

# Queens Borough President Recommendation

**APPLICATIONS: ULURP #220232 ZMQ  
ULURP #220233 ZRQ  
ULURP #220235 PPQ  
ULURP #220236 HAQ  
ULURP #220237 HUQ**

**COMMUNITY BOARD: Q14**

## DOCKET DESCRIPTIONS

**IN THE MATTER OF** an application submitted by the NYC Department of Housing Preservation and Development pursuant to Sections 197-c and 201 of the New York City Charter for an amendment of the Zoning Map generally bounded by Beach 35th Street to the east, Rockaway Beach Boulevard and Rockaway Freeway and to the south, Beach 50th Street and Beach 51st Street to the west, and Jamaica Bay to the north, Section Nos. 30c and 31a, Borough of Queens, Community District 14, dated December 13, 2021. (Related ULURPs 220233 ZRQ, 220235 PPQ, 220236 HAQ, 220237 HUQ)

**IN THE MATTER OF** an application submitted by the Department of Housing Preservation & Development (HPD) pursuant to Section 197-c of the New York City Charter for a zoning text amendment to designate the Project Area as a Mandatory Inclusionary Housing (“MIH”) area, Borough of Queens, Community District 14, as shown on a diagram (for illustrative purposes only) dated December 13, 2021. (Related ULURP #220232 ZMQ, #220235 PPQ, #220236 HAQ, and #220237 HUQ)

**IN THE MATTER OF** an application submitted by the Department of Housing Preservation & Development (HPD) pursuant to Section 197-c of the New York City Charter, for the disposition of designated city-owned properties for uses identified in the Edgemere Urban Renewal Plan, Borough of Queens, Community District 14. (Related ULURP #220232 ZMQ, #220233 ZRQ, #220236 HAQ, and #220237 HUQ)

**IN THE MATTER OF** an application submitted by the Department of Housing Preservation and Development (HPD)

1. pursuant to Article 16 of the General Municipal Law of New York State for:
  - a. the designation of property located at Rockaway Beach Boulevard (Block 15852, Lots 64 and 68); (Block 15851, Lots 33, 35, 40, 42, 44, 58, 59); (Block 15850, Lot 6); (Block 15849, Lots 6, 8, 9, 10, 17, 18, 19, 20, 27, 28, 29) ; (Block 15848, Lots 52, 54, 55, 57, 58, 60, 62, 63, 65, 67), (Block 15847, Lots 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89), the demapped roadbed of Beach 43rd Street between Blocks 15852 and 15851 and the demapped roadbed of Beach 39th Street between Blocks 15848 and 15849;
  - b. an Urban Development Action Area Project for such area; and
2. pursuant to Section 197-c of the New York City Charter for the disposition of such property to a developer to be selected by HPD;

to facilitate the development of approximately 1,222 residential housing units, and commercial, community facility and open space, Borough of Queens, Community District 14. (Related ULURP #220232 ZMQ, #220233 ZRQ, #220235 PPQ, and #220237 HUQ)

**IN THE MATTER OF** an application submitted by the Department of Housing Preservation and Development (HPD), pursuant to Section 505 of Article 15 of the General Municipal (Urban Renewal) Law of New York State and Section 197-c of the New York City Charter, for the second amendment to the Edgemere Urban Renewal Plan, Borough of Queens, Community District 14. (Related ULURP #220232 ZMQ, #220233 ZRQ, #220235 PPQ, and #220236 HAQ)

## PUBLIC HEARING

A remote Public Hearing was held via Zoom webinar and livestreamed on the Queens Borough President’s website on Thursday, February 24th at 9:30 A.M. pursuant to Section 82(5) of the New York City Charter and was duly advertised in the manner specified in Section 197-c (i) of the New York City Charter. The applicant made a presentation. There were no other speakers. The hearing was closed.

## CONSIDERATION

Subsequent to a review of the application and consideration of testimony received at the public hearing, the following issues and impacts have been identified:

- The Applicant is proposing the following actions in the following Project Areas:
  - Hazard Mitigation Area: rezone an area generally bounded by Jamaica Bay to the north, Conch Basin to the west, Norton Avenue to the south, Edgemere Drive, parts of Blocks 15966, 1565, and 15960 and NYCHA Beach 41st St Houses to the east from R4-1 and R4 to R3A; C3 to C3A; and propose a text amendment to establish a Special Coastal Risk District (“SCRD”) over the Hazard Mitigation Area.
  - Limited Development Area: rezone an area generally bounded by Norton Ave to the north, Beach 49th St to the west, Beach Channel Drive to the south, and NYCHA Beach 41st Street

- Houses to the east from R4 to R4-1; and propose a text amendment to establish a Special Coastal Risk District (“SCRD”) over the Limited Development Area.
  - Neighborhood Infill Zone: rezone part of Blocks 15965 and 15834 from R4/C1-2 to R4/C2-4; and remove C1-2 and C2-2 overlays from approximately 25 parcels on Blocks 15829 and 15954 along the north and south sides of Beach Channel Drive between Beach 37th St and Beach 40th Street.
  - Mixed-Use Corridor: rezone (1) an area generally bounded by Beach 50th Street to the west, Beach 49th Street to the east, Rockaway Beach Boulevard to the south and Beach Channel Drive to the north from R4, R5/C1-2 to R6A/C2-4 and C8-1 to C2-4 and (2) an area generally bounded by Beach 43rd Street to the west, Beach 38th Street to the east and Rockaway Beach Boulevard to the north and Rockaway Freeway to the south from R4/C2-4 to R6A and an extended C2-4 overlay; and propose a text amendment to Appendix F of the Zoning Resolution and map the Mixed-Use Corridor as a Mandatory Inclusionary Housing (MIH) Area, (all together referred to as “Rezoning Areas”);
- Each proposed Rezoning Area would yield different land use rationales. The Hazard Mitigation Area (approximately 207 parcels) and would both reduce the allowable density of new development in the area to reduce future exposure to flooding risks as well as permit waterfront recreational activities. The Limited Development Area (approximately 236 parcels) would also restrict new development to one- or two-family buildings. Both Areas would be subject to a newly Proposed Edgemere Special Coastal Risk District (SCRD), which would restrict residential development to one-family detached buildings; prohibit community facilities with overnight sleeping accommodations; restrict residential development on lots 25 feet or greater to one- and two-family detached buildings; and, on lots less than 25 feet wide, restrict residential development to one-family detached buildings. The Neighborhood Infill Area (approximately 25 parcels) would lower off-street parking requirement to one per 300 square feet vs. one per 1,000 square feet and remove C1-2 and C2-2 commercial overlays to bring the zoning map into consistency with existing conditions. The Mixed-Use Corridor (approximately 64 parcels) would facilitate the future development (via Requests for Proposals, or RFP) of multi-family, mixed-use buildings to permit local retail and community facility space along major corridors Beach Channel Drive and Rockaway Beach Boulevard;
- The proposed Rezoning Areas and Text Amendments would permit approximately 1,222 new residential units in approximately 1,313,659 gross square feet, including up to 465 affordable units; and approximately 115,849 gross square feet of commercial and community facility uses with additional open space and parking. These Actions were born from the framework of the Resilient Edgemere Community Plan (RECP). The RECP was an extensive 18-month, community-based and interagency planning initiative between 2015 and 2017 that included four workshops, a mail-in survey, and door-to-door outreach that engaged over 400 residents. The Plan established the following key goals: protect the neighborhood from flooding; create resilient housing and maintain the neighborhood’s low density feel; improve streets and transit; and increase neighborhood amenities;
- Created and adopted in 1997, the Edgemere Urban Renewal Plan (URP) authorizes the City to acquire sites in an Urban Renewal Area (URA) for redevelopment. Actions to facilitate the RECP and Rezoning Areas would include the modification of the URA, including expansion of additional sites for acquisition and removal of other sites not for acquisition; land use changes to align with zoning and land use frameworks; amendments to development controls to match zoning and permit flexibility in meeting flood resiliency standards; amendment to increase overall unit cap; refresh acquisition authority on all URA lots; URA disposition authority for City-owned parcels and acquisition parcels; extension of duration of the URP; and lastly Urban Development Action Area (UDAA) designation and Urban Development Action Area Plan (UDAAP) approval of an area coterminous with the proposed Mixed-Use Corridor Rezoning Area;
- The proposed Rezoning Areas and URA spans across 166 acres within the Edgemere neighborhood of Queens Community District 14. The area is largely populated by 2- to 4-story, detached or semidetached residential buildings, low-rise commercial buildings and, more recently, mid-rise multi-family mixed use development up to eight stories tall. The 600-ft area around the project includes residential, commercial, public facilities, open space uses including the Beach 41<sup>st</sup> Street NYCHA Housing Complex. There are several planned developments directly adjacent to the proposed Rezoning Areas: Arverne East to the south, the Peninsula Hospital Redevelopment to the southwest, and Beach Green Dunes III to the east of the Rezoning Areas.
- Community Board 14 (CB 14) disapproved this application by a vote of zero (0) in favor, twenty eight (28) against and zero (0) abstentions at the monthly meeting held on February 8, 2022. The Board shared the following concerns:
  - CB 14 shared and seconded the concerns of the local civic association in Edgemere. The Edgemere Community Civic Association objected to the increase in density and felt the community outreach was misleading as well. They requested that the plan be changed to 100% home ownership, as they understood it to be originally.
  - General objection to the R6A and C8-1 zoning (Note: part of Edgemere is currently zoned C8-1 and is proposed to be rezoned as C2-4.)
  - The Board and the Civic Association shared concerns regarding infrastructure, flood mitigation, lack of neighborhood retail and need for more school seats as well as more on and off street parking. Lack of adequate public transportation was stated by civic with request for Q52 bus run in the Edgemere community.
  - The lack of a Community benefits agreement (CBA).

- At the Borough President’s Land Use Public Hearing, the Borough President asked about the concurrent U.S. Army Corp of Engineers (USACE) projects along Conch Basin and Grass Hassock Channel to the north, to which HPD responded that they are in coordination with USACE, the Mayor’s Office, the NYC Department of Environmental Protection (DEP), and NYC Department of Parks and Recreation (DPR). The Borough President also cited other conditions and concerns related to the proposed Rezoning Areas and URA/URP amendments, which included the need for new parks improvements; new school construction for the newly anticipated density; the lack of healthcare and community facilities in the Rockaways; and improving transit connections and infrastructure; and other opportunities for the Applicant to explore in terms of community partnerships.

**RECOMMENDATION**

Based on the above consideration I hereby recommend approval with the following conditions:

- Commitments to local hiring for all construction and non-construction workers on this project must include a 30% goal for M/WBE businesses and firms, local area residents, and union labor;
- Continue to work on CB 14’s conditions by committing to exploring affordable homeownership in the Rezoning Areas and facilitating a CBA with any future developer to build in the Mixed-Use Corridor Rezoning Area.
- Continue to work towards and eventually implement an Edgemere Community Land Trust (CLT) as part of the Resilient Edgemere Community Plan, and continue to incorporate CLT models on the Peninsula where feasible;
- The Applicant should continue to work across City and State agencies and with local community-based organizations (CBOs) to facilitate and complete the following goals:
  - Department of Small Business Services (SBS), Department of Youth & Community Development (DYCD), and local CBOs to provide youth and community programming, co-working space and economic development opportunities;
  - DEP to provide a study of potential green and gray infrastructure to mitigate long-term flooding issues in Edgemere and throughout the Rockaways;
  - DPR to fast-track improvements to Bayswater Park, walking trails along Jamaica Bay to Bayswater Park, and Rockaway Community Park, and to increase lifeguard staffing along the beach from Beach 32<sup>nd</sup> to Beach 59<sup>th</sup> Streets to improve access for all eastern end residents;
  - NYC Department of Transportation (DOT), NYC Economic Development Corporation (EDC) and the Metropolitan Transportation Authority (MTA) to identify transportation infrastructure improvements and opportunities in Edgemere, such as bike lanes, and to extend ferry routes and the Q52 bus lines further east across the Peninsula;
  - DOT to widen Edgemere Avenue from Beach 32<sup>nd</sup> Street to Beach 56<sup>th</sup> Street to accommodate existing traffic and any vehicular traffic that will be added by the several development projects planned for the neighborhood; and with
  - H+H to develop a new health care and/or hospital facility in the Rockaways;
- All construction should use the most energy efficient, state-of-the-art sustainable materials and techniques, which might include solar voltaic panels, geothermal heating and cooling, and charging stations for vehicles;
- A school was included in the original Arverne Plan, which is geographically adjacent to the Resilient Edgemere Community Plan. The Applicant should continue to work with the School Construction Authority (SCA) and the Department of Education (DOE) to ensure a school will be built for future and current children, and should explore additional funding streams for existing schools; and
- DPR and the Department of Sanitation (DSNY) should create and release a Request for Expressions of Interest (RFEI) to reactivate the former Edgemere Landfill located in Rockaway Community Park. Possible uses of the site could be green infrastructure such as a solar farm or other beneficial uses to surrounding constituents.



**PRESIDENT, BOROUGH OF QUEENS**

03/17/2022

**DATE**