165-25 Union Turnpike Rezoning
Queens Community District 8
October 2025

1. Introduction

165-25 Union Tpke LLC (the "Applicant") requests approval of the following actions in the Hillcrest neighborhood of Queens Community District 8:

1. A zoning map amendment to change an existing R3-2 zoning district to an R6A/C2-3 zoning district in an area generally bounded by 165th Street to the west, lines at various distances from 78th Avenue to the north, 166th Street to the east, and Union Turnpike to the south, including Block 6973, Lots 17, 18, 19, 21, 23, 25 and parts of Lots 27, 29, 31, 32, and 33 (the "Rezoning Area"); and

2. A zoning text amendment to ZR Appendix F: Inclusionary Housing Designated Areas and Mandatory Inclusionary Housing ("MIH") Areas for Community District 8, Queens to establish the Rezoning Area as an MIH Area.

The proposed actions would facilitate the redevelopment of 165-25 Union Turnpike (Block 6973, Lots 21, 23 and 25)(the "Development Site") with a new nine-story mixed-use building with approximately 87 dwelling units, of which approximately 22 to 26 units would be permanently income-restricted pursuant to MIH. Additionally, the proposed development would provide approximately 7,588 square feet of local retail space and approximately 1,698 square feet of community facility space.

2. Background

The Rezoning Area was designated as an R3-2 zoning district with the enactment of the Zoning Resolution in 1961. The Jamaica Hill/Hillcrest Rezoning (C 060337 ZMQ, effective June 29, 2006) was a City-sponsored rezoning of an approximately 70 block area located south of Union Turnpike. The rezoning changed portions of the neighborhood from R5, R4, R3-2 and R2 to R5, R5D, R4A, R4-1, R4B, R3A, R3-2, R2, and R2A zoning districts. The zoning map amendments were intended to protect the established character of residential blocks within the neighborhood and encourage new residential and mixed-use buildings on major streets and commercial thoroughfares, including portions of Parsons Boulevard and Union Turnpike.

More recently, a private application known as the Union Turnpike Rezoning (C 120178 ZMQ, effective March 12, 2014) changed an existing R3-2/C1-2 district to an R5D/C1-3 zoning district to facilitate a new four-story mixed-use residential/commercial development located three blocks west of the Development Site.

3. Description of the Surrounding Area

The Rezoning Area is located in the Hillcrest neighborhood of Queens Community District 8. Land uses within the surrounding area are generally characterized by low-rise residential, commercial, and community facility uses. The blocks located to the north and south of the Development Site are comprised mostly of residential and mixed residential/commercial buildings ranging in height from one to three stories. There are several vacant lots to the southwest of the Development Site. The blocks to the west and east of the Development Site are generally characterized by one to two-family and multi-family buildings of two to four stories in height.

Commercial and community facility uses are located along Union Turnpike, a major commercial corridor that runs east to west from Nassau County to Glendale, and 164th Street, a local retail corridor. Both Union Turnpike and 164th Street are considered wide streets at approximately 100 feet and 120 feet, respectively. Commercial uses in the surrounding area include restaurants, banks, laundromats, and gas stations. Commercial buildings range from single-story detached buildings to three-story elevatored buildings. Community facility uses include health centers, medical offices, and houses of worship. In addition, the 94-acre St. John's University campus is located four blocks east of the Rezoning Area.

Other notable uses in the surrounding area include Cunningham Park, a 358-acre open space resource located approximately 1.4 miles to the east. The park features a number of amenities including athletic fields, playgrounds, fitness equipment, barbecuing areas, walking and hiking trails, and public restrooms.

Mass transit options are accessible within the surrounding area. Several bus lines operate within the surrounding area, including the Q46 (Glen Oaks – Kew Gardens) along Union Turnpike and Q65 (Jamaica – Flushing – College Point) along 164th Street as well as several express buses to Manhattan (QM1, QM5, QM6, QM7, QM8, QM31, QM35, and QM36). The Parsons Boulevard subway station is located approximately one mile to the south of the Rezoning Area and is serviced by the E train, which provides service between Downtown Jamaica and the Financial District in Lower Manhattan, and the F train, which provides service between Jamaica and Coney Island via Manhattan.

Land uses and built context within the surrounding area are generally consistent with underlying zoning. The zoning districts mapped in the surrounding area include R2A, R3-2, and R5D as well as several commercial overlays (C1-2, C1-3, and C2-2) . The surrounding area is also located within a FRESH zone where discretionary tax incentives are available if a FRESH supermarket is constructed.

R2A is generally mapped to the south of Union Turnpike between 164th Street to the west and 170th Street to the east. R2A is a low-density contextual residential zoning district that permits all housing types on qualifying residential sites and community facility uses. Commercial and industrial/manufacturing uses are not permitted. R2A districts allow a maximum FAR of 1.0 with qualifying affordable housing and a maximum community facility FAR of 1.0. The maximum permitted building height is 35 feet for qualifying residential sites. Beyond the Greater Transit Zone, off-street accessory parking is required at a rate of 100 percent for standard housing and 50 percent for qualifying affordable housing.

R3-2 zoning is mapped to the north of Union Turnpike and to a depth of 100 feet south of Union Turnpike between 165th Street and 169th Street. R3-2 is a low-density contextual residential zoning district that allows all housing types on qualifying residential sites and certain community facility uses. Commercial and industrial/manufacturing uses are not permitted. R3-2 districts allow a maximum residential FAR of 1.0 with qualifying affordable housing and a maximum community facility FAR of 1.0. The maximum permitted building height is 35 feet for qualifying residential sites. Beyond the Greater Transit Zone, off-street accessory parking is required at a rate of 50 percent for standard housing and 50 percent for qualifying affordable housing. R5D zoning is mapped to a depth of 100 feet south of Union Turnpike between Parsons Boulevard and 164th Place. R5D is a medium-density contextual residential district that allows all housing types on qualifying residential sites and certain community facility uses. No commercial or industrial/manufacturing uses are permitted. R5D districts have a maximum residential FAR of 2.0 with qualifying affordable housing and a maximum community facility FAR of 2.0. The maximum permitted building height is 55 feet for qualifying residential sites. Beyond the Greater Transit Zone, off-street parking is required for 50 percent of standard dwelling units and 25 percent of qualifying affordable housing.

C1-2 and C1-3 commercial overlays are mapped along Union Turnpike and C2-2 overlays are mapped along 164th Street north of Union Turnpike. C1-2 commercial overlays are typically mapped within residential districts with high off-street parking requirements. These overlays are mapped along streets that serve local retail needs, and are found widely throughout the City's lower- and medium-density areas and occasionally in higher-density districts. C1 districts permit a variety of uses including retail and service establishments and offices. C1-2, C1-3, and C2-2 overlay districts permit a maximum commercial FAR of 1.6 within R3-2 districts.

4. Description of Project Area

The Rezoning Area is an irregularly shaped, approximately 49,640 square foot area comprised of 11 tax lots and portions of lots on Block 6973 including Lots 17, 18, 19, 21, 23, 25, 27, 29, 31, 32, and 33. The Rezoning Area is generally bounded by 165th Street to the west, a line ranging from 100 to 230 feet south of 78th Avenue to the north, 166th Street to the east, and Union Turnpike to the south. The Rezoning Area has approximately 121 feet of frontage on 165th

Street, 145 feet of frontage on 166th Street, and 348 feet of frontage on Union Turnpike. The Development Site (Block 6973, Lots 21, 23 and 25) is described below. The non-Applicant controlled properties within the Rezoning Area are as follows (all areas are approximate):

- Block 6973, Lot 17 is a 2,650 square foot interior lot improved with a two-story, 2,100 square foot attached two family building.
- Block 6973, Lot 18 is a 2,265 square foot interior lot improved with a two-story, 2,100 square foot attached two family building.
- Block 6973, Lot 19 is a 2,900 square foot corner lot improved with a two-story, 2,100 square foot attached two family building.
- Block 6973, Lot 27 is a 3,160 square foot interior lot improved with a two-story, 1,330 square foot detached single-family home.
- Block 6973, Lot 29 is a 3,600 square foot interior lot improved with a two-story, 1,368 square foot detached single-family home.
- Block 6973, Lot 31 is a 2,432 square foot interior lot improved with a two-story, 1,190 square foot detached single-family home.
- Block 6973, Lot 32 is a 2,320 square foot interior lot improved with a two-story, 800 square foot detached single-family home.
- Block 6973, Lot 33 is a 4,769 square foot corner lot improved with a two-story, 1,760 square foot detached single-family home.

5. Description of the Proposed Development Site

The Development Site consists of Block 6973, Lots 21, 23 and 25. It is an approximately 21,148 square foot interior lot that is improved with several buildings. Lot 21 is a 6,599 square foot lot improved with a two-story, 2,700 square foot detached two-family building. Lot 23 is a 7,216 square foot lot improved with a two-story, 1,924 square foot detached two-family building with a detached garage. Lot 25 is a 7,332 square foot lot improved with a one-story, 1,924 square foot detached garage. A large portion of the Development Site is paved for off-street accessory parking accessed by curb cuts at each street frontage.

6. Description of the Proposed Development

The proposed actions would facilitate the development of a new nine-story, mixed-use building at the Development Site with approximately 82,379 square feet of floor area (3.9 FAR). The proposed development would have approximately 73,092 square feet of residential floor area with approximately 87 dwelling units. Pursuant to the MIH program, approximately 22 to 26 units would be permanently income-restricted. The proposed development would have approximately 7,589 square feet of commercial floor area and approximately 1,698 square feet of community facility floor area on the ground floor. Above the base height of 65 feet (six-stories), the proposed development would rise to a height of 95 feet (nine-stories). Setbacks above the base height would be provided along the Union Turnpike street frontage. Open space for building residents would be provided in the rear yard and on rooftop recreation areas. An accessory off-street parking garage located on the cellar level with 38 required spaces would be accessible from a new curb cut on Union Turnpike located approximately 51 feet west of 166th Street.

7. Actions Necessary to Facilitate the Project

The actions necessary to facilitate the proposed development are: (1) a zoning map amendment to change an existing R3-2 zoning district to an R6A/C2-3 zoning district within the Rezoning Area; and (2) a zoning text amendment to ZR Appendix F to establish the Rezoning Area as an MIH Area.

<u>Zoning Map Amendment</u>
As noted above, the Rezoning Area is generally bounded by 165th Street to the west, a line ranging from 100 to 230 feet south of 78th Avenue to the north, 166th Street to the east, and Union Turnpike to the south. The Rezoning Area has approximately 121 feet of frontage on 165th Street, 145 feet of frontage on 166th Street, and 348 feet of frontage on Union Turnpike.

R6A is a medium-density contextual residential zoning district that allows all housing types at a maximum FAR of up to 3.9 for qualifying affordable housing and a maximum FAR of up to 4.8

for buildings containing certain community facility uses. Qualifying affordable housing has a maximum base height of 65 feet and maximum building height of 95 feet on wide streets. On a narrow street, beyond 100 feet of a wide street, the maximum building height is reduced to 85 feet. A setback with a depth of at least 10 feet on a wide street and at least 15 feet on a narrow street is required. Beyond the Greater Transit Zone, accessory residential parking is required for 50 percent of standard dwelling units and 25 percent of qualifying affordable housing units.

The proposed C2-3 commercial overlay district allows local retail and service uses with a maximum commercial FAR of 2.0 when mapped with an R6A zoning district. The proposed C2-3 overlay requires one accessory off-street parking space per 400 square feet of floor area for general retail or service uses. A waiver is available for up to 25 required accessory commercial off-street parking spaces.

Zoning Text Amendment

The proposed zoning text amendment would establish an MIH Area contiguous with the Rezoning Area. Within MIH Areas, all housing developments, enlargements, and conversions that meet the criteria set forth in the MIH program must comply with the requirements of MIH Option 1, Option 2, or Option 3 described below.

- Option 1: 25 percent of the residential floor area shall be provided as housing affordable to households at an average of 60 percent of the Income Index (AMI), with no unit targeted at a level exceeding 130 percent of AMI.
- Option 2: 30 percent of the residential floor area shall be provided as housing affordable to households at an average of 80 percent of the Income Index (AMI), with no unit targeted at a level exceeding 130 percent of AMI.
- Option 3: 20 percent of the total residential floor area must be for housing units for residents with incomes averaging 40 percent of AMI and no direct subsidies could be used for these units except where needed to support more affordable housing.

In addition to options above, the City Council may elect to map Option 4 (except in Manhattan Community Districts 1-8), which requires that 30 percent of the total residential floor area must be for housing units for residents with incomes averaging 115 percent of AMI, with no units above 135 percent AMI; and no direct subsidies.

The Applicant proposes to map the Rezoning Area with both MIH Options 1 and 2. As such, a minimum of 25 percent of residential floor area (approximately 22 units) and a maximum of 30 percent of residential floor area (approximately 26 units) would be designated as permanently affordable pursuant to MIH.

Land Use Rationale

The proposed zoning map amendment would allow for the production of new multi-family housing in Queens Community District 8 on an underutilized site currently occupied by two two-family buildings (4 DUs) and surface parking. While the Rezoning Area's existing R3-2 zoning designation permits multi-family housing, it has a low maximum residential FAR of 0.75 that limits the potential for new housing development. The proposed rezoning would facilitate new residential development, with the provision of permanently income-restricted housing, and ground floor local retail along Union Turnpike.

The proposed R6A/C2-3 zoning district would allow for a moderate increase in density compared to existing R3-2 zoning. Although the broader neighborhood largely consists of low-scale housing, an increase in density within the Rezoning Area is appropriate given its location on a wide street in an area that is served by several bus routes providing access to neighborhoods and transit hubs across eastern Queens. Additionally, the Rezoning Area includes a large site with two street frontages that allow for design flexibility of the building bulk, multiple access points to the building, and ensures access to light and air for the proposed development and surrounding buildings.

The proposed R6A/C2-3 zoning district is consistent with the R5D/C1-2 zoning along Union Turnpike one block west of the Rezoning Area that was established as part of the Union Turnpike Rezoning (C 120178 ZMQ, effective March 12, 2014) and the Jamaica Hill/Hillcrest Rezoning (C 060337 ZMQ, effective June 29, 2006), which was intended to encourage new

residential and mixed-use buildings on major streets, including portions of Parsons Boulevard and Union Turnpike.

The proposed zoning text amendment to designate the Rezoning Area as an MIH Area is consistent with the policy goals of the City's Housing New York: A Five-Borough, Ten-Year Plan. Currently there are no Mandatory Inclusionary Housing Areas near the Rezoning Area. The proposed residential development would provide much-needed housing, including permanently income-restricted units in an area in with a growing population and corresponding increase in demand for housing. According to the Department of City Planning's 2013 report New York City Population Projections by Age/Sex & Borough, the population of Queens is anticipated to increase by an estimated 7.2 percent in the 30-year projection period. The population will increase from 2.25 million in 2010 to 2.4 million in 2040.[2] As population in Queens is expected to experience substantial and steady growth, additional housing is necessary to ensure adequate supply.

Moreover, Community District 8 has the fifth highest rent-burdened population in Queens. According to the U.S. Census Bureau, 48.5 percent of households in Queens Community District 8 are rent burdened, spending 35 percent or more of their income on rent (higher than Queens overall at 46.2 percent and NYC overall at 44.2 percent).[3] The proposed actions would facilitate the creation of approximately 87 dwelling units including between 22 and 26 permanently income restricted units per MIH Option 1 or 2, respectively, on an underutilized property in an area of Queens with high demand.

8. Conclusion

The proposed zoning map amendment and zoning text amendment are consistent with existing land uses and built context within the area surrounding the Rezoning Area, and further the objectives of the City's Housing New York: A Five-Borough, Ten-Year Plan and Housing New York 2.0.[4] The existing R3-2 zoning designation within the Rezoning Area precludes the development of any substantive amount of new multi-family housing. The proposed rezoning reflects sound planning principles by replacing an R3-2 district with an R6A/C2-3 district to permit residential use at increased density in an appropriate, underutilized area located on a wide street with access to mass transit. The proposed actions would facilitate the development of a new mixed-use building with approximately 87 dwelling units, of which approximately 22 to 26 units would be permanently income-restricted pursuant to MIH, as well as new local retail and community facility uses.

[2] New York City Population Projections by Age/Sex & Borough, 2010–2040, NYC Department of City Planning, December 2013.
[3] Based on American Community Survey 2014-18 Five Year Estimates for Public Use Microdata Area (PUMA) 4106, which approximates Queens Community District 8, available at: https://communityprofiles.planning.nyc.gov/queens/8.
[4] The housing plans set a goal for the preservation and/or creation of 300,000 income-restricted housing units by 2026.