# Chapter 1: Project Description

### 1.1 Introduction

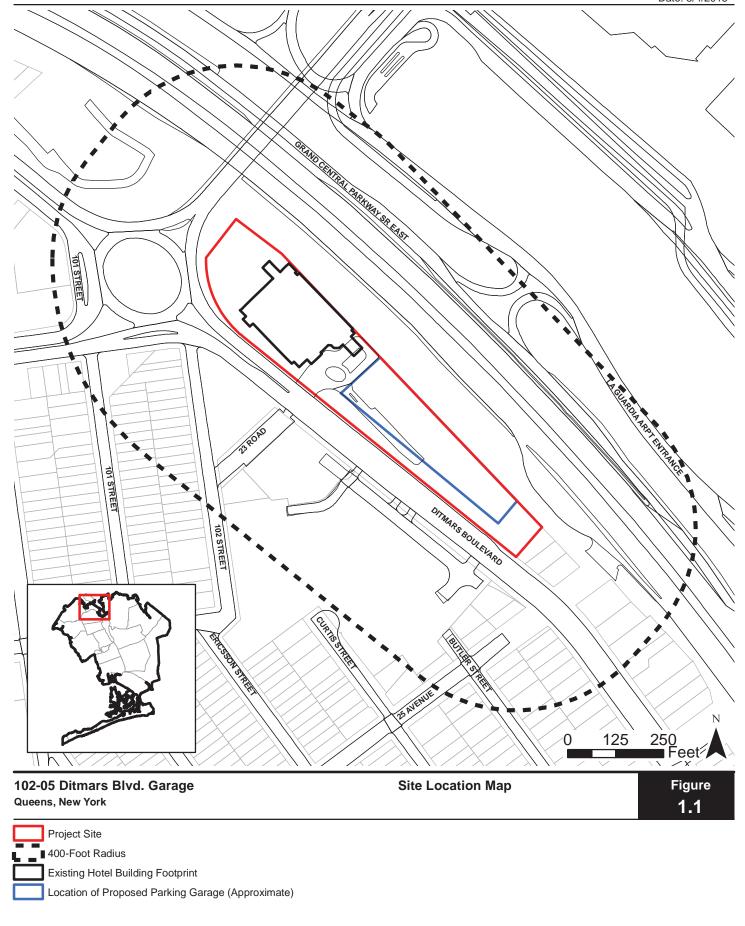
The applicant, LGA Parking, LLC, is seeking four discretionary actions from the New York City Planning Commission (CPC) to facilitate the construction of a new parking garage structure containing three components: 420 parking spaces accessory to the Marriott hotel (replacing the existing 410 spaces), 1,775 parking spaces available to the public, intended for air travelers from LaGuardia Airport in need of long-term parking, and approximately 600 square feet (sf) of ground-level retail space along Ditmars Boulevard (the "proposed project"). The applicant is seeking a Special Permit to permit a public parking garage with more than 150 spaces and to permit roof parking, a Special Permit to modify the requirements for height and setback, side and rear yard for buildings in a Large Scale General Development ("LSGD"), a Special Permit to permit the modification of sign regulations in an LSGD related to surface area and height of signs, and the modification of the existing Restrictive Declaration (D-43) pursuant to paragraph 8 of the Declaration.

The proposed project would be located at 102-05 Ditmars Boulevard in the East Elmhurst neighborhood of Queens (Block 1641, Lot 1) (the "project site"). The project site has frontage along Ditmars Boulevard, the 23rd Avenue Bridge, and the eastbound Grand Central Parkway service road. See Figure 1.1 for the Site Location Map. This Project Description outlines the discretionary actions needed to facilitate the proposed project, as well as the purpose and need for the proposed actions.

An Environmental Assessment Statement (EAS) was issued on May 14, 2015, which concluded that there would be no potential for significant adverse impacts in the following analysis areas and conditions:

- Land Use, Zoning, and Public Policy
- Socioeconomic Conditions
- Community Facilities and Services
- Open Space
- Historic and Cultural Resources
- Natural Resources
- Water and Sewer Infrastructure
- Solid Waste and Sanitation Services
- Energy
- Greenhouse Gas Emissions
- Construction Impacts

<sup>&</sup>lt;sup>1</sup> For purposes of providing a conservative analysis, the proposed project was analyzed in the DEIS with a greater number of parking spaces than the Uniform Land Use Review Procedure (ULURP) application. The ULURP application specifies a total of 2,195 spaces (1,775 public parking spaces and 420 accessory parking spaces) while the With-Action scenario consists of a total of 2,200 spaces (1,800 public parking spaces and 400 accessory parking space). Assuming more public parking spaces in the DEIS, as compared to the ULURP application, assures a more conservative analysis and discloses slightly greater environmental effects than analyzing the requested 2,195 spaces in the ULURP application.



New York (City). Dept. of City Planning 2014. Queens MapPLUTO (Edition 14v2). New York City: NYC Department of City Planning.
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 New York (City). Department of Information Technology & Telecommunications (DoITT). Roadbed Data. New York City: NYC DoITT.

This Draft Environmental Impact Statement (DEIS) has been prepared in conformance with applicable laws and regulations, including Executive Order No. 91, New York City Environmental Quality Review (CEQR) regulations, and follows the guidance of the 2014 CEQR Technical Manual. This DEIS contains analyses of topics for which the screening methodologies contained in the 2014 CEQR Technical Manual indicated that the potential for significant adverse environmental impacts exists, thus warranting additional detailed studies. A targeted DEIS was prepared for Shadows, Urban Design and Visual Resources, Hazardous Materials, Transportation, Air Quality, Noise, Public Health, and Neighborhood Character, because all other impact categories were screened out from further analysis in the EAS.

# 1.2 Proposed Actions

The applicant is seeking several actions in order to facilitate the proposed project (see Section 1.3). Due to the site's proximity to LaGuardia Airport and other compatible existing airport commercial uses, the applicant intends to construct the proposed long-term public parking garage structure for air passengers.

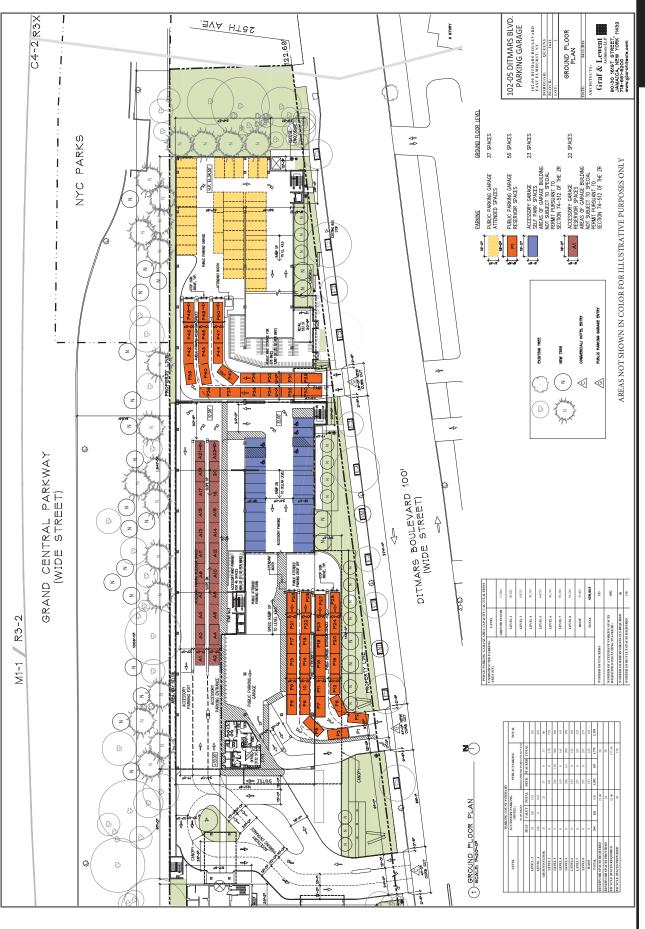
The following four actions are being sought in order to facilitate the proposed project:

- 1. A Special Permit pursuant to ZR Section 74-512 to permit a public parking garage with more than 150 spaces and to permit roof parking ("Garage Special Permit");
- 2. A Special Permit pursuant to ZR Section 74-743(a)(2) to modify the requirements for height and setback (33-432), side (33-26) and rear yard (33-25) for buildings in a LSGD;
- 3. A Special Permit pursuant to ZR Section 74-744(c) to permit the modification of sign regulations in an LSGD ("Use Special Permit") related to surface area and height of signs set forth in ZR Section 32-644, Section 32-655, and Section 32-67;
- 4. Modification of the existing Declaration (D-43) pursuant to paragraph 8 of the Declaration.

Collectively these discretionary actions are referred to as the "proposed actions," see Figures 1.2-1.4 for waiver diagrams. The special permit actions would require conditions to be recorded in a new Restrictive Declaration which would supersede and replace the formerly recorded Restrictive Declaration. The new Restrictive Declaration would incorporate appropriate conditions from the current Restrictive Declaration and impose new conditions relative to the special permits.

### 1.3 Proposed Project

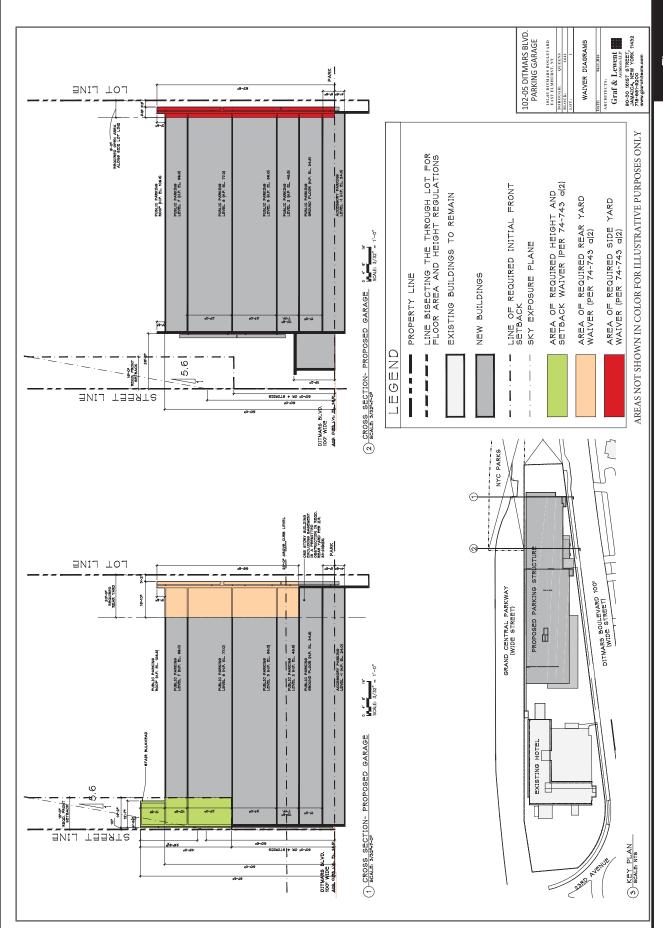
The proposed actions would facilitate the construction of an approximately 547,687 gross square foot (gsf), 128 foot tall (including bulkheads) parking garage structure (the "proposed project") that would consist of 2,195 parking spaces and a approximately 600 sf ground-level retail space (see Figures 1.5 through 1.8 for the garage plans, including the existing conditions plan). Due to variations



# **Ground Floor Plan**

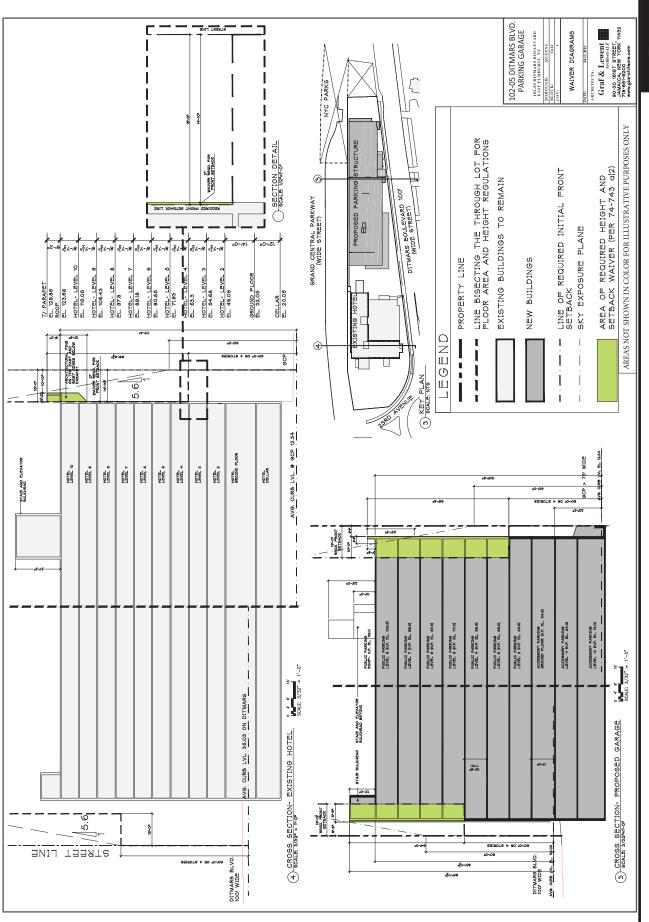
102-05 Ditmars Blvd. Garage

Queens, New York



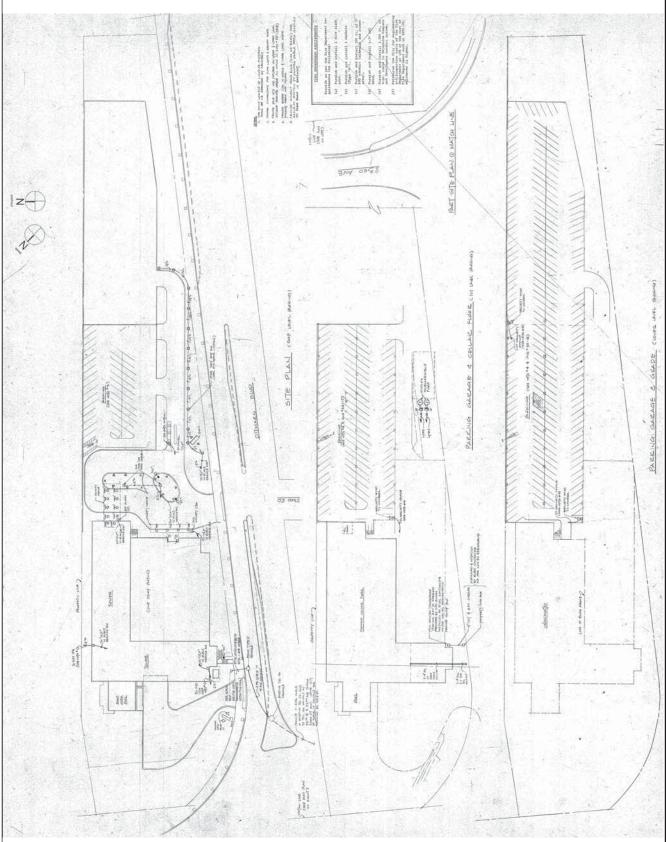
102-05 Ditmars Blvd. Garage Queens, New York

Waiver Diagram



102-05 Ditmars Blvd. Garage Queens, New York

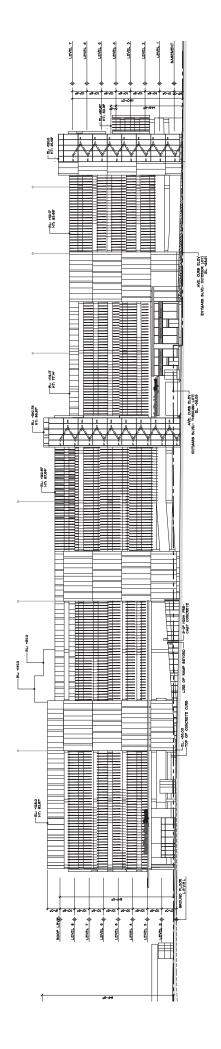
Waiver Diagram



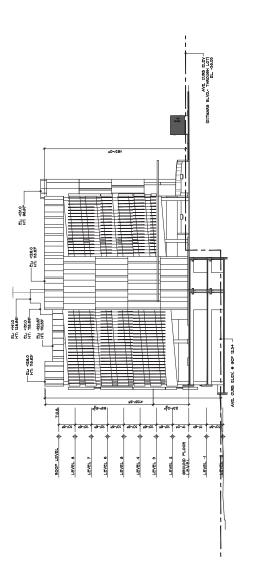
Existing Conditions/No-Action Scenario Site Plan (with 3 Garage Levels Shown)

For Illustrative Purposes Only

Proposed Project Landscape Plan

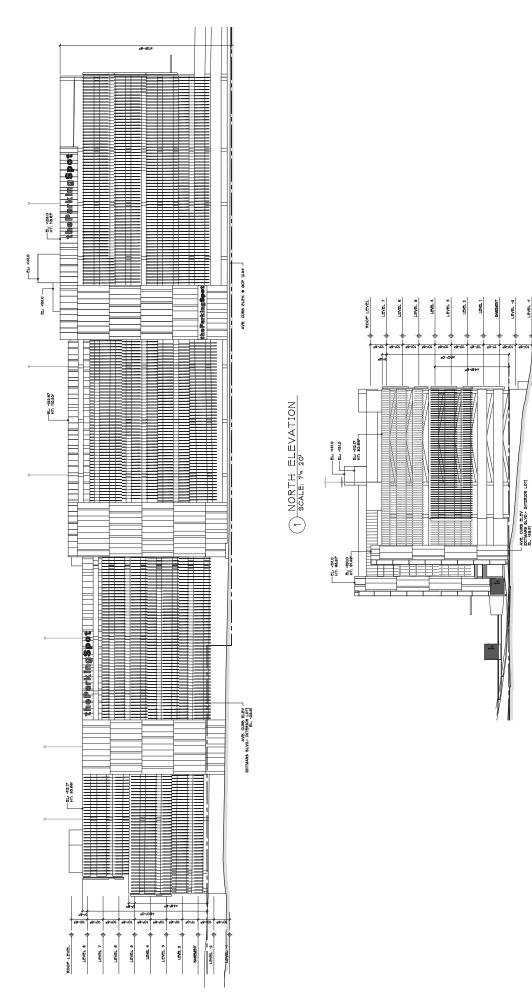


SOUTH ELEVATION SCALE: 11= 201



WEST ELEVATION scale: 11 20

**Proposed South and West Elevations** 



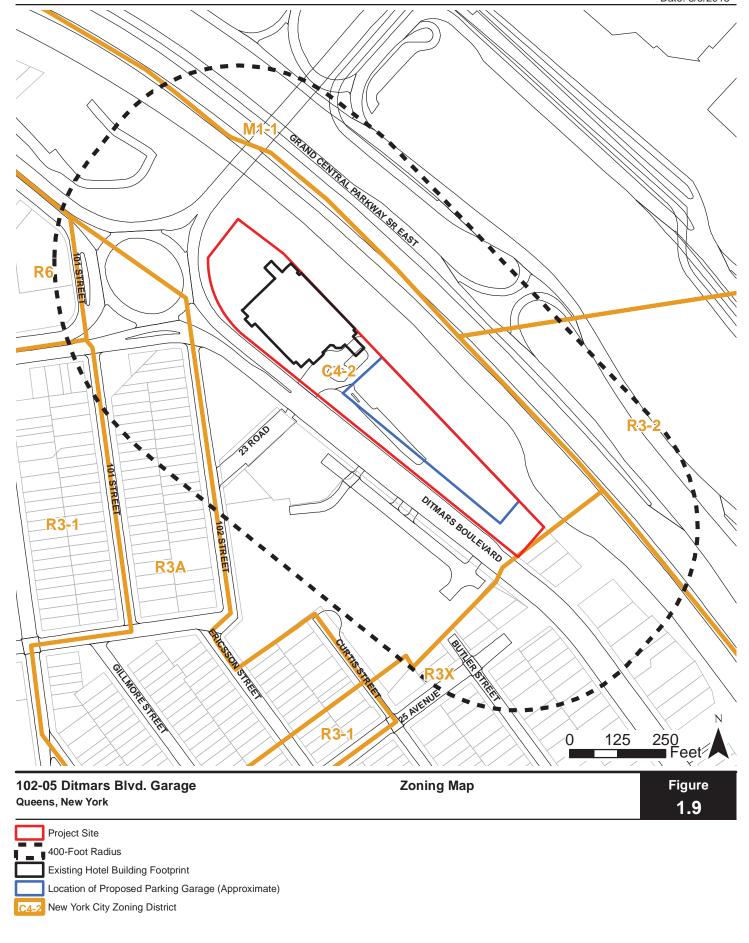
2 EAST ELEVATION SCALE: 11 20'

in grade, the garage structure would rise eight stories from the Ditmars Boulevard frontage and ten stories from the Grand Central Parkway frontage. The proposed project would include three facilities, the first containing approximately 420 spaces accessory to the hotel, the second 1,775 parking spaces available to the public, intended for air travelers from LaGuardia in need of long-term parking, and the third containing the approximately 600 sf ground-level retail space along Ditmars Boulevard. The new garage structure would replace an existing at-grade parking facility and surface parking lot of 410 accessory spaces associated with the adjacent hotel. Three curb cuts would be provided on site: one for the hotel and its accessory parking, and two for the long-term public parking facility. Access to the hotel would be provided by a 41 foot wide curb cut, which would replace an existing 60 foot wide curb cut at the hotel entrance. The second 41 foot curb cut would provide access and egress to the public garage and would be located 86 feet east of the hotel entrance. Additional access would be provided via a 29 foot wide curb cut, approximately 275 feet east of the other public garage curb cut.

### 1.4 Project Site

The project site is located at 102-05 Ditmars Boulevard in the East Elmhurst neighborhood of Queens, Community District 3. The project site is bounded by the Grand Central Parkway to the north and east, Ditmars Boulevard to the south, and 23rd Avenue to the west. The site encompasses Queens Block 1641, Lot 1, and has a frontage of approximately 952 feet on Ditmars Boulevard with a total lot area of 199,010 sf (see Figure 1.1). It is located in a lot predominantly zoned as a C4-2 commercial district with a small portion zoned as a R3X residential district and contains an existing 10-story transient hotel with 410 total parking spaces on-site between the existing three level (including roof parking) parking garage and a surface parking lot (see Figure 1.9). C4-2 zoning districts are mapped in commercial areas that are located outside of the central business districts, and allow for larger, high-traffic generating uses; for example, department stores, theaters and other commercial and office uses serve as a regional draw, unlike neighborhood shopping districts. This district allows a maximum floor area ratio (FAR) of 3.4 for commercial uses, a maximum FAR of 2.43 for residential uses, and a maximum FAR of 4.8 for community facility uses. R3X zoning districts are mapped in lower-density neighborhoods and allow only for one- and two-family detached homes on lots that of at least 35 foot widths. This district allows a maximum FAR of 0.5 for residential uses which may be increased up to 20 percent for an attic allowance. One parking space is required per dwelling unit and the maximum building height is 30 feet.

The uses located along Ditmars Boulevard are comprised primarily of hotel and rental car businesses, which are complementary to LaGuardia Airport to the north. The East Elmhurst neighborhood is characterized by predominantly low- to medium-density residential uses and a mixture of institutional, commercial, and transportation/utility uses along major traffic corridors, such as Northern Boulevard, Astoria Boulevard, and to a lesser extent, Ditmars Boulevard. Additionally, the New York City Department of Parks and Recreation's Overlook Park is located in the northern portion of the East Elmhurst neighborhood, approximately ½ mile from the project site and south of the Grand Central Parkway.



<sup>1.</sup> New York (City), Dept. of City Planning 3014. Queens MapPLUTO (Edition 14v2), New York City; NYC Department of City Planning.
2. New York (City), Dept. of City Planning 3014. Queens MapPLUTO (Edition 13v1), New York (City XVC Department of City Planning.
3. New York (City). Dept. of City Planning, Technical Review Division 2013. New York City Zoning Data (Edition 13v1), New York City; NYC Department of Information Technology, & Telecommunications (DRITT). Balding Footprits Data. New York City; NYC DOITT.
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The area to the north the project site is predominantly characterized by transportation infrastructure associated with the Grand Central Parkway and the 23rd Avenue Bridge (which is elevated over the Grand Central Parkway), as well as multiple hotel uses and LaGuardia Airport.

# 1.5 Project Site History

In 1979, almost the entire project site was rezoned from R3-2 to C4-2, which was accompanied by a Restrictive Declaration which limited development on the site to a 10-story hotel with ancillary components and no less than 410 accessory parking spaces. The Restrictive Declaration was modified on October 11, 1979 to reflect a change in plans from a two (2) level to a three (3) level parking garage, and a change in designation of rooms, suites and floors. Construction of the hotel and associated parking components was completed in 1981, both of which are still in operation today.

## 1.6 Project Purpose and Need

The Parking Spot, an affiliate of the applicant, solely constructs and operates long-term parking garages to serve airports, and is the largest airport parking company in the industry. The company has a national footprint of 32 facilities, with approximately 57,400 parking stalls at 20 different airports. In the New York Metro Area, The Parking Spot currently operates three facilities at Newark, and one each at JFK and LaGuardia Airport. The Parking Spot facility that serves LaGuardia passengers is located on two adjoining lots at the intersection of 23rd and 90th Street, approximately 12 blocks to the west of the project site. This existing facility has approximately 600 spaces and a very high occupancy rate. The applicant plans to continue to operate this facility, which is not directly associated or connected with the proposed project.

The applicant intends for the proposed parking facility to serve air passengers and existing hotel parking demand; the applicant believes a parking facility of this capacity could not be filled by the demand for typical, non-airport related, short-term public parking.

The applicant sees a growing need for long-term parking to serve travelers using LaGuardia Airport, which is not well served by transit options. There is no direct or one-seat ride to the Airport by public transit. Instead, travelers take private buses, black cars, taxis, or are dropped off by family or friends. The existing supply of near-airport parking is nearly 100 percent occupied most days of the week. In addition, by 2018 approximately 1,100 on-airport parking spaces will be permanently removed as a result of the terminal redevelopment project, including all 921 existing long-term parking spaces. The Port Authority has a substantial passenger growth goal of approximately 30 percent of its passengers (from 24 million to 36 million, annually). Thus, planned and expected growth in passenger traffic will increase the impact of constrained supply.

The Final LaGuardia Airport Environmental Assessment (November 2014), conducted pursuant to the National Environmental Policy Act (NEPA), on behalf of the Port Authority of New York and New Jersey for the US Department of Transportation and the Federal Aviation Administration, provides extensive information on the anticipated change in airport customer patterns. Based on the assessment, there is an anticipated increase in airplane passengers of up to 44 percent over a 20-year

period, which ends in 2030. This passenger growth results in a projection of at least 20,000 new passengers traveling to LaGuardia Airport daily. According to the Port Authority's Environmental Assessment, the current LaGuardia Airport parking facilities capture only about 4.6 percent of the total passengers arriving at the airport, which, based on the passenger growth projections, would still result in a daily parking demand growth of up to 920 spaces. Taking into account travelers staying more than one day, this new demand more than doubles. The projection also indicates that new taxi and black cars arriving at the airport would constitute an additional 4,400 trips each day.

As LaGuardia Airport plans to expand within the boundaries of its constrained perimeter, the expansion of the central terminal and parking reconstruction will reduce the number of available parking spaces at the terminals. Currently, LaGuardia Airport offers about 6,300 spaces. At the completion of the parking construction phases, expected in 2018, LaGuardia Airport would offer about 5,200 spaces at the terminals.

On a national basis, the use statistics are very different for how passengers travel to airports when compared to the statistics for LaGuardia Airport. The national statistics indicate that 19 percent of the passengers arrive and park at airport facilities. LaGuardia Airport has quite different travel patterns with only 4.6 percent of the passengers parking at on-airport facilities, which is likely due to the limited and costly supply of terminal parking options (The Parking Spot's existing facility experiences very high occupancy rates) in addition to the passenger's demand. A goal for the proposed project includes accommodating travelers currently using taxis and black cars.

There are more than 19,000 true originating daily passengers from LaGuardia Airport and 50 percent live outside of Manhattan.<sup>2</sup> Half of those (25 percent of the total) live outside of New York City limits. Given driving preferences and car ownership rates of these residents and the severe limitation of transit access to the airport, it is estimated that 46 percent of true originating passengers would prefer to drive if parking spaces were reliably available at a cost effective rate. This 46 percent rate is much lower than the calculated 61 percent of true originating passengers who drive to other City area airports, reflecting the fact that approximately half of originating passengers are from Manhattan. With 60 to 65 percent of airport users now leisure travelers, the demand for parking spaces has increased, as leisure travelers are more likely to use their personal vehicles.

Even with the proposed project, in the future, there would still be a substantial parking space deficit at the airport. The long-term parking deficit prior to the terminal project, even with the parking garage, would still be nearly 3,000 spaces short of demand. Subtracting the 1,100 spaces that will be permanently removed due to the terminal project, the parking deficit is estimated to be nearly 4,100 spaces. The proposed project would help address the airport's long-term need in a manner that would create fewer impacts on the surrounding community than alternatives such as taxis or black cars.

<sup>&</sup>lt;sup>2</sup> A true originating passenger is someone whose travel originates at the airport, and is not there on a layover. Thus, a true originating passenger is one who would be dropped at the airport or would drive to the airport and seek long-term parking and is a potential user of the parking facilities.

# 1.7 Analysis Year

The analysis year for the proposed actions is 2018. This assumes the receipt of approvals and commencement of construction in 2016, and a construction timeframe of 20 months. It is anticipated that the proposed project would be built and operational by 2018.

# 1.8 Reasonable Worst-Case Development Scenario

A reasonable worst-case development scenario (RWCDS) for both future No-Action and future With-Action conditions are considered for a 2018 build year. The future With-Action RWCDS identifies the amount and type of development that is expected to occur by 2018 as a result of the proposed actions. The future No-Action RWCDS identifies development projections for 2018 absent the proposed actions. The incremental difference between the With-Action and No-Action RWCDS serves as the basis for the impact analyses.

### **No-Action Condition**

Due to the restriction of uses on the project site associated with the existing Restrictive Declaration, absent the proposed actions (the "No-Action condition"), the site would continue to operate with its current uses as a hotel and a 410-space accessory parking structure (parking deck and surface parking).

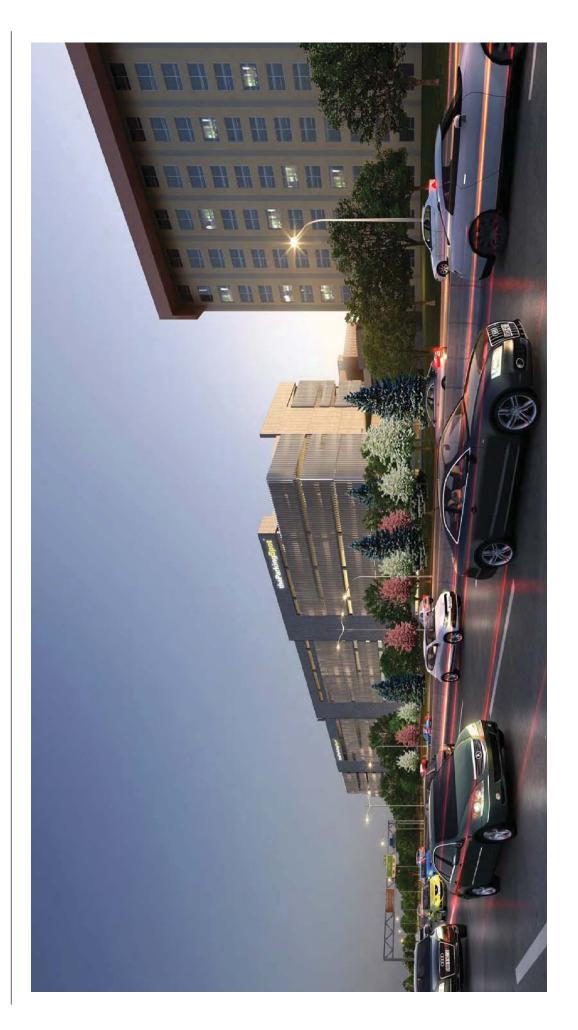
### With-Action Condition

The proposed actions would allow for the construction of the proposed project. The With-Action condition consists of a 128 foot (with bulkheads) garage structure containing a total of 2,200 parking spaces in two separate facilities: one with 400 parking spaces accessory to the hotel (replacing the existing 410 spaces), and one with 1,800 parking spaces available to the public for air travelers from LaGuardia Airport in need of long-term parking (see Figures 1.10-1.13).<sup>3</sup> In addition, the new garage structure would contain an approximately 600 sf ground-level retail space along Ditmars Boulevard.

The proposed actions would not result in any new modifications to the existing 10-story, 258,504 gsf hotel. As part of the proposed LSGD special permit, maintenance of the existing signage on the hotel building would be allowed and signage would be placed on the north and the south facades of the proposed garage structure.

The proposed actions limit the type of use, size and design of the development to that which is illustrated on the site plan for the LSGD plan. A building with different uses or of a different (larger or smaller) size could not be built on the property without the property owner seeking another LSGD

<sup>&</sup>lt;sup>3</sup> The With-Action condition established in the DEIS for analysis purposes has a slightly greater number of parking spaces (2,200 total) than the Uniform Land Use Review Procedure (ULURP) application (2,195 total, comprised of 1,775 public spaces and 420 accessory spaces).

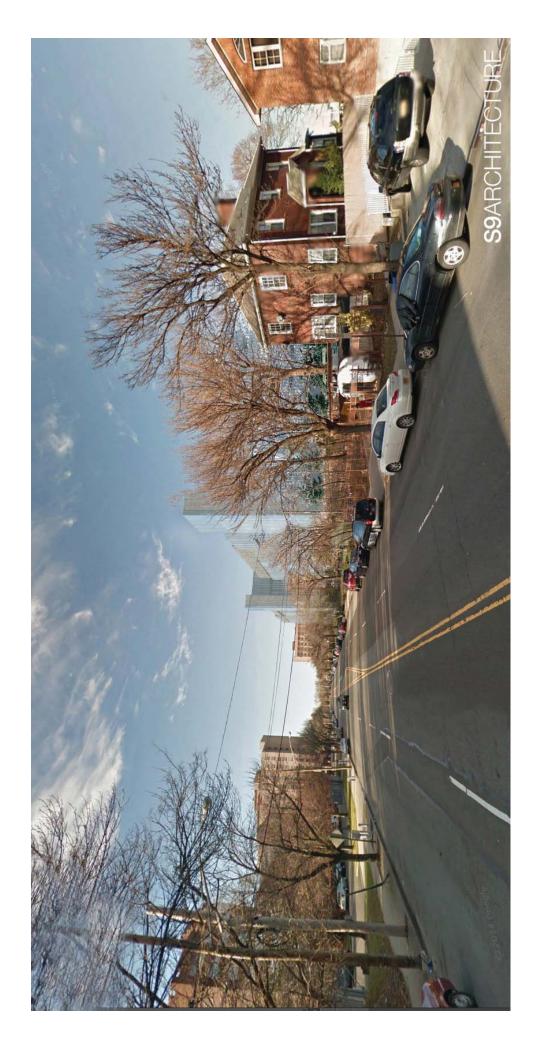


RENDERING 1 - VIEW FROM GRAND CENTRAL PARKWAY





For Illustrative Purposes Only



For Illustrative Purposes Only



For Illustrative Purposes Only



For Illustrative Purposes Only

plan.4 Given all these factors, the applicant's proposed project represents the RWCDS under the proposed actions.

### Increment

In each of the technical areas that are the subject of this DEIS, the With-Action RWCDS is compared to the No-Action RWCDS. Table 1.1 summarizes the increments for analysis.

Table 1.1: RWCDS Increment

Use	Existing/ No-Action RWCDS	With-Action RWCDS	Increment
Parking Garage Size (gsf)	62,600	547,687	485,087
Garage Spaces (total)	410	2,200	1,790
Garage Spaces (public)	0	1,800	1,800
Garage Spaces (accessory)	410	400	-10
Retail Space (gsf)	<u>0</u>	<u>600</u>	<u>600</u>

### 1.9 Public Review Process

The above-described actions are subject to both the City's ULURP and CEQR procedures. These review processes are described below.

### **Uniform Land Use Review Procedure**

The City's ULURP, mandated by Sections 197-c and 197-d of the City Charter, is a process specially designed to allow public review of a proposed action at four levels: the Community Board, the Borough President and (if applicable) the Borough Board, CPC, and the City Council. The procedure sets time limits for review at each stage to ensure a maximum total review period of approximately seven months.

The ULURP process begins with a certification by CPC that the ULURP application is complete, which includes satisfying CEQR requirements (see the discussion below). If the particular application is subject to environmental review (see below), a negative declaration, conditional negative declaration, or a notice of completion of a DEIS must be issued before an application can be certified.

The application is then forwarded to the Community Board (in this case, Queens Community Board 3 ["CB3"]), which has 60 days to review and discuss the proposal, hold public hearings, and adopt recommendations regarding the application. Once this step is complete, the Borough President reviews the application for up to 30 days. CPC then has 60 days to review the application, during

<sup>&</sup>lt;sup>4</sup> The applicant, the lessee of the site, has agreed to develop the proposed parking garage structure on the existing parking area of the site. The property owner, Rubicon B LLC, is interested in improving the hotel site by adding public parking and has contracted with the applicant to develop the site.

which time a ULURP/CEQR public hearing is held. Comments made at the DEIS public hearing (the record for commenting remains open for 10 days after the hearing to receive written comments) are incorporated into a Final EIS (FEIS); the FEIS must be completed at least 10 days before CPC makes its decision on the application. CPC may approve, approve with modifications, or deny the application.

If the ULURP application is approved, or approved with modifications, it moves to the City Council for review. The City Council does not automatically review all ULURP actions that are approved by CPC. Zoning map changes and zoning text changes (not subject to ULURP) nevertheless must be reviewed by the City Council; the Council may elect to review certain other actions. The City Council, through the Land Use Committee, has 50 days to review the application and, during this time, will hold a public hearing on the proposed project. The Council may approve, approve with modifications, or deny the application. If the Council proposes a modification to the proposed project, the ULURP review process stops for 15 days, providing time for a CPC determination on whether the modification is within the scope of the environmental review and ULURP review. If it is, then the Council may proceed with the modification; if it is not, then the Council may only vote on the project as approved by CPC. Following the Council's vote, the Mayor has 5 days in which to veto the Council's actions. The City Council may override a Mayoral veto within 10 days.

### New York City Environmental Quality Review

Pursuant to the State Environmental Quality Review Act (SEQRA) and its implementing regulations, New York City has established rules for its own environmental quality review, abbreviated as CEQR. The environmental review process provides a means for decision-makers to systematically consider environmental effects along with other aspects of project planning and design, to propose reasonable alternatives, and to identify, and when practicable mitigate, significant adverse environmental effects. CEQR rules guide environmental review, as follows.

- Establish a Lead Agency. Under CEQR, the "lead agency" is the public entity responsible for conducting the environmental review. The lead agency is typically the entity principally responsible for carrying out, funding, or approving the proposed action. For the 102-05 Ditmars Blvd. Garage project, the lead agency is the Department of City Planning (DCP), acting on behalf of CPC.
- **Determine Significance.** The lead agency's first charge is to determine whether the proposed action may have a significant impact on the environment. To make this determination, the applicant prepared an EAS for review by the lead agency. Based on the information contained in the EAS, the lead agency determined that the proposed project could have the potential to result in significant adverse environmental impacts and issued a Positive Declaration. The Positive Declaration initiated the preparation of an EIS in conformance with all applicable laws and regulations, including SEQRA, the City's Executive Order No. 91 (August 24, 1977), and CEQR regulations, as well as the relevant guidelines of the 2014 CEQR Technical Manual.
- Scoping. Once the lead agency issues a Positive Declaration, it must then issue a draft scope of
  work for the EIS. "Scoping," or creating the scope of work, is the process of establishing the
  type and extent of the environmental impact analyses to be studied in the EIS. The Draft Scope

of Work was prepared in accordance with SEQRA, CEQR, and the 2014 CEQR Technical Manual; and, along with a Positive Declaration, the Draft Scope of Work was issued on May 14, 2015. CEQR requires a public scoping meeting as part of the process. A public scoping meeting was held on June 18, 2015 at the New York City Department of City Planning, Spector Hall, 22 Reade Street, New York, NY, 10007. The period for submitting written comments remained open until June 29, 2015. A Final Scope of Work was prepared, taking into consideration comments received during the public comment period, to direct the content and preparation of a DEIS. A Final Scope of Work was issued by DCP reflecting the comments made during the scoping process on April 22, 2016.

- Draft Environmental Impact Statement (DEIS). In accordance with the final scope of work, a
  DEIS is prepared. The lead agency reviews all aspects of the document, calling on other City
  agencies to participate as appropriate. Once the lead agency is satisfied that the DEIS is
  complete, it issues a Notice of Completion and circulates the DEIS for public review. When a
  DEIS is required, it must be deemed complete before the ULURP application can also be found
  complete.
- **Public Review.** Publication of the DEIS and issuance of the Notice of Completion signals the start of the public review period. During this period, which must extend for a minimum of 30 days, the public may review and comment on the DEIS either in writing or at a public hearing convened for the purpose of receiving such comments. As noted above, when the CEQR process is coordinated with another City process that requires a public hearing, such as ULURP, the hearings may be held jointly. The lead agency must publish a notice of the hearing at least 14 days before it takes place and must accept written comments for at least 10 days following the close of the hearing. All substantive comments become part of the CEQR record and are summarized and responded to in the FEIS.
- Final Environmental Impact Statement (FEIS). After the close of the public comment period for the DEIS, the lead agency prepares a FEIS. The FEIS must incorporate relevant comments on the DEIS, in a separate chapter and in changes to the body of the text, graphics, and tables. Once the lead agency determines that the FEIS is complete, it issues a Notice of Completion and circulates the FEIS.
- Findings. The lead agency and each involved agency will adopt a formal set of written
  findings, reflecting its conclusions about the potential for significant adverse environmental
  impacts of the proposed action, potential alternatives, and mitigation measures. The findings
  may not be adopted until 10 days after the Notice of Completion has been issued for the FEIS.
  Once findings are adopted, the lead and involved agencies may take their actions (or take "no
  action").