Chapter 1 : Project Description

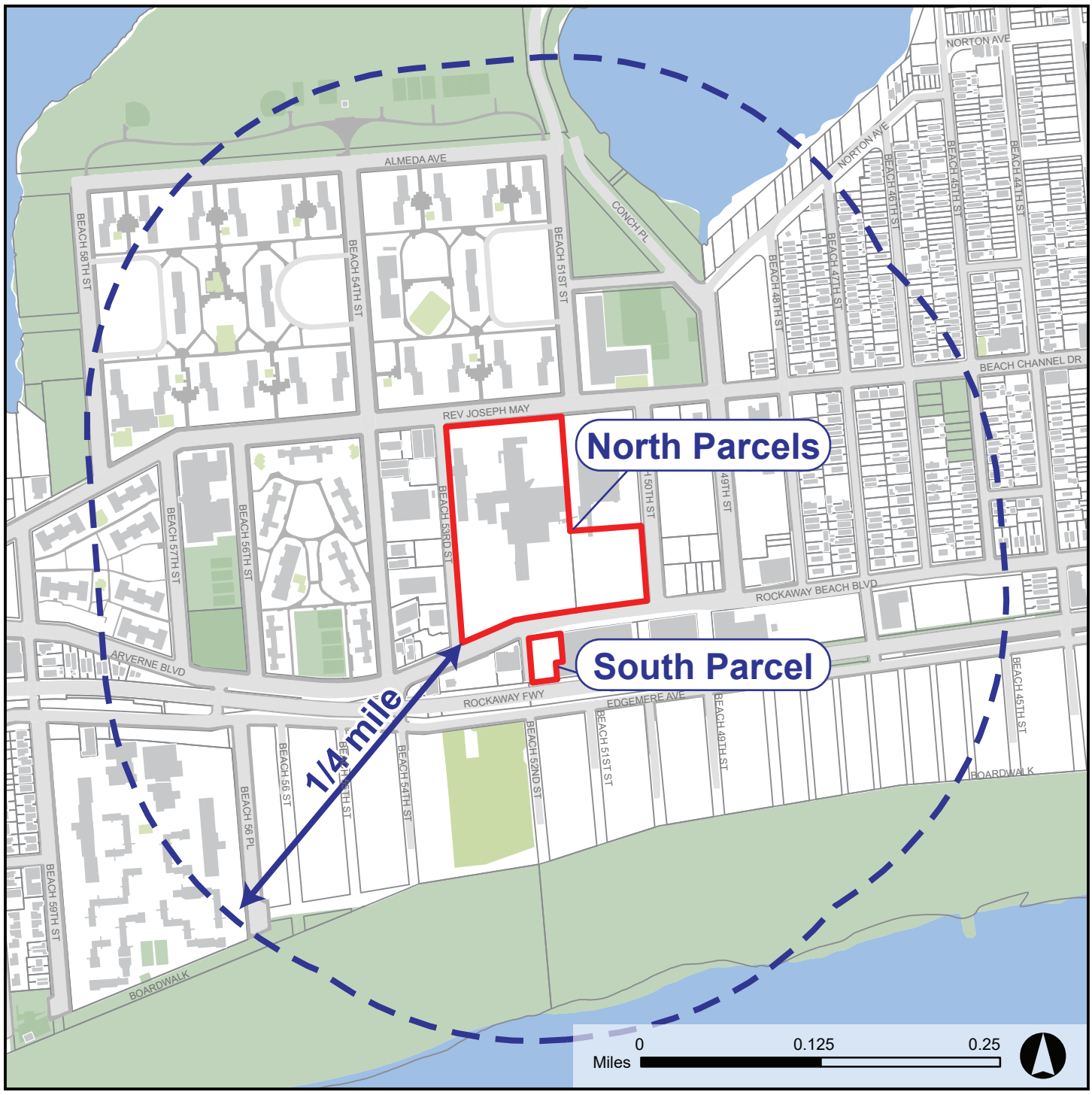
I. INTRODUCTION

Peninsula Rockaway Limited Partnership (the "Applicant") is requesting several discretionary actions from the City Planning Commission (CPC) to facilitate a proposal by the Applicant to redevelop an approximately 9.34-acre site located on Lot 1 of Block 15842, Lot 1 of Block 15843, (the "North Parcels") and Lot 1 of Block 15857 (the "South Parcel") in Queens Community District 14 (CD 14) (the North Parcels and South Parcel are collectively referred to as the "Project Site") (**Figure 1-1: Site Location Map**). The discretionary actions being sought by the Applicant from the CPC are:

- Zoning map amendment to rezone the North Parcels and p/o Lot 100 on Block 15842 from R5 and R5/C1-2 zoning districts to a C4-4 zoning district, and to rezone p/o Lot 7 on Block 15857 and the South Parcel from a C8-1 zoning district to a C4-3A zoning district;
- City Map Amendment to establish a portion of Beach 52nd Street between Rockaway Beach Boulevard and Shore Front Parkway/Rockaway Freeway;
- Zoning Text Amendments to modify the following sections:
    - Appendix F (Inclusionary Housing and Mandatory Inclusionary Housing Areas) of the Zoning Resolution (ZR) to designate the Project Site a Mandatory Inclusionary Housing (MIH) area;
    - ZR Section 74-744(a) to allow a Physical Culture Establishment (PCE) as-of-right within the Large Scale General Development (LSGD);
- a LSGD special permit pursuant to ZR Section 74-743(a)(2) to allow the location of buildings without regard for the applicable yard requirements of Sections 35-54 (Special Provisions Applying Adjacent to R1 through R5 Districts) and 23-533 (Required rear yard equivalents for Quality Housing buildings);; and the height and setback regulations of Sections 35-654 (Modified height and setback regulations for certain Inclusionary Housing buildings or affordable independent residence for seniors) and 23-644 (Modified height and setback regulations for certain Inclusionary Housing buildings or affordable independent residence for seniors);
- a LSGD special permit pursuant to ZR Section 74-744(c)(1) to allow signage that exceeds the total surface area prescribed in ZR Section 32-64 (Surface Area and Illumination Provisions.

These discretionary actions, along with the discretionary approvals for the use of public funds that may be sought by the Applicant, are collectively referred to as the "Proposed Actions," and are subject to environmental review pursuant to the State Environmental Quality Review Act (SEQRA) and City Environmental Quality Review (CEQR) requirements.

The Proposed Actions would facilitate an approximately 2,371,000 gross square feet (gsf) development (the "Proposed Project") on the Project Site, comprised of 11 buildings with approximately 2,200 income-restricted residential dwelling units (DUs), of which approximately 1,927 DUs would be income-restricted up to 80% of Area Median Income (AMI) to include approximately 201 DUs set aside for Affordable Independent Residences for Seniors (AIRS), with the remaining 273 DUs restricted to income levels not exceeding 130% of AMI. In addition to the residential DUs, the Proposed Project would include approximately 72,000 gsf of retail space, including a fitness center and a supermarket, approximately 77,000 gsf of community facility space, approximately 24,000 square feet (sf) of publicly-accessible open space, and approximately 973 accessory parking spaces.



Source: 2016 Pluto, DCP

EDGEMERE, QUEENS

Project Site

1/4-Mile Radius

SITE LOCATION MAP

Figure 1-1

II. PROJECT DESCRIPTION

Site Conditions plus Background and/or History of the Project Site

Land Use

The Project Site is in the Edgemere neighborhood of Queens and is comprised of three tax lots: Block 15842, Lot 1; Block 15843, Lot 1; and Block 15857, Lot 1 (refer to **Figure 1-1**), which have a total lot area of 409,928 square feet (sf) (approximately 9.34 acres). The North Parcels are comprised of two contiguous tax lots (Block 15842, Lot 1 and Block 15843, Lot 1), which form an "L"-shape partly bound by Beach 50th Street and an excluded property (Block 15842, Lot 100) to the east, Rockaway Beach Boulevard to the south, Beach 53rd Street to the west, and Beach Channel Drive to the north. The South Parcel occupies Block 15857, Lot 1 and is bound by Rockaway Beach Boulevard to the north, an adjacent lot (Block 15857, Lot 7) to the east, Beach 52nd Street to the west, and Rockaway Freeway to the south. Rockaway Beach Boulevard and Beach Channel Drive are both wide streets as defined in the Zoning Resolution; Beach 53rd and Beach 52nd Streets are both narrow streets, as defined in the Zoning Resolution.

The North Parcels were previously occupied by the 173-bed Peninsula Hospital Center. Founded in 1908, it closed operations in April 2012 after its lab failed a state examination and was shut down by the New York State Department of Health (DOH).[1] In the spring of 2018, the North Parcels were cleared of all vacant hospital structures and the South Parcel was cleared of an unutilized warehouse. Both the North and South Parcels are presently vacant and enclosed with a perimeter fence. The Project Site continues to be served by water, sewer, and utility infrastructure that previously served the hospital center.

Zoning

The North Parcels are currently mapped with an R5 zoning district with a C1-2 commercial overlay mapped to a depth of 150 feet from Beach 50th Street, on Block 15842, Lot 1. A C8-1 zoning district is mapped on the South Parcel, which is located south of Rockaway Beach Boulevard**.**

R5 zoning districts allow a variety of housing types. The maximum FAR of 1.25 typically produces three- and four-story attached houses and small apartment buildings. The maximum street wall height in an R5 district is 30 feet and the maximum building height is 40 feet. Above a height of 30 feet, a setback of 15 feet is required from the street wall of the building; in addition, any portion of the building that exceeds a height of 33 feet must be set back from a rear or side yard line. Parking is required for 85% of the number of DUs.

A C1-2 commercial overlay district is typically mapped within residential districts on streets that serve local retail needs, such as neighborhood grocery stores, restaurants, and beauty parlors. Commercial uses in mixed-use buildings are limited to one or two floors and must always be located below the residential use. When commercial overlays are mapped in an R5 district, the maximum commercial FAR is 1.0. The depth of the C1-2 overlay district is 150 feet unless otherwise delineated on the zoning map.

C8-1 zoning districts, along with other C8 districts, bridge commercial and manufacturing uses and provide for automotive and other heavy commercial services that often require large amounts of land. Typical uses are automobile showrooms and repair shops, warehouses, gas stations and car washes—although all commercial uses (except large, open amusements) as well as certain community facilities are permitted in C8 districts. Residential uses are not permitted in C8 districts and performance standards are imposed for certain semi-industrial uses (Use Groups 11A and 16). The maximum FAR is 1.0 in C8-1 districts; off-street parking requirements vary with use but generally one parking space is required for every 300 sf of floor area.

[1] Nir, S. M. (2012, May 20). Down to One Hospital, Rockaway Braces for Summer Crowds. The New York Times. Retrieved January 25, 2017, from http://www.nytimes.com/2012/05/21/nyregion/closing-of-peninsula-hospital-in-rockaway-raises-fears.html

Proposed Actions

The following discretionary approvals subject to the Uniform Land Use Review Procedure (ULURP) and Section 200 of the City Charter are needed to facilitate the Proposed Project:

Zoning Map Amendment

- **Zoning map amendment to rezone the North Parcels and p/o Lot 100 on Block 15842 from R5 and R5/C1-2 zoning districts to a C4-4 zoning district, and to rezone p/o Lot 7 on Block 15857 and the South Parcel from a C8-1 zoning district to a C4-3A zoning district;**

  The existing R5 and R5/C1-2 zoning districts on the North Parcels allows for a maximum floor area ratio (FAR) of 1.25 for residential, 1.0 for commercial, and 2.0 for community facility. The proposed C4-4 zoning district (**Figure 1-2: Zoning Map**) is a R7-2 equivalent and produces a maximum 3.44 to 4.0 FAR for residential uses,3.4 FAR for commercial uses, and 6.5 FAR for community facility uses. Residential development under the Quality Housing program in an MIH designated area have a maximum 4.6 FAR and a maximum 5.01 FAR for AIRS. Quality Housing buildings within an MIH area have a maximum buildable height of 135 feet for buildings with a qualifying ground floor. Off-street parking is required for 50% of all DUs, or it can be waived if five or fewer spaces are required. In Queens CD 14 however, R6 and R7 zoning districts are subject to the accessory off-street parking regulations of an R5 district (required for 85% of all DUs), except for developments located within an urban renewal area established prior to August 14, 2008 or to income-restricted units. Outside the Transit Zone, off-street parking would be required for 15% of the income-restricted housing units and 10% of the AIRS housing units.

  The existing C8-1 zoning district on the South Parcel allows for a maximum FAR of 1.0 for commercial and 2.4 for community facility. The C4-3A district (R6A residential equivalent) would allow commercial uses a 3.0 FAR, residential uses a maximum of 3.0 FAR, and community facility uses a maximum 6.5 FAR. Residential buildings developed under the Quality Housing regulations in MIH designated areas have a maximum FAR of 3.6 FAR for residential use and 3.9 FAR for AIRS. The minimum and maximum base heights permitted in the C4-3A zoning district is 40 feet and 65 feet, respectively. The maximum building height in the C4-3A district is 85 feet. The C4-3A (R6A residential equivalent) requires off-street parking for 85% of the dwelling units. Outside the Transit Zone, off-street parking would be required for 15% of the income-restricted housing units. Outside the Transit Zone, AIRS have a parking requirement of 10%of the total number of the DUs.

  Through the LSGD plan, the Applicant requests waivers of the C4-4 and C4-3A zoning district regulations to enable greater design flexibility for the purpose of a better overall site plan. LSGDs are typically located in medium-density commercial districts and uses in an LSGD must adhere to the underlying zoning district. The waivers requested through the LSGD special permits as set forth below would allow for the creation of more affordable DUs within the Project Site and also allow for flexibility for retail development. Upon approval, the applicant will enter into a Restrictive Declaration, a legally binding mechanism tied to the Project Site that governs the provisions of the LSGD.

Zoning Text Amendments

The following text amendments, which are included in Appendix A, "Proposed Zoning Text Amendments," are proposed to the New York City Zoning Resolution:

- **Zoning text amendment to Appendix F (Inclusionary Housing and Mandatory Inclusionary Housing Areas) of the ZR to designate the Project Site an MIH area;**

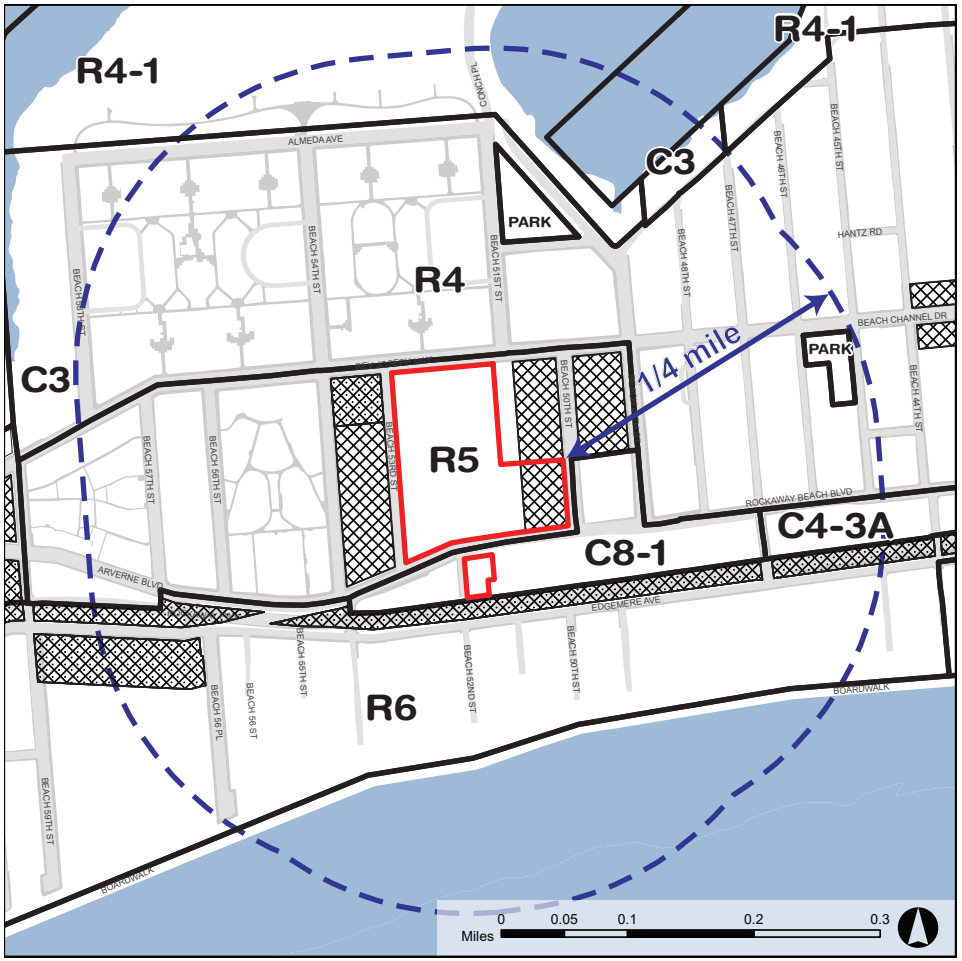
  The zoning text amendment to Appendix F would designate the Project Site as a MIH area. While 100% of the DUs in the Proposed Project are intended to be restricted as affordable and moderate income housing units by a regulatory agreement, the MIH requirements ensures that a set percentage of the residential floor area for any future development within the MIH area be permanently affordable. Within an MIH area, all housing developments, enlargements, and conversions that meet the criteria set forth in the MIH program must comply with the requirements of one of four options, to be selected through the land use review process.

  It is anticipated that the Project Site would be designated under MIH Option 1: 25% of the residential floor area shall be provided as housing affordable to households at an average of 60% of the Area Median Income (AMI), with no unit targeted at a level exceeding 130% AMI. The Proposed Development would provide approximately 1,927 affordable housing units and would comply with MIH Option 1 that 25% of the residential floor area would be permanently affordable. While 100% of the DUs would be restricted by a regulatory agreement as affordable and moderate income housing units, the MIH requirement ensures that these units and any future development within the MIH area are permanently affordable.

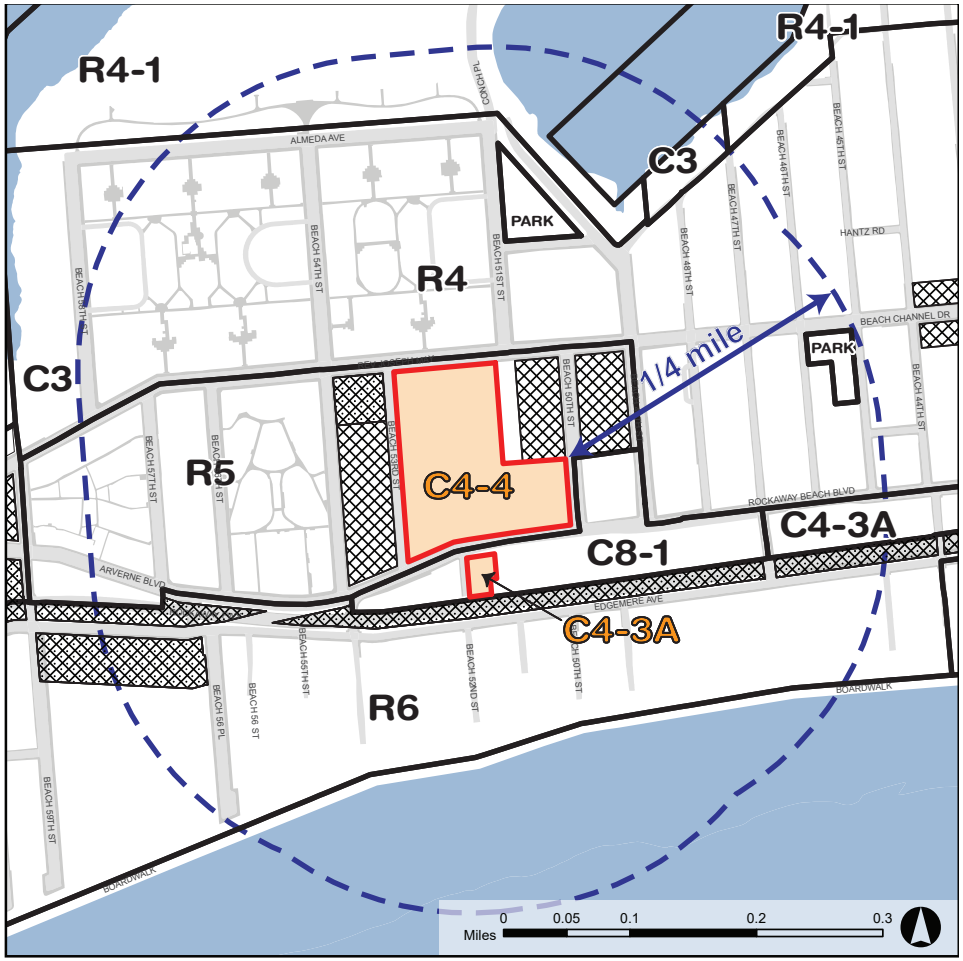
- **Zoning text amendment to ZR Section 74-744(a) (Use Modifications) to allow a PCE as-of-right within the LSGD;**

  The zoning text amendment would allow a PCE (fitness center) without obtaining a special permit from the Board of Standards and Appeals (BSA), as currently required. The text amendment would permit the physical culture or health establishment use in the context of a LSGD within Queens Community District 14 as-of-right.

EXISTING ZONING



PROPOSED ZONING



Source: NYCDCP

EDGEMERE, QUEENS

Project Site

Study Area

M Manufacturing Districts

R Residential Districts

C Commercial Districts

C1-2 Overlay

C2-4 Overlay

Proposed Zoning

ZONING MAP

Figure 2-5

City Map Amendment

- **City Map Amendment to establish a portion of Beach 52nd Street between Rockaway Beach Boulevard and Shore Front Parkway;**

  The proposed change in the City Map (**Figure 1-3: Alteration Map**) would establish a portion of Beach 52nd Street between Rockaway Beach Boulevard and Shore Front Parkway. The proposed City Map change would allow the new privately-owned, publicly accessible internal street network to connect with the City-owned Beach 52nd Street down to its intersection with Rockaway Freeway. This new connection would permit vehicular traffic to facilitate better circulation exiting the Project Site. The proposed City Map change would reestablish the street connection at the intersection of Beach 52nd Street and Rockaway Freeway providing greater access and movement throughout the Proposed Project and this part of the peninsula. The opening of the intersection at Beach 52nd Street and Rockaway Freeway provides more direct access to Rockaway Freeway from the proposed project through the newly proposed privately owned, publicly accessible open street network mapping Beach 52nd Street through the development. Currently, the only two roadways providing access to Rockaway Freeway are Beach 54th Street and Beach 47th Street so this will provide a new direct connection down to this major thoroughfare from the development. Additionally, the new street connection will connect Beach 52nd Street all the way through the Project Site from Beach Channel Drive all the way to Rockaway Freeway. It is intended that this new street connection will be limited to a right turn into Beach 52nd Street from Rockaway Freeway and a right-turn out of the Beach 52nd Street and Rockaway Freeway intersection. The change in the City Map will improve traffic and circulation throughout the surrounding area by reducing conflicting right-turning vehicles at the intersection of Rockaway Beach Boulevard and Beach 52nd Street and reducing conflicting left-turning vehicles at the intersection of Rockaway Beach Boulevard and Beach 54th Street.

CITY OF NEW YORK, BOROUGH OF QUEENS
OFFICE OF THE PRESIDENT
TOPOGRAPHICAL BUREAU

ALTERATION MAP
MAP No. 5033

SHOWING

THE ESTABLISHMENT

OF

A PORTION OF
BEACH 52ND STREET,
BETWEEN
ROCKAWAY BEACH BOULEVARD
AND
SHORE FRONT PARKWAY

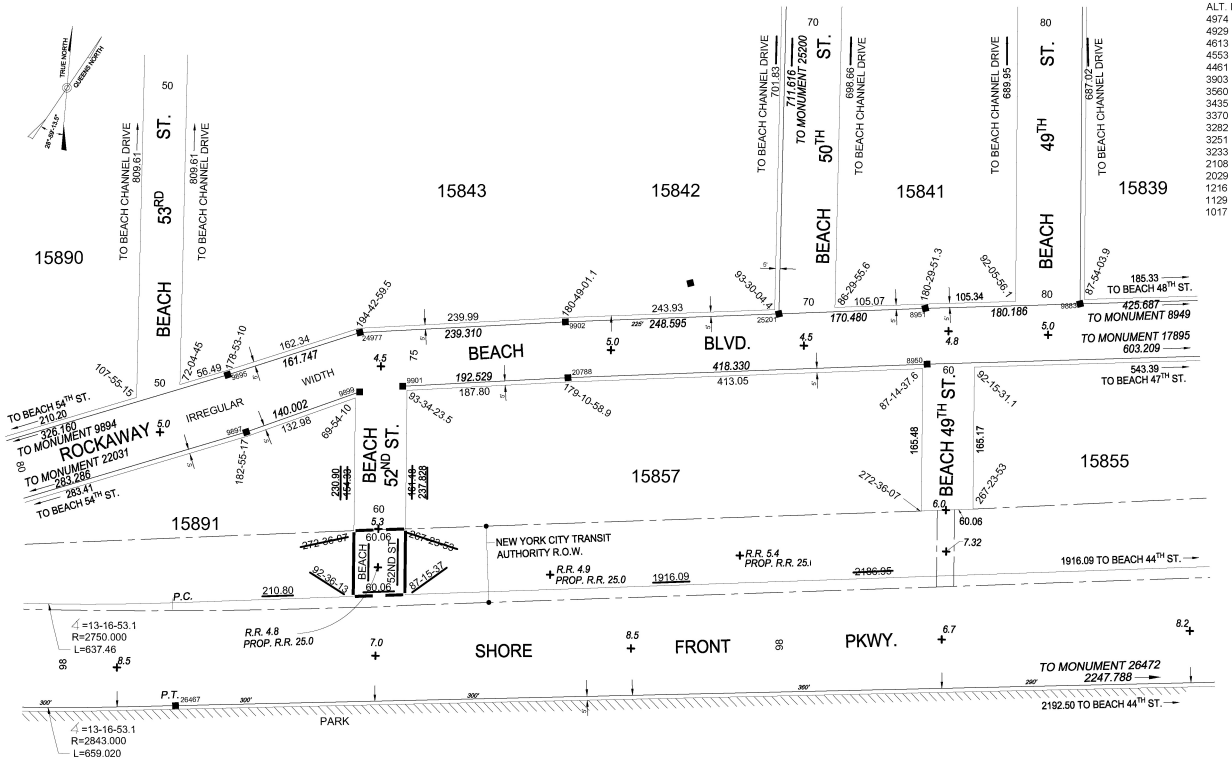
AND

THE ADJUSTMENT OF GRADES AND BLOCK DIMENSIONS NECESSITATED THEREBY

REFERENCE MAPS

FINAL SECTION MAPS

ALT. NO.	C.P.C. NO.
4974	030433 MMQ
4929	950223MMQ
4613	22412
4553	20650
4461	19593
3903	12665
3560	9601
3435	7380
3370	6968
3282	6035
3251	5580
3233	5446
2108	H-10380
2029	H-9564
1216	
1129	
1017	



NOTE

- Indicates street line heretofore established and hereby retained.
- Indicates street line hereby established.
- Indicates street line heretofore established and hereby eliminated.
- Indicates roadway and sidewalk treatment hereby established or heretofore established and hereby retained .
- Indicates railroad Right of Way Line.
- 187.80 Indicates dimension heretofore established and hereby retained.
- 60.06 Indicates dimension hereby established.
- ~~161.18~~ Indicates dimension heretofore established and hereby eliminated.
- 5.0 Indicates elevation heretofore established and hereby retained.
- 300' Indicates tie-in distance heretofore established and hereby retained.
- 5' Indicates roadway and sidewalk treament dimension heretofore established and hereby retained.
- 15857 Indicates Queens tax block number.
- P.C. Indicates Point of Curvature.
- P.T. Indicates Point of Tangency.
- 26787 Indicates survey monument, monument line and monument identification number.
- PARK Indicates Park Line heretofore established and hereby retained.

Elevations refer to the datum of the Borough of Queens, which is 2.725 feet above the N.G.S. datum at Sandy Hook, New Jersey.

Elevations apply to centerline of the streets unless otherwise noted.

ENGLISH SCALE: 1 INCH = 60 FEET

0 60 120 180 240

0 6.0 18.0 30.0 42.0

METRIC SCALE: 1 CM = 6.00 METERS (19.685 FEET)

PREPARED BY:

LANGAN

Langan Engineering, Environmental, Surveying, Landscape Architecture and Geology, D.P.C.
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New York, NY 10001

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Source: Langan Engineering

EDGEMERE, QUEENS

ALTERATION MAP

Figure 1-3

Peninsula Hospital Site Redevelopment

Large-Scale General Development Special Permit

- **LSGD special permit pursuant to ZR Section 74-743(a)(2) to allow the location of buildings without regard for the applicable yard requirements of Sections 35-54 (Special Provisions Applying Adjacent to R1 Through R5 Districts) and 23-533 (Required rear yard equivalents for Quality Housing buildings); and the height and setback regulations of Sections 35-654 (Modified height and setback regulations for certain Inclusionary Housing buildings or affordable independent residence for seniors) and 23-644 (Modified height and setback regulations for certain Inclusionary Housing buildings or affordable independent residence for seniors);**

  (i) Side Yard Requirement

  ZR Section 35-54 requires that a side yard of at least eight feet wide be provided along the entire length of the zoning lots side lot line that is adjacent to zoning lots in R1 through R5 districts. Zoning Lot 1 has two common side lot lines that are adjacent to Block 15842, Lot 100, which will remain in an R5 district. One of the common side lot line intersecting Beach Channel Drive extends 420 feet and 11 inches and the other common side lot line intersecting Beach 50th Street is 260 feet. Building B would have a two-story base portion that encroaches into the side yard area and does not provide the required side yard along the entire length of the common side lot line. The required side yard is provided along the first portion of the common side lot line extending approximately 125 feet and 2 inches. A waiver of the required side yard applying adjacent to R1 through R5 districts is requested to allow the two-story base the Building B to be built out to the zoning lot line.

  (ii) Rear Yard Equivalent

  Zoning Lot 1 will not provide the rear yard equivalent required by Section 23-533. ZR Sections 35-53 and 23-533 require that a rear yard equivalent consisting of an open area with a minimum depth of 60 feet midway provided between two street lines upon which a through lot fronts. Zoning Lot 1 is comprised of three corner lots, two interiors lots and a through lot, which fronts on Beach Channel Drive and Rockaway Beach Boulevard. The through lot portion has a depth of 794 feet and 3 inches. Zoning Lot 1 would contain Buildings A, B, C, D, and E. Portions of Buildings A, B, C, and D would be located within the through lot portion. An open private street network with a minimum distance of 60 feet is also provided within the through lot portion. An open area of more than 60 feet is provided through the proposed open private street network between Buildings A and B, and Buildings C and D but such street network does not coincide with the rear yard equivalent area. Portions of Buildings A and B are located in the rear yard equivalent area and thus, a waiver of the required rear yard equivalent is requested.

  (iii) Height and Setback Regulations (ZR Section 35-654 and 23-664(c))

  Maximum Base Height and Setback

  In the C4-4 district, ZR Sections 35-654 and 23-664(c) require a maximum base height of 75 feet and a front setback of at least 15 feet along narrow street. Along Beach 53rd Street, a narrow street, within 15 feet of the street line, Buildings A and C would rise up to a height ranging from 80 feet to 110 feet without providing a 15-foot front setback. Thus, a waiver of the maximum base height and setback is requested. Along Beach 50th street, a narrow street, within 15 feet of the street line, Building E would rise up to a height ranging from 80 feet, 110 feet and 140 feet without providing a 15-foot front setback. Along Beach Channel Drive, a wide street, within 10 feet of the street line, Building B would rise up to a height of 100 feet without providing a 10-foot front setback. Along Rockaway Beach Boulevard, a wide street, Buildings C, D and E would rise to a height ranging from 80 feet, 90 feet, 110 feet and 120 feet without

providing a 15-foot front setback. Thus, waivers of the maximum base height and setback are requested.

In the C4-3A district, ZR Sections 35-654 and 23-664, require a minimum base height of 40 feet, a maximum base height of 65 feet and a front setback of at least 15 feet along narrow street and 10 feet along wide street. Building E would rise to a height of 70 feet without providing the required front setback. Thus, a waiver of the maximum base height and setback is requested.

Maximum Building Height and Number of Stories

ZR Sections 35-654 and 23-664(c) permits, in C4-4 district, a maximum building height of 135 feet and maximum of 13 stories. Building A proposes maximum building heights ranging from 150 feet (14 stories), 170 feet (16 stories) and up to 200 feet (19 stories). Building B proposes maximum building heights ranging from 150 feet (14 stories), 160 feet (15 stories), 180 feet (17 stories), and up to 190 feet (18 stories). Building C proposes maximum building heights ranging from 150 feet (14 stories), 170 feet (16 stories), and up to 200 feet (19 stories). Building D proposes a maximum building height of 150 feet (14 stories). Building E proposes maximum building heights ranging from 150 feet (14 stories), 170 feet (16 stories), up to 200 feet (19 stories). Thus, a waiver of maximum building height and maximum number of stories is requested.

ZR Sections 35-654 and 23-664 permits, in C4-3A district, a maximum building height of 85 feet and a maximum of 8 stories. Building E proposes a maximum building height of 90 feet (8 stories). Thus, a waiver of maximum building height is requested.

The proposed waivers for yards, height, and setback are intended to facilitate a better overall site plan that is responsive to the urban design and surrounding community (refer to the Waiver Plan depicted in **Figure 1-4a** through **Figure 1-4d**). The land use rationale for the Proposed Project is further described within Chapter 2, "Land Use, Zoning, and Public Policy." The variation in heights would allow the applicant to shift bulk around the Project Site to allow for a new privately owned, publicly accessible internal street network with two new 60-foot wide publicly accessible, private streets including: (i) an extension of existing Beach 52nd Street north through the center of the Project Site to Beach Channel Drive and (ii) Peninsula Way a new east-west street from Beach 50th Street to Beach 53rd Street, breaking up the existing superblock. The applicant would raise this center to an elevation of 4 feet above base flood elevation to lift areas of the site out of the flood hazard area, this elevated area is known as Highpoint intersection. This new street framework creates an intersection that forms and highlights a core or central area for the development where heights are scaled up at the center of the site and scaled down around the periphery of the Proposed Project.

- **Large Scale General Development Special Permit Pursuant to Section 74-744(c)(1)**

  The requested special permit pursuant to ZR Section 74-744(c)(1) would allow signs that exceed the surface area requirement of the applicable district signage regulations set forth in ZR Section 32-64 (Surface Area and Illumination Provisions). The proposed surface area waiver works in conjunction with the LSGD bulk waivers in order to develop a better overall site plan that creates a strong sense of place and existence to activate street life and enhance pedestrian experience within the Proposed Development and the immediate surrounding neighborhood.

  ZR Sections 32-62 through 32-65, inclusive, provides signage requirements applicable in C4 districts. In general, C4 signage rules permit a total surface area of up to five times the street frontage but not to exceed 500 square feet for each retail establishment for illuminated non-flashing and non-illuminated signs, and up to a maximum height of 40 feet. Pursuant to ZR Section 32-67, C1 district signage regulations are made applicable within 100 feet of the street line of any street

which adjoins a residential district. Consequently, within 100 feet of Beach Channel Drive, the proposed signage within Zoning Lot 1 must conform with C1 signage regulations as set forth in ZR Sections 32-62 through 32-68, inclusive. C1 sign regulations allow a total surface area of three times the street frontage but not to the exceed 50 square feet per retail establishment for illuminated non-flashing signs or 150 square feet per retail establishment for non-illuminated signs, and up to a height of 25 feet. All proposed signs are located below the height of 25 feet. However, signs located within 100 feet of Beach Channel Drive and the anchor super market sign exceed the maximum allowable total surface area. All other signs conform with the C4 district signage regulations. Thus, such signs require waiver of Section 32-64 (Surface Area and Illumination Provisions).

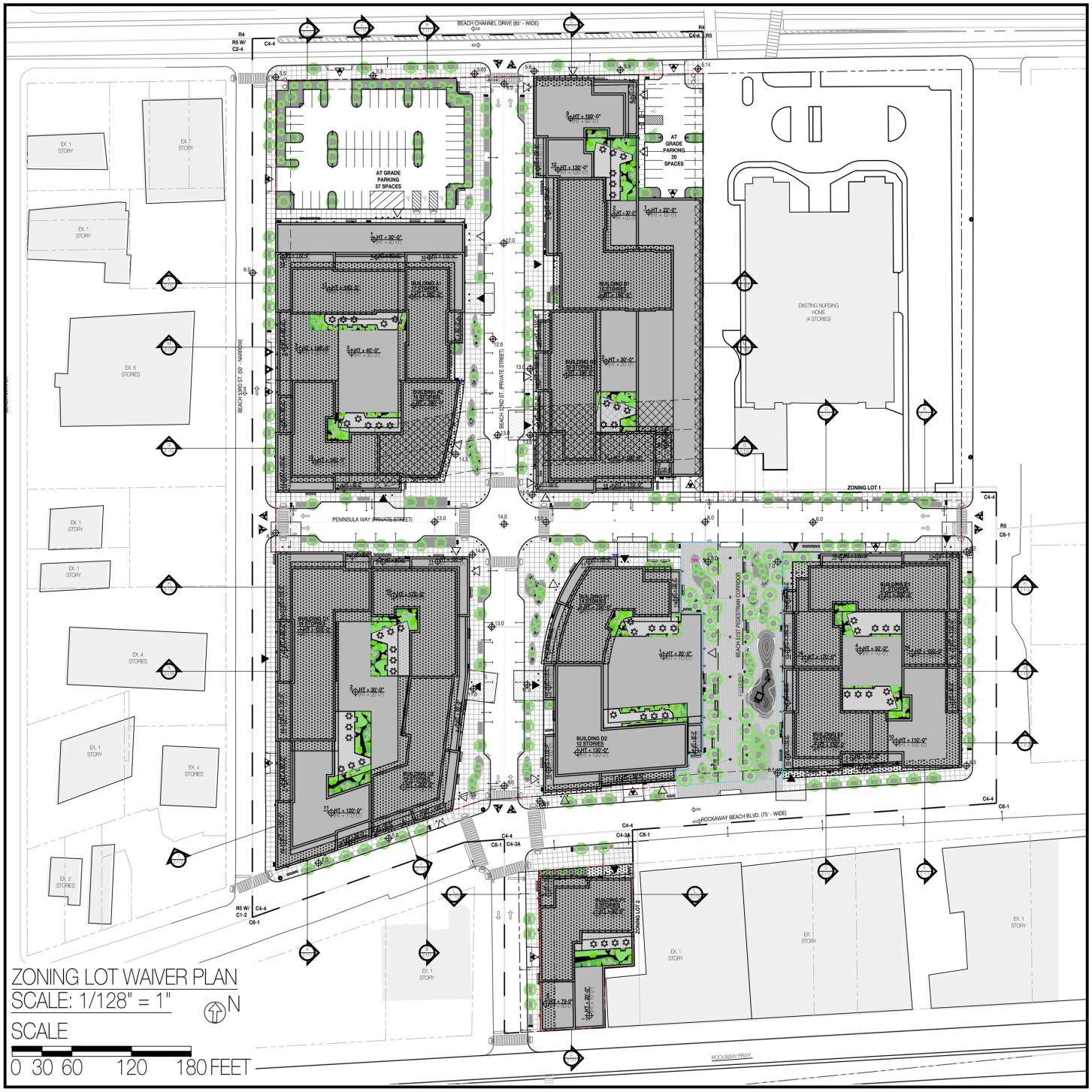
The proposed signage waivers will allow flexibility for marketing the Proposed Project to future retailers in an area in need of new commercial development (refer to the Waiver Plan depicted in **Figure 1-4e**).

In addition to the discretionary approvals listed above, the Applicant intends to seek public funding and/or financing from various City and New York State agencies and/or programs related to affordable housing development.

Restrictive Declaration

A Restrictive Declaration will be recorded at the time of approval of all land use-related actions required to authorize the Proposed Project. The Restrictive Declaration will, among other things:

- Require development in substantial accordance with the approved plans, which establish an envelope within which the building must be constructed, including limitations on street wall, height and setback, bulk, floor area, and signage;
- Require that the proposed project's development program be within the scope of the reasonable worst-case development scenarios (RWCDS) analyzed in the EIS; and,
- Provide for the implementation of "Project Components Related to the Environment" (i.e., certain project components which were material to the analysis of environmental impacts in the EIS) and mitigation measures, substantially consistent with the EIS.



Source: Aufgang Architects

EDGEMERE, QUEENS

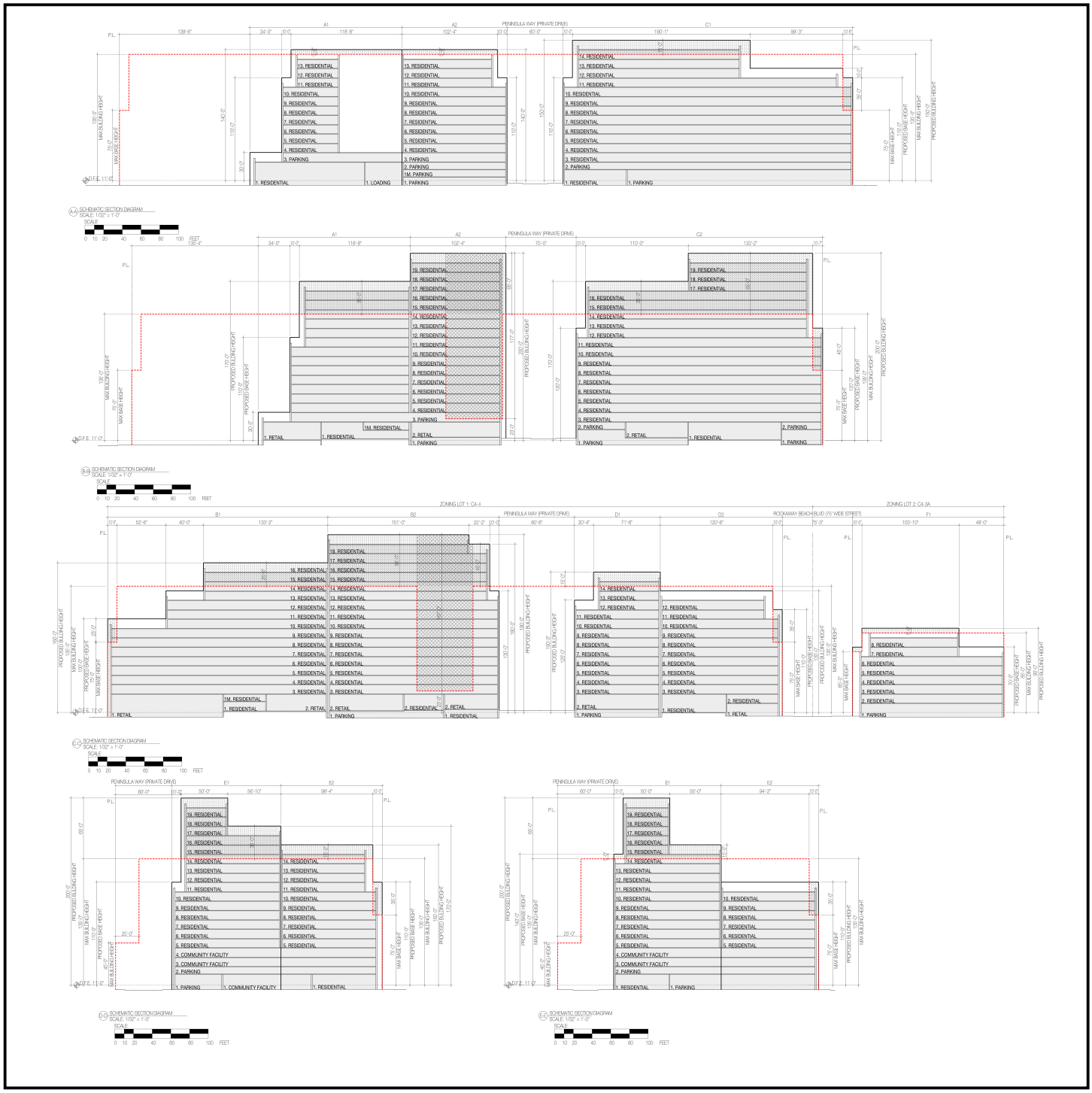
- Existing Access Easement
- Building does not comply with height requirements. Special permit requested pursuant to ZR 74-743(a)(2).
- Building does not comply with yard requirements. Special permit requested pursuant to ZR 74-743(a)(2).
- Building does not comply with inner court requirements. Special permit requested pursuant to ZR 74-743(a)(2).

- Zoning District Line
- Property Line
- Fence
- Zoning Lot Line
- Large Scale Boundary
- Dimension

WAIVER PLAN

Figure 1-4a

Peninsula Hospital Site Redevelopment



Source: Aufgang Architects

EDGEMERE, QUEENS

Property Line

Fence

Zoning Lot Line

Large Scale Boundary

54'-6" Dimension

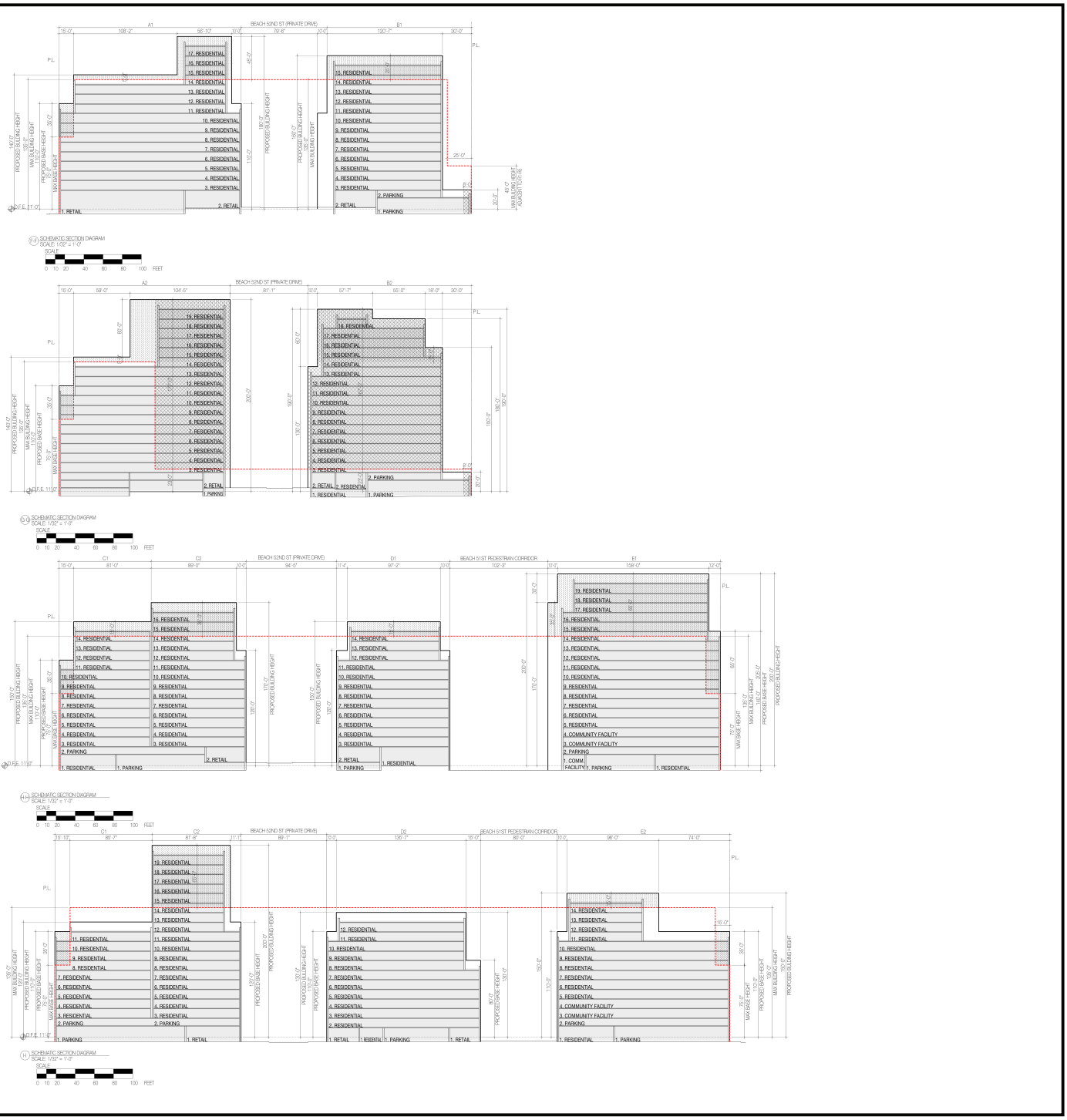
Building does not comply with height requirements.
Special permit requested pursuant to ZR 74-743(a)(2).

Building does not comply with yard requirements.
Requires special permit pursuant to ZR 74-743(a)(2).

WAIVER PLAN

Figure 1-4b

Peninsula Hospital Site Redevelopment



Source: Aufgang Architects

EDGEMERE, QUEENS

- Property Line
- Fence
- Zoning Lot Line
- Large Scale Boundary
- 54'-6" Dimension

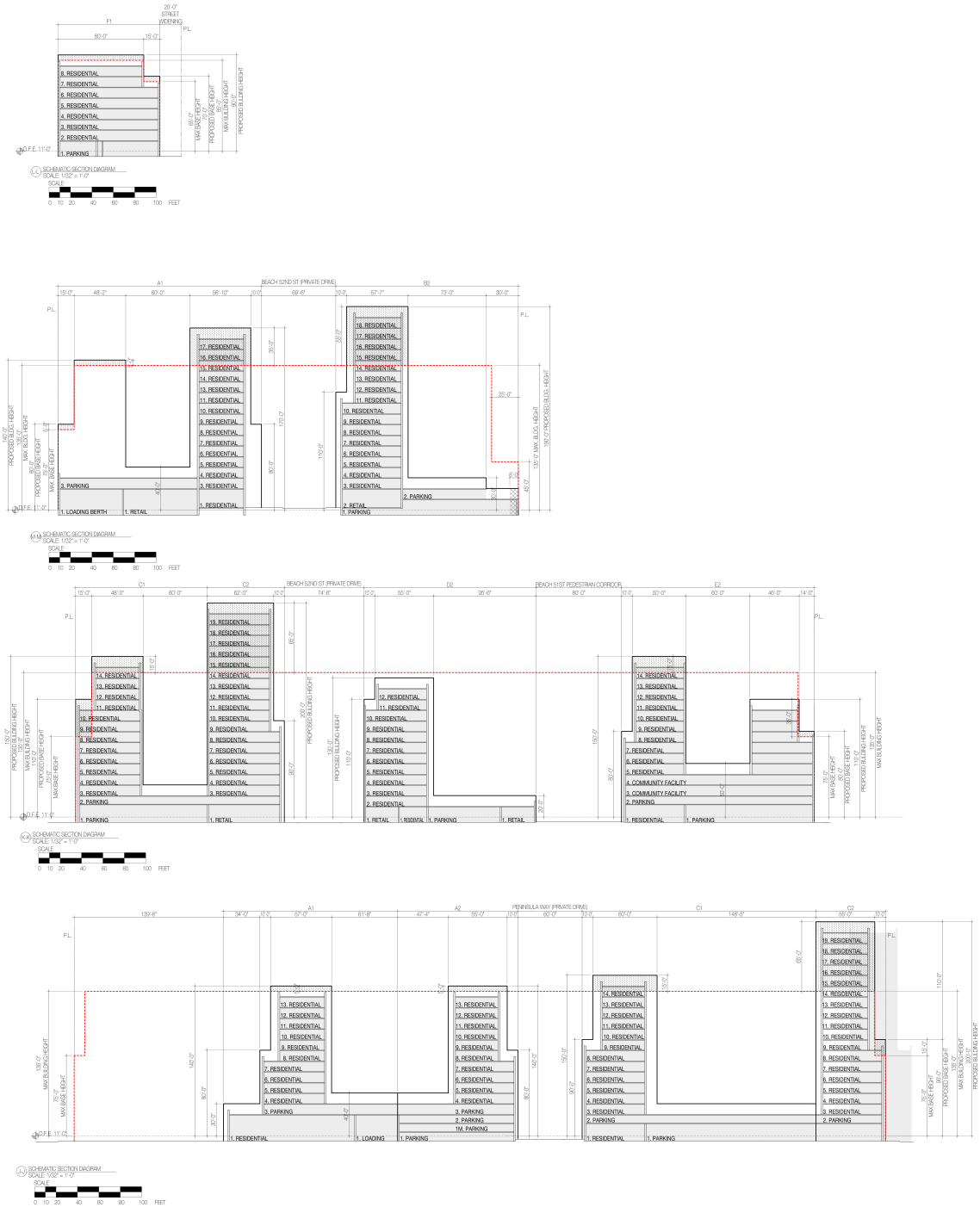
Building does not comply with height requirements.
Special permit requested pursuant to ZR 74-743(a)(2).

Building does not comply with yard requirements.
Requires special permit pursuant to ZR 74-743(a)(2).

WAIVER PLAN

Figure 1-4c

Peninsula Hospital Site Redevelopment



Source: Aufgang Architects

EDGEMERE, QUEENS

Property Line

Fence

Zoning Lot Line

Large Scale Boundary

54'-6" Dimension

Building does not comply with height requirements.
Special permit requested pursuant to ZR 74-743(a)(2).

Building does not comply with yard requirements.
Requires special permit pursuant to ZR 74-743(a)(2).

WAIVER PLAN

Figure 1-4d

Peninsula Hospital Site Redevelopment

SIGNAGE REGULATIONS

ZR ITEM	ZR SECTION	DESCRIPTION
Non-illuminated signs	32-642	In C1 districts, 3 x street frontage not to exceed 150 SF for interior or through lots or 150 SF on each frontage for corner lots
		In C4 districts, 5 x street frontage not to exceed 500 SF for interior or through lots or 500 SF on each frontage of corner lots
Illuminated non-flashing signs	32-643	In C1 districts, 3 x street frontage not to exceed 50 SF for interior or through lots or 50 SF on each frontage for corner lots
Illuminated signs	32-644	In C4 districts, 5 x street frontage not to exceed 500 SF for interior or through lots or 500 SF on each frontage of corner lots
Permitted Projections	32-652	18 inches for double- or multi-faceted signs or 12 inches for all other signs
Height of Signs	32-655	In C1 districts, 25 ft maximum for C1 signs
	32-655	In C4 districts, 40 ft maximum in C4 districts
Restrictions along District Boundaries	32-67	Within 100 feet of the street line of any street or portion thereof in which the boundary of an adjoining Residential District is located, or which adjoins a public park of one-half acre or more, no advertising sign that faces at an angle of less than 165 degrees away from such Residence District or park boundary shall be permitted and all other signs facing at less than such an angle shall conform with all the sign regulations applicable in C1 districts as set forth in Sections 32-62 through 32-68, inclusive, relating to Sign Regulations.
Permitted Signs on Mixed Buildings	32-68	Where non-residential uses are permitted to occupy two floors of the building, all signs accessory to non-residential uses located on the second floor shall be non-illuminated signs, and shall be located below the level of the finished floor of the third story.

BUILDING SIGNAGE

Building Frontage		Allowable Signs per Establishment	Maximum Allowable Area	Maximum Allowable Height	Length x Width	Area (SF)	Notes/Compliance
Beach 52nd Street East Elevation - A-A							
B1-2a	124'-4"	3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-3a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-4a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
Beach Channel Drive South Elevation - B-B							
A1-4a	191'-3"	5x street frontage but 500 sf max	500 sf	40 ft	100'-0" X 10'-0"	1000	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
A1-5		5x street frontage but 500 sf max	500 sf	40 ft	25'-0" X 7'-0"	175	Complies
A1-6a		5x street frontage but 500 sf max	500 sf	40 ft	25'-0" X 7'-0"	175	Complies
B1-5a	104'-11"	3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-5b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64
B1-6a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-6b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64
B1-7a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-7b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64
B1-11	64'-0"	5x street frontage but 500 sf max	320 sf	40 ft	25'-0" X 7'-0"	175	Complies
B1 Building West Elevation - C-C							
B1-8a	118'-7"	3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-8b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64
B1-9a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-9b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64
B1-10a		3x street frontage but 150 sf max	150 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Section 32-64
B1-10b		3x street frontage but 50 sf max	50 sf	25 ft	25'-0" X 7'-0"	175	Special Permit pursuant to Section 74-744(c)(1) to modify Sections 32-64



Source: Aufgang Architects

EDGEMERE, QUEENS

Non-illuminated signage - C1 regulation. Sign does not comply with maximum square feet as per ZR 32-642- Non-illuminated signs. Requires special permit pursuant to ZR 74-744(c)(1) to waive ZR 32-642.

Illuminated non-flashing signage - C1 regulation. Sign does not comply with maximum square feet as per ZR 32-643- Iluminated non-flashing signs. Requires special permit pursuant to ZR 74-744(c)(1) to waive ZR 32-643.

Non-illuminated signage - C4 regulation. Sign does not comply with maximum square feet as per ZR 32-642- Non-illuminated signs. Requires special permit pursuant to ZR 74-744(c)(1) to waive ZR 32-642.

Illuminated signage - C4 regulation. Sign does not comply with maximum square feet as per ZR 32-644- Iluminated signs. Requires special permit pursuant to ZR 74-744(c)(1) to waive ZR 32-644.

For illustrative purposes, as-of-right signage.

WAIVER PLAN

Figure 1-4e

Peninsula Hospital Site Redevelopment

III. PROPOSED PROJECT

The Proposed Actions would facilitate the development of an 11-building, approximately 2,371,000 gsf mixed-use affordable housing, retail, and community facility development on the Project Site. The 11 buildings would be distributed on six sub-sections of the Project Site (A, B, C, D, E, and F), with sub-sections A through E on the North Parcels and sub-section F on the South Parcel . The Proposed Project would provide a maximum of 2,200 DUs, of which approximately 1,927 DUs are intended to be restricted to household with incomes up to 80% of AMI (with 201 DUs set aside for AIRS senior housing) and 273 units are intended to be moderate income DUs (The distribution of uses and floor area for the Proposed Project are provided in **Figure 1-5: Proposed Project Site Plan** and **Figure 1-6: Proposed Project Rendering**). Additional uses would include approximately 72,000 gsf of retail space, with an anticipated fitness center and supermarket; approximately 77,000 gsf of community facility space programmed for medical offices; and approximately 24,000 square feet (sf) of publicly-accessible open space. Retail and residential uses would be distributed across all six sub-sections of the Project Site, while community facility uses are anticipated to be located on sub-section E. Building heights for the Proposed Project would range from approximately 90 feet to 200 feet (8 to 19 stories). The 201 senior DUs are proposed to be located in Building D2.

Approximately 973 accessory parking spaces would be provided as part of the Proposed Project, comprised of 754 accessory parking spaces for residential use (pursuant to ZR Section 25-21), 144 accessory parking spaces for retail use (pursuant to ZR Section 36-21), and 75 accessory parking spaces for community facility medical office use (pursuant to ZR Section 36-21). Parking would include surface and covered parking facilities on sub-section A; surface, covered and uncovered parking facilities on sub-section B; and covered parking facilities throughout the remaining sub-sections C through F. Parking spaces provided in both parking lots and garages would be accessible 24/7 and would be self-serve.

The Proposed Project includes a privately owned, open internal street network with two new 60-foot wide publicly-accessible private streets. The first private street would be an extension of the existing Beach 52nd Street, which currently terminates at Rockaway Beach Boulevard. The extension of Beach 52nd Street would proceed northward from Rockaway Beach Boulevard, cut through the center of the Project Site and terminate to Beach Channel Drive. The second would be a new east-west street named Peninsula Way that would extend between Beach 50th Street and Beach 53rd Street. The two new streets would break up the superblock, intersect to form a core or central area for the development, and is intended to reorient pedestrians towards the water.

The 24,000 sf of publicly-accessible open space would be distributed across the Project Site and include two major public open spaces: (1) Pedestrian Plaza (Beach 51st Street open space area) and (2) Highpoint intersection, located at the intersection of Beach 52nd Street and Peninsula Way. Both would be designed to allow pedestrians to gather and socialize. The open spaces would be improved with planters and numerous social seating furniture options that can withstand flooding such as cast-in-place concrete planters, pre-cast concrete paving, HPDE composite material for all site furniture. The Beach 51st Street open space includes a children's play area to provide more play space within the larger context of the pedestrian plaza by providing a fun and safe alternative to a traditional playground. The design includes rubber play surface in the same language as the rest of the plaza with a mound, timber steppers, and timber balances beams. The edge of the play surface would be flush in some areas for accessibility and rise up in others to form benches. Beach 51st Street is an easement area which allows emergency access to the Peninsula Nursing and Rehabilitation Center adjacent the Project Site. The Proposed Project would design the Beach 51st Street easement area as a pedestrian plaza and play area with publicly-accessible amenities as described in Chapter 5, "Open Space."

The Project Site is located within the one percent annual change flood zone (Flood Hazard Zone AE) according to the Federal Emergency Management Agency's 2015 Preliminary Flood Insurance Rate Maps (FIRMs). The 2015 Preliminary FIRMs indicate that the base flood elevation (BFE) of the Project Site is 10

feet (NAVD88). Consequently, the intersection of Beach 52nd Street and Peninsula Way would be raised four feet above the BFE to an elevation of 14 feet. The additional project features comprising the Proposed Project would incorporate flood protection measures, as described in the Waterfront Consistency Assessment component of Chapter 2, "Land Use, Zoning, and Public Policy." Since the Proposed Project is located within the current floodplain, it is subject to review for consistency with the policies of the City's Waterfront Revitalization Program (WRP) and as such, the Proposed Project would incorporate resiliency and flood management techniques into its design and site planning to an area that is currently paved with concrete and other impermeable surfaces. As detailed in Chapter 2, "Land Use, Zoning, and Public Policy," these measures would safeguard proposed residential, commercial, and community uses from the effects of climate change, including sea-level rise and more severe storm events.

The distribution of bulk in the Proposed Project is intended to fit into the context of the surrounding area with density focused towards the internal roadway to activate the open space network provided therein.

The phasing sequence for the Proposed Project is provided in Chapter 18, "Construction," to detail infrastructure improvements associated with the development of the Project Site which would consist of roadway improvements and sanitary and stormwater infrastructure improvements to facilitate operations of the mixed-use development.

Table 1-1: Proposed Project

Sub-Section	Block/ Lot	Buildings	Residential (gsf)	Residential Units	Commercial (gsf)	Community Facility - Medical (gsf)	Parking (gsf)	Total Area (gsf)	Mechanical (gsf)	Height (ft)
A	15843/1	A1	161,000	181	23,000	-	50,000	234,000	5,000	180
		A2	179,000	205	5,000	-	54,000	238,000	5,000	200
B	15843/1	B1	212,000	230	13,000	-	46,000	271,000	6,000	160
		B2	224,000	246	7,000	-	45,000	276,000	6,000	190
C	15843/1	C1	219,000	269	-	-	53,000	272,000	6,000	150
		C2	261,000	320	10,000	-	30,000	301,000	7,000	200
D	15843/1	D1	104,000	139	6,000	-	6,000	116,000	3,000	150
		D2	128,000	201	8,000	-	12,000	148,000	4,000	130
E	15842/1	E1	194,000	217	-	40,000	30,000	264,000	5,000	200
		E2	115,000	123	-	37,000	29,000	181,000	3,000	150
F	15857/1	F1	61,000	69	-	-	9,000	70,000	2,000	90
TOTAL (Entire Project)			**1,858,000**	**2,200**	**72,000**	**77,000**	**364,000 (973 spaces)**	**2,371,000**	**52,000**	



Source: Aufgang Architects

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PROPOSED PROJECT SITE PLAN

Figure 1-5

Peninsula Hospital Site Redevelopment



Source: Aufgang Architects
Note: For illustrative purposes only

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PROPOSED PROJECT RENDERING

Figure 1-6

Peninsula Hospital Site Redevelopment

IV. PROJECT PURPOSE AND NEED

Since the closure of the Peninsula Hospital in 2012, the Project Site has remained vacant and unutilized. Population in Queens CD 14 increased by approximately 8% between 2000 and 2010, from approximately 106,700 to 115,000 people, respectively. Approximately 44% of households are rent-burdened, which means they spend 35% or more of their income on rent.[2] Moreover, approximately 13.8% of residents in Queens CD 14 are age 65 and over, which is higher than both Queens and the City (13.4% and 12.7%, respectively). The redevelopment of the Project Site is intended to address the need to provide more housing for the observed and projected increase in population, more affordable housing for those who are currently rent-burdened, and more housing for the elderly by providing up to 2,200 DUs (of which approximately 1,927 DUs are intended to be restricted to households with income levels up to 80% of AMI with 201 DUs set aside for senior housing) near public transit options, including the elevated tracks of the Metropolitan Transit Authority (MTA) New York City Transit (NYCT) Rockaway (A train) Line run along Rockaway Freeway, with subway stops at Beach 44th Street and Beach 60th Street. Additionally, the NYC Ferry shuttle operated by Hornblower for the Rockaway route stops just one block west of the site at Beach Channel Drive and Beach 54th Street and provides access to the ferry landing located at Beach Channel Drive and Beach 108th Street. The Rockaway ferry route is a new key connection for both visitors and commuters to and from the Rockaways to Sunset Park Brooklyn and Lower Manhattan. In addition, the Proposed Project is intended to advance the goals of Mayor Bill de Blasio's *Housing New York: A Five Borough, Ten-Year Plan*, which is a 10-year plan to build or preserve 200,000 affordable apartments across all five boroughs of NYC.

As described in Section II, "Project Description," there are limited commercial retail options near the Project Site. Existing commercial retail options are primarily situated along Beach Channel Drive and Rockaway, Beach Boulevard. The Proposed Project would provide approximately 72,000 gsf of additional retail uses, including a supermarket and PCE (fitness center), that would help address the need for such supportive uses, and provide local employment opportunities. The Proposed Project would also provide an additional 77,000 gsf of community facility uses, programmed for medical office space. The former Peninsula Hospital was closed and had been vacant since 2012, before the site was cleared of the former hospital structures in the spring of 2018. At present, the nearest medical facility to the Project Site is St. John's Episcopal Hospital – South Shore Division, located approximately 1.5 miles east-northeast, with an Emergency Medical Service (EMS) station located approximately 870 feet southeast of the Project Site. The closing of Peninsula Hospital and lack of nearby medical facilities creates a need for additional medical facilities on the Rockaway Peninsula.

The Queens CD 14 *Statement of Community Needs* identifies the high rate of unemployment in Queens CD 14 as a pressing concern. Approximately 10.2% of the civilian labor force in Queens CD 14 is unemployed, compared to only 8.6% in Queens and 9.5% in NYC[3]. The Proposed Project would introduce local retail and medical office space, which would generate approximately 365 new permanent jobs on the Project Site.[4]

In addition, the overall scale of the Proposed Project is intended to fit into the context of the nearby development. The NYCHA Ocean Bay Apartments (Bayside) are located directly north of the Project Site and include 24 buildings that range in height between seven and nine-stories. The Ocean Bay Apartments (Oceanside) are located one block west of the Project Site and contain seven buildings with heights of seven- to nine-stories. The Arverne View apartment complex is located approximately four blocks southwest of the Project Site and provides 1,100 DUs across 11 buildings, which range in height from four

[2] NYC Planning Community District Profiles, Queens Community District 14, accessed October 17, 2017; https://communityprofiles.planning.nyc.gov/queens/14?section=main#main

[3] Queens Community District 14, Statement of Community District Needs and Community Board Budget Requests, Fiscal Year 2019

[4] Number of jobs calculated using multipliers of 1 employee per 250 sf of retail floor area and 1 employee per 1,000 sf of medical office floor area.

to 19 stories. The Proposed Project would consist of 11 buildings that would range in height between 8 and 19 stories.

The proposed increase in density is supportive of the City's goal to redevelop vacant and underutilized land to provide affordable housing. The Proposed Project would allow for the redevelopment of the unused land once occupied by the Peninsula Hospital with affordable housing. The rezoning of the Project Site to both C4-4 and C4-3A districts in conjunction with a zoning text change to provide MIH would result in permanently affordable housing on the Project Site. Under the anticipated MIH designation of Option 1, the Proposed Project would be required to develop 25% of its residential floor area as permanently affordable housing units (approximately 550 units) averaging 60% of the Area Median Income (AMI), with no unit targeted at a level exceeding 130% AMI. Furthermore, as stated previously, the Proposed Project intends to provide additional affordable housing by restricting a total of 1,927 of its approximately 2,200 DUs to households with incomes up to 80% of AMI.

Zoning Map Amendment

The Applicant believes the proposed zoning map amendment would be appropriate to address the needs of the surrounding area and CD 14. Currently, the Project Site is zoned with R5, R5/C1-2, and C8-1 zoning districts, which are insufficient to achieve the needed level of affordability. As described in Chapter 2, “Land Use, Zoning, and Public Policy,” the Proposed Project would transform the 9.34-acre vacant and unutilized Project Site into a vibrant and resilient mixed-use development by activating the pedestrian streetscape with ground floor retail and publicly-accessible open space amenities to serve the needs of the community. As described above in the description of the Project Site, the existing zoning would allow a maximum FAR of 1.25 for residential, 1.0 for commercial, and 2.0 for community facility uses[5]. The Proposed Actions would rezone the Project Site to C4-4 (R7-2 equivalent) and C4-3A (R6A equivalent), and map an MIH area over the Project Site, which would be consistent with the existing zoning in the area surrounding the Project Site and would achieve the proposed level of affordability for the Project Site.

The proposed zoning districts, , would increase the maximum FAR in the C4-4 district to 4.6 for residential use, 5.01 for AIRS, 3.4 for commercial uses, and 6.5 for community facility uses. It would also increase the maximum FAR within the C4-3A district to 3.6 for residential use,3.9 for AIRS, 3.0 for commercial uses and 6.5 for community facility uses.. The increase in density is appropriate along two wide streets—Rockaway Beach Boulevard and Beach Channel Drive. Wide streets are generally better suited to accommodate increased density and commercial development than narrow streets. Furthermore, Rockaway Beach Boulevard and Beach Channel Drive serve as the main east-west corridors traversing the peninsula and are thereby apt to support the density of the Proposed Project.

The proposed C4-4 and C4-3A zoning districts permit a wider range of residential and commercial uses than would be permitted under the existing R5 and R5/C1-2 zoning districts, in which uses are primarily limited to local retail uses (Use Group 6). The proposed C4-3A zoning classification on the South Parcel would also extend the C4-3A contextual district that is already found east of the Project Site along Rockaway Beach Boulevard. The proposed C4-4 and C4-3A zoning districts would support new, mixed-use, mixed income development at medium densities that would provide retailers an additional customer base and the opportunity to capture more spending on the peninsula, diversify the mix of commercial offerings, and allow for additional uses to attract new employers.

[5] The existing zoning on the Project Site was established with the enactment of the ZR in 1961 and has not been updated to reflect the changing uses in the area near the Project Site or in the Edgemere neighborhood. Existing zoning in the surrounding area consists of medium-density mixed residential and commercial districts, including the C4-3A and C4-4 zoning districts just east and southeast of the Project Site along Rockaway Beach Boulevard. Additionally, the surrounding area has a mix of low-density residence districts (R4 and R5), commercial overlays (C1-2 and C2-2), a medium-density residence district (R6), and an automotive/semi-industrial district (C8-1). The surrounding area is characterized by a mix of uses including low- and mid-rise residential buildings, community facilities, transportation and semi-industrial uses, and public open space. A high concentration of public and publicly subsidized housing and long-term care facilities are also present in the surrounding area.

Zoning Text Amendments

The zoning text amendments in conjunction with the zoning map amendment are intended to better address the needs of CD 14. The zoning text amendment to Appendix F (Inclusionary Housing and Mandatory Inclusionary Housing Area) to designate the Project Site as a MIH area would ensure that any future residential development within the MIH area includes permanently affordable DUs.

The zoning text amendment to ZR Section 74-744(a) would allow a PCE (fitness center) as-of-right without obtaining a special permit from the BSA, as currently required. The addition of a PCE is intended to provide a needed amenity for the residents of the Proposed Project and the surrounding community.

Large-Scale General Development (LSGD)

The Applicant is seeking a LSGD special permit pursuant to ZR Section 74-743 to allow variations in the height and setback regulations on the Project Site. The LSGD text allows for flexibility from the rigidities of zoning district regulations to encourage the development of the best possible site plan. A LSGD Restrictive Declaration would be recorded at the time all land use-related actions required to authorize the proposed project's development are approved.

The Proposed Project would require LSGD special permits to allow for the distribution of floor area within the LSGD, waivers of height and setback requirements, side and rear yard equivalent, and zoning text amendments to permit a fitness center as-of-right. The LSGD special permits would allow for the development of a superior site plan through the distribution of bulk within the overall development beyond that permitted as-of-right.

The Applicant believes that the Proposed Project is of a scale that would be particularly appropriate for a LSGD. It would consist of 11 buildings built over 409,928 sf of lot area. The Applicant anticipates starting construction in December 2019. It is estimated that full build out of the Proposed Project would span approximately 10 to 15 years, as described further in Section V, Framework for Analysis. The LSGD plan would maximize the amount of space within the Project Site that could be devoted to open spaces and street network by permitting additional bulk to be placed closer to zoning lot lines, and at greater heights than would be permitted by the current or proposed zoning districts. The Proposed Project would include a privately owned and publicly accessibly street network that would bisect the Project Site from the north to south between Beach Channel Drive and Rockaway Beach Boulevard and from the east to west between Beach 50th Street and Beach 53rd Street. The street network is intended to break up the existing super block into four smaller portions each of which would contain approximately four buildings. The network of privately-owned, publicly-accessible streets and pedestrian walkways provided by the LSGD plan would provide internal traffic and pedestrian circulation within the residential development. Furthermore, the internal street network is well-connected to the existing roadway network to aptly connect the development with the surrounding community and create a new connection to Rockaway Freeway with the extension of Beach 52nd Street. Additionally, the approximately 24,000 sf of open space programmed for the Proposed Project would be in the form of a publicly-accessible plaza and play area designed to create an attractive space and streetscape for pedestrians to gather and encourage circulation through the Project Site. A LSGD special permit would allow for flexibility with the site design while also providing for a well-planned development that would create predictability for the development and infrastructure that would be provided for a project of this scale.

The waivers would permit the limited but necessary relief of height, yard, and setback regulations within an LSGD and allow for the creation of a superior site plan that accommodates the programming of the Proposed Project. The shift in floor area from the South Parcel to the North Parcels, under the LSGD, would provide for a better site plan that would better integrate publicly-accessible open spaces with the built environment.

V. FRAMEWORK FOR ANALYSIS

The analyses contained in this EIS has been developed in conformance with CEQR regulations and the guidance of the 2014 *CEQR Technical Review Manual*. The EIS assesses whether development resulting from the Proposed Actions could result in significant adverse environmental impacts. This section outlines the analysis framework that will be examined in this EIS.

Reasonable Worst-Case Development Scenario

To assess the potential effects of the Proposed Actions, a reasonable worst-case development scenario (RWCDS) was developed for the Project Site. The RWCDS considers both the anticipated development that would occur in the future on the Project Site without the Proposed Actions (the future "No-Action" condition) and the development that would occur in the future on the Project Site with the Proposed Actions (the future "With-Action" condition). The incremental difference between the future No-Action and future With-Action conditions serves as the basis for the impact analysis in the environmental review.

Analysis Year

The 11 buildings that comprise the Proposed Project would be developed over several years. The Applicant expects to start construction December 2019 and estimates that construction of all buildings could take approximately 10 years. As noted above, the Applicant intends to seek public funds and/or financing from various City and New York State agencies and/or programs related to affordable housing development and, as such, that administrative process could possibly extend full build out of the Proposed Project. Therefore, the analysis year for the Proposed Project is assumed to be 2034 for the bulk of the impact analyses and 2029 for purposes of construction-related analyses. The 2029 analysis year is more conservative for purpose of the construction-period analysis because it considers a greater overlap of construction activities. Build-out of the new roadway network would be coincident with the completion of the frontages of buildings A1 through F1. The former four-story Peninsula Hospital was demolished in June 2016. The land-clearing operations on the Project Site were completed independently of the Proposed Actions.

The Future without the Proposed Actions (No-Action Condition)

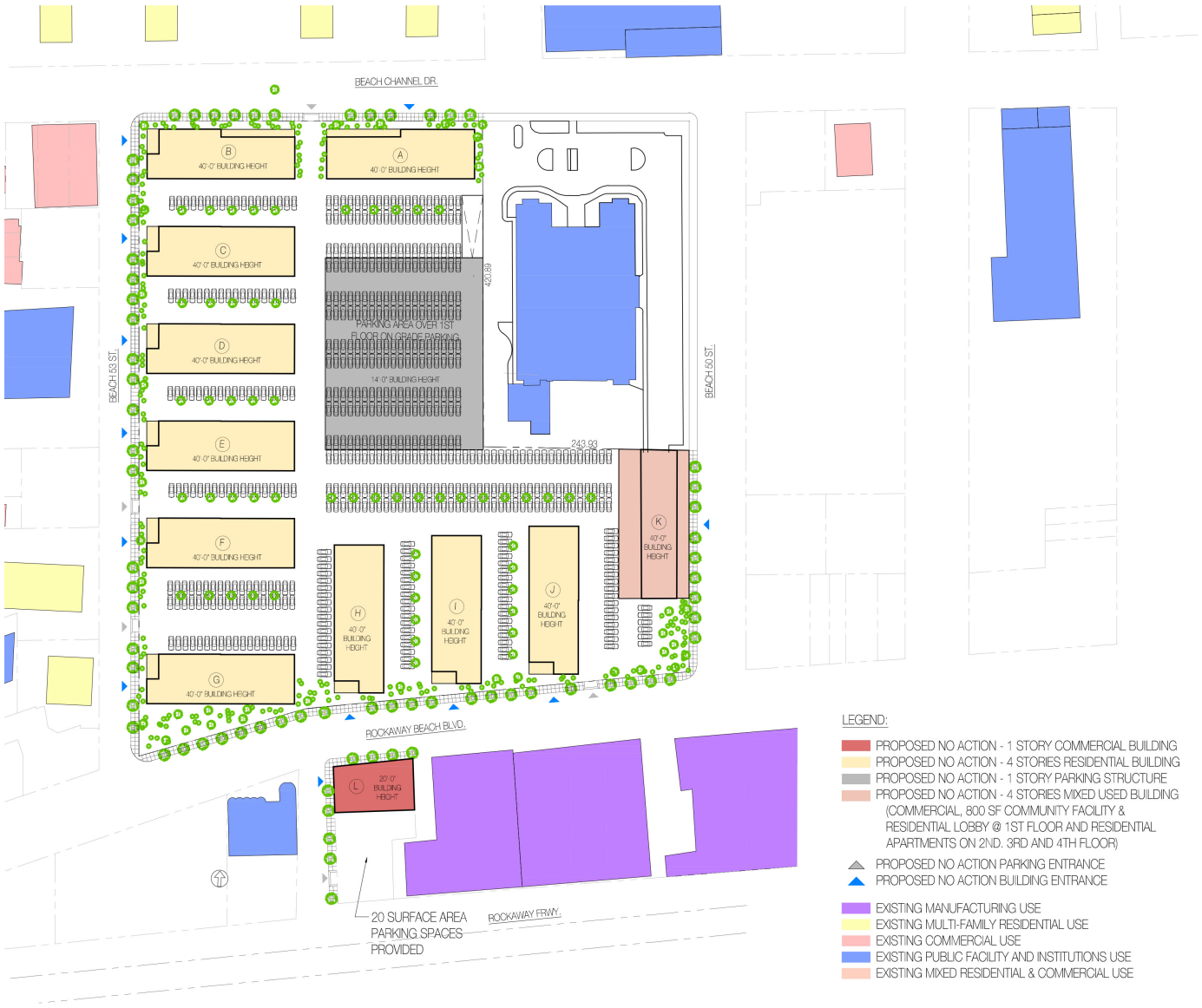
In the future absent the Proposed Actions (the "No-Action" condition) the Project Site would remain under the existing zoning designations, as described in Section II, "Project Description." Market-rate, residential development, along with supporting retail space, would be feasible on the Project Site and would be constructed as-of-right in conformance to existing zoning designations. The existing zoning of R5/C1-2 and C8-1 would allow a maximum residential FAR of 1.25, and a maximum commercial FAR of 1.0. The maximum FAR for all community facility use on the Project Site would be 2.0. As such, the total maximum FAR for mixed-use would be 1.25 for the Project Site, which would yield a total maximum floor area of 508,385 zoning square feet (zsf).

Absent the Proposed Actions, the Applicant would develop the Project Site would include 12 buildings, including approximately 482,523 gsf of residential space (providing 568 DUs), 21,659 gsf of local retail space, 800 gsf of community facility space, and 557 accessory parking spaces[6] (**Table 1-2: No-Action Condition** and **Figure 1-7: No-Action Condition Site Plan**). Of the 557 parking spaces, 457 would be provided on surface parking lots and the additional 100 would be provided in an underground parking garage located in the center of the northern portion of the Project Site. The No-Action condition would result in approximately 544,982 gsf of development on the Project Site.

[6] Comprised of 483 accessory parking spaces for residential use (pursuant to ZR Section 25-251), 72 accessory parking spaces for retail use (pursuant to ZR Section 36-21), and two accessory spaces for community facility use (pursuant to ZR Section36-21).

Table 1-2: No-Action Condition

Block/Lot	Building	Residential (gsf)	Residential Units	Commercial – Local Retail (gsf)	Community Facility (gsf)	Structure Parking (gsf)	Total Parking Spaces (Surface Lots and Structure)	Total Area (gsf)	Height (feet)
15843/1	A	44,897	53	0	0	40,000	46	44,897	40
15843/1	B	44,433	52	0	0		45	44,433	40
15843/1	C	45,319	53	0	0		45	45,319	40
15843/1	D	45,319	53	0	0		45	45,319	40
15843/1	E	45,319	53	0	0		45	45,319	40
15843/1	F	45,319	53	0	0		45	45,319	40
15843/1	G	45,319	53	0	0		45	45,319	40
15843/1	H	45,319	53	0	0		45	45,319	40
15843/1	I	45,319	53	0	0		45	45,319	40
15842/1	J	44,319	53	0	800		47	45,319	40
15842/1	K	30,641	32	15,585	0		84	47,026	40
15857/1	L	0	0	6,074	0		20	6,074	15
TOTAL		**482,523**	**568**	**21,659**	**800**	**40,000**	**557**	**544,982**	



Source: Aufgang Architects
Note: For illustrative purposes only

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NO-ACTION CONDITION SITE PLAN

Figure 1-7

The Future with the Proposed Actions (With-Action Condition)

The development program and building design for the Proposed Project, as described above, would represent the With-Action condition for environmental analysis purposes. The proposed zoning districts, along with establishing the proposed MIH area, would allow an increase of maximum FAR on the North Parcels to 4.6 for residential use, 5.01 for residential use for seniors (AIRS), 3.4 for commercial uses, and 6.5 for community facility uses. It would also increase the maximum FAR to 3.6 FAR for residential use and 3.9 FAR for AIRS, 3.0 for commercial uses and 6.5 for community facility uses on the South Parcel. The LSGD restrictive declaration would not restrict specific Use Groups but would restrict the overall residential, commercial and community facility floor area as well as the maximum building envelope for the Proposed Project. Because the LSGD special permit would require the Proposed Project to be in substantial conformance with the approved plans and zoning calculations, which includes the overall maximum floor area for residential, commercial and community facility use, the Proposed Project would be the worst-case development scenario for the With-Action condition.

Increment

As described in **Table 1-3: Incremental Development Between No-Action and With-Action Conditions**, the incremental difference between the No-Action condition and With-Action condition consists of approximately 1,826,018 gsf of development comprised of the following uses: approximately 1,375,477 gsf residential floor area (or approximately 1,632 DUs), approximately 50,341 gsf of retail space, approximately 76,200 gsf of community facility uses, 324,000 gsf of parking space, and 416 accessory parking spaces.

The Applicant intends to provide a substantial amount of affordable housing in the Proposed Project by targeting 1,927 of its approximately 2,200 DUs to households with incomes up to 80% of AMI. Furthermore, as stated above, under the anticipated MIH designation of Option 1, the Proposed Project would be required to develop 25% of its residential floor area as permanently affordable housing units (approximately 550 units). For purposes of the environmental review, whatever is the more conservative incremental basis of market-rate verses affordable DUs for an individual impact analysis will be utilized as the basis for assessments in this EIS.

Table 1-3: Incremental Development Between No-Action and With-Action Conditions

RWCDS	No-Action (gsf)	With-Action (gsf)	Increment (gsf)
Residential gsf	482,523	1,858,000	**1,375,477**
Total DUs	*568*	*2,200*	***1,632***
Income-Restricted DUs above 80% AMI to not exceed 130% AMI	*568*	*273*	***-295***
Income-Restricted DUs up to 80% AMI	*0*	*1,927*	***1,927***
Commercial gsf	21,659	72,000	**50,341**
Community Facility gsf	800	77,000	**76,200**
Parking gsf	40,000	364,000	**324,000**
Parking spaces	*557*	*973*	***416***
Total gsf	544,982	2,371,000	**1,826,018**
Mechanical gsf	0	52,000	**52,000**
Open Space sf	0	24,000	**24,000**

VI. PUBLIC REVIEW PROCESS

The Proposed Actions described above are subject to public review under the Uniform Land Use Review Procedure (ULURP), Section 200 of the City Charter, as well as CEQR procedures. The ULURP and CEQR review processes are described below.

Uniform Land Use Review Procedure (ULURP)

The City's ULURP, mandated by Sections 197-c and 197-d of the City Charter, is a process especially designed to allow public review of a proposed project at four levels: the Community Board, the Borough President and (if applicable) Borough Board, the CPC, and the City Council. The procedure sets time limits for review at each stage to ensure a maximum total review period of approximately seven months.

The ULURP process begins with a certification by CPC that the ULURP application is complete, which includes satisfying CEQR requirements (see the discussion below). The application is then forwarded to the Community Board (in this case, Queens Community Board 14 [CB14]), which has 60 days to review and discuss the proposal, hold public hearings, and adopt recommendations regarding the application. Once this step is complete, the Borough President reviews the application for up to 30 days. CPC then has 60 days to review the application, during which time a ULURP/CEQR public hearing is held. Comments made at the DEIS public hearing (the record for commenting remains open for ten days after the hearing to receive written comments) are incorporated into a Final Environmental Impact Statement (FEIS); the FEIS must be completed at least ten days before CPC makes its decision on the application. CPC may approve, approve with modifications, or deny the application.

If the ULURP application is approved, or approved with modifications, it moves to the City Council for review. The City Council does not automatically review all ULURP actions that are approved by CPC. Zoning map changes and zoning text changes (not subject to ULURP) nevertheless must be reviewed by the City Council; the Council may elect to review certain other actions. The City Council, through the Land Use Committee, has 50 days to review the application and, during this time, will hold a public hearing on the proposed project. The Council may approve, approve with modifications, or deny the application. If the Council proposes a modification to the proposed project, the ULURP review process stops for 15 days, providing time for a CPC determination on whether the modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if it is not, then the Council may only vote on the project as approved by CPC. Following the Council's vote, the Mayor has five days in which to veto the Council's actions. The City Council may override a Mayoral veto within ten days.

The review of a zoning text amendment pursuant to Section 200 of the City Charter follows the same time clock as described above when coupled with a ULURP application, and is subject to the same procedures governing CPC, City Council, and Mayoral action.

New York City Environmental Quality Review (CEQR)

Pursuant to the SEQRA and its implementing regulations found at 6 NYCRR Part 617, New York City has established rules for its own environmental quality review in Executive Order 91 of 1977, as amended, and 62 RCNY Chapter 5, the Rules of Procedure for CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, to identify, and when practicable mitigate, significant adverse environmental effects. CEQR rules guide environmental review, as follows:

- ***Establish a Lead Agency***. Under CEQR, the "lead agency" is the public entity responsible for conducting the environmental review. The lead agency is typically the entity principally responsible for carrying out, funding, or approving the proposed action. In accordance with CEQR rules (62 RCNY Section 5-03), the New York City Department of City Planning (DCP), acting as lead agency on behalf of the City Planning Commission (CPC), assumed lead agency status for the Proposed Actions.

- ***Determine Significance***. The lead agency's first charge is to determine whether the proposed action(s) may have a significant impact on the environment. To do so, DCP, in this case, evaluated an Environmental Assessment Statement (EAS) dated March 15, 2018 for the Proposed Actions. Based on the information contained in the EAS, DCP determined that the Proposed Actions may have a significant adverse impact on the environment, as defined by statute, and issued a Positive Declaration on March 16, 2018 requiring that an EIS be prepared in conformance with all applicable laws and regulations, including the SEQRA, Mayoral Executive Order No. 91 of 1977, CEQR Rules of Procedure of 1991, as well as the relevant guidelines of the CEQR Technical Manual.

- ***Scoping***. Once the lead agency issues a Positive Declaration, it must then issue a draft scope of work for the EIS. "Scoping," or creating the scope of work, is the process of establishing the type and extent of the environmental impact analyses to be studied in the EIS. The Draft Scope of Work was prepared in accordance with SEQRA, CEQR, and the CEQR Technical Manual; and, along with a Positive Declaration, the Draft Scope of Work was issued on March 23, 2018. CEQR requires a public scoping meeting as part of the process. A public scoping meeting was held on April 26, 2018 in the auditorium of Queens P.S. 105 located at 420 Beach 51st Street, Far Rockaway, New York 11691. The period for submitting written comments remained open until May 7, 2018. A Final Scope of Work was prepared, taking into consideration comments received during the public comment period, to direct the content and preparation of a DEIS. DCP issued the Final Scope of Work on May 3, 2019.

- ***Draft Environmental Impact Statement (DEIS).*** In accordance with the Final Scope of Work, a DEIS is prepared. The lead agency reviews all aspects of the document, calling on other City agencies to participate as appropriate. Once the lead agency is satisfied that the DEIS is complete, it issues a Notice of Completion and circulates the DEIS for public review. When a DEIS is required, it must be deemed complete before the ULURP application can also be found complete. The DEIS was deemed complete and the Notice of Completion was issued on May 3, 2019.

- ***Public Review***. Publication of the DEIS and issuance of the Notice of Completion signals the start of the public review period. During this period, which must extend for a minimum of 30 days, the public may review and comment on the DEIS either in writing or at a public hearing convened for the purpose of receiving such comments. As noted above, when the CEQR process is coordinated with another City process that requires a public hearing, such as ULURP, the hearings may be held jointly. The lead agency must publish a notice of the hearing at least 14 days before it takes place and must accept written comments for at least ten days following the close of the hearing. All substantive comments become part of the CEQR record and must be summarized and responded to in the FEIS.

- ***Final Environmental Impact Statement (FEIS).*** After the close of the public comment period for the DEIS, the lead agency prepares the FEIS. The FEIS must incorporate relevant comments on the DEIS, either in a separate chapter or in changes to the body of the text, graphics, and tables. Once the lead agency determines that the FEIS is complete, it issues a Notice of Completion and circulates the FEIS.

- ***Findings.*** To document that the responsible public decision-makers have taken a hard look at the environmental consequences of a proposed action, any agency taking a discretionary action regarding a project must adopt a formal set of written findings, reflecting its conclusions about the potential for significant adverse environmental impacts of the proposed action, potential alternatives, and mitigation measures. No findings may be adopted until ten days after the Notice of Completion has been issued for the FEIS. Once each agency's findings are adopted, it may take its actions (or take "no action"). This means that the CPC must wait at least ten days after the FEIS is complete to take action on a given application.