approximately 9,300 employees (including 6,800 net new commercial office workers, and 2,400 net new retail employees).[1] It is important to note that this estimate is based only on known or anticipated future commercial developments. It does not account for likely continued decreases in manufacturing and wholesale employment, or continued growth in other employment sectors. As discussed above, it is likely that manufacturing employment would continue to decrease in the future without the proposed actions. Between 1991 and 2002, manufacturing employment in the project area fell by approximately 14 percent, or 300 workers, and by approximately 32 percent, or 1,047 workers for the combined study area as a whole. It is likely that this decline in manufacturing employment would continue into the future regardless of the proposed actions. However, as described above, the proposed actions would change existing M1-1 zoning to M1-4 in all or portions of 11 blocks in the Liberty Center subarea, which would allow for industrial growth within the existing industrial core.

The influx of an estimated 11,337 net new residents would create a sizable new customer base for existing and planned retail and services businesses. Furthermore, residents living in the newly constructed units are expected to have higher incomes, on average, than the existing population, increasing the spending power that would be available for capture by existing and proposed retail and service establishments.

In addition to the 5,380 households anticipated under the proposed actions, the study area is expected to grow by at least 701 households by 2015. These households would also be expected to spend part of their household income on retail goods and personal services in the project area. Because the anticipated growth in number of households and household spending is large, it can be assumed that household demand for retail and neighborhood services would reasonably support both new and existing retail and neighborhood services establishments. As a result, the proposed actions are not expected to result in a significant adverse impact on the customer base of the area.

Indirect business and institutional displacement also can occur through more indirect mechanisms, such as when an action introduces enough of a new economic activity to alter existing economic patterns. While the proposed actions would facilitate substantial redevelopment within the project area, none of the anticipated uses would be considered new economic activity. As of the 2000 Census, the rezoning area contained 26,940 housing units, and

[1] This estimate is based on the following employment density ratios: 1 employee per 250 sf of commercial office space; 1 employee per 400 feet of retail space; 1 employee per 400 feet of community facility space; 1 employee per 1,000 sf of industrial space; and 1 employee per 2,000 sf of hotel space.

the study areas collectively contained 68,413 housing units. All of the locations for which residential development is projected to occur within the project area already have a substantial residential presence. Similarly, all of the projected non-residential uses are currently present within the project area. Based on the New York City Department of Finance's RPAD, in 2005 the project area contained over 3.6 million square feet of retail space, approximately 3.6 million square feet of office space, 133,000 square feet of hotel uses, 5.3 million square feet of community facility uses, and 2.0 million square feet of parking.

Rather than introducing new economic activity, the proposed actions would encourage compatible land uses that strengthen existing retail and commercial areas, and would provide direction and flexibility for growth in areas with long-term potential. As described in greater detail below, the economic growth in some subareas of the project area could shift prevailing economic patterns within the subarea, but those shifts would be in keeping with the proposed actions' intent to foster growth in areas best suited for such growth.

Jamaica Center Subareas

In the future with the proposed actions, higher-density commercial and residential development is expected to occur within the Jamaica CBD. Under the RWCDS, the proposed actions would result in a net increase of approximately 308,000 square feet of commercial space, and an additional 853 residential dwelling units over conditions in the future without the proposed actions. A new commercial office building would be located at the southwest corner of 168th Street and Rufus King Avenue, and mixed-use commercial and residential buildings would be developed along Jamaica Avenue between 161st and 166th Streets. Ground floor commercial uses along Jamaica Avenue would include both neighborhood and destination retail stores, as well as neighborhood service stores.

The Jamaica CBD already contains a critical mass of residential, retail, commercial office, and institutional uses such that the proposed actions would not result in significant indirect business displacement due to changes in economic patterns. Area businesses that were identified as most vulnerable to indirect displacement due to increased rents were the light industrial businesses located in areas where commercial uses would be permitted under the new zoning. However, the existing businesses in the M1-5 district—which would be rezoned to C6-3 under the proposed actions—are expected to be redeveloped with a mixed-use building containing commercial, community facility, and residential uses, and therefore would not be indirectly displaced.

Existing retail establishments within portions of the Jamaica CDB could experience rent increases, as property values could increase in some areas due to the increased pedestrian traffic. Property and business owners may seek to capitalize on the increased pedestrian traffic generated by workers, residents, and shoppers. The extent of rent increases would depend upon the incremental levels of pedestrian activity generated by the proposed actions and the location of existing storefronts relative to the areas of increased pedestrian activity; while no particular category of retail store would be immune to potential rent increases, those stores whose sales did not grow proportionately to rent increases would be most vulnerable to displacement. As discussed under "Existing Conditions" above, businesses most likely to experience this disconnect between rents and sales would be those that rely on particular demographic groups whose numbers are decreasing in the study area. Discount apparel and convenience stores along Jamaica Avenue, which appeal primarily to a low- and moderate-income customer base, may be less likely to capture spending dollars from new, more affluent residents and workers in the area.

Although some stores may be indirectly displaced, their dislocation would not constitute a significant adverse impact under CEQR. The stores that would be vulnerable to indirect displacement are not of substantial economic value to the City or region and their displacement would not significantly affect neighborhood character. Storefronts that are vacated due to indirect displacement would not remain vacant; they would turn over to other retail uses that could better capitalize on the market. Given the high residential density and the strong residential market in the study area, there would still be the local demand for neighborhood retail and services necessary to maintain their strong presence along Jamaica Avenue. Therefore, the limited indirect business displacement that could result from increased rents would not lead to major changes within these commercial strips, would not result in adverse changes to neighborhood character, and would not result in significant adverse socioeconomic impacts.

Liberty Center and AirTrain Subareas

The proposed zoning actions for the subareas, which include changes from existing C4 and M1 zoning to C6 zoning, are intended to direct economic growth and redevelopment in a manner that takes fuller advantage of the transportation assets within the area. Under the RWCDS, the proposed actions would result in a net increase of approximately 2.3 million square feet of commercial space, 368 residential units, and a decrease of 337,000 square feet of industrial uses. A vast majority of this new development is expected to occur within the JGURA in the form of mixed-use development containing office, retail, and residential uses, a hotel, new open space, and parking. This growth would be consistent with downtown urban centers in the City and would support the continued revitalization of Downtown Jamaica based in the opportunities to create new significant transit-oriented development in this regional downtown center.

Within these subareas, those uses most susceptible to indirect displacement would be the remaining light industrial uses in the rezoned areas, which would not directly benefit from the increased spending potential created by the enhanced commercial office activities or the new residents, workers and visitors' consumer purchases. Property owners in formerly M1 districts could seek to vacate existing tenants in order to redevelop the property for commercial office use, or as a mixed-use building with residential units.

While the enhancement of commercial and residential opportunities in the subareas could lead to the indirect displacement of some light industrial uses, the displacement would not be significantly adverse, because the proposed actions would reinforce certain industrial areas to allow for further industrial growth within the existing industrial core. The proposed actions result in a change of existing M1-1 zoning to M1-4 in all or portions of 11 blocks (generally located south of the LIRR Right-of-Way and north of Liberty Avenue, between 148th and 158th Streets). This zoning change would allow for the same uses but at a greater density, thereby accommodating future growth and expansion of industrial uses in this area. In addition, the M1-4 area would be part of a soon-to-be designated Industrial Business Zone, which as envisioned by the Mayor's office would receive increased governmental support for the growth and development of businesses including relocation tax credits for industrial businesses that remain in, or relocate to, IBZs; marketing of IBZs to new, relocating, and expanding businesses; conducting area planning studies to address issues and opportunities specific to each IBZ; and a guarantee that they will not be rezoned to allow residential uses.

The JGURA study summarized under "Existing Conditions" above indicates that the proposed JGURA area does possess some factors that could be depressing property values in the JGURA and surrounding area. However, existing commercial rents in the proposed JGURA and surrounding area would be more heavily influenced by the overall economic growth anticipated

for the area under the proposed actions, rather than the displacement of existing uses and properties. As discussed above, the proposed actions would grow commercial office and residential activity within the area, and the spending potential generated by that activity would have a far greater influence on rents than would the displacement of existing uses and properties within the proposed JGURA.

Hillside Avenue Subareas

Under the RWCDS, the proposed actions would result in a net increase of 1,113 residential units along Hillside Avenue within the project area, along with a net increase of 31,000 square feet of commercial uses compared to conditions in the future without the proposed actions. The residential development would generally be in medium-density buildings, with local retail located on the ground floor and residential uses located on the upper floors. As compared to conditions in the future without the proposed actions, development along Hillside Avenue would occur at higher densities and with a greater mix of commercial and community facility uses in the future with the proposed actions.

Along Hillside Avenue, the rezoning would permit higher density residential development, which could lead to further redevelopment of existing commercial and auto-related uses. Existing businesses most vulnerable to indirect displacement under the proposed actions would be certain commercial and auto-related uses along Hillside Avenue that could be redeveloped to medium-density mixed-use buildings. Existing commercial and auto-related uses that do not directly benefit from the increased business activity may not be able to afford increases in rent that may be precipitated by a property owners desire to redevelop the property.

Although some businesses may be indirectly displaced, their dislocation would not constitute a significant adverse impact under CEQR. The businesses that would be vulnerable to indirect displacement are not of substantial economic value to the City or region and their displacement would not significantly affect neighborhood character. Properties that are vacated due to indirect displacement would not remain vacant; they would be redeveloped with a mix of uses that could better capitalize on the market. Given the high residential density and the strong residential market in the study area, there would still be the local demand for neighborhood retail and services necessary to maintain their presence along Hillside Avenue. Therefore, the limited indirect business displacement that could result from increased rents would not lead to major changes within these commercial strips, would not result in adverse changes to neighborhood character, and would not result in significant adverse socioeconomic impacts.

Primary and Secondary Study Areas

The proposed actions would not result in significant adverse indirect business and institutional displacement impacts within the primary or secondary study areas. The economic activity generated by the proposed actions would be felt primarily within the project area, and would not alter or accelerate economic trends within the primary or secondary study areas. Finally, the proposed actions would not directly displace uses that substantially support businesses in the primary or secondary study area or that generate a substantial customer base for businesses in the primary or secondary study areas.

Overall, the proposed actions would not result in significant adverse indirect business and institutional displacement impacts. The proposed actions are expected to facilitate new economic growth and housing through mixed-use, transit-oriented development in Downtown Jamaica, thereby creating a vibrant center of office, retail, entertainment, residential, and community

facility uses. The proposed actions would build upon the public investments that have been made to date in this area and would take advantage of Downtown Jamaica's strategic location with respect to regional transportation access. Furthermore, the designation of the URA, street de-mapping, and disposition of City property would facilitate new development on underutilized blocks in the immediate area of the Jamaica Transportation Center.

F. CONCLUSION

In sum, it is concluded that while the proposed actions would have the beneficial socioeconomic effect of expanding the housing supply to address strong local and citywide housing demand, it could result in significant adverse socioeconomic impacts due to indirect residential displacement in portions of the project area and overall study area. The proposed actions are not expected to result in significant adverse impacts for the four other areas considered in the socioeconomic analysis: direct residential displacement, direct business displacement, indirect business displacement, and adverse effects on specific industries. Conclusions related to each of the five areas of potential socioeconomic impact are summarized below.

Direct Residential Displacement: Under the RWCDS, the proposed actions would directly displace 65 residential units, housing an estimated 207 residents. Based on the guidelines in the *CEQR Technical Manual*, the direct displacement of these residents would not result in a significant adverse impact because they do not represent a significant proportion of the project area population, they are not likely to have socioeconomic characteristics that differ markedly from the study area population as a whole, and the proposed actions would not result in the loss of any population group within the neighborhood or alter neighborhood character.

***Direct Business Displacement*:** The proposed actions would directly displace approximately 182 firms and 1,193 employees, with the largest displacement occurring in the retail sector, in particular, businesses providing clothing and accessory products. The detailed analysis concludes that the proposed actions would not cause a significant adverse direct business displacement impact because the displaced businesses are not found to have substantial economic value to the City or region, are not subject to publicly adopted plans to preserve, enhance, or protect them, and do not, individually or collectively, contribute substantially to neighborhood character.

Indirect Residential Displacement: According to the guidelines of the *CEQR Technical Manual*, the proposed actions have the potential to cause significant indirect residential displacement impacts. The actions would increase the population of the project area and overall study area by more than 5 percent and introduce residents with socioeconomic characteristics that are significantly different from the characteristics of residents in parts of the study area, and the study area contains a population that could be vulnerable to displacement pressures.

The *CEQR Technical Manual* suggests that a population increase of 5 percent or more could be large enough to trigger a socioeconomic change that would negatively affect a population at risk of displacement. The proposed action would result in a net increase of 11,337 residents in the area, which is approximately 12.3 percent more than anticipated under No Build conditions. This would represent a population increase of 5.2 percent over the future No Build condition in the combined project area and primary and secondary study areas. This increase exceeds the 5 percent threshold laid out in the *CEQR Technical Manual*. However, in recent years, the project area has experienced an increase of new market-rate residential development, attracting residents with higher-income occupations. As a whole, the socioeconomic characteristics of the

population living in the project area is already changing and, based on current trends and the RWCDS in the future without the proposed action, is likely to continue to change over the next ten years. Nonetheless, the socioeconomic characteristics of new households introduced under the proposed actions would differ from the characteristics of the population living in a portion of the unprotected housing units in some parts of the study area. These residents constitute the potentially "vulnerable" population—those who could be subject to indirect displacement under the proposed actions.

In total, it is estimated that approximately 1,835 housing units in the project area could be vulnerable to indirect displacement pressures under the proposed actions. Although the *CEQR Technical Manual* does not suggest thresholds for determining the significance of indirect residential displacement impacts, it does say that an impact could generally be considered significant and adverse if "households or individuals would be displaced by legal means…they would not be likely to receive relocation assistance, and, given the trend created or accelerated by the proposed action, they would not be likely to find comparable replacement housing in their neighborhood." There is the potential for this to be the case for low- and moderate-income residents living in unprotected housing units in the project area—a population estimated to be about 5,400 individuals, according to currently available data and conditions.

Indirect Business and Institutional Displacement: The proposed actions would not result in significant indirect business and institutional displacement impacts. Within portions of the study area, the development anticipated under the proposed actions would add to the concentration of a particular sector of the local economy in ways that would alter existing economic patterns. And while these changes in economic conditions could result in some limited indirect business displacement, the displacement would not be significantly adverse. The proposed zoning actions are intended to direct economic growth and redevelopment in a manner that takes fuller advantage of the transportation assets and infrastructure within the area. The businesses that would be vulnerable to indirect displacement are not of substantial economic value to the City or region, and their displacement would not adversely affect neighborhood character.

Adverse Effects on a Specific Industry: The proposed actions would not result in significant adverse affects on business conditions in any industry or category of business, nor would the proposed actions indirectly substantially reduce employment or impair the economic viability of any industry or category of business. The businesses that could be directly or indirectly displaced are not essential to the survival of other industries within or outside of the study area and they do not, for example, serve as the sole provider of goods and services to an entire industry or category of business in the city. ✷