

Peninsula Hospital Site Redevelopment

City Council Modification

Technical Memorandum

CEQR No. 18DCP124Q

I. INTRODUCTION

The Peninsula Rockaway Limited Partnership (the “Applicant”) is requesting several discretionary approvals from the City Planning Commission (CPC) to facilitate the redevelopment of the approximately 9.34-acre former Peninsula Hospital Site located on Lot 1 of Block 15843, (the “North Parcels”) and Lot 1 of Block 15857 (the “South Parcel”) in the Edgemere neighborhood of Queens Community District 14 (CD 14) (the North Parcels and South Parcel are collectively referred to as the “Project Site”).

The Applicant requested zoning map and text amendments, a large-scale general development (LSGD) special permit, and a City Map Amendment to re-establish a portion of Beach 52nd Street south of Rockaway Beach Boulevard to reconnect with Rockaway Freeway approvals from the CPC. The Applicant also intends to seek public funds and/or financing from various City and New York State agencies and/or programs related to affordable housing development. The discretionary CPC actions, along with the discretionary public funds that may be sought by the Applicant are collectively referred to as the “Proposed Actions,” and are subject to environmental review pursuant to the State Environmental Quality Review Act (SEQRA) in conformance to City Environmental Quality Review (CEQR) guidelines and procedures. The New York City Department of City Planning (DCP), acting as lead agency on behalf of the CPC, led the preparation of an Environmental Impact Statement (EIS, CEQR No. 18DCP124Q) for this project. A Notice of Completion for the Final EIS (FEIS) was issued on September 19, 2019.

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

Since the issuance of the FEIS and the CPC approval of the applicant's land use application on September 25, 2019, changes to the Proposed Project are now under consideration at City Council. A detailed description of these changes is provided in Section III, “Proposed Modifications” of this memorandum.

This Technical Memorandum examines whether the proposed City Council modifications have the potential to result in any new significant adverse environmental impacts that were not previously disclosed in the FEIS. As described below, this Technical Memorandum concludes that the modifications under consideration by the City Council would not result in significant adverse environmental impacts beyond those previously identified in the FEIS. Therefore, the preparation of a Supplemental EIS is not needed, and no further documentation or analysis is needed.

II. PROPOSED PROJECT ANALYZED IN THE FEIS

As summarized in **Table 1**, the Proposed Project analyzed in the FEIS included the development of an 11-building, approximately 2,371,000 gsf mixed-use affordable housing, retail, and community facility development on the Project Site. Additional uses would include approximately 72,000 gsf of retail space, with an anticipated fitness center and supermarket; approximately 77,000 gsf of community facility space programmed for medical offices; and approximately 24,000 square feet (sf) of publicly-accessible open space. Retail and residential uses would be distributed across all six sub-sections of the Project Site, while community facility uses are anticipated to be located on sub-section E. Building heights for the Proposed Project would range from approximately 90 feet to 200 feet (8 to 19 stories). The 201 senior DUs are proposed to be in Building D2. The Proposed Project would be designated under Mandatory Inclusionary Housing (MIH) Option 1: 25% of the residential floor area shall be provided as housing affordable to households at an average of 60% of the Area Median Income (AMI), with no unit targeted at a level exceeding 130% AMI.

Table 1: Proposed Project Analyzed in the FEIS

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

III. MODIFICATIONS UNDER CONSIDERATION BY THE CITY COUNCIL

The modifications proposed by the City Council (“City Council Proposed Modifications”) would:

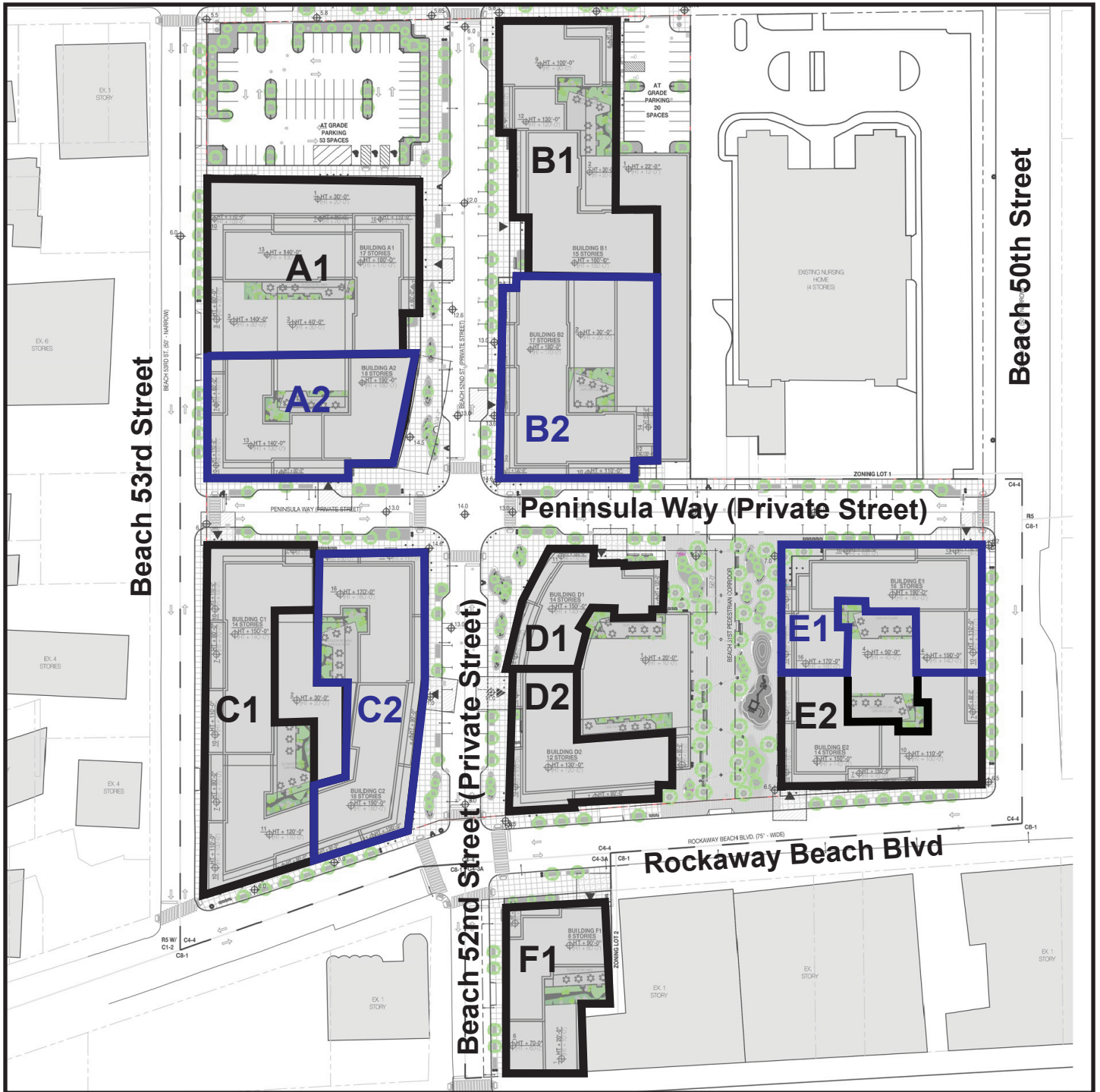
- in connection with the LSGD special permits, reduce the building heights of buildings A2, B2, C2 and E1 (see **Figure 1: Proposed Modified Site Plan**). Specifically, the heights of each of these buildings would be reduced by 10 feet compared to the heights of the buildings evaluated in the FEIS. The plans associated with the special permits are proposed to be updated accordingly.
- in the restrictive declaration attached to the LSGD special permit, require phasing of the Proposed Project as set forth in the mitigation measures, add the local councilmember as a party to be notified of the school mitigation implementation, and update the attached plans.
- in connection with the zoning text amendment, require MIH Option 1.

As a consequence of the height reduction modification noted above, the Applicant has elected to reduce the proposed residential floor area, resulting in a reduction in the number of dwelling units from 2,200 (as was analyzed in the FEIS) to approximately 2,050 DUs (see **Table 1: Proposed Modified Development**) – an estimated reduction of 150 DUs (these revisions by the applicant and the City Council Modifications are collectively referred to herein as the “Proposed Modified Development”). The Proposed Modified Development would retain designation of the Proposed Project under MIH Option 1: 25% of the residential floor area shall be provided as housing affordable to households at an average of 60% of AMI, with no unit targeted at a level exceeding 130% of AMI.

All other components of the Proposed Project, including maximum permitted floor area by use, and projected construction schedule and phasing analyzed in the FEIS would remain the for greater flexibility in residential unit sizes.

Table 2: Proposed Modified Development

Sub-Section	Block/ Lot	Buildings	Residential (gsf)	Residential Units	Commercial (gsf)	Community Facility - Medical (gsf)	Parking (gsf)	Total Area (gsf)	Mechanical (gsf)	Height (ft)
A	15843/1	A1	160,170	181	22,058	-	50,000	232,228	5,000	180
		A2	166,893	198	5,198	-	54,000	226,091	5,000	190
B	15843/1	B1	211,311	230	12,564	-	46,000	269,875	6,000	160
		B2	216,349	238	7,710	-	45,000	269,059	6,000	180
C	15843/1	C1	218,739	225	-	-	53,000	271,739	6,000	150
		C2	260,472	266	10,515	-	30,000	300,987	7,000	190
D	15843/1	D1	94,311	115	5,684	-	6,000	105,995	3,000	150
		D2	127,383	201	8,271	-	12,000	147,654	4,000	130
E	15842/1	E1	187,218	209	-	39,824	30,000	257,042	5,000	190
		E2	105,178	118	-	37,176	29,000	171,354	3,000	150
F	15857/1	F1	60,620	69	-	-	9,000	69,620	2,000	90
TOTAL			1,808,644	2,050	72,000	77,000	364,000	2,321,644	52,000	
							(973 spaces)			



Source: Aufgang Architects

EDGEMERE, QUEENS

- Proposed Project Buildings
- Buildings with Reduced Heights

PROPOSED MODIFIED SITE PLAN

Figure 1
Peninsula Hospital Site Redevelopment

IV. ASSESSMENT OF IMPACTS OF PROPOSED MODIFICATIONS TO THE PROPOSED PROJECT

Included in this section of the Technical Memorandum is an assessment of the potential impacts of the Proposed Modified Development compared to those of the Proposed Project analyzed in the FEIS. The following technical areas do not require assessment since they are not dependent on the number of DUs or building heights: (1) Land Use, Zoning and Public Policy; (2) Historic and Cultural Resources; (3) Hazardous Materials; and (4) Irreversible and Irretrievable Commitments of Resources.

Socioeconomic Conditions

The FEIS concluded that the Proposed Project would not result in a significant adverse impact on Socioeconomic Conditions since it would not result in a direct or indirect displacement of residences or businesses, nor would it result in a significant adverse effect on any specific business in the City.

Similarly, the Proposed Modified Development would not result in direct displacement of any residents or businesses since it would be developed on vacant land, nor would it result in indirect displacement of residents or businesses since, like the Proposed Project, it would not introduce a trend of increasing rents and new market rate development that is not already observable in or near the study area. Therefore, the Proposed Modified Development would not result in a significant adverse impact on socioeconomic conditions.

Community Facilities and Services

The FEIS concluded that the Proposed Project would not result in any significant adverse impacts on public high schools and libraries but would result in significant adverse impacts on public elementary and intermediate schools as well as publicly funded child care centers, warranting consideration of mitigation.

The Proposed Modified Development would not result in any new significant adverse impacts on community facilities and services that were not previously disclosed in the FEIS since it would generate fewer or the same number of children compared the Proposed Project, depending on whether the proposed reduction in DUs is applied to senior or non-senior units.

Public Schools

The Proposed Modified Development would introduce 2,050 DUs, of which a proportionally reduced 187 senior DUs, or more, would be set aside for AIRS senior housing and not generate school-aged children or the need for publicly-funded child care. Between the No-Action condition and Proposed Modified Development, the incremental 1,295 non-senior DUs introduced to Community School District (CSD) 27, Sub-district 1 would generate approximately 402 elementary school students and 182 intermediate school students, exceeding *CEQR Technical Manual* thresholds that trigger the need for public elementary and intermediate school analyses.

Based on a detailed analysis of public elementary schools CSD 27, Sub-district 1 would operate at overcapacity for public elementary schools with a shortfall of 1,949 seats under the Proposed Modified Development. The share of the shortage attributable to the Proposed Modified Development would be 7.11%, due to an increase in the collective utilization rate of 127.36% in the No-Action condition to a collective utilization rate of 134.47% in the Proposed Modified Development. Since the collective utilization rate for public elementary schools in the Proposed Modified Development would be greater than 100% and the collective utilization rate would be equal to or greater than 5% from the No-Action condition, the Proposed Modified Development would result in a significant adverse impact on elementary schools.

Based on a detailed analysis of public intermediate schools, CSD 27, Sub-district 1 would operate at overcapacity for public intermediate schools with a shortfall of 27 seats under the Proposed Modified Development. The share of the shortage attributable to the Proposed Modified Development would be 6.29%, due to an increase in the collective utilization rate of 94.65% in the No-Action condition to a collective utilization rate of 100.95% under the Proposed Modified Development. Since the collective utilization rate for public intermediate schools in the Proposed Modified Development would be greater than 100% and the collective utilization rate would be equal to or greater than 5% from the No-Action condition, the Proposed Modified Development would result in a significant adverse impact on intermediate schools.

Compared with the Proposed Project, the Proposed Modified Development would reduce the change in utilization rate between the No-Action and With-Action conditions from 7.85% to 7.11% for public elementary schools and from 6.96% to 6.29% for public intermediate schools, respectively. Therefore, the Proposed Modified Development would not result in any new significant adverse impacts on public schools that were not previously disclosed in the FEIS.

Publicly-Funded Child Care Centers

With the Proposed Modified Development, the Proposed Project would introduce 1,796 DUs of the total 2,050 DUs which would be affordable to households with incomes up to 80% of AMI, of which a proportionally reduced 187 DUs, or more, would be set aside for AIRS senior housing. The 187 senior DUs would be excluded from analysis under the assumption that they would not generate children. The incremental 1,609 non-senior, affordable DUs would exceed thresholds that trigger the need to analyze potential significant adverse impacts on publicly-funded child care and Head Start facilities. The Proposed Modified Development would generate approximately 226 children.

Based on a detailed analysis, child care/Head Start centers in the study area within the borough of Queens would be at overcapacity with a shortfall of 337 slots in the Proposed Modified Development. The size of the shortage attributable to the Proposed Modified Development would be 43.5%, due to an increase in the collective utilization rate of 121.35% in the No-Action condition to a collective utilization rate of 164.81% with the Proposed Modified Development. Since the collective utilization rate for child care/Head Start centers would be greater than 100% and the collective utilization rate would increase more than 5% from the No-Action condition, the Proposed Modified Development would result in a significant adverse impact on publicly-funded child care and Head Start centers.

The Proposed Modified Development would reduce the significant adverse impact by approximately 7% for publicly-funded child care and Head Start facilities as compared with the Proposed Project which would generate approximately 242 income-eligible children. Therefore, the Proposed Modified Development would not result in any new significant adverse impacts on publicly-funded child care facilities that were not previously disclosed in the FEIS.

Open Space

The FEIS concluded that the Proposed Project would result in an indirect significant adverse impact on active open space resources in the residential study area but would not result in a significant adverse impact on passive open space resources in either the residential or non-residential study areas. The Proposed Project would not result in a direct impact on open space resources.

The Proposed Modified Development would not result in any new significant adverse impacts on open space that were not previously disclosed in the FEIS since, because of the proposed reduction in DUs, it would generate fewer residents or active open space users compared to the Proposed Project. Mitigation measures related to open space identified in the FEIS will remain applicable.

With the Proposed Modified Development, the residential OSR would decrease by 14.78% to 3.12 compared to an OSR of 3.66 in the No-Action condition. Like the Proposed Project, the Proposed Modified Development would result in a significant adverse indirect impact on active open space resources in the residential study. With the Proposed Modified Development, the active OSR would decrease by 11.84% from the No-Action condition to an active OSR of 0.74, which would be lower than the CEQR benchmark OSR of 2.00 for active open space resources. Since the active OSR with the Proposed Project would be 0.73, compared to 0.74 with the Proposed Modified Development, the Proposed Modified Development would result in a slightly lesser impact on active open space than would the Proposed Project. The passive OSR for the residential study area would decrease by 15.65% from the No-Action condition to 2.38, but it would remain above the CEQR benchmark OSR of 0.50 for passive residential open space. The passive OSR for the non-residential study area would decrease by 11.96% from the No-Action condition to 23.11, which would be substantially higher than the CEQR benchmark OSR of 0.15 for passive non-residential open space. Consequently, the Proposed Modified Development would not result in any new significant adverse impacts on open space that were not previously disclosed in the FEIS.

Shadows

The FEIS concluded that the Proposed Project would not result in a significant adverse shadows impact.

Similarly, the Proposed Modified Development would not result in any significant adverse shadows impacts since the proposed reduction in building heights would reduce the extent and length of shadows compared with the Proposed Project.

Urban Design and Visual Resources

The FEIS concluded that the Proposed Project would not result in a significant adverse impact on urban design and visual resources. The Proposed Project would result in built forms and building types that are similar in height but of greater density than buildings that currently exist in the study area. The design of the Proposed Project would respond to the existing built environment, such that the heights of the buildings are scaled up towards the center of the Project Site, with a decrease in height and density along the periphery. The arrangement of lower buildings on the periphery of the Project Site would conform with the lower heights of buildings to the east, west, and south of the Project Site along Beach Channel Drive and Rockaway Beach Boulevard.

Similarly, the Proposed Modified Development would not result in significant adverse impacts on urban design and visual resources because the proposed 10-foot height reduction for four buildings would substantially retain the overall built forms, building types, and site plan compared to the Proposed Project.

Water and Sewer Infrastructure

The FEIS concluded that the Proposed Project would not result in any significant adverse impacts on the City's water supply or wastewater and stormwater conveyance and treatment infrastructure.

Similarly, the Proposed Modified Development would not result in a significant adverse impact on water and sewer infrastructure since the proposed reduction in DUs would generate lesser demand on water supply and wastewater infrastructure, and similar demand on stormwater conveyance and treatment infrastructure, compared to the Proposed Project and the stormwater conveyance and treatment infrastructure would remain the same.

Solid Waste and Sanitation Services

The FEIS concluded that the Proposed Project would not result in a significant adverse impact on solid waste and sanitation services.

Similarly, the Proposed Modified Development would not result in a significant adverse impact on solid waste and sanitation services because the proposed reduction in DUs would generate lesser demand on solid waste and sanitation services compared to the Proposed Project.

Transportation

The FEIS concluded that the Proposed Project would result in significant adverse impacts to traffic, transit, and pedestrians.

The Proposed Modified Development would generate fewer trips than the Proposed Project analyzed for the FEIS, while the pedestrian and vehicular assignment percentages would remain unchanged compared to the FEIS. As shown in **Table 3: FEIS Proposed Project vs. Proposed Modified Development Trip Generation Comparison**, the proposed changes would result in up to 7% fewer vehicle trips, up to 9% fewer subway trips, up to 8% fewer bus trips, and up to 9% fewer overall pedestrian trips.

Table 3: FEIS Proposed Project vs. Proposed Modified Development Trip Generation Comparison

Proposed Modified Development Trip Generation

Peak Hour	Vehicle (Auto + Taxi + Truck)	Subway	Bus	Bike/Walk Only	Ferry	Total Pedestrian
Weekday AM	828	462	329	431	61	1,283
Weekday MD	704	312	273	741	28	1,354
Weekday PM	885	523	364	628	67	1,582
Saturday MD	774	431	272	544	58	1,305

FEIS Proposed Project Trip Generation

Peak Hour	Vehicle (Auto + Taxi + Truck)	Subway	Bus	Bike/Walk Only	Ferry	Total Pedestrian
Weekday AM	879	501	356	455	67	1,379
Weekday MD	747	342	292	794	36	1,464
Weekday PM	950	570	390	676	72	1,708
Saturday MD	827	473	296	601	66	1,436

FEIS Proposed Project vs. Proposed Modified Development (Increment)

Peak Hour	Vehicle (Auto + Taxi + Truck)	Subway	Bus	Bike/Walk Only	Ferry	Total Pedestrian
Weekday AM	-51	-39	-27	-24	-6	-96
Weekday MD	-43	-30	-19	-53	-8	-110
Weekday PM	-65	-47	-26	-48	-5	-126
Saturday MD	-53	-42	-24	-57	-8	-131

FEIS Proposed Project vs. Proposed Modified Development (Percentage)

Peak Hour	Vehicle (Auto + Taxi + Truck)	Subway	Bus	Bike/Walk Only	Ferry	Total Pedestrian
Weekday AM	-6%	-8%	-8%	-5%	-9%	-7%
Weekday MD	-6%	-9%	-7%	-7%	-22%	-8%
Weekday PM	-7%	-8%	-7%	-7%	-7%	-7%
Saturday MD	-6%	-9%	-8%	-9%	-12%	-9%

The Proposed Modified Development would not result in any new transportation-related significant adverse impacts that were not previously disclosed in the FEIS since, because of the proposed reduction in DUs, it would generate fewer vehicular, transit and pedestrian trips compared to the Proposed Project. Mitigation measures related to transportation identified in the FEIS will remain applicable.

Air Quality

The FEIS concluded that the Proposed Project would result in a significant adverse impact on air quality related to mobile sources, but would not result in any significant adverse air quality impacts from on-site parking facilities, stationary HVAC systems, or air toxics. However, with signalization of the Rockaway Beach Boulevard/Beach 53rd Street intersection would fully mitigate the significant adverse mobile-source air quality impact.

The Proposed Modified Development would not result in any new significant adverse impacts on air quality that were not previously disclosed in the FEIS because the reduction in vehicular trips due to the proposed reduction in DUs would not exacerbate the mobile-source air quality impact identified in the FEIS. In regard to HVAC air quality, while the heights of Building A2, Building B2, Building C2, and Building E1 would be reduced by 10 feet, the FEIS (E) Designation would remain applicable and, as such, the buildings minimum stack heights will not change. Therefore, the HVAC air quality impact analysis as conducted for the FEIS and the analysis conclusion would also be applicable for the Proposed Modified Development. As a consequence, with the (E) Designation in place, there would be no air quality impact due to the HVAC systems resulting from the Proposed Modified Development. The measure to fully mitigate the mobile-source air quality impact identified in the FEIS will remain applicable.

Greenhouse Gas Emissions and Climate Change

The FEIS concluded that the Proposed Project would not result in significant adverse impacts related to greenhouse gas (GHG) emissions and climate change since it would be consistent with the City's GHG emissions reduction goals, as defined in the *CEQR Technical Manual*. The Proposed Project would also be consistent with policies regarding adaptation to climate change as identified in *OneNYC*.

Similarly, the Proposed Modified Development would be consistent with the City's GHG emissions reduction goals and climate change adaptation policies, and therefore would not result in a significant adverse impact related to GHG emissions and climate change.

Noise

The FEIS concluded that the Proposed Project would not result in any significant adverse noise impacts. An (E) Designation, E-532, mapped on the Project Site would ensure an interior noise level not greater than 45 dBA for residential and community facility uses or not greater than 50 dBA for commercial office uses.

Similarly, the Proposed Modified Development would not result in a significant adverse noise impact because reduced traffic volumes due to the proposed reduction in DUs would only maintain or improve noise conditions described in the FEIS. The (E) Designation for the Project Site noted in the FEIS will remain applicable.

Public Health

The FEIS concluded that the Proposed Project would not result in a significant adverse public health impact since it would not result in unmitigated significant adverse impacts in the areas of air quality, water quality, or hazardous materials. While during some periods of construction the Proposed Project would result in significant adverse impacts related to noise as defined by *CEQR Technical Manual* thresholds, the predicted overall changes in noise levels would not be large enough over a sufficient period of time to result in a significant adverse public health impact.

Similarly, the Proposed Modified Development would not result in a significant adverse impact on public health since it would not result in unmitigated significant adverse impacts related to air quality, water quality, and hazardous materials, and would require substantially the same construction-related activities as with the Proposed Project such that construction-period significant adverse noise impacts would not exceed those previously disclosed in the FEIS.

Neighborhood Character

The FEIS concluded that the Proposed Project would not result in a significant adverse impact on neighborhood character since it would not result in significant adverse impacts on land use, zoning and public policy; socioeconomic conditions; historic and cultural resources, urban design and visual resources; or shadows. While the Proposed Project would have significant adverse impacts related to schools, publicly funded child care, open space, and transportation, these elements do not define the study area's character and reflect baseline conditions such as high utilization levels in schools and physical condition of transportation infrastructure. The combination of the moderate effects from each of the contributing technical areas would not result in significant adverse impacts on neighborhood character.

Similarly, the Proposed Modified Development would not result in a significant adverse impact on neighborhood character since it would not result in any new impacts on technical areas that contribute to neighborhood character.

Construction

The FEIS concluded that the Proposed Project would result in significant adverse impacts on traffic and noise during peak construction periods.

The Proposed Modified Development would not result in any new construction-related significant adverse impacts that were not previously disclosed in the FEIS because it would require substantially the same construction-related activities as with the Proposed Project. Mitigation measures related to construction identified in the FEIS will remain applicable.

Growth-Inducing Aspects

The FEIS concluded that the Proposed Project would not induce any growth beyond that identified and analyzed in the FEIS because local economic development engendered by the Proposed Project would not induce additional notable growth outside the Project Site. With 150 lesser DUs, FEIS conclusions regarding growth-inducing impacts will remain unchanged with the Proposed Modified Development.

Mitigation

The FEIS concluded that the Proposed Project would result in significant adverse impacts on public elementary and intermediate schools as well as publicly-funded child care centers, on active open space since, and traffic, transit, pedestrian, air quality and construction. Mitigation measures to reduce or eliminate the significant adverse impacts to the extent practicable were identified in the FEIS.

As noted in the assessments provided in this technical memorandum, the Proposed Modified Development would not result in significant adverse impacts that were not previously disclosed in the FEIS. Therefore, additional mitigation measures would not be required due to the Proposed Modified Development.

V. Conclusion

As described above, the modifications under consideration by the City Council would not result in significant adverse environmental impacts beyond those previously identified in the FEIS. Therefore, the preparation of a Supplemental EIS is not needed, and no further documentation or analysis is needed.