7

Historic and Cultural Resources

This section assesses the potential for the Proposed Actions to result in significant adverse impacts on historic and cultural resources, including both archaeological and architectural resources. The analysis presented herein addresses the historic and cultural resources of the Project Area and Study Area for existing conditions. The analysis considers the No-Action condition and the With-Action condition for the Project Area in the 2030 analysis year when the Proposed Project is expected to be completed.

Introduction

As described in **Chapter 1, Project Description**, the Proposed Actions would result in the redevelopment of approximately 78 acres of underutilized, largely asphalt surface parking areas adjacent and accessory to Citi Field with a major mixed-use development. The Queens Future Project is anticipated to comprise up to approximately 3.7 million square feet of new construction, with destination entertainment that includes a music hall, hotel, gaming facility,[1] convention and meeting space, restaurant and retail space, and office and community facility space. The Proposed Project would also include public park space—at least 20 acres of the Development Site would be improved with landscaping and other amenities for public recreation—improved connections to the Mets-Willets Point NYCT No. 7 Train Subway Station (referred to as the Mets-Willets Point Subway Station for the purposes of this chapter), and other public realm improvements as well as structured parking facilities to accommodate up to 13,750 spaces.

The *2021 City Environmental Quality Review* (*CEQR) Technical Manual* recommends that a historic and cultural resources assessment be performed if a proposed action would result in any of the following actions: in-ground disturbance; new construction, demolition, or significant physical

[1] The inclusion of a gaming facility is contingent upon receiving a gaming license from the New York State Gaming Commission.

alteration of any building, structure, or object; the change in scale, visual prominence, or visual context of any building, structure, or object or landscape feature; or the screening or elimination of publicly accessible views, even if no known historic resources are located nearby. This analysis has been prepared in accordance with CEQR and in consultation with the New York City Landmarks Preservation Commission (LPC).

Consistent with CEQR guidance, historic and cultural resources consist of the following:

- Designated New York City landmarks (NYCLs), interior landmarks, scenic landmarks, and properties within designated New York City historic districts (or resources calendared for consideration by LPC).
- Resources listed on, or formally determined eligible for inclusion on, the State and/or National Register of Historic Places (S/NR), or contained within a district listed on, or formally determined eligible for listing on, the S/NR.
- Resources recommended by the New York State Board for Historic Preservation for listing on the S/NR.
- National Historic Landmarks.
- Resources not identified by one of the programs listed above, but that meet their eligibility requirements.

Principal Conclusions

This chapter considers how the Proposed Project could impact archaeological and architectural resources.

Archaeological Resources

No archaeological sites have been previously recorded within the Development Site, which is the location where new ground disturbance is proposed. Additionally, extensive prior ground disturbance within the Development Site would have destroyed any potential archaeological resources in the No-Action condition. Consequently, there are no archaeological concerns for the With-Action condition.

Architectural Resources

The Development Site, Project Area, and Study Area contain portions of the S/NR-eligible Flushing Meadows Corona Park Historic District, which has several contributing resources. Two of these contributing resources are within the Development Site and Project Area—the Mets-Willets Point Subway Station/IRT Interlocking Tower and the Passerelle Bridge. Six of the contributing resources (including the Porpoise Bridge, which also is individually S/NR eligible) are located within the Study Area, south of the Development Site and Project Area. The final architectural resource within the Study Area is the World's Fair Marina Pavilions/Candela Structures (S/NR-eligible), located north of the Development Site and Project Area.

In the With-Action condition, the Mets-Willets Point Subway Station and IRT Interlocking Tower, a S/NR-eligible resource, would be directly affected because the proposed station improvements would involve physical changes to the resources' existing conditions.

In their Effect Finding letter, the New York State Historic Preservation Office (NYSHPO) found that the proposed Queens Future Project, including transit improvements, would have no adverse impact on historic and archaeological resources, provided certain conditions are met (see **Appendix G**). These conditions include continued consultation with NYSHPO on the project design, the subway renovations, and the interaction with the Passerelle Bridge.[2]

During the construction period, the Proposed Project could also have an impact on the Mets-Willets Point Subway Station and IRT Interlocking Tower due to vibrations from the construction of the Proposed Project buildings, some of which would be located within 90 feet of the resource. In addition, the Proposed Project could have a direct impact on the Passerelle Bridge, which also is within 90 feet of the Proposed Project, due to vibrations during construction. In order to avoid or minimize impacts such as vibrations, NYSHPO also indicated that a Construction Protection Plan (CPP) will need to be implemented for the Mets-Willets Point Subway Station and IRT Interlocking Tower and/or the Passerelle Bridge.

Because of topography, distance, the elevated Whitestone Expressway, and intervening trees, views of the World's Fair Marina Pavilions/Candela Structures are limited from many locations within the study area. It is not expected that the new development would block or alter the views or the setting of these resources, and, as such, would not have any indirect impacts.

The proposed new parking structure immediately to the east of the Passerelle Bridge (Area of Development C parking garage) would be higher in elevation than the Passerelle Bridge and as such could have an indirect impact on the resource because it may alter its setting. As the Proposed Project's designs move through the approval process, the project team will consult with LPC and NYSHPO, as well as other agencies as relevant, to minimize any potential indirect impacts on the Passerelle Bridge.

The remaining architectural resources within the Study Area are located within the Flushing Meadows Corona Park Historic District more than 200 feet from the Development Site and Project Area, and south of both the Mets-Willets Point Subway Station and the Mets-Willets Point Long Island Rail Road (LIRR) Station and LIRR tracks. Collectively, these transportation elements, which are raised above the ground level, form a visual barrier between those architectural resources and the Proposed Project location. It is not expected that the Proposed Actions would block views toward this portion of the historic district or block views of any of those architectural resources located within the district. As such, in the With-Action condition, there would be no indirect impacts to those architectural resources.

Methodology

The *CEQR Technical Manual* notes that environmental review for historic and cultural resources includes a survey and planning process that helps protect New York City cultural heritage from the potential impacts of projects undergoing CEQR. Historic and cultural resources include both archaeological and architectural resources. Archaeological resources are physical remains, usually subsurface, of pre-contact, post-contact and historic periods—such as burials, foundations, artifacts, wells, and privies. Architectural resources generally include historically important buildings,

[2] McIvor, Sara, New York State Historic Preservation Office Historic Site Restoration Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, Queens Future Project. August 9, 2024.

structures, objects, sites, and districts. They may include bridges, canals, piers, wharves, and railroad transfer bridges that may be wholly or partially visible above ground.

Archaeological resources are usually assessed for projects that would result in any in-ground disturbance. This is any disturbance to an area not previously excavated, including new excavation that is deeper and/or wider than previous excavation on the same site.

Generally, architectural resources should be surveyed and assessed if the proposed project would result in any of the following, whether any known historic resources are located near the site of the project:

- New construction, demolition, or significant physical alteration to any building, structure, or object;
- A change in scale, visual prominence, or visual context of any building, structure, object or landscape feature. Visual prominence is generally the way in which a building, structure, object, or landscape feature is viewed. For example, a building may be part of an open setting, such as a tower within a plaza, which is either conforming or nonconforming with the street wall in terms of its height, footprint, and/or setback. Visual context is the character of the surrounding built or natural environment. This may include the following: the architectural components of an area's buildings (e.g., height, scale, proportion, massing, fenestration, ground-floor configuration, style), streetscapes, skyline, landforms, vegetation, and openness to the sky;
- Construction, including but not limited to, excavating vibration, subsidence, dewatering, and the possibility of falling objects;
- Additions to or significant removal, grading, or replanting of significant historic landscape features;
- Screening or elimination of publicly accessible views;
- Introduction of significant new shadows or significant lengthening of the duration of existing shadows on an historic landscape or on an historic structure if the features that make the structure significant depend on sunlight. For example, stained glass windows that cannot be seen without sunlight, or buildings containing design elements that are part of a recognized architectural style that depends on the contrast between light and dark design elements, such as deep window reveals and prominent rustication.

This analysis considers three areas of study associated with the Proposed Actions (see **Figure 7-1**). From smallest to largest, these areas include the Development Site, the Project Area, and the Study Area. The limits of the archaeological study are coterminous with the Development Site, the footprint of potential subsurface disturbance. These three areas of study are described below.

The Development Site consists of the following Blocks and Lots:

- Queens Block 1787 - Portions of Lot 20 and Lot 1 east of Grand Central Parkway and south of Northern Boulevard. Lot 20 and Lot 1 are owned by The City of New York, under the jurisdiction of New York City Department of Parks and Recreation (NYC Parks).
- Queens Block 2018 - A portion of Lot 1500, which is owned by the City of New York, under the jurisdiction of NYC Parks.
- An area not located within a tax lot in the area mapped as Northern Boulevard.

The Project Area extends slightly beyond the Development Site. Beyond the Development Site lots, the Project Area also includes portions of the following:

- Queens Block 1787 - Portions of Lot 1 west of Shea Road.
- Queens Block 2018 - Lot 1500, and portions of Lots 1000 and 500 surrounding Shea Road East of the Grand Central Parkway.
- Queens Block 1789 - Lot 65 near the intersection of Boat Basin Place.
- An area not located within a tax lot, along Boat Basin Place under Northern Boulevard and near the intersection of Northern Boulevard and Seaver Way.

The Study Area includes the Project Area and a quarter-mile radius around the Project Area. To account for potential direct and indirect impacts, the Study Area for the Proposed Actions has been defined following the guidelines of the *CEQR Technical Manual*. The Study Area extends farther into Flushing Meadows Corona Park on the south and includes the LIRR tracks, into the North Corona neighborhood to the west, into the Willets Point neighborhood to the east, and past the Flushing Bay shoreline to the north.

On February 26, 2024, the project team initiated consultation with LPC and NYSHPO by submitting a Project Initiation Package. The LPC responded in a March 8, 2024 environmental review that there is no archaeological or architectural significance for Block 1787, Lots 1 and 20 and Block 2018, Lot 1500, which are the lots that comprise the Development Site (see **Appendix G**). The LPC further noted that the S/NR-eligible Passerelle Bridge within the S/NR-eligible Flushing Meadows Corona Park Historic District and the World's Fair Site-World's Fair Marina Pavilions are within the Study Area (or radius). Lastly, the LPC noted that the S/NR-undetermined Mets-Willets Point Subway Station also is within the Study Area (or radius).[3]

NYSHPO responded on March 27, 2024 with a request for a survey of above-ground historic resources within the quarter-mile study area. On May 9, 2024, the Applicant team met virtually with NYSHPO to discuss the above-ground survey request. As a result of that meeting, NYSHPO requested that the Applicant team focus only on the areas within the established quarter-mile study area that were not previously surveyed as part of the LaGuardia Airport Access Improvement Project (18PR05235) survey; the Willets Point Development Project (2013); or the Historic Resources Survey of Selected Waterfront Communities: Queens, NY, which occurred following Superstorm Sandy and covered Flushing Bay Park (AKRF 2019) (see **Appendix G**).[4] The areas not previously surveyed are within the westernmost portion of the Study Area, in the Corona neighborhood. The requested additional architectural survey was completed in July 2024.[5] No additional historic resources were identified.

NYSHPO also indicated that given the recent nature of the surveys listed above, NYSHPO would not require the re-inventory of previously identified resources that are already indicated as S/NR-eligible or listed in the Cultural Resource Information System (CRIS). The survey request also clarified that the project team did not need to evaluate any transit or highway resources for S/NR eligibility.

In addition to the discussion concerning the additional architectural survey on May 9, 2024, NYSHPO indicated that the Mets-Willets Point Subway Station (USN 08101.013924), which previously had been undetermined with regard to S/NR eligibility, now would be considered eligible as a

[3] Santucci, Gina, Landmarks Preservation Commission Environmental Review Coordinator. Environmental Review, Final Sign-Off (Multiple Sites), Queens Future Project. March 8, 2024.

[4] Towers, Chelsea, New York State Historic Preservation Office Survey and National Register Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, SEQRA, Queens Future Project. May 9, 2024.

[5] Historical Perspectives, Inc. (HPI) 2024. *Historic Architecture Reconnaissance Survey, Queens Future Project, Corona, Borough and County of Queens, New York*.

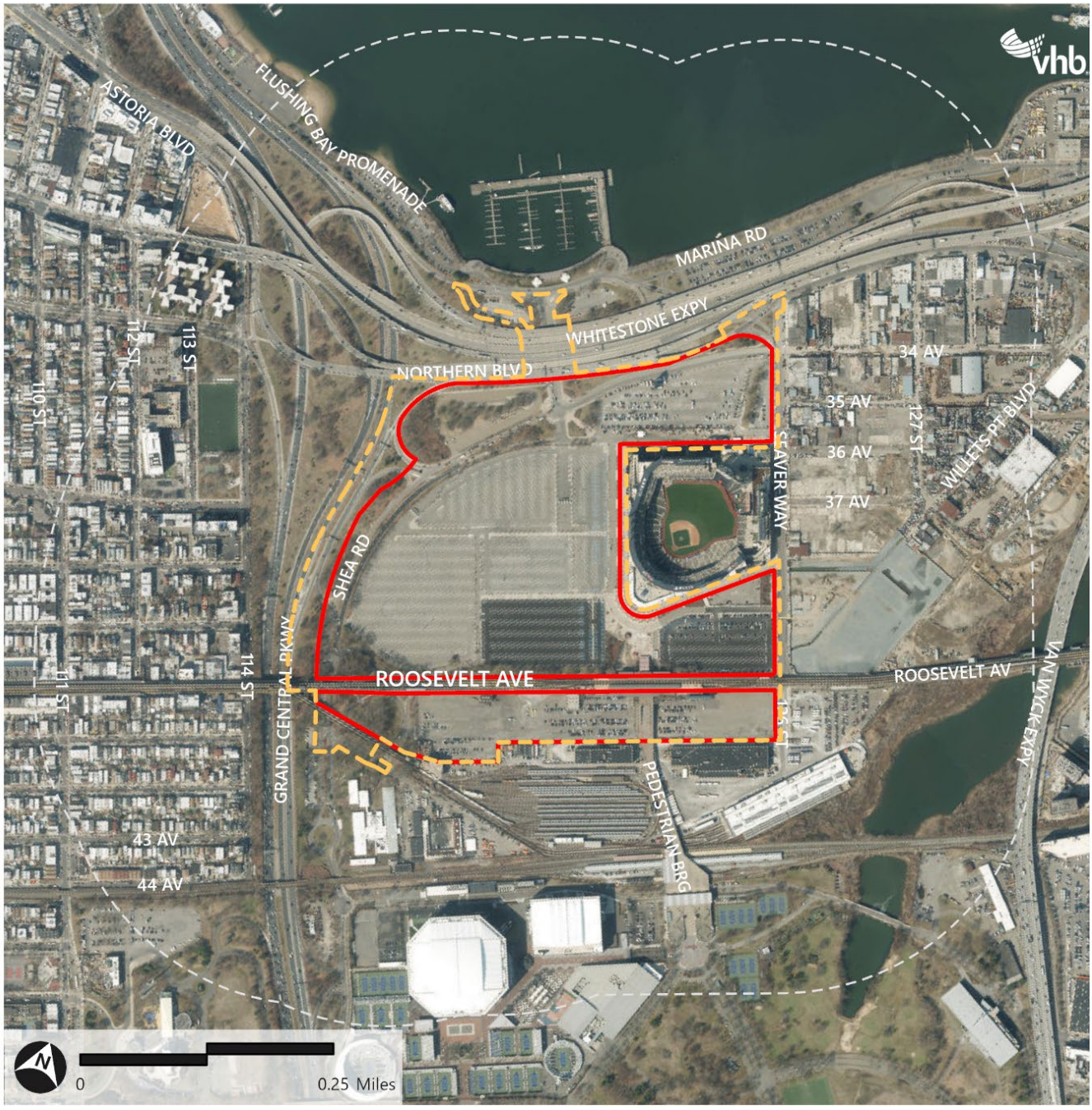
contributing resource to the Flushing Meadows Corona Park Historic District (USN 08101.012611). As described in the resource's recently updated USN entry:

> *The original 1994 MTA survey suggested the station was too altered to be considered eligible, however the survey was not taking into consideration the station's direct tie to the historic World's Fairs and was accounting for significant alterations done in 1964 that were only 30 years old at the time. These 1964 alterations are now 60 years of age and should be considered historic.*

Based on the submission of additional project designs and analyses over the summer of 2024, NYSHPO issued an Effect Finding letter on August 9, 2024 (see **Appendix G**). That response indicated that the proposed Project, including transit improvements, would have No Adverse Impact on historic and archaeological resources, provided certain conditions are met. The conditions include continued consultation with NYSHPO as the designs progress, and the development and implementation of a Construction Protection Plan for all included historic resources and adjacent resources that could potentially be physically impacted by the construction period. This would include at a minimum the Mets-Willets Point Subway Station and Interlocking Tower and the Passerelle Bridge.[6]

[6] McIvor, Sara, New York State Historic Preservation Office Historic Site Restoration Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, Queens Future Project. August 9, 2024.

Figure 7-1 Historic and Cultural Resources Study Area



Preliminary Assessment

Existing Conditions

The majority of the Development Site is part of Flushing Meadows Corona Park, which, prior to landfilling in the first decades of the twentieth century, consisted of marshland surrounding Flushing Creek. There was also a second, smaller stream that ran roughly north-south through the marshland west of Flushing Creek and emptied into Flushing Bay. The elevation of the former marshland was at or just above sea level. Today, after landfilling in the early-twentieth century, the grade within the Development Site ranges from approximately seven to 12 feet above sea level. Most of the Development Site is paved with asphalt surfaces used as access roads and parking lots for the adjacent Citi Field facility. Roosevelt Avenue runs east-west through the Development Site and forms the dividing line between Block 1787 on the north and Block 2018 on the south. The Metropolitan Transportation Authority (MTA) No. 7 Line runs on a viaduct above Roosevelt Avenue and the Mets-Willets Point Subway Station is located along the line south of Citi Field.

The Project Area includes the Development Site and several abutting areas containing undeveloped vacant land or paved areas next to roadways.

The Study Area encompasses a quarter-mile radius around the Project Area. The north and south sides of the Study Area consist primarily of City-owned parkland and City and State-owned roadways and undeveloped land. The southern portion of the Study Area is within both Flushing Meadows Corona Park and the S/NR-eligible Flushing Meadows Corona Park Historic District, described further below. The LIRR tracks mark the boundary between the historic district and the transportation hub of Corona Yard. **Figure 2-1, Land Use** (see **Chapter 2, Land Use, Zoning and Public Policy**) illustrates the types of land uses located with the Study Area's Corona neighborhood to the west and the Willets Point neighborhood to the east. The Corona neighborhood is dominated by multi-family residential buildings, with a concentration of mixed residential/commercial and commercial/office buildings along the Roosevelt Avenue and 37th Avenue corridors. The Willets Point neighborhood is dominated by industrial/manufacturing facilities, automotive-related establishments, and vacant land.

Archaeological Resources

Archaeological resources are physical remnants, usually buried, of past human activities on a site. They can include archaeological resources associated with Indigenous Peoples populations that used or occupied a site and can include stone tools or refuse from tool-making activities, remnants of habitation sites, etc. These resources are also referred to as "precontact," since they were deposited before Indigenous Peoples' contact with European settlers. Archaeological resources can also include remains from activities that occurred during the historic period, which began with the European colonization of the New York area in the seventeenth century; such resources can include remains associated with European contact with Indigenous Peoples, battle sites, landfill deposits, structural foundations, and domestic shaft features such as cisterns, wells, and privies.

On sites where later development occurred, archaeological resources may have been disturbed or destroyed by grading, excavation, and infrastructure installation and street improvements. However, some resources do survive in urban environments despite extensive development. Deposits can be protected when covered with pavement (i.e., a parking lot) or with a building with a shallow

foundation and no basement. In both scenarios, archaeological deposits can be sealed beneath the ground surface, protected from further disturbance.

Archaeological Surveys

Areas within and adjacent to the Development Site have been previously studied as part of earlier archaeological surveys. What was then known as the Shea Stadium Redevelopment Project (now the site of Citi Field) was investigated by Historical Perspectives, Inc. (HPI) in a Phase IA report from 2001 (which built on an earlier 1985 study which called the proposed facility simply the "Sportsplex Project").[7] That Area of Potential Effect (APE) included portions of the MTA No. 7 Line subway tracks and the Passerelle Bridge. HPI recommended no further archaeological investigations due to extensive disturbance of the entire APE. The study was submitted to LPC, which concurred with the recommendations of no further work. The results of the study were included in the *2001 Shea Stadium Redevelopment FEIS*.

In 2003, Panamerican Consultants, Inc. prepared a Cultural Resources Baseline study for the Flushing Bay Ecosystem Restoration Project for the Army Corps of Engineers (Panamerican Consultants, Inc. 2003).[8] The project covered areas on the west side of Flushing Creek immediately east of the Development Site and within the Study Area. The report indicated a low sensitivity for precontact period archaeological resources due to disturbance.

The Willets Point Development project is located on Willets Point east of 126th Street, immediately east of the Development Site within the Study Area. In 2007 AKRF, Inc. prepared a Phase IA archaeological memorandum recommending that the Willets Point Development project location was not sensitive for archaeological resources.[9] Both LPC and the NYSHPO concurred with those recommendations, and they were included in the *2013 Willets Point Development Final Supplemental Environmental Impact Statement (FSEIS)*.

Most recently, Richard Grubb Associates completed a Phase IA Archaeological Survey, a Phase IA Archaeological Survey Addendum, and a Section 106 APE Addendum for the LaGuardia Airport Access Improvement Project, also known as the AirTrain project.[10] The APE for this project included the southern portion of the Queens Future Development Site (Block 2018, Lot 1500 and a small portion of Block 1787, Lot 1) and the area surrounding the Mets-Willets Point LIRR Station, tracks, and the remainder of the Passerelle Bridge within the Study Area. No further archaeological studies were recommended. The conclusions and recommendations were reiterated in the project's Record of Decision (ROD) in 2021.

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[7] Historical Perspectives, Inc. (HPI) 1985. *Sportsplex Project, Queens, Phase 1A Archaeological Impact Project*. Prepared for Allee, King, Rosen & Fleming, Inc. Historical Perspectives, Inc. (HPI) 2001. *Stage 1A Archaeological Assessment, Shea Stadium Redevelopment, Flushing Meadows Corona Park, Block 1787, Queens, New York*. Prepared for Allee, King, Rosen & Fleming, Inc.

[8] Panamerican Consultants, Inc. 2003. *Cultural Resources Baseline Study, Flushing Bay Ecosystem Restoration Project, Queens County, New York*. Prepared for Barry A. Vittor and Associates under contract to the U.S. Army Corps of Engineers.

[9] AKRF 2007. Willets Point Map Review, 07PR04413. Memorandum from Carey L. Jones, AKRF. Inc. to Doug Mackey, New York State Office of Parks, Recreation, and Historic Preservation, Archaeology Division. Document included as Appendix C.1: Archaeology Correspondence in the Willets Point Development Plan, Final Generic Environmental Impact Statement, September 2008.

[10] Richard Grubb Associates (RGA) 2019. *Phase IA Archaeological Survey, LaGuardia Airport Access Improvement Project, Borough of Queens, City of New York, New York*. Prepared for Ricondo & Associates, Inc., Chicago, IL on behalf of US Department of Transportation, Federal Aviation Administration, New York Airports District Office. Richard Grubb Associates (RGA) 2019. *Addendum Phase IA Archaeological Survey, Proposed Drainage Facilities, LaGuardia Airport Access Improvement Project, Borough of Queens, City of New York, New York*. Prepared for Ricondo & Associates, Inc., Chicago, IL on behalf of US Department of Transportation, Federal Aviation Administration, New York Airports District Office. Richard Grubb Associates (RGA) 2020. *LaGuardia Airport Access Improvement Project Section 106 Revised APE and Combined Phase IA and Historic Architecture Addendum, Long Island Rail Road Track Work*.

Archaeological Sites

No archaeological resources previously have been recorded within the Development Site, which is the area that would experience new ground disturbance. One archaeological site, New York State Museum (NYSM) Site 4544, was identified in the vicinity in the early 1900s by Archaeologist Arthur C. Parker, who delineated this site as a "camp site west of Flushing Creek" corresponding to the higher ground overlooking the tidal marsh in the general vicinity of 54th Avenue. [11] The actual site was situated within the former World's Fair area of Flushing Meadows Corona Park, well to the south of the Development Site. It is assumed that the site was obliterated by development associated with the World's Fair and development of the current Flushing Meadows Corona Park. This area is well outside the Development Site, despite mapping on the NYSHPO's Cultural Resource Information System (CRIS). CRIS maps the extent of NYSM Site 4544 as larger than it once was, so as to include a large buffer zone around the original site location. This site also was addressed in Eugene Boesch's 1997 *Archaeological Evaluation and Sensitivity Assessment of the Prehistoric and Contact Period Aboriginal History of the Borough of Queens, New York City*, commissioned by the LPC.[12] Boesch assigned NYSM 4544 as Site 61 in his report, and mapped the site as within the general northern end of Flushing Meadows Corona Park.

Architectural Resources

As noted above, to account for potential direct and indirect impacts, the Study Area for the Proposed Actions was defined following the guidelines of the *CEQR Technical Manual* to include the Project Area and a quarter-mile radius surrounding the Project Area (see **Figure 7-1**). This quarter-mile radius has been determined based on the long viewscapes that exist within Flushing Meadows Corona Park in order to assess historic resources in terms of physical, visual, and historical relationships.

Once the Study Area was determined, an inventory of officially recognized S/NR-designated and eligible architectural resources was compiled. Criteria for listing on the S/NR are in the Code of Federal Regulations, Title 36, Part 63, and LPC has adopted these criteria for use in identifying architectural resources for CEQR review. Following these criteria, districts, sites, buildings, structures, and objects are eligible for the S/NR if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and: (1) are associated with events that have made a significant contribution to the broad patterns of history (Criterion A); (2) are associated with significant people (Criterion B); (3) embody distinctive characteristics of a type, period, or method of construction, represent the work of a master, possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction (Criterion C); or (4) may yield information important in prehistory or history (Criterion D). Properties that are younger than 50 years of age are ordinarily not eligible, unless they have achieved exceptional significance. Official determinations of eligibility are made by the NYSHPO.

In addition, LPC designates historically significant properties in the City as NYCLs and/or Historic Districts, following the criteria provided in the Local Laws of the City of New York, New York City Charter, Administrative Code, Title 25, Chapter 3. Buildings, properties, or objects are eligible for

[11] Parker, Arthur C. 1922. "The Archaeological History of New York." *New York State Museum Bulletin*. The University of the State of New York, New York State Museum, Albany, New York. Historical Perspectives, Inc. (HPI) 1985. *Sportsplex Project, Queens, Phase 1A Archaeological Impact Project*. Prepared for Allee, King, Rosen & Fleming, Inc. Historical Perspectives, Inc. (HPI) 2001. *Stage 1A Archaeological Assessment, Shea Stadium Redevelopment, Flushing Meadows Corona Park, Block 1787, Queens, New York*. Prepared for Allee, King, Rosen & Fleming, Inc. Panamerican Consultants, Inc. 2003. *Cultural Resources Baseline Study, Flushing Bay Ecosystem Restoration Project, Queens County, New York*. Prepared for Barry A. Vittor and Associates under contract to the U.S. Army Corps of Engineers.

[12] **Error! Main Document Only.**Boesch, Eugene J. 1997. *Archaeological Evaluation and Sensitivity Assessment of the Prehistoric and Contact Period Aboriginal History of the Borough of Queens, New York City.* Prepared for the New York City Landmarks Preservation Commission.

landmark status when a part is at least 30 years old. Landmarks have a special character or special historical or aesthetic interest or value as part of the development, heritage, or cultural characteristics of the city, state, or nation. There are four types of landmarks: individual landmark, interior landmark, scenic landmark, and historic district.

Once the architectural resources in the quarter-mile Study Area were identified, the Proposed Actions were assessed for both direct physical impacts and indirect visual and contextual impacts on architectural resources. As noted above, the analysis presented in this chapter addresses the historic and cultural resources of the Study Area for existing conditions. The analysis considers the No-Action condition and the With-Action condition for the Project Area in the 2030 analysis year when the Proposed Project is expected to be completed.

Architectural Resources Studies

There have been several architectural resources surveys that have included all or parts of the Development Site, Project Area and/or Study Area. They are discussed chronologically.

During the 1990s, NYCT conducted a wide-reaching survey of their transit facilities (NYSHPO Survey 94SR0031). Two resources within the Development Site and Study Area were included in this survey: Corona Yard (USN 08101.007206) and the "Willets Point/Shea Stadium Subway Station (Flushing)" (USN 08101.007202). At the time, both resources were recommended as having a lack of architectural integrity. According to CRIS, Corona Yard was determined NOT S/NR eligible in 2019. And until recently, the subway station was classified as "Undetermined."[13] In 2024, the Mets-Willets Point Subway Station was reevaluated by NYSHPO and determined to be S/NR eligible as a contributing resource to the Flushing Meadows Corona Park Historic District.

As noted above, the project known as the Willets Point Development, located east of the Development Site and within the Study Area, was studied in 2007 by AKRF, Inc. Both NYSHPO and LPC concurred that there were no properties with architectural significance within that project's boundaries. That information was summarized as part of the *2013 Willets Point Development FSEIS*.

In 2019, AKRF, Inc. completed an Architectural Resources Survey of selected neighborhoods in Queens County that were within mapped flood zones vulnerable to storm damage, as directed by the New York State Office of Parks, Recreation, and Historic Preservation.[14] The Flushing Meadows neighborhood of Queens was one of the areas surveyed. The majority of the Flushing Meadows survey area was within the low-lying Flushing Meadows Corona Park and included all of the present Development Site and Project Area and portions of the Study Area. The efforts of the architectural survey resulted in the identification of the S/NR-eligible Flushing Meadows Corona Park Historic District and its contributing resources, described above. All of the architectural resources identified as part of the AKRF 2019 survey within the Flushing Meadows neighborhood were located within the park boundaries; no resources were surveyed outside the park boundary.

Also in 2019, all of the Development Site, Project Area, and the majority of the Study Area were surveyed for historic resources by Richard Grubb Associates (RGA) for the LaGuardia Airport Access Improvement Project, also known as the AirTrain project. In 2019, RGA completed a Historic Architecture Reconnaissance Survey of a large area surrounding the proposed AirTrain corridor that

[13] Richard Grubb Associates (RGA) 2019. *Historic Architecture Reconnaissance Survey, LaGuardia Airport Access Improvement Project, Borough of Queens, City of New York, New York*.

[14] AKRF, Inc. 2019. *Architectural Resources Survey Summary, Historic Resources Survey of Selected Waterfront Communities: Queens, New York*. Prepared for the New York State Office of Parks, Recreation & Historic Preservation.

began at the Mets-Willets Point LIRR Station in Flushing Meadows Corona Park and followed the route of the Grand Central Parkway northwest to LaGuardia Airport.[15] The overall architectural APE included much of the northern end of Flushing Meadows Corona Park and extended into the North Corona neighborhood west of the Grand Central Parkway. The APE also included some areas within the Willets Point neighborhood. In 2020, RGA evaluated an expanded section of the APE that included parts of the LIRR corridor to the east and west of Flushing Meadows Corona Park.[16] Within the original and expanded APE, RGA surveyed all buildings and structures 45 years or older (constructed up to 1974) and made recommendations as to S/NR potential eligibility.

In 2024, as part of the present undertaking, Historical Perspectives, Inc. (HPI) and VHB completed an Historic Architecture Reconnaissance Survey of portions of the Corona neighborhood within the Study Area that had not previously been surveyed by the earlier surveys, described above.[17] That survey was limited to buildings only; no highway or transit resources were included, per NYSHPO's directive.[18] The survey area was an irregularly-shaped area including all or part of 17 city blocks, roughly bounded by 114th Street on the east, 111th Street on the west, 34th Avenue on the north, and 45th Avenue on the south. The survey area is visually and physically separated from the Development Site by the Grand Central Parkway, which borders the neighborhood on the east. All buildings 50 years of age or older were studied within this area. No potentially S/NR-eligible historic resources were identified during the survey. NYSHPO concurred with the survey findings in a letter dated August 9, 2024 (see **Appendix G**).[19]

Architectural Resources

Review of the NYSHPO's CRIS database indicates that there are three S/NR-eligible historic resources within the Development Site and Project Area. The Flushing Meadows Corona Park Historic District is the largest of the resources. It covers the majority of Flushing Meadows Corona Park and has numerous contributing resources, including two additional, newly identified contributing resources within the Development Site and Project Area: the Mets-Willets Point Subway Station (USN 08101.013924) and the Passerelle Bridge (USN 08101.012570). The IRT Interlocking Tower (Mets Willets Point Station) (USN 08101.007202) is a contributing resource to the Mets-Willets Point Subway Station. Within the Development Site and Project Area there also are three resources that have been determined S/NR NOT eligible: Corona Yard (USN 08101.007206), Corona Yard Substation (USN 08101.013090), and the IRT Company Substation 28 (USN 08101.013164).

Of note, the Mets-Willets Point Subway Station (USN 08101.013924) within the Development Site and Project Area recently had an "Undetermined" status with regard to S/NR eligibility on CRIS but had been recommended not eligible for the S/NR in a 1994 MTA survey.[20] The 2024 CRIS update for the Mets-Willets Point Subway Station clarified that the original 1994 MTA survey suggested the

[15] Richard Grubb Associates (RGA) 2019. *Historic Architecture Reconnaissance Survey, LaGuardia Airport Access Improvement Project, Borough of Queens, City of New York, New York*.

[16] Richard Grubb Associates (RGA) 2020. *LaGuardia Airport Access Improvement Project Section 106 Revised APE and Combined Phase IA and Historic Architecture Addendum, Long Island Rail Road Track Work*.

[17] Historical Perspectives, Inc. (HPI) 2024. *Historic Architecture Reconnaissance Survey, Queens Future Project, Corona, Borough and County of Queens, New York*.

[18] Towers, Chelsea, New York State Historic Preservation Office Survey and National Register Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, SEQRA, Queens Future Project. May 9, 2024.

[19] McIvor, Sara, New York State Historic Preservation Office Historic Site Restoration Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, Queens Future Project. August 9, 2024.

[20] Richard Grubb Associates (RGA) 2019. *Historic Architecture Reconnaissance Survey, LaGuardia Airport Access Improvement Project, Borough of Queens, City of New York, New York*.

station was too altered to be considered S/NR eligible. However, the survey was not taking into consideration the station's direct tie to the historic World's Fairs and was accounting for significant alterations done in 1964 that were only 30 years old at the time. These 1964 alterations are now 60 years of age and should be considered historic.

In total, there are ten previously identified S/NR-eligible historic resources within the overall Study Area. All of the resources are shown in **Figure 7-2** and summarized in **Table 7-1**, below, by USN number. **Figure 7-2** also provides a photo key for photographs. A description of each resource follows **Figure 7-2**.

Table 7-1 S/NR-Eligible Previously Identified Architectural Resources within the Study Area

Map #	Photo #	USN	Name	Location	Status
H1	**7-1**	08101.011588	World's Fair Site – World's Fair Marina Pavilions	Marina Road and Boat Basin Place	S/NR Individually Eligible
H2	**N/A**	08101.012611	Flushing Meadows Corona Park Historic District	Flushing Meadows Corona Park	S/NR-Eligible Historic District
H3	**7-2**	08101.012612	Pavilion on the Passerelle Bridge	Flushing Meadows Corona Park, crossing over the LIRR and Meridian Road	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H4	**7-3**	08101.013166	Paint Shed	Flushing Meadows Corona Park, East Road	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H5	**7-4**	08101.012178	Porpoise Bridge (tidal gate bridge) - BIN 2270690	Flushing Meadows Corona Park, Meridian Road	S/NR Individually Eligible and S/NR Eligible as contributing resource to Flushing Meadows Corona Park Historic District
H6	**7-5**	08101.012570	Passerelle Bridge	Flushing Meadows Corona Park	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H7	**7-6**	08101.012595	Concrete Arches - 1964 Ruin	Flushing Meadows Corona Park, Meridian Road	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H8	**7-7**	08101.012586	Main Gate Entrance	Flushing Meadows Corona Park, Meridian Road	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H9	**7-8**	08101.012608	Passerelle Buildings at Main Entrance	Flushing Meadows Corona Park, Meridian Road	S/NR Eligible, contributing resource to Flushing Meadows Corona Park Historic District
H10	**7-9 and 7-10**	08101.013924 and 08101.007202	Willets Point Subway Station and IRT Interlocking Tower (Mets-Willets Point Subway Station)	Flushing Meadows Corona Park along Roosevelt Avenue	S/NR Eligible, contributing resources to Flushing Meadows Corona Park Historic District (the IRT Interlocking Tower is a component of and contributing resource to the Willets Point Subway Station)

Source: CRIS 2024

Figure 7-2 Historic Resources Map and Photo Locations



H1. World's Fair Site – World's Fair Marina Pavilions

The World's Fair Marina Pavilions are located within the Study Area at the intersection of Marina Road and Boat Basin Place, near the Flushing Bay shoreline (see **Photo 7-1**). The Determination of Significance for the resource indicates:

> *Based on the information submitted, the World's Fair Marina Pavilions, or the 'Candela' structures, are eligible for the National Register of Historic Places under Criterion C in the area of Architecture. Located adjacent to the Marina in Queens, NY's Flushing Meadows Corona Park, the park was the site of the 1939/1964 New York World's Fair. Constructed in 1964 as part of an entire expansion of the 1939 marina portion of the fairgrounds, the two extant structures were once three pavilions that housed exhibits from the Coast Guard, Johnson Motors and Evinrude Motors. Built of fiberglass to mirror the maritime use of the durable material, the structures thin shells demonstrate the sensibilities of midcentury modern architecture, a theme echoed throughout much of the fair's new construction. Following the event, the glazing that created interior space was removed and the third structure was removed from the site to an upstate location. Although known locally as the 'Candela Structures' due to their appearance resembling the work of Spanish Architect Felix Candela, the futuristic designs for the pavilions are credited to Peter Schlandermundt, who designed the entirety of the 1964 World's Fair Marina (no longer intact). A period of significance for the two pavilions has been set at 1964, the year of their installation and a level of significance has been set at the State level due to their association with New York State and Robert Moses' role planning the event.*[21]

H2. Flushing Meadows Corona Park Historic District

The S/NR-eligible Flushing Meadows Corona Park Historic District includes a portion of the Study Area south of the LIRR tracks. The historic district also includes the Passerelle Bridge (USN 08101.012570), a wooden walkway that extends north across the railroad tracks to the Mets-Willets Point Subway Station at Roosevelt Avenue and which is within the Project Area. The Determination of Significance for the S/NR-eligible historic district summarizes the resource:

> *Flushing Meadows Corona Park is located in the center of Queens, south of Flushing Bay, and bordering the neighborhoods of Corona and Flushing. The park is a complex landscape composed of landscape elements, structures, sculpture, recreational spaces, and passive green spaces. It is significant under National Register Criterion A in the areas of social history and recreation/entertainment as an embodiment of the nineteenth and early twentieth century trend of World's Fairs as a site of international renown, technical innovation, and cultural exchange and also in the areas of community development and park planning. The former site of two World's Fairs, Flushing Meadow Corona Park preserves a piece of American history as well as providing a varied landscape and recreational spaces distributed throughout its acreage. The Park is also significant under Criterion C as a collection of structures and a designed landscape that reflect multiple design phases from the various periods of the park's development. This State/National Registers' eligible historic district is roughly bounded by Meridian Road and the Passerelle Bridge over LIRR tracks to the north; the Van Wyck Expressway (I-678) to the east; the south end of Willow Lake to the south; and Grand Central Parkway and 111th Street to the west. The United States Tennis Association area has been excluded from the boundaries due to major modern renovations. The period of significance, 1939 to 1967, encompasses the various layers of the park's history including the 1939-*

[21] McEneny, Daniel 2018. *World's Fair Site - World's Fair Marina Pavilions Resource Evaluation*. Prepared by the New York State Office of Parks, Recreation and Historic Preservation.

40 and 1964-65 New York World's Fairs, and public park development between the fairs and after the last fair.[22]

The S/NR-eligible Flushing Meadows Corona Park Historic District contains 63 individual USNs—resources that are either contributing or non-contributing to the overall district. Nine of the contributing resources are within the Study Area boundaries and are described individually below.

H3. Pavilion on the Passerelle Bridge (over the LIRR)

The Pavilion on the Passerelle Bridge is located within the Study Area, just south of the LIRR tracks (see **Photo 7-2**). The CRIS entry describes the structure, which is a contributing resource to the S/NR-eligible Flushing Meadows Corona Park Historic District:

Built for the 1964 World's Fair, the open pavilion features flat steel roof panels arranged in a zig-zag pattern and supported on nine pairs of tapered steel posts with tapered steel principal rafters underpinning transverse steel common rafters. The structure is located above, and serves as the entrance to, the LIRR station. The design matches the neighboring Main Entrance Gate (USN 08101.012586).

H4. Paint Shed

The Paint Shed is located within the Study Area, just south of the LIRR tracks and just west of the Van Wyck Expressway (see **Photo 7-3**). The CRIS entry describes the structure, which is a contributing resource to the S/NR-eligible Flushing Meadows Corona Park Historic District:

This small, corrugated metal building features a low-pitched gable roof, ribbon windows (blocked), and a large metal roof vent. It was constructed for the 1964 World's Fair to serve as a paint shed.

H5. Porpoise Bridge (tidal gate bridge) - BIN 2270690

The Porpoise Bridge is located within the Study Area and carries Meridian Road over Flushing Creek (see **Photo 7-4**). The Determination of Significance for the bridge, which is both individually eligible for the S/NR and a contributing resource to the S/NR-eligible Flushing Meadows Corona Park Historic District, indicates:

The Flushing Meadows Corona Park tidal gate bridge, known today as the Porpoise Bridge, was constructed around 1936-37 prior to the 1939 World's Fair and carries a perimeter road over a tidal basin called Flushing Creek. The bridge meets National Register Criterion C in the area of engineering design as an intact example of a tidal gate bridge in New York City. The bridge structure is a fourteen (14) span rigid frame structure, supported by reinforced concrete piers and pile foundation. It is approximately 37 feet wide and 370 feet long and carries two lanes of traffic (one lane in each direction) and a sidewalk. Under the north fascia of the bridge, there is a floodwater flow control structure consisting of upper and lower tide gate, stop log slots and a trash rack system. During the high tide and flood conditions, the water of the pond discharges into the tidal basin through the flood control structure.[23]

[22] Howe, Kathy 2018. *Flushing Meadows Corona Park, Queens Resource Evaluation*. Prepared by the New York State Office of Parks, Recreation and Historic Preservation.

[23] Howe, Kathy 2018. *Porpoise Bridge (tidal gate bridge) - BIN 2270690 Resource Evaluation*. Prepared by the New York State Office of Parks, Recreation and Historic Preservation.

H6. Passerelle Bridge

The Passerelle Bridge is located within the Development Site, the Project Area, and the Study Area (see **Photo 7-5**). It connects the portion of Flushing Meadows Corona Park south of the LIRR tracks with the Mets-Willets Point Subway Station at Roosevelt Avenue. It is a contributing resource to the S/NR-eligible Flushing Meadows Corona Park Historic District. Information about the resource on CRIS states:

> *Multi-span, elevated steel trestle structure topped by a pedestrian boardwalk with timber and concrete decking, metal railings, and flagpoles. The structure crosses the Corona Rail Yard and connects the NYCT 7 Line Mets-Willets Point Station and the LIRR Mets-Willets Point Station with Citi Field and the Flushing Meadows Corona Park.*
>
> *The historic property was previously determined eligible for listing in the NRHP as a contributing element to the Flushing Meadows Corona Park historic district (USN 08101.012611) under Criteria A & C in the areas of Social History; Entertainment/Recreation; Community Planning and Development; Landscape Architecture. The district's period of significance is 1939-1967. The historic property retains overall integrity as a contributing element.*

H7. Concrete Arches - 1964 Ruin

The Concrete Arches were constructed in 1964 and are now ruins (see **Photo 7-6**). This resource is located within the Study Area, south of the LIRR tracks and north of Meridian Road. They are a contributing resource to the S/NR-eligible Flushing Meadows Corona Park Historic District. Information about the resource on CRIS states:

> *The structure features five arched concrete structures arranged in a row and resting on a concrete pad. They are likely the remains of electrical Substation No. 3, erected for the 1964 World's Fair, and probably served as safety baffles between high-voltage transformers. Associated buildings and all electrical equipment have been removed.*

H8. Main Gate Entrance

The Main Gate Entrance is located within the Study Area, immediately south of the Passerelle Bridge and the LIRR tracks within the S/NR-eligible Flushing Meadows Corona Park Historic District—of which it is a contributing resource (see **Photo 7-7**). Information about the resource on CRIS states:

> *Built for the 1964 World's Fair, the open pavilion features flat steel roof panels arranged in a zig-zag pattern and supported on six sets of three tapered steel posts with tapered steel principal rafters underpinning transverse steel common rafters. The structure is located at the main entrance to the Flushing Meadows Corona Park and stands atop the Passerelle Buildings at Main Entrance (USN 08101.012608). The design matches the neighboring Pavilion on the Passerelle Bridge (over the LIRR) (USN 08101.012612).*

H9. Passerelle Buildings at Main Entrance

The Passerelle Buildings at the Main Entrance are located within the Study Area, immediately south of the Passerelle Bridge and the LIRR tracks within the S/NR-eligible Flushing Meadows Corona Park Historic District, of which they collectively are a contributing resource (see **Photo 7-8**). Information about the resource on CRIS states:

Built for the 1964 World's Fair, the property comprises a pair of 1-story, curved brick buildings on each side of an integral pedestrian ramp, forming the main entrance to the Flushing Meadows Corona Park. The building features a flat roof deck containing a pedestrian terrace and overlook, with metal railings, flagpoles, and a pair of large brick pylon/ventilation shafts flanking the central ramp leading from the top deck to grade level. The ground floor houses offices and public lavatories. The building underpins the Main Entrance Gate (USN 08101.012586).

H10. Mets-Willets Point Subway Station and IRT Interlocking Tower

The Mets-Willets Point Subway Station and its contributing resource, the IRT Interlocking Tower, are located within the Development Site, the Project Area, and the Study Area (see **Photo 7-9 and Photo 7-10)**. The Mets-Willets Point Subway Station also abuts the Passerelle Bridge. All of these resources are located within, and are contributing resources to, the S/NR-eligible Flushing Meadows Corona Park Historic District. Information about the resources on CRIS states:

The Willets Point Subway Station and associated interlocking tower are National Register-eligible as contributing features to the Flushing Meadows Corona Park historic district (08101.012611). The elevated station was the result of the relocation of the original 1927 station along Willets Point Boulevard and was directly tied to the development of the 1939 World's Fair. Elevated stations were generally characterized by their steel-framed structure partially encased in decorative concrete, and often included decorative metal work such as railings and lamps. Subsequent alterations to the station occurred in 1954 with the platform extension (typical of stations across the city) and 1963, again correlating with the second 1964 World's Fair. Although the station has undergone significant architectural alterations over time, its development and history of expansion is directly tied to the recreational history of the district, and many of the alterations occurred during the district's period of significance (1939-1967) and are therefore historic themselves.

Photo 7-1 World's Fair Site - World's Fair Marina Pavilions



World's Fair Site - World's Fair Marina Pavilions. Source: CRIS entry, March 20, 2019.

Photo 7-2 Pavilion on the Passerelle Bridge



Pavilion on the Passerelle Bridge. Source: CRIS entry, November 12, 2019.

Photo 7-3 Paint Shed



Paint Shed. Source: CRIS entry, June 14, 2019.

Photo 7-4 Porpoise Bridge (tidal gate bridge) - BIN 2270690



Porpoise Bridge. Source: CRIS entry, May 8, 2014.

Photo 7-5 Passerelle Bridge



Passerelle Bridge. Source: CRIS entry, December 14, 2018.

Photo 7-6 Concrete Arches - 1964 Ruin



Concrete Arches – 1964 ruin. Source: CRIS entry 2014.

Photo 7-7 Main Gate Entrance



Main Gate Entrance. Source: CRIS entry July 26, 2018.

Photo 7-8 Passerelle Buildings at Main Entrance



Passerelle Buildings at Main Entrance. Source: CRIS entry 2014.

Photo 7-9 Mets-Willets Point Subway Station



Mets-Willets Point Subway Station. Source: Nearmap 2024.

Photo 7-10 IRT Interlocking Tower



IRT Interlocking Tower, a contributing resource to the Mets-Willets Point Subway Station. Source: CRIS entry 2019.

No-Action Condition

As discussed in **Chapter 1, Project Description**, absent the Proposed Actions, it is assumed that the Development Site and Project Area would continue operating under existing conditions; it would remain as asphalt surface parking areas and access roadways for Citi Field. There would be no change to potential archaeological sensitivity within the Development Site and Project Area. Any impacts to potential archaeological resources within the Study Area would be assessed as part of future development projects unrelated to the Proposed Actions.

However, the status of the previously identified historic resources could change. Identified S/NR-eligible architectural resources could be listed in the Registers. It is also possible, given the Proposed Actions' analysis year of 2030, that additional sites could be identified as eligible historic resources in this time frame, or that previously undetermined resources could be determined S/NR eligible.

In the future without the Proposed Actions, changes to architectural resources identified above or to their settings could occur. For example, indirect impacts from future projects could include a change in scale, visual prominence, or visual context of any building, structure, or object or landscape feature; screening or elimination of publicly accessible views; or introduction of significant new shadows or significant lengthening of the duration of existing shadows on a historic structure if the features that make the resource-significant depend on sunlight. It is also possible that some architectural resources could deteriorate or experience direct impacts through alteration or demolition, while others could be restored. In addition, future projects could accidentally damage architectural resources through adjacent construction.

Architectural resources that are listed in the S/NR or that have been found eligible for S/NR listing are given a measure of protection from the impacts of federally sponsored, or federally assisted, projects under Section 106 of the National Historic Preservation Act and are similarly protected against impacts resulting from state-sponsored or state-assisted projects under the State Historic Preservation Act. Although preservation is not mandated, federal agencies must attempt to avoid adverse impacts on such resources through a notice, review, and consultation process. However, private owners using private funds can alter or demolish their S/NR-listed or eligible properties without such a review process.

Privately owned properties that are designated or eligible NYCLs are protected under the New York City Landmarks Law, which requires LPC review and approval before any alteration or demolition of those properties can occur, whether publicly or privately funded. All properties within NYCL-designated historic districts also require an LPC permit and approval prior to new construction, addition, enlargement, or demolition. The owners of the property may work with LPC to modify their plans to make them consistent with NYCL Law. Publicly owned resources are also subject to review by LPC before the start of a project; however, LPC's role in projects sponsored by other City or State agencies generally is advisory only. The New York City Building Code provides some measures of protection for all properties against accidental damage from adjacent construction by requiring that all buildings, lots, and service facilities adjacent to foundation and earthwork areas be protected and supported.

Additional protective measures apply to designated NYC Landmarks and S/NR-listed historic structures located within 90 linear feet of a proposed construction site. For these structures, the New York City Department of Buildings' (DOB) *Technical Policy and Procedure Notice (TPPN) #10/88)* applies. *TPPN #10/88* supplements the standard building protections afforded by the Building Code by requiring, among other things, a monitoring program to reduce the likelihood of construction damage to adjacent NYCL-designated properties and S/NR-listed resources (within 90 feet), and to detect at an early stage the beginnings of damage so that construction procedures can be changed.

Last, as discussed in detail in **Chapter 2, Land Use, Zoning and Public Policy**, in the No-Action condition, several new developments will be completed within the study area by the 2030 analysis year. These include Willets Point Phase 1 and Phase 2 as well as several infrastructure improvements. These projects are detailed in **Table 7-2** below.

Table 7-2 No-Action Projects Within Quarter-Mile Study Area

Map No.	Location	Project Name	Commercial zoning floor area (SF)	Community Facility zoning floor area (SF)	Res. Units	Build Year
1	Willets Point Boulevard & Roosevelt Avenue	Willets Point Phase 1	23,756	3,159	1,100	2026
2	Seaver Way & Willets Point Boulevard	Willets Point Phase 2	775,000 (60,000 sf retail; 250-key hotel; 500,000 sf soccer stadium)	N/A	1,400	2027
3	Flushing Creek	Porpoise Bridge (Tidal Gate Bridge)	N/A	N/A	N/A	2026
4	Roosevelt Avenue & Flushing Meadows Corona Park	Passerelle Bridge Reconstruction	N/A	N/A	N/A	2029
5	Malcolm X Promenade	Candela Structures/Boat Basin Place Intersections	N/A	N/A	N/A	2026
6	Mets-Willets Point LIRR Station	LIRR to reconstruct station starting in 2026	N/A	N/A	N/A	No Date

Source: Willets Point Phase 2 Development Project Final Second Supplemental Environmental Impact Statement (FSSEIS), February 23, 2024; Air Train Draft Environmental Impact Statement; Special Flushing Waterfront District EAS; Queens DCP; DOB Active Major Construction database; YIMBY.com.

Under the No-Action condition, within the Development Site and Project Area, the Passerelle Bridge Reconstruction Project would be assessed independently of the Proposed Actions but could constitute an Adverse Effect to the S/NR-eligible resource depending on the proposed impacts to the bridge. The Passerelle Bridge Reconstruction Project could also have an Adverse Effect to the S/NR-eligible Willets Point Subway Station, which abuts the Passerelle Bridge. The project sponsor, NYC Parks, then would be responsible for any mitigation efforts. The Mets-Willets Point LIRR Station reconstruction also could have a potentially Adverse Effect on the adjacent S/NR-eligible Passerelle Bridge as well as some of the other S/NR-eligible resources within the Study Area that are contributing resources to the larger S/NR-eligible Flushing Meadows Corona Park Historic District. It is assumed that the LIRR would conduct its own environmental review to determine the potential for any Adverse Effects on these historic resources and would perform actions necessary to complete mitigation.

The remaining No-Action condition development projects are within the Study Area. The projects would need to be assessed under their respective environmental reviews to determine if there could be any impacts to historic and cultural resources.

With-Action Condition

Archaeological Resources

No archaeological resources have been previously recorded within the Development Site, which is the area that would experience new ground disturbance. One archaeological site, NYSM 4544, was identified in the early 1900s by Archaeologist Arthur C. Parker, who delineated this site as a "camp site west of Flushing Creek" corresponding to the higher ground overlooking the tidal marsh in the general vicinity of 54th Avenue. This area is well outside the Development Site, despite mapping on CRIS that shows a much larger site buffer area partially extending into the Development Site. Due to the extensive prior ground disturbance within the Development Site that would have destroyed any potential archaeological resources, there are no archaeological concerns for the With-Action condition.

Architectural Resources

Shadows

A detailed study of shadows for the Proposed Project is provided in **Chapter 6, Shadows.** The following is a brief summary of the shadows conclusions as they pertain to architectural resources.

According to the *CEQR Technical Manual*, the longest shadow a structure will cast in New York City, except for periods close to dawn or dusk, is 4.3 times its height. In accordance with the *CEQR Technical Manual*, a preliminary screening assessment is conducted to ascertain whether shadows resulting from a project could reach any sunlight-sensitive architectural resource at any time of year. The *CEQR Technical Manual* defines sunlight-sensitive resources as those resources that depend on sunlight or for which direct sunlight is necessary to maintain the resource's usability or architectural integrity. Of the architectural resources identified within the Development Site, Project Area, and Study Area, only the World's Fair Marina Pavilions/Candela Structures (H1), along the south side of Flushing Bay (referred to in the shadows chapter as the Candela Structures), were identified in the Tier 1 and Tier 2 shadow screenings as sunlight-sensitive resources located within the maximum shadow screening radius.

A Tier 3 screening assessment was performed for the four representative days of the year set forth in the *CEQR Technical Manual*—December 21, the winter solstice and shortest day of the year; March 21/September 21, the equinoxes; May 6/August 6, the midpoints between the summer solstice and the equinoxes; and June 21, the summer solstice and the longest day of the year. The Tier 3 shadows analysis found that the World's Fair Marina Pavilions/Candela Structures (H1) would not be affected by incremental shadows from the Proposed Project in any of the four analysis periods.

Given these conclusions, in the With-Action condition there would be no impacts to architectural resources with regard to shadows.

Direct Impacts

In the With-Action condition, the Mets-Willets Point Subway Station and IRT Interlocking Tower, a S/NR-eligible resource, would be directly affected because the proposed station improvements would involve physical changes to the resources' existing conditions.

In their Effect Finding letter, NYSHPO found that the proposed Queens Future Project, including transit improvements, would have No Adverse Impact on historic and archaeological resources,

provided certain conditions are met (see **Appendix G**). These conditions include continued consultation with NYSHPO on the project design, the subway renovations, and the interaction with the Passerelle Bridge.[24]

The Proposed Project could also have an impact on the Mets-Willets Point Subway Station and IRT Interlocking Tower from construction vibrations from the Proposed Project buildings, some of which would be located within 90 feet of the resource. In addition, the Proposed Project could have a direct impact on the Passerelle Bridge during construction, which also is within 90 feet of the Proposed Project. In order to avoid or minimize impacts such as vibrations, NYSHPO also indicated that a Construction Protection Plan would need to be developed and implemented for the Mets-Willets Point Subway Station IRT Interlocking Tower and the Passerelle Bridge.

Indirect Impacts

As explained in **Chapter 8, Urban Design and Visual Resources**, the Proposed Project would introduce a change to the study area by introducing new modern buildings to an area currently developed with surface parking lots. However, these changes would be consistent with the proposed use and heights of buildings elsewhere in the study area expected to be completed under the No-Action condition, such as Willets Point Phase 1 and Phase 2, that will transition the Willets Point peninsula from an industrial area into a mixed-use neighborhood and entertainment destination. The Proposed Project will introduce new buildings that will be similar in height and design to those that will be constructed under Phase 2 of the Willets Point development—buildings under Phase 2 will range between 40 and 170 feet in height and will be constructed in a contemporary style.

Views of the World's Fair Marina Pavilions/Candela Structures (H1) are limited to pedestrian-accessible areas within the Malcolm X Promenade itself. The Proposed Project would not alter the setting of these resources and would not block or alter views of these resources from the promenade. Because of topography, distance, and the elevated Whitestone Expressway, views of these resources from areas to the south are limited to the Mets-Willets Point Subway Station platform, which is elevated. In the With-Action condition, the Development Site portion of this view would be transformed from a flat, hardscape area of surface parking with a few intermittent trees to a newly landscaped open space area with a substantial number of trees, new curved circulation elements, and new development consisting of a hotel and parking structures. Although the Proposed Project would alter the distant view toward these resources from the station platform, since other views of these resources would still be available from the promenade, no indirect impacts are expected.

Views of the Passerelle Bridge (H6) are available from the bridge itself and from the entrances to the bridge at Mets Plaza and from within Flushing Meadows Corona Park to the south. Views of the elevated structure of the bridge are also available from the surface parking lots adjacent to the bridge. Views from the area to the east of the Development Site—Seaver Way—are limited because of distance and intervening trees planted in parking islands. It is not expected that new development associated with the Proposed Actions would block views of this resource. The view south towards the remaining portion of the Flushing Meadows Corona Park Historic District from the Passerelle Bridge would remain unchanged.

[24] McIvor, Sara, New York State Historic Preservation Office Historic Site Restoration Coordinator. Letter to Ingrid Young, Mayor's Office of Environmental Coordination, Queens Future Project. August 9, 2024.

As shown in the comparison views from the Passerelle Bridge in **Chapter 8, Urban Design and Visual Resources**, in the With-Action condition, the view north would include new project components, consisting of the new destination entertainment uses and parking structures. As shown in the comparison views from Seaver Way, a new parking structure and landscaping, including new street trees, would be visible. The proposed new parking structure immediately to the east of the Passerelle Bridge would be higher in elevation than the Passerelle Bridge and, as such, could have an indirect impact on the resource because it may alter its setting. As the Proposed Project's designs move through the approval process, the project team will consult with LPC and NYSHPO, as well as other agencies as relevant, to minimize any potential indirect impacts on the Passerelle Bridge.

In addition to the direct impacts to the Mets-Willets Point Subway Station, described above, the new development associated with the Proposed Actions could also have indirect impacts on the subway station. The project team will consult with LPC and NYSHPO as the designs progress to minimize any potential indirect impacts.

The remaining architectural resources within the Study Area are located within the Flushing Meadows Corona Park Historic District (H2), but south of both the Mets-Willets Point Subway Station and the Mets-Willets Point LIRR Station and LIRR tracks. Collectively, these transportation elements, which are raised above the ground level, form a visual barrier between those architectural resources and the Proposed Project location. It is not expected that the Proposed Actions would block views toward the historic district or block views of any of the architectural resources located within the district. As such, in the With-Action condition, there would be no indirect impacts to those architectural resources.