Queens Borough President Recommendation

APPLICANT: ULURP #220364 ZMQ, 220365 ZSQ, 220366 ZSQ, N220367 ZRQ, 220368 ZSQ, 220369 ZSQ, 220370 ZSQ, 220371 ZSQ, 220372 ZSQ, 220373 ZSQ, and 220374 ZSQ

COMMUNITY BOARD: Q01

DOCKET DESCRIPTION:

IN THE MATTER OF related applications submitted by Kaufman Astoria Bedrock I LLC and Silverstein Astoria Member LLC pursuant to Sections 197-c and 201 of the New York City Charter for:

#220364 ZMQ – an amendment of the Zoning Map, Section No. 9b: (1) changing from a C4-2A District to an M1-4/R9 District property bounded by 35th Avenue, a line midway between Steinway Street and 41st Street, 36th Avenue, and a line midway between of Steinway Street and 38th Street; (2) changing from an M1-1 District to an M1-4/R7-3 District property bounded by: (a) a line 100 feet southwesterly of 35th Avenue, a line midway between Steinway Street and 38th Street, a line 150 feet northeasterly of 36th Avenue, and 37th Street; and (b) a line 100 feet southwesterly of 35th Avenue, 42nd Street, a line 150 feet northerly of Northern Boulevard, a line 150 feet northeasterly of 36th Avenue, and a line midway between Steinway Street and 41st Street; (3) changing from an M1-1 District to an M1-4/R7-3 District property bounded by: (a) a line 100 feet southwesterly of 35th Avenue, 42nd Street, a line 150 feet northerly of Northern Boulevard, a line 100 feet northwesterly of 36th Avenue, and 37th Street; (b) a line 100 feet southwesterly of 35th Avenue, and 37th Street; (c) a line 100 feet southwesterly of 35th Avenue, and 37th Street; (d) a line 100 feet southwesterly of 35th Avenue, and 37th Street; (e) a line 100 feet southwesterly of 36th Avenue, and 41st Street; (f) a line 100 feet southwesterly of 36th Avenue, and 41st Street; (g) a line 100 feet southwesterly of 36th Avenue, and 41st Street; (h) a line 100 feet southwesterly of 36th Avenue, and 41st Street; (i) a line 100 feet southwesterly of 36th Avenue, and 41st Street; (j) a line 175 feet northeasterly of 36th Avenue, 38th Street, 36th Avenue, and 37th Street (Block 641, Lots 1, 4, 9, 51, 52, and 56; Block 668, Lot 5, Block 669, Lots 13, 16, and 36; Block 670, Lots 4, 8, 20, 27, 30, and 47; and Block 671, Lots 1, 8, 12, 20 and 23), in M1-4/R7-3, M1-4/R7X, M1-4/R9 and M1-5/R9-R Districts, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.

#220365 ZSQ – the grant of a special permit pursuant to Section 74-745(a) of the Zoning Resolution to allow required or permitted accessory off-street parking spaces to be located anywhere within a large-scale general development without regard for zoning lot lines, in connection with a proposed mixed-use development, within a Large-Scale General Development generally bounded by 35th Avenue, Steinway Street, a line 150 feet southwesterly of 35th Avenue, 38th Street, a line 175 feet northeasterly of 35th Avenue, 38th Street, and 37th Street; a line 175 feet northeasterly of 35th Avenue, 38th Street, 36th Avenue, and 37th Street (Block 641, Lots 1, 4, 9, 51, 52, and 56; Block 668, Lot 5, Block 669, Lots 13, 16, and 36; Block 670, Lots 4, 8, 20, 27, 30, and 47; and Block 671, Lots 1, 8, 12, 20 and 23), in M1-4/R7-3, M1-4/R7X, M1-4/R9 and M1-5/R9-R Districts, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.

#220366 ZSQ – the grant of special permits pursuant to the following Sections of the Zoning Resolution: (1) Section 74-74(a)(1) - to allow the distribution of total allowable floor area without regard for the zoning lot lines or district boundaries; and (2) Section 74-74(a)(2) - to modify the rear yard regulations of Sections 23-40 (Yard Regulations), 43-40 (Yard Regulations) and 123-65 (Special Yard Regulations), the height and setback requirements of Sections 23-66 (Height and Setback Requirements for Quality Housing Buildings) and 23-83-03 (Height and Setback Regulations), and the minimum distance between buildings regulations of Section 23-711 (Standard Minimum Distance Between Buildings); in connection with a proposed mixed-use development, within a Large-Scale General Development generally bounded by 35th Avenue, Steinway Street, a line 100 feet southwesterly of 35th Avenue, 38th Street, a line 175 feet northeasterly of 35th Avenue, 38th Street, and 37th Street; a line 175 feet northeasterly of 35th Avenue, 38th Street, 36th Avenue, and 37th Street (Block 641, Lots 1, 4, 9, 51, 52 and 56; Block 668, Lot 5, Block 669, Lots 13, 16, and 36; Block 670, Lots 4, 8, 20, 27, 30, and 47; and Block 671, Lots 1, 8, 12, 20 and 23), in M1-4/R7-3, M1-4/R7X, M1-4/R9 and M1-5/R9-R Districts; within a Large Mixed Use Development, within a Large Mixed Use Development, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.

#N220367 ZRQ – a zoning text amendment to designate the Project Area as a Mandatory Inclusionary Housing (“MIH”) area, Borough of Queens, Community District 1, as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.

#220368 ZMQ – the grant of a special permit pursuant to Section 74-744(c) of the Zoning Resolution, and subject to the provisions of paragraphs (a)(1), (a)(2) or (a)(3) of Section 74-743 (Special provisions for bulk modification), to modify the signage regulations of Section 32-60 (Sign Regulations) and Section 123-40 (Sign Regulations), in connection with a proposed mixed-use development, within a Large-Scale General Development generally bounded by 35th Avenue, Steinway Street, a line 100 feet southwesterly of 35th Avenue, 38th Street, a line 175 feet northeasterly of 35th Avenue, 38th Street, and 37th Street; a line 175 feet northeasterly of 36th Avenue, Steinway Street, a line 175 feet northeasterly of 36th Avenue, 38th Street, 36th Avenue, and 37th Street (Block 641, Lots 1, 4, 9, 51, 52 and 56; Block 668, Lot 5, Block 669, Lots 13, 16, and 36; Block 670, Lots 4, 8, 20, 27, 30, and 47; and Block 671, Lots 1, 8, 12, 20 and 23), in M1-4/R7-3, M1-4/R7X, M1-4/R9 and M1-5/R9-R Districts, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.

#220369 ZSQ – the grant of a special permit pursuant to Section 74-745(b) of the Zoning Resolution to allow a reduction of loading berth requirements of Sections 44-52 (Required Accessory Off-Street Loading Berths) and 123-70 (Parking and Loading), within a Large-Scale General Development generally bounded by 35th Avenue, Steinway Street, a line 100 feet southwesterly of 35th Avenue, a line midway between Steinway Street and 41st Street, 35th Avenue, a line 90 feet southeasterly of 42nd Street, a line 100 feet southwesterly of 35th Avenue, 38th Street, a line 175 feet northeasterly of 36th Avenue, 38th Street, and 37th Street (Block 641, Lots 1, 4, 9, 51, 52 and 56; Block 668, Lot 5, Block 669, Lots 13, 16, and 36; Block 670, Lots 4, 8, 20, 27, 30, and 47; and Block 671, Lot 1, 8, 12, 20 and 23), in M1-4/R7-3, M1-4/R7X, M1-4/R9 and M1-5/R9-R Districts, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; as shown on a diagram (for illustrative purposes only) dated April 25, 2022, and subject to the conditions of CEQR Declaration E-675.
The Applicant has alleged, 668, Lot 5), in M-1/4-R7-3 and M-1/5-R9 Districts, within a Special Mixed Use District (MX-24), Borough of Queens, Community District 1; and

The proposed land use actions would facilitate the development of Zoning Lots A (Block 641, Lots 1, 4, 9, 51, 52, and 56), B (Block 668, Lot 5), C (Block 669, Lots 13, 16, and 36), D (Block 670, Lots 4, 8, 20, 27, 30, 47), and E (Block 671, Lots 1, 8, 12, 20, and 23) (the "Development Sites"). The Proposed Development would include 2.3 gross square footage (GSF) of residential use, 196,604 GSF commercial uses, 233,709 GSF of office space, 130,000 GSF for a community facility "hub" with providers including the LGBTQ Network, Riis Settlement, Urban Upbound, Museum of the Moving Image, Floating Hospital, PioneerWorks, Queens Public Library (QPL), and the United Group of Model Trains and Railroads, 933 parking spaces, and 2.17 acres of public open space to be maintained by the Applicant. Within the residential component, the Project proposes approximately 2,843 dwelling units, of which 711 would be affordable under Option 1 of the MIH program (25% of residential floor area at 60% averaged AMI); and

The Development Sites on Blocks 641, 668 through 671 are improved with a myriad of residential, manufacturing and commercial uses: a two-story Regal Cinema, two low-rise residential buildings and two commercial buildings occupy Block 641; P.C. Richards & Sons store and parking lot occupy part of Block 668; Playground Thirty Five XXXV, manufacturing and automotive businesses occupy part of Block 669; Queensboro Farms Dairy and other auto repair facilities occupy part of Block 670; and auto showroom, dealership and repair facilities occupy part of Block 671. With regard to the two residential buildings, the Applicant has stated that they would relocate individuals of six (6) dwelling units within the Proposed Development or help them relocate elsewhere. The Applicant has also stated they are open to relocating P.C. Richards & Sons within the Proposed Development as well as include a new grocery store, which would be allowed under the proposed Special Permits pursuant to ZR 74-922;
The project area is located within the Astoria neighborhood of Queens, within four (4) blocks of the Special Long Island City Mixed Use District and the Long Island City Industrial Business Zone (IBZ). The northern boundary of the Proposed Rezoning Area would abut the Steinway-Astoria Business Improvement District (BID), which runs north and south along Steinway Street between 28th Avenue and 35th Avenue. Businesses within the BID include restaurants, bars, convenience stores, furniture stores, and other small retail. The predominant zoning districts within a 600-foot radius include R5, R6A, R7X, M1-1, M1-5, and C4-2A. The predominant land uses within the same radius include manufacturing (light industrial warehousing and distribution), multi-family residential, cultural establishments like the Museum of the Moving Image, entertainment such as the Kaufman Astoria United Artists Regal Cinema and other local small businesses;

Community Board 1 held two (2) Public Hearings and voted to disapprove this application package with a vote of twenty-four (24) against, eight (8) in favor and three (3) abstentions at the full Board meeting on June 21, 2022. Their concerns about this project echoed the Land Use Committee’s (LUC) conditions which included the lack of compromise on the total proposed zoning, heights, bulk and proposed number of income-restricted units of the overall project. On other LUC issues, the Applicant compromised by adding an Indoor Recreational Building on Zoning Lot A for active sports programming, adding more active programming on the existing Zoning Lot C open space parcel next to Playground XXXV, and moving densities along 35th Avenue on Zoning Lots B through E other locations on the Lots. They were also concerned about the open-ended mitigations from the Draft Environmental Impact Statement (SEIS) which included but are not limited to shadows on Playground Thirty-Five XXXV, the need for system-wide signal improvements on the M and R lines, and improvements to the capacities of nearby schools, libraries and childcare facilities. At the May 25th hearing, approximately forty-three (43) people testified against the project, and thirty-eight (38) testified for the project. At the June 21st, approximately forty-three (43) people testified against the Proposed Development and twenty-two (22) testified for the project;

The Borough President hosted a stakeholder meeting on May 12, 2022 with representatives from community groups in Western Queens: Astoria Houses Tenant Association, “Astoria is Not for Sale,” Astoria Tenant Union, CAAAV-Organizing Asian Communities, Community Board 1, Community Church of Astoria, Hope Community Church NYC, Old Astoria Neighborhood Association, Queensbridge Houses Tenant Association, Ravenswood Houses Tenant Association, Western Queens Community Land Trust, Steinway-Astoria BID, Woodside Houses Tenant Association, and Woodside on the Move. At the meeting, advocates discussed the need for increasing the number of affordable units and the level of affordability, based on concerns of gentrification, displacement, and real estate speculation. They suggested that 50-70% of total units should be deeply affordable at or below 30% AMI;

At the Borough President’s Land Use Public Hearing, the Applicant gave a presentation of the Rezoning Area, Proposed Development, proposed partnerships and the environmental impacts of the Proposed Development. During the presentation, the Applicant stated they have a permanent building services agreement in place with 32BJ-SEIU. The Applicant’s environmental consultant also discussed their DEIS findings and ongoing conversations with QPL, NYC Department of Parks, NYC Department of Education, NYC Department of Transportation, NYC Transit Authority, and NYC Department of Environmental Protection to mitigate issues with libraries, childcare, open space, transportation, air quality and construction noise. The Borough President raised multiple concerns, and the Applicant responded in kind:

- The Applicant did not conduct outreach with community advisory boards. The Applicant replied they reached out to 165 small businesses and received 300+ support cards in CD1. The Borough President suggested the Applicant team put together an independent Community Advisory Board (CAB) to make sure the project aligns with community goals;
- Housing affordability could be expanded to better fit the median incomes of folks within CD1, as well as expanding the total amount of affordable units. The Applicant presented a possibility of expanding the lowest AMI level to 30% and stated they would continue conversations regarding additional affordable units;
- Specific data on job placement for local firms, unions, and/or M/WBE firms with special attention to CD1 residents, to which the Applicant replied they are working with an outside consultant firm to track reporting and hiring through development, construction and leasing up of the buildings;
- Geothermal energy, green rooftops and LEED certifications, to which the Applicant team replied that they are working respectively with the New York State Energy Research and Development Authority (NYSERDA) and energy consultants once they get to the design phase;
- Discounted rents for community facility space providers, to which Applicant replied they are committed to discounting on a case-by-case basis.
- The former school site, to which the Applicant replied the School Construction Authority (SCA) communicated that the site did not met their standards for a typical school and they did not have the funding or interest to build a new school on the Development Site.
- Parking spaces, EV charging, bike parking, to which the Applicant explained that because they are including a cinema in their Proposed Development, the CEQR analysis mandated the Development have the maximum number of parking spaces on the busiest day(s). The also confirmed that the parking is open to the public, and they are mandated to put in accessory bike parking.
- Minimizing density and height around the more residential corridors, to which the Applicant said they need to maximize all possible floor area, but they are trying to heed the Community Board’s conditions.
During the public testimony portion of the Borough President's hearing, a total of fifty-eight (58) speakers testified on this project, with thirty-one (31) speakers in favor and twenty-seven (27) speakers against the project. Those who testified in favor of the project felt it would reinvigorate an underutilized area of Astoria and provide housing, jobs, community services and economic development. Those who testified against the project were primarily concerned with the affordable housing percentage at 25%, and felt the project's market rate units would have a gentrifying effect on the Project Area, therefore applying pressure to the working class communities living in the immediate neighborhood. Of the two sides, a good number of constituents proclaimed they were not against development entirely, but felt the Applicant disregarded critical community input before and after ULURP certification;

The Borough President’s Office has received numerous letters of written testimony, correspondence and petitions both for and against the project. In total, the office received 2,603 letters and 799 petition signatures in support, and 179 letters and 3,205 petition signatures against the Proposed Development.

RECOMMENDATION

Who will benefit from the Applicant’s Proposed Development?

Since 2020, the Applicant has faced opposition regarding the Proposed Development due to its sheer bulk, density and large number of market-rate units. The Community Board and local Astoria residents have made it clear that the project feels out of character with the Surrounding Area and does not offer enough affordable housing regardless of the amenities tied to the Proposed Development.

Today, New York City residents continue to experience a multitude of intersecting crises: housing affordability, food insecurity, evictions, and stagnating wages for the lowest earners. Blindly building more market-rate housing will not fix these long-standing, systemic issues.

The Applicant has presented many positives of this project that, on their own, would be exceptional: 100,000 sq of community facility space, 711 affordable units for people who make an averaged 60% Area Median Income (AMI), and a significant increase of open and recreational space. But as with any private development, these promises are a small percentage compared to the roughly 2,100 market-rate units and 20-plus-story towers. In their own Racial Equity Report on Housing and Opportunity (through the NYC Department of City Planning), the Applicant estimated rents for the non-income restricted units from $2,430 on the lowest end to $5,190 on the highest end. The median gross rent in Community District 1 (CD1) is $1,686. The influx of new residents who can afford to pay these rents, and the sheer density of the proposed 13 buildings, will drastically alter the character, demographics and housing stability of Astoria and CD1. Again I ask, who will benefit?

Despite serious discussions with the Applicant, they did not commit to increasing the total number of affordable units or affordability levels to thresholds that would make this project feasible for Queens residents.

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

- The Applicant must commit 50% of their residential floor area to become permanently affordable, as well as expanding the lowest affordable income band to individuals or families earning 30% AMI. The Applicant should work with the City to explore public subsidies where applicable deepen affordability. While 25% of the proposed residential floor area would yield approximately 711 affordable units, and some percentage of those units would be deeply affordable, the Astoria community has made it clear that more and deeper affordability is essential to stabilizing the neighborhood;

- As part of the mandated 50% HPD “Housing Connect” CD1 residential quota, the affordable housing provider should reach an agreement with local Community Based Organizations (CBOs) to effectively advertise to and assist immigrant communities with the HPD Housing Connect application process, with special attention to language and cultural translation;

- The Applicant should report tenant relocation progress to the Borough President and local Council Member monthly until completion. Tenants in existing properties on the Development Site should be placed within the project with comparable rents, or be justly compensated if they choose to relocate outside the project. Relocations should be completed no later than 3 months from the initial displacement date(s);

- The Applicant should work with the Borough President, local Council Member, and Community Board to establish a Community Advisory Board (CAB) by the start of the Proposed Development’s construction. Progress on the Board’s appointees and meetings should be reported to the aforementioned parties on a quarterly basis;

- The Applicant should meet CB1 LUC’s conditions on the Rezoning Area and Proposed Development by reducing heights overall in the project, but especially along 35th Avenue, and midblock along 38th Street, across the street from Playground XXXV on Steinway Street, 41st Street and 42nd Street, as well as meeting agreed-upon compromises (including but not limited to the Indoor Active Recreation Space) mentioned above;

- The Applicant should commit to minimum 30% hiring goals for local and M/WBE businesses within this project. There should also be quarterly reporting to the Borough President, local Council Member and Community Board on the numbers of people hired and when the minimum 30% goals have been reached;
• The Applicant should set aside discounted rents for community facility providers and small businesses (as defined by New York State Economic Development Law Section 131) wherever possible. Thirty to fifty percent (30-50%) of commercial space should be built out no bigger than 5,000 sf to facilitate new and/or existing local mom & pop shops;

• The Applicant should use geothermal energy and other sustainable measures where applicable during development and construction, and consider obtaining Gold or Platinum LEED certification;

• The Applicant should implement Americans with Disabilities Act (ADA-) compliant design within their Proposed Development which should include (but not be limited to) hearing loops; accessible designs in bathrooms, apartments, safety lights and exits; and eliminating stairs wherever possible;

• In consideration of larger citywide goals, the Applicant should put a plan in place to fund the following improvements or programs:
  • In lieu of a new school, the Applicant should support donating funds to the NYC RISE Scholarship Program as well as funding capital and/or operating expenses for P.S. 166 and P.S. 204.
  • In lieu of a new library, the Applicant should support funding capital and/or operating expenses for any of the three Queens Public Library locations nearest to the Proposed Development (Queensbridge, Long Island City or Broadway).
  • The Applicant should establish and contribute to a Community Development Fund for local Astoria community-based organizations to tap into for local economic development, events and outreach.
  • The Applicant should establish and contribute to a Small Business Grant Fund for existing and future local businesses in CD1.
  • To improve subway service at Steinway Street M and R station, the Applicant Team should meet regularly with the New York City Transit (NYCT) arm of the Metropolitan Transportation Authority (MTA) to receive updates on system-wide signal improvements and set aside funding to help with capital improvements.
  • To improve street and sewer infrastructure, the Applicant should meet with the NYC Department of Transportation (DOT) and Department of Environmental Protection (DEP) to implement any necessary improvements to existing pedestrian crossings, traffic lights, bike paths, electric vehicle charging stations, bike racks, combined sewer overflow (CSO), rain gardens and other relevant matters to the influx of new residents within the Proposed Development.

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PRESIDENT, BOROUGH OF QUEENS                               DATE
08/04/2022