

STUDY SUBMITTED BY: FLUSHING WILLETS POINT CORONA LOCAL DEVELOPMENT  
CORPORATION (FWCLDC)

# Flushing Brownfield Opportunity Area Nomination Study

---

Community of Flushing, Queens County, NY



**FLUSHING WATERFRONT REVITALIZATION PLAN**

**9/8/2017**

# Flushing Waterfront Revitalization Plan

NYS Brownfield Opportunity Areas Program

Nomination Step 2

Flushing, New York

September, 2017

## Flushing Willets Point Corona Local Development Corporation (FWCLDC)

Prepared by:

NYC Department of City Planning

With:

AECOM

AKRF, Inc.

Mathews Nielsen Landscape Architects

SHoP Architects

Vanasse Hangen Brustlin, Inc.

Akerman Senterfitt

*This Flushing Waterfront Revitalization Plan was prepared for the FWCLDC and the New York State Department of State with state funds provided through the Brownfield Opportunity Areas Program.*

## TABLE OF CONTENTS

---

<b>EXECUTIVE SUMMARY.....</b>	<b>1</b>
A. Introduction .....	1
B. Project Description and Boundary .....	1
C. Public Participation Plan .....	2
D. Analysis of the Flushing Waterfront BOA .....	4
E. Economic and Market Trend Analysis.....	8
F. Strategic Areas and Sites.....	8
G. Flushing Waterfront Revitalization Plan (“The Plan”) Recommendations .....	9
H. Next Steps .....	11
<b>CHAPTER 1: PROJECT DESCRIPTION AND BOUNDARY .....</b>	<b>12</b>
A. Lead Project Sponsors.....	12
B. Project Overview and Description .....	13
C. Study Area Boundary Description and Justification .....	14
<b>CHAPTER 2: PUBLIC PARTICIPATION PLAN .....</b>	<b>18</b>
A. Introduction.....	18
B. Targeted Outreach.....	18
Stakeholder Advisory Committee .....	18
Local Organizations .....	19
Elected Officials and Community Board 7.....	20
City and State Agency Representatives .....	20
Property Owners and Tenants .....	22
C. Public Outreach Materials and Methods.....	23
D. Public Events and Stakeholder Advisory Committee Meetings .....	23
<b>CHAPTER 3: ANALYSIS OF THE FLUSHING WATERFRONT BOA.....</b>	<b>29</b>
A. Introduction.....	29
B. Socioeconomic Conditions .....	29
Baseline Demographic Conditions .....	29
Age Distribution .....	31
Race and Ethnicity.....	31
Income .....	33
Workforce and Skills .....	34
Housing Trends .....	35

C. Analysis of the Flushing Waterfront BOA.....	36
Zoning, Land Use, and Public Polic.....	36
Zoning.....	36
Land Use.....	36
Development Activity.....	39
Public Policy .....	41
Land Ownership .....	48
Parks and Open Space.....	49
Building Inventory .....	52
Historic or Archeologically Significant Sites .....	52
Designated Landmark Buildings.....	55
Infrastructure .....	55
Water Supply .....	55
Sanitary Sewer .....	56
Stormwater.....	56
Energy .....	58
Natural Resources and Environmental Features.....	58
Mapped Wetlands and Water Resources.....	59
Coastal Zone .....	60
Floodplains .....	60
Resiliency .....	62
Water Resources .....	64
Geology, Soils and Topography .....	64
Groundwater .....	65
Threatened, Endangered and Concern Species.....	65
Transportation Systems .....	67
Traffic Conditions and Vehicular Safety.....	68
Parking.....	68
Transit.....	69
Bicycles and Pedestrian Facility Conditions.....	69
Safety.....	73
Potential Brownfield Sites, Including Vacant or Underutilized Properties .....	74
Summary of Previous Assessments.....	74
Potential Contaminants of Concern.....	75
Sites Needing Further Environmental Investigation.....	77
Benefits of BOA Designation.....	81

<b>CHAPTER 4: ECONOMIC AND MARKET TREND ANALYSIS.....</b>	<b>84</b>
A. Office/Commercial Development .....	85
B. Retail Development .....	85
C. Residential Development.....	86
<b>CHAPTER 5: STRATEGIC AREAS AND SITES.....</b>	<b>89</b>
A. Southern Waterfront and Upland Area .....	89
B. Mixed-Use Area .....	89
C. Northern Commercial and Light Industrial Area.....	90
D. Southern Commercial and Residential Area .....	90
Strategic Development Sites Selection.....	92
RWCDs Strategic Sites.....	94
<b>CHAPTER 6: FLUSHING WATERFRONT REVITALIZATION PLANS AND RECOMMENDATIONS.....</b>	<b>104</b>
A. Zoning Recommendations .....	104
Special Flushing Waterfront District (SFWD).....	105
New City Planning Review and Oversight Action.....	108
Mandatory Inclusionary Housing Area.....	109
Recommended Rezoning.....	109
Special Mixed-Use District.....	109
B. Infrastructure and Service Recommendations.....	116
Parks and Open Space.....	116
Transportation Systems .....	116
Flushing Creek.....	117
Affordable Housing Development and Preservation .....	118
Economic Development .....	118
C. Next Steps.....	119

Appendix A: Public Participation Materials

Appendix B: Inventory and Analysis Backup

Appendix C: Design Presentations, Further Design, Affordable Housing Presentations and Market Analysis

## LIST OF TABLES

---

Table 2-1: Stakeholder Advisory Committee .....	18
Table 2-2: BOA Steering Committee.....	19
Table 2-3: Elected Officials.....	20
Table 2-4: Interagency Meetings.....	20
Table 3-1: Key Buildings.....	52
Table 3-2: Designated Landmark Buildings in ¼-Mile Study Area.....	55
Table 5-2: RWCDs Strategic Sites .....	96-103

## LIST OF IMAGES

---

Image 1: Downtown Flushing Parking Guide .....	72
Image 2: 2015 NYC Bike Map .....	73

## LIST OF FIGURES

---

Figure 1.1: Regional Context.....	16
Figure 1.2: Study Area Boundaries .....	17
Figure 3.1: Area of Demographic Analysis.....	30
Figure 3.2: Age Distribution .....	31
Figure 3.3: Population by Race.....	32
Figure 3.4: Population by Asian Ethnicity .....	32
Figure 3.5: U.S. Citizenship Status .....	33
Figure 3.6: Median Household Income.....	33
Figure 3.7: Income Brackets.....	34
Figure 3.8: Types of Occupation .....	34
Figure 3.9: Housing Tenure .....	35
Figure 3.10: Units in Structure .....	35
Figure 3.11: Existing Zoning and Land Use .....	37
Figure 3.12: Block and Lot.....	40
Figure 3.13: Development Activity.....	44
Figure 3.14: Existing Property Owners and Businesses.....	50
Figure 3.15: Existing Public Open Space.....	51
Figure 3.16: Key Buildings.....	53
Figure 3.17: Historic Sites .....	54
Figure 3.18: DEC Tidal Wetlands .....	61
Figure 3.19: FEMA FIRMS and PFIRMS .....	63
Figure 3.20: Topography.....	66
Figure 3.21: Transportation Systems .....	70
Figure 3.22: Potential Brownfield Sites .....	82
Figure 3.23: Sites Located in NYS DEC Designated En-Zone.....	83
Figure 5.1: Strategic Areas.....	91
Figure 5.2: Reasonable Worst Case Development Scenario Strategic Sites... ..	96
Figure 6.1: Recommended Actions.....	110
Figure 6.2: Subdistrict A: Recommended Street and Open Space Network .....	111
Figure 6.3: Illustrative Waterfront Site Plan.....	112
Figure 6.4: Illustrative Waterfront Rendering .....	113
Figure 6.5: Illustrative Schematic Views.....	114

## EXECUTIVE SUMMARY

### A. INTRODUCTION

This Flushing Waterfront Brownfield Opportunity Area (BOA) Nomination Planning Study was funded with a New York State Department of State (NYSDOS) grant under Step 2 of the New York State BOA Program. The Flushing Waterfront BOA Plan is sponsored by the Flushing Willets Point Corona Local Development Corporation (FWCLDC) - a 501(c)(3) community-based, non-profit organization composed of private and public stakeholders in the greater Flushing, Willets Point and Corona areas. In 2010, the FWCLDC selected a consultant team led by AKRF Inc., SHoP Architects and Matthews Nielsen Landscape Architects to conduct the BOA planning study within the area located between Downtown Flushing and the Flushing Creek/Van Wyck Expressway.

In late 2014, the FWCLDC sought assistance from the New York City Department of City Planning (DCP) to complete the remainder of the Step 2 work: preparing report documents for the Flushing Waterfront BOA Nomination Study and creating the related master plan, which shall hereinafter be referred to as the Flushing Waterfront Revitalization Plan ("the Plan"). DCP agreed to work with the community and the FWCLDC to complete the master planning tasks begun in 2011 under the BOA grant and simultaneously examine additional strategies to support growth and quality of life in the broader Downtown Flushing area. This broader examination was conducted as part of a comprehensive neighborhood planning process, called Flushing West, in support of Mayor de Blasio's [Housing New York Plan](#) that seeks to create opportunities for affordable housing across the City. The broader neighborhood planning process was launched in early 2015 and engaged community groups, local elected officials, and City agencies through mid-2016, at which point, DCP and partnering agencies placed the Flushing West study on indefinite hold at the request of local community groups and elected officials. The decision to halt work on the Flushing West study was made due to shared concerns that the preliminary strategies for accommodating additional density being considered as part of it may not adequately address Flushing's distinct infrastructure challenges.

Afterward, work resumed to complete the BOA master planning study, which, as mentioned above, is titled the Flushing Waterfront Revitalization Plan. Its land use recommendations are consistent with community goals and objectives identified through outreach originally launched at the beginning of the BOA study and then expanded during the Flushing West planning process. It is intended that the planning approach outlined in this report will support the revitalization of brownfield sites at or near the waterfront, and provide momentum to achieve a more economically vibrant, socially diverse and improved quality of life in this emerging area of Downtown Flushing.

### B. PROJECT DESCRIPTION AND BOUNDARY

The Flushing Waterfront Revitalization Plan seeks to spur the revitalization and well-coordinated redevelopment of underutilized and environmentally-challenged areas near the Flushing waterfront. The Plan's study area ("Study Area") is generally located between the Flushing Creek and the burgeoning area of downtown Flushing two blocks to the east. This neighborhood is within Community District 7 in the Borough of Queens, New York City, and New York State (See Figure 1.1, "Regional Context"). The Study Area within the Flushing Waterfront Revitalization Plan is generally bounded by Northern Boulevard to the north, Roosevelt Avenue to the south, Prince Street to the east, and the Flushing Creek/Van Wyck Expressway to the west (see Figure 1.2, "Study Area Boundaries"). It encompasses approximately 62 acres, including street beds, undevelopable wetlands and a portion of Flushing Creek. The 116 tax lots within the



Study Area total approximately 32 acres, and the land uses found here are dominated by underutilized commercial and light industrial property. The Study Area comprises the western section of Downtown Flushing, which is bounded by 35th Avenue to the north, Union Street to the east, Sanford Avenue/Long Island Rail Road to the south, and the Van Wyck Expressway to the west.

The Plan aims to set the stage for future completion of a Step 3 Implementation Strategy and eventual designation of the Flushing waterfront as a Brownfield Opportunity Area by the New York Department of State. The land use recommendations described as part of the Plan are intended to serve as the basis of future private land use applications crafted to implement them. If the land use recommendations outlined in the plan are implemented, they will be subject to the City Environmental Quality Review (CEQR) process, which identifies potential adverse environmental effects of recommended actions, assesses their significance, and proposes measures to eliminate or mitigate potential significant adverse impacts. To support the CEQR process, an analysis of the likely environmental impacts of the land use recommendations was completed as part of an Environmental Assessment Report (EAR), which is attached to this report, and will also be made available to use for private applicants. Findings from the EAR may be used to support the CEQR process in the future when private applicants proceed with filing for zoning changes to implement the Revitalization Plan. In addition, site assessments on strategic brownfield sites may be eligible for funding if environmental data is required through the New York State Department of Environmental Conservation brownfields program.

The following vision statement is the result of extensive community outreach for this planning study:

#### *Flushing Waterfront Revitalization Plan Vision Statement*

To create opportunities for the revitalization, rehabilitation and community-oriented redevelopment of underutilized, vacant, and environmentally-challenged areas near the Flushing waterfront through recommendations intended to facilitate the coordinated development of new mixed-use buildings, the creation of new public walkways and open space along the waterfront and the extension of pedestrian and vehicular circulation systems from the downtown to the waterfront in order to support a more economically vibrant, socially diverse and improved quality of life in this vicinity of Downtown Flushing.

To achieve this vision, the land use recommendations outlined throughout this report are guided by a robust public engagement process with the community and stakeholders. The following objectives are a culmination of those discussions

- Encourage walkability by extending pedestrian and vehicular circulation connections from the vibrant downtown area to the waterfront and creating opportunities for new waterfront walkways and open space;
- Identify strategies to improve area environmental conditions in order to support current and future quality of life needs; and
- Support the area's thriving business culture by expanding the downtown core to large waterfront sites which can house a range of new enterprises.

### **C. PUBLIC PARTICIPATION PLAN**

As it undertook the preparation of a draft land use, zoning and master planning effort initiated in 2011, the FWCLDC and its study team solicited feedback from a community advisory focus group that included a wide range of community stakeholders, including local civic and community organizations, property owners, tenant businesses and elected officials for input on their vision for the future of the area.

Community engagement was conducted through town hall meetings, targeted discussions, surveys and site visits. Multiple city and state agencies advised the FWCLDC throughout its planning process as well.

To add to FWCLDC's outreach efforts, a Stakeholder Advisory Committee was organized by DCP that included not only FWCLDC's community advisory focus group, but also comprised of additional local advocacy organizations, local elected officials, property owners, business groups, Queens Community Board 7 members and relevant City agency representatives. Through a series of 12 public and stakeholder group meetings held between late April 2015 and early May 2017, input was solicited from area residents and stakeholders to identify key challenges and opportunities in the broader Downtown Flushing neighborhood, and this public feedback informed the key objectives of the study. For the public outreach events advertisements in local papers and flyers were prepared in English, Mandarin, Korean and Spanish languages, and translation services were available at them.

The following objectives are identified as the guiding principles for this study:

#### *Flushing Waterfront Revitalization Plan Objectives*

The Plan aims to address the following objectives, as identified and confirmed by community stakeholders as key neighborhood priorities:

1. *Encourage walkability by extending the vibrant downtown area to the waterfront and creating opportunities for new open space.*

A chief desire of the community is to create a publicly-accessible, passive recreation destination along Flushing Creek's shoreline, as well as to address the lack of local open space within the western portion of Downtown Flushing. A key land use recommendation of the Plan is the creation of a special district to facilitate development that would require additional public access areas on the waterfront and require new projects to provide a new private street network and pedestrian circulation routes to better connect waterfront blocks to upland portions of the Study Area.

2. *Identify strategies to improve area environmental conditions in order to support current quality of life needs and future growth.*

The planning process for this study was organized thorough coordination with numerous City and State agencies to work collaboratively to address environmental challenges associated with developing on the waterfront, including long-term opportunities to improve Flushing Creek's water quality, and site remediation support to tackle any lingering effects of contamination as a result of the area's long history of industrial use.

3. *Support the area's thriving business culture by expanding the downtown core to large waterfront sites which can house a range of new enterprises.*

Downtown Flushing is one of the most active regional retail and hospitality areas in New York City, and it is emerging as a growing office center catering to the region's spectrum of Asian communities. As it fosters redevelopment of underutilized waterfront sites, the Plan's recommendations seek to promote the construction of buildings that can house a mix of business uses to expand dynamic commercial activity beyond the current core area of Downtown Flushing.

## **D. ANALYSIS OF THE FLUSHING WATERFRONT BOA**

### *BACKGROUND*

Over the last two decades, New York City agencies including the Department of City Planning (DCP), New York City Economic Development Corporation (EDC), and the New York City Department of Transportation (DOT), in collaboration with the community, have carried out a number of studies and actions intended to guide future development in Downtown Flushing. This inter-agency work has included the formation of a comprehensive planning framework, a rezoning strategy, and redevelopment strategies to address specific brownfield sites. While these studies and actions have resulted in some changes in Downtown Flushing, they have not engendered significant changes in the waterfront area. In particular, they have not been fully successful in integrating the area lying west of Prince Street to the Flushing Creek waterfront into the dynamics of the downtown core area in terms of design, development or access to the waterfront.

### *EXISTING ZONING AND LAND USE REGULATIONS*

Existing zoning in the Study Area is composed of three districts that primarily allow regional commercial uses, as well as manufacturing uses: C4-2, M1-1, and M3-1 (See Figure 3.11, “Existing Zoning and Land Use”). A C4-2 district encompasses the majority of the Study Area, and it is generally bounded by 36th Road, Prince Street, Roosevelt Avenue, Flushing Creek. C4 districts are intended for regional commercial centers where uses serve an area larger than a neighborhood shopping area. An M1-1 district is located in the northeastern section of the area, in an area generally including a mix of low-rise commercial, light industrial, and community facility uses. M1-1 Districts allow a range of manufacturing and commercial uses, but this zone does not permit new residential uses. An M3-1 district is mapped along the waterfront in the northern portion of the area, where a lumber and hardware supplier and a scrap yard are currently located. M3 manufacturing districts generally allow more intensive, heavier, industrial uses compared to other manufacturing districts. Residential uses are not allowed in M3 districts.

The City’s Waterfront Zoning Regulations apply to sites along Flushing Creek, and these rules are intended to maintain and reestablish physical and visual public access to and along the waterfront through the promotion of a mix of uses in new waterfront-located developments and the protection of natural resources along the shoreline. However, the distinct zoning regulations that have applied to properties within waterfront blocks, west of College Point Boulevard and Janet Place since 1998 have not effectively achieved their objectives of creating useful waterfront public access. The single development that has occurred in this vicinity, Sky View Parc, has encountered significant delay in providing its shorefront walkway due to an extended time period needed to complete a phased project construction schedule and remediation in an adjoining portion of Flushing Creek. Additionally, the long building walls found at this project’s base are unlikely to encourage pedestrian movement towards the waterfront once the shoreline improvements are in place. The shortcomings of this large-scale mixed-use project indicate a need to revise the area’s waterfront access plan to reflect a shorefront walkway design and site planning strategy that is more conducive to the large, irregularly-shaped lots found in this unique waterfront area.

Due to its location within the LaGuardia Airport flight path, with runways less than two miles away to the northwest, the height of buildings within the Study Area are restricted by special zoning height regulations that apply around the City’s airports in order to prevent new developments from creating obstructions to air navigation. Developments may be allowed to exceed these lowered zoning height limits if a special permit is obtained from the City’s Board of Standard and Appeals (BSA) that determines the proposed structure would not obstruct air traffic circulation. This additional process of submitting special permit requests to the BSA adds to the difficulty of developing in the Study Area.

## *LAND OWNERSHIP*

Land ownership is a critical factor under the BOA Program which seeks to identify catalytic sites that can spur redevelopment in a BOA-designated area. Publicly-owned land or large tracts of land and land held in common ownership may be easier to redevelop in accordance with the goals of a plan compared to smaller, privately-owned parcels. The Study Area lacks vacant publicly-owned properties that could support new development, however, it includes four large, underutilized, privately-owned parcels along the waterfront and a few clusters of parcels under common ownerships, which are located in the northern upland area, primarily around Bud Place, King Road, and 36<sup>th</sup> Road. A map showing all the existing property owners in the study area are shown in Figure 3.14. Outreach and engagement with the owners of these key waterfront (east of College Point Boulevard) and upland sites (west of College Point Boulevard) has helped shape the land use recommendations and helped build consensus on a private street network and other common land use goals.

## *OPEN SPACE*

Although there are no public parks or open space within the Study Area, one recreational resource is located within the nearby portion of Downtown Flushing, namely Bland Playground, a .55-acre park located at the junction of 40<sup>th</sup> Road and Prince Street. Additionally, Flushing Meadows Corona Park (FMCP) is an approximately 897-acre regional park located to the southwest of the Study Area and Downtown Flushing. Through input from the public engagement process, the Plan recommends improved signage along College Point Boulevard to indicate the nearest entry to FMCP from the Study Area and Downtown Flushing, as well as additional street tree planting along this corridor to improve pedestrian amenity.

## *BUILDING INVENTORY*

BOA Plans should identify key buildings, including key activity anchors or important structures serving as historical or community resources. Most of the Study Area is comprised of low-rise utility structures dating from the 20<sup>th</sup> Century. Standing out among area buildings is the former “Serval Zipper” building, now occupied as a storage facility by U-Haul. Since the late 1920s, the prominent clock tower at the top of the U-Haul building has served as a visual landmark for the Flushing waterfront area. Due to this area’s long history of active industrial use, the only other key building within the Study Area to identify for its civic significance is Ebenezer Baptist Church located at 36-12 Prince Street (see Figure 3.16, “Key Buildings”).

## *HISTORIC OR ARCHEOLOGICALLY SIGNIFICANT AREAS*

There are no designated historic resources within the Study Area, but the “Serval Zipper” building’s clock tower is a potential architectural resource. Outside of the Study Area within the Downtown Flushing neighborhood context, there are five designated landmark sites: Flushing Town Hall, Friends Meeting House, Flushing High School, Lewis H. Latimer House, and Saint George’s Church (see Figure 3.17, “Historic Sites”). The design activities undertaken for the Study Area noted the lack of proximity to these architectural resources and did not identify any opportunities to create or strengthen any visual corridors or pedestrian connections to the Study Area. Many of the potential brownfield sites within the Study Area may have experienced some disturbance as a result of historic and modern development, and additional analysis would be necessary to determine if any of these sites may be archaeologically sensitive.

## *INFRASTRUCTURE*

Future redevelopment of the Flushing waterfront is not expected to overburden the existing water supply, sanitary sewer, and energy systems. The Study Area is already developed with existing water and sewer and electrical and gas connections. Any incremental development would not be expected to result in a significant additional demand for potable water or energy supply. The attached EAR findings conclude that there will be minimal impact to total daily water demand under potential new development under recommended actions, compared to potential new development under existing conditions. Connecting to the City's sanitary sewer system requires certification from DEP as part of the building permit process. New development sewer certification review ensures that sufficient capacity exists in both the sewer network fronting the location of new development or alteration as well as in downstream sewer pipes to accommodate additional discharges from new potential development.

Also, it is anticipated that as waterfront sites are redeveloped, they will seek permits from the NYS Department of Environmental Conservation (NYSDEC) for new stormwater outfalls into Flushing Creek and, thereby, minimizing these flows into the area's combined sewer network (CSO). The Plan notes that the NYC Department of Environmental Protection (NYCDEP), as part of its water quality improvement activities, will identify opportunities for creating bioswales within the Flushing Creek drainage area to better manage stormwater runoff.

#### *NATURAL RESOURCES AND ENVIRONMENTAL FEATURES*

The Flushing Waterfront BOA Nomination Study presents an opportunity to explore the potential for optimizing more environmentally-sensitive redevelopment strategies along the water's edge and incorporating sustainable development features, such as waterfront open space and passive recreational areas, and stormwater retention via potential bio-swales or other green infrastructure throughout the creek's drainage area. Currently, there is no public access to Flushing Creek within the Study Area. The recommendations for potential open space improvements and connections, such as a waterfront esplanade, parks, and upland connections, were based on a combination of factors, including the environmental conditions in the brownfield area and the design studies undertaken for the planning study.

There are a number of parcels along the river that have either degraded hard edges (remnants of bulkheads) or soft edges. The Plan has considered all of these shoreline conditions, and they will continue to be of importance throughout the course of implementing a public waterfront esplanade along the eastern shoreline of Flushing Creek. Based on initial meetings with some of the waterfront property owners, there is interest in both short- and long-term shoreline stabilization options, and in understanding the permitting process and potential funding sources for bulkhead repair.

NYSDEC has tidal wetlands jurisdiction on at least two of the waterfront sites and further analysis with NYS DEC is required for determination of shoreline stabilization and the options that may be available to these waterfront property owners. Waterfront property owners are invited to submit jurisdictional determination requests to NYSDEC; permits will be required in order to reconstruct or repair the bulkhead, develop other shoreline stabilization methods, to develop within the adjacent tidal wetland area (including construction of a public walkway). Such considerations have informed the planning and design recommendations for the Plan, particularly along the waterfront, and will continue to be considered through implementation of any redevelopment program along Flushing Creek.

#### *TRANSPORTATION SYSTEMS*

The NYC Department of Transportation (NYCDOT) has identified Downtown Flushing as a Vision Zero Priority area which focuses on ending pedestrian traffic deaths and injuries on New York City streets.

NYCDOT has implemented several streetscape improvements along College Point Boulevard between Northern Boulevard and Roosevelt Avenue to enhance pedestrian safety. These safety measures include pedestrian crosswalk upgrades with five new concrete medians, and the FWCLDC maintains plantings on these new medians. The Plan's recommendations include having waterfront property owners develop a private street network to alleviate traffic congestion on heavily used Roosevelt Avenue and College Point Boulevard and work with NYCDOT to connect it to the surrounding street grid. It would include a new intersection on College Point Boulevard between 37<sup>th</sup> and 39<sup>th</sup> avenues. In addition, greater regional access to and from Downtown Flushing has been achieved with the implementation of a new SBS (Select Bus Service) route. The new Q44 Limited streamlines connections from Flushing to Jamaica to the south and the Bronx to the north.

Heavy pedestrian traffic flows into and out of the Metropolitan Transit Authority New York City Transit's (NYCT) No. 7 terminal station at its current stair, escalator and elevator access points along very busy portions of Main Street and Roosevelt Avenue. According to the New York City Transit Authority the average weekday May, 2017 ridership entries (including bus to subway transfers) at the No. 7 station was 62, 064 making it one of the busiest stations in the City. Access to the Long Island Rail Road's (LIRR) Flushing Main Street station platforms is being improved with new elevators, new stairs, lighting, painting, rails and new ticket machines. The MTA has \$24.6 million in the budget for this effort, and construction is expected to be completed in late 2018.

The streets of Downtown Flushing not only serve as a passenger transfer point from the No. 7 subway and LIRR, but the area is also the terminus for several bus lines and local streets are congested with bus layover locations where buses park between service periods. The Flushing Waterfront BOA planning process included consultation with MTA to preliminarily discuss bus layover needs and the potential for access improvements for the No. 7 subway station.

#### *POTENTIAL BROWNFIELD SITES, INCLUDING VACANT AND UNDERUTILIZED PROPERTIES*

New York State defines brownfields as sites where there is confirmed contamination (or a reasonable basis to believe that contamination is likely to be present), which may complicate a site's development or reuse. In order to determine if hazardous materials may be present within sites within the Study Area, past planning reports and regulatory documents were analyzed, in tandem with a previous assessment performed by AKRF, to identify existing conditions within the Study Area. The assessment performed by AKRF indicated some potential for contamination on all lots within the boundaries of the Study Area, whether based on past or present on-site industrial or auto-related uses. In addition to AKRF's findings, DCP identified additional sites that are adjacent to the lots categorized as potential brownfield sites. These lots were considered to be potential brownfields as well, due to their proximity to potentially contaminated soil or groundwater.

The identified potential brownfield sites consist of land that is vacant or developed with buildings less than 50 percent of the allowable floor area ratio (FAR) in accordance to current zoning, generally with a history of manufacturing, auto-related uses, and/or petroleum storage. Further investigations, including the collection of soil and groundwater samples and/or review of records of previous investigations, where available, are recommended for any redevelopment site within the Study Area.

## **E. ECONOMIC AND MARKET TREND ANALYSIS**

Flushing's trend for business and residential development continues to grow stronger, and was not especially diminished during the recent major recession. The 2011 NY State Comptroller's report stated

that Flushing's number of businesses grew by 37.6 percent between 2000 to 2009, compared to the 5.7 percent in the rest of the city and that the number of jobs in Flushing has grown substantially since 2005. With its many ethnic restaurants, produce stores, and retail establishments, Flushing is a shopping destination. In addition, Flushing's abundant health care and social assistance services have accounted for the significant growth in jobs and small businesses that attract people from across the city and region.

An increasing trend is Flushing developers' seeking to build developments containing a broad mix of uses that include residential, hotel, retail and office components. Several successful mixed-use commercial development projects have been completed in the western portion of Downtown Flushing in recent years including Sky View Parc (800,000 square-foot retail complex combined with approximately 800 residential units, whose 1,200-unit second phase is scheduled to be completed and occupied by the end of 2017); One Fulton Square (a 330,000 square-foot mixed-use development consisting of hotel, retail, office, residential and community facility uses, completed in 2015); and Prince Plaza (51,000 square feet of retail uses and 72 residential units, completed in 2008). One block east of Main Street is Flushing Commons, which is currently completing its Phase I construction (when fully built out it will include a total of 275,000 square feet of retail, 185,000 square feet of office space, a 250-room hotel, a new community facility space, 1.5 acres of public open space and 620 residential units).

A major component of growth in Flushing is its great locational advantage to the regional transportation network. It is well-served by both roads and mass transit. The NYCT and Nassau Inter-County Express (NICE) bus services with numerous bus lines serve as an intermodal hub to the No. 7 terminal station and the MTA's LIRR station in Downtown Flushing. Northern Boulevard connects with the Van Wyck Expressway and Grand Central Parkway to provide access to both LaGuardia and John F. Kennedy airports.

As land use development trends indicate, the future market vitality for Flushing is strong in both commercial and retail sectors and interest on the several underutilized properties by the waterfront has increased and with the implementation of the Plan's recommendations, the area will be on the path to become an even more economically vibrant, mixed-use neighborhood.

## **F. STRATEGIC AREAS AND SITES**

Four separate strategic areas have been identified within the Study Area (see Figure 5.1, "Strategic Areas"). These strategic areas were determined based on the nature of existing uses and zoning, their capacity to support catalytic transformational uses, and the need to adjust land use regulations in order to achieve them. The selection of strategic sites was based on amount of land area, waterfront location, and criteria used for the selection of development sites as part of the City Environmental Quality Review (CEQR) process. These four strategic areas are:

### **1. Southern Waterfront Area**

This area (roughly bounded by 37<sup>th</sup> Avenue to the north; College Point Boulevard/Janet Place to the east; Roosevelt Avenue/39<sup>th</sup> Avenue to the south, and Flushing Creek to the west), includes large, generally vacant or underutilized waterfront properties that provide opportunities to site new buildings that combine lower floors for destination commercial uses that draw foot traffic from Downtown Flushing with residential floor above; provide new public open space amenities along the waterfront; and establish a new pedestrian and vehicular circulation network between College Point Boulevard and the waterfront.

### **2. Mixed-Use Waterfront Area**

This area (roughly bounded by 36<sup>th</sup> Avenue to the north; College Point Boulevard to the east; 37<sup>th</sup> Avenue

to the south; and Flushing Creek to the west), also contains primarily underutilized properties, but it has the potential for an even broader range of uses that includes mixed commercial and residential buildings similar to those sought for the Southern Waterfront Area, along with primarily commercial and light industrial buildings. New public open space along the waterfront will also be required in this area, and a portion of any future residential development would be made permanently affordable under the City's Mandatory Inclusionary Housing (MIH) program.

3. Northern Commercial and Light Industrial Area

This area (roughly bounded by Northern Boulevard to the north; Prince Street to the east; 36<sup>th</sup> Road to the south; and College Point Boulevard to the west), currently contains active light industrial and commercial uses. Due to its current high occupancy rate and its close proximity to a manufacturing zoning district to the north, continuing commercial and light industrial uses is recommended for now, with future assessments of its residential development potential to depend on local market trends.

4. Southern Commercial and Residential Area

The area borders the Downtown Flushing core, and currently, there is significant medium density commercial and market-rate residential redevelopment occurring in this area under the existing C4-2 zoning (roughly bounded by 36<sup>th</sup> Road to the north; Prince Street to the east; 39<sup>th</sup> Avenue/Roosevelt Avenue to the south; and College Point Boulevard/Janet Place to the west). With the recent market indications of the area's strong viability, no land use change is recommended, and it is expected that growth will continue in this area.

Since new land use strategies are identified only for the Southern Waterfront and Mixed-Use Waterfront areas, strategic sites within these two areas were screened by utilizing the process used for the identification of development sites for preparation of a Reasonable Worst Case Development Scenario (RWCDs), pursuant to the CEQR process. See Figure 5.2, "RWCDs Strategic Sites". The strategic importance of these sites was determined based upon their land area and upon their potential to create pedestrian connections between Downtown Flushing and the waterfront, potential to create additional open space or a waterfront esplanade, and potential to spur additional economic development. A total of six strategic sites were identified, and a detailed analysis of them is included in Table 5-1: RWCDs – Strategic Sites and also Chapter 1 in the Environmental Assessment Report (EAR)

**G. FLUSHING WATERFRONT REVITALIZATION PLAN ("THE PLAN") RECOMMENDATIONS**

In order to fulfill the vision of creating the opportunity for the well-coordinated revitalization, rehabilitation and community-oriented redevelopment of the Study Area, the following recommendations have been compiled to set the stage for supporting a healthy and vibrant quality of life in the Study Area that will support the expansion of Downtown Flushing. Recommendations are based on the community-based goals identified during the planning process, agency consultation, and the results of the inventory and analysis of the physical and environmental conditions in the Study Area.

*LAND USE RECOMMENDATIONS*

The Plan seeks to facilitate the development of a vibrant, mixed-use neighborhood that would serve as an extension of Downtown Flushing, but with a distinct waterfront setting and well-designed sidewalks and streets that are safe and inviting for residents, workers and visitors. The Plan would support broadly mixed-use development generally at existing medium densities, but it is also recommended to have a targeted mixed-use rezoning along a portion of the waterfront that would allow new market-rate and affordable housing opportunities and a variety of retail and commercial services to support the Flushing economy.



To achieve this vision of a new, vibrant, well-planned extension of Downtown Flushing, the Plan's recommended land use regulatory strategy consists of a zoning text amendment to create a Special Flushing Waterfront District (SFWD), encompassing the sites lying between the eastern shorefront of Flushing Creek and College Point Boulevard. The SFWD should include the Sky View Parc site south of Roosevelt Avenue so that the SFWD regulations would fully replace the existing Waterfront Access Plan (WAP), and the SFWD provisions should modify various aspects of waterfront zoning and underlying zoning districts to improve both pedestrian access and vehicular circulation to the waterfront sites with a private street network. The SFWD also should provide appropriate building massing flexibility that includes allowing the heights of future developments along the waterfront to moderately exceed current airport zoning height limits through a streamlined inter-agency consultation and review process involving the Federal Aviation Authority, the Port Authority of New York and New Jersey and the NYC Planning Commission Chair.

The land use strategy also includes a recommendation to replace portions of the existing C4-2 and M3-1 districts along the waterfront with an M1-2/R7A mixed-use (MX) district. This targeted rezoning recommendation includes the creation of a Mandatory Inclusionary Housing (MIH) area that would be established in conjunction with the recommended MX M1-2/R7A district. Based on the EAR's conservative analysis of air quality, however, developments with residential uses in this potential MX area may depend on the completion of plans to reduce emissions from a NYC DOT-owned asphalt plant west of Flushing Creek.

The following summary lists the recommended land use strategies and associated zoning changes:

- a) A zoning text amendment to replace the existing Waterfront Access Plan (WAP) with a Special Flushing Waterfront District (SFWD) whose regulations would ensure the creation of a greater amount of waterfront open space, as well as additional pedestrian connections between the upland areas and the shoreline;
- b) Within the SFWD text amendment, require the creation of a private street network that would improve vehicular and pedestrian circulation through the major waterfront sites, including Strategic Sites 1 - 4;
- c) Within the SFWD text amendment, modify certain regulations related to height, setback, use and parking within the special district;
- d) Within the SFWD text amendment, establish a new City Planning Commission (CPC) Chair Certification to allow limited additional building height waivers within the area subject to airport zoning height limits;
- e) A zoning map amendment to replace portions of existing C4-2 and M3-1 districts with an M1-2/R7A mixed-use (MX) district; and
- f) A zoning text amendment to establish a Mandatory Inclusionary Housing (MIH) area to require that a percentage of any new housing developed in the rezoned MX M1-2/R7A district be permanently affordable.

#### *CAPITAL AND SERVICES RECOMMENDATIONS*

The Plan includes recommendations for a targeted capital improvement strategy in order to support the envisioned transformational development within portions of the Study Area. These limited investments would be made by pertinent entities to enhance opportunities for new open space, improve pedestrian flows along area sidewalks and access to area transit resources, improve vehicular movements through key intersections and support the long-term improvement of water quality in Flushing Creek.

## NEXT STEPS

The analyses, description of the key findings, and the various recommendation and strategies outlined in the Flushing Waterfront Revitalization Plan complete Step 2 Nomination in the Brownfield Opportunity Area Program. The zoning recommendations are intended to be utilized in private land use applications focused on waterfront sites. An analysis of the likely environmental impacts of the land use recommendations was completed as part of a related Environmental Assessment Report (EAR) which will be made available to private applicants. Individual property-owners on the waterfront are expected to work together and file applications for zoning changes and waterfront certifications for future development projects. Any zoning changes will be subject to the City's land use and environmental review processes (ULURP and CEQR, respectively). ULURP is a standardized procedure whereby applications affecting land use are reviewed in a sequence of public meetings and hearings conducted by the locality's Community Board, Borough President, the City Planning Commission, and the City Council.

Following this Nomination step, the FWCLDC will pursue the Implementation Strategy for Step 3 within the BOA process, which will provide a description of the full range of techniques and actions – both short-term and long-term actions – that are necessary to implement an area-wide plan to ensure that recommendations materialize. It is expected that the FWCLDC will apply to the NYS Department of State for official designation of the Flushing Waterfront as a Brownfield Opportunity Area (BOA). Areas with BOA designation are typically provided with a number of tools and incentives to encourage reinvestment by using the vision and goals laid out in a BOA Nomination Plan to guide the return of potential brownfield sites into productive use and restore environmental quality.

## CHAPTER 1: PROJECT DESCRIPTION AND BOUNDARY

### A. LEAD PROJECT SPONSORS

This Flushing Waterfront Revitalization Plan (the “Plan”) was funded with a New York State Department of State (NYS DOS) grant under Step 2 of the New York State Brownfield Opportunity Areas (BOA) Program. The BOA Program provides resources to New York communities to establish effective revitalization strategies that return underutilized parcels into productive, catalytic properties. The goal is for municipalities or local non-profits to work in partnership with the local community to develop and realize a community vision for redevelopment and community revitalization. BOAs are neighborhoods or areas affected by potential brownfields - vacant or underutilized property where contamination or perceived contamination has impeded investment and redevelopment. Sites identified as potential brownfields will require additional environmental investigation prior to redevelopment. Through the BOA Program, potential brownfields are transformed from liabilities to community assets that generate businesses, jobs, and revenues for local economies and provide new housing and public amenities.

This Plan is sponsored by the Flushing Willets Point Corona Local Development Corporation (FWCLDC) - a 501(c)(3) community-based non-profit organization composed of private and public stakeholders in the greater Flushing, Willets Point and Corona areas. In 2010, the FWCLDC selected a consultant team led by AKRF, SHoP Architects and Matthews Nielsen Landscape Architects to study the area between Downtown Flushing and the Flushing Creek/Van Wyck Expressway.

In late 2014, the FWCLDC sought assistance from the New York City Department of City Planning (DCP) to complete the remainder of the work to prepare report documents for the Flushing Waterfront BOA Nomination Study and create the related master plan. DCP agreed to work with the community and the FWCLDC to complete the master planning tasks begun in 2011 under the BOA grant and simultaneously examine additional strategies to support growth and quality of life in the broader Downtown Flushing area as part of a comprehensive neighborhood planning process, called Flushing West, in support of Mayor de Blasio’s Housing New York Plan that seeks to create opportunities for affordable housing across the City. A broader neighborhood planning process was launched in early 2015 which engaged community groups, local elected officials, and City agencies through mid-2016. At that time, DCP and partnering agencies placed the Flushing West study on indefinite hold at the request of local community groups and elected officials, due to concerns that its scope and the preliminary strategies being considered for it may not adequately address Flushing’s unique challenges. Until the neighborhood’s key infrastructure challenges are addressed to adequately accommodate any zoning changes that could result in substantial density increases and future growth, the broad study proposal known as Flushing West is on hold.

Subsequently, planning work focused on completing the Flushing Waterfront Revitalization Plan. Its land use recommendations are consistent with community goals and objectives identified through both the originally organized BOA study and the expanded Flushing West planning process, and it is intended that the planning approach outlined in this report will support the revitalization of brownfield sites at or near the waterfront, and provide momentum to achieve a more economically vibrant, socially diverse and improved quality of life in this emerging area of downtown Flushing. In particular, the land use regulatory recommendations in this report are intended to facilitate the revitalization and coordinated redevelopment of former brownfield sites with vibrant, new mixed-use development, including a targeted affordable housing strategy, and the creation of new public walkways, private roads and open space along the Flushing waterfront.

Close collaboration among the FWCLDC, City agencies, and stakeholders helped create consensus on the recommendations and ensured compability of the master plan with public policy and community goals.

Coordination among State and City agencies was key in terms of structuring an inclusive and focused Plan. Agencies that participated included the New York State Department of State – the agency that administers the BOA Program, NYS Department of Environmental Conservation (DEC)—the agency with jurisdiction over Flushing Creek and oversees site assessment funding under the BOA Program, NYC Metropolitan Transportation Authority (MTA), NYC Department of Parks and Recreation (Parks), NYC Department of Transportation (DOT), NYC Department of Environmental Protection (DEP), NYC Department of Health and Mental Hygiene (DOHMH), NYC Department for the Aging (DFTA), NYC Housing Preservation and Development (HPD), NYC Mayor’s Office of Immigrant Affairs (MOIA), NYC Office of Environmental Remediation (OER), NYC Small Business Services (SBS) and NYC School Construction Authority (SCA).

At the present time, continued public and private communication will be vital for successful implementation of the Plan’s zoning and related recommendations, in order to bring together the resources of the City and the local community including private property-owners to facilitate the actual development of a vibrant, well-planned mixed-use neighborhood that would serve as an extension of Downtown Flushing and produce a unique waterfront character with an attractive and safe street network.

## **B. PROJECT OVERVIEW AND DESCRIPTION**

The Plan aims to set the stage for future completion of the nomination process for designating the Flushing waterfront as a Brownfield Opportunity Area, as well as further strategies and opportunities for supporting growth and improving the quality of life in this portion of the Downtown Flushing area.

The Study Area is located on the Flushing Creek waterfront in the Flushing neighborhood within Community District 7, Borough of Queens, New York City, New York (see Figure 1.1, “Regional Context”). The Study Area is generally bounded by Northern Boulevard to the north, Roosevelt Avenue to the south, Prince Street to the east, and the Flushing Creek/Van Wyck Expressway to the west (see Figure 1.2, “Study Area Boundary”). It is approximately 62 acres, including street beds, undevelopable waterfront land, the wetland area and the Flushing Creek. The 116 tax lots within the Study Area encompass a total of approximately 32 acres, and they are dominated by underutilized commercial and light industrial properties. The Study Area is located within the Downtown Flushing area which is bounded by 35<sup>th</sup> Avenue to the north, Union Street to the east, Sanford Avenue/Long Island Rail Road to the south, and the Van Wyck Expressway to the west.

Over the last two decades, New York City agencies including the Department of City Planning (DCP), NYC Economic Development Corporation (EDC), and the NYC of Transportation (DOT), in concert with the community, have carried out a number of studies and actions intended to guide future development in Downtown Flushing. In 1993, DCP created a comprehensive plan known as the *Downtown Flushing Plan* with recommendations to improve transportation, expand the range of community facilities, provide waterfront public access and create a “heritage trail” to connect historical sites. In 1998, the City rezoned parts of Flushing, primarily changing low density manufacturing zoning districts to medium density commercial zoning districts. DCP, with EDC, jointly led a community visioning and planning study that produced the *Downtown Flushing Development Framework* that was released in 2004. That document led to the disposition and rezoning strategy to redevelop Municipal Lot 1 for the Flushing Commons and Macedonia Plaza projects and the master planning and rezoning of Willets Point, which was rezoned in 2008. That framework also contained recommendations for revitalizing the waterfront along Flushing Creek. The FWCLDC, in an attempt to implement these waterfront recommendations, sought funding from the Department of State (DOS) for the BOA Nomination Study, awarded in 2010, which is the genesis of this planning effort.

While these studies and actions have resulted in some changes in Downtown Flushing, they have not

engendered a significant overall change in the Study Area. In particular, they have not been fully successful in integrating the area west of Prince Street and the waterfront west of College Point Boulevard into the upland area in terms of design, development or access to the waterfront. The focus of the Revitalization Plan is on the waterfront area west of College Point Boulevard as it's this area that is the most greatly challenged in terms of being characterized as existing brownfields and faces difficult waterfront site conditions, wetlands permeability requirements, and height limitations due to proximity to the airports. The upland areas are already experiencing new development as new investment is moving westward from the heart of Downtown Flushing and Main Street toward Prince Street and College Point Boulevard. The Plan presents opportunities to consider the results of the previous studies and actions to achieve a number of objectives for the expansion and growth of the existing, vibrant Downtown Flushing core to encompass the waterfront area.

### **C. STUDY AREA BOUNDARY DESCRIPTION**

The Study Area is generally bounded by Northern Boulevard to the north, Roosevelt Avenue to the south, Prince Street to the east, and the Flushing Creek/Van Wyck Expressway to the west (see Figure 1.2, "Study Area Boundaries"). It is approximately 62 acres, including street beds, undevelopable waterfront land, the wetland area and the Flushing Creek. Its 116 tax lots total approximately 32 acres, and they are dominated by underutilized commercial and light industrial property. The majority of the Study Area is considered a brownfield (i.e. vacant or underutilized land with known contaminants or a high potential for contamination).

Within the immediate project vicinity (between Prince Street and College Point Boulevard), Northern Boulevard has an elevated viaduct that crosses Flushing Creek and serves as a main conduit for through-traffic. It has at-grade service roads on both sides that operate as a one-way pair for local traffic (eastbound service road south of the viaduct; westbound service road north of it).

Roosevelt Avenue is an appropriate southern boundary since the area just further south of it includes the recently developed mixed-use project known as Sky View Parc – which contains an 800,000-square-foot multi-level shopping mall in its base portion and 488 market-rate apartments in three residential towers above. Three more residential towers are currently being constructed at this site above its retail base, and when completed they will provide approximately 800 additional new market-rate condominium apartments. The New York City Housing Authority's Bland Houses campus, containing 400 apartments in five 11-story buildings, is located across the street from this development on Roosevelt Avenue.

Prince Street, which forms the eastern boundary, separates the Study Area from the core Downtown Flushing area centered along Main Street. From this eastern boundary at Prince Street, there is an opportunity for an improved connection between Downtown Flushing and the waterfront.

Flushing Creek and the Van Wyck Expressway form the western Study Area boundary, and they are also the western boundary of the Flushing neighborhood. Along the eastern portion of Flushing Creek within the Study Area, there is opportunity to create waterfront access and a public esplanade, which would provide an important public amenity and much needed open space.

Taken as a whole, the Study Area encompasses the broader context and shows that new development is already expanding westward from Main Street in the heart of Downtown Flushing just east of College Point Boulevard. However, new development has been greatly limited west of College Point Boulevard due to site constraints and other barriers. These recommendations thus focus on implementing a new special district known as the Special Flushing Waterfront District (SFWD) that encompasses area west of College Point Boulevard. The SFWD is designed to facilitate the creation of commercial and residential mixed-use

development, support the expansion of existing commercial and light-industrial use, establish a new private street network to improve vehicle and pedestrian circulation, and improve public access to the Flushing Creek waterfront. The recommended SFWD would encompass the parcels located between the eastern shorefront of Flushing Creek and College Point Boulevard, with its southern boundary generally along 40th Road and its northern boundary generally along an extension of 36th Avenue



Figure 1.1: Regional Context



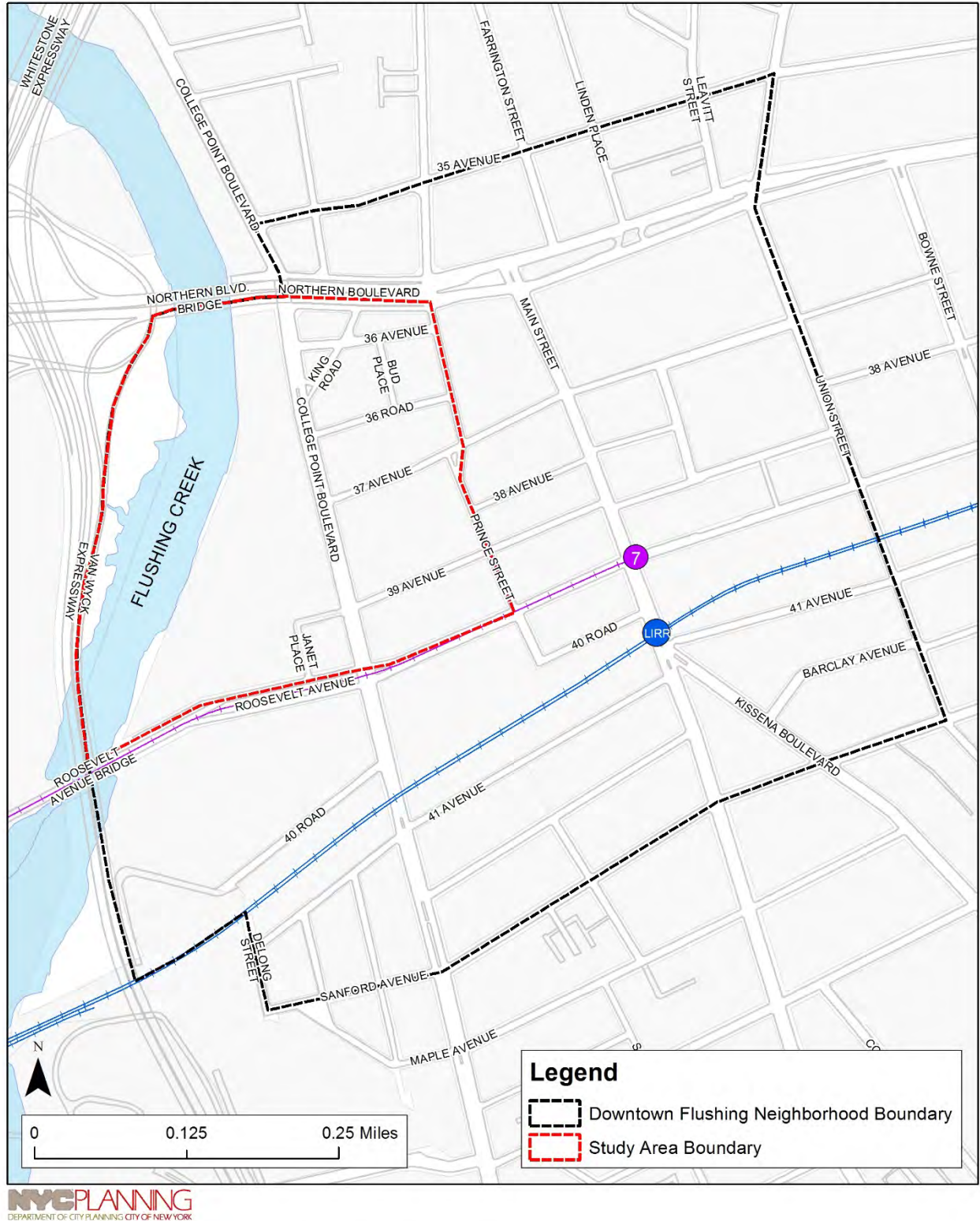


Figure 1.2: Study Area Boundaries



## CHAPTER 2: PUBLIC PARTICIPATION PLAN

### A. INTRODUCTION

This chapter describes the community outreach process for the Plan to ensure robust community input on the long-term vision for the Study Area and Flushing neighborhood. Building upon the initial outreach conducted by FWCLDC and the consultant team led by AKRF, ShoP Architects and Matthews Nielsen Landscape Architects throughout 2011-2013, public engagement continued through one-on-one meetings, small group meetings, town halls, open houses and workshops from the end of 2014 through summer 2016. Although a part of the community engagement process occurred during an iteration of the study known as Flushing West, the input gathered is still relevant to the Flushing Waterfront Revitalization Plan since the waterfront area was the major focus of those community discussions. Public information, presentations, and meeting materials related to the public participation process are included in Appendix A and referenced in this chapter.

### B. TARGETED OUTREACH

#### 1. STAKEHOLDER ADVISORY COMMITTEE

Key stakeholders were identified to function as a Stakeholder Advisory Committee to help guide the Study. Written invitations, telephone inquiries, email correspondence, one-on-one contact and stakeholder referrals were used to enlist membership for the Committee. The Stakeholder Advisory Committee was comprised of local community organizations, local elected officials, property owners, business groups, Community Board 7, as well as relevant City agencies.

The Committee's role in the planning process was to identify priority issues and potential solutions in the neighborhood, support outreach, and help shape engagement strategies with the broader community. Meetings with the Committee were held at key milestones in the planning process. The members of the Committee are listed in Table 2-1. Prior to this iteration of the Stakeholder Advisory Committee, a group of BOA Steering Committee members were identified and convened on a regular basis by FWCLDC and the consultants (see Table 2-2).

TABLE 2-1: STAKEHOLDER ADVISORY COMMITTEE	
COMMUNITY GROUPS + PROPERTY OWNERS	Asian-Americans for Equality (AAFE)
	Bland Houses Tenant Association
	Chhaya
	Chinese-American Planning Council
	Ebenezer Baptist Church
	Faith in New York
	Flushing Business Improvement District (BID)
	Flushing Chinese Business Association
	Flushing-Willets Point-Corona LDC (FWCLDC)
	Friends of Flushing Creek
	F&T Group
	Garden of Hope
	Greater Flushing Chamber of Commerce
	Korean-American Family Service Center
	Korean Community Services of Metropolitan, NY
	The Legal Aid Society
	MinKwon Center for Community Action
	NAACP, Northeast Queens

	Victor Peng (Property Owner)
	Saint George's Episcopal Church
	Queens Community Board 7
	Queens Community House
<b>ELECTED OFFICIALS</b>	New York State Senator Tony Avella
	Queens Borough President Melinda Katz
	New York State Assembly Member Ron Kim
	New York City Council Member Peter Koo
	U.S. Congress Member Grace Meng
	New York State Senator Toby Ann Stavisky
<b>CITY AND STATE AGENCIES</b>	Department of Housing Preservation and Development (HPD)
	Department of Environmental Protection (DEP)
	Department of Transportation (DOT)
	Department of Parks and Recreation (DPR)
	Department of Small Business Services (SBS)
	Department for the Aging (DFTA)
	Department of Youth and Community Development (DYCD)
	Department of Health and Mental Hygiene (DOHMH)
	Economic Development Corporation (EDC)
	School Construction Authority (SCA)
	Mayor's Office of Community Affairs (CAU)
	Mayor's Office of Environmental Remediation (OER)
	Mayor's Office of Immigrant Affairs (MOIA)
	New York City Housing Authority (NYCHA)
	Metropolitan Transportation Authority (MTA)
	New York State Department of Transportation (NYSDOT)
	New York State Department of Environmental Conservation (NYSDEC)
	New York State Department of State (NYSDOS)

**TABLE 2-2: BOA STEERING COMMITTEE**

<b>Member</b>	<b>Affiliation</b>
Claire Shulman	FWCLDC
Joe Farber	FWCLDC
Peter Magnani	FWCLDC
Joel Miele	FWCLDC
John Racanelli/Charlotte Biblow	FWCLDC
Curtis Cravens	NYSDOS
John Young/Joy Chen	DCP
Lee Ilan/Josslyn Shapiro	OER
Joe Chan	MTA
Myra Herce	Flushing COC
Chris Kui	AAFE

## 2. LOCAL ORGANIZATIONS

A diverse group of local, community-based organizations was consulted for this Study to ensure that Flushing's needs and priorities were represented on the Committee and throughout the planning process, and to support outreach efforts with the broader community. Meetings with local community groups served as an information-sharing platform outside of public events: for the project team to share

information and updates about the project, and for the local groups to share feedback and ideas from local populations and the members these organizations represent.

Individual meetings were held regularly with community groups (outside of organized Stakeholder Advisory Committee meetings). See Appendix A-2 for a list of meetings.

### 3. ELECTED OFFICIALS AND COMMUNITY BOARD 7

The public participation process for the plan included outreach to local elected officials. The project team held meetings with elected officials to keep them informed about the project and to learn about priority issues in their respective districts. Meetings with key local elected officials (outside of organized Stakeholder Advisory Committee meetings) are listed in Table 2-3.

TABLE 2-3: ELECTED OFFICIALS		
Elected Official	Date(s)	Purpose/Notes
U.S. Senator Tony Avella	2/4/15, 1/28/16	Informational meeting, project updates
City Council Member Julissa Ferreras – Copeland	4/24/14	Informational meeting
Queens Borough President Melinda Katz	5/1/14, 3/19/15,	Informational meeting, project updates
NYS Assembly Member Ron Kim	4/24/15, 3/20/15	Informational meeting, project updates
City Council Member Peter Koo	4/14/14, 3/17/15, 9/14/15, 11/4/15, 1/29/16, 3/31/16, 7/12/16, 8/2/16, 4/21/17, 5/22/17	Informational meeting, project updates
U.S. Congress Member Grace Meng	3/20/15	Informational meeting
U.S. Senator Toby Ann Stavisky	3/20/15	Informational meeting

Queens Community Board 7, a local governmental advisory board, was also an important part of the planning process. A series of briefings were held to regularly to ensure communication of updated information and to receive feedback on the project from the Board's perspective. A list of meetings with the Board can be found in the overall summary table of meetings with community stakeholders (see Appendix A-2).

### 4. CITY AND STATE AGENCY REPRESENTATIVES

The project team worked with key City and State agency representatives to review their current roster of area projects and plans, and consider strategies to address capital and service priorities identified throughout the planning process. Key meetings with City agency representatives (outside of organized Stakeholder Advisory Committee meetings) are listed in Table 2-4.

TABLE 2-4: INTER-AGENCY MEETINGS		
City Agency	Date(s)	Purpose/Notes
HPD	11/15/15, 4/9/15, 7/2/15; scheduled bi-weekly meetings	Meetings were held to provide project updates and to discuss current programs. Regularly scheduled bi-weekly commenced 7/2/15 to work on affordable housing strategies and to plan for and partner on community engagement.

DEP	2/21/12, 2/23/15, 5/15/15, 7/30/15, 11/19/15	Meetings were held to provide project updates, discuss current projects, and to discuss Flushing Creek water quality issues such as CSO issues, DEP's plans for dredging, and to plan for and partner on community engagement.
CAU	2/24/15	Meetings were held with the Mayor's office to provide updates on the Flushing West Plan and to assist in outreach to local elected officials.
DOT	3/23/12, 2/27/15, 3/13/15, 4/10/15, 5/20/15, 7/29/15; scheduled bi-weekly meetings	Meetings were held to provide project updates and discuss current capital program. Regularly scheduled bi-weekly meetings commenced 7/29/15 to discuss priority strategies for capital improvements to the transportation network and to plan for and partner on community engagement.
SBS	3/3/15, 9/2/15, 9/29/15, 10/20/15, 10/27/15, 11/6/15, 11/10/15, 11/17/15	Meetings were held to provide project updates, discuss current programs, discuss economic and workforce development strategies, and to plan for and partner on community engagement.
MTA	4/2/12, 10/22/12, 4/15/13, 7/16/13, 3/13/15, 8/11/15, 10/14/15, 11/5/15	Meetings were held to discuss #7 subway platform over-crowding and service issues, improvements to the Long Island Railroad, and strategies to minimize bus congestion.
DPR	10/11/11, 8/14/12, 3/17/15, 4/4/15, 10/14/15, 11/13/15, 1/11/16	Meetings were held to provide project updates, discuss current capital program, and pursue capital strategies to improve neighborhood parks.
Board of Standards and Appeals (BSA), Port Authority of NY/NJ	4/10/15, 7/8/15	Meeting was held to discuss BSA special permit processes.
Port Authority of NY/NJ, FAA	4/21/15, 10/7/15	Meetings were held to provide project updates, and discuss zoning and airport height limits.
EDC, MTA	2/5/15	Meeting was held to provide project updates and align agency priorities.
NYCHA	5/20/15, 11/14/15, 1/11/16	Meetings were held to discuss project updates, NYCHA's current programs/projects, and coordinate with SBS initiatives.
EDC, HPD	5/29/15, 7/1/15	Meetings were held to discuss project updates and align agency priorities.
NYCHA, HPD	6/11/15	Site visit was coordinated to Bland Houses and Latimer Gardens to assess current conditions.
SCA	6/24/15	Meeting was held to discuss school capacity issues in Flushing.
MOIA	7/9/15, 1/19/16	Meeting was held to provide project information, coordinate on outreach efforts, and to coordinate with SBS initiatives.
DFTA	7/15/15, 12/15/15, 1/12/16	Meeting was held to provide project information, coordinate on outreach efforts, and discuss senior housing needs.
OER	7/22/15, 1/27/16, 3/9/16, 11/21/16, 5/2/17	Meeting was held to discuss BOA issues.
MTA, DOT	9/1/15, 10/14/15, 11/5/15, 12/16/15, 1/22/16	Meetings were held regularly to align projects to improve transportation network, conduct site visits.
DOHMH	1/12/16	Meeting was held to discuss coordination, community health profiles, and coordination with DPR to work on active living initiatives.

Inter-agency (all agencies in attendance)	10/12/15; scheduled bi-weekly meetings through 3/29/16	Regularly scheduled bi-weekly meetings commenced 10/12/15 to review project updates and coordinate outreach.
DEP, USACE	11/19/15	Meeting was held to provide project updates and to discuss capital projects to improve Flushing Creek water quality.
NYSDOT	6/12/12	Meeting was held to discuss feasibility of building a pedestrian bridge over the Van Wyck Expressway to create a connection between the Study Area and the future Willets Point development. A detailed scope of work for a feasibility study is needed to facilitate the next steps and to secure potential funding.
NYSDEC	5/1/12, 3/5/14, 10/22/14, 1/16/15, 2/26/15, 3/15/15, 9/30/15, 2/11/16, 3/2/16, 3/10/16, 3/30/16, 4/27/16, 6/22/16	Meeting was held to obtain information on wetland jurisdiction, existing shoreline conditions, options for shoreline stabilization, and stormwater management requirements and permitting process.
NYSDOS	2/1/12, 2/9/12, 4/18/12, 6/12/12, 8/16/12, 1/11/13, 3/21/13, 12/10/13, 4/15/14, 8/27/15	Meetings were held to discuss implementation strategies and potential funding sources and obtained overall feedback regarding strategic sites, design concepts (see Appendix C - 2-280), and satisfying BOA requirements. Meetings also focused on advancing shoreline restoration.

##### 5. PROPERTY OWNERS & TENANTS

Many property owners and tenants within the Study Area were identified to be included in the community engagement process in support of the plan. Included among the group of property owners and tenants were those that either own or operate businesses on strategically located property, such as along the waterfront, or that own multiple parcels. This group was engaged through one-on-one meetings, in addition to public events, and/or stakeholder meetings.

Extensive engagement continues with the waterfront property owners, as their vacant and/or underutilized sites are prime redevelopment sites. One-on-one meetings and roundtable meetings continue to be held with DCP and key waterfront site owners such as Triple Star Realty and F&T Group. A list of meetings with the property owners and tenants can be found in the overall summary table of meetings with community stakeholders (see Appendix A-2).

## **C. PUBLIC OUTREACH MATERIALS & METHODS**

In order to ensure diverse and meaningful turnout and engagement at organized community events, the project team utilized a number of formats to regularly provide the public with information about events and updates. A feedback summary of outreach performed during the Flushing West study period is provided in Appendix A-348-357 and is publically available at [www.nyc.gov/flushing-west](http://www.nyc.gov/flushing-west).

### **1. HANDOUTS AND FACT SHEETS**

Fact sheets were created to provide information about the Flushing West Study and the BOA Program (see Appendix A-78, and A-207), and made available in Korean, Chinese and Spanish. The BOA factsheet highlighted benefits of the BOA Program: to encourage economic development, community revitalization, and urban design. The handout explained the project's background, the Study Area boundaries, goals and objectives, and opportunities for community participation. These handouts included contact information and the web address for the project's website, and were distributed at all public and stakeholder meetings.

### **2. FLYERS AND MEETING NOTICES**

Meeting notices were distributed to all stakeholders and members at least two weeks prior to events and meetings in the form of mailings, email invitations, and flyers, which were available in English, Korean, Chinese, and Spanish. Stakeholders were encouraged to help disseminate information provided by the project team to their constituents and populations they serve in order to ensure a diverse turnout at events.

The project team worked to compile an email mailing list to keep interested members of the public updated on upcoming meetings by having email mailing list sign-up sheets available at each public event and encouraging event attendees to join the mailing list. The mailing list currently has 300+ members comprising of the area's residents, business owners, workers, visitors, students, organizations, elected official staff, and more.

### **3. MEDIA**

Meeting notices were published in advance of events in local papers including the Queens Courier, the World Journal, and the Korea Times (see Appendix A-82). The project team also utilized social media to publicize events by posting information on Twitter.

### **4. PROJECT WEBSITE**

A project website was created that links to the FWCLDC's main website at [www.queensalive.org](http://www.queensalive.org), as well as on DCP's website at [www.nyc.gov/flushing-west](http://www.nyc.gov/flushing-west). The websites provide overviews of the BOA program, as well as the background and history of the Flushing West initiative, maps of Study Area boundaries and existing land uses, and links to project information. Summaries of stakeholder and public meetings are provided, along with associated PowerPoint presentations and other materials used at referenced meetings.

## **D. PUBLIC EVENTS AND STAKEHOLDER ADVISORY COMMITTEE MEETINGS**

Throughout the community engagement process, Committee meetings and public events were organized to gather stakeholders, residents, business owners, local community groups, elected officials, and agency representatives to learn from the project team about updates and to provide vital input on the area's priority issues. Prior to this iteration of the Stakeholder Advisory Committee, a BOA Steering Committee was organized by FWCLDC and the consultant team, and meetings were held periodically during 2011-2013.

## **1. PUBLIC EVENTS**

Beginning in spring 2015, DCP engaged with community members in Flushing to develop a long-term vision for the future of the neighborhood. Through open houses, smaller discussion groups, and workshops, the project team and partner agencies solicited feedback on concerns and goals for the neighborhood and discussed ways to tie goals into the comprehensive planning process. All public events accommodated language interpretation in Mandarin, Korean, Spanish, and American Sign Language. Prior to this activity the FWCLDC and its consultant team convened a pair of public open house sessions.

- **October 18, 2011: Public Open House**

The FWCLDC hosted a public open house on October 11, 2011 to introduce the project to the community and to obtain feedback on the preliminary goals and identified issues and opportunities. A detailed summary provided in Appendix A-9 provides an overview of the meeting, including a description of the activities that took place and the meeting attendees. Also provided is a summary of the public comments obtained at or following the open house, as well as a summary of the Q&A held at the open house. The presentation given at this event is provided in Appendix A-16, and flyers for this event are provided in Appendix A-86.

- **June 21, 2012: Public Open House**

A second meeting was held to update the community on the findings and analysis of the study thus far, including the economic and market trends analysis and to present very preliminary recommendations and design concepts in response to feedback received from the previous Open House.

- **May 21, 2015: Public Meeting Kick-off**

A Flushing West kick-off public event was held at Flushing Town Hall on May 21, 2015 from 6:30 PM – 8:30 PM (flyers in English, Korean, Chinese, and Spanish) where approximately 145 attendees gathered to learn about the area's needs and goals.

Council Member Koo presented opening remarks in support of the study and its unique opportunity to address the area's affordable housing needs, the cleaning up of Flushing Creek, and to address congestion issues in Downtown Flushing.

The team presented an introduction of the study, followed by a Q&A, and closed with more discussions around an open-house style of displays showing informational maps of the area's existing infrastructure and services, and critical topics that the study will address, such as the existing transportation network, parks and open space, schools, and senior centers. The presentation is provided in Appendix A-168.

- **July 29, 2015: Public Open House**

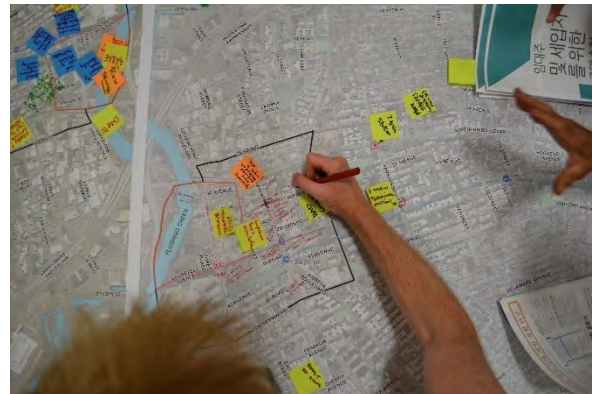
The project team hosted a public open house at the Flushing YMCA on July 29, 2015 from 6:00 – 8:00 PM (flyers in English, Korean, Chinese, and Spanish provided, see Appendix A-211), which was attended by 80-100 of the area's local residents, business owners, property owners, and local community groups and advocates.

The event provided an opportunity for attendees to go at their own pace and share information with City agency representatives and the community about Flushing's needs and assets. Various stations throughout the room covered topics such as: transportation; affordable housing;

Flushing Creek; brownfields; parks and open space; schools; transportation; health; senior services; and immigrant services. Stations were staffed by respective agency staff to discuss services and programs, answer questions, and record public comments and suggestions. Participating City agencies included the Departments of Transportation, Environmental Protection, Parks and Recreation, Housing Preservation and Development, Small Business Services, Health and Mental Hygiene, the School Construction Authority, Department of the Aging, the Mayor's Office of Immigrant Affairs, and the Mayor's Office of Environmental



*Community members gather for an Open House at the Flushing YMCA on July 29, 2015.*



*Participants of the Open House map neighborhood opportunities.*

Remediation. Display boards used for this event are provided in Appendix A-214-275. All materials were available in English, Korean, Spanish and Chinese. Public comments and suggestions gathered at this event are provided in Appendix A-276-282.

- **August 20, 2015: Community Discussions**

Building off of initial conversations held at the July 29. Open House, the project team hosted a public event at the Flushing YMCA on August 20, 2015 from 6:00 – 8:00 PM (flyers in English, Korean, Chinese, and Spanish provided in Appendix A-283). The goal of this event was to continue to listen and learn from the community about Flushing's priority issues to inform the study's goals.

With close to 50 attendees, the event began with a brief presentation summarizing community feedback received to date, followed by smaller group table discussions on specific topics, facilitated by City agency representatives. With a focus on Flushing's needs related to the built environment, topics for discussion included affordable housing; transportation; environmental issues and brownfield remediation; waterfront and open space; and land use/the public realm. Participating City agencies included the Departments of Transportation, Housing Preservation and Development, Environmental Protection, Parks and Recreation, and the Mayor's Office of Environmental Remediation. The presentation use for this event can be found in Appendix A-287, and public comments and suggestions gathered at the event are provided in Appendix A-304.

- **September 12, 2015: Community Discussions**

The project team hosted a follow-up public event on September 12, 2015 at P.S. 20 from 12:00 PM – 3:00 PM (flyers in English, Korean, Chinese, and Spanish provided in Appendix A-313). While continuing discussions about affordable housing and zoning/land use, the goal of this event was to hold focused discussions about the area's service needs related to youth, seniors, health, jobs, and businesses.





*Workshop participants discuss affordable housing needs with Department of Housing Preservation and Development on September 12, 2015.*



*Participants discuss small business and workforce development needs with the Department of Small Business Services.*

Following a brief presentation summarizing community feedback to date and affordable housing opportunities (co-presented by HPD), DCP continued to listen and learn from the community through smaller table discussions with the approximately 30 attendees. With a focus on the area's service needs, discussion topics included affordable housing; zoning/land use; immigrant services; youth services; senior services; and jobs and businesses.

Participating City agencies included the Departments of Housing Preservation and Development, Youth and Community Development, Health and Mental Hygiene, Small Business Services, the Department for the Aging, and the Mayor's Office of Immigrant Affairs. The presentation used for this event is provided in Appendix A-317, and public comments and suggestions gathered at the event are provided in Appendix A-336.

- **October 7, 2015: Public Meeting + Discussions**

The project team hosted a public event on October 7, 2015 at the Flushing Library (flyers in English, Korean, Chinese, and Spanish provided in Appendix A-423). The team presented a summary of community feedback from previous months of outreach events, and the land use framework based on the study's analysis thus far.

Following a presentation, the participants had the opportunity to attend two breakout sessions – one which focused on affordable housing, and the other focused on the recommended land use framework. The presentation used for this event is provided in Appendix A-427.

- **November 17, 2015: Public Scoping Meeting**

A public scoping meeting to describe the analysis framework for conducting the environmental review of the land use framework was held on November 17, 2015 at Flushing Town Hall from 4:00 – 7:00 PM (the public notice for this meeting is provided in Appendix A-496).

Written comments were accepted by DCP through December 2, 2015. The presentation used for this event is provided in Appendix A-499, which provided a project overview, as well as a summary of environmental review as part of the City Environmental Quality Review (CEQR) process.

- **November 23, 2015: Small Business Event**

A Small Business Assistance event was held on November 23, 2015 at the Sheraton Hotel from

2:00 – 4:00 PM, in partnership with the Department of Small Business Services (SBS). With approximately 26 business owners, representatives from SBS, DCP, and DOH held small group discussions to hear about the needs and challenges faced by Flushing’s small business community, with a focus on issues related to navigating government services, specific business assistance needs, and commercial corridor improvements.

- **February 11, 2016: Public Open House**

The project team hosted an event on February 11, 2016 at the Flushing YMCA (flyers in English, Korean, Chinese and Spanish provided in Appendix A-562). The event provided an opportunity for attendees to discuss and share feedback on preliminary strategies for the Flushing West Plan by topic: affordable housing, economic and workforce development, the waterfront and Flushing Creek, transportation, parks and open space, and community health. These topics were staffed by respective agency representatives to discuss outlined ideas for strategies, answer questions, and solicit feedback.

Participating City agencies included the Departments of Housing Preservation and Development, Small Business Services, Environmental Protection, Transportation, Parks and Recreation, and Health and Mental Hygiene. The presentation used for this event is provided in Appendix A-566. Information boards and materials used at this event is provided in Appendix A-589.

- **May 2, 2017: Community Board 7 Land Use Committee**

DCP’s Queens Office presented information from the final draft BOA report to Community Board 7 on May 2, 2017. The report provides detailed descriptions of existing conditions, opportunities, reuse potential and community vision, while concluding with key findings and recommendations to advance redevelopment of strategic sites and revitalization of the area. This briefing also helped clarify the distinction between the Flushing Waterfront BOA and the former “Flushing West Neighborhood Planning” project.

## **2. *STAKEHOLDER ADVISORY COMMITTEE MEETINGS***

- **March 25, 2015:** the kick-off meeting for the Stakeholder Advisory Committee was held at Flushing Town Hall, where approximately 50 Committee members gathered to learn about the study’s goals and objectives, timeline, and planning process. During the discussion, stakeholders highlighted the need to provide affordable housing, improve Flushing Creek’s water quality, address traffic, bus, and pedestrian congestion in downtown Flushing, and the need for more community facility spaces. See Appendix A-95) for the presentation used at this meeting.
- **April 30, 2015:** A committee meeting was held at Flushing Town Hall, where to group took a closer look at issues under existing zoning, development constraints identified by the project team through initial analysis, and representatives from HPD gave a presentation on opportunities to create affordable housing. Stakeholders stressed the need for deep levels of housing affordability, more open space, entrepreneurial opportunities, the need to improve bus circulation and traffic congestion in downtown Flushing, and the need to improve Flushing Creek’s water quality. See Appendix A-121 for the presentation used at this meeting.
- **August 12, 2015:** In order to incorporate community input into the process for developing an affordable housing strategy as part of the Flushing West Plan, HPD identified relevant local housing-focused community groups and convened a larger Housing Stakeholder Committee on August 12, 2015 at the office of the Greater Flushing Chamber of Commerce, a member of the

broader Stakeholder Advisory Committee. At this meeting, HPD and DCP discussed the study's process and timeline, and facilitated a conversation about Flushing's affordable housing needs, and members of the Committee discussed stakeholders' roles in the outreach process. Members of the Housing Stakeholder Advisory Committee have been incorporated into the larger Stakeholder Advisory Committee.

- **October 1, 2015:** A Committee meeting was held at Saint George's Church, where DCP presented the preliminary land use framework. Members of the Committee reiterated the need for deep housing affordability, particularly for low-income seniors, and more detailed discussions about draft zoning recommendations ensued. See Appendix A-358 for the presentation used at this meeting.
- **February 3, 2016:** Committee members gathered at Flushing Town Hall where DCP, Departments of Small Business Services (SBS) and Housing Preservation and Development (HPD) presented preliminary draft strategies for three major components to the Flushing West Study: affordable housing, economic development, and investment in infrastructure and services.

Throughout the public engagement process the community and area stakeholders expressed the need for more affordable housing; more open space and more jobs as well as a cleaner Flushing Creek and for infrastructure and services to support current demands and future growth. The feedback received was in alignment with the Study objectives and helped integrate our recommendations from the waterfront west of College Point Boulevard into the upland area in terms of design, development or access to the waterfront.

The Flushing Waterfront Revitalization Plan will support the nomination process for designating the Flushing waterfront as a Brownfield Opportunity Area, as well as identify strategies and opportunities for improving the quality of life in this portion of the Downtown Flushing area as informed by a community-based planning process. Implementation of the Plan will create the opportunity for revitalization, rehabilitation and community-oriented redevelopment of underutilized, vacant, blighted and environmentally-impaired areas near the Flushing waterfront with holistic recommendations to facilitate new mixed-use development and the creation of new public walkways and open space along the waterfront and to support a more economically vibrant, socially diverse and improved quality of life in this vicinity of Downtown Flushing.

## **CHAPTER 3: ANALYSIS OF THE FLUSHING WATERFRONT BOA**

### **A. INTRODUCTION**

This chapter provides an inventory and analysis of existing conditions in the Study Area, as well as the Downtown Flushing neighborhood, to inform the Plan's recommendations. The content in this chapter relies primarily on existing data and reports concerning population, land use, transportation, infrastructure, and natural resources in the Study Area and the Downtown Flushing neighborhood.

### **B. SOCIOECONOMIC CONDITIONS**

For the purpose of a socioeconomic summary of the Study Area, an area of analysis was identified using four Census tracts that cover the entirety of the Study Area, as well as the Downtown Flushing Neighborhood Context area (see Figure 3.1, "Census Tracts").

Using the 2009-2013 American Community Survey, the four Census tracts identified for this analysis include tracts 849, 853, 869, and 871. These tracts are generally bounded by the Whitestone Expressway to the north, Linden Place/Union Street to the east, Fowler Avenue to the south, and the Van Wyck Expressway/Flushing Creek to the east.

#### ***BASELINE DEMOGRAPHIC CONDITIONS***

The area of analysis covering the four Census tracts currently has a population of 16,244 people who live in approximately 6,469 housing units. Although the population is a small portion of the roughly 2.3 million residents in Queens County, it is among the denser neighborhoods in the borough.

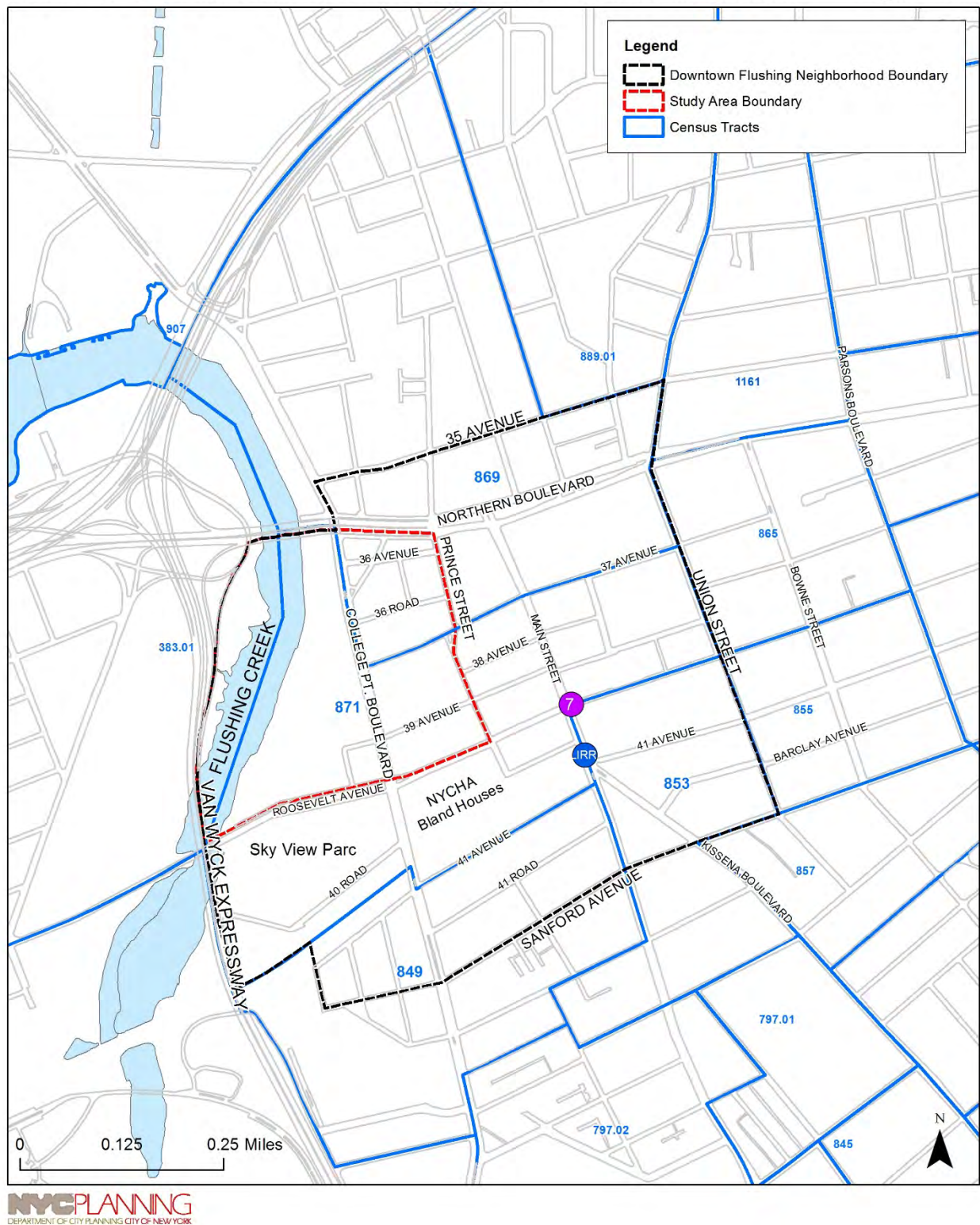


Figure 3.1: Area of Demographic Analysis

## AGE DISTRIBUTION

The age distribution in the Study Area is comparable to the county and city overall, with the cohorts of people between the ages of 20 to 44 years and 45 to 64 years being the highest (See Figure 3.2, “Age Distribution”). The high share of adult residents, particularly between the ages of 20 to 44, indicates that the area’s transit accessibility and vibrant downtown retail core may be attracting young professionals to live and work in the area.

The relatively higher share of adults of ages 45 to 65 years indicates that many of the area’s residents do not move to the suburbs to raise their families. Based on discussions with the community, residents within this age cohort are unlikely to move out of the greater Flushing area before retirement, and have expressed desire to stay in Flushing and stay connected to its many amenities. The area’s seniors aged 65+ have also expressed the need for more affordable senior housing and senior services and facilities, in order to stay in the neighborhood and age in place.

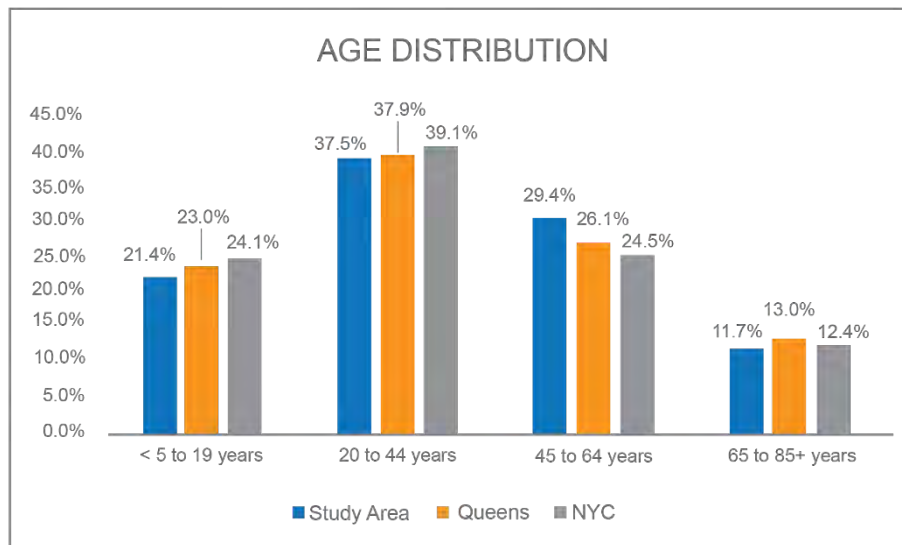


Figure 3.2: Age Distribution

## RACE AND ETHNICITY

The area is a multi-cultural and multi-lingual hub, with a significantly large Asian population (see Figure 3.3, “Population by Race”) – 71.1 percent, which is approximately three times that of the county overall. The largest ethnic group in the area is Chinese (see Figure 3.4, “Population by Asian Ethnicity”); the Chinese-immigrant population of Flushing surpassed Manhattan’s Chinatown years ago. Compared to the county and city overall, a high percent of the area’s residents do not have U.S. citizenship (see Figure 3.5, “U.S. Citizenship Status”).



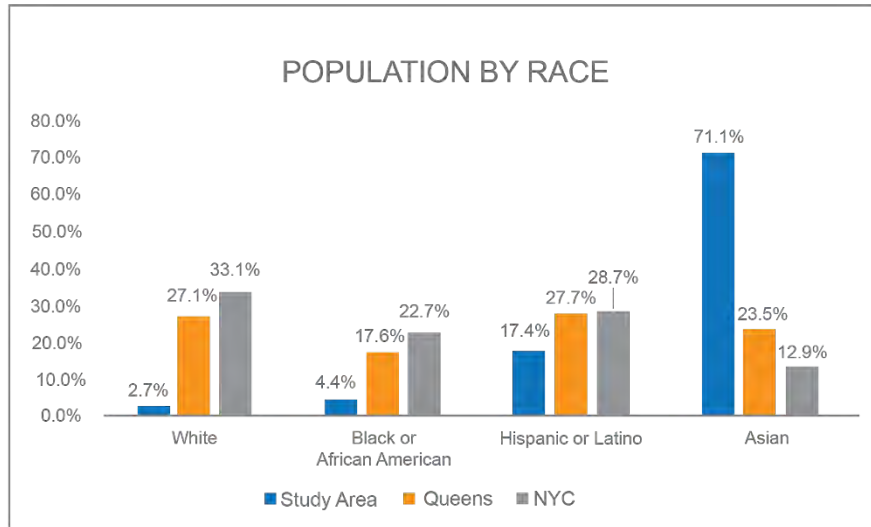


Figure 3.3: Population by Race

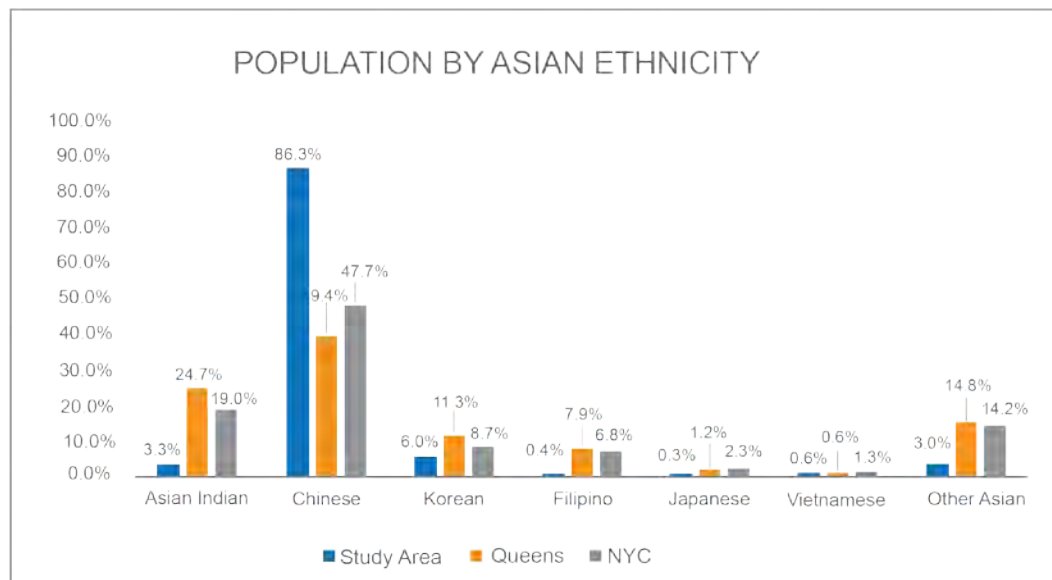


Figure 3.4: Population by Asian Ethnicity

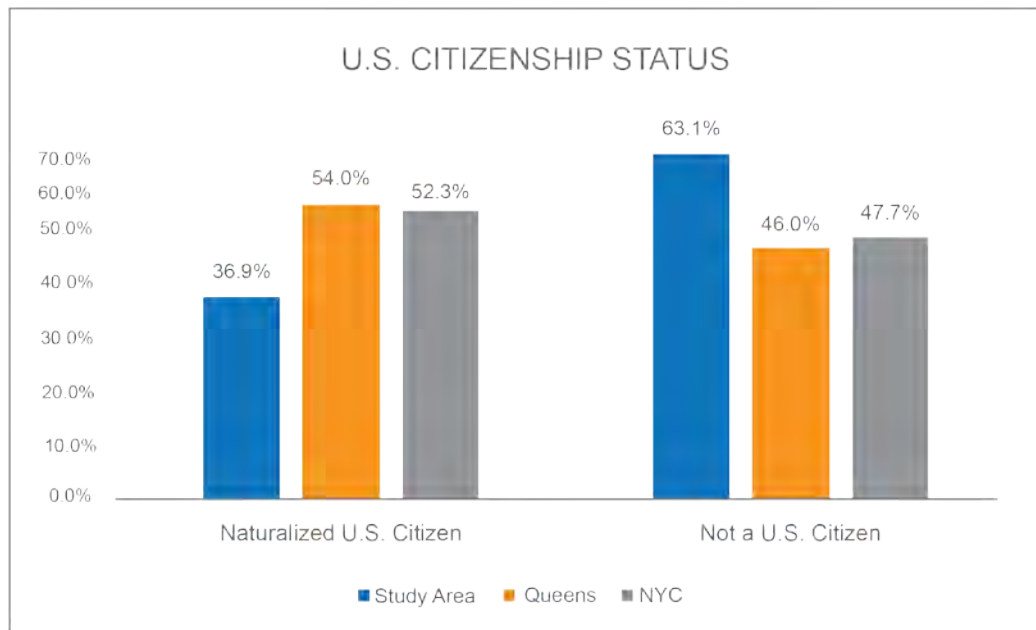


Figure 3.5: U.S. Citizenship Status

## INCOME

Although the area's percent of employed workforce is comparable to the county and city overall (56.5 percent; 58.1 percent; 56.6 percent, respectively), its median household income is much lower: \$34,428 (see Figure 3.6, "Median Household Income"). The highest share of households in the area of analysis are within the \$15,000 - \$25,000 income bracket (19.2 percent), while the highest share of households in the county and city overall are in the \$50,000 - \$74,000 bracket (18.1 percent and 15.7 percent, respectively). See Figure 3.7, "Income Brackets").

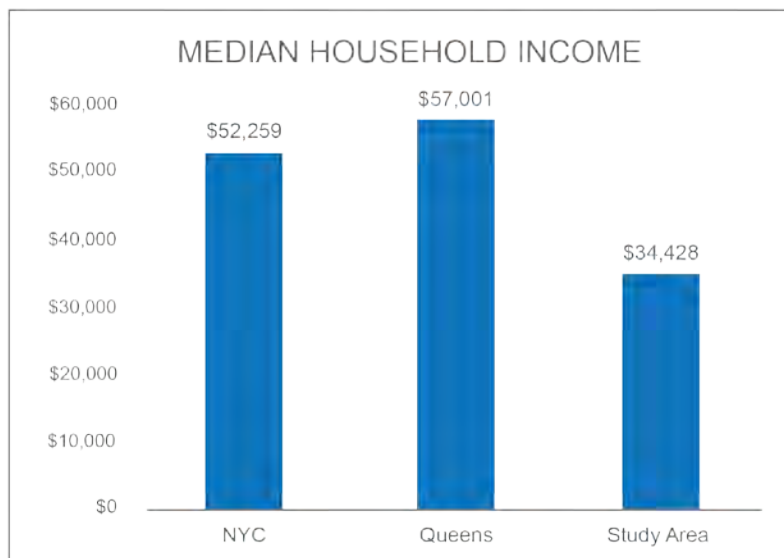


Figure 3.6: Median Household Income



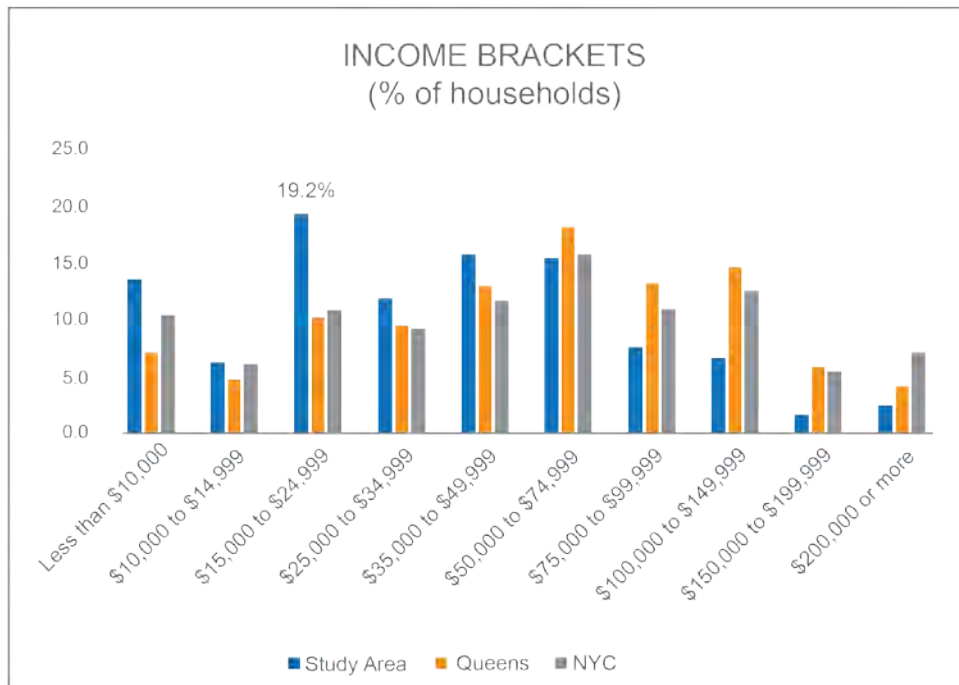


Figure 3.7: Income Brackets

### WORKFORCE AND SKILLS

Based on findings on income from the previous section, high employment levels combined with a low median household income indicate that the majority of the workforce is employed in low-paying jobs. Figure 3.8 depicts the dominant type of employment as service-sector jobs (35.7 percent), which can include retail, food service, beauty service, etc. that require manual and non-managerial skill sets. The share of residents in the service sector are substantially higher than for Queens and New York City. These services are prominently seen lining major commercial corridors such as Roosevelt Avenue, Union Street and Main Street, and are prime destinations for the area’s visitors.

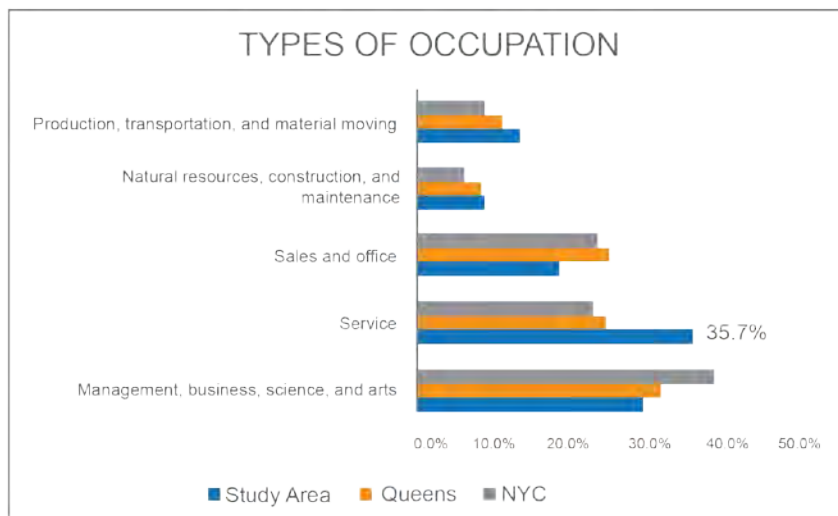


Figure 3.8: Types of Occupation

## HOUSING TRENDS

The area of analysis is largely a rental community; 76 percent of the area’s 6,469 total housing units are renter-occupied, which is a larger share than the county and city overall; while 24 percent of the area’s housing units are owner-occupied; a smaller share than the county and city overall (see Figure 3.9, “Housing Tenure”). Typical of a densely populated urban environment, most housing units in the area are in multi-family buildings (see Figure 3.10, “Units in Structure”) – 76.3 percent of buildings have 20 or more units.

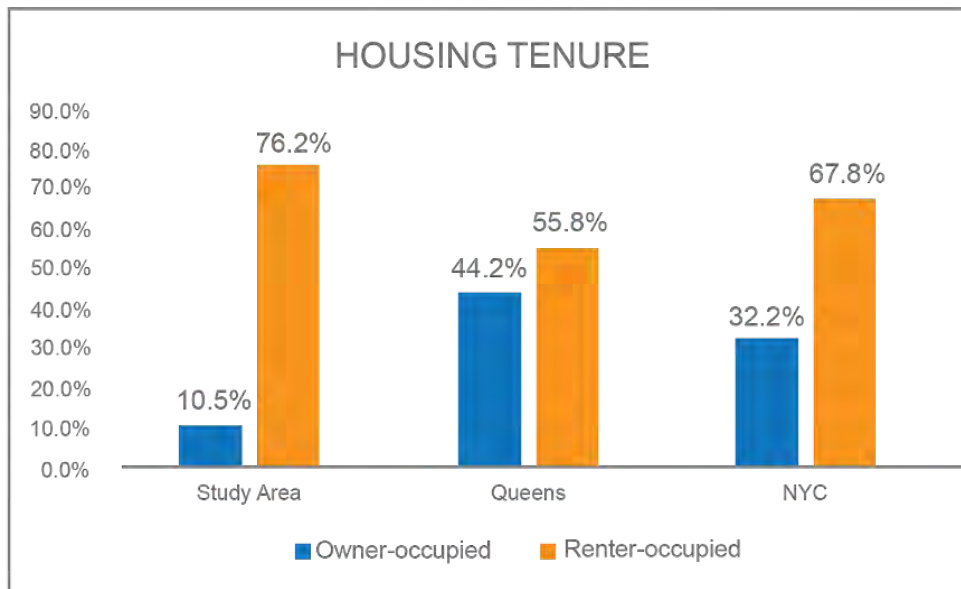


Figure 3.9: Housing Tenure

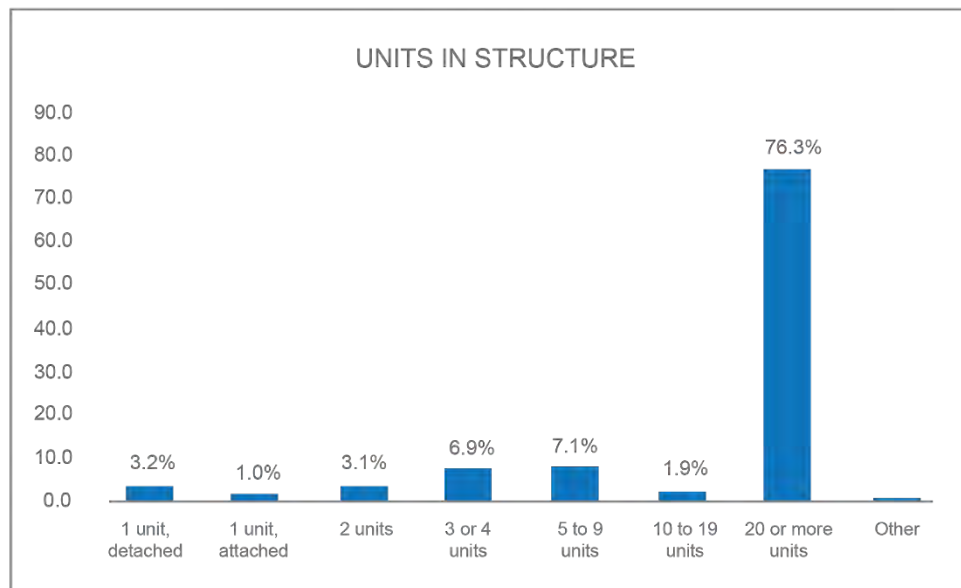


Figure 3.10: Units in Structure

## **C. ANALYSIS OF THE FLUSHING WATERFRONT BOA**

### *ZONING, LAND USE AND PUBLIC POLICY*

#### *Zoning*

The existing zoning within the Study Area is composed of three districts: C4-2, M1-1, and M3-1 (see Figure 3.11, “Existing Zoning and Land Use”).

A C4-2 district is mapped over the majority of the Study Area generally bounded by 36th Road, Prince Street, Roosevelt Avenue, Flushing Creek. C4 districts are intended for regional commercial centers where uses serve an area larger than a neighborhood shopping area. C4-2 districts permit residential uses with a maximum floor area ratio (FAR) of 2.43 (R6 equivalent), commercial uses with a maximum FAR of 3.4, and community facility uses with a maximum FAR of 4.8. C4-2 districts have no fixed height limits and building envelopes are regulated by a sky exposure plane. Residential development under the optional Quality Housing Program has a maximum FAR of 2.2 on narrow streets (defined as less than 75 feet wide) with a 55-foot building height limit, and for developments along wide streets (defined as 75 feet wide or more) the maximum FAR is 3.0 and the building height limit is 70 feet. Off-street parking is required for 70 percent of the dwelling units. This requirement is lowered to 50 percent of the units if the lot area is less than 10,000 square feet or if Quality Housing provisions are used.

An M1-1 district is mapped in the northeast section of the Study Area bounded by Northern Boulevard, Prince Street, 36th Road, and College Point Boulevard, in an area generally including a mix of low-rise commercial, industrial, and community facility uses. M1-1 Districts permit light manufacturing and commercial uses with a maximum FAR of 1.0 FAR and 2.4 for community facilities. No residential uses are permitted.

An M3-1 district, which allows a maximum 2.0 FAR, is mapped over several parcels in the northwest portion of the Study Area between College Point Boulevard and the Flushing Creek, which currently include a lumber and hardware supplier as well as a scrap yard. M3 manufacturing districts generally permit heavier industries compared to M1 and M2 districts.

Parking requirements for general retail and office uses are one space per 300 built square feet in a C4-2 district, M1-1, and M3-1 district. For manufacturing uses in the M1-1 and M3-1 districts, new manufacturing facilities require one parking space for every three employees or every 1,000 square feet of floor area, whichever requires more spaces. Warehouses and other storage establishments, which are often large spaces with relatively few employees needing off- street parking, require one space for every three employees or every 2,000 square feet of floor area, whichever requires fewer spaces.

#### *Land Use*

The Study Area consists of a mix of land uses, but it primarily contains underutilized light industrial and commercial uses in one- and two-story buildings. Wholesale and retail building material suppliers, scrap and lumber yards, plumbing and heating suppliers, construction companies, and auto-related uses are abundant in portions of the Study Area. Parking facilities and vacant land are also prominent. All of the land uses along the eastern edge of the Flushing waterfront are under private ownership.

A 4.24-acre publicly-owned waterfront parcel located on the west side of the Flushing Creek contains tidal wetlands that are under the jurisdiction of the New York State Department of Environmental Conservation

(NYSDEC). This site is inaccessible to the public.

FLUSHING WATERFRONT REVITALIZATION PLAN - EXISTING ZONING AND LAND USE

Figure 3.11

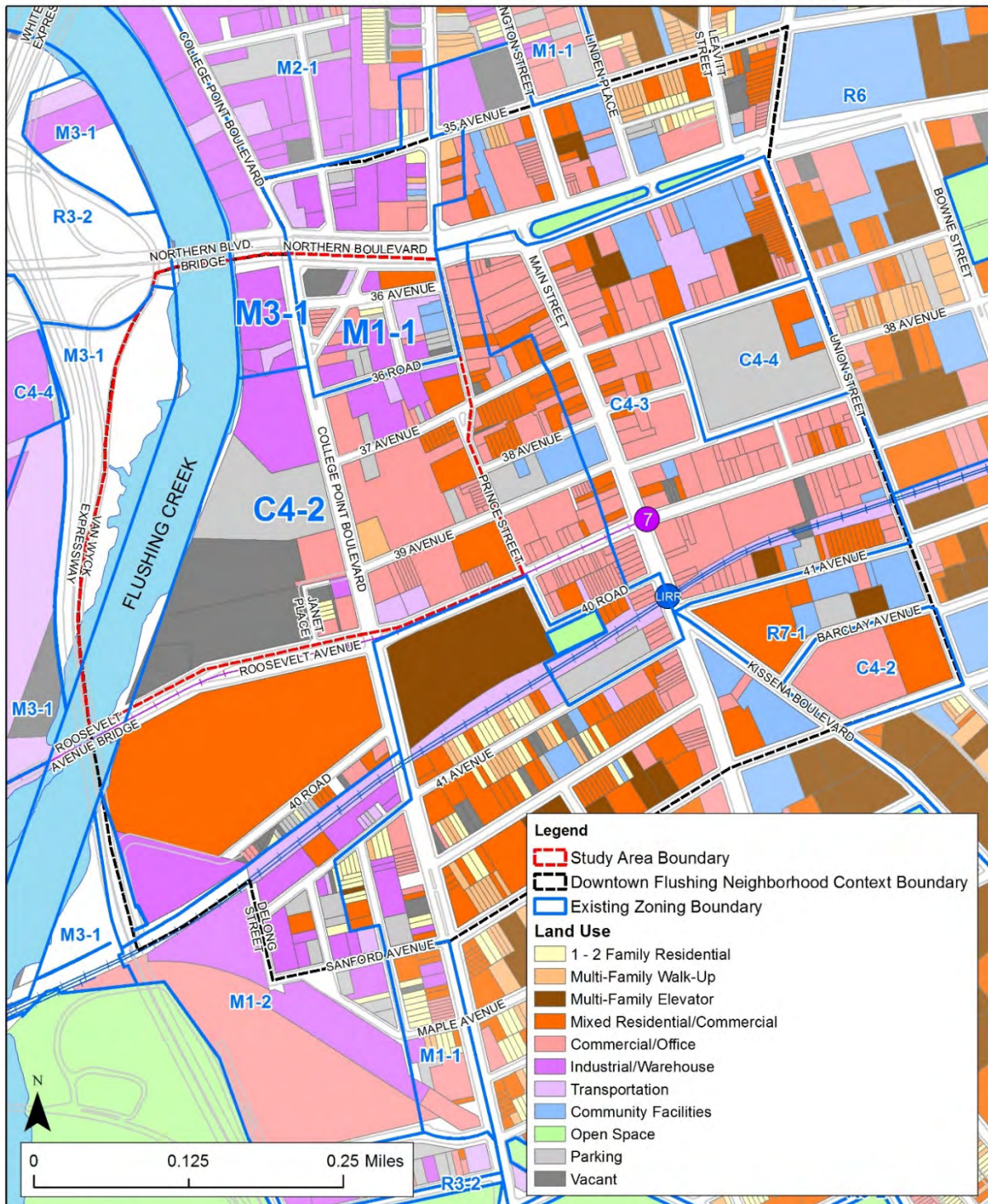


Figure 3.11: Existing Zoning and Land Use

Large, underutilized waterfront parcels line the east side of the creek on Block 4963 (see Figure 3.13, “Block and Lot”). At the northern end is a cluster of five industrial parcels including a lumber and building supply, scrap and lumber yard, auto repair shop, and a self-storage and moving supplies facility (U-Haul). Just south of the U-Haul parcel along the waterfront is a large parking lot, followed by the now vacant Assi Plaza site - which included an Asian supermarket, distribution center and other small commercial businesses. Continuing south, also on the east side of the creek, is a large, vacant waterfront parcel. Adjacent to that parcel, between Janet Place, College Point Boulevard and Roosevelt Avenue on Block 4962 are a mix of uses including a hardware store, two attached two-family homes (with one being used for commercial purposes), a cabinet store, a tire shop, a table tennis center, a vacant parcel, and a 12-story, 96-room boutique hotel, developed in 2014.

Block 4973, located on the east side of College Point Boulevard includes a large commercial lot that contains a karaoke bar, a school associated with Touro College, and an Asian restaurant. Smaller, infill lots on the block contain additional commercial and office uses. At the southeast corner of 39th Avenue and College Point Boulevard is a low-rise community facility building owned by Asian Americans for Equality (AAFE), which is slated for redevelopment into an office and community facility building. One Fulton Square - a mixed-use hotel/ residential/ office/ retail complex - is located on the east end of the block between Roosevelt and 39th Avenues. At the northeast corner of Roosevelt Avenue and College Point Boulevard is a Mobil gas station, and adjacent, to the east is a building operated by the MTA New York City Transit.

To the north, Block 4972, contains a mix of recent developments and older lower intensity uses. Aside from current redevelopment projects, there is an eight-story Best Western hotel, local restaurant establishments, a four-story apartment building, a kitchen and tile importer/ wholesale supplier/ retailer, and a five-story residential building including retail uses on the ground floor and office uses on the second and third floors.

Block 4970, bounded by 36th Road to the north, 37th Avenue to the south, Prince Street to the east, and College Point Boulevard to the west contain commercial uses including a lighting store, wholesale seafood store, flooring store, an auto repair, and additional commercial and office uses. Industrial uses on that block include a furniture warehouse and showroom, a wholesale kitchen and bath store, a tile store, and an electroplating factory. An eight-story residential tower with three levels of office space on the lower floors and a below-grade parking garage is located on the northwest corner of 37th Avenue and Prince Street.

North of 36th Road, the blocks include mainly low-scale, light industrial uses including auto-related uses and building supply warehousing and custom manufacturing firms. Commercial uses in that area include a stone and cabinet importer/ showroom/ installer; lumber and building supply dealer, plumbing and heating contractors, glass/ carpet/ kitchen and bath wholesale/ retail suppliers, a wholesale seafood trading company, and two construction companies. Queens Baptist Church, Ebenezer Baptist Church, and the Martin Luther King Jr. Memorial Day Care Center, along with a parking lot to serve those uses, are located on the west side of Prince Street between 36th Road and 36th Avenue. A vacant building is located on the east side of College Point Boulevard near King Road.

Block 4966, bounded by Northern Boulevard to the north, 36th Avenue to the south, King Road to the east, and College Point Boulevard to the west contain a mix of commercial and industrial uses including a plumbing and heating supply, an auto repair shop, and a tile/kitchen/cabinet outlet and showroom.

Finally, on Block 4967 in the northeast corner of the Study Area is a strip of neighborhood retail and personal service shops with frontages on both 36th Avenue and Northern Boulevard. The westernmost



parcel on that block contains building materials suppliers.

#### *Development Activity*

While the majority of the Study Area currently consists of underutilized property (less than 50 percent built out in accordance with maximum allowable FAR), there has been significant development activity on the inland portion of the Study Area (see Figure 3.13, “Development Activity”. A table of development is provided in Appendix C-2-2.). Within the Study Area the only recent development west of College Point Boulevard has occurred on Block 4962 / Lot 4, where the Parc Hotel, a 12-story boutique hotel was completed in 2014.

Just across the street on the southeast corner of College Point Boulevard and 39<sup>th</sup> Avenue, the site owned by Asian Americans for Equality (AAFE) is currently undergoing redevelopment and will result in a seven-story mixed use building containing retail, community facility, and office uses. Also on this block, at the southwest corner of Prince Street and 39<sup>th</sup> Avenue is One Fulton Square – a 330,000 square foot mixed-use development consisting of hotel, retail, office and residential and community facility uses and parking.

To the north of this block is Block 4972 which is dominated by the construction of Tangram, a 16-story, mixed-use development that will include a commercial podium and four towers containing residential, hotel, retail, office, community facility uses and belowgrade parking. Adjacent to Tangram is the construction of the 37<sup>th</sup> Ave. Hotel, slated to rise nine stories with 73 rooms. Also adjacent to Tangram on Lot 43 is Prince Plaza, a mixed-use development containing 72 residential units and 51,000 square feet of retail space, was completed in 2008 on Prince Street near 37<sup>th</sup> Avenue.

# FLUSHING WATERFRONT REVITALIZATION PLAN - BLOCK AND LOT

FIGURE 3.12

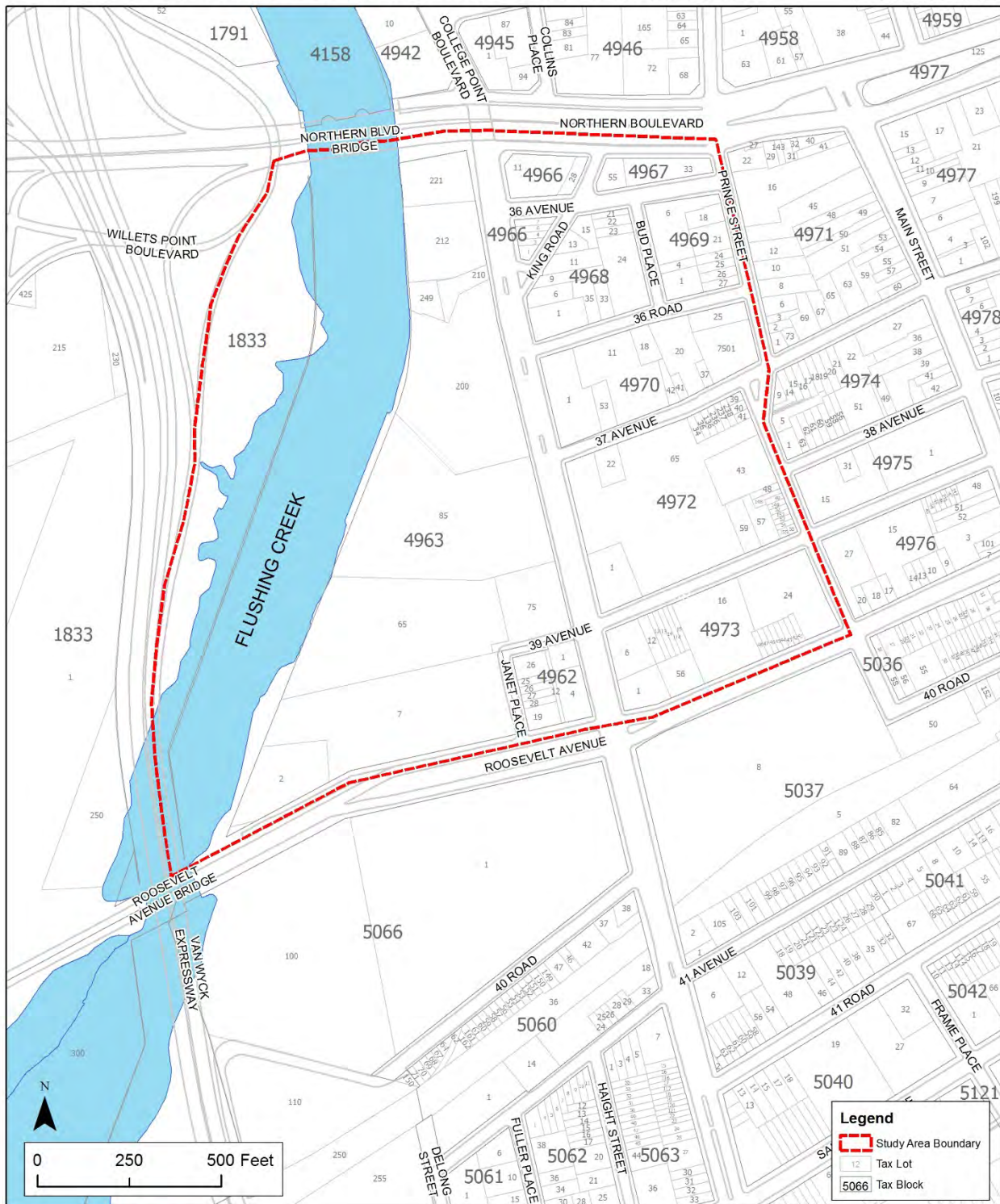


Figure 3.12: Block and Lot

Outside of the Study Area and as mentioned previously, the 2004 *Downtown Flushing Development Framework* set the stage for the transformative redevelopment of the former Municipal Lot 1 site located one block west of Main Street and one block south of Northern Boulevard. Two distinct projects have progressed here. One is the 14-story Macedonia Plaza, which was completed in 2015 providing 142 units of affordable housing. Adjacent to Macedonia Plaza is Flushing Commons, a planned mixed-use development including 620 residential units, 275,000 square feet of retail, 185,000 square feet of office space, a 250-room hotel and community facility space, 1.5 acres of public open space, and below-grade parking. Phase 1 of this project is just being completed.

Just west of the Flushing Commons site is Queens Crossing, a primarily commercial development containing 407,000 square feet of retail, office and community facility was completed in 2008 on Main Street one block north of the No. 7 subway station.

South of the No. 7 subway station, along Roosevelt Avenue is the recent development of the New World Mall, which contains three stories of retail – including a supermarket, a food court, vendors, and parking. Further east along Roosevelt Avenue is the Roosevelt Avenue medical development, currently under construction, which will contain retail and medical uses, other community facility uses, and automated parking in the cellar.

South of the LIRR and just east of Main Street is the former Municipal Lot 3 site which is being redeveloped as the 10-story One Flushing project which will include 231 units for senior and affordable housing, approximately 9,000 square feet of community facility uses dedicated for seniors and local retail space on the ground level.

South of the Study Area and west of College Point Boulevard is Flushing Point Plaza, which is a proposed development that would result in 19 stories of residential, hotel, commercial and community facility uses, and 326 dwelling units.

Across the Study Area on the opposite side of the creek, a 61-acre portion of the Willets Point peninsula was the subject of a comprehensive planning, rezoning, and redevelopment strategy adopted in 2008. The 2008 Willets Point Development Plan aims at transforming a largely underutilized site with substandard conditions and substantial environmental degradation into a lively, mixed-use, and sustainable community. The Plan calls for up to 5,850 residential units, 1.7 million square feet of retail space, a 400,000 square foot convention center, a 700-room hotel, 500,000 square feet of office space, and 6,700 parking spaces. To provide quality-of-life amenities for residents and visitors, the program would also include an 850-seat school, 150,000 square feet of community facility space and a minimum of eight acres of public open space. Subsequently, the City selected a development team to facilitate Phase 1 of development on a 23-acre portion. Legal challenges have stalled the City and its selected developer from proceeding with this proposal, and the City is evaluating its options on how to advance its plan for this catalytic site.

### *Public Policy*

There are a number of regulations and policies that apply to development within the Study Area. Officially adopted and promulgated public policies describe the intended use applicable to an area in the City. Some of these policies have regulatory status, while others describe general goals. Below are a list of policies that affect sites within the Study Area:



### *Special Regulations that apply around Major Airports (1961)*

In 1961 special zoning controls were developed to cover areas within the vicinity of the City's airports and their associated flight paths. The maximum height of buildings or other structures is limited in order to prevent the construction of obstructions to air navigation in the vicinity of major airports in order to protect persons and property within such vicinities, as well as persons in airplanes which are approaching, taking off from, or circling the airports. Developments are allowed to penetrate the set height limits via a Board of Standards and Appeals (BSA) special permit that entails receiving verification from the Federal Aviation Administration (FAA) that the proposed structure would not obstruct air traffic circulation.

### *Waterfront Zoning Regulations (1993)*

In 1993, to support the Comprehensive Waterfront Plan and the City's Waterfront Revitalization Program (WRP), the City adopted the Waterfront Zoning Regulations (NYC Zoning Resolution, Article VI, Chapter 2), which were amended in 2009. The Regulations have the following stated purposes:

- To maintain and reestablish physical and visual public access to and along the waterfront;
- To promote a greater mix of uses in waterfront developments in order to attract the public and enliven the waterfront;
- To encourage water-dependent uses along the City's waterfront;
- To create a desirable relationship between waterfront development and the water's edge, public access areas and adjoining upland communities;
- To preserve historic resources along the City's waterfront; and
- To protect natural resources in environmentally sensitive areas along the shore.

The waterfront zoning regulations apply to properties within waterfront blocks, which are blocks adjacent to or intersected by the shoreline. In the Study Area, the properties west of College Point Boulevard are subject to these waterfront zoning regulations. To prevent excessive density and bulk generated by portions of land under water on a waterfront zoning lot, lot area seaward of the bulkhead line may not be used to generate floor area. Piers and platforms, however, may transfer floor area to the landward portion of the zoning lot.

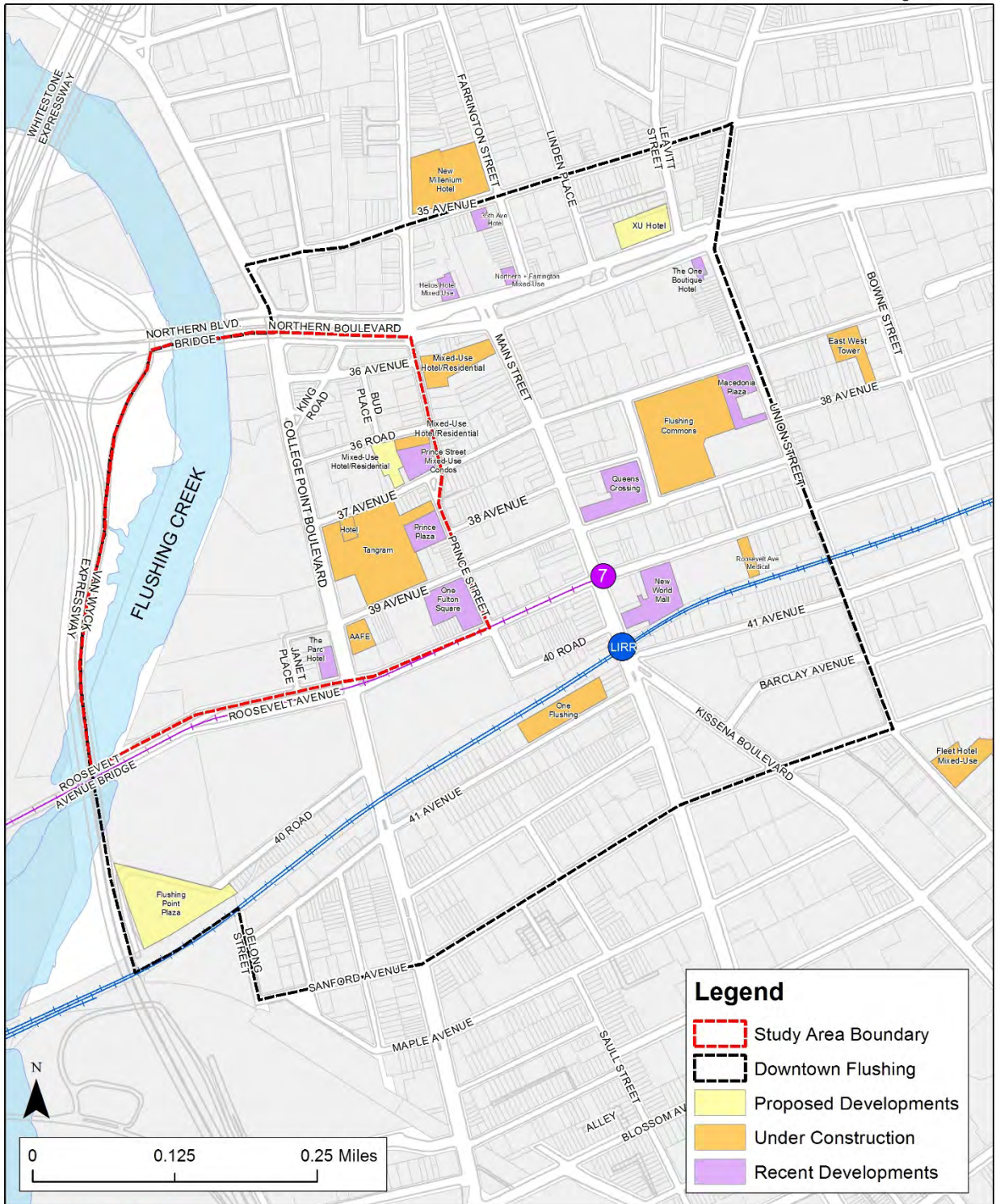
All residential and commercial developments are required to provide a waterfront yard that is 30 to 40 feet wide, depending on the district, along the entire shoreline of the zoning lot. Within the Study Area, the waterfront yard depth requirement is 40 feet. Waterfront zoning also requires visual corridors, which are open areas that provide unobstructed views from upland streets through a waterfront lot to the shoreline.

In most zoning districts that allow residential, commercial, and community facility developments, such projects on waterfront zoning lots are required to provide and maintain publicly-accessible open space at the water's edge with pedestrian links to upland communities. In districts allowing a FAR of 4.0 or less where development would require public access, a minimum of 15 percent of the lot area must be improved or maintained for this purpose; a minimum of 20 percent is required in districts permitting an FAR greater than 4.0. Waterfront public access includes shore public walkways, upland connections, and supplemental public access areas, as needed to fulfill the minimum square footage requirement for public access. The waterfront zoning regulations stipulate certain design requirements related to seating, planting, signage, and other elements.

### *Downtown Flushing Plan (1993)*

In 1993, DCP created a comprehensive plan known as the *Downtown Flushing Plan* with recommendations to improve transportation, expand the range of community facilities, provide waterfront public access and create a "heritage trail" to connect historical sites. Among its recommendations was that a Waterfront Access Plan (WAP) be established on properties adjacent to and east of the Flushing Creek. A WAP modifies

public access requirements specified in waterfront zoning regulations in response to unique local conditions. The plan also recommended rezoning manufacturing areas west of Downtown Flushing to a C4-2 district to provide new opportunities for medium- density commercial and residential development.



NYCPLANNING  
DEPARTMENT OF CITY PLANNING CITY OF NEW YORK

\*Last updated: 3/8/17

Figure 3.13: Development Activity

#### *New York City Bicycle Master Plan (1997)*

The New York City Bicycle Master Plan, issued in May 1997, is the final report of the first phase of the Bicycle Network Development (BND) Project, a joint DCP/NYCDOT effort. The goal of the BND Project is to increase bicycle ridership in New York City, and the purpose of the Plan is to articulate the City's action plan. As part of NYCDOT's New York City Bicycle Master Plan, north-south bicycle routes are proposed near and within the BOA along College Point Boulevard and Prince Street, and east-west bicycle routes are proposed along Northern Boulevard, 36th Road, 39th Avenue, and Roosevelt Avenue, to connect to the larger regional bikeway system.

#### *Downtown Flushing Rezoning and Waterfront Access Plan (1998)*

The rezoning and waterfront plan were proposed in the 1993 *Downtown Flushing Plan* (see above). The rezoning sought to replace manufacturing zoning and establish a C4-2 district on 107 acres of land west of Prince Street to the Flushing Creek. The Waterfront Access Plan (WAP) focused on properties adjacent to and east of the Flushing Creek in order to modify the public access requirements to reflect unique local conditions. The proposed rezoning and WAP zoning text amendment were subject to the Uniform Land Use Review Procedure (ULURP), and they were approved by the City Council in September 1998. This 1998 rezoning facilitated the Sky View Parc development on a 14-acre site located at the southeast corner of Roosevelt Avenue and College Point Boulevard.

#### *Waterfront Revitalization Program (1999)*

Because the Study Area is located within the City's coastal zone, the Plan must be assessed for its consistency with the City's Waterfront Revitalization Program (WRP). The New York City WRP was adopted in 1999, and subsequently approved by NYSDOS with the concurrence of the U.S. Department of Commerce. The WRP establishes the City's Coastal Zone and includes 10 policies. The WRP encourages coordination among all levels of government to promote sound waterfront planning and requires consideration of the program's goals in making land use decisions. DCP administers the program, which is designed to balance economic development and preservation by promoting waterfront revitalization and water-dependent uses while protecting fish and wildlife, open space and scenic areas, public access to the shoreline, and farmland, and to minimize adverse changes to ecological systems and erosion and flood hazards.

#### *Downtown Flushing Development Framework (2004)*

The Downtown Flushing Development Framework (the Framework) was a joint EDC and DCP community-based initiative that resulted in a land use planning strategy for the future growth and sustainability of Downtown Flushing, the Flushing Creek waterfront, and the Willets Point peninsula. The Framework considered opportunities for high quality mixed-use development, improved connections with adjacent regional destinations, enhancements to public open spaces and streetscapes, and transportation and parking strategies. One of the overarching goals was to promote a cleaner river to unite the two sides of the waterfront.

The Framework identified three sub-areas - Downtown Flushing, Waterfront, and Willets Point - and the Flushing Waterfront Revitalization Plan includes portions of all three sub-areas. The downtown core was recognized as a vibrant and successful commercial center, with opportunities to improve circulation and continue to grow and attract people. The Framework incorporates urban design, enhanced retail options, marketing the area as a regional urban center, and a need for a zoning study to manifest the planning recommendations for the downtown core. The Framework also recognized opportunity for growth along the waterfront. In addition, the Framework identified the need for economic redevelopment of Willets Point to complement a renewed downtown and revitalized waterfront.

The Framework ultimately resulted in a consensus vision for Downtown Flushing - "that of a center of urban activity that retains the feel of a small town - a place where people come to experience the best of Queens." In order to implement the vision, three major goals were identified: 1) Reconnect and Renew Downtown; 2) Revitalize the Waterfront; and 3) Redevelop Willets Point.

#### *New York City Comprehensive Waterfront Plan (2011)*

In March 2011, DCP released Vision 2020: New York City Comprehensive Waterfront Plan. An update of the 1992 Comprehensive Waterfront Plan, this plan articulates eight goals for the City's waterfront:

- Expand public access to the waterfront and waterways on public and private property for all New Yorkers and visitors alike.
- Enliven the waterfront with a range of attractive uses integrated with adjacent upland communities.
- Support economic development activity on the working waterfront.
- Improve water quality through measures that benefit natural habitats, support public recreation, and enhance waterfront and upland communities.
- Restore degraded natural waterfront areas, and protect wetlands and shorefront habitats.
- Enhance the public experience of the waterways that surround New York-our Blue Network.
- Improve governmental regulation, coordination, and oversight of the waterfront and waterways.
- Identify and pursue strategies to increase the City's resilience to climate change and sea level rise.

The Comprehensive Waterfront Plan lays out strategies to achieve each goal and complements these strategies with the New York City Waterfront Action Agenda, a set of projects chosen for their ability to catalyze investment in the waterfront.

#### *Downtown Flushing Mobility and Safety Improvement Project (2012)*

NYCDOT has been working with elected officials, Community Board 7, local businesses, MTA/NYCT and EDC to address transportation and pedestrian issues throughout the Downtown Flushing area. Specifically, NYCDOT developed improvement measures to enhance mobility and safety for all street users (pedestrians, transit riders, and motorists). NYCDOT published the Downtown Flushing Mobility and Safety Improvement Project Report in January 2012.

#### *Housing New York (2014)*

In May 2014, Mayor de Blasio released *Housing New York*: a five-borough, ten-year plan to build and preserve 200,000 affordable units over the coming decade for households with a range of incomes, from the very lowest to those in the middle class. Key policies and programs outlined in the plan include identifying opportunities for affordable housing across the City through Neighborhood Planning initiatives; implementing a Mandatory Inclusionary Housing Program; harnessing affordable housing investments to generate quality jobs; preserving the affordability and quality of the existing housing stock using tools to protect tenants from landlord harassment, adopting a more strategic approach to housing preservation, creating programs to preserve the affordability of unregulated housing; and more.

#### *OneNYC (2015)*

In April 2015, the Mayor's Office of Long Term Planning and Sustainability released OneNYC: The plan for a strong and Just City. Originally released in 2007 and again in 2011 under the former Mayor Bloomberg administration under the name "PlaNYC", OneNYC includes policies to address key challenges to the City's success and quality of life: a changing climate; population growth; aging infrastructure; and an evolving economy with increasing inequality. OneNYC was developed across four Visions:

- Vision 1: Our Growing Thriving City
- Vision 2: Our Just and Equitable City
- Vision 3: A Sustainable City
- Vision 4: A Resilient City

While growth, sustainability and resiliency remain at the core of OneNYC and expands on targets established under previous iterations of the plan, the de Blasio administration added equity as a guiding principle of the plan to highlight that environmental and economic sustainability must go hand in hand.

The plan puts forth a number of goals related to housing, workforce development, sustainability and resiliency, such as creating new job opportunities and enhancing access to jobs; lifting 800,000 New Yorkers out of poverty or near-poverty by 2025; reducing the city's greenhouse gas emissions by 80 percent by 2050; sending zero waste to landfills and reducing waste disposal by 90 percent relative to 2005 levels by 2030; ensuring New York City is a leader in air quality among all U.S. cities by 2030; reducing flood risks in most affected communities; reducing the city's Social Vulnerability Index for neighborhoods across the City; and more.

#### *Vision Zero (Queens Pedestrian Safety Action Plan) (2015)*

Building on the success of *Downtown Flushing Mobility and Safety Improvement Project*(2012) and Vision Zero (2014), the Queens Pedestrian Safety Action Plan analyzes the unique conditions of the each New York City borough and recommends actions to address the borough's specific challenges to pedestrian safety. As reported between 2009 and 2013, Downtown Flushing and its vicinity was among areas with the densest concentration of pedestrian KSI (killed or severely injured) crashes in Queens, and it is listed as a Vision Zero high priority area. The Action Plan pinpoints the conditions and characteristics of the pedestrian fatalities and severe injuries, identifies corridors, intersections and areas that disproportionately account for Queens' pedestrian fatalism and severe injuries and strategically priorities them for safety inventions. The Safety Action Plan also recommends a series of actions to alter the physical and behavioral conditions on Queens' Street that lead to a pedestrian fatality and injury.

#### *New York City Department of Environmental Protection Infrastructure Projects*

DEP has several capital projects and plans for infrastructure improvements and green infrastructure implementation in the Flushing area, including the Flushing Bay and Creek Waterbody/Watershed (WB/WS) Facility Plans, the NYC Green Infrastructure Plan, Long-Term Pollution Control Plans for the Creek and Bay, and dredging Flushing Bay.

#### *Mandatory Inclusionary Housing (2016)*

A central feature of the Mayor's Housing New York Plan is the creation of a Mandatory Inclusionary Housing program that is to be applied to zoning actions that encourage substantial new housing. This program requires that a share of new housing – 25 percent or 30 percent - be set aside as permanently affordable to low- and moderate-income households. By requiring developers to build affordable housing in connection with new development where mapped, the City can secure a new stock of permanently affordable housing, while assuring a neighborhood will be economically diverse. This program, developed in close consultation with Housing Preservation and Development (HPD) and informed by extensive policy and financial analysis, marks a new approach to ensuring neighborhood economic diversity as the City plans for growth.

## *FLWLDC Area Initiatives*

### *Flushing BOA Pre-Nomination Study:*

The Flushing Willets-Point Corona Local Development Corporation (FWCLDC) prepared a Pre-Nomination Study under Step 1 of the BOA Program, to accompany its application to Step 2 of the Program. The Pre-Nomination Study provided a preliminary overview of the Study Area. The Pre-Nomination Study stated the FWCLDC’s preliminary, community-based goals and objectives for reinvestment in the Study Area. Goals and objectives included assessing remediation needs; improving environmental quality, including cleaning up contamination on land and in the Flushing Creek; designing re-use opportunities; facilitating a sustainable, transit-oriented community with mixed uses; creating new open space and waterfront connections; facilitating transportation and access improvements; creating jobs and businesses and increased tax revenues; creating new affordable housing; improving linkages between neighborhoods; and rezoning to allow greater density, reduce parking requirements, and enhance property values. In particular, the Step 1 study recommended a rezoning for the Study Area to change from current C4-2, M3-I, and M1-1 districts to a C4-4 district.

### *Flushing Transit-Oriented Development (TOD) Plan Proposal:*

In July 2009, the FWCLDC provided a scope of work for a transit-oriented development (TOD) with affordable housing mixed with retail and community facility uses on the municipal parking lot #3 located next to the LIRR’s Flushing-Main Street station. A presentation was made to the NYCDOT Commissioner Sadik-Kahn on August 18, 2009, which provided an overview of conditions and needs in Downtown Flushing, including the need for affordable housing; a heavily used and overcrowded MTA/New York City Transit No. 7 subway line; a large concentration of buses; lack of a convenient intermodal connection point; and a substandard LIRR Flushing-Main Street station. A pro forma analysis was conducted to determine the feasibility of including affordable housing in the development program. Results were presented to the Mayor’s Office and HPD, which subsequently led to their support of the project. In 2013, Municipal Lot #3 was identified for affordable housing as part of the Willet’s Point Points of Agreement with the City Council. HPD finalized the project’s program and selected a developer in spring 2015. The proposed affordable and senior housing with community facility and retail components on the former municipal parking lot is expected completion by the end of 2017.

## **LAND OWNERSHIP**

Land ownership is one of the critical factors that informs the selection of “strategic” or catalyst sites to spur additional redevelopment in a BOA-designated area. In general, publicly owned land or large tracts of land and land held in common ownership may be easier to redevelop in accordance with the goals of a plan compared to unassembled smaller, privately-owned parcels. The Study Area includes a number of relatively large, underutilized, privately-owned parcels, particularly along the waterfront and clusters of parcels under common ownerships. However, the eastern edge of the Flushing waterfront has no publically owned land that can be developed.

The properties within the Study Area are generally privately held. Only 20 percent of the land acreage is not privately held, including publicly-owned wetlands along the west side of the Flushing Creek; a utility building owned by the MTA/NYCT; and a small strip of land owned by the New York City Department of Citywide Administrative Services (DCAS). Figure 3.14 depicts land ownership within the Study Area. (See Appendix B - 3 for a table that lists the owner for each individual parcel within the Study Area).



## *PARKS AND OPEN SPACE*

There are no identified parks and open space within the Study Area, and only a very limited number of these resources are found nearby within the Downtown Flushing neighborhood, namely Bland Playground, a .55-acre park located at 40<sup>th</sup> Road and Prince Street. Additionally, Flushing Meadows Corona Park (FMCP) is an approximately 897-acre regional park located to the southwest of the Study Area and Downtown Flushing. Through input from the public engagement process, the Plan recommends improved signage along College Point Boulevard to indicate the nearest entry to FMCP from the Study Area and Downtown Flushing, as well as additional street tree planting along this corridor to improve pedestrian amenity.

## *OPEN SPACE INVENTORY*

Parks under the jurisdiction of the Department of Parks and Recreation (DPR) that lie within the Downtown Flushing Neighborhood Boundary include Bland Playground, Flushing Greens and Daniel Carter Beard Mall, encompassing a total of 1.59 acres of open space (see Figure 3.15, “Existing Open Space”).

- Bland Playground, located on 40<sup>th</sup> Road, adjacent to the NYCHA Bland Houses, includes basketball and handball courts, children’s’ play equipment, seating area, and spray showers.
- Flushing Greens and Daniel Carter Beard Mall includes landscaping, seating, and monuments along Northern Boulevard between Main Street and Linden Boulevard.

Outside of the Study Area, there are small parks, playgrounds, and a large regional park.

- Maple Playground, located on the corner of Kissena Boulevard and Maple Avenue, includes basketball courts, fitness equipment, handball courts, a childrens’ playground, seating area, and spray showers.
- Bowne Playground, located on Union Street between Sanford Avenue and Barclay Avenue, is adjacent to P.S. 20 and includes basketball courts, handball courts, seating area, and spray showers.
- Margaret Carmen Green – Weeping Beech Park is located on 37<sup>th</sup> Avenue between Bowne Street and Parsons Boulevard. This park includes handball courts, a childrens’ playground, spray showers, the Queens Historical Society, and canopy trees.
- The area’s largest park resource, Flushing Meadows Corona Park, is approximately a quarter-mile south of the Study Area. The largest park in Queens at nearly 900 acres, it is a regional recreation destination. The park was the site of two twentieth century World’s Fairs, attended by millions of people. The park includes six playgrounds, barbequing areas, basketball courts, bicycling and greenways, fitness equipment, eateries, golf courses, ice skating rinks, model aircraft fields, a skate park, spray showers, volleyball courts, the Queens Wildlife Center, baseball fields, fishing areas, handball courts, paddleboat rentals, soccer fields, the USTA National Tennis Center, and CitiField stadium.

In addition, NYSDOT owns approximately 4.2 acres of land along the western side of Flushing Creek, which includes tidal wetlands under the jurisdiction of NYSDEC. This property is not easily accessible, and may have restrictions on its use.

Although there are open space resources outside of the Study Area, further efforts to improve access to, and increase the amount of open space are integral to an enhanced quality of life in Flushing. Improving these resources speaks to the City’s goal outlined in *OneNYC* to make open spaces “more useful, accessible, and beautiful”. In a dense neighborhood such as Flushing, which is experiencing population growth, having a range of open space resources will be particularly beneficial to the elderly population and youth, who thrive on active lifestyles and engagement in the public realm.



# FLUSHING WATERFRONT REVITALIZATION PLAN - EXISTING PROPERTY OWNERS / BUSINESSES

Figure 3.14

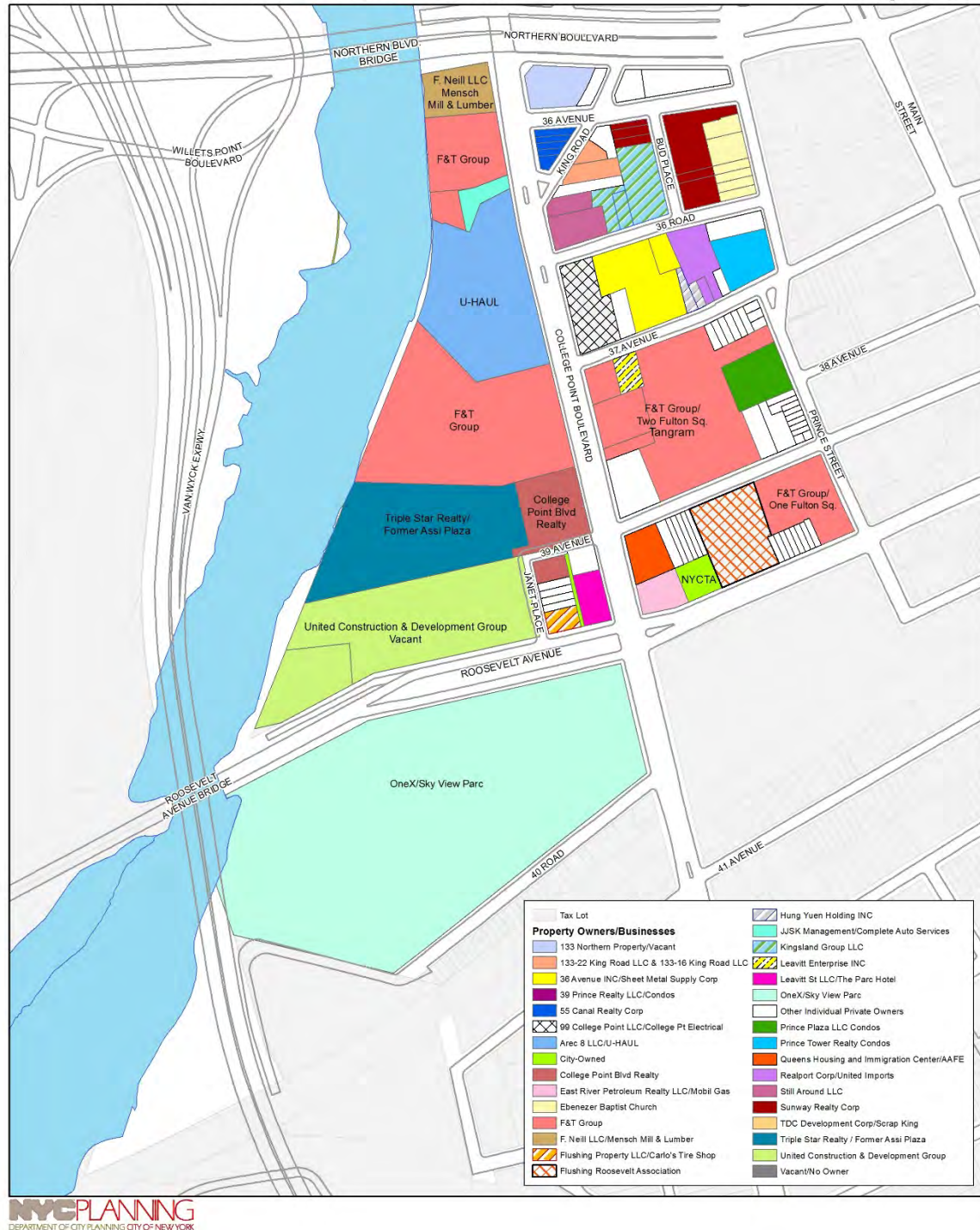


Figure 3.14: Existing Property Owners and Businesses

FLUSHING WATERFRONT REVITALIZATION PLAN - EXISTING OPEN SPACE Figure 3.15

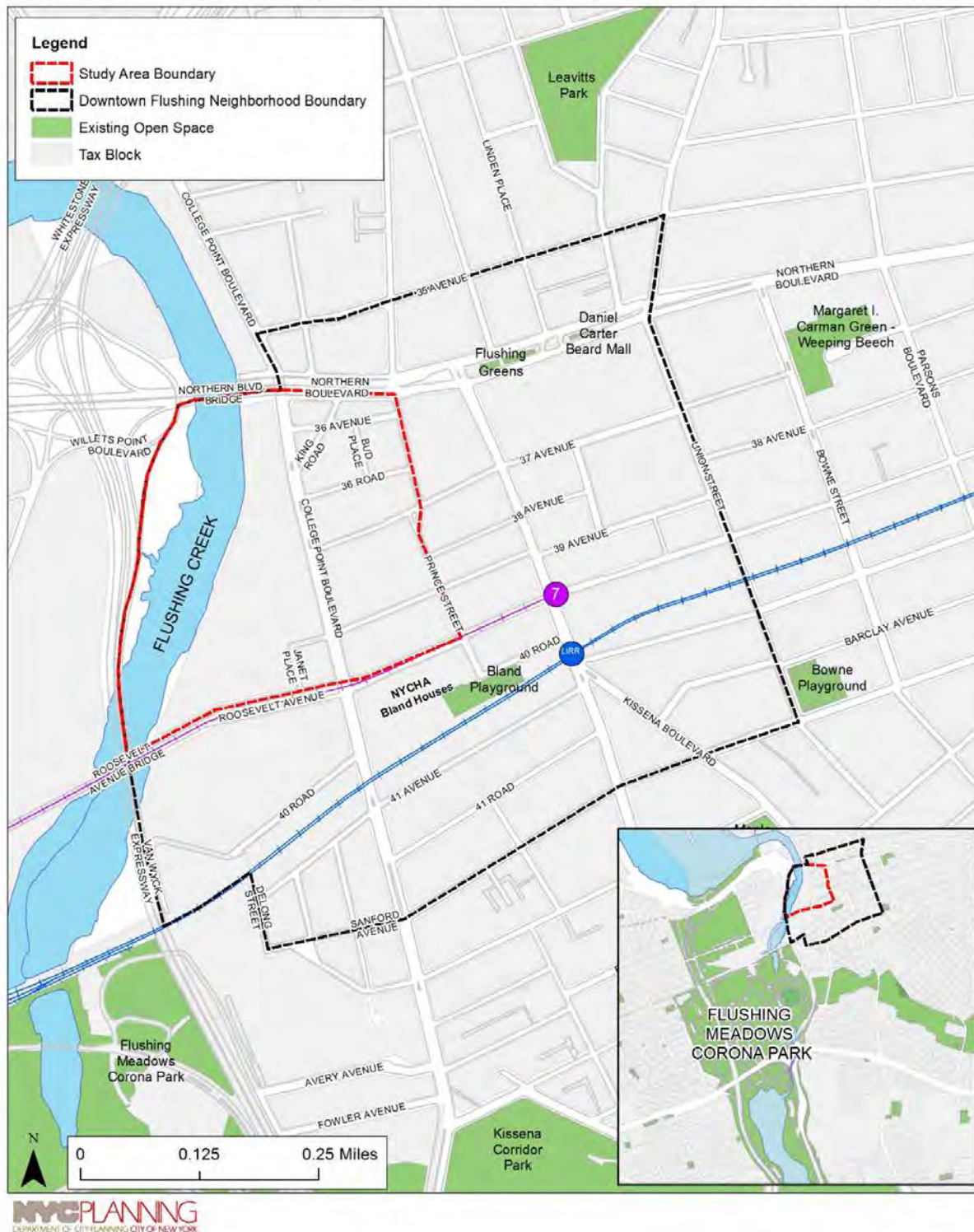


Figure 3.15: Existing Open Space

## BUILDING INVENTORY

Key buildings include important community resources or buildings that may serve as anchors to new development. Due to this area's history of active commercial and industrial uses, there are very few key buildings that have either aesthetic or civic significance. Table 3-1 identifies each building by Map ID Number (see Figure 3.16, "Key Buildings") and provides a brief description.

TABLE 3-1: KEY BUILDINGS		
Map ID	Key Building	Significance
1	"Serval Zipper" Clock Tower Building (36-30 College Point Boulevard)	U-Haul's self-storage and moving supply facility is a regional distribution center and used by local commercial businesses that lack space to store goods. The visual prominence of its clock tower feature on the waterfront from the Van Wyck Expressway anchors this western portion of Downtown Flushing.
2	Ebenezer Baptist Church (36-12 Prince Street)	Historic church within the area, most recently rebuilt in 1971.
Notes: Map ID numbers correspond to Figure 3.16		

## HISTORIC OR ARCHEOLOGICALLY SIGNIFICANT SITES

Flushing has a rich and long history of both colonial European and Native American settlements. There are several landmarked buildings outside of the Study Area within the downtown neighborhood context area, but no designated architectural resources within the boundaries of the Study Area. Consistent with the guidance of the *CEQR Technical Manual*, which require that City and State agencies consider the effects of their actions on historic properties, designated architectural resources include: New York City Landmarks, Interior Landmarks, Scenic Landmarks, New York City Historic Districts; resources calendared for consideration as one of the above by the New York City Landmarks Preservation Commission (LPC); resources listed on or formally determined eligible for inclusion on the State and/or National Registers of Historic Places, or contained within a district listed on or formally determined eligible for listing on the Registers; resources recommended by the New York State Board for listing on the Registers; and National Historic Landmarks. Currently designated historic resources within an approximate 1/4-mile area surrounding the Study Area are identified on Figure 3.17 ("Historic Sites") and Table 3-2 below. Many of these resources are located along the "Flushing Freedom Mile," a collection of 16 historic sites within a one-mile radius of Downtown Flushing. To accentuate Flushing's past the City has placed a number of colorful wayfinding signs demarcating the Flushing Freedom Mile, which explore themes such as the quest for religious asylum and the local history of the Underground Railroad.



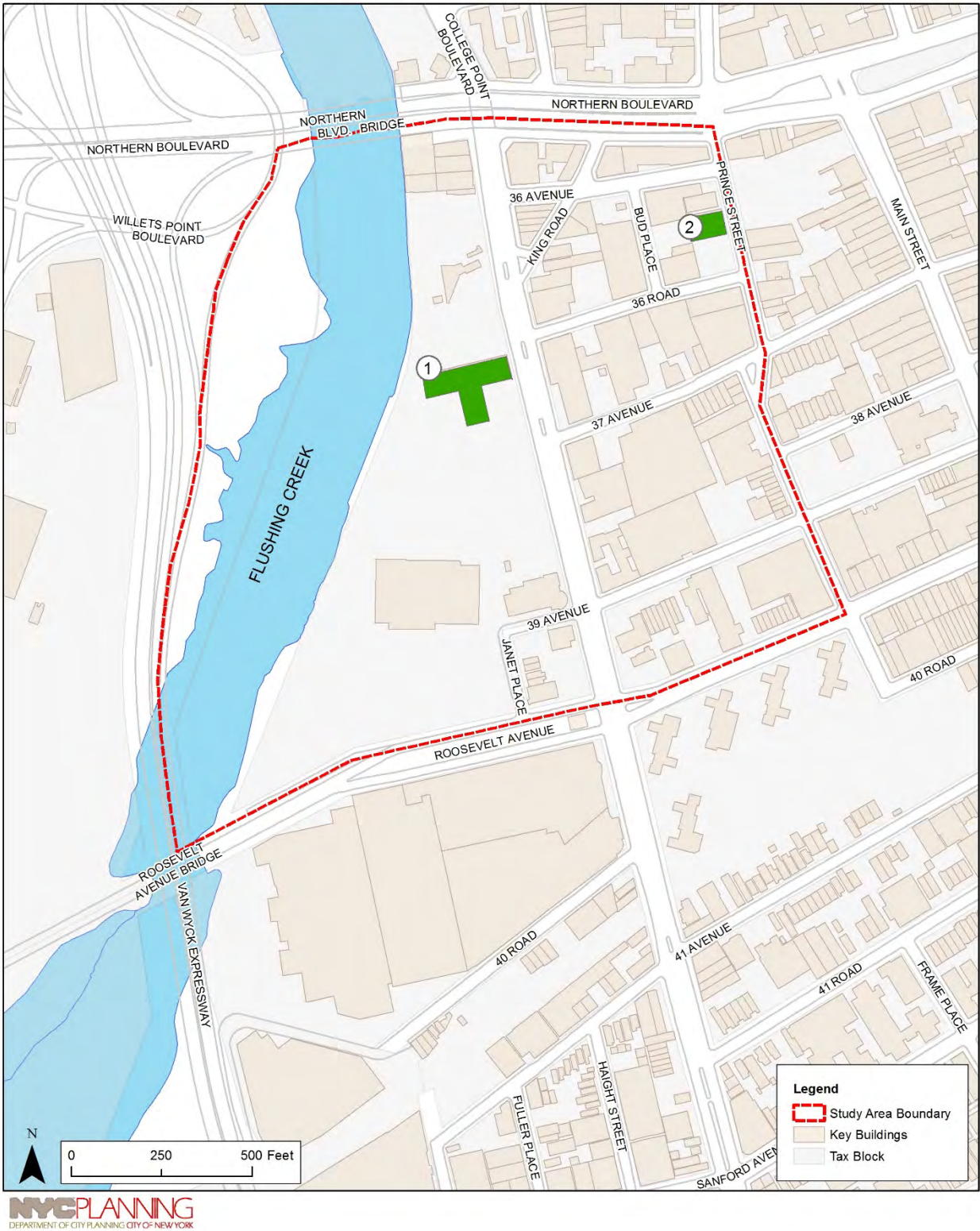


Figure 3.16: Key Buildings



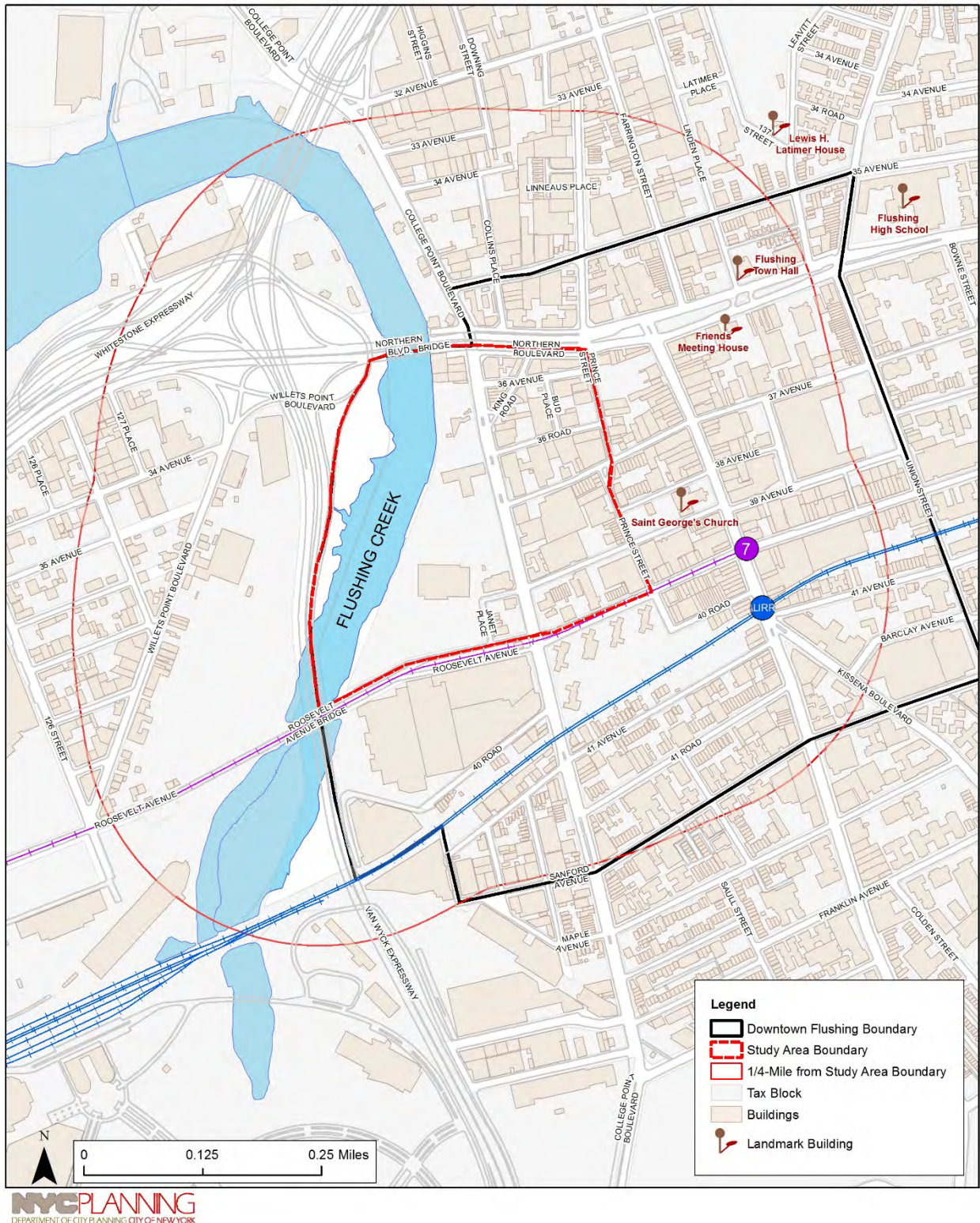


Figure 3.17: Historic Sites

### DESIGNATED LANDMARK BUILDINGS

Historic sites are important because they preserve the architectural character and heritage of a community, and help to provide a sense of place and meaning to neighborhood intentions from previous eras. Preserving these structures can emphasize uniqueness to a given place. In a redevelopment context, they can attract investment by serving as a magnet for tourists and business and celebrate community history amid neighborhood changes. There are five designated landmark buildings in the Downtown Flushing area, depicted in Table 3-2 and Figure 3.17 ("Historic Sites").

TABLE 3-2: DESIGNATED LANDMARK BUILDINGS IN ¼-MILE STUDY AREA	
Building	Address
Flushing Town Hall	137-35 Northern Boulevard
Friends Meetinghouse	137-16 Northern Boulevard
Lewis Latimer House	34-41 137 <sup>th</sup> Street
Flushing High School	35-01 Union Street
Saint George's Church	135-32 38 <sup>th</sup> Avenue
Source: NYC Department of City Planning, 2017. Facilities dataset	

The design activities undertaken for the Plan considered the proximity of these landmark buildings and any opportunities to create or strengthen any visual corridors or pedestrian connections between the brownfield sites and the historic Flushing area. Many of the potential brownfield sites within the Study Area may have experienced some disturbance as a result of historic and modern development, and additional analysis is necessary to determine if the area may be archaeologically sensitive.

### ARCHEOLOGICAL RESOURCES

The Native American occupation of the Flushing waterfront has been well documented, and numerous pre-contact archaeological sites have been identified along the shores of Flushing Bay, Flushing Creek, and the tributaries that drained the marshland that historically occupied much of Flushing. Therefore, undisturbed or minimally disturbed portions of the Study Area could have the potential to contain archaeological resources associated with the Native American occupation of the area. With respect to the occupation of the area during the historic period, the historic village of Flushing - which represents one of the oldest settled villages within New York City - was located in the immediate vicinity of the Study Area, primarily to the east of it. Maps dating to as early as 1841 identify historic homes and churches in the area, some of which were located in areas now occupied by roads. There is one church site in the Study Area, which requires additional documentation to confirm there were no associated burials (in vaults or a churchyard). This church, shown on maps as the "Reformed Church" or "Old Church," was located near what is now the corner of Prince Street and 37th Avenue.

### INFRASTRUCTURE

New York City, including the Downtown Flushing region is served by an extensive network of water and sewer infrastructure and energy systems. This section describes infrastructure and utilities in the Study Area.

#### Water Supply

The New York City water supply system comprises a network of reservoirs, lakes, and aqueducts extending into the Catskill region and a pipe network that distributes water within the City. Because the Hudson, Harlem and East rivers are not potable water sources, New York City obtains nearly all of its water from the Delaware, Catskill and Croton watersheds, which are located within 125 miles of the City. Water from the watersheds is stored at 19 reservoirs and three control lakes, having a combined capacity of approximately 550 billion gallons. The water is then carried into the City by a number of aqueducts. The water enters the City via City Tunnel 1 (which runs through the Bronx, Manhattan, and Queens) and City Tunnel No. 2 (which

travels through the Bronx, Queens, and Brooklyn). The partially completed City Tunnel 3 currently serves the Bronx, Manhattan, and Queens, and, when fully complete, will terminate in Brooklyn. Staten Island obtains its water via the Richmond Tunnel, which is an extension of City Tunnel No. 2.

Once in the City, the three aqueducts distribute water into a network of water mains. Water mains up to 96 inches in diameter feed smaller mains that deliver water to their final destination. These are the same mains that provide water to fire hydrants. Nearly all of the water reaches its consumers by gravity alone, although some four percent (generally located at the outer limits of the system where in-line pressure is lowest, at high elevations, or at a pressure extremity, such as Far Rockaway) is pumped to its final destination. Pressure regulators throughout the City monitor and control the water pressure.

### *Sanitary Sewer*

New York City's sewer system consists of a grid of sewers beneath the streets that send wastewater flows to 14 different plants, known as "waste water treatment plants," or "WWTPs." The areas served by each of these plants are called "drainage basins." Most of this system is a "combined" sewer system, meaning that it carries both sanitary sewage from buildings and stormwater collected in catch basins and storm drains. However, some areas of the City, primarily in Queens and Staten Island, operate with separate systems for sanitary sewage and stormwater. In addition, small areas of Staten Island, Brooklyn, and Queens use septic systems to dispose of sanitary sewage.

The City maintains a "drainage plan" for the proper sewer and drainage in the City that describes the location, course size and grade of each sewer and drain for sewerage districts as well as the size and location of stormwater and wastewater conveyance and treatment facilities within these districts.

Sewers beneath the City's streets collect sewage from buildings as well as stormwater from buildings and catch basins in streets. Collection sewers can be ten inches to two feet in diameter on side streets, and larger in diameter under other roadways. They connect to trunk sewers, generally five to seven feet in diameter, which bring the sewage to interceptor sewers. These large interceptor sewers (often 11 or 12 feet in diameter) bring the wastewater collected from the various smaller mains to the WWTPs for treatment. New York City's WWTPs treat some 1.2 billion gallons of sewage per day.

The sanitary wastewater in the area is treated at the Tallman Island WWTP. Combined, all 14 WWTPs in New York City have a State Pollution Discharge Elimination System (SPDES)-permitted total capacity of 1.8 billion gpd. The Tallman Island WWTP is regulated by an SPDES permit to treat and discharge up to 80 mgd of wastewater. In 2016, average flows to the Tallman Island WWTP ranged from 51 to 64 mgd and averaged 56 mgd, for an average of approximately 70 percent of available capacity. Based on the associated Environmental Assessment Report (EAR) of the area's network, there will be minimal impact in total daily water demand from potential development under recommended actions (1.6 mgd), compared to potential development under existing conditions (1.5 mgd). See "Water and Infrastructure" section of the attached EAR for detailed analyses.

### *Stormwater*

On undeveloped sites, rainfall is normally absorbed into the ground through permeable surfaces. In urban settings, however, where permeable surfaces are less common, it typically flows across land toward low points – most often, water bodies or storm sewers. Stormwater generally enters the combined sewer system and gets treated at one of the City's WWTPs. Generally, stormwater in Flushing gets treated at the Tallman Island WWTP as a part of the area's combined sewer system, however stormwater on Flushing's waterfront sites drains directly into Flushing Creek. During storm events, a mixture of stormwater and sanitary sewage entering, or already in, the combined sewers can discharge untreated through combined



sewer outfalls into a waterbody (e.g. Flushing Bay or Flushing Creek). This untreated overflow is known as combined sewer overflow (CSO).

West of College Point Boulevard, stormwater from the Study Area generally flows into the Flushing Creek as direct drainage. Constructing or using an outlet or discharge pipe (referred to as a “point source”) that discharges wastewater into the surface waters or ground waters of the state is required to obtain a permit from the NYSDEC’s SPDES program. East of College Point Boulevard, stormwater generally enters the combined sewer system and gets treated at the Tallman Island WWTP. However, during storm events, a portion of the sanitary sewage entering, or already in, the combined sewers can discharge untreated into the creek along with stormwater and debris washed from the streets. The CSO discharges into the creek through combined sewer outfalls which are located along the Flushing Creek waterfront at the northern and southern ends of the Study Area. As discussed below, DEP has been undertaking measures to mitigate CSO flows into Flushing Bay and Creek to improve water quality. A boom is located near the southernmost eastern waterfront parcel to keep floatables from the CSOs out; south of the boom the creek is unnavigable.

The City is under a 2005 Consent Order from the NYSDEC to reduce its combined sewer overflows and improve the water quality of all of its waterways. Even prior to the consent order, the City took major steps towards achieving these goals for Flushing Creek. In 2009, the City completed construction of a 28 million gallon storage tank and an additional 15 million gallons of storage in the sewers conveying flow to the tank, reducing the amount of combined overflow into Flushing Creek by 52 percent. DEP is also in the process of upgrading the Tallman Island WWTP for wet weather maximization, reducing combined sewer overflow by 20 million gallons. Along with changes and upgrades to its sewer system, DEP and agency partners are in the process of designing, constructing and maintaining a variety of sustainable green infrastructure practices such as green roofs, rain gardens, and right-of-way bioswales on City-owned property, such as streets, sidewalks, schools, and public housing. Green infrastructure promotes the natural movement of water by collecting and managing stormwater runoff from streets, sidewalks, parking lots and rooftops and directing it to engineered systems that typically feature soils, stones, and vegetation. This process reduces the amount of stormwater runoff entering the City’s sewer system and water bodies.

In accordance with the order, the DEP submitted to NYSDEC in August 2011 the *Flushing Bay and Creek Waterbody/Watershed Facility Plans* which outlined additional strategies to reduce the amount of combined sewer overflow that ends up in the Flushing Bay and Creek. As a next step, in December 2014, DEP submitted a draft a CSO Long-Term Control Plan (LTCP) for Flushing Creek to NYSDEC. The goal of the LTCP is to identify appropriate CSO controls necessary to achieve waterbody-specific water quality standards, consistent with the Federal CSO Policy and the water quality goals of the Clean Water Act. The Plan’s final recommendation for Flushing Creek is to disinfect CSO for a substantial portion of each calendar year and to install floatables control consisting of underflow baffles to improve water quality within the creek. NYSDEC approved the Flushing Creek LTCP on March 7, 2017.

DEP has also launched the LTCP process for Flushing Bay. In December 2016, DEP submitted the LTCP for Flushing Bay to NYSDEC. The LTCP recommends implementation of the DEP’s currently planned improvements including construction of a new diversion sewer and environmental dredging, planned green infrastructure projects, completed and planned CSO mitigation in Flushing Creek, and the implementation of this recommended Flushing Bay LTCP alternative which calls for the design, construction, and operation of a 25 million gallon CSO Storage Tunnel to improve water quality in Flushing Bay. NYSDEC approved the Flushing Bay LTCP on March 7, 2017.

Implementation of the Flushing Creek and Flushing Bay LTCPs and the restoration projects discussed below will help transform Flushing’s waterfront from uninviting and inaccessible into an extension of Flushing for



new mixed residential and commercial development with a publicly-accessible waterfront esplanade.

Additionally, because of the availability capacity of the Tallman Island WWTP, the projected increased flows into the combined sewer system would not have a potential significant adverse impact on water quality. Best management practice measures should be implemented on each strategic development site within the Study Area by their respective developer in accordance with the City's site connection requirements in order to hinder any adverse impacts to local water supply.

### *Energy*

Within New York City, electricity is generated and delivered to most users by Consolidated Edison (Con Edison) as well as a number of independent power companies. Electrical energy in New York City is drawn from a variety of sources that originate both within and outside the City. These include non-renewable sources, such as oil, natural gas, and coal fuel; and renewable sources, such as hydroelectricity and, to a much lesser extent, biomass fuels, solar power and wind power. Electricity consumed in New York City is generated in various locations, including sites within New York City, locations across the Northeast, and places as far away as Canada.

Con Edison distributes power throughout most of New York City and Westchester County. Transmission substations receive electricity from the regional high voltage transmission system and reduce the voltage to a level that can be delivered to area substations. Area substations further reduce the voltage to a level that can be delivered to the distribution system, or the street "grid". Within the grid, voltage is further reduced for delivery to customers. Each substation serves one or more distinct geographic areas, called networks, which are isolated from the rest of the local distribution system. If service is lost at a specific substation or substations, the network functions to isolate any problems from other parts of the city. Substations are also designed to have sufficient capacity for the network to grow. In 2011, approximately 58 billion kilowatt hours (KWH), or 198 trillion BTUs were delivered in Con Edison's service area. In addition, Con Edison supplied approximately 129 trillion BTUs of natural gas and approximately 22 billion pounds of steam, which is equivalent to approximately 26 trillion BTUs.<sup>1</sup> Overall, approximately 353 trillion BTUs of energy are consumed within Con Edison's New York City and Westchester County service area annually. Con Edison supplies energy (e.g. gas and electricity) to the Study Area.

### *Natural Resources and Environmental Features*

The most prominent natural features in the Downtown Flushing region are the Flushing Bay and Creek and Flushing Meadows Corona Park - a popular regional recreation destination encompassing nearly 900 acres just to the southwest of the Study Area. Flushing Creek lines Flushing's western border, and empties into the bay at its southeast corner. A portion of the creek is located within the Study Area.

There are reported odors from the Flushing Bay and Creek - the source of which is likely the exposed mud flats and sediment mounds at the combined sewer outfalls in the bay and creek. While the mudflats are a natural phenomenon, it is believed that dredging of the sediment mounds, could mitigate odors, especially with DEP's ongoing CSO mitigation to improve the water quality in Flushing Bay and Creek. DEP is proceeding with the dredging of approximately 17 acres of Flushing Bay along the southwest shore adjacent to the World's Fair Marina with an expected completion of 2019. Wetlands would also be constructed in this area and would be complete by 2021. In addition, DEP and the U.S. Army Corps of Engineers (USACE) are moving forward with the planning and design of a joint dredging and restoration project in Flushing Creek immediately south of the Study Area, but funding for implementation of the selected project has not been allocated and would require congressional authorization.

---

<sup>1</sup> Consolidated Edison Annual Report, 2011

DCP applied for and received a \$95,000 grant from the NYS Local Waterfront Revitalization Program's Environmental Protection Fund to conduct a study that will outline the steps needed to improve the ecological health of the creek and examine where funds for future ecological restoration projects could be directed. Specifically, the plan will identify the process for de-authorizing a portion of a Federal navigation channel that is no longer used for maritime purposes and prepare documentation to justify repurposing the navigation channel. It is believed that the presence of the Federal navigation channel limits opportunities for restoration projects to be targeted to the portion of the creek generally between Northern Boulevard to the north and Roosevelt Avenue to the south. It is expected that it will build upon the City's on-going efforts to mitigate the effects of combined sewer overflow into Flushing Creek and USACE's Hudson Raritan Estuary Feasibility Study of Flushing Creek of a portion of the creek to the south of Roosevelt Avenue. It is expected that this study will result in recommendations for wetland restoration within the creek, which community stakeholders and local elected officials have requested in addition to adding capacity for stormwater management.

As mentioned above, the planning and design of wetland restoration within Flushing Creek is focused to the south of the Study Area between Roosevelt Avenue and the Long Island Rail Road tracks. The portion of the creek located within the Study Area has not yet been identified for a dredging project. Community stakeholders and local elected have requested a comprehensive dredging of the entire creek in addition to adding capacity for stormwater management to improve the health of the creek.

Improving the health of the creek would help activate Flushing's waterfront with new and exciting uses and provide the fast-growing Flushing community with much-needed open space and public access areas along its waterfront.

#### *Mapped Wetland and Water Resources*

The Study Area is generally formerly developed industrial and commercial land. This area includes limited natural areas including the Flushing Creek and an approximate 4-acre waterfront area containing tidal wetlands under the jurisdiction of NYSDEC (see Figure 3.18, "DEC Tidal Wetlands"). High Marsh (HM) and Intertidal Marsh (IM) have been mapped by NYSDEC on the west side of the Flushing Creek. The Flushing Creek itself up to the eastern shoreline bordering the parcels that make up the Study Area is mapped as Littoral Zone (LZ). These are State-regulated tidal wetland areas which also include a 150-foot buffer extending landward from the wetland boundary up to the 10-foot contour line above mean sea level (msl) or up to a legal hard structure (e.g. bulkhead). Therefore, the shoreline and certain upland portions of the Study Area are subject to the State's tidal wetland regulatory program (6 NYCRR Part 661).

The U.S. Fish and Wildlife Service (USFWS) has mapped an "E2EM1P: Estuarine, intertidal, emergent, persistent, irregularly flooded" wetlands on the west side of the Flushing Creek within the Study Area. The federal designation for the creek itself up to the eastern shoreline is "E 1UBL: Estuarine subtidal unconsolidated bottom, subtidal" wetlands.

#### *Existing Site Conditions*

Site inspection reveals that the shoreline of the Study Area contains a narrow band of early successional vegetation typical of disturbed lands. No vegetated tidal wetland habitat was noted along the eastern shoreline. One partially-vacant parcel, located at 37-02 College Point Blvd, contains an early successional upland plant community occupied by such species as ailanthus (*Ailanthus altissima*), eastern cottonwood (*Populus deltoides*), common reed (*Phragmites australis*), and mugwort (*Artemisia vulgaris*) typical of urban vacant lots. At present, it is not believed that there are any plants of significance in the brownfield area. The vegetation species found in the Study Area are generally fast-growing and tolerant of harsh urban

environments.

### *Coastal Zone*

The waterfront portion of the Study Area is located within the New York State Coastal Zone Boundary. The federal Coastal Zone Management (CZM) Act of 1972 was established to support and protect the distinctive character of the waterfront, and to assist coastal states in establishing policies for managing their coastal zone areas. In 1982, New York adopted a State Coastal Management Program (CMP), designed to balance economic development and preservation in the coastal zone by promoting waterfront revitalization and water-dependent uses, while protecting fish and wildlife, open space and scenic areas, public access to the shoreline and farmland, and minimizing adverse changes to ecological systems and erosion and flood hazards. The State program is consistent with the federal CZM Act and contains 44 coastal policies. It also provides for local implementation when a municipality adopts a local waterfront revitalization program that is consistent with the federal CZM Act.

In accordance with the State program, New York City adopted a local waterfront revitalization program, the New York City Waterfront Revitalization Program (WRP), in 1982. The WRP, as amended, incorporates the State's 44 coastal policies and contains an additional 10 policies. The program is administered by DCP. It establishes the City's policies for development and use of the waterfront and provides a framework for evaluating activities proposed in the Coastal Zone.

The coastal zone management program consistency review process is described in federal regulations at 15 Code of Federal Regulations (CFR) 930: Federal Consistency with Approved Coastal Management Programs, as amended, as well as in the WRP. Consistency review is required for any project that:

- Is in, or is expected to affect the resources or land or water uses of, the New York coastal zone; and
- Requires a state- or federal-listed permit, is federally, state, or locally funded, or is a direct activity of a federal, state, or local agency.

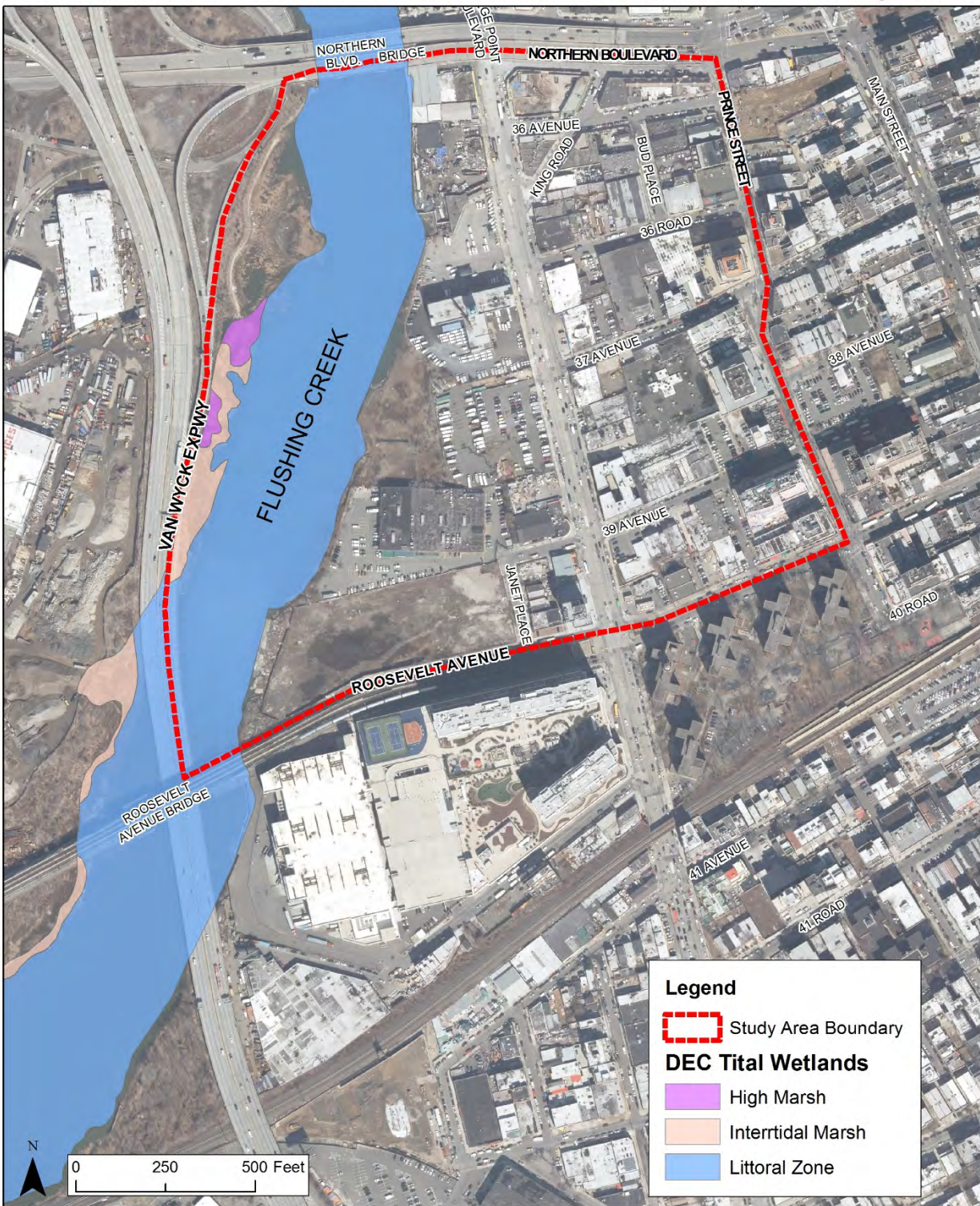
The City's policy is to review a project's consistency with the WRP policies if it is within a coastal zone area, and if it consists of discretionary actions that are classified as Type 1 or Unlisted pursuant to the State Environmental Quality Review Act (SEQRA) or City Environmental Quality Review (CEQR). Once specific development strategies are proposed for sites within the Study Area, those projects will have to be reviewed for consistency with the New York City Coastal Zone policies, which would normally occur during the implementation phase - Step 3 - of the BOA Program. These WRP policies are consistent with the State's CMP: both promote a balance of economic development, preservation and revitalization of the coastal zone; protect fish and wildlife, open space, scenic areas, and public access to the shoreline; and minimize adverse changes to ecological systems and erosion and flood hazards.

### *Floodplains*

Portions of the Study Area contain the federally-mapped 100-year floodplain, as shown on Figure 3.19 depicting both the 2015 FEMA Preliminary Flood Insurance Rate Maps (PFIRMs) and the 2007 FEMA Flood Insurance Rate Maps (FIRMs). A floodplain is defined by regulation and includes the areas that flood during storms of a statistical frequency occurrence of once in 100 years (the 100-year storm), also referred to as the 1% chance annual flood. The 100-year floodplain within the Study Area is designated "AE." AE is a 100-year flood zone where "base flood elevations have been determined;" that is, the flood elevations (height in feet) have been derived from the detailed hydraulic analyses, as opposed to areas mapped as just "A"



FLUSHING WATERFRONT REVITALIZATION PLAN - DEC TIDAL WETLANDS    Figure 3.18



**NYCPLANNING**  
DEPARTMENT OF CITY PLANNING CITY OF NEW YORK

Figure 3.18: DEC Tidal Wetlands

where the base flood (100-year flood) is determined only approximately. Mandatory flood insurance purchase requirements and floodplain management standards apply within the 100-year flood zone. New York City is affected by local street flooding (e.g., flooding of upland streets due to short-term, high-intensity rain events in areas with poor drainage), fluvial flooding (e.g., rivers and streams overflowing their banks), and coastal flooding (e.g., long and short tidal rises and wave surges that affect the shores of the Atlantic Ocean, bays such as Upper New York Bay and Gowanus Bay, and tidally influenced rivers, streams and inlets). The Flood Hazard Area as mapped by FEMA within the Study Area is the result of fluvial flooding. Any proposed construction within the Study Area's mapped floodplains would be subject to the rules and regulations governing activities in these flood hazard areas in order to minimize the potential for damage caused by flooding and erosion (see next section on “Resiliency” for additional information).

### *Resiliency*

In 2015, the Federal Emergency Management Agency (FEMA) issued the most recent non-binding flood maps for New York City, referred to as the Preliminary Flood Insurance Rate Maps (PFIRMs).<sup>2</sup> Citywide, these maps included generally higher flood elevations and a larger 100-year (1% annual chance) floodplain that contains roughly twice as many buildings compared to the 1983 Flood Insurance Rate Maps (FIRMs), which were minimally modified in 2007. However, in the Study Area, the 100-year flood zone is smaller in the 2015 PFIRMS compared to the 2007 FIRMs, but in both maps the areas exposed to flooding are primarily west of College Point Boulevard on the lots closest to Flushing Creek. The City of New York filed an appeal of the PFIRMs. The City found technical and scientific errors in FEMA’s modeling that overestimate the heights of flood waters during a one-percent-annual-chance flood event, the “Base Flood Elevations (BFEs),” by between 1 and 2.5 feet across the city. As a result, FEMA’s modeling overestimates the size (or extent) of the 100-year floodplain. The City’s goal is to ensure FEMA’s FIRMs provide residents with an accurate representation of the city’s current 100-year floodplain. The City won its appeal to FEMA, which has agreed to revise New York City’s flood maps. In the meantime, to ensure that structures are constructed using the best available information, the New York City building code will continue to require new and substantially improve buildings to use the Preliminary FIRMs until the appeal is resolved.

The New York City Building Code, in compliance with New York State standards for flood protection, requires buildings to protect to a level one or two feet higher than the FEMA-designated flood elevation, depending on building type. One- and two-family homes are required to provide two feet of extra protection (commonly called “freeboard”) above flood elevation, and most other buildings are required to provide one foot of freeboard. Newly constructed, substantially damaged, or substantially improved buildings are also required to comply with the flood resistant construction standards of Building Code when they rebuild. These standards are outlined in Appendix G of the NYC Building Code, which refers to both the 1983 FIRMs and the 2015 PFIRMs in order to determine a more conservative level of risk to ensure buildings are raised or flood proofed to a higher elevation. Building to such standards will help reduce the vulnerability to future floods, as well as help property owners avoid higher flood insurance premiums.

---

<sup>2</sup> FEMA released preliminary work maps for New York City on June 10, 2013 and released an update in 2015 as an interim product in the development of preliminary Flood Insurance Rate Maps (PFIRMS). This information is considered the “best available flood hazard data” and replaces the Advisory Base Flood Elevation (BFE) maps that were prepared in the aftermath of Hurricane Sandy. The BFE for the portion of the BOA within the AE zone is 13 feet, the same as the current effective BFE. Although the BFE is subject to further review, if it is adopted as part of a future updated FIRM, future development within the BOA would comply with these flood elevations as required by New York City Building Code.



FLUSHING WATERFRONT REVITALIZATION PLAN -  
FEMA FIRMS (2007) and PFIRMS (2015)

Figure 3.19

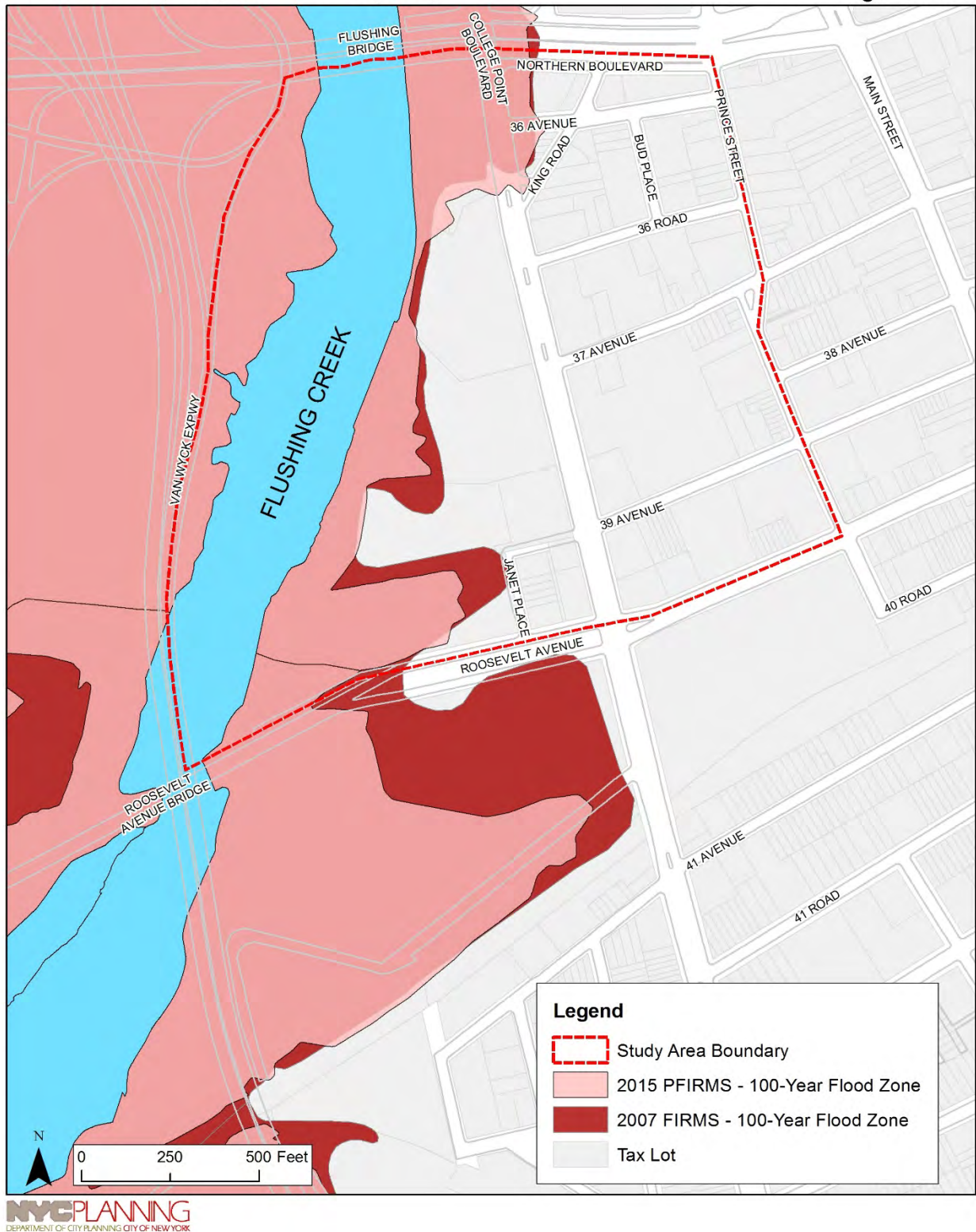


Figure 3.19: FEMA FIRMS (2007) and FEMA PFIRMS (2015)

### *Water Resources*

A portion of the Flushing Creek is located within the Study Area. The Flushing Creek is one of the primary freshwater inputs to the Flushing Bay - a tidal embayment on the south shore of the upper East River.<sup>3</sup> There is some public concern regarding odors associated with the Flushing Creek, which may be due to a combination of significant silting, low-tide, organic material, or potential contamination or buildup of CSO sediment. As discussed above, water quality in the creek may have also been adversely impacted by combined sewer overflows, which the City is working on addressing through implementation of the Flushing Bay and Creek Waterbody/Watershed Facility Plans and the Long-Term Control Plans for Flushing Creek and Bay. A boom is located near the southernmost waterfront parcel within the Study Area in order to keep floatables from the CSOs from travelling out to Flushing Bay; south of the boom the river is unnavigable.

The Flushing Waterfront Revitalization planning process included coordination with NYSDEC, DPR, and DEP to obtain information about the creek that could inform the Plan's recommendations. Issues of importance included shoreline conditions and options for shoreline stabilization, wetlands and jurisdictional boundaries, CSO sediment and mitigation, wetlands restoration projects, and plans for dredging.

Independent of DCP's planning process, DEP will be dredging a 17-acre portion of Flushing Bay, and it is also engaged in a planning and design study with USACE for dredging and restoring the portion of Flushing Creek south of the Study Area. These efforts, along with the utilization of the \$95,000 funding granted to DCP by the NYS Local Waterfront Revitalization Program's Environmental Protection Fund to conduct a study to identify the process for de-authorizing a portion of a Federal Navigation Channel that is no longer used for maritime purposes, will result in recommendations for wetland restoration within the creek. It is believed that dredging coupled with DEP's ongoing CSO mitigation efforts may help to mitigate odors from the creek that may be associated with CSO sediment, which will effectuate the proposed redevelopment of the Flushing waterfront for public use. Additional coordination with DEP is needed to develop a strategy for dredging the entire creek and to identify opportunity to enhance the area's stormwater infrastructure. (See March 15, 2012 letter from DEP to the FWCLDC in Appendix A - 90).

### *Geology, Soils and Topography*

The Study Area is situated near the western end of Long Island. Soils on the site consist primarily of fill material. The regional stratigraphy of Long Island, including the aquifers and confining layers, was formed from glacial tills and outwash sands of the Pleistocene Epoch. These layers lie over older deposits of the Cretaceous Period. The Cretaceous deposits lie over an impermeable bedrock surface dipping to the southeast. The bedrock consists of crystalline metamorphic rock of the lower Paleozoic Era. Local aquifers that supply or have the potential to supply groundwater for consumption or industrial uses consist primarily of the late Cretaceous and Pleistocene sands and gravels.<sup>4</sup>

Based on a review of spatial topographic information from the U.S. Geological Survey, the topography of the Study Area slopes downward from the highest point near Prince Street (40- 50 feet above mean sea level) toward the lowest point at the Flushing Creek (mean sea level), as shown in Figure 3.20. Topography represents a challenge for creating upland connections to the waterfront. Some of the higher elevations of the Study Area near Prince Street prevent one from seeing the waterfront from this area. Thus one of the design challenges for this Plan will be to make the connection to the waterfront from Prince Street - providing enough interest at every block to draw people to the waterfront.

---

<sup>3</sup> Office of the Deputy Mayor for Economic Development, Willets Point Plan, FDEIS, September 2008

<sup>4</sup> Office of the Deputy Mayor for Economic Development, Willets Point Development Plan, September 2008.

Another design issue is that the Study Area is in a direct flight path for taking off/landing at LaGuardia Airport, and therefore, new buildings here are subject to City zoning and FAA height limits. However, this allows for good views of the waterfront from certain points within the Study Area, such as from 37th Avenue.

#### *Groundwater*

The Study Area is within an area designated as a sole source aquifer, the Brooklyn-Queens Aquifer System, located in Queens and King (Brooklyn) counties. The East River forms part of the western boundary for this aquifer system. The Study Area uses DEP's standard water supply infrastructure, and groundwater will not be used to support new development.

#### *Threatened, Endangered and Concern Species*

There are no Significant Coastal Fish and Wildlife Habitats as defined by NYSDOS located within the Study Area based on a review of available GIS data from the agency. The New York Natural Heritage Program (NHP), a joint venture of NYSDEC and The Nature Conservancy (TNC) since 1985, maintains an ongoing, systematic, scientific inventory on rare plants and animals native to New York State. NYSDEC maintains the NYNHP files. A request for information on rare, threatened, or endangered species within the Study Area was submitted to NHP on February 29, 2012 (see Appendix B - 8). Based on the response letter received dated March 19, 2012, there are no records of rare or state-listed animals or plants, significant natural communities, or other significant habitats, on or in the immediate vicinity of the Study Area (See Appendix B - 9). The NYNHP database is updated continuously to incorporate new records and changes in the status of rare plants or animals. In addition to this state program, the USFWS maintains information for federally-listed threatened or endangered freshwater and terrestrial plants and animals. This information is available online. Based on a review of the USFWS database Queens County may contain several species of endangered or threatened species, including the piping plover and four species of sea turtles. However, because of the development history of the Study Area, these species are highly unlikely to be found in this particular area.





Figure 3.20: Topography

## TRANSPORTATION SYSTEMS

Downtown Flushing is very well-served by transportation infrastructure. The area includes mass transit options (subway, bus, rail, air) and regional highway access. Downtown Flushing is served by MTA/NYCT No. 7 subway line, the LIRR's Flushing-Main Street station, and several MTA/NYCT bus lines, and is about 2 miles from LaGuardia Airport and 10 miles from John F. Kennedy International Airport.

A number of roadways connect the Study Area to the larger New York region, some of which are discussed below:

- The Van Wyck Expressway (VWE), also known as Interstate-678, borders the Study Area to the west (across the Flushing Creek) and provides north-south highway service through Queens between John F. Kennedy International Airport to the south and just north of Northern Boulevard to the north where it becomes the Whitestone Expressway (leading to the Bronx via the Whitestone Bridge). This highway also provides connections to the Grand Central Parkway and the Long Island Expressway, south of the Study Area. Access from the VWE is provided to Northern Boulevard at the northwest corner of the Study Area.
- Northern Boulevard (NY 25A) is an east-west major arterial that operates throughout Queens and into Nassau County, Long Island. It also traverses the northern border of the Study Area. West of the Study Area, Northern Boulevard provides access to the VWE (I-678) and the Brooklyn-Queens Expressway (I-278). It also provides access to the Clearview Expressway (I-295) and the Cross Island Parkway to the east. Northern Boulevard generally operates with three travel lanes and a parking lane in each direction and a wide median with left-turn bays. Within the immediate project vicinity (between Prince Street and College Point Boulevard), Northern Boulevard has an elevated viaduct serving as a mainline for through traffic and at-grade service roads on both sides operating as a one-way pair (eastbound service road south of the mainline; westbound service road north of the mainline) for local traffic.
- College Point Boulevard is a north-south minor arterial in the Flushing area that operates through the middle of the Study Area. It is a key roadway that will be important in carrying traffic to and from the various development sites and in providing access to properties on both sides. It has two travel lanes and a parking lane in each direction, and it has a wide striped median with left-turn bays. This road provides access to the Whitestone Expressway towards its northern end and to the Long Island Expressway at its southern end. College Point Boulevard also serves several industrial/commercial sites north of the Study Area, which contributes to its high percentage of heavy vehicle traffic.
- Roosevelt Avenue is an east-west minor arterial that travels through Queens, and it is also a key street that serves the Study Area at its southern edge. This road operates with two lanes per direction with the No. 7 subway line running in the middle of the roadway west of College Point Boulevard as it transitions from elevated rail to underground subway.
- 39th Avenue is a one-way local street that operates in the westbound direction between College Point Boulevard and Main Street, two blocks to the east near the center of Downtown Flushing. East of Main Street it continues as an eastbound street for another two blocks.

The Van Wyck Expressway, College Point Boulevard, Main Street, Kissena Boulevard, Northern Boulevard and Roosevelt Avenue operate as NYCDOT designated truck routes. More information on existing transportation conditions within the Study Area is detailed in Appendix B - 10-16. Detailed analysis of potential impacts analyzed under recommended actions can be found in the attached EAR.

### *TRAFFIC CONDITIONS AND VEHICULAR SAFETY*

During peak weekday and weekend hours, there is traffic congestion throughout Downtown Flushing. Many of its key intersections along Main Street, Kissena Boulevard, Roosevelt Avenue, and Northern Boulevard are heavily trafficked by both vehicular traffic and pedestrians and the heavy mix of both vehicular and pedestrian traffic contributes to congested conditions there.

Generally, traffic conditions are not as congested within the Study Area itself - many of its streets are low volume streets, but there is congestion at several key locations along streets bordering it, including at intersections at Roosevelt Avenue and College Point Boulevard and at Northern Boulevard and Prince Street.

NYCDOT has implemented roadway improvements, including five new medians, along a segment of the College Point Boulevard corridor within the Study Area, in order to calm traffic and promote pedestrian safety. The new pedestrian refuge islands with planters are located on College Point Boulevard at King Road, 36th Road, 37th Avenue, 39th Avenue, and Roosevelt Avenue. Downtown Flushing is a Vision Zero priority area which focuses on ending traffic deaths and injuries on New York Streets. The action plan seeks to improve street safety by increasing the enforcement of moving violations, improving street designs, holding public outreach sessions, increasing penalties for dangerous drivers, reducing speed limits and increasing the use of enforcement cameras. In Downtown Flushing, transportation improvements include traffic signal timing adjustments, vehicle turn restrictions, roadway lighting, pavement markings, roadway slab replacement, shared bicycle lanes, tree planting, and utility work. In addition, a three-block section of Main Street is receiving wider sidewalks as noted below.

Improvements to street, traffic and vehicular safety conditions are on-going. Recent and current DOT projects include (See Figure 3.21-1):

- Main Street Phase I sidewalk widening project (underway between 38th Ave. and 41st Ave).
- Downtown Flushing road resurfacing projects multiple locations including Main Street from Northern Blvd. to 38th Ave.; Prince Street from Roosevelt Ave. to 32<sup>nd</sup> Ave.; Roosevelt Ave. from College Point Blvd. to Union Street; College Point Blvd. from Blossom Avenue to 32<sup>nd</sup> Ave.
- Roosevelt Ave. Bridge rehab (est. completion by 2020).
- Northern Blvd. Bridge rehab over Flushing Creek.
- Flushing-Jamaica-Bronx Q44 Select Bus Service.

### *PARKING*

Downtown Flushing has a perception of having insufficient parking. According to the Flushing BID's 2016 Transit Guide (Image 1), there are twelve privately-operated public parking garages or lots within Downtown Flushing. Sky View Parc Parking and 36-36 Prince Parking are located in or adjacent to the Study Area, while the remaining parking lots and garages surround the Main Street and Roosevelt Avenue intersection. Although there is sufficient parking supply, there is sensitivity about the lack of affordable parking, especially close to the downtown area. Drivers in the area look for inexpensive on-street parking or space within the City's remaining municipal parking lot #2, whereas private lots and garages tend to have attended parking with prices that are generally higher than on-street or municipal parking rates. Drivers may not be aware of where parking lots and garages with availability are located, or are unwilling to pay higher parking fees charged at these facilities.

The area has an abundance of transit options: the No. 7 train, 22 bus lines, and the LI RR's commuter rail service. The Study Area's close proximity to mass transit options presents an opportunity for a sustainable, transit-oriented development plan. The redevelopment strategy of the Plan will not relieve parking, but will



not exacerbate them either. Based on analysis conducted in the attached EAR, parking supply provided from potential strategic development sites under recommended actions would be sufficient to meet projected parking demands without an overflow of vehicles onto surrounding public streets.

#### *TRANSIT*

Downtown Flushing is extremely well-served by transit as MTA/NYCT bus and subway and the LIRR all operate within the area. The Flushing-Main Street MTA/NYCT subway station on the No. 7 subway line is located at Main Street and Roosevelt Avenue, one block east of the Study Area. It is the busiest subway-to-bus transfer point outside of Manhattan. Since transfer rates are extremely high, the lines of commuters waiting for buses typically have extended queues that often block precious sidewalk space along Main Street. The DOT sidewalk widening project along Main Street seeks to relieve some of these conditions.

The LIRR's Flushing-Main Street station along its Port Washington line is located above Main Street one block to the south of the No. 7 station. Peak hour trains towards Penn Station are scheduled approximately every 30 minutes in the morning and from Penn Station to Flushing-Main Street every 30 to 45 minutes in the evening. Scheduled travel times to Penn Station are typically only 18 to 20 minutes, making this a very convenient, but more costly alternative to the No. 7 subway line.

There are several MTA/NYCT bus routes that operate on Main Street, Northern Boulevard Roosevelt Avenue and Kissena Boulevard including the Q12, Q13, Q15/A, Q17/ LTD, Q19, Q20A/B, Q25/ LTD, Q26, Q27/ LTD, Q28, Q34, Q44/ LTD, Q48, Q50 LTD, Q58/ LTD, Q65/ LTD, and Q66 routes. The Nassau County N20 and N21 bus routes operate along Roosevelt Avenue.

#### *BICYCLES AND PEDESTRIANS FACILITIES AND CONDITIONS*

There are currently no bicycle facilities within the Study Area; however, as part of NYCDOT's New York City Bicycle Master Plan, potential future routes have been identified on nearby College Point Boulevard, Prince Street, Northern Boulevard, 36th Road, 39th Avenue, and Roosevelt Avenue. The nearby Roosevelt Avenue Bridge is undergoing improvements that will include dedicated bicycle lanes. Image 2 below shows the current 2015 NYC Bike Map.

The intersection of Main Street and Roosevelt Avenue in Downtown Flushing, with its entries/exits to the No. 7 terminal station, is the central activity node of this business district, with heavy daily pedestrian activity on nearby portions of Roosevelt Avenue, Main Street, and Kissena Boulevard. Pedestrian activity generally diminishes toward College Point Boulevard in the Study Area, except along Roosevelt Avenue and its intersection with the boulevard. The Sky View Parc development draws many pedestrians to this intersection.

## Figure 3.21



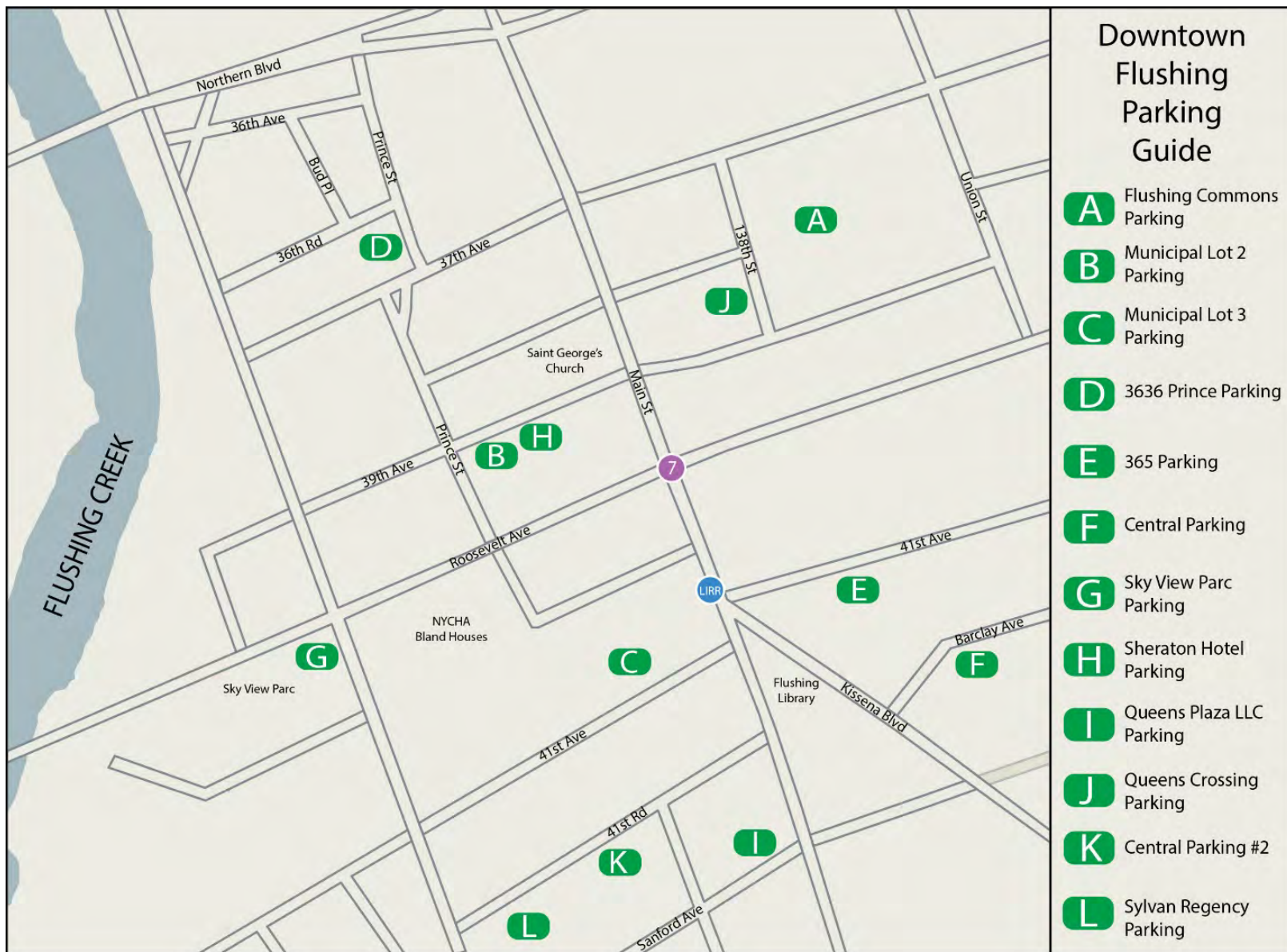


Image 1:

Downtown Flushing Parking Guide. Source: Flushing Bid, 2015



FLUSHING WATERFRONT REVITALIZATION PLAN - RECENT AND CURRENT DOT CAPITAL PROJECTS Figure 3.21-1

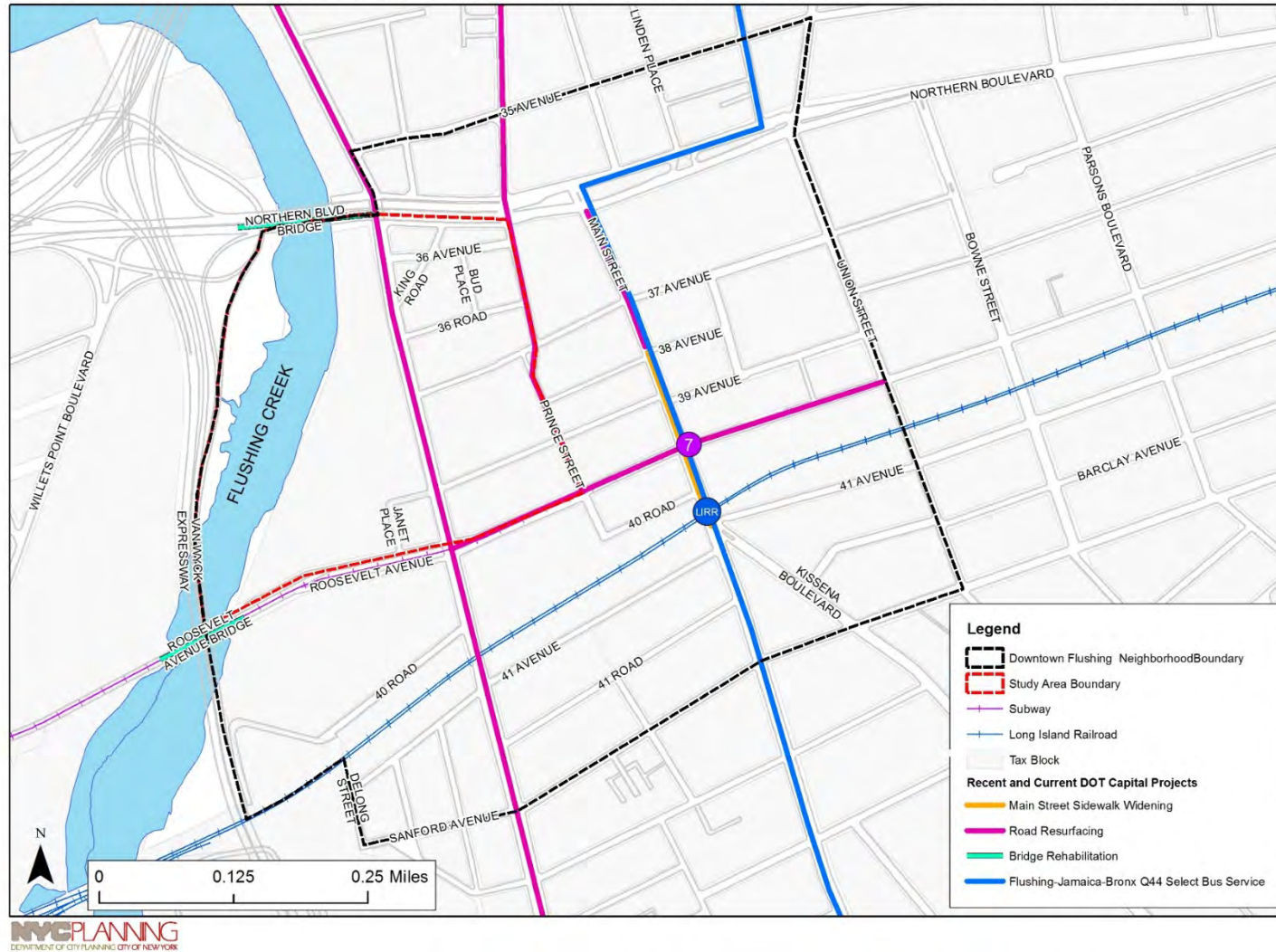


Figure 3.21-1 Recent and Current DOT Capital Projects

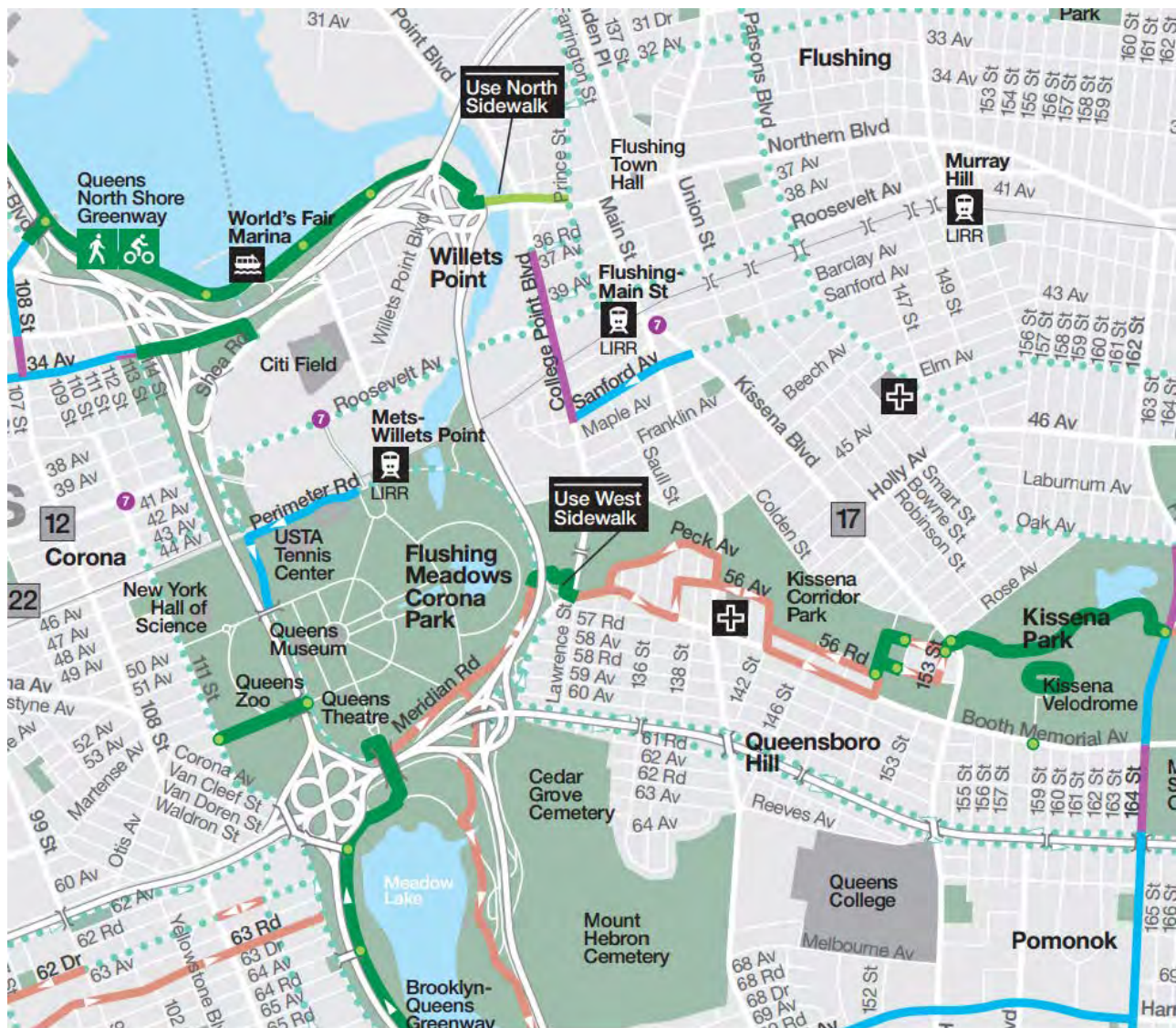


Image 2: 2015 NYC Bike Map, [www.nyc.gov/html/dot/html/bicyclists/bikemaps.shtml](http://www.nyc.gov/html/dot/html/bicyclists/bikemaps.shtml)

## SAFETY

There are no high pedestrian crash locations within the Study Area. As noted in the *Vision Zero Queens Pedestrian Safety Action Plan (2015)*, Downtown Flushing and its vicinity are considered one of three major “Priority Areas” in the borough of Queens where the densest concentration of crashes involving pedestrians occurred between 2009 and 2013. Roosevelt Avenue was identified as a “Priority Corridor”, with the intersections of Roosevelt Avenue/Main Street and Roosevelt Avenue/College Point Boulevard called out as “Priority Intersections”. These locations are in need of safer crossings and other pedestrian-friendly infrastructure.



## POTENTIAL BROWNFIELD SITES, INCLUDING VACANT AND UNDERUTILIZED PROPERTIES

### INTRODUCTION

This section describes the condition of potential brownfields (defined below) and otherwise vacant or underutilized properties in the Study Area. Regulatory requirements and overall processes that guide the redevelopment of brownfield sites in New York State and New York City are also discussed. New York State defines brownfields as sites where there is confirmed contamination (or a reasonable basis to believe that contamination is likely to be present) which may be complicating the site's development or reuse. In addition, a summary of environmental investigations prepared for parcels within the Study Area is provided. This section identifies existing and historic conditions that indicate the potential for the presence of hazardous materials in the Study Area. This information, in combination with existing land use and building information, was used to identify potential brownfield sites.

### SUMMARY OF PREVIOUS ASSESSMENTS

A review of past assessments (conducted by AKRF, the consultants hired by FWCLDC) and regulatory records in the Study Area were analyzed to determine land uses and to assess the potential presence of hazardous materials in soil and/or groundwater and in existing buildings. The scope was similar to that of a Phase I Environmental Site Assessment (ESA) as determined by American Society for Testing and Materials (ASTM) Standard E1527- 05; however, the interiors of buildings within the Study Area were not accessible, and no interviews with building owners were conducted. The review indicated some potential for contamination on all lots within the Study Area, whether based on past or present on-site uses, or based on site proximity to lots with known or potential contamination. Those properties with known contamination or a high potential for contamination which may be complicating the site's redevelopment or reuse were identified as potential brownfields. Sites that are underdeveloped (i.e. vacant or built out to less than 50 percent of allowable FAR) are considered underutilized sites. See Figure 3.22, which illustrates the locations of potential brownfields within the Study Area. Table B-3 in Appendix B - 17 provides a list of some potential brownfields identified through AKRF's assessment, as well as vacant or underutilized sites. Further investigation, including collection of soil and groundwater samples, is recommended for any potential redevelopment site within the Study Area, given the area's general history of industrial/automotive use.

In addition to AKRF's potential brownfields assessment, DCP identified additional sites that are adjacent to the lots analyzed by AKRF. These lots are considered potential brownfields as well, due to their proximity to potentially contaminated soil or groundwater.

Concurrently, DCP identified lots that are not considered potential brownfield sites, based on information on current development activity. These sites are either: already undergoing remediation due to being under construction; have already undergone remediation due to being a recent development; or are unlikely to be redeveloped in the near future due to existing uses (see Figure 3.22).

### *Methodology for Assessment Conducted by AKRF:*

For each tax lot within the Study Area, the following was conducted:

- A visual inspection (from sidewalks and public rights of way) to identify uses and assess existing conditions, such as the presence of fill pipes, vent caps, transformer vaults, dumping, abandoned drums, or other evidence of petroleum usage or hazardous materials.
- A review of US EPA and NYSDEC and local databases regarding hazardous materials. These records

assisted in identifying the use, generation, storage, treatment, disposal, or release of hazardous materials. The following federal regulatory databases were reviewed: National Priority List (NPL); Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS); Emergency Response Notification System (ERNS); Toxic Chemical Release Inventory System (TRIS); the Permit Compliance System of Toxic Wastewater Discharges (WWD); USEPA Civil Enforcement Docket and the Air Discharge Facilities (ADF) Index. The following state regulatory databases were reviewed: petroleum spills; Resource Conservation and Recovery Act (RCRA) notifiers (includes treatment, storage and disposal sites; hazardous waste generators and transporters; and corrective action sites); Chemical Bulk Storage (CBS); Solid Waste Facilities (SWF); Petroleum Bulk Storage (PBS); State Inactive Hazardous Waste Disposal Sites (SHWS); State Hazardous Substance Waste Disposal Sites (SHSWDS); Major Oil Storage Facilities (MOSF); Historic Utility Sites; Environmental Restoration Program (ERP); Voluntary Cleanup Program (VCP) and Brownfield Cleanup Program (BCP). The following local databases were reviewed: computerized New York City Fire Department and Buildings Department records.

- A review of historical Fire Insurance maps.
- A review of past reports including: the Flushing Waterfront BOA Pre-Nomination Study (Flushing Willets Point Corona LDC, 2008); summaries of past investigations and remedial activities, and correspondence with NYSDEC regarding spill closure and withdrawal from the VCP, for Block 4963, Lot 85 (located within the Study Area); and New York State VCP and BCP documents for Block 5066 (located south of the BOA across Roosevelt Avenue).

Tax lots were assessed by AKRF to determine whether there are existing data on site conditions, and whether remediation had already occurred (such as spill closure). Table B-3 in Appendix B - 17 describes the potential brownfields and vacant or underutilized sites in the Study Area by tax map number and provides a summary of the review of regulatory databases, local records and historical land use maps, visual reconnaissance findings, and previous environmental report findings. In general, environmental concerns include industrial land use, gasoline stations, automobile repair, current and historical generation of hazardous materials, storage of petroleum in underground or aboveground storage tanks, reported spills of petroleum and other chemicals, and known groundwater and soil contamination.

Those properties with known contamination or a high potential for contamination which may be complicating the site's redevelopment or reuse were identified as potential brownfields. Using this methodology, sites with potential contamination were not identified as potential brownfields if they were recently developed, are currently undergoing development, or are residential uses that are not likely to be redeveloped. Sites that are underdeveloped (i.e. vacant or built out to less than 50 percent of allowable FAR) are considered underutilized sites. See Figure 3.22, which illustrates the locations of potential brownfields within the Study Area and Table B-3 in Appendix B - 17 which provides a summary of potential brownfields and, vacant or underutilized sites identified by AKRF within the Study Area.

#### *POTENTIAL CONTAMINANTS OF CONCERN*

Soil and groundwater can become contaminated as a result of past or current activities on a site or on adjacent or nearby properties. Many past and current industrial activities use, store, or generate contaminated materials that may be spilled, dumped, or buried nearby. Other activities common in mixed-use neighborhoods—such as gas stations and auto repair shops—can also result in contamination due to improper management of their products and/or waste materials.

Fill material of unknown origin is also a source of potential contamination. In the past, waste materials, including coal and incinerator ash, demolition debris, and industrial wastes, were sometimes used as fill in urban areas. Even fill material consisting primarily of soil may exhibit elevated levels of contaminants.

The Pre-Nomination Study indicated that the Study Area was within or near the historical Corona Ash Dump, which was located along the banks of the Flushing Creek, and was cleared of ashes and trash in the 1930s during area redevelopment (which included the creation of Flushing Meadows-Corona Park, site of the 1939 World's Fair). It is, therefore, likely that lots in the Study Area contain historic fill.

Subsurface soil and groundwater contamination can remain undetected for many years, unexposed, and posing no threat to site workers or the community. Excavation, earthmoving, dewatering, and other construction activities associated with redevelopment can, however, expose the contaminants, providing a pathway of exposure and introducing potential risk to construction workers and others nearby if such contaminants are not properly managed.

Demolition of existing structures that have asbestos-containing materials, lead-based paints or PCB-containing electrical equipment also has the potential to release contaminants if these materials are not properly managed, although there are established regulatory programs for managing these materials during disturbance.

Based on the types of contaminants that are typically found in urban areas, some of the potential contaminants of concern are described below. The list provides a summary description and potential sources of the categories of contaminants and is not a comprehensive list of all contaminants that may be encountered:

- Volatile organic compounds (VOCs). These include aromatic compounds---such as benzene, toluene, ethylbenzene, xylene (BTEX), and methyl tertiary butyl ether (MTBE), which are found in petroleum products (especially gasoline)---and chlorinated compounds, such as tetrachloroethene (also known as perchloroethylene or "perc") and trichloroethene, which are common ingredients in solvents, degreasers, and cleansers. VOCs represent the greatest potential for contamination issues since, in addition to soil and groundwater contamination, they can generate organic vapors. Former or current gasoline stations, dry cleaners, auto body shops, and other industrial land uses are the most likely sources for substantial VOC contamination.
- Semivolatile organic compounds (SVOCs). The most common SVOCs encountered are polycyclic aromatic hydrocarbons (PAHs), which are constituents of partially combusted coal or petroleum-derived products, such as coal ash and fuel oil. PAHs are common in fill material and associated with spilled fuel oil.
- Polychlorinated biphenyls (PCBs). Commonly used as a dielectric fluid in transformers, some underground high-voltage electric pipelines, and some hydraulically-operated machinery, PCBs are of special concern at electrical transformer and rail yard/train maintenance locations where leakage into soil may have occurred. PCBs and/or PCB-containing materials were once widely used in manufacturing and industrial applications (e.g., hydraulic lifts, transformers, and plastic manufacturing.)
- Pesticides, herbicides, and rodenticides. These are commonly used to control rodents, insects, and vegetation in vacant structures or in unpaved areas.
- Metals (including lead, arsenic, cadmium, chromium, and mercury). Metals are often used in smelters, foundries, and metal works and are found as components in paint, ink, petroleum products, and coal ash. These metals tend not to travel far in soil; therefore, they would be of greatest concern at the site where they were generated. Metals, at levels above natural background levels, are frequently present in fill material.
- Asbestos. In addition to asbestos used for fireproofing or other purposes within existing structures, utility lines beneath some streets may be coated with asbestos or encased in "transite." There are well-defined regulatory programs to manage asbestos during demolition and

construction work.

- Fuel oil and gasoline storage tanks. Numerous residences and businesses within the project area likely have, or once had, both known and undocumented above-ground storage tanks (ASTs) or underground storage tanks (USTs) for fuels, including heating oil and gasoline. Some of these tanks have been removed, and others, although no longer in use, may remain buried in place. Some of the tanks are known to have leaked, and others have possibly leaked with no evidence of a spill to date. Some of the spills have been cleaned up in accordance with state regulations, but others have not because they have not yet been discovered or because cleanup, which can take several years, is ongoing. However, both the regulatory process and technologies are in place to address removal of tanks and cleanup of any associated releases.

#### *SITES NEEDING FURTHER ENVIRONMENTAL INVESTIGATION (POTENTIAL BROWNFIELD SITES)*

Figure 3.22 depicts the location of the sites identified through AKRF's previous assessment, as well as sites identified by DCP that may also be potential brownfields due to their proximity to potentially contaminated soil or groundwater. These sites – potential brownfields and otherwise vacant or underutilized sites – were identified based on visual inspections performed in January 2012; a review of US EPA, NYSDEC and local databases regarding hazardous materials; and a review of the Flushing Waterfront BOA Pre-Nomination Study (Flushing Willets Point Corona LDC, 2008) and past environmental reports for Block 4963, Lot 85 (located within the Study Area) and Block 5066 (located immediately south of the Study Area across Roosevelt Avenue). Most of the potential brownfields consist of land with buildings with less than 50 percent of the allowable FAR and generally with a history of manufacturing, auto-related uses, and/or petroleum storage. These individual brownfield sites, with the consent of the site owner, may be candidates for site assessment funding.

If the land use recommendations outlined in the Plan are implemented, land use actions will be subject to the City's Uniform Land Use Review Procedure (ULURP). The ULURP process provides for a public review of applications affecting the land use in the City would be publicly reviewed. Key participants in the ULURP review process are Community Boards, Borough Presidents, the City Planning Commission, the City Council, and the Mayor. As a result of this process, DCP may establish new or modify existing E-Designations, which are zoning map designations that indicates the presence of an environmental requirement pertaining to potential Hazardous Materials Contamination, Window/Wall Noise Attenuation, or Air Quality impacts on a particular tax lot. E-Designations can be established or modified based on findings of the Plan's associated Environmental Assessment Report (EAR).

By placing an E-Designation on the sites where there is a known or suspected environmental concern, the potential for an adverse impact to human health and the environment resulting from the recommended rezoning would be reduced or avoided. The Mayor's Office of Environmental Remediation (OER) provides the regulatory oversight of the environmental scope, investigation and potential remedial action for E-designated sites. Building permits are not issued by the Department of Buildings (DOB) without OER approval of the investigation and/or remediation pursuant to the provisions of Section 11-15 of the Zoning Resolution (Environmental Requirements).

An E-Designation for hazardous materials would require that the fee owner of such a site conduct a subsurface investigation and propose a Remedial Action Plan (RAP), where appropriate for approval by OER. DOB will typically issue the foundation permits when OER approves the remedial action work plan and issues a Notice to Proceed (NTP). Remedial action is typically conducted during a project's construction phase. The RAP includes a mandatory Construction Health & Safety Plan (CHASP).

In addition to the above, regulatory requirements pertaining to any identified petroleum storage tanks

and/or spills, requirements for disturbance and handling of suspect LBP, ACM and PCB-containing building materials, as well as requirements for off-site disposal of soil/fill, would be followed.

### *Potential Brownfield Sites*

Potential brownfield sites were identified based on AKRF's existing conditions assessment based on the following factors:

- Known contamination (e.g., regulatory reports of open spills or hazardous waste generation) and/or past or present uses on-site with a high potential for subsurface contamination (e.g., manufacturing, filling stations, auto repair); and
- Development status, i.e. vacant or underutilized land or development with less than 50 percent of the maximum allowed FAR, or with a potential for future redevelopment.

A list of some of the potential brownfield sites analyzed by AKRF, along with a summary of findings is as follows. A detailed Descriptive Profile of the Brownfields including the six projected development sites and Underutilized Properties can be found on pages 97-103 of this report as well as Appendix B – 25 and Chapter 1 of the related Environmental Report (EAR)

- Block 4962, Lot 19 is currently occupied by commercial building and was historically occupied by a filling station.
- Block 4963, Lots 1 and 7 are currently vacant with evidence of dumping along the eastern edge of Lot 7, and historically included a lumber and coal yard, a construction company, a concrete plant, a truck repair shop with buried gasoline tanks, a garage and a warehouse. Lot 7 has been assigned a hazardous materials and noise E-Designation by the 1998 Downtown Flushing Rezoning. Closed spill listings indicated that petroleum-contaminated soil and groundwater and oil floating on groundwater were historically present at Lot 7, and the contamination was substantially remediated in preparation for the construction of a residential building (the construction plan was since abandoned). However, some residual contamination may remain.
- Block 4963, Lot 65 is the site of the former Korean supermarket, Assi Plaza, and may have historically included a junk yard. Lot 65 has been assigned a hazardous materials and noise E-Designation by the 1998 Downtown Flushing Rezoning.
- Block 4963, Lot 75 is currently occupied by a construction supply store and a lumber yard, and was historically an auto sales and service shop. A closed-status spill listing indicated that fuel oil was historically noted in the building's basement. Lot 75 has been assigned a hazardous materials and noise E-Designation by the 1998 Downtown Flushing Rezoning.
- Block 4963, Lot 85 is currently occupied by truck parking and was historically part of Company Craftsmen (a possible factory) and a fuel oil terminal. Closed-status spill listings and AKRF's review of previous reports indicated that Lot 85 was substantially remediated, although some residual contamination may remain. Lot 85 has been assigned a hazardous materials and noise E-Designation by the 1998 Downtown Flushing Rezoning.
- Block 4963, Lot 200 is currently occupied by a self-storage facility and accessory parking and had current or historical truck repair, welding and painting for the storage facility. Lot 200 was historically occupied by factories. Closed-status spill listings for Lot 200 and Block 4964, Lot 212 to the north indicated that a petroleum plume was present on groundwater beneath Lot 200 in the 1980s or 1990s and was subsequently remediated.
- Block 4963, Lot 210 is currently occupied by an auto-repair shop and historically included a rail line.

- Block 4963, Lots 212 and 249 are currently occupied by a scrap yard and historically included a coal yard and an asphalt plant. Two active-status spills (Spills 8704514 and 8705123) were reported for Lot 212 in 1987. The spill listings indicated that soil and groundwater contamination and oil floating on groundwater were historically identified at Lot 212, and that some remediation (soil excavation and oil recovery) had taken place.
- Block 4963, Lot 221 is currently occupied by a lumber, construction supply, and paint store and was historically occupied by a coal yard, lumber yard, and contractor's yard.
- Block 4966, Lots 1, 3, 4, 6 and 7 are currently occupied by a two-story commercial building containing local contractor businesses, and were historically occupied by auto repair, sales, salvage, and a junk yard.
- Block 4966, Lot 11 is currently vacant. Lot 28 is currently occupied by an auto repair shop, and historically included a railway car house, an electrical substation, and a filling station.
- Block 4967, Lot 33 is currently occupied by a commercial building small local retail shops, and historically included auto painting and repair, a paint store, and a machine shop.
- Block 4968, Lot 6 is currently occupied by a vacant former club and historically included truck body works and auto repair.
- Block 4968, Lot 9 is currently occupied by a stone supply and fabrication business and was historically occupied by a machine shop.
- Block 4968, Lot 11 is currently occupied by a kitchen and bath supply business, and historically included a junk yard and auto repair. A subsurface investigation, including the collection of soil and groundwater samples, is recommended to evaluate environmental conditions on this lot.
- Block 4968, Lots 13 and 15 are currently occupied by local contractor and commercial uses, and may have historically included a paint shop.
- Block 4968, Lot 24 is currently occupied a stone and plumbing supply company, and historically included auto repair and manufacturing.
- Block 4968, Lots 33 and 35 are currently a paved lot occupied by lumber and building materials storage and were historically occupied by an auto repair shop and a factory.
- Block 4969, Lot 1 is a currently a one-story building with a contractor business working in fire protection, plumbing, and heating. A collection of soil and groundwater samples is recommended.
- Block 4969, Lot 6 is currently occupied an HVAC supply company and historically included auto repair and painting shops.
- Block 4969, Lot 24 is currently occupied by a parking lot and may have historically included a printing shop.
- Block 4970, Lot 1 is currently occupied by commercial uses and historically included auto sales and service.
- Block 4970, Lots 11 and 18 are currently occupied by commercial uses and auto repair and historically included auto sales and service, printing and manufacturing.
- Block 4970, Lot 20 is currently occupied by a commercial building and historically included a factory.
- Block 4970, Lot 25 is currently vacant, and has been occupied by manufacturing since prior to 1955.
- Block 4972, Lots 48 and 148 are currently occupied by small local restaurants and were historically occupied by an auto repair shop.
- Block 4973, Lot 1 is currently occupied by a filling station, and was historically occupied by a filling station and auto repair. Active-status Spill 0909626 was reported for Lot 1 in 2009, with the listing indicating soil and groundwater contamination with gasoline. Additional closed-status spill listings indicated that some remediation (removal of buried tanks and contaminated soil and soil vapor extraction) had taken place. Lot 1 has been assigned a hazardous materials and noise E-

Designation by the 1998 Downtown Flushing Rezoning.

- Block 4973, Lot 6 is currently undergoing redevelopment and was historically occupied by auto body works. A closed-status spill listing indicated that petroleum-contaminated soil was discovered during tank removal in 1995 and removed, but no impact to groundwater was identified. Lot 6 has been assigned a hazardous materials and noise E-Designation by the 1998 Downtown Flushing Rezoning.
- Block 4973, Lots 12, 13, 113, 14, 114, and 15 are currently occupied by office and commercial buildings, and historically included used auto sales and medical equipment manufacturing.
- Block 4973, Lot 16 is currently occupied by a commercial building containing local restaurants, and historically included a filling station, auto repair, a photo processing factory, and a radio appliance repair shop.
- Block 4973, Lots 41 to 48 are currently occupied by office and commercial buildings, and historically included auto repair and a filling station.
- Block 4973, Lot 56 is currently occupied by a NYC Transit Authority electrical substation, and was historically occupied by used auto sales businesses.

In addition to the sites listed above, DCP identified lots adjacent to these sites as potential brownfield sites as well, due to their proximity to potentially contaminated soil or groundwater. Sites not identified as potential brownfield sites are ones that are either: already undergoing remediation due current construction; have already undergone remediation due to recent redevelopment; or are unlikely to be redeveloped in the near future due to existing uses (see Figure 3.22). A summary of sites excluded as potential brownfield sites are as follows:

*Under Construction:*

- Block 4972, Lot 65, known as Tangram, is to result in a 16-story, mixed-use development with commercial, office, hotel, residential and community facility uses.
- Block 4972, Lot 22 is to result in a 9-story hotel.
- Block 4973, Lot 6, known as the lot owned by non-profit organization Asian-Americans for Equality, is to result in a 7-story mixed-use building with commercial and community facility uses.

*Recent Developments:*

- Block 4962, Lot 4, known as the Parc Hotel, is a 12-story boutique hotel.
- Block 4973, Lot 24, known as One Fulton Square, is a 14-story mixed-use building containing commercial, residential, and community facility uses.
- Block 4972, Lot 43, known as Prince Plaza, is a 15-story mixed-use building containing commercial and residential uses.
- Block 4970, Lot 29 is a 13-story mixed-use building containing commercial, residential, and community facility uses.

*Unlikely to Undergo Redevelopment:*

- Block 4962, Lots 22-25 contain mid-block residential structures on small, narrow lots that unlikely to undergo redevelopment.
- Block 4973, Lot 56 contains a sub-station facility owned by MTA.
- Block 4972, Lot 1 contains a 4-story multi-family building with 60 units.

Further investigation, including the collection of soil and groundwater samples and/or the review of records of previous investigations (subsurface investigations are sometimes conducted in response to reports of spills to NYSDEC), where available, are recommended for the potential brownfield sites prior to their redevelopment. Sites assigned a hazardous materials E-Designation require, subsurface investigation and potentially remediation to the satisfaction of OER prior to redevelopment.

#### *Vacant and Underutilized Sites*

Vacant and underutilized sites were identified based on the methodology described above. Underutilized sites include vacant land or development with less than 50 percent of the allowable FAR in accordance with current zoning. The vacant and underutilized sites may or may not also be identified brownfields, depending on the likelihood for contamination (see Appendix B-25 for detailed findings for each individual site).

#### *BENEFITS OF BOA DESIGNATION*

New York State Department of State officially designates areas that have successfully completed a BOA Nomination process under the Brownfield Opportunity Area Program. BOA Designation provides a number of incentives to encourage reinvestment by using the vision and goals laid out in a BOA Nomination Plan to guide the return of potential brownfield sites into productive use and to restore environmental quality. BOA designation indicates the State's commitment to provide ongoing support to BOA areas. The BOA statute also provides for "priority and preference" when designated BOAs are considered for NYS grants and other financial assistance. Developers of sites in the State's Brownfield Cleanup Program (BCP) can receive additional tax credits for sites developed in accordance with a BOA plan.

#### *BCP Tax Credits and New York State En-Zone Boundaries*

Sites in New York State may be eligible for redevelopment tax credits under the BCP if these sites are:

- developing affordable housing, or
- underutilized (i.e. no more than 50 percent of the building has been used for at least three years, substantial governmental assistance is required, 75 percent of the redevelopment is commercial, and the property is condemned, vacant, or in tax arrears), or
- are "upside down" (i.e. where the cost of cleanup is 75 percent or more of the property value), or
- lie within New York State Environmental Zones (En-Zones), which are areas with high poverty and/or unemployment levels.

En-Zones have been developed by the NYS Department of Labor and made available by the DEC's Division of Environmental Remediation. To qualify for these enhanced BCP tax credits, at least 50 percent of the area of the BCP site must be located within a designated En-Zone.

Census tracts are defined as En-Zones if:

- the Census tract has a poverty rate of 20 percent and an unemployment rate of at least 1.25 times the statewide unemployment rate, or
- the Census tract has a poverty rate at least double the rate for the county in which the tract is located.

Figure 3.23 depicts the lots within the Study Area that lie within an En-Zone (Census tract 871), of which are eligible for redevelopment tax credits under the BCP, including a 5-8 percent En-Zone bonus (see <http://www.dec.ny.gov/chemical/101350.html>).



# FLUSHING WATERFRONT REVITALIZATION PLAN - POTENTIAL BROWNFIELD SITES

Figure 3.22

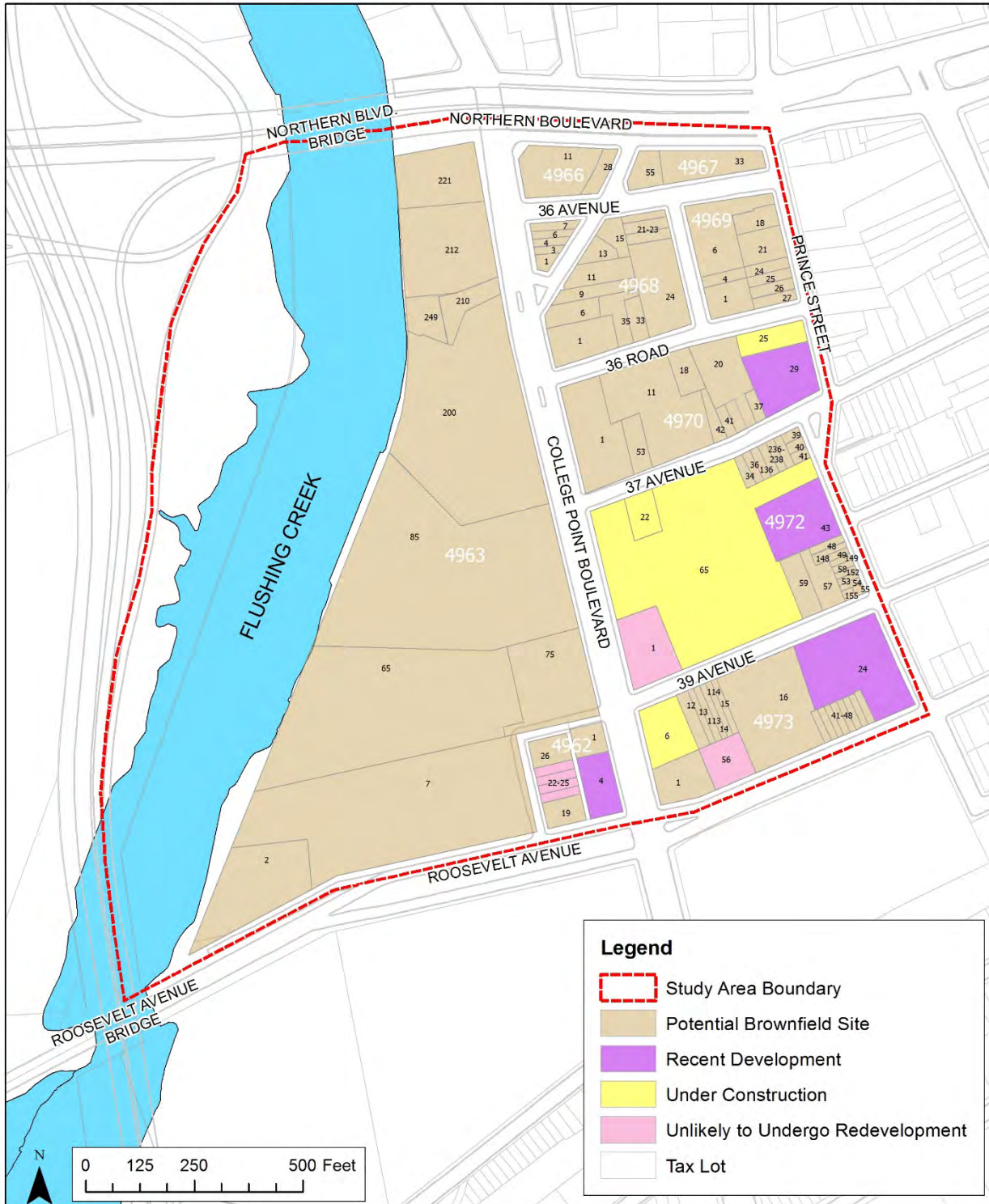
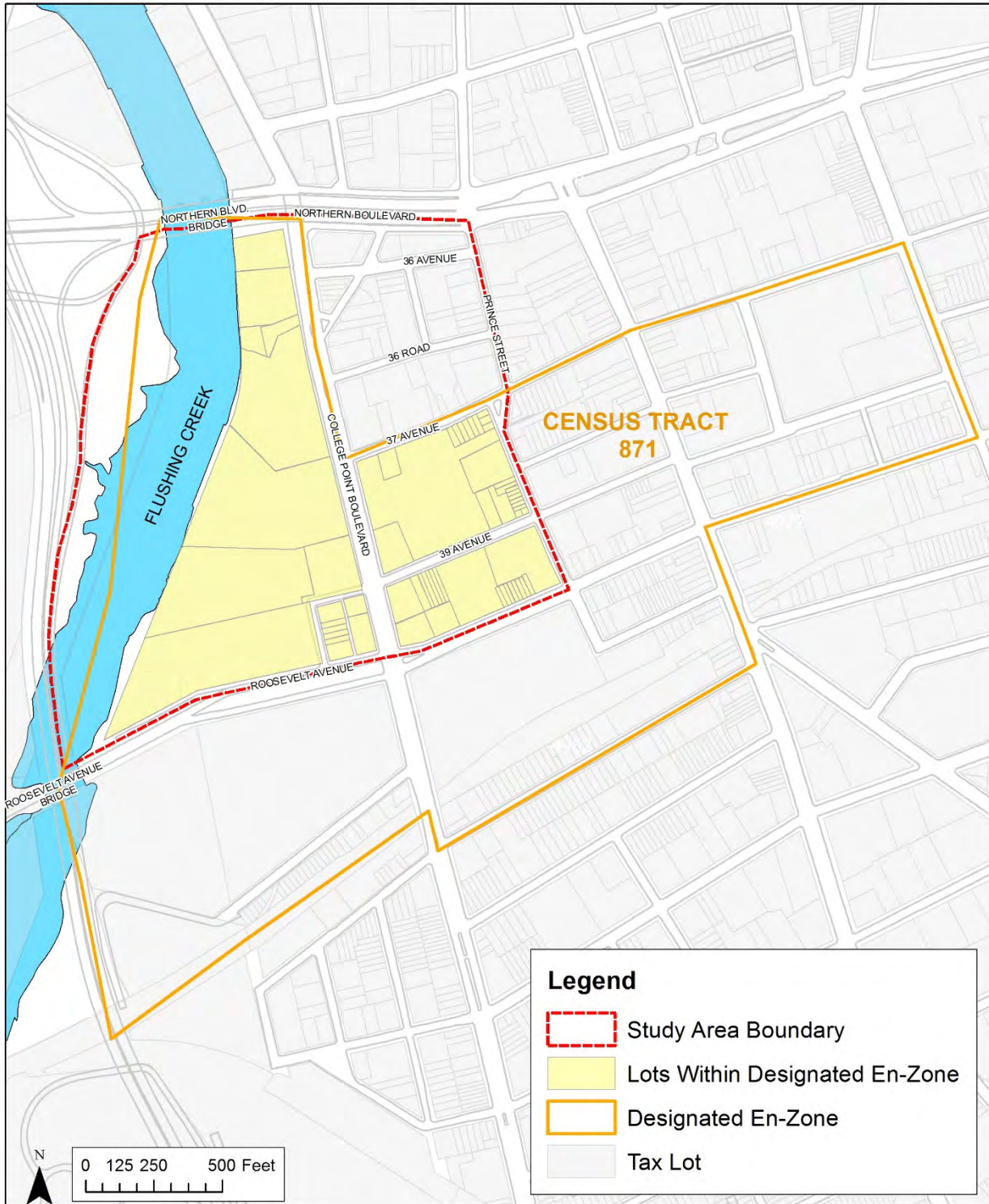


Figure 3.22. Potential Brownfield Sites

FLUSHING WATERFRONT REVITALIZATION PLAN -  
SITES LOCATED IN NYS DEC DESIGNATED EN-ZONE

Figure 3.23



**NYCPLANNING**  
DEPARTMENT OF CITY PLANNING CITY OF NEW YORK

Figure 3.23. Sites Located in NYS DEC Designated En-Zone

## CHAPTER 4: ECONOMIC AND MARKET TREND ANALYSIS

The Brownfield Opportunity Area program provides communities with a unique opportunity to examine a range of issues in a comprehensive manner in a geographically defined area where environmental concerns are particularly acute. One key component of this comprehensive examination is economic development. Public funding through such programs as New York State's Environmental Restoration Program are available for projects that involve the remediation of brownfields where a market for the desired end-use of the property exists in order to attract investment from the private sector. This is the case for the Study Area, where demand for development on many of these sites is high but encumbered because of brownfield conditions.

Flushing's trend for business and residential development continues to grow even during the most recent major recession. One factor for this growth includes the boost by the immigration population. Population in Flushing grew by 2 percent between 2000 and 2010. This growth rate was faster than in the rest of Queens and only slightly slower than in the rest of New York City.<sup>5</sup> The neighborhood is a multicultural and multilingual hub, with a significantly large Asian population (71.1 percent) which is approximately three times that of Queens County. The largest ethnic group in the area is Chinese, nearly 48 percent of the New York City's Asian population.<sup>6</sup>

In January 2010, the New York State Comptroller reported that neighborhoods with large immigrant populations had stronger business growth than the rest of the City. Between 2000 and 2009, the number of business establishments in the greater Flushing area grew by 37.6 percent, much faster than in the rest of Queens (14.2 percent) and the rest of the City (5.7 percent). Between 2008 and 2014, business establishments continued to grow consistently by 41.1 percent. Of these growing number of business establishments, retail trade, health care, social assistance, other services (personal service and auto repair) and construction are amongst the largest employment sectors. These four largest employment sectors in Flushing accounted for most of the job growth in years since the last major recession began, particularly in the health care and social assistance sector. This sector added 1,100 jobs since 2008, bringing employment to 7,500 jobs in 2014.<sup>7</sup>

With an increase in jobs and small businesses, Downtown Flushing has broad appeal for business and residential development. The vibrant downtown has many ethnic groceries and restaurants and has become a prime Asian culinary destination. Beginning on Appendix C - 283 is a market assessment that shows preliminary data indicating the Korean and Chinese American households within the tristate New York City area's potential annual expenditures spent in Flushing on food and entertainment.

As the idea of "live where you work" becomes a more practical reality for many people today, Flushing developers have begun constructing mixed-use developments that include residential components. The 2009-2013 American Community Survey data shows that in the area of analysis, nearly 76 percent of the areas existing 6,469 total housing units are rent-occupied. However, as new residential developments are being built within the Downtown Flushing area, development trends are showing no rental housing is being built; rather, a strong condominium sales market with prices influenced by foreign investment capital (particularly the Chinese market) seeking solid assets are being built.

These successful mixed-use new apartment condominiums and commercial development projects in

---

<sup>5</sup> New York State Comptroller's September 2011 Queens Report – An Economic Snapshot of Flushing, Queens

<sup>6</sup> 2009-2013 American Community Survey

<sup>7</sup> NYC DOL, Quarterly Census of Employment and Wages, 2008Q3 and 2014Q3



Downtown Flushing in recent years meet a growing demand for homeownership and retail, office and hotel uses. Appendix C - 2-283 outlines the market research conducted for Flushing.

#### **A. OFFICE/COMMERICAL DEVELOPMENT**

Flushing has experienced increased development activity in the office and commercial sectors. Reasons for this increase include zoning regulations which allow hotel development with very low parking requirements, proximity to New York City airports, Flushing's multiple transportation infrastructure, and its key geographic location as a transit hub. This development activity is reflected in the number of permits issued and approved by the Department of Buildings.

The overall demand for office and commercial space has increased in several business sectors, among them are health care and hospitality in Flushing. Demand for these types of businesses is expected to increase in future years. As a healthcare hub for the Chinese and Korean population, the demand for professional medical office space is particularly high. Under current zoning regulations, an estimated 2.2 million sq. ft. of commercial space could be developed in the Study Area, as analyzed in the environmental assessment report over the next 10 years.

There are several large mixed-use developments containing substantial office space in development in Downtown Flushing. Flushing Commons, located on a 5.5 acre site on Union Street and 39th Avenue is an \$820+ million, 1.8 million-square foot mixed-use development which will include 185,000 square feet of office space in addition to 620 residential units, retail, community space, and parking for 1,600 cars.

Located within the Study Area on Prince Street between Roosevelt Avenue and 39<sup>th</sup> Avenue, One Fulton Square is a \$125 million, 330,000-square foot mixed-use hotel, retail, office, and condominium project that contains an estimated 70,000 square feet of office space.

A common characteristic of many of the office buildings in the Study Area is an office market dominated by smaller tenants. The 2004 Downtown Flushing Development Framework analysis shows that much of the occupied office spaces above the ground-floor retail spaces along Main Street and Northern Boulevard are primarily 1,000-5,000 square feet. The majority of the tenants in these properties provide professional services such as legal, accounting, real estate, insurance, and medical-related services. Flushing has experienced continuous job growth since 2005, despite the 2009 recession.<sup>8</sup> Professional services and health care/social services are sectors are shown to drive much of this job growth.

With the hospitality market generally on the rise in New York City, the strong hotel demand and new property development is reflected in the Study Area. New hotel or mixed-use projects are in the development pipeline that will significantly increase the number of hotel rooms in the Downtown Flushing area. In addition to the hotel component at the Tangram site within the Study Area, the 168-room, 110,000 square feet, Hyatt hotel in the recently completed One Fulton Square project located at the eastern edge of the Study Area, represents a third of the overall project's 330,000 square feet of floor area. Also in the Study Area, at the intersection of College Point Boulevard and Roosevelt Avenue, the Parc Hotel contains 96 boutique rooms.

#### **B. RETAIL DEVELOPMENT**

Downtown Flushing is one of the most active retail areas in all of New York City. It is an established regional

---

<sup>8</sup> New York State Comptroller's September 2011 Queens Report - An Economic Snapshot of Flushing, Queens

retail destination, attracting shoppers from a wide geographic area. Downtown Flushing is a full-scale Central Business District (CBD) with a combination of office and retail uses. Flushing has a vibrant retail district with a broad range of store sizes and types and an active business community supported by the Downtown Flushing Transit Hub Business Improvement District. There is a strong retail focus in the area with strong retail development interest. Downtown Flushing can be reached by the No. 7 subway, which has a station on the corner of Main Street and Roosevelt Avenue, or by any of the nearly two dozen bus lines that converge in the downtown area.

Several large national chain stores, including Macy's are located in Flushing. Sky View Center, which opened in 2010 as part of the Sky View Parc development on College Point Boulevard just south of the Study Area, is an 800,000 square-foot regional shopping mall that contains several national chain stores, such as Target, Bed Bath and Beyond, and Best Buy. However, the Downtown Flushing CBD primarily consists of a variety of smaller convenience and shoppers' good stores, a large proportion of which cater to the Asian residential population living in Flushing. Many of these smaller stores are located within shopping plazas or malls scattered throughout the CBD, such as the New World Mall that has frontage on Main Street and Roosevelt Avenue.

In addition to small conveniences and shopper's good stores, Downtown Flushing contains a number of large food stores. The food stores located along Main Street close to the denser shopping districts, including Good Fortune Supermarket, Chung Fat Supermarket and J-Mart in New World Mall, are neighborhood stores that serve the local Asian Community and are easily accessed on foot. Sky Food, located within Sky View Center, are larger food markets that also cater to the Asian Community and offer a wider array of products. Western Beef supermarket, also located on College Point Boulevard, provides wholesale-style groceries, including bulk meat at discounted prices, and similarly attracts visitors travelling to the area by car.

There is already an established trend in the Study Area toward the development of retail, as evidenced by the several projects that have recently been completed, or are expect to be completed by 2032. Queens Crossing, a mixed-use development containing 110,000 gross square feet (gsf) of retail space, was completed in 2007 on Main Street near the No. 7 subway. Prince Plaza, a mixed-use development containing 72 residential units and 51,000 gsf of retail space, was completed in 2008, on Prince Street near 37<sup>th</sup> Avenue in Flushing. Flushing Commons, a planned mixed-use development including 275,000 gsf of retail, will be located one block east of Main Street north of 39<sup>th</sup> Avenue in Flushing. Given the existing established trend toward retail development within the Study Area, the increase in retail represents a continuation of an existing trend and would not change existing economic patterns in the Study Area.

### **C. RESIDENTIAL DEVELOPMENT**

The sources of demand for housing in Flushing include its proximity to transit, the area's vibrant commercial offerings and continuing local population growth fueled by substantial immigration activity. The existing housing stock in Downtown Flushing consists predominantly of multi-family units. Few residential uses were traditionally found within the Study Area, but in recent years several new 6- to 12-story residential buildings with ground floor retail uses have been built along the west side of Prince Street on the edge of the Study Area as allowed by the current C4-2 zoning. Directly adjacent, at the southern edge of the Study Area, is Sky View Parc along Flushing Creek, which contains an 800,000 square-foot multi-level shopping mall and 448 market-rate apartments in three residential buildings. Three more residential towers are currently undergoing construction at this site above its retail base, and when completed they will provide approximately 1,200 market-rate condominium apartments. As of early 2015, the unbuilt units

were listed for \$950 a foot, or from \$450,000 for studios to \$2 million for three-bedrooms.<sup>9</sup>

Recent listing on real estate and brokerage websites indicate that median sales prices in the Flushing subareas were higher than for Queens. According to recent listings on Streeteasy.com and Elliman.com, the median sales price for residential units in Queens \$364,949. Flushing had a median sales price of \$682,500 – higher than the median sales price for Queens. These median sales prices differ from the median home values reported in ACS data. As ACS median home value data report what respondents’ estimate their properties could sell for, this discrepancy may reflect the changing nature of the residential market and the perception of the market in these areas, with large new developments skewing listing and smaller, older residential buildings lowering the median. These higher market-rate listing are due to recent residential developments in the Study Area, primarily in Flushing. When Tower 3 and 4 of the Sky View Parc development added additional 448 market rate apartments, they sold at an average of \$621,000.<sup>10</sup>

Listings of market-rate rental rates were generally higher than the median contract rents reported in ACS data, and median rental rates were lower than medians for the same number of bedrooms in Queens and New York City. Average rental rates for one-bedroom units in Flushing range from \$1,200 to \$1,800 per month, average rental rates for two-bedroom units range from \$1,450 to \$2,200 per month, and average rental rates for three-bedroom units range from \$1,500 to \$4,900 per month. These rental rates are higher than the ACS median contract rents, which includes rent-regulated and rent-controlled apartments.<sup>11</sup>

According to Housing Preservation and Development’s (HPD) September 2015 selected Housing Study Area (HSA) (Appendix C – 297), which includes the Study Area as well as several census tracts near the Study Area, there are concentrations of renters that might be vulnerable to changes in the housing market. Of the residents in the HSA, approximately 63 percent are “rent burdened”, which is defined as households where more than 30 percent of their gross monthly income goes to rent.<sup>12</sup> The HSA is bounded approximately by the Whitestone Expressway, Bayside Avenue, Murray Lane, a few blocks south of 45<sup>th</sup> Avenue and the eastern portion of Kissena Park.

Across the street from Sky View Parc is the New York City Housing Authority’s Bland Houses campus, containing 400 apartments in five 11-story buildings. The Bland Houses is only low-income, affordable housing development within the vicinity of the Study Area. Another more recent affordable development located in Downtown Flushing is Macedonia Plaza, a 14-story, 142-unit low- and moderate-income affordable housing development constructed in 2014 as part of the Flushing Commons project. Currently, 231 additional mixed-income units are being constructed adjacent to the LIRR station as part of the One Flushing project.

The EAR analysis shows that approximately 1500 units that can be accommodated in the Study Area under the current zoning. In addition to the demand for housing in Flushing, as described in the HAS analysis above, there is need for affordable housing in this area. . Downtown Flushing’s supply of affordable housing has been limited due to real-estate market forces, current zoning densities and lack of publicly owned land and existing incentives to promote permanently affordable housing.

Lastly, as mentioned earlier, a major and vital component of growth in Flushing is its great locational

---

<sup>9</sup> Hughes, C.J. “A Robust Reception after a Rocky Start: More Condos in Flushing, Queens at Sky View Parc.” *New York Times* 6 February 2015

<sup>10</sup> Average listing for Sky View Parc was obtained from Streeteasy.com on December 28, 2012

<sup>11</sup> Average rental rates were obtained from apartment listings on Streeteasy.com and Elliman.com on 15 November 2012

<sup>12</sup> 2009-2015 American Community Survey, based on Census Tracts within Flushing Housing Study Area

advantage in relation to the regional transportation network. It is well served by both roads and mass transit. The NYCT and Nassau Inter-County Express (NICE) bus services with numerous bus lines serve as an intermodal hub to the No. 7 train terminal station and the MTA's LIRR station in Downtown Flushing. Northern Boulevard intersects with the Van Wyck Expressway, providing access to the Whitestone Bridge and both LaGuardia and John F. Kennedy Airports. This excellent access to a variety of transportation is the backbone of the growth in economic development in Flushing.

As described in Chapter 3, almost every block in the Study Area has development interest. Land use development trend indicates the future market vitality for Flushing is strong and with strong interest on redevelopment potential on the waterfront in particular, the Study Area is well poised to become a vibrant mixed-use neighborhood.



## **CHAPTER 5: STRATEGIC AREAS AND SITES**

Four separate strategic areas have been identified where redevelopment of different types would be encouraged by the Plan to encourage walkability and improve circulation on the waterfront and reinforce the broader vision of creating a new mixed-use neighborhood. These strategic areas were determined based on their patterns of existing uses and zoning, and their proximity to transportation and other infrastructure and service resources, the Flushing Creek waterfront, and the established core of Downtown Flushing. The four strategic areas that have been defined are the (1) Southern Waterfront area, (2) Mixed-Use Waterfront area, (3) Northern Commercial and Light Industrial area, and 4) Southern Commercial and Residential area (see Figure 5.1, “Strategic Areas”). Within two of these strategic areas, the Southern Waterfront area and the Mixed-Use area, strategic development sites have been identified based on criteria used for the selection of development sites as part of the City Environmental Quality Review (CEQR) process.

### **A. SOUTHERN WATERFRONT AREA**

The Southern Waterfront Area is roughly bounded by a prolongation of 37<sup>th</sup> Avenue to the north, College Point Boulevard / Janet Place to the east, Roosevelt Avenue / 39<sup>th</sup> Avenue to the south, and Flushing Creek to the west. This area is strategic in that it includes several large, underutilized properties fronting both on the creek waterfront and College Point Boulevard, thereby providing an opportunity to create a pedestrian connection between these two important features of the Study Area. The Plan’s recommendations in this area are intended to support a broad mix of uses in new well-planned developments consisting of residential, retail, office, hotel and community facility uses, along with a new private street network and waterfront public access areas. Encouraging broadly mixed residential and commercial development here accomplishes several objectives: 1) creates a new destination and draws foot traffic from Downtown Flushing to the waterfront; 2) activates a new public open space amenity that will be created along the waterfront; and 3) creates a new image along College Point Boulevard. A special purpose zoning district is recommended for this area that includes requirements for each development site to provide its portion of waterfront public access and private street improvements. The special district would be called the Special Flushing Waterfront District (SFWD).

### **B. MIXED-USE WATERFRONT AREA**

Encompassing additional sites fronting on both the creek and College Point Boulevard, is the Mixed-Use Waterfront Area. It is roughly bounded by 36<sup>th</sup> Avenue to the north, College Point Boulevard to the east, 37<sup>th</sup> Avenue to the south, and Flushing Creek to the west. Within the Mixed-Use Waterfront Area, the Plan would allow for a continuation and enlargement of existing commercial and light industrial uses along the waterfront and along College Point Boulevard, while permitting the development of new housing uses, including permanently affordable housing. New waterfront public access areas would also be required in this area. Additionally, since this area is in relatively close proximity to the Northern Boulevard corridor in Downtown Flushing, it could offer a potential visual/pedestrian connection to this portion of the CBD. In addition to the special purpose zoning district which would include requirements for each development site to provide its portion of waterfront public access, a rezoning is recommended in this area to establish a medium-density mixed-use district (M1-2/R7A).

### **C. NORTHERN COMMERCIAL AND LIGHT INDUSTRIAL AREA**

This area includes parcels at the northern upland portion of the Study Area, as well as the northernmost waterfront parcel within it. It includes a range of active industrial and commercial uses. It is roughly bounded by Northern Boulevard to the north, Prince Street to the east, 36<sup>th</sup> Road to the south, and College Point Boulevard / Flushing Creek to the west. Relocation of these industrial uses is unlikely to occur in the immediate future as they are active and well utilized. These parcels are located in close proximity to the Northern Boulevard Bridge and are part of a manufacturing zoning district that extends north of the bridge. In the future sites here may experience commercial, mixed-use and potentially residential development interest moving from the areas to the south and east, which are currently undergoing active redevelopment. Maintaining current zoning in this portion, however, is recommended at this time.

### **D. SOUTHERN COMMERCIAL AND RESIDENTIAL AREA**

This area includes parcels in the southern upland sites, where significant redevelopment is occurring. In this area, mixed-use developments are common. It is roughly bounded by 36<sup>th</sup> Road to the north, Prince Street to the east, 39<sup>th</sup> Avenue / Roosevelt Avenue to the south, and College Point Boulevard / Janet Place to the west. Currently in construction is Tangram, a 16-story, mixed-use development with a commercial podium (including a movie theater) and four towers containing office, residential, and hotel uses. In addition, Asian Americans for Equality (AAFE) has recently broken ground on a seven-story mixed-use building containing retail, community facilities and offices on their site located at 133-04 39<sup>th</sup> Avenue. Completed redevelopment projects in this area include Prince Tower which contains retail, offices, parking and 51 residential condo units; Prince Plaza which contains retail, parking and 72 residential condo units; and One Fulton Square, which contains retail, a hotel, offices, parking and 42 residential condo units. With this robust growth already underway in this area, maintaining current zoning in this portion is recommended.

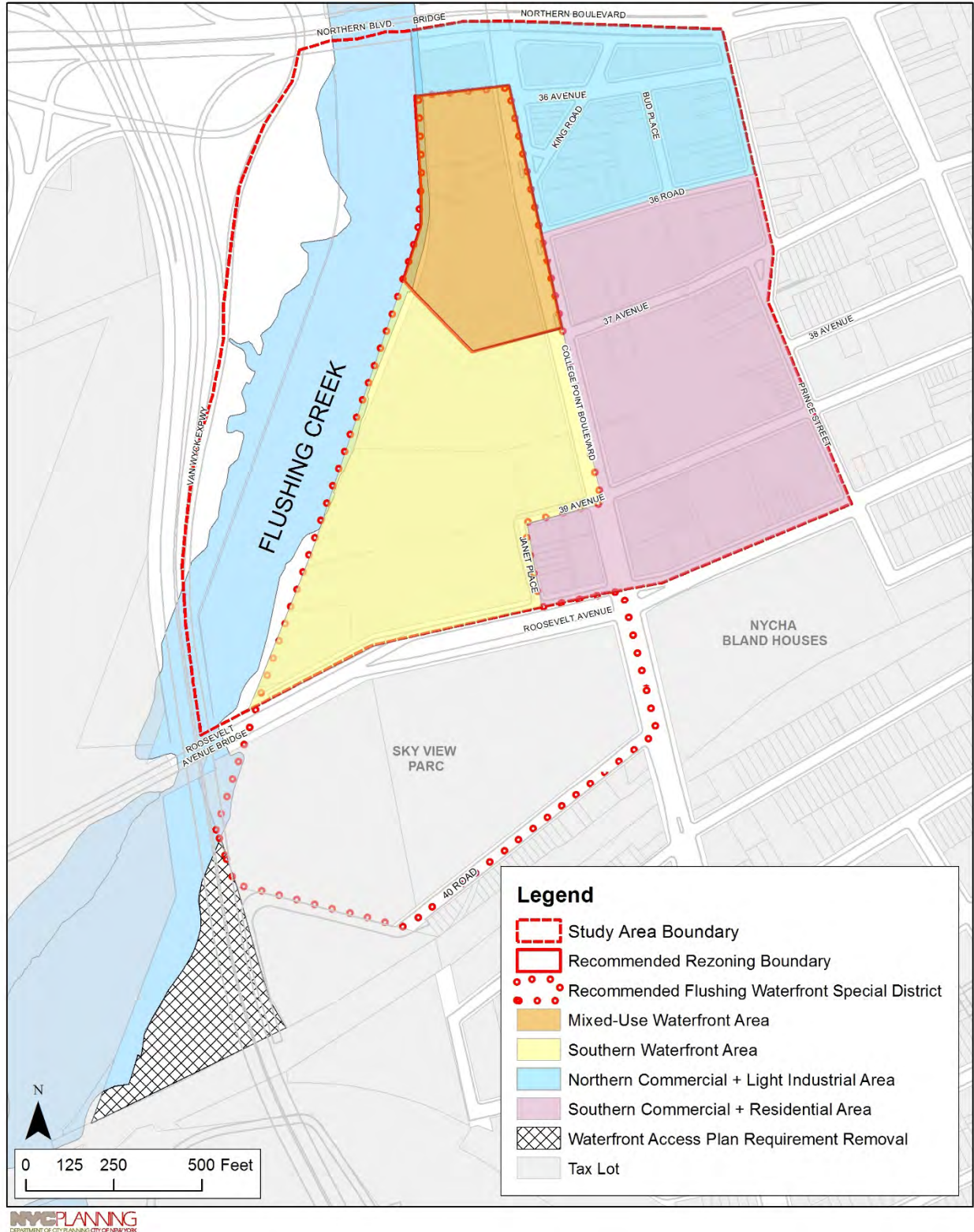


Figure 5.1: Strategic Areas

### *STRATEGIC DEVELOPMENT SITE SELECTION*

Individual strategic sites within the Southern Waterfront and Mixed-Use Waterfront areas were identified by utilizing the process used for the identification of development sites for preparation of a Reasonable Worst Case Development Scenario (RWCDs) pursuant to the City Environmental Quality Review (CEQR) process. As the recommended land use actions of a special purpose zoning district and a medium density mixed-use district are intended to encourage new development focused on the Southern Waterfront and Waterfront Mixed-Use areas, only individual strategic sites in these areas have been identified.

CEQR is the process mandated by the State Environmental Quality Act by which New York City agencies determine what effect, if any, a discretionary action they approve may have upon the environment. CEQR is a disclosure process and not an approval process in and of itself.

In order to assess the possible effects of a proposed action, a RWCDs is defined for analysis, for both the current (Future No-Action) and recommended zoning (Future With-Action) conditions for a ten-year period (analysis year 2025). The incremental difference between the Future No-Action and Future With-Action conditions serves as the basis for the impact analyses of the environmental review. For area-wide rezoning not associated with a specific development, a ten-year period is typically the length of time over which developers would act on the area-wide zoning map changes such as those recommended. The use of the RWCDs ensures that, regardless of which scenario actually occurs, its impacts would be no worse than those considered in the environmental review.

#### *Development Site Criteria*

A RWCDs is broadly defined as the potential development under both the future No-Action and With-Action conditions that is used to determine the change in permitted development created by a discretionary action. For the purposes of this study, future No-Action scenarios are referred to as “Development of Strategic Site X under Existing Conditions”, and future With-Action conditions are referred to as “Development on Strategic Site X under Proposed Recommendations” (see Table 5.1, Reasonable Worst Case Development Scenario - Strategic Sites). To determine the With-Action and No-Action conditions, standard methodologies have been used following the 2014 CEQR Technical Manual guidelines employing reasonable assumptions. These methodologies have been used to identify the amount and location of future development. In projecting the amount and location of new development, several factors have been considered in identifying likely development sites. These include known development proposals, past and current development trends, and the development site criteria described below. Generally, for area-wide rezonings that create a broad range of development opportunities, new development can be expected to occur on selected, rather than all, sites within the rezoning area. The first step in establishing the development scenario was to identify those sites where new development could be reasonably expected to occur.

Sites were initially identified based on the following criteria:

- Lots located in areas where a substantial increase in permitted FAR is proposed.
- Lots with a total size of 5,000 sf or larger (may include potential assemblages totaling 5,000 sf respectively, if assemblage seems probable).
- Underutilized lots – defined as vacant lots or lots constructed to less than or equal to half the maximum allowable FAR under the proposed zoning.
- Lots located in areas where changes in use would be permitted.
- Lots located in areas where a reduction in parking requirements could result in substantial

reconfigurations of existing parking facilities.

*Assemblages are defined as a combination of adjacent lots, which satisfy one of the following conditions*

- The lots share common ownership and, when combined, meet the aforementioned soft site criteria.
- At least one of the lots, or combination of lots, meets the aforementioned soft site criteria, and ownership of the assemblage is shared by no more than three distinct owners.

Certain lots that meet these criteria have been excluded from the scenario based on the following conditions because they are very unlikely to be redeveloped as a result of the recommended rezoning.

- Lots whose location, highly irregular shape, or highly irregular topography would preclude or greatly limit future as of right development. Generally, development on highly irregular lots does not produce marketable floor space.

Based on the above criteria, a total of six strategic development sites and one additional development site have been identified in the Study Area. Figure 5.2, “RWCDs - Strategic Sites,” show these development sites, and the detailed RWCDs tables provided on pages 97-103 (Table 5-2) includes “snapshots” that identify the uses expected to occur on each of these sites with and without a rezoning.

#### *Development Scenario Parameters*

##### *Dwelling Unit Factor*

The number of projected dwelling units in apartment buildings is determined by dividing the total amount of residential floor area by 1,000 and rounding to the nearest whole number.

##### *Affordable Housing Assumptions*

The MIH program, as previously described, includes two primary options for set-aside percentages with different affordability levels. One option would require 25 percent of residential floor area to be for affordable housing units for residents with incomes averaging 60 percent of the area median income (AMI) and the second would require 30 percent of residential floor area to be for affordable housing units for residents with incomes averaging 80 percent AMI. At the current time, DCP has not select which of the MIH options would be applicable within the recommended special district. Therefore, the number of affordable housing units required to be provided on any particular development site has be calculated for both options. Each impact category will utilize whichever of the two primary MIH options would provide the more conservative basis for its specific analysis.

#### *Summary of Strategic Development Sites*

Within these strategic areas, six sites were analyzed as part of the preparation of the EAR (along with an additional site, Sky View Parc, where a reallocation of existing parking spaces is expected under recommended zoning changes outlined in this report.) The sites summarized below are most likely to be redeveloped in the next 10 years. These strategic sites could result in an incremental increase of approximately 222 residential units, 465 square feet (sf) of community facility use and a net increase of 59,684 sf of commercial space compared to development under current zoning.

Under the existing zoning, development within the Study Area could produce 1,172,703 sf of residential

space, or approximately 1,172 dwelling units with no affordable housing; 31,000 sf of community facility space; 216,310 sf of industrial space; and 2,225,099 sf of commercial space.

Under the recommended zoning changes, development within the Study Area could result in 222,300 sf of additional residential space or approximately 1,394 total dwelling units including 56 or 67 affordable units; 31,465 sf of community facility space; 181,209 sf of industrial space; and 2,284,783 sf of commercial space.

The total potential development under the existing and recommended zoning described above does not include Sky View Parc, which has already been approved by DOB and is currently under construction. Sky View Parc at completion will have 1,487,403 sf and 1,254 residential units. Sky View Parc has been classified as an additional site because the recommended zoning would allow for the reallocation of existing parking spaces via the reduction in required parking for residential uses.

Additionally, based on a conservative analysis of air quality, developments with residential uses on Strategic Sites 5 and 6 may be dependent on plans to reduce emissions from a NYC DOT-owned asphalt plant (Harper Street Asphalt Plant) west of Flushing Creek. At this time, DOT has initiated an RFP process to retrofit the asphalt plant with cleaner equipment, which will contribute to a considerable reduction in NOx emissions at the site. DOT, in partnership with the City's Department of Design and Construction, will bid the design of the new plant in January 2018. The new plant is anticipated to go on line eighteen months thereafter. As such, further analysis with a refined environmental impact review for Strategic Sites 5 and 6 shall need to be conducted by applicants, based on the revised DOT plans.

#### *RWCDS STRATEGIC SITES*

Detailed analysis of the six strategic sites are listed in the following pages: RWCDS - Strategic Sites. Each site was analyzed based on potential development under existing zoning (future No-Action scenario) and potential development using recommended actions (future With-Action scenario), in order to assess the incremental changes that may be generated by the recommended actions. Additional analysis and description of each site is available in Chapter 1 of the Environmental Assessment Report (EAR) and Appendix B.

FLUSHING WATERFRONT BOA NOMINATION STUDY: RWCDS - STRATEGIC SITES



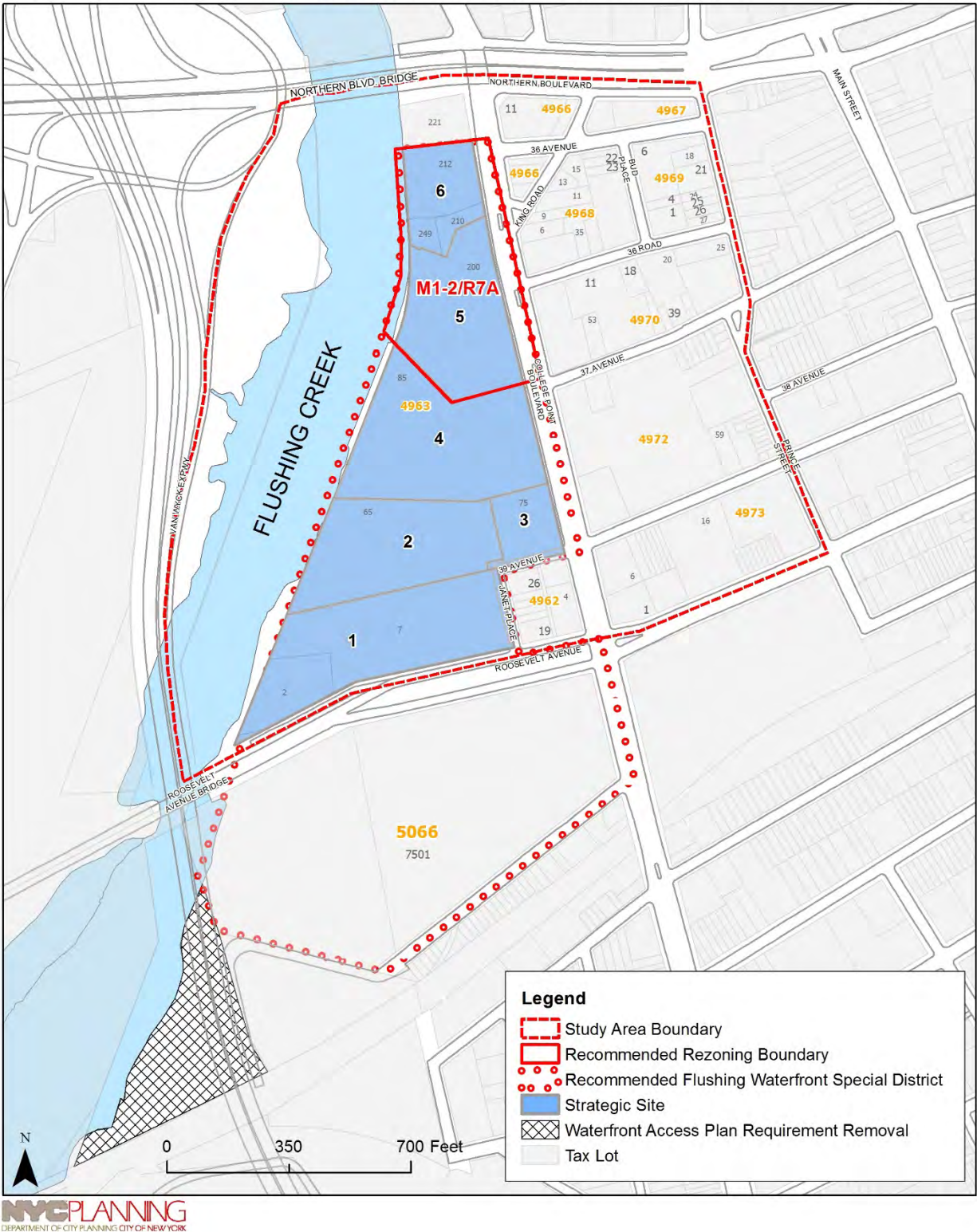


Figure 5.2: RWCDs Strategic Sites

TABLE 5-2: RWCDS - STRATEGIC SITES

**Strategic Site 1****Address:** 39-08 JANET PLACE**B:** 4963 **L:** 1, 2, 7**Lot Area:** 174,263 sf.**Zoning:** C4-2 to SFWD**Description:** Vacant lot**Development on Strategic Site 1 under Existing Conditions**

57,000 sf. of local retail; 52,700 sf. of destination retail; 251,100 sf. of hotel – 502 rooms; 28,800 sf. of offices; 9,000 sf. of community facility; 423,459 sf. of residential – 423 units; 850 parking spaces; building height: 132'; built FAR: 4.72

**Development on Strategic Site 1 using Recommended Actions**

149,580 sf. of local retail; 52,100 sf. of destination retail; 200,900 sf. of hotels – 4002 rooms; 9,350 sf. of community facility; 423,459 sf. of residential – 423 units; 478 parking spaces; building height: 159'; with-action FAR: 4.79

**Incremental Change as a Result of Recommended Actions**

+12,980 sf. of commercial

+ 350 sf. of community facility

-372 parking spaces

TABLE 5-2: RWCDS - STRATEGIC SITES


	
<b>Strategic Site 2</b>	
<b>Address:</b> 131-01 39 <sup>TH</sup> AVENUE	
<b>B:</b> 4963 <b>L:</b> 65	
<b>Lot Area:</b> 136,314 sf.	
<b>Zoning:</b> C4-2 to SFWD	
<b>Description:</b> Former Assi Plaza (commercial food distribution)	
<b>Development on Strategic Site 2 under Existing Conditions:</b>	
121,649 sf. of local retail; 27,000 sf. of destination retail; 18,000 sf. of offices; 135,000 sf. of hotels – 270 rooms; 22,200 sf. of offices; 8,500 sf. of community facility; 331,243.02 sf. of residential – 331 units; 849 parking spaces; building height: 133'; built FAR: 4.71	
<b>Development on Strategic Site 2 using Recommended Actions:</b>	
77,050 sf. of local retail; 27,000 sf. of destination retail; 106,250 sf. of offices; 102,960 sf. of hotels – 206 hotel rooms; 8,615 sf. of community facility; 331,243 sf. of residential – 331 units; 422 parking spaces; building height: 168'; built FAR: 4.79	
<b>Increment Change as a Result of Recommended Actions:</b>	
-0.02 sf. of residential	
+ 11,611 sf. of commercial	
+ 115 sf. of community facility	
- 427 parking spaces	

TABLE 5-2: RWCDs - STRATEGIC SITES

**Strategic Site 3****Address:** 37-52 COLLEGE POINT BLVD**B:** 4963 **L:** 75**Lot Area:** 36,417 sf.**Zoning:** C4-2 to SFWD**Description:** One-story commercial building, Home Construction Supply**Development on Site 3 under Existing Conditions:**

11,730 sf. of local retail; 18,270 sf. of offices; 93,645 sf. of hotel – 187 units; 123 parking spaces; building height: 97'; built FAR: 3.4

**Development on Site 3 using Recommended Actions:**

20,655 sf. of local retail; 102,780 sf. of hotels – 206 units; building height: 88'; built FAR: 3.39

**Incremental Change as a Result of Recommended Actions:**

-210 sf. of commercial

- 123 commercial parking spaces



TABLE 5-2: RWCDS - STRATEGIC SITES



**Strategic Site 4**

**Address:** 37-02 COLLEGE POINT BLVD.

**B:** 4963 **L:** 85

**Lot Area:** 172,017 sf.

**Zoning:** C4-2 to SFWD

**Description:** Licensed parking lot

**Development on Strategic Site 4 under Existing Conditions:**

177,697 sf. of local retail; 25,500 sf. of destination retail; 75,600 sf. of offices; 109,350 sf. of hotels – 219 rooms; 8,500 sf. of community facility; 418,001 sf. of residential – 418 units; 1,277 parking spaces; building height: 132'; built FAR: 4.74

**Development on Strategic Site 4 using Recommended Actions:**

138,300 sf. of local retail; 25,500 sf. of destination retail; 133,200 sf. of offices; 104,400 sf. of hotels – 209 rooms; 8,500 sf. of community facility space; 418,001 sf. of residential – 418 units; 548 parking spaces; building height: 159'; built FAR: 4.81

**Incremental Change as a Result of Recommended Actions:**

+ 13,253 sf. of commercial

- 729 parking spaces

TABLE 5-2: RWCDs - STRATEGIC SITES



**Strategic Site 5**

**Address:** 36-30 COLLEGE POINT BOULEVARD

**B:** 4963 **L:** 200

**Lot Area:** 120,000 sf.

**Zoning:** C4-2 to SFWD + MX M1-2 / R7A

**Description:** U-HAUL facility

**Development on Strategic Site 5 under Existing Conditions:**

110,000 sf. of industrial use; building height: 65'; built FAR: 0.92

**Development on Strategic Site 5 using Recommended Actions:**

181,208.6 sf. of industrial use; 91 parking spaces; building height: 65'; built FAR: 1.51

**Incremental Change as a Result Recommended Actions:**

+ 71,208.6 sf. of industrial use

+ 91 parking spaces

TABLE 5-2: RWCDs - STRATEGIC SITES



**Strategic Site 6**

**Address:** 35-32 COLLEGE POINT BOULEVARD

**B:** 4963 **L:** 212, 249, 210

**Lot Area:** 53,155 sf.

**Zoning:** M3-1 to SFWD + MX M1-2 / R7A

**Description:** Scrap King

**Development on Strategic Site 6 under Existing Conditions:**

Continuation of existing use: 2,800 sf. of industrial use; building height: 120'; built FAR: 2.0  
 Lot 210: 6,900 sf of commercial use; built FAR: 1.0

**Development on Strategic Site 6 using Recommended Actions:**

22,050 sf. of local retail; 222,300 sf. of residential; building height: 141'; built FAR: 4.60

**Incremental Change as a Result of Recommended Actions:**

+ 222,300 sf. of residential (56 or 67 of which would be affordable units)

+ 22,050 sf. of commercial

-106,310 sf. of industrial



TABLE 5-2: RWCDs - STRATEGIC SITES


**Additional Site – Sky View Parc**
**Address:** 40-22 College Point Blvd

**B:** 5066 **L:** 7501

**Lot Area:** 581,295 sf

**Zoning:** C4-2 to SFWD

**Description:** Mixed-use retail mall and residential condos

**Development on Sky View Parc under Existing Conditions:**

904,499 s.f. of destination retail; 117,559 s.f. of offices; 5,000 s.f. of community facility; 1,487,403 s.f. of residential – 1254 units; 2,673 parking spaces; building height: 225'; built FAR: 4.26

**Development on Sky View Parc using Recommended Actions:**

904,499 s.f. of destination retail; 117,559 s.f. of offices; 5,000 s.f. of community facility; 1,487,403 s.f. of residential – 1,254 units; 2,673 parking spaces - 627 accessory residential – 2,046 accessory commercial and community facility; built FAR: 4.26

**Incremental Change as a Result of Recommended Actions**

-251 accessory residential parking spaces

+251 accessory commercial and community facility spaces parking spaces

## CHAPTER 6: FLUSHING WATERFRONT REVITALIZATION PLAN RECOMMENDATIONS

The following recommendations pertain to the Study Area and are intended to facilitate the revitalization and well-coordinated redevelopment of former brownfield sites with vibrant, new mixed-use development intended to transform sites located to the east of College Point Boulevard so they contributed positive elements to Flushing's growth, including the creation of new public walkways and open space along the Flushing waterfront, a targeted area for both market-rate and affordable housing, and a new private street network to alleviate congestion on nearby arterial roadways. The recommendations are based on the community-based goals identified during the planning process, agency consultation, and the results of the inventory and analysis, in terms of the physical and environmental conditions in the Study Area. The land use recommendations are an approach to achieving the goals outlined throughout this report:

- Encourage walkability by extending the vibrant downtown area to the waterfront and creating opportunities for new open space
- Identify strategies to improve area environmental conditions in order to support current quality of life needs and future growth
- Support the existing and growing immigrant and small business culture by providing economic opportunities

The recommendations outlined in this Flushing Waterfront Revitalization Plan sets the stage for implementation in Step 3 of the New York State BOA Program and reflects the examination of strategies for supporting growth and quality of life in Downtown Flushing.

### A. ZONING RECOMMENDATIONS

#### *RECOMMENDED ZONING CHANGES*

The Plan seeks to facilitate the development of a vibrant, inclusive mixed-use neighborhood that would serve as an extension of Downtown Flushing, provide a distinct waterfront character with an attractive network of new streets and open spaces that are safe and inviting for residents, workers and visitors. New market-rate housing opportunities in the waterfront area and affordable housing opportunities in a targeted rezoning section located east of College Point Boulevard and north of 37<sup>th</sup> Avenue would provide more housing options for current and future residents. The Plan would also facilitate the creation of a variety of retail and commercial spaces to support the Flushing economy.

Additionally, the Plan identifies strategic future infrastructure and service improvements which would support the envisioned new development. These infrastructure and service components are suggested enhancements, and the land use recommendations are not dependent on the implementation of these ideas.

The recommended actions reflect robust engagement over the past few years with Queens Community Board 7, local elected officials, stakeholders and community residents. The recommendations build upon some of the ideas generated in the early stages of the study conducted by AKRF, SHoP and Mathews Nielsen, and they are intended to facilitate the implementation of the objectives of the Plan to create opportunities to encourage walkability and connect the Downtown to the waterfront, support economic

development, and generate new community resources. To accomplish these goals, it is recommended to establish a Special Flushing Waterfront District (SFWD) on an 11-block area generally bounded by Northern Boulevard, Prince Street, Roosevelt Avenue, 40<sup>th</sup> Road and Flushing Creek.

As discussed in detail below, the elements of this land use recommendations consist of:

- a) a zoning map amendment changing from C4-2 and M3-1 to MX M1-2/R7A for the Mixed-Use Waterfront Area;
- b) a zoning text amendment to establish the Special Flushing Waterfront District which would modify regulations related to height, setback, use, parking and the provision of a private street network;
- c) a zoning text amendment that would establish a Mandatory Inclusionary Housing district covering the recommended MX M1-2/R7A rezoning area;
- d) a zoning text amendment to update the Flushing Waterfront Access Plan to increase the provision of waterfront open space; and,
- e) a zoning text amendment to establish a new CPC Chairperson Certification.

These actions are rendered for illustrative purposes in Figures 6.3, “Illustrative Waterfront Site Plan,” Figure 6.4, “Illustrative Waterfront Rendering” and further illustrated in Figure 6.5 “Illustrative Waterfront Schematic Views.” Initial drafts of the design concepts can be found in Appendix C - 2-280.

#### *Recommended Zoning Text Amendments*

The zoning and land use recommendations include amendments to the text of the City’s Zoning Resolution (ZR). A new special district known as the Special Flushing Waterfront District (SFWD) would be established, bounded by the eastern prolongation of 36<sup>th</sup> avenue to the north; College Point Boulevard to the east; 40<sup>th</sup> road to the south; and the Van Wyck Expressway/Flushing Creek to the west, where certain requirements pertinent to the recommended special district would be applicable. The recommended special district includes two subdistricts (Waterfront Subdistrict A and Waterfront Subdistrict B), covering the waterfront blocks within the Study Area (see Figure 6.1, “Recommended Actions”). The existing Flushing Waterfront Access Plan Q-2 would be replaced with requirements set by the special district and its subdistricts. A medium density mixed-use district (MX) would be established by a rezoning that combines an M1-2 district with an R7A district. A Mandatory Inclusionary Housing Area (MIHA) would also be mapped across the recommended MX M1-2/R7A district, setting mandatory affordable housing requirements pursuant to the Mandatory Inclusionary Housing program. Finally, new City Planning review and oversight actions by the CPC and Commission Chairperson are also recommended to allow for greater flexibility in future development within the SFWD.

#### *SPECIAL FLUSHING WATERFRONT DISTRICT (SFWD)*

Once established, the SFWD would modify the underlying zoning regulations throughout in the area roughly bounded by Flushing Creek, a westward prolongation of 36<sup>th</sup> Avenue, College Point Boulevard, and 40<sup>th</sup> Road. The recommended SFWD would establish the following:

- Residential Parking Requirements: In order to apply consistent residential accessory parking requirements throughout the SFWD, the requirement in the area C4-2 would be reduced. In this area, the parking requirement would be reduced from 0.7 accessory spaces per residential unit to .05 to match the residential accessory parking requirements elsewhere in the SFWD.
- Reduce the commercial and community facility parking requirements from 1 per 300 sf to 1 per 1,000 sf of floor area in the C4-2 district

- Manufacturing uses would be required to be located within fully enclosed buildings.

#### *Waterfront Subdistrict A:*

This subdistrict would further modify the underlying zoning regulations, establish additional requirements, and allow for greater flexibility in the type and shape of future developments in the area roughly bounded by Flushing Creek, a westward prolongation of 36<sup>th</sup> Avenue, College Point Boulevard and Roosevelt Avenue.

- *Remove Size limitation of Certain Commercial Uses within the MX M1-2/R7A:* The limitation on the size of certain commercial uses including grocery stores would be eliminated to encourage development of new uses that would serve the growing community.
- *New Development or Enlargement of Use Group 16 Uses:* To ensure the development of a cohesive publicly accessible waterfront open space along Flushing Creek any site where Use Group 16 use (e.g. warehouses) is newly developed or enlarged and currently has or would produce a total square footage greater than 20,000 sf of said use would be required to provide waterfront public access.
- *Location of Residential Use in Buildings:* Residential uses would be allowed on the same story as commercial uses. This provision would allow for greater design flexibility for future developments.
- *Enclosure Requirement for All Commercial and Manufacturing Uses within the MX M1-2/R7A District:* Requiring the enclosure of any new or expanded commercial or manufacturing uses would prohibit open uses from negatively impacting the area.
- *Quality Housing:* To encourage the development of new residential uses with greater amenities the Quality Housing Option would be applicable within the sub district.
- *Active Ground Floors:* To ensure the vibrancy of the private street network within the subdistrict active ground floor uses including retail and commercial uses would be required.
- *Base Heights:* Set minimum base height at 25 feet and allow one block frontage to be lower than the required 25 feet minimum base height to provide greater design flexibility for future developments.
- *Maximum Required Set back:* To allow for greater design flexibility the maximum required setback for any portion of a building rising above the maximum base height shall not be greater than 10 feet.
- *Maximum Building Height:* Maximum permitted building heights would be modified in order to apply consistent limits throughout the subdistrict. The maximum building height for as-of-right developments including bulkheads within the subdistrict would be limited by the height restrictions set forth in ZR Article VI Chapter 1, "Special Regulations Applying Around Major Airports". Developments would be permitted to reach a height of 210 feet including bulkheads above median sea level (AMSL) via a chair certification described below.

Developments above 210 feet AMSL would be permitted via the existing BSA special permit process.

- *Tower Definition:* A “tower” would be defined for the purposes of the SFWD as the portion of the building exceeding a height of 75 feet.
- *Maximum Tower Widths Facing Shorelines:* To allow for greater design flexibility a tower located within 150 feet of the shoreline the maximum tower width would be limited to 120 feet. The widths of towers located beyond 150 feet from the shoreline would not be limited.
- *Maximum Residential Floor Plate:* To allow for greater design flexibility existing limitations on the size of floor plates occupied by residential uses above the maximum base height would be eliminated.
- *Sheer Tower Provision:* In select locations towers would be allowed rise to the maximum building height without providing required setbacks.
- *Maximum Tower Length:* The maximum tower length would be limited to 120 feet. For the purpose of this provision, two or more abutting towers would be considered a tower. Towers would be allowed to exceed the maximum tower length requirement if certain visual impact mitigations are provided.
- *Floor Area Occupied by Parking:* To allow for greater design flexibility space occupied by accessory parking below a height of 33 feet above the base plane would not be counted as part of a site’s built zoning floor area.
- *Commercial and Community Facility Parking Requirements:* In order to ensure adequate accessory commercial and community facility parking the requirements of the recommended SFWD and MX M1- 2/R7A district, which have either very low or no requirement, would be increased to conform with the those of a C4-4 District which is consistent with other similar mixed use neighborhoods in Queens. In C4-4 districts most retail establishments would be required to provide at least one parking space per 1,000 sf of floor area.
- *Loading Berth Requirements:* To allow for greater design flexibility in the layout of parking structures the requirement for off street loading births would be reduced. The reduction in this requirement would not preclude a developer from choosing to provide additional loading births if so desired. As part of the requirements for the private street network, on street loading zones would be allowed. These on street loading zones would be able to serve same function as loading berths.
- *Signage:* Regulations concerning, size, number of signs per business, and illumination would be modified to ensure that signage in the area is unobtrusive.
- *Street Trees:* To encourage the development of an inviting environment within the subdistrict, the provision of street trees in accordance with City standards would be required. However, to allow for greater design flexibility, future developments incorporating below grade structures that would extend beneath the typically required location of street trees

would be allowed to present alternative types of plantings or street furniture containing plantings during the waterfront certification process.

- *Replacement of the Flushing Waterfront Access Plan:* The existing Flushing Waterfront Access Plan (WAP) Q-2 would be replaced by improved provisions to increase the amounts of open space provided by new waterfront developments. The recommended requirements would increase the minimum width of the shore public walkway from 20 feet to 40 feet, establish modified requirements for upland connections, modify the Roosevelt Avenue visual corridor so that extends in a straight line to the waterfront, modify the 37<sup>th</sup> Avenue visual corridor so that it angles northward to allow for greater flexibility for development for the sites it crosses, and increase the total amount of publicly accessible open space. These improved waterfront access requirements would facilitate better site planning and public access to the waterfront as well as enhance the waterfront experience for pedestrians. Illustrations of potential redevelopment of the waterfront sites are illustrated in Figure 6.3, Figure 6.4 and Figure 6.5. Within the Waterfront Subdistrict, the development of a private owned and maintained publicly accessible street and open space network would be required (see Figure 6.2, “Waterfront Subdistrict: Recommended Street and Open Space Network”).
- *Interim Phasing:* In certain instances the recommended specified locations of upland connections, private streets, and private plazas in the subdistrict coincide with existing property boundaries. In light of this, it is highly likely that adjoining portions of the same required amenities would be developed at different times. Because these properties may be developed at different times, the waterfront certification process for these sites would be modified to allow for an interim phase of public access. This interim phase would ensure adequate access to the sites and ensure some form of public access is provided. Once development has occurred on both adjoining sites the amenity areas would then be required to be improved to meet the standards of their final approved phase.

#### *Waterfront Subdistrict B*

This subdistrict would further modify the underlying zoning regulations in the area roughly bounded by Marginal Street, Roosevelt Avenue, College Point Boulevard, 40<sup>th</sup> Road, and Flushing Creek. Within the subdistrict the existing Flushing Waterfront Access Plan (WAP) Q-2 would be replaced by analogous provisions. These provisions would incorporate the approved plans for upland connection and waterfront public access area at Sky View Parc and ensure that a connection between the waterfront public access areas to the north and south of Roosevelt Avenue is created beneath the Roosevelt Avenue Bridge.

#### *NEW CITY PLANNING REVIEW AND OVERSIGHT ACTION*

To allow for greater quality, flexibility, and expediency of development within the SFWD a new discretionary actions are recommended.

- *CPC Chairperson Certification for Additional Height:* In order to streamline the review process and ensure that all essential oversight parties are consulted, the permitting process that allows for structures to exceed height limits set by zoning under the Special Regulations Applying Around Major Airports (ZR Article VI Chapter 1) would be transferred from the purview of the Board of Standards and Appeals (BSA) to that of the CPC for new developments within the SFWD Waterfront Subdistrict A. The recommended ministerial action would allow for developments to reach a height of 210 feet including bulkheads above



median sea level (AMSL). The action would take the form of a Chairperson certification requiring written verifications from both the Port Authority of New York and New Jersey (PANYNJ) as well as the FAA that conclude that such proposed taller development would not pose a hazard to air navigation. Upon receipt of such verification, a letter to the Commissioner of the Buildings Department would be issued by the CPC Chair. Developments above 210 feet AMSL would still be permitted via the existing BSA special permit process.

#### *MANDATORY INCLUSIONARY HOUSING AREA*

The recommendations seek to establish a Mandatory Inclusionary Housing Area within the recommended MX M1-2/R7A district east of College Point Boulevard in Appendix F of the City's Zoning Resolution. There is no Mandatory Inclusionary Housing Area on the waterfront. Under the City's Mandatory Inclusionary Housing Program, a share of new housing is required to be permanently affordable when land use actions create significant new housing potential, either as part of a City neighborhood plan or private land use application.

The Mandatory Inclusionary Housing Program consists of two main options: (1) 25 percent of residential floor area must be affordable housing units affordable to households with income at a weighted average of 60 percent of average median income (AMI); or (2) 30 percent of residential floor area must be affordable housing units affordable to households with income at a weighted average of 80 percent of AMI. In combination with these two alternatives, two other options may be utilized. A Deep Affordability Option may be utilized under which 20 percent of residential floor area contains housing units affordable to households with income at a weighted average of 40 percent of AMI and a Workforce Option also may be utilized provided that 30 percent of residential floor area contains housing units affordable to households with income at a weighted average of 115 percent, with five percent of residential floor area kept affordable to households with income at an income band of 70 percent of AMI and another 5 percent of residential floor area affordable to households with an income band of 90 percent of AMI. However, no direct subsidies may be used for units utilizing the Deep Affordability and Workforce Options. Mandatory Inclusionary Housing represents the floor, not the ceiling, of affordability that could ultimately be achieved in new development.

#### *Recommended Rezoning*

#### *SPECIAL MIXED-USE DISTRICT*

A Special Mixed Use District (MX) is a special zoning district that is mapped in several locations throughout the city. It combines a light industrial (M1) district with a residential district, and permits a mix of selected light industrial, commercial, residential, and community facility uses under the applicable regulations. The MX district permits mixed-use buildings, and includes an expanded definition of "home occupations," permitting a broader variety of live-work accommodations than is allowed in standard zoning districts. An MX district is recommended within the portion of the SFWD containing waterfront lots. It is intended to allow existing light industrial businesses on these blocks to remain and expand while encouraging the redevelopment of vacant and/or underutilized land with residential and/or commercial uses. The MX district on the Flushing Waterfront would be established combining an M1-2 district with an R7A district. Within the recommended MX district manufacturing and commercial uses would have a maximum FAR of 2.0, community facility would be allowed a maximum FAR of 4.0, and residential uses would be allowed a maximum of 4.6.

# FLUSHING WATERFRONT REVITALIZATION PLAN - RECOMMENDED ACTIONS

Figure 6.1

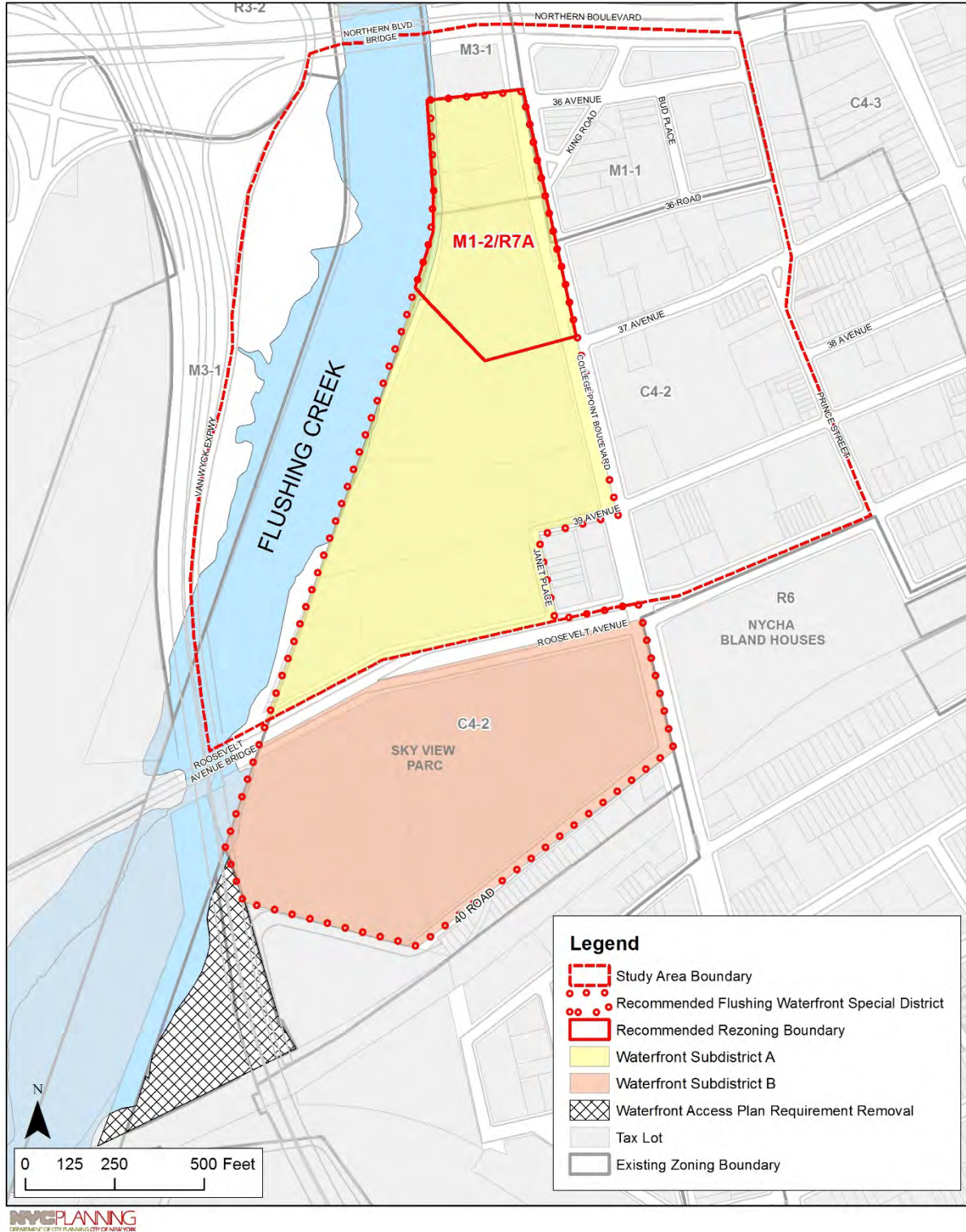


Figure 6.1: Recommended Actions



## FLUSHING WATERFRONT REVITALIZATION PLAN SUBDISTRICT A: RECOMMENDED STREET AND OPEN SPACE NETWORK

Figure 6.2

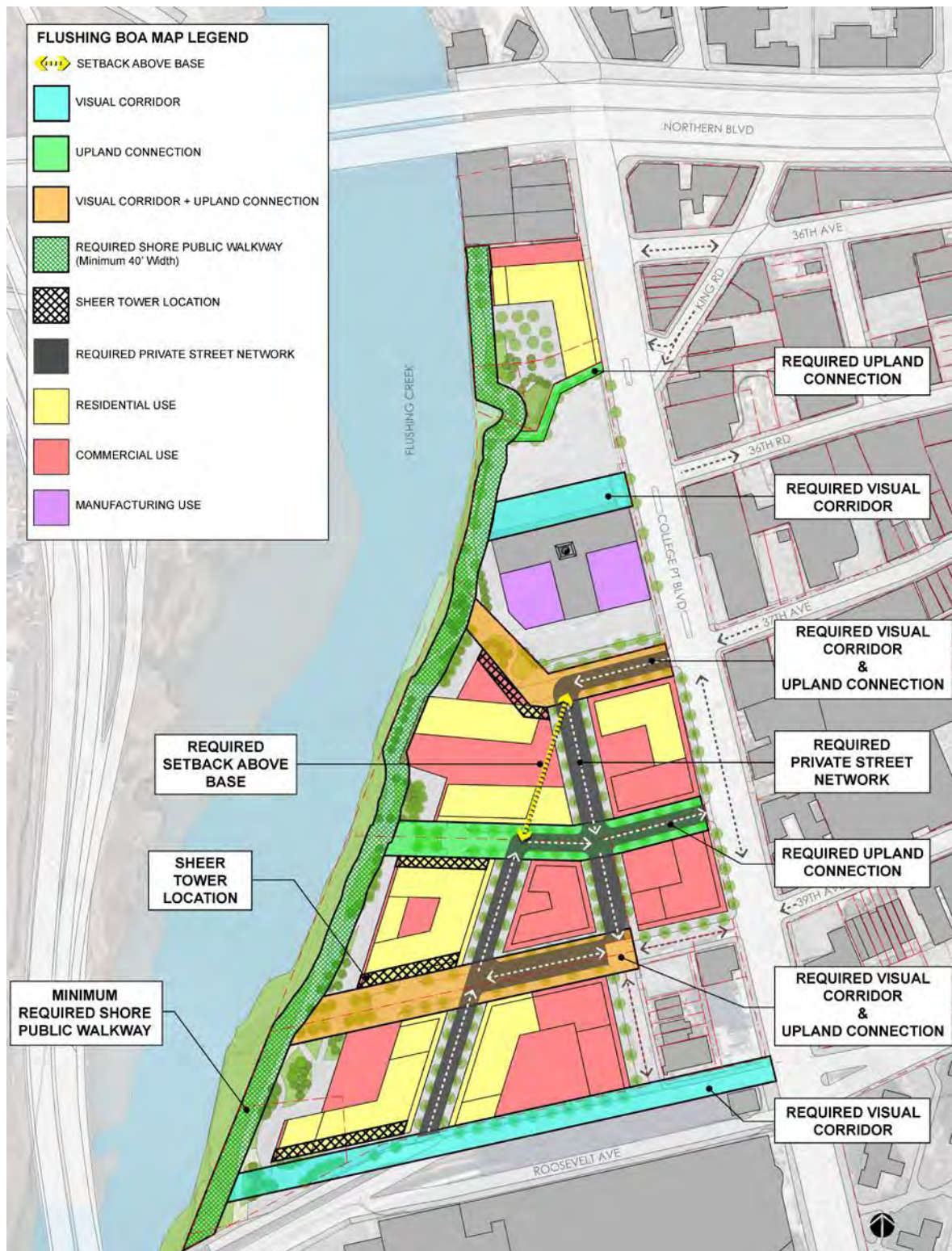


Figure 6.2: Subdistrict A: Recommended Street and Open Space Network



FLUSHING WATERFRONT REVITALIZATION PLAN: ILLUSTRATIVE WATERFRONT SITE PLAN Figure 6.3

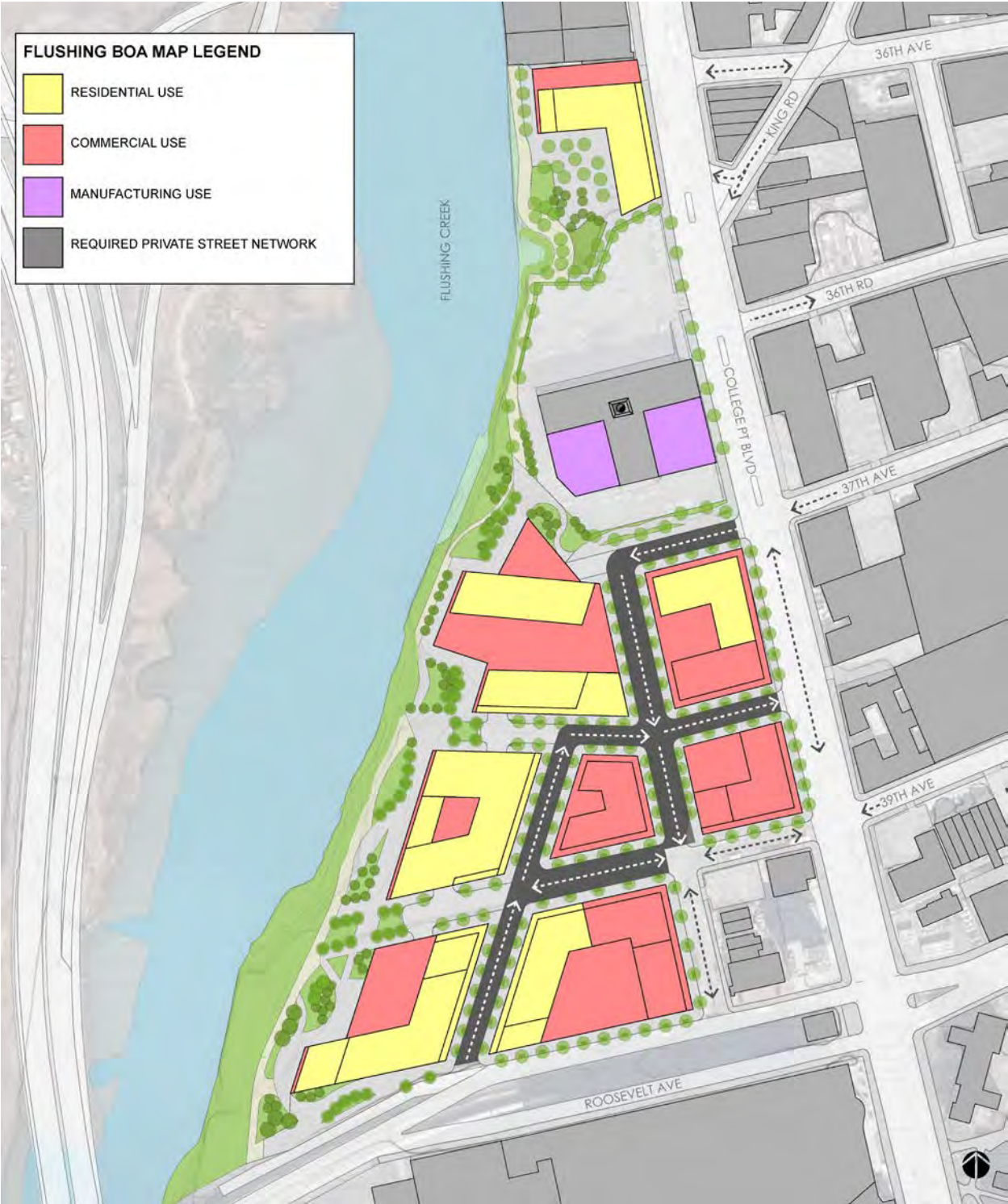


Figure 6.3: Illustrative Waterfront Site Plan

FLUSHING WATERFRONT REVITALIZATION PLAN:  
ILLUSTRATIVE WATERFRONT RENDERING

Figure 6.4



*Figure 6.4: Illustrative Waterfront Rendering*



FLUSHING WATERFRONT REVITALIZATION PLAN:  
ILLUSTRATIVE SCHEMATIC VIEWS

Figure 6.5



*a) SCHEMATIC VIEW LOOKING WEST FROM 39<sup>th</sup> AVE. TO FLUSHING CREEK*



*b) SCHEMATIC VIEW OF COLLEGE POINT BLVD & 36<sup>th</sup> AVE. LOOKING SOUTH*

*Figure 6.5: Illustrative Waterfront Schematic Views*





*c) SCHEMATIC VIEW OF NEW WATERFRONT OPEN SPACE & WALKWAY LOOKING NORTH*



*d) SCHEMATIC VIEW OF WATERFRONT FROM NO. 7 SUBWAY LINE LOOKING NORTHEAST*

*Figure 6.5: Illustrative Waterfront Schematic Views (cont.)*

## B. INFRASTRUCTURE AND SERVICE RECOMMENDATIONS

An assessment was undertaken of infrastructure and public services that would be needed to support the future growth envisioned in the Study Area. In order to improve quality of life for the residents, workers and visitors within this future neighborhood, a targeted improvement strategy has been developed.

### *PARKS AND OPEN SPACE*

Downtown Flushing's few open space resources are heavily utilized and generally lack the multi-generational programming that the community has expressed an interest in. In order to improve existing public open spaces within close vicinity of the Study Area and create opportunities for all residents and visitors, the following improvements are recommended:

- Work with the Department of Parks and Recreation and the Department of Transportation to establish a way-finding initiative to link the area's smaller parks and playgrounds to Flushing Meadows-Corona Park, a large regional park located to the south of the Study Area, using signage along College Point Boulevard, the primary connecting road. Additional way-finding may be explored at the two closest park entrances, off of Avery Avenue and Fowler Avenue.
- Work with the Department of Transportation and the Flushing Business Improvement District to transform a small, triangularly-shaped public space located at the intersection of Prince Street and 37<sup>th</sup> Avenue into a public plaza. Plaza amenities could include benches, bicycle parking, way-finding, landscaping, and programming for community events.

### *TRANSPORTATION SYSTEMS*

To build upon the area's existing robust public transit system and to improve overall traffic issues in and around the Study Area, the following improvements are either endorsed or recommended:

#### *MTA Long Island Railroad (LIRR) Flushing-Main Street Station Improvements*

- Modernize the station and create an attractive environment and station infrastructure that will bring positive attention to the station and increase ridership.
- Increase visibility of the station by improving signage and way-finding on Main Street, Roosevelt Avenue, College Point Boulevard, and Prince Street.
- Station/ground level improvements will include new elevators, staircases, lighting, platform railings, station plaza, ticket office, and signage.
- Funding for these improvements was approved and construction began in 2016 and expected completion will be the end of 2018.

#### *MTA New York City Transit (NYCT) No. 7 Subway Flushing-Main Street Station Improvements*

- Improve the No. 7 subway line by implementing Computer-Based Train Control (CBTC), which improves the signal system to safely allow additional trains to run on the line.
- A new subway fleet will run on CBTC, featuring wider doors.
- Improve the wait time experience by implementing real-time train information on platforms.
- Improve access to No. 7 subway station with a new stair and elevator entrance located on Roosevelt Avenue west of Main Street, along with a below-grade extension of the mezzanine.
- Explore feasibility of the development of a Bus Transit Center to improve bus circulation and reduce curbside bus idling in the congested downtown area.

### *Bicycle Infrastructure*

- Continue to improve the bicycle network connections between the neighborhoods of Corona and Flushing, drawing on the Department of Transportation plans to widen the bicycle-pedestrian paths on the north and south sides of the Roosevelt Avenue Bridge, located at the southern end of the BOA Study Area.
- Rehabilitation of the Roosevelt Avenue Bridge is currently underway.

### *Pedestrian and Bike Bridge across Flushing Creek*

- The initial stage of the planning process for this study considered the potential for a new pedestrian and bicycle bridge above Flushing Creek in order to link Downtown Flushing with future mixed-use development planned for Willets Point. In further consultation with the Department of Environmental Conservation (DEC) and the FWCLDC, the pedestrian bridge concept was thoroughly reviewed and a consensus was reached that there is no compelling rationale to further pursue this concept. Any new pedestrian bridge structure would cast a shadow onto the creek, negating possible wetland restoration efforts along the creek, and be cost prohibitive to build. In addition, current efforts for improvements to the Roosevelt Avenue Bridge are underway which include expanded pedestrian and bike pathways. Nonetheless, an initial recommendation for the pedestrian and bike bridge is included in Appendix C - 281.

### *Pedestrian Safety*

- Improve pedestrian safety, mobility and comfort along Main Street by completing the current DOT sidewalk widening project on Main Street.
- Continue to commit to the Vision Zero Pedestrian Safety Action Plan to eliminate pedestrian fatalities and severe injuries, identify corridors, intersections and areas to strategically prioritize them for safety interventions. In addition to the priority corridors identified by DOT, the College Point Boulevard and 39<sup>th</sup> Avenue intersection should also be considered.

### *Traffic congestion*

- Coordinate signals at key intersections and improve traffic flow through DOT's Flushing in Motion project to address bottlenecking at Main St., Roosevelt Av., and College Point Blvd.
- As part of the Plan, a draft Environmental Assessment Report (EAR) has been prepared to identify and evaluate potential to ensure traffic flows are not adversely affected by future development. These measures could include changes to signal timing adjustments.

### *FLUSHING CREEK*

In order to improve Flushing Creek's water quality and create an attractive and inviting experience on the waterfront, the following improvements are recommended:

- Remove a crumbling city-owned dock from the creek shoreline to the north of the Roosevelt Avenue Bridge and stabilize the shoreline with rip-rap and plantings.
- Support DEP's deployment of green infrastructure within Flushing Creek's drainage area.
- Support DEP's use of Environmental Benefit Project (EBP) funds for a wetland pilot project in Flushing Creek to provide habitat and a stable, soft shoreline while assessing the potential of wetlands to improve water quality.
- Support the completion and implementation of the USACE's Hudson Raritan Estuary Feasibility

Study of Flushing Creek, which is expected to include recommendations for wetland restoration in the portion of the creek between the Roosevelt Avenue Bridge and the tracks for the Long Island Rail Road.

- DCP applied for and received a \$95,000 grant from the NYS Local Waterfront Revitalization Program's Environmental Protection Fund to conduct a study that will outline the steps needed to improve the ecological health of the creek and examine where funds for future ecological restoration projects could be directed. Specifically, the plan will identify the process for de-authorizing a portion of a Federal navigation channel that is no longer used for maritime purposes and prepare documentation to justify repurposing the navigation channel. It is believed that the presence of the Federal navigation channel limits opportunities for restoration projects to be targeted to the portion of the creek generally between Northern Boulevard to the north and Roosevelt Avenue to the south. It is expected that this study would be completed within two years, and it is expected that this study will result in recommendations for wetland restoration within the creek.

### *AFFORDABLE HOUSING DEVELOPMENT AND PRESERVATION*

To improve the quality of life and diversity the greater Flushing neighborhood, incorporation of mandatory affordable housing and preservation strategies are recommended:

- Establish a Mandatory Inclusionary Housing District to cover the rezoning area that would change from M3-1 and C4-2 to MX, M1-2/R7A in order to require the development of permanently affordable housing which entails either 25% or 30% of residential floor area be affordable housing units for residents with incomes averaging 60% or 80% AMI.
- Strive to preserve all identified government-assisted housing in the area whose affordability requirements are expiring; continue to proactively identify buildings at risk and coordinate the rehabilitation of distressed properties through better information sharing, coordination in HPD, and community referrals.
- Coordinate between agencies to provide tenant protection in existing affordable housing units.
- Require developers using HPD subsidies to create new housing at a range of affordability levels and encourage senior and special needs housing, using programs such as SARA and SHLP.

### *ECONOMIC DEVELOPMENT*

To support current business and workforce needs and future growth, the following strategies are recommended:

- Work with the Department of Small Business Services (SBS) and community partners to address needs identified through SBS's Commercial District Needs Assessment, which determines priority needs to strengthen commercial corridors.
- Support existing businesses and business growth by utilizing a myriad of SBS programs and initiatives, including educational courses, legal services, and one-on-one consultation.
- Encourage business start-ups by expanding SBS's *FasTrac* program and working with the Flushing Library to host the program; and explore the potential for incubator spaces for the growing entrepreneur population.
- Connect residents to career opportunities by connecting local residents to career training and job opportunities in development receiving City subsidies through Hire NYC.
- Work with SBS to provide business assistance services in multiple languages for the community through SBS's *Immigrant Business Initiative*, and work with the Flushing Library to better reach immigrant entrepreneurs in Flushing and offer business courses in multiple

languages, as well as provide multi-lingual materials.

### **C. NEXT STEPS**

The analyses, the description of the key findings and the various recommendation and strategies outlined in the Flushing Waterfront Revitalization Plan complete Step 2 Nomination in the Brownfield Opportunity Area Program. The zoning recommendations are intended to be utilized in private land use applications focused on redeveloping waterfront sites. An analysis of the likely environmental impacts of the land use recommendations has already been completed as part of an Environmental Assessment Report (EAR) attached to the BOA which will also be made available to private applicants. Any zoning changes will be subject to the City's land use and environmental review (ULURP and CEQR, respectively). Individual property-owners on the waterfront are expected to work together and jointly file private applications for zoning changes and waterfront certifications for future development projects.

Following this Nomination step, The Flushing Willets Point-Corona LDC will continue pursuing the final step leading to New York State's designation of this location as a Brownfield Opportunity Area. The LDC may then pursue the Implementation Strategy under the BOA process, which will provide a description of the full range of techniques and actions – both short-term and long-term actions – that are necessary to implement an area-wide plan to ensure that recommendations materialize. Areas with BOA designation are tied to a number of tools and incentives to encourage reinvestment by using the vision and goals laid out in the BOA Nomination Plan to guide the return of potential brownfield sites into productive use and restore environmental quality for the neighborhood.

The recommendations set forth in the Flushing Waterfront Revitalization Plan present an unparalleled opportunity to serve the needs of expanding Flushing's thriving downtown area further westward to the waterfront along Flushing Creek, and to ensure that future development will provide new public amenities and open space in a remarkably diverse and growing neighborhood.