



CITY PLANNING COMMISSION

October 21, 2020 / Calendar No. 1

C 200143 MMY

IN THE MATTER OF an application submitted by the New York City Department of Correction, The Mayor's Office of Criminal Justice and New York City Council Speaker Corey Johnson pursuant to Sections 197-c and 199 of the New York City Charter for an amendment to the City Map involving:

- the establishment of Public Place on Rikers Island within the area bounded by the U.S. Pierhead and Bulkhead line;

in the Borough of The Bronx and under the jurisdiction of Community District 1, Borough of Queens, in accordance with Map No. C.P.C. 200143 MMY dated November 27, 2019 and signed by the Director of the Department of City Planning.

This application (C 200143 MMY) for an amendment to the City Map was filed by the New York City Department of Correction (DOC), the Mayor's Office of Criminal Justice (MOCJ) and New York City Council Speaker on October 15, 2019. The proposed action would facilitate the establishment of a Public Place designation on Rikers Island and prohibit incarceration uses after August 31, 2027.

BACKGROUND

The proposed project area consists of Rikers Island, an irregularly-shaped City-owned property under the jurisdiction of the DOC. It is located in the upper East River between the Bronx mainland and Queens. The project area is located approximately 1,500 feet south of the Hunts Point peninsula of The Bronx, approximately 300 feet northwest of LaGuardia Airport in Queens, approximately 1,300 feet east of South Brother Island, and approximately 1,900 feet southeast of North Brother Island. As such, the majority of the surrounding area within a 600-foot radius of the proposed action area consists of waterbodies, as well as a small portion of

LaGuardia Airport property.

Access to the island is provided via Hazen Street, which extends northward from 19th Avenue in Queens. Hazen Street crosses over Rikers Island Channel on the Rikers Island Bridge which opened in 1966. Access to the island is limited to authorized vehicles and buses, including the Q100 route, operated by Metropolitan Transit Authority, and the Rikers Visit Bus services, operated by DOC. There are several internal roadways on Rikers Island, including an extension of Hazen Street from Queens via the bridge, none of which are mapped as public streets on the City Map.

Rikers Island has been City-owned since the late nineteenth century and, over the next several decades, the City expanded the island through landfill. In the 1930s, the first major detention facilities were constructed on the island. Over time, the number of facilities and detainee population expanded as the island became the primary location for holding incarcerated people. Rikers Island contains 10 detention centers, eight of which are currently in use. Rikers Island also has accessory facilities, such as the visitors center, parking lots, central laundry, and a bakery.

This application (C 200143 MMY) is related to the previously approved Borough-Based Jails applications filed by DOC and MOCJ in 2019 that facilitated the redistribution of incarceration facilities to four new borough-based facilities. With the approval of the proposed action, Rikers Island will be designated as a Public Place on the City Map, indicating its intended future use for public purposes. A notation on the City Map will prohibit incarceration uses after August 31, 2027. A future use of Rikers Island has not been identified at this time. Redevelopment plans will be subject to a public outreach process and separate ULURP approvals and environmental review, as warranted.

ENVIRONMENTAL REVIEW

This application (C 200143 MMY) was reviewed pursuant to the New York State Environmental

Quality Review Act (SEQRA) and the SEQRA regulations set forth in Volume 6 of the New York Code of Rules and Regulations, Section 617.00 et seq. and the City Environmental Quality Review (CEQR) Rules of Procedure of 1991 and Executive Order No. 91 of 1977. The designated CEQR number is 20DOC001X. The lead agency is DOC.

After a study of the potential impact of the proposed actions, a Negative Declaration was issued on November 27, 2019. A Revised Negative Declaration was issued on October 16, 2020 accounting for a revision to the application.

UNIFORM LAND USE REVIEW

In response to the COVID-19 pandemic, the Mayor issued Emergency Executive Order No. 100 on March 16, 2020 that suspended certain time requirements relating to the Uniform Land Use Review Procedure (ULURP) and other land use processes as of March 12, 2020. The suspension included portions of sections 195, 197-c and 197-d of the New York City Charter, as well as sections of the Administrative Code and the Rules of the City of New York, pertaining to time limitations. The CPC ceased meeting immediately after issuance of the Executive Order until August 3, 2020, when the regular schedule of meetings was resumed. The ULURP time requirements suspended by Emergency Executive Order No. 100 began running on September 14, 2020.

This application (C 200143 MMY) was certified as complete by the Department of City Planning on December 2, 2019 and was duly referred to Queens Community Board 1, the Queens Borough President and The Bronx Borough President in accordance with Title 62 of the Rules of the City of New York, Section 2-02(b).

Community Board Public Hearing

Queens Community Board 1 held a public hearing on this application (C 200143 MMY), on January 8, 2020 and on January 21, 2020, by a vote of 36 in favor, none opposed and one

abstaining, adopted a resolution recommending approval of the application.

Queens Borough President Recommendation

This application (C 200143 MMY) was considered by the Queens Borough President, who held a public hearing on this application on January 30, 2020, and on March 2, 2020, issued a recommendation to approve the application with the following conditions:

“The Mayor’s Office of Criminal Justice testified at the Borough President’s Land Use Public Hearing that a public planning process on the future of Rikers Island would be undertaken by an Executive Order of the Mayor in the near future. That public process must include all of the affected elected officials and Queens Community Board 1.

The public process to plan redevelopment of Rikers Island as promised should convene immediately. All stakeholders must be given a genuine good faith opportunity to shape the proposed reuses of the island and establish protections for the community. There should be a sufficient number of meetings to ensure a meaningful exchange of information and ideas to enable full participation and mitigation of potential impacts from new uses.

Any reuse of the island must undergo full environmental and ULURP review.

The community closest to the bridge connection to Rikers Island has long suffered the impact of all vehicles travelling through their streets to get on or off the island. The history of using landfill to increase the size of the island dictates that there must be extensive environmental review before any demolition or construction begins. Whatever demolition or construction is proposed, the potential danger of toxic dust from lead, asbestos, heavy metal or whatever was part of the landfill will be released into the air by demolition and excavation. There is also the risk of contamination as it passes through the affected community and beyond if transported by truck. All demolition debris and construction materials should be barged onto and off the island and not transported by heavy trucks resulting in traffic and dust that would negatively impact the local community.”

The Bronx Borough President Recommendation

This application (C 200143 MMY) was considered by the Bronx Borough President, who held a public hearing on this application on February 13, 2020 and issued a recommendation on February 25, 2020 to disapprove the application.

City Planning Commission Public Hearing

On August 19, 2020 (Calendar No. 1), the City Planning Commission scheduled September 2, 2020 for a public hearing on this application (C 200143 MMY). The hearing was duly held on September 2, 2020 (Calendar No. 16). Nine speakers testified in favor of the application and two in opposition.

An applicant team, comprised of the representatives of DOC and MOCJ, testified in support of the application, describing the mapping of Public Place and the desire to prohibit incarceration uses on the island. Other speakers in favor of the application included community advocates and members of the community detailing the need for the closure of the incarceration uses on the island.

One speaker from the community spoke in opposition to the need to keep Rikers Island open for incarceration purposes and one spokesperson from the Exodus Transitional Community spoke in opposition to any delay in the closing of Rikers Island.

Waterfront Revitalization Program Consistency Review

This application (C 200143 MMY) was reviewed by the City Coastal Commission for consistency with the policies of the New York City Waterfront Revitalization Program (WRP), as amended, approved by the New York City Council on October 30, 2013 and by the New York State Department of State on February 3, 2016, pursuant to the New York State Waterfront Revitalization and Coastal Resources Act of 1981, (New York State Executive Law, Section 910

et seq.) The designated WRP number is 19-224.

This action was determined to be consistent with the policies of the WRP.

CONSIDERATION

The Commission believes that this application for a City Map amendment (C 200143 MMY) is appropriate.

The Commission acknowledges the longstanding efforts to close Rikers Island as part of the broader Borough-Based Jails initiative. The Borough-Based Jails initiative will ban incarceration uses on the island and establish four new correctional facilities, significantly reducing the number of incarcerated people and allowing inmates to be closer to their families, attorneys, courts and medical and mental health care services.

The Commission strongly supports the reimagining of Rikers Island and believes that the proposed Public Place designation is appropriate and while there is no specified use of the island at this time, approval of this action will ensure that Rikers Island is designated exclusively for public use upon future development. The Commission notes that, if a use other than a public use were proposed, the project would be required to undergo the public and environmental review process.

The Commission notes that on October 19, 2020 the applicant filed a revised application changing the date by which incarceration of individuals would no longer be allowed from December 31st, 2026 to August 31st, 2027 noting that the revised date reflects delays in procurement and design due to the COVID-19 pandemic. The Commission, while regretting delay, acknowledges the reality of the eight-month extension of time due to the pandemic.

RESOLUTION

Therefore, the City Planning Commission, deeming the proposed amendment to the City Map and to be appropriate, adopts the following resolution:

RESOLVED, that the City Planning Commission finds that the action described herein will have no significant impact on the environment; and be it further

RESOLVED, that the City Planning Commission, acting as the City Coastal Commission, having reviewed the waterfront aspects of this action, finds that the actions will not substantially hinder the achievement of any WRP policy and hereby determines that this action is consistent with WRP policies; and be it further

RESOLVED, by the City Planning Commission, pursuant to Section 197-c and 199 of the New York City Charter, that based on the environmental determination and the consideration described in this report, the application (C 200143 MMY), for an amendment to the City Map involving:

- the establishment of Public Place on Rikers Island within the area bounded by the U.S. Pierhead and Bulkhead line;

in the Borough of The Bronx and under the jurisdiction of Community District 1, Borough of Queens, in accordance with Map No. C.P.C. 200143 MMY dated November 27, 2019, revised on October 13, 2020 and signed by the Director of the Department of City Planning is approved.

All such approvals being subject to the following conditions:

- a. The subject amendment to the City Map shall take effect on the day following the day on which certified counterparts of Map No. C.P.C. 200143 MMY dated November 27, 2019 and revised on October 13, 2020 are filed with the appropriate agencies in accordance with Section 198 subsection c of the New York City Charter.

The above resolution (C 200143 MMY), duly adopted by the City Planning Commission on October 21, 2020 (Calendar No. 1), is filed with the Office of the Speaker, City Council, and the Borough President in accordance with the requirements of Section 197-d of the New York City Charter.

MARISA LAGO, *Chair*

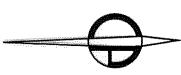
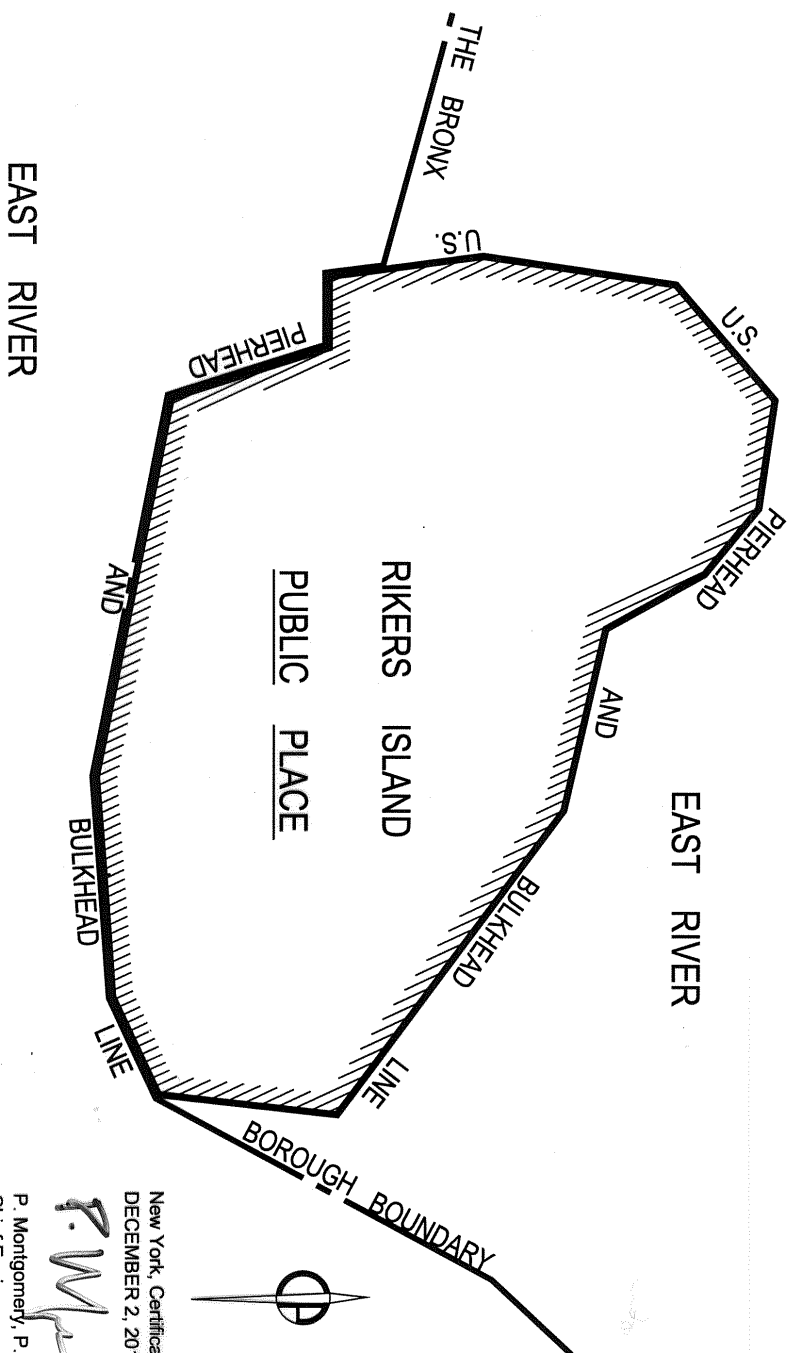
KENNETH J. KNUCKLES, ESQ., *Vice Chairman*

DAVID J. BURNEY, ALLEN P. CAPPELLI, Esq., MICHELLE R. DE LA UZ,

JOSEPH I. DOUEK, RICHARD W. EADDY, HOPE KNIGHT,

ANNA HAYES LEVIN, LARISA ORTIZ, RAJ RAMPERSHAD, *Commissioners*

ORLANDO MARIN, *Commissioner voting no*



CITY PLANNING COMMISSION
CITY OF NEW YORK
DIAGRAM SHOWING PROPOSED
MAP CHANGE
ON SECTIONAL MAP
6

New York, Certification Date
DECEMBER 2, 2019

BOROUGH OF
THE BRONX

P. Montgomery
P. Montgomery, P.E.
Chief Engineer



NOTE:
Indicates Public Place line hereby established.

THIS DIAGRAM IS FOR ILLUSTRATIVE PURPOSES ONLY.

**BOROUGH PRESIDENT
RECOMMENDATION**

**CITY PLANNING COMMISSION
22 Reade Street, New York, NY 10007
Fax # (212)720-3356**

INSTRUCTIONS

1. Return this completed form with any attachments to the Calendar Information Office, City Planning Commission, Room 2E at the above address.
2. Send one copy with any attachments to the applicant's representative as indicated on the Notice of Certification.

APPLICATION NO: C 200143-RIKERS ISLAND PUBLIC PLACE MAPPING

DOCKET DESCRIPTION-PLEASE SEE ATTACHMENT FOR DOCKET DESCRIPTION

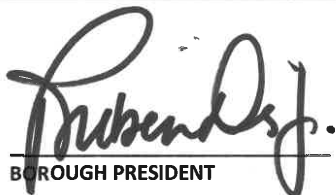
COMMUNITY BOARD NO. # 1

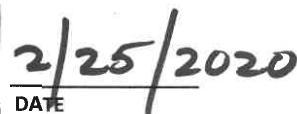
BOROUGH: QUEENS

RECOMMENDATION

- APPROVE
- APPROVE WITH MODIFICATIONS/CONDITIONS (List below)
- DISAPPROVE

EXPLANATION OF RECOMMENDATION-MODIFICATION/CONDITIONS (Attach additional sheets if necessary): PLEASE SEE ATTACHMENT FOR THE BOROUGH PRESIDENT'S RECOMMENDATION


BOROUGH PRESIDENT


DATE

**BRONX BOROUGH PRESIDENT'S RECOMMENDATION
ULURP APPLICATION NO: C 200143 MMY
RIKERS ISLAND PUBLIC PLACE MAPPING**

DOCKET DESCRIPTION

IN THE MATTER OF an application submitted by the New York City Department of Correction, The Mayor's Office of Criminal Justice and New York City Council Speaker Corey Johnson pursuant to Sections 197-c and 199 of the New York City Charter for an amendment to the City Map involving:

- The establishment of Public Place on Rikers Island within the area bounded by the U.S. Pierhead and Bulkhead line;

In the Borough of The Bronx and under the jurisdiction of Community District 1, Borough of Queens, in accordance with Map No. C.P.C. 200143 MMY dated November 27, 2019, and signed by the Department of City Planning.

BACKGROUND

Rikers Island is situated in the East River between The Bronx to the north, Queens to the east and Manhattan to the southwest. The island is located approximately 1,500 feet from the Hunts Point peninsula in The Bronx and 300 feet northwest of LaGuardia Airport runway 22/04 in Queens. Other nearby islands include North and South Brother islands, both of which are in Bronx County.

Rikers Island, zoned C8-2, is considered part of The Bronx (Block 2605, Lot 40). However, as access to Rikers Island is only available through Queens, the facility's official mailing address is 10-01 Hazen Street, The Bronx, New York, but with a Queens County Zip Code, 11370 (Elmhurst, New York). The island is therefore located in Queens Community District #1. As such, this application is submitted to Queens Community Board #1. However, as Rikers Island is located in The Bronx, it is the Bronx Borough President that considers the recommendation submitted by the Queens Community Board and it is the Bronx Borough President that offers a recommendation pursuant to ULURP to the Planning Commission. An additional oddity that has since been rectified is that while Rikers Island is located within the 114th Police Precinct in Queens, in the past all crimes committed on Rikers were recorded and assigned to the 41st Police Precinct in The Bronx. This reporting practice ended on August 15, 2014.

Rikers Island has been property of the City of New York since the late 19th century. Over the decades the island was expanded by the dumping of landfill. Currently Rikers Island approximates 429.7 acres of property. Since the 1930's Rikers Island has served as the site for the city's detention facility.

As of February 2020, the following capacity and current population of New York City's correctional facilities includes:

- Rikers Island Facilities: Total Capacity: 6,552
Current Population: 4,144
- Manhattan & barge facility in The Bronx: Total Capacity: 1,522
Current Population: 1,183

The proposed new Bronx Facility's Capacity: 886

Approval of this application will designate Rikers Island as a "public place." The specific language associated with this application is as follows: "Rikers Island Public Place: Rikers Island shall not be used for incarceration of individuals after December 31, 2026." Consequently, prior to January 1, 2027, the City of New York will be required to relocate all those who are incarcerated on Rikers Island to sites located elsewhere within New York City. This designation also requires that if a future Mayoral administration determines that Rikers Island remain in active use as a detention center this determination would require a ULURP application, the purpose of which would be to rescind the Public Place designation now proposed. Critical to note, approval of this application will NOT change the C8-2 zone. Any proposed development or use of Rikers Island would likely be subject to ULURP for numerous reasons some of which would likely include, but not be limited to site selection, the disposition of city-owned property or an amendment of the Zoning Map.

ENVIRONMENTAL REVIEW AND ULURP CERTIFICATION

This application has been reviewed pursuant to CEQR and SEQRA and received a Negative Declaration. The City Planning Commission certified this application as complete on December 2, 2019.

COMMUNITY DISTRICT PUBLIC HEARING

A public hearing on this application was held by Queens Community Board #1 on January 21, 2020. A vote recommending approval of this application was 36 in favor, zero opposed and one abstaining.

BOROUGH PRESIDENT'S PUBLIC HEARING

A public hearing was convened by the Bronx Borough President on February 13, 2020. Representatives of the applicants were present and spoke in favor of this application. No comments from the public were made and the hearing was closed.

BRONX BOROUGH PRESIDENT'S RECOMMENDATION

I fully support the closing of Rikers Island's detention facilities. I wholeheartedly believe that the current conditions that exist within these facilities denigrates all who work for the Department of Corrections and those who are being held on Rikers awaiting a resolution of their case.

While I support the closing of Rikers Island as a place of detention, the action is premature given the pending court case The Diego Beekman Mutual Housing Corporation (Diego Beekman) has filed against the City. The case challenges the notion that the proposed Bronx jail site at 745 East 141st Street is appropriate for a 905,700 square-foot detention facility that has yet to be designed. Additionally, despite the City's aggressive affordable housing goals, Diego Beekman's longstanding, community-led plan for that site has been ignored.

Diego Beekman has a storied history of service and support to those residing in the Mott Haven community of The Bronx. In 1974, when this community was being set ablaze and so many of its residents found themselves trapped and abandoned by the City of New York, it was the founding of Diego Beekman that sustained these folks and gave them their only reason to hope for a better future. Over the decades that followed Diego Beekman has become a major resource. Today approximately 4,950 residents live in a Diego Beekman building and make 16 percent of Area Median Income (AMI). It employs approximately 120 workers, 40 of which are 32BJ members and since it was founding has coordinated and invested over \$100 million across the Mott Haven community.

Now, following years of dedicated work, Diego Beekman looks to the future as it proposed to construct a comprehensive residential, commercial and manufacturing development at 745 East 141st Street, the very same site the City of New York has selected for a jail. Highlights of this plan includes:

- 533 units of affordable residences from 30 percent-120 percent of AMI
- 75,000 square feet of retail space including a desperately needed supermarket
- 58,000 square feet of manufacturing space which will create as many as 200 jobs

Since submitting my recommendation in July 2019, my reasons for opposing this location for a jail have not changed. Aside from scuttling a project that would anchor an entire community and provide desperately needed affordable housing and employment opportunities to hundreds of residents, I believe that constructing a massive 905,700 square foot building, rising approximately 195 feet in a community composed primarily of low and mid-rise buildings will scare this community. Furthermore, I identified an alternative site, encompassing the Family Court Complex and a parcel adjacent to the Bronx Hall of Justice, that is also a short two block radius of The Bronx County Building. This location meets all the prerequisites as outlined by the city including eliminating the need for the bussing of inmates through some of the borough's most congested avenues, is far better served by mass transit, but most of all, allow Diego Beekman's plan to move forward. Nonetheless, my proposal was not given due consideration, as required in the City Charter.

Consequently, given what is at stake for the Diego Beekman community, given that I have proposed an alternative location for the city's jail, and given the unresolved status of Diego

Beekman's legal challenge that would force the City to identify an alternative location for the Bronx jail, it is entirely premature for me to approve this ULURP application.

I therefore recommend that this application be denied.

Queens Borough President Recommendation

APPLICATION: ULURP #200143 MMY

COMMUNITY BOARD: Q01

DOCKET DESCRIPTION

IN THE MATTER OF an application submitted by submitted by The NYC Department of Correction, The Mayor's Office of Criminal Justice and NYC Council Speaker Corey Johnson, pursuant to Sections 197-c and 199 of the NYC Charter for an amendment of the City Map involving:

- the establishment of Public Place on Rikers Island within the area bounded by the U.S. Pierhead and Bulkhead line;

in the Borough of the Bronx and under the jurisdiction of Community Board 1, Borough of Queens, in accordance with Map No. C.P.C 200143 MMY dated November 27, 2019 and signed by the Director of the Department of City Planning.

PUBLIC HEARING

A Public Hearing was held in the Borough President's Conference Room at 120-55 Queens Boulevard on Thursday, January 30, 2020 at 10:30 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 was one other speaker. 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:

- This application was filed for a change to the City Map establishing a Public Place on Rikers Island and to prohibit incarceration of individuals on the island after December 31, 2026. The mapping of a Public Place is to assure that future uses on the island are limited to public purposes following closure of Rikers Island as the city's jail upon implementation of the recently approved Borough Based Jail program;
- The proposed change to the City Map would affect the entire island between the U.S. Pierhead and Bulkhead Line surrounding Bronx Block 2605 Lot 40. The island is currently mapped with a C8-2 District. The C8-2 District is designated for semi-industrial and heavy commercial uses and are typically developed with automotive uses such as gasoline service stations, storage or repairs;
- Rikers Island is an approximately 429.7 acre city owned property located on the East River. The island is just northwest of LaGuardia Airport with its closest point 300 feet from LaGuardia Airport Runway 22/04. Any development on the island is height restricted due to its proximity to the airport. The island has been city owned since the late nineteenth century. Most of the island is composed of landfill which began shortly after it came into city ownership;
- There is currently no approved plan for the reuse of Rikers Island. The application states "Redevelopment plans will be subject to a robust public outreach process and separate approvals and environmental reviews as warranted". This was reiterated at the January 30, 2020 Borough President's Land Use Public Hearing;
- Rikers Island is under the jurisdiction of the Department of Correction and the land is officially part of the Bronx. However, it is under the jurisdiction of Queens Community District 1. The land connection to Rikers Island is the Francis R. Buono Memorial Bridge which was opened in 1966. Access to the island is restricted to authorized vehicles and buses. All visitors are subjected to a security check-in process at the visitor's center;
- Community Board 1 (CB1Q) approved this application by a vote of thirty-six (36) in favor with none (0) against and one (1) abstention at the monthly meeting held on January 21, 2020. CB1Q held a public hearing on this application on January 8, 2020. CB1Q did not place conditions on the approval, but outlined a number of concerns and issues regarding potential future uses and the need for inclusive planning for future uses on the island. Some of these issues were heard in testimony received at the January 8, 2020 public hearing. These included: early community participation in an open and transparent planning process on future use of Rikers Island; CB1Q should be engaged and consulted early in 2020 in NYC's preparations for community participation; full ULURP land use and CEQR environmental review for any change in use even if as-of-right pursuant to the C8-2 zoning; any demolition plan must be made in advance with CB1Q and community stakeholders as partners; demolition debris must be barged off the island with no vehicular transport through local streets; Rikers Island must remain in city ownership after 2026 and used only for public benefit; public benefit use must be defined in agreement with CB1Q and designated stakeholders, recorded as a deed restriction, land covenant or land trust; future uses of Rikers Island should promote sustainability and address community needs;

- o There was one speaker at the Borough President's Land Use Public Hearing who testified against the application. The basis of the speaker's objection to the application was that Rikers Island should kept open for incarceration with construction of newer modern facilities on the island, and opposition to the recently approved Borough-Based Jail plan and the placing of jails in the community. The speaker also raised concerns about the adequacy of the proposed capacity of the Borough-Based Jail plan to meet housing needs should the actual levels of incarceration exceed projections;
- o A letter of support for the application from the respective member of the City Council was received subsequent to the January 30, 2020 public hearing. In addition to supporting the application, the Councilmember cited three pieces of legislation currently in committee review that proposes study of the potential capacity to treat wastewater at new treatment plants on Rikers Island that may allow closure of the older existing plants, potential capacity on Rikers Island to generate and store solar powered electricity that may allow closure of the carbon based generating plants, and transfer of jurisdiction and control of Rikers Island to the Department of Environmental Protection.

RECOMMENDATION

It was very clear throughout the preceding ULURP public review process for the Borough-Based Jail initiative, as reflected and expressed in the resulting recommendations, that the stakeholders of the affected communities were concerned and dissatisfied with the level and lack of opportunities to participate in meaningful and inclusive exchanges around the planning for the Borough-Based Jail in our communities.

Public Place is not found in the NYC Zoning Resolution and not well defined beyond statements from the applicants that its designation limits use of city owned property for public purposes. Without understanding where Public Place is statutorily defined and what criteria are used to map it - such a designation for Rikers Island leaves questions open about possible future uses on the island after its closure for incarceration and the potential impacts of those uses on the community.

Based on the above consideration, I hereby recommend approval of this application with the following conditions:

- The Mayor's Office of Criminal Justice testified at the Borough President's Land Use Public Hearing that a public planning process on the future use of Rikers Island would be undertaken by an Executive Order of the Mayor in the near future. That public process must include all of the affected elected officials and Queens Community Board 1;
- The public process to plan redevelopment of Rikers Island as promised should convene immediately. All stakeholders must be given a genuine good faith opportunity to shape the proposed reuses of the island and establish protections for the community. There should be a sufficient number of meetings to ensure a meaningful exchange of information and ideas to enable full participation and mitigation of potential impacts from new uses;
- Any reuse of the island must undergo full environmental and ULURP review;
- The community closest to the bridge connection to Rikers Island has long suffered the impact of all vehicles travelling through their streets to get on or off the island. The history of using landfill to increase the size of the island dictates that there must be extensive environmental review before any demolition or construction begins. Whatever demolition or construction is proposed, the potential danger of toxic dust from lead, asbestos, heavy metal or whatever was part of the landfill will be released into the air by demolition and excavation. There is also the risk of contamination as it passes through the affected community and beyond if transported by truck. All demolition debris and construction materials should be barged onto and off the island and not transported by heavy trucks resulting in traffic and dust that would negatively impact the local community.



PRESIDENT, BOROUGH OF QUEENS

3/2/2020

DATE



City of New York
Community Board #1, Queens
 The Pistilli Grand Manor
 45-02 Ditmars Boulevard, LL Suite 1025
 Astoria, N.Y. 11105
 Tel: 718-626-1021, Fax: 718-626-1072
 E-mail: qn01@cb.nyc.gov

Sharon Lee
Acting Borough President, Queens
 Vicky Morales
Director, Community Boards
 Marie Torniali
Chairperson
 Florence Koulouris
District Manager

EXECUTIVE BOARD

Marie Torniali
Chairperson
 Edward Babor
First Vice Chairperson
 Amy Hau
Second Vice Chairperson
 Richard Khuzami
Third Vice Chairperson
 Nancy Silverman
Executive Secretary
 Thomas Ryan
Sergeant-at-Arms

COMMITTEES & CHAIRPERSONS

Airport
 RoseMarie Poveromo
Community & Economic Development
 Thomas Ryan
 Rod Townsend
Consumer Affairs
 Andy Aujla
Education/Library/Youth Services
 Andre Stith
Environmental Protection
 Antonella Di Saverio
Health & Human Services
 Judy Trilivas
 Daniel Aliberti
Housing
 Evie Hantzopoulos
Land Use & Zoning
 Gerald Caliendo
 Elizabeth Erion
Legal, Legislative, Parliamentary
 Loren Amor
Office-Staff/Budget/PR
 Marie Torniali
Parks/Recreation/Cultural
 Nancy Silverman
Public Safety
 Ann Bruno
 Antonio Meloni
Transportation
 Robert Piazza
 Jose Batista

January 30, 2020

Honorable Marisa Lago
 Chair
 City Planning Commission
 120 Broadway, 31st Floor
 New York, New York 10271

RE: Application (C 200143 MMY) to amend the City Map and establish a Public Place designation encompassing Rikers Island in accordance with Map No. C.P.C 200143 MMY dated November 27, 2019. The City Map will also be amended to note the following: "Rikers Island Public Place: Rikers Island shall not be used for incarceration of individuals after December 31, 2026".

Dear Chair Lago,

Community Board 1 Queens (CB1Q), with a quorum present, held a duly advertised public hearing January 8, 2020 for application C 200143 MMY. On January 21, 2020 the Board voted 36 in favor, 0 opposed and 1 not voting for cause to approve the referenced Rikers Island City Map change.

Proposed Action

The NYC Department of Corrections, the Mayor's Office of Criminal Justice and the NY City Council Speaker (the Applicants) jointly filed an application (C 200143 MMY) to amend the City Map and establish a Public Place designation that encompasses Rikers Island. The proposed City Map action does not change the existing C8-2 zoning and will continue to permit uses that are accessory to the existing detention centers and consistent with the Public Place designation. The mapping action will prohibit incarceration uses on Rikers Island after 2026, making the island available for reuse or redevelopment. No alternative use has been identified. City representatives indicated that a redevelopment plan for Rikers Island would result from a planning process that included affected stakeholders and the surrounding community. They also stated that the public place designation will ensure that future development will be a public benefit use.

BOARD MEMBERS (cont.)

Rose Anne Alafogiannis
 George Alexiou
 Edwin Cadiz
 Jean Marie D'Alleva
 Katerina Duarte
 Katie Ellman
 Mackenzi Farquer
 Dean O. Feratovic
 Helen Ho
 Pauline Jannelli
 Vanessa Jones-Hall
 George Kalergios
 Nancy Konipol
 Jerry Krii
 Hannah Lupien
 Jeffrey Martin
 Eric Mouchette
 Stella Nicolaou
 Norma Nieves-Blas
 Mary O'Hara
 Dino Panagoulas
 Yawne Robinson
 Rodolfo Sarchese
 Dominic Stiller
 Kathleen Warnock
 Mitchell Waxman

Community Review and Comment

Land Use Committee

On December 4, 2019 and January 15, 2020, the Land Use and Zoning Committee, with a quorum present, met to review the mapping application with representatives from the NYC Community Assistance Unit, Department of Correction and Mayor's Office of Criminal Justice. In those meetings, committee members expressed general support for the goal to close Rikers Island and saw the mapping action as a step toward implementing the plan.

The Committee's focus, however, was to encourage the City to provide a strategy and work program for an early and inclusive planning process with the community that would lead to appropriate land uses on Rikers Island after 2026.

CB Public Hearing

Fourteen speakers testified at the Board's public hearing on January 8, 2020 after City representatives presented the Public Place mapping action. No speakers addressed the Public Place mapping, but most spoke instead about future use of the property. Some speakers requested clarification on the future planning process or particular zoning terms that were used during the presentation. Two area residents opposed using Rikers to expand LaGuardia Airport runways and another testified in support of new housing on the island. The president of the United Community Civic Association encouraged returning the Island to a natural area to reduce airport and traffic impacts on the air quality in the surrounding Upper Ditmars neighborhood. The president of the Astoria Houses Tenants Association supported new programs on the island to help reintegrate youth into society. One speaker objected to the cost of constructing new borough jails.

During Land Use Committee meetings and the Board's public hearing, some responses to questions or clarifications raised concerns from the community. The representatives were not ready to discuss a planning strategy for Rikers Island, stating only that they are identifying stakeholders and participants and don't expect to begin outreach for another two years. They did not commit to conducting future ULURP and CEQR reviews for changes in land use that could be permitted as of right. They indicated that selecting a specific proposal for reuse would result from collaboration with multiple but undetermined stakeholders. Exactly what constituted a public purpose use wasn't defined and in response to a request to dispose of demolition debris by barge, they stated they would comply with standard procedures.

CB1 Comments

As part of its approval of the Rikers Island Public Place mapping, CB1Q voted to add additional remarks to outline issues that are important to the community and will hopefully guide future discussions with City representatives about Rikers Island redevelopment.


1. Planning the future reuse of Rikers Island must be an open and transparent process with community participation early in the timeline.
2. CB1Q should be engaged and consulted early this year as the City prepares its community participation work program;
3. Approval of any change in use from incarceration, even if allowed under the C8 zoning, should follow a full ULURP land use and CEQR environmental review;
4. The plan to demolish buildings on Rikers Island should be made in partnership with CB1Q and stakeholders at the earliest stage
5. Debris removal from Rikers Island must involve transport by barge with no vehicular transport through local streets.
6. Rikers Island must remain entirely publicly owned property after 2026 and used only for a public benefit.
7. The definition of a public benefit use should be agreed upon in consultation with CB1Q and designated stakeholders, recorded through deed restriction, land covenant or land trust.
8. Future use of Rikers Island should promote sustainability and address community needs.


January 30, 2020
Honorable Marisa Lago
Page 3

As with any large proposal or new vision for the future, the public outreach component of planning the Island's reuse can never begin early enough to be fully inclusive and transparent. We look forward to a productive working relationship and hope that the community's participation will get underway before this summer. Thank you for considering our comments.

Sincerely,


Marie Torniali
Chairperson


Elizabeth Erion
Land Use and Zoning Committee


Gerald Caliendes
Co-Chairs

cc: Honorable Sharon Lee, Acting Queens Borough President
Honorable Ruben Diaz, Jr., Bronx Borough President
Honorable Michael Gianaris
Honorable Jessica Ramos
Honorable Aravella Simotas
Honorable Catherine Nolan
Honorable Brian Barnwell
Honorable Costa Constantinides
Honorable Jimmy Van Bramer
Mr. Irving Poy, Director, Land Use, BPQ
Mr. John Young, Director, Queens Office DCP
Mr. James Rausse, Director of Planning and Development, BBPO